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July 12, 2018

**Closing Date: Tuesday, July 31, 2018
at 6:00 p.m.**

FROM: Vice President and Corporate Secretary

Guinea-Bissau – Quality Education for All Project
Project Appraisal Document

Attached is the Project Appraisal Document regarding a proposed grant to Guinea-Bissau for a Quality Education for All Project (IDA/R2018-0255), which is being processed on an absence-of-objection basis.

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Report No: PAD2561

INTERNATIONAL DEVELOPMENT ASSOCIATION
PROJECT APPRAISAL DOCUMENT
ON
PROPOSED GRANTS
FROM THE
INTERNATIONAL DEVELOPMENT ASSOCIATION
IN THE AMOUNT OF SDR 7.5 MILLION
(US\$10.7 MILLION EQUIVALENT)
AND FROM THE GLOBAL PARTNERSHIP FOR EDUCATION FUND
IN THE AMOUNT OF US\$4.3 MILLION
TO THE
REPUBLIC OF GUINEA-BISSAU
FOR THE
QUALITY EDUCATION FOR ALL PROJECT
July 10, 2018

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective April 30, 2018)

Currency Unit = CFA

CFA 542 = US\$1

EUR 1 = US\$1.12

SDR 1 = US\$1.43806

FISCAL YEAR

January 1 - December 31

Regional Vice President: Hafez Ghanem

Country Director: Louise J. Cord

Senior Global Practice Director: Jaime Saavedra Chanduvi

Practice Manager: Meskerem Mulatu

Task Team Leader: Emily Elaine Gardner

ABBREVIATIONS AND ACRONYMS

ADPP	Humana People to People (<i>Ajuda de Desenvolvimento de Povo para Povo</i>)
ANAP	National Agency for Procurement (<i>Agencia Nacional em Aquisições</i>)
CDD	Community-Driven Development
CPF	Country Partnership Framework
DA	Designated Account
DGE	Directorate of General Education (<i>Direcção Geral do Ensino</i>)
DRE	Regional Directorates of Education (<i>Direcção Regional de Educação</i>)
EB	Basic Education (<i>Ensino Básico</i>)
EMIS	Education Management Information System
ESP	Education Sector Plan
EU	European Union
FCG	Calouste Gulbenkian Foundation (<i>Fundação Calouste Gulbenkian</i>)
FM	Financial Management
GDP	Gross Domestic Product
GEPASE	Department of Planning and Statistics (<i>Gabinete de Estudos, Planeamento, e Avaliação do Sistema Educativo</i>)
GPE	Global Partnership for Education
HDI	Human Development Index
HEIS	Hands-on Expanded Implementation Support
IAI	Interactive Audio Instruction
IGE	General Inspection in Education (<i>Inspecção Geral em Educação</i>)
ILAP	Poverty Assessment Survey (<i>Inquérito Ligeiro de Avaliação da Pobreza</i>)
INDE	National Institute for Education Development (<i>Instituto Nacional para o Desenvolvimento da Educação</i>)
LEG	Local Education Group
M&E	Monitoring and Evaluation
MEESJCD	Ministry of Education, Higher Education, Youth, Culture and Sports (<i>Ministério da Educação, Ensino Superior, Juventude, Cultura e Desporto</i>)
MICS	Multiple Indicator Cluster Surveys
NGO	Non-Governmental Organization
PASEC	Program in Support of Education Systems of CONFEMEN Countries (<i>Programme d'Appui aux Systems Educatifs des Pays de la CONFEMEN</i>)
PDDC	Rural Community-Driven Development Project (<i>Projecto de Desenvolvimento das Comunidades</i>)
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PP	Procurement Plan
PPA	Project Preparatory Advance
PPSD	Project Procurement Strategy for Development
PSC	Project Steering Committee
PUASEE-PIU	Emergency Water and Electricity Services Upgrading Project (<i>Projet</i>

	<i>d'Urgence pour l'Amélioration des Secteurs d'Eau potable d'Electricité pour Bissau)</i>
RESEN	Guinea-Bissau Education Country Status Report (<i>Rapport d'Etat sur le Système Educatif National</i>)
SDI	Service Delivery Indicator
SIP	School Improvement Plan
SMC	School Management Committees (<i>Comité de Gestão Escolar – COGES</i>)
SORT	Systematic Operations Risk Rating Tool
TA	Technical Assistance
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WAEMU	West African Economic and Monetary Union
WFP	World Food Programme



BASIC INFORMATION

Country(ies)	Project Name	
Guinea-Bissau	Guinea Bissau: The Quality Education for All Project	
Project ID	Financing Instrument	Environmental Assessment Category
P160678	Investment Project Financing	C-Not Required

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 checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Disbursement-linked Indicators (DLIs)	<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)	

Expected Approval Date	Expected Closing Date
31-Jul-2018	31-Oct-2023

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The Project Development Objective is to improve the teaching and learning environment in grades 1-4 in targeted schools in Guinea-Bissau.

Components

Component Name	Cost (US\$, millions)
1. Strengthen School-Based Management Practices and Empower Communities	3.86



2. Improve the Quality of Instruction	7.85
3. Strengthen Education Sector Management Capacity	2.79
4. Contingency	0.50

Organizations

Borrower:	The Republic of Guinea-Bissau
Implementing Agency:	The Ministry of Education, Higher Education, Youth, Culture and Sports

PROJECT FINANCING DATA (US\$, Millions)**SUMMARY**

Total Project Cost	15.00
Total Financing	15.00
of which IBRD/IDA	10.70
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Development Association (IDA)	10.70
IDA Grant	10.70

Non-World Bank Group Financing

Trust Funds	4.30
EFA-FTI Education Program Development Fund	4.30

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Total Amount
National PBA	0.00	10.70	10.70
Total	0.00	10.70	10.70



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

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category

Rating

1. Political and Governance

● High

2. Macroeconomic

● Substantial

3. Sector Strategies and Policies

● Substantial

4. Technical Design of Project or Program

● Substantial

5. Institutional Capacity for Implementation and Sustainability

● High

6. Fiduciary

● Substantial

7. Environment and Social

● Low

8. Stakeholders

● High

9. Other

10. Overall

● High



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

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01		✓
Performance Standards for Private Sector Activities OP/BP 4.03		✓
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11		✓
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12		✓
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

Legal Covenants

Sections and Description

The Recipient shall establish and thereafter maintain a Project Steering Committee (PSC), whose mandate, terms of reference and composition shall be acceptable to the Association, to be chaired by a representative of MEESJCD, and consisting of representatives of agencies and directorates involved in the implementation of the Project, to be responsible for strategic guidance and oversight of the Project, and coordination with other ongoing programs, including: (i) review and approval of AWPBs; (ii) review of progress reports, including quarterly budget execution reports; and (iii) monitoring and assessment of implementation progress and results. (IDA and GPE: Schedule 2.I.A.1(a))

Sections and Description



The Recipient shall establish and thereafter maintain a Project Implementation Unit (PIU), whose mandate, terms of reference and composition shall be acceptable to the Association, to be responsible for the day-to-day implementation of the Project, including: (i) responsibility for the fiduciary obligations under the Project; (ii) provision of technical support for implementation of Project activities; (iii) preparation and management of bidding processes; (iv) management of project resources and ensuring that disbursements are made in accordance with the agreed procedures and practices; (v) preparation of quarterly and annual financial statements; and (vi) provision of support to MEESJCD in overall M&E, including the collection and analysis of relevant data for tracking progress. (IDA and GPE Schedule 2.I.A.1(b))

Sections and Description

Beginning in the Fiscal Year during which the Financing becomes effective, the Recipient shall, not later than November 15 in each Fiscal Year, prepare and furnish to the Association, a proposed annual work program and budget (“Annual Work Program and Budget”) for the next following Fiscal Year, giving details of: (a) a time table of programs and activities scheduled for implementation in the course of that next following Fiscal Year; and (b) the estimated cost of each such program or activity, along with the budget line item and source of funding corresponding to each program or activity. (IDA: Schedule 2.IV.B.1; GPE: Schedule 2.IV.A.1)

Sections and Description

The Recipient shall, not later than six (6) months after the Effective Date, recruit, on terms and conditions acceptable to the Association, an external auditor having qualifications and experience acceptable to the Association. (IDA: Schedule 2.IV.A; GPE: Schedule 2.II.B.4)

Conditions

Type	Description
Effectiveness	The Project Implementation Manual has been prepared and adopted, in form and substance satisfactory to the Association.
Effectiveness	The Project Steering Committee has been duly established.
Effectiveness	The Co-financing Agreement has been executed and delivered, and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of the IDA Financing Agreement) have been fulfilled.



GUINEA-BISSAU
THE QUALITY EDUCATION FOR ALL PROJECT

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I. STRATEGIC CONTEXT

A. Country Context

- 1. Guinea-Bissau is a small country in West Africa with approximately 1.8 million inhabitants, 60 percent of whom live in rural areas.** The country borders Senegal and Guinea and includes a large archipelago consisting of nearly 100 small islands. The country is rich in natural resources and biodiversity with low coastal plains and swamps of Guinean mangroves. However, despite these resources, Guinea-Bissau continues to battle extreme poverty and low growth. The country was ranked 178th out of 188 countries on the 2016 United Nations Human Development Index (HDI) and remains one of the poorest countries in the world. Over two-thirds of the population survives on less than US\$1.90 a day.
- 2. Guinea-Bissau has suffered from decades of political instability and remains a fragile state.** Since its independence in 1974, there have been four *coups d'état* along with many additional coup attempts, the highest number in the world. In 2014, however, democratic elections took place and the country appeared to be on a path towards long-term stability. However, political tensions emerged again in 2015 and, since that time, there have been four changes in government. With the transition in 2014, the Government adopted a strategy known as Terra Ranka (*Fresh Start*). This national development plan prioritizes investments in five areas – human development, infrastructure, business development, urban development, and biodiversity – with an overarching theme of peace and governance. Despite the continued political turmoil, this overall strategy remains the main document guiding the country's economic growth and development agenda.
- 3. The cost of this long history of political and institutional fragility has been significant.** More than 40 years after independence, the majority of the population continues to have limited access to basic goods and services. Underinvestment in human capital, driven by weak, under-budgeted, and inefficient systems, has led to frequent strikes and disruptions in both education and health services. Economic recessions and a lack of adequate financing for basic services has undermined the country's ability to lift its population out of poverty; low educational attainment remains a major obstacle to improving labor productivity and generating income for the population.
- 4. While poverty is widespread, it is more prevalent in rural areas.** In some districts, such as Cacheu, more than 80 percent of the population lives under the poverty line. Living standards and access to basic services outside of the capital are considerably lower. This includes access to schools, health centers, markets, electricity, etc. While overall resources are limited, the allocation of these resources strongly favors the capital and more urban areas. Elite capture has led to a system geared toward providing private goods to elites rather than public goods to citizens.
- 5. Some of the fragmentation of Guinea-Bissau's society finds its roots in the variety of ethnic groups, languages, and religions present in the country.** Significant investments were not made in the country during the colonial period other than what was required to extract natural resources. While Portuguese is the country's official language, only 14 percent of the population speaks Portuguese. The most widely spoken language is Crioulo, a Portuguese-based creole language, which is spoken by 44 percent of the population. The rest of the population speaks a variety of native African languages. The



main religions are Islam and African traditional religions with a Christian minority. Despite the variety of ethnic groups, inter-ethnic and inter-religion marriages are common and violence between groups has been minimal.

B. Sectoral and Institutional Context

6. **Education is recognized as a basic right in Guinea-Bissau and is central to the country's vision for development.** Reliable and effective delivery of basic education services is identified as an urgent priority in the country. According to the Education Law of 2011, basic education in Guinea-Bissau is organized into three cycles covering the first nine years of schooling. The first cycle is grades 1-4 (EB1); the second cycle grades 5-6 (EB2), and the third cycle grades 7-9 (EB3). The first two cycles are compulsory and free and constitute the full cycle of primary education; the third cycle is comparable to lower secondary school and requires students to pay a fee.

7. **Despite the ongoing political turmoil, Guinea-Bissau has made strides in increasing primary school enrollment and closing the gender gap at the primary level.** Since its independence, the cohort of primary school-age children has nearly tripled from approximately 115,000 to 333,000 in 2015. A law passed in 2002, which abolished fees in primary education, had a significant impact on improving primary school enrollment. Even while faced with rapid population growth, net enrollment rates have steadily increased over the past few decades. Primary school attendance improved from 45 percent in 2000 to 65 percent in 2014.¹

Access – Primary Enrollment, Repetition and Completion Rates

8. **Primary completion rates in Guinea-Bissau are low particularly among the poorest quintiles.** According to the 2014 Multiple Indicator Cluster Survey (MICS), the primary completion rate among the poorest quintile was 34.6 percent. Evidence points towards frequent disruptions in service provision and poor education quality as contributing factors. Some of the reasons why children are unable to complete a full cycle of primary education include: schools which do not offer all of the grades within a given cycle, late entry into school, poor education quality, and high repetition and drop-out rates. It is believed that some of the causes for late entry into schools are cultural beliefs that young children are unable to learn in addition to misunderstandings among both parents and school leaders regarding the expected age when children should enter primary school. Data which disaggregates retention rates by gender, location, and income quintile clearly demonstrates that girls from rural areas and the bottom income quintiles are most negatively impacted in the current system.

9. **Children in Guinea-Bissau are expected to enter grade 1 at age 6 and finish grade 6 at age 12, although this rarely happens in practice.** In reality, only 31 percent of children start school on time.² Due to late entry and high rates of repetition, at age 12, 57 percent of children are still in EB1. It is not uncommon to find children even as old as 18 years still in EB1. Late entry into schools tends to affect girls' retention rates the greatest. This is partially due to early marriages and pregnancy when they reach their mid-teens. Additionally, poor learning outcomes keep students from being able to advance through the

¹ The 2014 primary school attendance figures are sourced from the 2014 MICS.

² According to 2014 MICS, the most reliable dataset for this indicator, the net enrollment rate in grade 1, was 31 percent.



system. It is estimated that due to internal inefficiencies, nearly 47 percent of resources allocated to the education sector is lost³.

Governance of the System

10. **Education financing as a percentage of the national budget is low.** The education portion of the state budget accounted for only 11 percent in 2008-2012 and appears to have only slightly increased to 13 percent in 2013. This figure is much lower than the average level of financing (of 23 percent) allocated by countries with a similar gross domestic product (GDP). Primary school teachers in Guinea-Bissau earn only about half of the salaries of teachers in comparable low-income countries in Africa. Even so, teachers' salaries absorb almost the entire education budget in Guinea-Bissau. Ninety-seven percent of the current budget goes toward teachers' salaries leaving almost no resources available for other key expenses (i.e., operating costs at the school, regional and central levels, school maintenance and oversight, learning materials, etc.). While some schools benefit from resources and support from various non-governmental organizations (NGOs), the large majority receive only chalk and a book to register students at the beginning of the school year.

11. **While the majority of the country's population lives in rural areas, these areas receive less than half of the resources allocated to the education sector.** The majority of sector resources are spent in Bissau. Bissau accounts for 26 percent of the student population while benefiting from over 60 percent of public resources. In contrast, in Oio, the student population represents 14 percent of the population while receiving less than 4 percent of available resources. The state recruits more teachers to work in Bissau than in other areas. This results in a teacher/student ratio in Bissau of 1/25 whereas in Gabu the ratio is 1/65 on average. Due to a lack of planning and standards regulating the sector, school conditions in different districts vary greatly.

12. **The Ministry of Education, Higher Education, Youth, Culture and Sports (*Ministério da Educação, Ensino Superior, Juventude, Cultura e Desporto - MEESJCD*) has centrally-based staff at the national level, regionally-based staff at Regional Directorates of Education (*Direcção Regional de Educação – DRE*), and school directors and teachers at the school level.** Due to political instability, there are frequent changes across the sector and staff turnover is high. Most of the leadership positions in the central ministry, the DREs, and even at the schools are seen as quasi-political appointments. Hence, every time the government changes, a substantial number of these staff are changed as well. The system is somewhat decentralized where a significant amount of decision-making is done at the DRE and school level. However, due to inadequate quality controls and policies to govern the system, the end result is fragmentation and overall weak service delivery.

13. **For the last several years, the country's school inspection system has been completely non-operational.** Most of the inspectors are based in urban centers without means for transport, and visits to schools were infrequent. There have been no formally agreed standards upon which the schools and teachers can be evaluated. With the support of United Nations Children's Fund (UNICEF) and other donor partners, the Ministry has just recently finalized work to adopt National Quality Standards. These standards outline the rules and norms that should govern the system as a whole. In turn, this work has

³ 2015 Guinea-Bissau Education Country Status Report (*Rapport d'Etat sur le Système Educatif National – RESEN*).



revitalized efforts to reform the inspectorate system. The Ministry has just recently recruited more than 160 new, mid-career and energetic school inspectors. These school inspectors have agreed to be located at the sector level, closer to the schools they are expected to supervise. Unlike school leaders, school inspectors are stable actors in the system and rarely change with the changes in government.

Quality of Instruction

14. **While issues of access and equity remain key challenges, the low quality of primary education represents the most significant challenge facing the education sector in Guinea-Bissau.** Results from a recent assessment of learning outcomes in grades 2 and 5 in Portuguese and Mathematics demonstrate very low levels of learning achievement. Average scores for grade 2 students in both Portuguese and Mathematics are low across the board whether a student lives in an urban or a more rural area, is a boy or girl, or attends a public or a community school. Even more concerning are the scores in grade 5. The results capture a significant decline in levels of learning achievement between grades 2 and 5, especially in Mathematics. While grade 2 students only mastered half of the material taught, in grade 5 this drops to less than a third.

15. **The poor quality of learning outcomes is a result of several constraining factors, including the quality of the teaching force.** The same learning assessment administered to students was also administered to the teachers. The results demonstrated that nearly 94 percent of teachers in grade 5 were unable to answer all the questions in Portuguese and 98 percent those in Mathematics. This low teacher content knowledge likely explains the drop in achievement between grades 2 and 5 where more difficult content is taught. Mastery of the Portuguese language is another significant obstacle to effective learning. Although Portuguese is the official language of instruction, it is a foreign language for most students and a second language for most teachers. As a result, many students do not understand well the lessons taught and often teachers lack the content knowledge required to teach effectively.

16. **The detrimental effect that prolonged political instability has had on the education sector is evident by the high frequency and widespread teacher strikes.** The Education Law in 2010 included significant reforms to teacher management but the government was not in place long enough to oversee its implementation and the required operational frameworks were never developed. The most controversial part of this law was the adoption of the Teacher Career Ladder "*Carreira Docente*". Under this law, teachers are to be regularly evaluated and, based on their performance, would see increases in their pay and advance along a teacher career ladder. However, the mechanisms to actually conduct these evaluations were never discussed nor were the large implications to the national budget. The failure to adopt the "*Carreira Docente*" is one of the main complaints and root causes of the recent teacher strikes. In 2016, more than 90 days of instruction time, over half of the entire school year, were lost due to teacher strikes. Learning outcomes are unlikely to improve until mechanisms are in place to ensure that teachers are actually in the classroom for the entire school year and using all of the teaching time available.

17. **Given the low quality of the teaching force and the binding constraints of the current levels of financing and teacher contracts, any in-service teacher training initiatives need to be creative and work within this existing environment.** To address teacher complaints and attempt to reduce strikes by Guinea-Bissau's politically powerful teachers' unions, a decision was made to reduce the number of hours of primary school teachers to just 20 teaching hours per week and to include another 6 hours for planning



and participation in in-service training activities each month. Before this change was made, MEESJCD reported a number of instances where teachers refused to participate in any additional in-service training without receiving financial compensation. These changes in teacher contracts have improved teachers' willingness to participate in at least some level of in-service teacher training although the time available is still very limited. These monthly meetings known as "*Comissões de Estudo*" provide an opportunity to reinforce teacher skills at the school level. Other low-cost training initiatives that work with teachers when they are already expected to be in the classroom are most likely to be successful.

18. **While textbooks are instrumental to student learning, greater attention needs to be given to developing a textbook policy, procurement and dissemination plans, and ensuring means for storage and use at the school level so these investments actually reach the classroom and are used for instruction.** The lack of adequate learning materials has continued to hamper education quality in Guinea-Bissau. Many schools fail to provide students with any learning materials. While many donor-financed initiatives have aimed to provide textbooks to schools, dissemination is weak. During the last textbook distribution in 2016, textbooks were being sold on the black market. A large number of these textbooks remain in central-level warehouses, and many of those delivered to schools are still in boxes that have never been opened.

19. **The last time the country adopted a new school curriculum was in the 1980's and there has been a serious need to modernize and revamp the primary school curriculum.** With support from the United Nations Children's Fund (UNICEF) and financing made available through the Global Partnership for Education (GPE), MEESJCD has been working with technical experts to develop a new primary school curriculum for grades 1-4. This new curriculum is more streamlined, integrates existing subjects and encourages more active teaching pedagogies. While this updated curriculum should have a positive impact on quality, there is a serious need to train teachers on the new curriculum and provide additional support during its implementation. The new materials have yet to be piloted and need to be validated before being implemented on a national scale. Also, given the limited capacity of teachers in Guinea-Bissau, the resources provided to teachers must not only include manuals and guides but additional aides like scripted teaching lessons and step-by-step teachers' guides which have yet to be developed.

Systems Strengthening and Evidence-based Education Reforms

20. **Although significant investments have been made by the donor community over the years to improve the availability of education statistics and school level data, availability of robust data continues to be an issue.** The data from 2014/15 has only just become available and is still missing some basic information in certain areas like number of students and teachers at a specific school. While data collection instruments have been developed and a significant number of trainings have taken place, the high level of turnover of school directors and regional directors hampers the ability to collect reliable school level data. Changes in government are typically associated with changes in many of the education staff. Without proper training, even when data arrives at the central ministry, the questionnaires are often fraught with errors and data entry/cleaning at the central level is a slow process.

21. **While demand for education services has increased, the state has not been able to keep up with the increasing demand.** Over the last several years, in several more remote areas, parents and communities have come together to construct a simple school building and pay teachers with their own



financial resources. Many of these community schools have been established with communities playing a greater role in service delivery. While the total number of primary schools increased from approximately 1,500 to 1,725 from 2010 to 2012, many of these schools are community schools that offer only a few grades and there has been no plan for expansion guiding their development. In the Education Sector Plan (ESP) (2017-2025), the Government indicates its intention to eventually convert many of these schools into public schools. However, a school mapping is needed to determine a sustainable and economically viable plan to achieve the goal of universal access to grades 1-6.

22. In order to ensure adequate management of the sector and maintain a minimum level of quality, there is an urgent need to develop clear criteria for the expansion of the current system. This includes strengthening policies for hiring and managing teachers; school construction; and cost control/financing. In addition, there must also be a plan in place to ensure adequate financing to the sector. Resources must be available to pay teachers and provide at least a small operating budget for schools. Once resources are available at the school-level, quality assurance mechanisms relying on community participation and adequately trained school directors must also be in place to ensure that resources are well-managed and used for their intended purpose.

C. Higher Level Objectives to which the Project Contributes

23. All activities selected for financing under the project are directly aligned with the Government's recently endorsed ESP 2017-2025 (see Table 1). The main education sector development partners in Guinea-Bissau are: Humana People to People (*Ajuda de Desenvolvimento de Povo para Povo - ADPP*), the European Union (EU), Portugal, Plan International, UNICEF, the World Bank, and the World Food Programme (WFP). There are also a handful of NGOs in the sector working at the central, regional, and school levels to improve service delivery and education outcomes. Through the Local Education Group (LEG), development partners have been strongly mobilized around the GPE model and have provided strong technical and financial support to the Government in the preparation of the current ESP.

Global Partnership for Education

24. The proposed Quality Education for All Project contributes to the goals stated in GPE's Strategic Plan (2016-2020): (i) improved and more equitable learning outcomes; (ii) increased equity, gender equality and inclusion; and (iii) an effective and efficient education system. It aims to raise the level of learning outcomes in early grades through in-service teacher training and the use of scripted teaching; increase equity and the share of education resources in disadvantaged areas through a targeted school grants program; and collect the data necessary to vastly improve the efficiency of the current system and improve monitoring at the school level in order to ensure the effective use of resources. It is expected that this project will help to stabilize the current system, introduce appropriate systems and frameworks to regulate the sector, and adequately plan for a system that will eventually be able to achieve universal access in grades 1-6.



Table 1. Expected Contribution of the Project to the Implementation of the ESP 2017-2025

EDUCATION SECTOR PLAN STRATEGIES AND OBJECTIVES	PROJECT SUB-COMPONENTS
STRATEGIES TO IMPROVE ACCESS AND EQUITY	
Access and Equity in Pre-School	
Access and Equity in Basic Education	1.1, 1.2, 3.1
Access and Equity in Secondary Education	
Access and Equity in TVET	
Access and Equity in Higher Education	
Access and Equity in Non-formal Education and Adult Literacy	
STRATEGIES TO IMPROVE QUALITY	
Quality of Pre-School	
Quality of Basic Education (EB 1 and 2 - Grades 1-6)	2.1, 2.2, 2.3, 2.4
Quality of Basic Education (EB 3 - Grades 7-9)	
Strengthen the Skills of Teaching Staff in Basic Education and Pre-School	2.1, 2.2, 2.3, 2.4
Quality of Secondary Education	
Quality of TVET	
Quality of Higher Education and Scientific Studies	
Quality of Non-formal Education and Adult Literacy	
STRATEGIES TO IMPROVE GOVERNANCE AND OVERSIGHT	
Financial Management and Administration of the Sector	1.1, 1.2, 3.1, 3.2
Sector Monitoring and Oversight	1.3, 3.1, 3.2
Management of Human Resources	1.3, 2.1, 2.2
Management of Teaching	1.3, 2.1, 2.2
Improved School Planning and Construction	3.1

Source: Programa Sectorial da Educação da Guiné-Bissau 2017-2025 (ESP 2017-2025).

Country Partnership Framework

25. **One of the two focus areas of the Country Partnership Framework (CPF) for Guinea-Bissau FY18-FY21⁴ is increased access to basic quality services.** This includes increased access to quality primary education, in particular. The aim is to move beyond just emergency support (i.e., paying teachers’ salaries, limited school construction, etc.) and work towards transformational change. This includes initial efforts to support some core-state sector functions such as regulation, quality assurance, human resource policies and financial management (FM). The project is directly aligned with the CPF. It includes activities to increase access to quality education services and select reforms including those which would introduce some key regulations on teacher training, decentralize funding to schools (through school grants), and establish quality assurance mechanisms drawing on the community and other non-state actors to monitor performance at the school level. It also includes training in FM at the community, regional and central levels to improve overall budget planning and execution and capacity to manage fiscal resources.

⁴ Country Partnership Framework for Guinea-Bissau FY18-FY21. (Report 114815).



26. **Given the fragile context, the World Bank's CPF places a particular focus on empowering communities and engaging citizens to demand increased accountability.** It is expected that enhancing beneficiaries' voices and participation will improve quality, access to basic services and increase transparency. Given weak institutional structures, primary education faces additional challenges at the local level. To assist the ability of the state to provide a quality primary education, non-state actors and NGOs will work alongside the Government and to improve service delivery. Specific attention will be paid to areas outside of the capital where access to basic services and quality of learning outcomes are particularly low.

27. **The CPF also gives special attention to the issues of governance and gender.** The proposed project places a high priority on improved governance and accountability mechanisms in the education sector. In terms of gender, the country has almost reached gender parity in primary education. However, learning outcomes are slightly lower among girls and women often are not given a voice in key decisions at the school level. The proposed project includes specific measures to ensure adequate representation of women on school management structures and efforts to boost learning outcomes across both genders.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

28. **The project development objective (PDO) is to improve the teaching and learning environment in grades 1-4 in targeted schools in Guinea-Bissau.**

29. **The main goal of the project is to help the MEESJCD create model primary schools in targeted regions that produce improved learning outcomes.** This will be done through focused activities to improve school management, community participation, and the quality of instruction. Then, based on evidence from these schools, the Ministry will expand these activities to additional schools and other regions.

B. Project Beneficiaries

30. In addition to national level studies and system-wide reforms, the proposed project will primarily target community and public primary schools in the five regions of Bafatá, Bissau, Cacheu, Oio and Quinara. First, the main beneficiaries of the project are the approximately 97,000 primary school students in grades 1-4 in these regions who will benefit from improved school management, more engaged communities, and additional resources available at the school level; better trained teachers and a higher quality of instruction, new textbooks and an improved curriculum, and ultimately, improved learning outcomes. Second, close to 4,000 primary school teachers will benefit from additional training, scripted teaching lessons and ongoing support to be able to use more effective teaching strategies in the classroom. Third, more than 3,500 community members will benefit through their participation in school management committees (SMCs), training received and school grants to improve the quality of their schools. Fourth, 653 school directors, 120 school inspectors, and 40 regional education department (DRE) staff will benefit from training activities and additional support to effectively manage their schools. Finally, at the central level, more than 50 staff from key departments will benefit from technical support and hands-on training in order to collect more reliable and timely data, harmonize efforts of external partners,



introduce new regulations and policies, and ultimately, more effectively lead and govern the education sector.⁵

C. PDO-Level Results Indicators

31. The following indicators will be used to measure progress towards the achievement of the PDO:
- Percentage of recipient schools executing school grants according to school improvement plans;
 - Percentage of teachers who received in-service training under the project with improved content knowledge in Portuguese and Mathematics;
 - Percentage of grade 2 students in targeted schools with improved content knowledge in Portuguese and Mathematics;
 - Net enrollment rate in grade 1 in targeted regions, disaggregated by gender; and
 - Number of direct project beneficiaries, and percentage of which are female

III. PROJECT DESCRIPTION

A. Project Components

32. **The project aims to address some of the key challenges in primary education in the short-term while taking steps to incrementally build the education system.** This means focusing on a few policy reforms to address critical shortfalls in the sector, while empowering communities to play a key role in school governance and oversight and improving the teaching and learning environment in primary schools. Through school grants, the project hopes to create incentives for change at the community level and pave the way for continued performance and results-based financing efforts in the future. Due to the possible challenges the project is likely to face during implementation, the timeline for the project is five years. All project activities are based on MEESJCD's priority areas as identified in the recently completed ESP (2017-2025) and informed by the 2015 Guinea-Bissau Education Country Status Report (*Rapport d'Etat sur le Système Educatif National - RESEN*), along with lessons learned from the previous GPE-financed operation in Guinea-Bissau.

33. **The activities under Component 1 which aim to establish SMCs and provide school grants will target all community and public primary schools which offer at least grades 1-4 in the regions of Bafatá and Oio.** The regions of Bafatá and Oio have some of the highest rates of poverty, receive the least amount of government and external resources and have the greatest number of community schools. Since this will be the first school grants program in the country, Component 1 activities will be restricted to 459 schools in Bafata and Oio. Depending on the success of the school grants program and the

⁵ Many of the figures used to determine the total number of beneficiaries including students, teachers, and schools are best estimates. The main dataset used was prepared by UNICEF and MEESJCD to guide the textbook dissemination efforts in 2016. Table 1.1 in Annex 1 provides these figures.



availability of additional financing in the future, Component 1 activities could be scaled up to the additional regions/schools which will be targeted under Component 2 of the project.⁶

34. **Under Component 2, the project will target public primary schools with at least grades 1-4 in five regions – Bafatá, Oio, Bissau, Cacheu, and Quinara.** The five regions selected by the Ministry represent all four of the country’s provinces – Bissau (SAB), Bafatá (East), Cacheu and Oio (North), and Quinara (South). Initially, the interventions supported under Component 2 will be piloted in a sample of 22 schools in the five regions. The sample of schools (or model schools) to participate in the pilot will represent the country’s various ethnic groups, language and cultures. This will be critical in ensuring the appropriateness of the new curriculum prior to its implementation on a national scale. After the pilot, Component 2 activities will be expanded to an additional 496 public schools in these same regions.

35. **Given ongoing political instability and sector challenges, the proposed project is designed to be as flexible as possible to adjust to the realities faced during implementation.** As described above, all activities have been designed as pilots. Activities will only be scaled up further once they have been successfully implemented on a smaller scale.

Table 2. Regions and Number of Schools Targeted by the Project under Components 1 and 2

REGION	COMPONENT 1		COMPONENT 2	
	Community Schools	Public Schools*	Community Schools	Public Schools
Bafatá	82	146	-	146
Oio	75	156	-	156
Cacheu	-	-	-	101
Quinara	-	-	-	52
Bissau	-	-	-	41
TOTAL	157	302	0	496

Source: World Bank staff calculations based on UNICEF Textbook Distribution dataset and 2018 adapted SDI survey.

Component 1: Strengthen School-Based Management Practices and Empower Communities (US\$3.86 million equivalent)

36. **This component aims to improve the teaching and learning environment in targeted schools by: encouraging greater community participation in school management; and by providing fiscal resources at the school-level to purchase basic supplies, pedagogical materials, and to cover operating costs. This component also aims to strengthen the inspectorate system in order to monitor and strengthen school performance as a way to improve the overall teaching and learning in the targeted schools.** This component includes three sub-components: (i) Establishment of SMCs; (ii) School Grants Program; and (iii) School Inspection and System Monitoring and Evaluation. This component directly supports one of the main priorities of the country’s ESP 2017-2025, namely “to strengthen sector governance, improve

⁶ The concurrent provision of these activities (school grants, strengthening SMCs, teacher certification, in-service teacher training, and learning materials) is likely to have a larger impact in improving the teaching and learning environment.



management, coordination, decentralization, and financial management.” Improvements in management and increased availability of resources at the school-level, as well as community participation are expected to have a positive impact on the teaching and learning environment and improve accountability and transparency at the local level.

37. **Under Component 1, the Directorate of General Education (*Direcção Geral do Ensino – DGE*) will:** oversee efforts at the community level to strengthen organizational structures to engage with community members; conduct community sensitization campaigns on key issues such as on-time entry into school; transfer fiscal resources to targeted schools, and oversee and monitor the effective use of resources at the school level.

38. **Activities under Component 1 will be targeted to community and public schools in the regions of Bafatá and Oio which offer, at a minimum, grades 1 to 4.** The schools in these regions have been identified as priority schools since these two regions have high poverty rates, a large number of potential beneficiaries (school children), and poor educational outcomes. Further, the presence of other donors and NGOs which have piloted other SMC initiatives in these areas on a small scale provides an opportunity for building synergies and harmonizing current efforts. NGOs will play a key role as social intermediaries and provide support to local communities and school administrative staff by helping them to develop school improvement plans (SIPs) through a participatory approach and helping them manage and implement the school grants.

Sub-component 1.1: Establishment of School Management Committees (SMCs) (US\$2.30 million)

39. **This sub-component will support the establishment and strengthening of SMCs in Guinea-Bissau.** This activity aims to build on previous donor-funded initiatives to strengthen SMCs and, in turn, foster greater community participation in the management and oversight of school performance. In order to ensure a standardized approach to the establishment of SMCs, this sub-component will support the following activities: (i) development and adoption of a national SMC policy and manual; (ii) establishment and/or strengthening of SMCs through ongoing support and training by local NGOs; and (iii) carrying out community sensitization campaigns to raise awareness and mobilize communities to respond to key challenges (i.e., on-time entry to school, repetition, and student and teacher attendance, among others).

40. **The national SMC policy will define the composition, formation and roles and responsibilities of the SMC; the accompanying manual will provide concrete guidance related to the establishment and functioning of these committees.** The proposed project will finance technical assistance (TA) to support the MEESJCD and the LEG to consolidate the existing manuals and jointly decide on the policy and manual to be adopted nationally. The manual to be developed will be highly visual and easy to understand for community members with low levels of functional literacy. The SMC will be a representative body at the school level comprised of several community members such as parents, community leaders, teachers, students, etc. Both the policy and manual will ensure adequate representation (at least 30 percent of the total) and active participation of women. The key functions of the SMC under the project will be to: (i) participate in developing and implementing SIPs (see sub-component 1.2); (ii) ensure control and monitoring of school resources and related expenditures for transparency and accountability; and (iii) support communication between the school and the community. The SMC will also have a key role in channeling and mediating or addressing grievances at the local level.



41. **The project will support the establishment and/or strengthening of a SMC for each of the schools targeted to participate in the school grants program.** Guidance related to the establishment and functioning of the SMCs will be detailed in the national SMC policy and manual. The project will finance TA to help the Ministry develop a common training framework and specific modules to train SMCs in areas such as the creation of SIPs, financial literacy (i.e., budgeting, record-keeping, etc.), and grant monitoring and reporting. Then, NGOs will be recruited by the project to establish the SMCs according to the national policy, deliver the training program and provide significant capacity-building and ongoing support at the school level. Past experience has shown that it takes significant time in Guinea-Bissau to build a sense of community and local capacity. The project intends to initially target areas where there have already been some efforts to establish SMCs and there is an NGO presence to enable the project to roll out the school grants program as quickly as possible without introducing unnecessary fiduciary risks.

42. **To further strengthen community involvement, sensitization and awareness-raising campaigns will be undertaken.** These campaigns will focus on some of the following issues: the importance of on-time entry at the beginning of the school year, girls' attendance, and improved teacher attendance. These sensitization campaigns will be carried out with the support of the NGOs and draw upon initiatives supported by other donor partners. These campaigns will be simple in design and may include low cost media (e.g., community radio) which has shown to be effective in Guinea-Bissau and in other fragile settings (e.g., Sierra Leone).

Sub-component 1.2: School Grants Program (US\$0.80 million)

43. **The objective of this sub-component will be to build the capacity of SMCs to develop simple SIPs and provide financial resources to schools through school grants.** This sub-component will support the following activities: (i) development of a school grants manual; (ii) development of SIPs; and (iii) administration of school grants. It is expected that schools will receive grants in the amount of approximately US\$450 on an annual basis. Given that primary schools in Guinea-Bissau currently do not receive any operating budget, this funding represents a significant increase in the non-salary, discretionary resources available to schools for quality improvements.

44. **All public and community schools that offer grades 1-4 in the targeted regions of Bafatá and Oio will be eligible to participate in the School Grants Program.** These schools will be required to establish a functional SMC and to develop a SIP to be considered for grant funding for that academic year. To receive a school grant the following year, each beneficiary school will need to be able to demonstrate that the grant provided in the preceding year was used in line with the activities included in the approved SIP. Additionally, to enable MEESJCD to collect more timely and reliable education data, school directors will be required to have successfully submitted necessary data/statistics to the central ministry before the schools will be eligible to receive their yearly grant.

45. **Grants will be provided to all eligible schools on an annual basis.** The first year will be devoted to establishing and training SMCs and developing SIPs in a subset of schools in Bafatá and Oio. Based on their success, the program will be rolled out to an increasing number of schools in Bafatá and Oio each year. School grant amounts will not be determined on a per capita basis to reduce the perverse incentive for schools to inflate their student numbers. Therefore, the project will initially provide uniform grant amounts to all targeted schools irrespective of their size (approximately US\$450 per school per year).



46. **Once the SMCs have been established, SIPs outlining specific activities to improve the quality of the school are to be developed by SMCs.** These SIPs are intended to provide communities with the opportunity to consider specific needs and priorities of the school and to develop concrete and costed plans to improve the teaching and learning environment within the respective school. To facilitate the grant application process, a standard template for the development of the SIP will be created. Part of this template will include school level data on the rates of repetition, on-time entry to school, dropouts, and student and teacher attendance from the previous year. The SMCs will be expected to use these data to inform the activities identified for their SIP and community sensitization campaigns.

Sub-component 1.3: School Inspection and System Monitoring and Evaluation (US\$0.76 million)

47. **This sub-component aims to build the capacity of the existing inspection system in Guinea-Bissau to foster greater accountability, strengthen system management and lead to improvements in the teaching and learning environment.** Specifically, inspectors will be responsible for: (i) undertaking routine monitoring and supervision of school-level activities; (ii) offering pedagogical support to teachers; (iii) monitoring the use of school resources including textbooks and other learning materials; (iv) ensuring timely delivery of school-level data to the regional and central Ministry; and (v) providing support to SMCs in the development and implementation of their SIPs. The latter activity will be carried out in close collaboration with local NGOs hired under the project.

48. **To support inspectors in carrying out these tasks, the project will finance:** (i) TA to develop standardized school inspectorate reports aligned with the National Quality Standards recently adopted by MEESJCD and train inspectors in their use; (ii) operating costs of the five targeted DREs⁷ (e.g., electricity, paper supplies, printer/toner, photocopiers, etc.); and (iii) transportation costs (e.g., motorcycles, fuel, etc.) for the inspectorate system.

Component 2: Improve the Quality of Instruction (US\$7.85 million equivalent)

49. **Guinea-Bissau's ESP identifies the need to radically improve the quality of instruction in its primary schools.** Actions include the need to (i) establish standards and harmonize the system for teacher training in order to reduce the frequency of teacher strikes; (ii) update the school curriculum; (iii) improve in-service teachers' content knowledge and skills to effectively teach basic literacy and numeracy; and (iv) improve student learning outcomes in Portuguese and Mathematics in early grades. To address these needs and improve the teaching and learning environment in grades 1-4, four sub-components are envisioned under this component: *2.1 Teacher Certification; 2.2 In-service Teacher Training; 2.3 Scripted Teaching Lessons and Interactive Audio Instruction (IAI); and 2.4 learning materials for the new curriculum developed for grades 1-4.*

50. **Component 2 activities have been designed to be done as part of MEESJCD's efforts to introduce the new school curriculum in grades 1-4.** As described earlier, in order to ensure the success of the new curriculum on a national scale, it is necessary to conduct the pilot in a sample of public schools that

⁷ Although the School Grants Program will support targeted schools in Bafatá and Oio, support to the Inspectorate system will include the three additional regions which are also supported under Component of the Project – Bissau, Cacheu, and Quinara.



represent the variety of ethnicities, languages groups and cultures present in the country – Bissau (SAB), Bafatá (East), Cacheu and Oio (North), and Quinara (South). Ultimately, the schools selected for the pilot phase are expected to become model schools for the others. The goal of the National Institute for Education Development (*Instituto Nacional para o Desenvolvimento da Educação* --INDE) is to create a strong group of well-trained individuals in each of the four Provinces throughout the country so they are well-positioned to help with any potential national scale-up of this activity.

Sub-component 2.1: Teacher Certification (US\$0.35 million)

51. **This sub-component will support the development of a system for teacher certification in order to harmonize the system for teacher training and clarify aspects of the “Carreira Docente” in the Education Law adopted in 2010.** It is expected that clarifying these policies will help to reduce the frequent teacher strikes. This work would include a set of three inter-related activities: (i) the development of a Teacher Qualifications Framework defining required competencies and skills of basic education teachers in Guinea-Bissau; (ii) the adoption of a national teacher training curriculum to respond to these needs; and (iii) supporting the establishment of the new Agency for Assessment and Accreditation and developing teacher evaluation tools and a new process for teacher certification. To achieve these objectives, the project will finance the recruitment of TA to help the Ministry develop the required policies and procedures and provide significant hands on support to the new Agency. In carrying out these activities, it will be critical that the Ministry ensure that the process is very participatory and includes all key stakeholders, and the Teachers’ Unions in particular.

Sub-component 2.2: In-Service Teacher Training (US\$3.26 million)

52. **To support MEESJCD and complement other donors’ efforts to improve the quality of instruction, the project will focus on training teachers in areas needed to effectively implement the new curriculum in grades 1-4.** With financial support provided by GPE and UNICEF, INDE has been working together with subject experts from the *Universidade de Minho* in Portugal to develop a new school curriculum for grades 1-4. This new curriculum integrates subject areas and includes new teaching material in critical new subject areas such as “Citizenship.”

53. **To ensure successful implementation of the new curriculum, the project will first support a pre-pilot of the new curriculum in a small number of schools (22) in the country’s four Provinces – Bissau, North, South, and East.** During the pilot, INDE together with the *Universidade de Minho* will conduct an evaluation of teachers to identify what areas prove to be the most challenging and design a training program to address these needs. This training will include a focus on effective teaching strategies for teaching Portuguese and Mathematics.

54. **Based on the results of the evaluation conducted as part of the pilot, the project will support the development and delivery of a training program for in-service teachers that will support the acquisition of skills needed to successfully implement the new curriculum.** The *Universidade de Minho* will be directly contracted to continue working with INDE to help design the training program and deliver the face-to-face training sessions. DREs, school directors and school inspectors will also participate in the training in order to ensure appropriate follow-up and support at the school level.



55. **The face-to-face training sessions will take place in the recently constructed or already existing teacher training centers in each Province – SAB (Bissau), North (Cacheu), South (Quinara), East (Bafatá).** Reinforcement training sessions will also take place during the monthly *Comissões de Estudo* by the school inspectors. To determine levels of achievement, the training program will include a standardized pre-and post-test. To support these in-service training activities, the project will finance: (i) operational costs of the training; (ii) costs to hire the *Universidade de Minho* to support INDE to develop the training program, conduct training sessions and administer the pre-and post-tests to both teachers and students; and (iii) cost of printing materials for the training sessions including the pre- and post-tests.

Sub-component 2.3: Scripted Teaching Lessons and Interactive Audio Instruction (IAI) (US\$3.0 million)

56. **The project will use the roll-out of the new curriculum to introduce an IAI program to guide/complement instruction in Portuguese and Mathematics.** Aligned with the teacher guides and student manuals already developed, the project will support the creation of IAI lessons in both Portuguese and Mathematics in grades 1 and 2. It is expected that by the end of the project, 200 different 30-minute lessons in each subject for grades 1 and 2 will have been developed. IAI will be used daily alternating between Portuguese and Mathematics. There are a significant number of parents in Guinea-Bissau that are unable to read and write. Once the IAI program has been developed, the project will work to expand the use of this program and other existing training materials to also provide literacy training to parents of students in targeted schools. Under this sub-component, the project will finance: (i) TA to develop a detailed program design document for the IAI program; (ii) the recruitment of IAI technical experts to oversee the development of the 200 teaching scripts, train INDE staff, hire voice actors/musicians, and develop simple teacher training materials; (iii) costs to rent studio space to record the lessons via digital editing equipment; and (iv) the purchase of solar powered radios and other equipment.

Sub-component 2.4: Learning Materials for the New Curriculum in Grades 1-4 (US\$1.24 million)

57. **The project will finance the purchase of the new teacher guides and student manuals developed as part of the new curriculum and other didactic materials that support literacy and numeracy skills in grades 1-4.** Based on the ongoing challenges with procurement and dissemination of textbooks, the procurement of these materials will only be possible once MEESJCD has developed a national textbook policy and dissemination plan. In recent textbook purchasing and dissemination efforts, even when the books arrived at the school, they often remained in boxes on the floor unused. To avoid a similar issue, the project will finance the purchase of basic shelves for each classroom. School inspectors will be responsible for monitoring textbook use and availability in the classroom for instruction.

58. **In efforts to introduce the concept of results-based financing in Guinea-Bissau, the procurement of these learning materials will be done in stages.** Once materials have been successfully delivered to the pilot schools, MEESJCD will be allowed to print those for the additional 496 schools. Upon successful procurement and dissemination of textbooks to the 496 and the collection of up-to-date figures on student enrollments per school, MEESJCD will be able to purchase the textbooks for the remaining public, community and private schools that have not yet received materials.



Component 3: Strengthen Education Sector Management Capacity (US\$2.79 million equivalent)

59. **The aim of this component is to improve the overall functioning of the education system by increasing the availability of data to guide decision-making and by strengthening the overall capacity of the Ministry of Education.** This component will include two sub-components: 3.1 *Sector Studies*; and 3.2 *Project Management*.

Sub-component 3.1: Sector Studies (US\$1.19 million)

60. **There is a significant need to improve the availability of data in the system in order to guide reforms, determine future actions to take to improve efficiency, and monitor education quality.** Three different studies to collect additional data have been identified in addition to a mechanism to share data more broadly and ensure its use. These include: (i) a school mapping exercise; (ii) a national learning assessment in grades 2 and 5; and (iii) an adapted Service Delivery Indicator (SDI) survey. In addition, the project will support the creation of a website and online portal for MEESJCD.

61. **As highlighted in the ESP, there is an urgent need to conduct a detailed school mapping exercise.** The Ministry urgently needs these data to determine the fiscal, human, and physical resources needed in order to reach its goal of universal access in grades 1-6. Once these data are available, an operational plan and budget will be developed to determine a cost-effective way to expand the current system.

62. **A sample-based national assessment, based on the regional Program in Support of Education Systems of CONFEMEN Countries (*Programme d'Appui aux Systems Educatifs des Pays de la CONFEMEN - PASEC*) assessment, was conducted by MEESJCD with the help of Pole de Dakar in 2014.** The project will finance the implementation of this same assessment to collect additional data on learning outcomes for grades 2 and 5 and further build the Ministry's capacity to measure and monitor student learning outcomes. Concentrated efforts will be made this time to share the results more broadly and to identify specific actions various departments and key stakeholders at the local level can take to improve the quality of education provided. This will include regional workshops, simple brochures with key messages for school inspectors, school directors and teachers to discuss during the monthly *Comissões de Estudo* sessions, and radio spots.

63. **As part of preparation, an adapted version of the World Bank's SDI survey was administered to all primary schools with at least grades 1-4 in Bafatá, Gabú and Oio.** This survey collected key information on issues such as teacher absenteeism, school management practices, financial resources, etc. The survey results were used to inform the baseline and target values for a number of indicators in the project's results framework. The survey tools were adapted to the local context, translated into Portuguese, and developed electronically to enable the survey to be administered via tablets using the World Bank's Survey Solutions software. Administering the survey via tablets allowed for greater quality control during implementation, reduction of data entry errors, and improved timeliness of survey results. During preparation, the National Institute of Statistics was hired to oversee data collection in the field. Efforts were made to also include members of the Department of Planning and Statistics (*Gabinete de Estudos, Planeamento, e Avaliação do Sistema Educativo – GEPASE*) staff in data collection in order to build their capacity and increase their ability to participate in similar surveys in the future. The project will finance the application of this same survey again before the project's completion in order to measure progress made on key project indicators.



64. **In order to improve system-wide management and coordination, and reduce fragmentation, this activity will be to produce a website and online portal on which education policies, data, and education laws will be made available online and publicly accessible.** Currently in Guinea-Bissau, education data and policies are not readily accessible. Legislation, regulations and procedures are not readily available and often are found only in paper files. Often staff are not even aware of various policies, and information is often not shared between departments within the Ministry. This is expected to improve coordination within MEESJCD while also enabling NGOs and other non-state actors to more easily align their interventions with government policies. While the website is intended to be publicly accessible, it is also expected that an online portal within MEESJCD will be created to make basic education data (including the Education Management Information System - EMIS) available to all working at the central and regional levels within the Ministry.

65. **There is a small department within MEESJCD responsible for creating a website for the Ministry.** While not always reliable, MEESJCD does have access to electricity, internet service, and desktop computers. While the Ministry does have an IT Department, due to its limited capacity, they have not yet been able to establish a functioning website. TA will be recruited to work with MEESJCD's IT Department to create a simple architecture for the website and online portal. Training will be provided to IT staff in maintaining and updating the portal so that these can be done on a regular basis. The project will also finance the purchase of anti-virus software packages, additional maintenance to improve the functioning of MEESJCD's computers, and internet service to ensure more reliable communication during project implementation.

Sub-component 3.2: Project Management (US\$1.60 million)

66. **This sub-component will finance the costs associated with management of the project and the additional expertise to be recruited.** Due to limited capacity within MEESJCD, a Project Implementation Unit (PIU) will be established to support project implementation. Costs include salaries for PIU staff, external auditors, other M&E costs, operating costs (i.e., rental space, transportation, utilities, and basic IT equipment), and training activities for MEESJCD staff.

B. Project Cost and Financing

67. **The total cost of the activities supported under the project is US\$15 million.** The breakdown of cost per component and subcomponent is provided in Table 3 below. Financing includes a US\$4.3 million grant from GPE and a US\$10.7 million grant from IDA. The World Bank is the grant agent for the GPE funds and the project has been designed to be co-financed by both IDA and GPE at 100 percent.



Table 3. Cost of Project Components and Sub-Components

Project Components	Project Cost (US\$ million)	IDA and GPE Grant Financing (US\$ million)
1. Strengthen School-Based Management Practices and Empower Communities	3.86	3.86
<i>1.1 Establishment of school management committees</i>	<i>2.30</i>	<i>2.30</i>
<i>1.2 School grants program</i>	<i>0.80</i>	<i>0.80</i>
<i>1.3 School inspection and system M&E</i>	<i>0.76</i>	<i>0.76</i>
2. Improve the Quality of Instruction	7.85	7.85
<i>2.1 Teacher certification</i>	<i>0.35</i>	<i>0.35</i>
<i>2.2 In-service teacher training</i>	<i>3.26</i>	<i>3.26</i>
<i>2.3 Scripted teaching lessons and IAI</i>	<i>3.00</i>	<i>3.00</i>
<i>2.4 Learning materials for the new curriculum in grades 1-4</i>	<i>1.24</i>	<i>1.24</i>
3. Strengthen Education Sector Management Capacity	2.79	2.79
<i>3.1 Sector studies</i>	<i>1.19</i>	<i>1.19</i>
<i>3.2 Project management</i>	<i>1.60</i>	<i>1.60</i>
4. Contingency	0.50	0.50
Total Costs	15.00	15.00
Total Financing Required	15.00	

68. To determine realistic disbursement estimates and per unit cost expenditures, a detailed costing exercise was completed for each activity included under the project. The table below shows the estimated costs for each activity and the expected yearly disbursements per activity over the five-year implementation period.



Table 4. Breakdown of Activity Costs and Estimated Disbursements per the Implementation Plan

	IDA/GPE	2018	2019	2020	2021	2022
	15,000,000	1,955,000	3,844,000	3,159,500	2,634,500	3,407,000
COMPONENT 1 - School Management	3,860,000	910,000	1,224,000	792,000	467,000	467,000
<i>1.1 Establishment and Training for SMCs</i>	<i>2,300,000</i>	<i>600,000</i>	<i>1,000,000</i>	<i>540,000</i>	<i>80,000</i>	<i>80,000</i>
<i>1.2 School Grants</i>	<i>800,000</i>	<i>28,000</i>	<i>70,000</i>	<i>144,000</i>	<i>279,000</i>	<i>279,000</i>
<i>1.3 School Inspection/M&E</i>	<i>760,000</i>	<i>282,000</i>	<i>154,000</i>	<i>108,000</i>	<i>108,000</i>	<i>108,000</i>
COMPONENT 2 - Quality of Instruction	7,850,000	395,000	1,650,000	1,777,500	1,667,500	2,360,000
<i>2.1 Teacher Certification</i>	<i>350,000</i>	<i>150,000</i>	<i>75,000</i>	<i>50,000</i>	<i>50,000</i>	<i>25,000</i>
<i>2.2 In-service Teacher Training</i>	<i>3,260,000</i>	<i>160,000</i>	<i>200,000</i>	<i>200,000</i>	<i>1,300,000</i>	<i>1,400,000</i>
<i>2.3 Scripted Lessons and IAI</i>	<i>3,000,000</i>	<i>60,000</i>	<i>1,340,000</i>	<i>1,340,000</i>	<i>130,000</i>	<i>130,000</i>
<i>2.4 Learning Materials for New Curriculum</i>	<i>1,240,000</i>	<i>25,000</i>	<i>35,000</i>	<i>187,500</i>	<i>187,500</i>	<i>805,000</i>
COMPONENT 3 - Education Sector Mgt Capacity	2,790,000	550,000	870,000	490,000	400,000	480,000
<i>3.1 Sector Studies</i>	<i>1,190,000</i>	<i>230,000</i>	<i>550,000</i>	<i>170,000</i>	<i>80,000</i>	<i>160,000</i>
<i>3.1.1 School Mapping</i>	<i>600,000</i>	<i>200,000</i>	<i>400,000</i>	<i>-</i>	<i>-</i>	<i>-</i>
<i>3.1.2 PASEC II</i>	<i>150,000</i>	<i>-</i>	<i>-</i>	<i>120,000</i>	<i>30,000</i>	<i>-</i>
<i>3.1.3 SDI II</i>	<i>140,000</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>140,000</i>
<i>3.1.4 Online Portal</i>	<i>300,000</i>	<i>30,000</i>	<i>150,000</i>	<i>50,000</i>	<i>50,000</i>	<i>20,000</i>
<i>3.2 Project Management</i>	<i>1,600,000</i>	<i>320,000</i>	<i>320,000</i>	<i>320,000</i>	<i>320,000</i>	<i>320,000</i>
<i>3.2.1 PIU Staff</i>	<i>915,000</i>	<i>155,000</i>	<i>190,000</i>	<i>190,000</i>	<i>190,000</i>	<i>190,000</i>
<i>3.2.2 Operating Costs/Audit/M&E</i>	<i>535,000</i>	<i>135,000</i>	<i>100,000</i>	<i>100,000</i>	<i>100,000</i>	<i>100,000</i>
<i>3.2.3 TA and Training for Ministry Staff</i>	<i>150,000</i>	<i>30,000</i>	<i>30,000</i>	<i>30,000</i>	<i>30,000</i>	<i>30,000</i>
CONTINGENCY	500,000	100,000	100,000	100,000	100,000	100,000

C. Lessons Learned and Reflected in the Project Design

69. **The World Bank has a long history of providing support to the education sector in Guinea-Bissau and has been a key partner.** As described earlier, the World Bank has supported numerous projects and has conducted, in collaboration with the Government, a range of analytical work to inform policy dialogue in the sector since 1997. Due to the military coup in 2012, however, most of the World Bank’s support in education was suspended. As a result, a decision was made to transfer the previous GPE-financed project prepared by the World Bank to UNICEF to oversee its implementation. Since the World Bank’s relatively recent decision to resume activities in Guinea-Bissau, significant efforts have been made to reengage in the education sector. With the renewed presence and a new round of financing available from GPE, a joint decision was made by the Government and the LEG to once again transfer the management and responsibility of overseeing these funds to the World Bank.

70. **While the World Bank no longer had a specific education project after 2012, support to the education sector continued through the Community-Driven Development Project (*Projecto de Desenvolvimento das Comunidades - PDDC*) (P090712).** This project included emergency support in the form of payment of teachers’ salaries and school construction in rural areas. An additional financing for this project was recently approved to continue to finance school construction in addition to a cash transfer program that targets increasing school enrollment and encouraging on-time entry into schools. To



complement these efforts to improve access, this project is targeted to improve overall quality and governance of the sector.

71. **There are a limited number of donors working in Guinea-Bissau; due to the frequent political instability, there is a lack of stability in terms of external support and considerable fragmentation in the education sector.** Various education NGOs and donors have piloted different initiatives but due to limited financing and a lack of overall government policies and regulations, these programs are rarely brought to scale. Given the World Bank's ability to engage with the Government at the highest levels, leverage additional financing, and past successful experience leading broad reforms, the return of the World Bank has been well-received. The World Bank aims to continue to be able to contribute to the Government's efforts to resolve some of the overarching issues that are paralyzing the system (i.e., frequent teacher strikes), harmonize various state and non-state initiatives, and bring to scale various successful pilots led by other donors and local NGOs.

72. **Based on lessons learned from previous engagements in Guinea-Bissau, the project has been selective in its design supporting a limited number of critical activities.** Past projects have shown that efforts at core public sector institution building have been hampered by the continuous changes in government leadership. Significant efforts have been made to design activities under the project in a way that empowers the Government to set overall policies but then draws as much as possible on non-state actors, NGOs, and other alternative forms of service delivery to ensure quality and measurable results in improving sector performance. Nationally agreed policies and programs are expected to improve the ability of non-state actors already active in the system to work alongside the Government in a coordinated way and help the Government implement its ESP. It is expected that this approach will reduce the current fragmentation in the system, enable previously successful pilots to be brought to scale, and enable lasting change in Guinea-Bissau's education sector.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

73. **In Guinea-Bissau, the overall national education budget is almost completely absorbed by teachers' salaries (97 percent).** A recent review of public expenditures in education determined that the central MEESJCD is unable to execute the remaining 3 percent of funds. Given budget limitations and ongoing political instability in the country, almost all other expenditures in the education sector have been managed and financed externally by outside donors. Previous World Bank investments have all relied on establishing PIUs outside of the Ministry. A thorough assessment of the MEESJCD's capacity in terms of procurement and FM has been conducted as part of project preparation (see Annex 3).

74. **Given the limited capacity of MEESJCD staff for project implementation, a stand-alone PIU for this project will be established.** Initially, however, the existing PIU for the Emergency Water and Electricity Services Upgrading Project (*Projet d'Urgence pour l'Amélioration des Secteurs d'Eau potable d'Electricité pour Bissau – PUASEE*) (P148797) will manage and execute the preparatory activities and studies included in the Project Preparatory Advance (PPA), including the recruitment and training of the



staff for the project's own PIU (MEESJCD-PIU). In addition, the PUASEE PIU will support the initial phase of project implementation until the project's PIU is formally established and functional. The proposed project PIU is expected to be established within six months of project effectiveness.

75. **The PUASEE PIU has several years of experience overseeing the implementation of World Bank projects in Guinea-Bissau.** The PIU will be responsible for supporting the fiduciary and administrative work and facilitating the communication and coordination among the various directorates in MEESJCD in project implementation. Specifically, it will: (i) have the overall fiduciary responsibility of the project; (ii) provide technical support for the implementation of project activities; (iii) prepare and manage bidding processes; (iv) manage project resources, and ensure that disbursements are made in accordance with the agreed procedures and practices; (v) prepare quarterly and annual financial statements of the project; and (vi) provide TA to the Ministry in overall M&E, including the collection and analysis of relevant data for tracking progress. To support these functions, the PIU will be staffed with a Project Coordinator, a Financial Manager, a Procurement Specialist, an Accountant, and a Senior Education and Monitoring and Evaluation Specialist.

76. **To ensure adequate coordination across various MEESJCD Directorates and the PIU, a Project Steering Committee (PSC) will be established.** This PSC will: (i) provide project oversight and strategic guidance to project implementation and ensure coordination with other existing programs; (ii) oversee project implementation and approve annual work programs, budgets and financial statements; (iii) provide contributions, review and approve project progress reports; and (iv) assess project achievements. The PSC must be in place and organized prior to project effectiveness. It will be comprised of the following representatives:

- the Director of General Education (DGE) (responsible for leading Component 1 and subcomponents 1.1 and 1.2);
- the Inspector General in Education (IGE) (responsible for subcomponent 1.3);
- the Director of the National Institute for Education Development (INDE) (responsible for leading Component 2 and subcomponents 2.2, 2.3, and 2.4);
- a representative from the Education Secretariat overseeing the reforms to the “*Carreira Docente*” (Teacher Career Ladder) (responsible for subcomponent 2.1);
- the Director of the Department of Planning and Statistics (GEPASE) (responsible for leading Component 3 and subcomponent 3.1); and
- the MEESJCD-PIU Project Coordinator (responsible for overall coordination of the project and subcomponent 3.2).

77. **Aligned with MEESJCD's objectives outlined in the ESP, the proposed project also intends to build greater capacity within the Ministry to manage both fiscal and human resources.** In order to build this capacity, TA will be provided to the Human Resources Department and the Administrative and Financial Department of MEESJCD to further build their capacity in these areas.

B. Results Monitoring and Evaluation

78. **The results framework of the project specifies the PDO, PDO-level and intermediate results indicators, baselines and target values, frequency, data source methodology, and responsibilities for data collection.** Given the low M&E capacity within the Ministry and the limited availability of reliable



data in the sector, efforts have been made to keep data collection and reporting arrangements under the project as simple as possible. To aid the Ministry, the project intends to recruit a full-time Senior Education and M&E Specialist at the PIU. This specialist will work closely with Ministry officials in various departments to ensure data collection efforts are done per project requirements in addition to providing support to strengthen the availability of reliable data in the sector.

79. **Although timely and reliable data remain issues, the Ministry does have an EMIS with data collection tools and processes in place to obtain data at the school level.** The project will give significant attention to building the capacity of GEPASE to produce the data required to effectively monitor the system. In project targeted schools, NGOs will be recruited to provide support to local actors responsible for filling out the annual questionnaires. M&E arrangements for the project have been designed to not be fully reliant on the EMIS in the initial stages. However, it is expected that during implementation, efforts to strengthen the EMIS will enable its use to monitor progress in implementing the ESP. Specific activities expected to strengthen the data available in EMIS are the school mapping exercise, the Adapted SDI Survey, the School Grants Program (requiring successfully completed EMIS questionnaires before receiving funds), and comprehensive data collected on schools and teachers in targeted schools.

80. **Another key aspect for M&E under the project will be the use of school inspectors.** It is expected that monitoring tools will be created to enable the inspectorate system to: monitor the establishment of SMCs, the development of SIPs, and the use of school grants; monitor teacher attendance and their participation in in-service training activities; and monitor the use of textbooks and IAI in the classrooms in targeted schools. The project intends to fund relevant training, development of tools, equipment/transportation costs, so that these inspectors are able to fulfill these basic monitoring functions required for the project.

81. **The PIU will provide targeted M&E support to DGE, GEPASE, INDE, and DREs and will manage grievances ensuring that a timely and effective response to grievances at the community and school levels.** M&E capacity building activities will focus on strengthening each entity's ability to collect and analyze basic education statistics and to monitor progress on each of the PDO-level and intermediate results indicators included in the project's results framework. The project will also provide targeted support to strengthen the country's EMIS along with TA to build the capacity of relevant staff to use these data for reporting and decision-making purposes. A web-based education portal will be established which will include basic education statistics and information generated from the EMIS.

82. **Based on data collected from various beneficiaries and with support from the Senior Education and M&E Specialist, MEESJCD will be responsible for providing the following consolidated monitoring data: (i) status reports on project implementation by component, including a summary description of activities at the various levels (biannually); and (ii) compiling the status reports on the use of project funds, including school grant funding (quarterly).** These data will be triangulated with information collected through the studies and surveys that will be carried out under the project (e.g., SDI Survey, school mapping exercise, etc.) The main findings of these reports will be presented and discussed during annual sector review meetings. These review meetings will include all major sector stakeholders and will provide an opportunity to assess progress in terms of project implementation and of the larger ESP and to develop recommendations for the coming year.



83. **Implementation support missions will be undertaken at least every six months and will monitor and report on progress made under the project through the implementation status and results reports (ISRs).** An in-depth review will be undertaken at the project implementation mid-point. This mid-term review (MTR) will provide an opportunity to assess overall progress in project implementation, update the results framework as necessary, review allocation across components, re-assess the risks, and propose corrective measures to ensure achievement of the PDO.

C. Sustainability

84. **The sustainability of the project is improved by its strong link with the ESP, the policies of the education sector, a demonstrated commitment of the Government to improve the quality of its education system and improve learning outcomes, and the Government's ownership and active participation in the ESP preparation and implementation processes.** The project has been prepared based on a strong technical foundation and its development has been very collaborative with significant donor and government participation.

85. **The proposed project explicitly promotes long-term sustainability by focusing on institution development and capacity building** through: (i) improving MEESJCD's capacity to better manage its human and fiscal resources; (ii) developing MEESJCD's planning and M&E capacity; and (iii) developing national policies to guide future activities such as community participation in schools, processes for teacher certification, and textbook procurement.

86. **The capacity building activities to train teachers to implement the new curriculum and to train SMCs and encourage greater community participation in schools is likely to be maintained and positively impact the system beyond the life of the project.** While the in-service teacher training program and school grants program would require more fiscal resources than what the government has currently made available to the education sector, it is expected that being able to demonstrate measurable impact of this training on the sector will help attract further external financing needed to improve the education system in Guinea-Bissau. At the end of the project, a unit within INDE able to oversee the continuation of the IAI program will have been established. The recurrent costs of the IAI program are minimal so even without significant additional investments, the program should be able to be continued. In order to sustain the school grants program in the post-project period in the two targeted regions, estimated financing in the amount of US\$206,550 would be needed on an annual basis. In order to bring the school grants to scale at a national level and target all public and community schools in the country, it would cost approximately US\$778,950 per year. Given the expected increase in the country's GDP, the Government's stated commitment to increase the share of national budget allocated to the education sector, and the expected efficiency gains to which the project will contribute in the context of the larger ESP goals, the Government should be in a better fiscal place to cover a portion of these costs. Nonetheless, financial and technical support from development partners will continue to be necessary in order to achieve the key sector outcomes envisaged in the country's ESP.



D. Role of Partners

87. **The proposed project was prepared by MEESJCD in close collaboration with other development partners working in the education sector in Guinea-Bissau.** Members of the LEG, led by UNICEF, have strongly mobilized around the GPE model and have provided strong technical and financial support to the government in the preparation of the ESP 2017-2025. Currently, the main development partners in Guinea-Bissau's education sector are: ADPP, the European Union, Plan International, Portugal, UNICEF, the World Bank, and WFP. All of the activities selected for financing under this project are aligned with the endorsed ESP and have been designed to continue to support positive developments in the sector and past investments made by GPE and UNICEF under the previous project. It is expected that UNICEF, as Coordinating Agency, will continue to work with MEESJCD and other partners through the LEG during implementation to ensure adequate coordination in the implementation of the ESP and encourage harmonization and use of national policies across donor partners.

88. **One of the main objectives of the project is to establish various government policies and harmonize efforts across the system to reduce fragmentation, improve efficiency and eliminate duplication, and foster better sector alignment.** The project intends to begin the process of bringing other smaller successful initiatives to scale. Hence, collaboration with other donors will be absolutely essential for successful implementation. Table 2.5 in Annex 2 summarizes the other main donor efforts underway in the sector and where the project links with these and areas for possible collaboration.

V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks

89. **The overall risk is rated as High.** There are significant risks related to successful project implementation. The main risks and related mitigation measures include:

90. **The political and governance risk is rated as high.** The country continues to experience a difficult political environment with frequent changes in government and on-going tensions between the President, Prime Minister, and Parliament. These short-lived governments make it difficult to ensure the leadership and stability required to oversee significant legislative and policy reforms. As such, this project has included limited policy reforms while primarily being designed to inspire reforms and change from the bottom up. Close coordination with other donors in the sector will be essential. Several actions have also been designed so that they can be implemented in parallel with the support of non-state actors even if the policy reform does not take place within the Ministry.

91. **Macro-economic risk is rated as substantial.** Real GDP growth is estimated at 5.2 percent in 2016 and is expected to remain robust over the next several years due to improvements in trade and agriculture. However, a bank-bailout from 2015 has not yet been fully resolved and there is high uncertainty as to the solvency of national banks. The narrow focus of the economy on cashews also makes the macroeconomic base extremely vulnerable to shocks. This macro-economic risk will need to be carefully monitored since financing in the education sector is already low and the inability of the state to pay teachers would paralyze the system.



92. **The risk related to sector strategies and policies is substantial.** Sector strategies and policies in the MEESJCD are often weak or non-existent. Even when policies do exist, they are often not operationalized and implemented. This is the consequence of successive unstable governments with little legislative mandate. However, due to support provided through GPE, Guinea-Bissau's MEESJCD has an ESP that was developed jointly with the donor community and has broad support across the sector. The project interventions align directly with the priorities and objectives outlined in this plan. This coordination and collaboration between the Ministry and donor community will be maintained throughout implementation through the continuation of regular LEG meetings and annual joint sector reviews.

93. **The risk stemming from the technical design of the project is considered substantial due to weak human resources in MEESJCD and a difficult operating environment for technical specialists due to the remoteness of the country and language barriers.** To mitigate against this risk, the World Bank has recruited a local Education Specialist to provide robust and on-going support throughout implementation. This in-country presence is also expected to help provide continuity and external support for various reforms in case there continues to be frequent changes in the government.

94. **Institutional capacity for implementation and sustainability is very low in terms of both technical and operational skills.** Additionally, there are frequent changes in Ministry staff, which impedes efforts to build long-term capacity and improved functioning of the sector. The turnover rate is highly impacted by the numerous changes in government and volatility in the country. Hence, **this risk is rated high.** To address this risk, the project has identified specific actions to build the capacity of state actors while also working directly with non-state actors (i.e., civil society, communities, local NGOs, and TA) to provide services.

95. **The fiduciary risk is rated substantial mainly due to weak human resource capacity, unclear institutional and policy frameworks, and a lack of proper regulations.** Country FM issues and weak accountability mechanisms may potentially undermine a fair and transparent selection process for awarding the school grants. Additionally, weaknesses in the system of internal controls and poor coordination between the various stakeholders involved in the project may weaken the fiduciary environment and delay implementation of activities. To manage this risk, the project includes the use of independent verification agents for the school grants program. Community members and non-state actors will be used to ensure transparency and the proper use of funds. As a fragile state, Guinea-Bissau is also eligible for extra support in procurement. The project intends to take advantage of the simplified template and simplified procurement arrangements and has prepared a Project Procurement Strategy for Development (PPSD). These measures are expected to facilitate the timely execution of procurement related activities.

96. **The risk rating for stakeholders is high.** Guinea-Bissau has a very politicized education system. One of the main stakeholders in the system are the Teachers' Unions who frequently go on strike and ultimately paralyze the education system. It will be critical that the project provide ample opportunities for participation and strong collaboration with the Teachers' Unions throughout implementation. This is especially relevant for all activities related to teacher certification, the changes to the "*Carreira Docente*" Teacher Career Ladder, and in-service teacher training. In addition to potential issues with the Teachers'



Unions, civil society is particularly weak and fragmented in Guinea-Bissau. The concept of community at the school level is often non-existent and capacity remains extremely low. Drawing on the experience of other donor efforts at the community level, the project will strengthen the SMCs and develop the school grants program in an incremental way ensuring that these activities are well implemented and capacity is sufficient before scaling up these interventions to additional schools/regions. The targets established are realistic and training activities have been designed taking into account the capacity constraints faced by the targeted beneficiaries. There has also been some tension between state and non-state actors working within the education sector. The project intends to work closely with both by enabling the state to set policies and regulations while empowering non-state actors to implement these policies and improve overall service delivery.

VI. APPRAISAL SUMMARY

A. Economic and Financial Analysis

97. **Studies have shown that there is a positive and significant association between an individual's educational attainment (years of schooling) and an individual's projected earnings (higher wages) in Guinea-Bissau.** Higher levels of educational attainment are also associated with a number of positive externalities, including better health outcomes (i.e., higher life expectancy, lower child mortality rates, etc.) Project-supported activities (i.e., sector reforms, improved school-based management practices, improved teacher policies and practices, increased availability of education sector data, etc.) are all likely to contribute to higher levels of internal and external efficiency of the sector. Due to high repetition rates and dropouts in primary education, it is estimated that 47 percent of current investments are lost. Improving teacher competencies and providing financial resources to schools should improve the overall quality of education and indirectly impact repetition, dropout and completion rates (all of which would contribute to improved efficiency of the sector).

98. **Data shows that years of education and wage earnings are positively correlated in Guinea-Bissau.** Using household data from the 2010 Poverty Assessment Survey (*Inquerito Ligeiro de Avaliação da Pobreza –ILAP*), it is possible to estimate the returns to education in Guinea-Bissau. Generally, the effect of years of education on wage earnings is positive, as expected, with an average return of 5 percent. This effect is even stronger for those who have completed secondary and tertiary education, experiencing an additional return (or a wage premium) on average of 4 and 8 percent, respectively.

99. **The project-supported interventions are expected to contribute to improvements in the internal efficiency of the education system – and result in significant cost savings – by positively impacting repetition rates and dropout rates in grades 1 through 4 in the targeted regions of the project.** Each repeated year brings about an unnecessary cost to the education system as well as direct costs to households and opportunity costs to students. This project, in the context of the larger government program and development partners' support to the sector, should contribute to decreasing repetition rates in grades 1-4 in the targeted regions through: (i) targeted sensitization campaigns to raise awareness among communities of the importance of on-time entry to school and continued attendance; (ii) strengthening capacity of communities (SMCs) to develop and implement tailor-made SIPs; (iii) providing financial resources to schools so they can procure key quality inputs; (iv) increasing teachers' pedagogical



skills and content knowledge; and (v) developing and rolling out IAI which can help mitigate against the loss in teaching time resulting from frequent teacher strikes.

100. **Using the latest available data on the public and private costs of providing schooling to each student (annually), it is estimated that the potential cost savings associated with even a modest reduction in the national repetition rate of 1 percent annually in grades 1 through 4 would translate into cost savings to households and to the education sector of 68.8 million FCFA (or US\$123,603) per year and 344.2 million FCFA (or US\$618,015) over the project's 5-year implementation period.⁸** A one percent reduction in the repetition rates within the five targeted regions would translate into a total *annual* savings in the amount of US\$82,453. A five percent reduction in the repetition rate across all five targeted regions would result in an estimated total *annual* savings of approximately US\$412,261. Internal efficiency gains are also expected to be realized through an increase in the number of qualified teachers in the education system since empirical evidence shows the positive and significant impact that improvements in the quality of teaching and the learning environment have on improved learning outcomes – and in turn, completion rates.

101. **Resources allocated by the Government towards improving the quality of education are insufficient and, as such, public investment is warranted and needed.** In Guinea-Bissau, almost all government recurrent spending goes to salaries leaving little else for non-salary expenditures and investments in improving the quality of education. Investments in education have high returns to economic growth and improve the livelihood of a country's citizens, thus providing a strong economic justification for investing in basic education. Public investment is further warranted as society as a whole may underinvest in basic education – not only because poorer households have limited financial means but also because private investment (household) decisions are not likely to take into account the social returns and externalities associated with basic education. Ultimately, the aim of the project is to improve the efficiency, equity, quality, and accountability in the education sector so the investments made have the expected economic returns. Given continued population growth and an increasing demand for education services, it is critical that the education system become more efficient, equitable, and better managed. (See Annex 4 for additional details on the expected economic and financial gains.)

102. **The World Bank's value-added stems from its significant technical expertise in the activities supported under this project as well as its long-standing and in-depth engagement in the country's education sector.** The World Bank's experience to date in the design and implementation of community-driven development and teacher training initiatives in low-resource and fragile contexts has informed the design of this project. Specifically, it has informed the design of the school grants program, the teacher training interventions as well as the capacity-building activities which will be supported at all levels of the education system. Further, the World Bank has developed a strong engagement with the Government, having supported education projects and analytical studies for many years.

B. Technical

103. **The project is designed to support the Government in implementing activities identified in the ESP 2017-2025.** The ESP was appraised by an independent external expert who deemed the plan to be

⁸ Ibid.



technically sound and well-prepared. The ESP was developed using the data collected for the Guinea-Bissau RESEN⁹ prepared in 2015 which highlighted the main strengths and weaknesses of the current education system. Priority issues identified include poor quality, low learning outcomes, and low internal efficiency (high repetition and dropout rates); poor governance and lack of budgetary resources at the school level; and low institutional capacity to effectively manage resources. In view of the scale of the challenges and the ongoing political instability in the country, the project has been very selective in its design.

C. Financial Management

104. **An FM assessment of the implementing entity (PIU PUASEE), which has been successfully implementing the World Bank-funded Emergency Water and Electricity Services Upgrading Project (PUASEE, P148797) since 2014, was carried out in December 2017.** A sample of schools was also visited to assess the organization and capacity of existing SMCs. The objective of the assessment was to determine whether the PUASEE PIU maintains acceptable FM arrangements to manage the proposed project and to ensure that proceeds of the proposed project would be used only for the intended purposes, with due attention to economy and efficiency. The FM assessment was carried out in accordance with the Financial Management Practices Manual issued by the World Bank Financial Management Board on March 1, 2010 and retrofitted on February 4, 2015.

105. **The FM arrangements for the proposed project will be based on the existing arrangements in place under the PUASEE.** The PUASEE PIU will support the initial phase of project implementation until the project's PIU is formally established and functional. The same FM system and arrangements used by PUASEE will be used for the proposed project for the first year of implementation (or earlier if the stand-alone PIU for the proposed project has been established and is functional). The overall performance of the PUASEE PIU's FM is Satisfactory. Staffing has remained adequate and proper books of accounts and supporting documents have been kept with respect to all expenditures. The PIU is familiar with the World Bank FM requirements. The interim un-audited financial reports (IFRs) for the PUASEE are also submitted on time, acceptable to IDA and the external auditor has issued an unqualified (clean) opinion on the 2016 Financial Statements. FM under the PUASEE currently satisfies the World Bank's minimum requirements under World Bank Policy and Directive on Investment Project Financing (IPF) effective in 2017.

106. **The PUASEE PIU will manage the PPA which will support the implementation of a number of critical activities for preparation and to ensure readiness for implementation.** These activities include the recruitment of the key staff for the proposed project's stand-alone PIU, the development of the Project Implementation Manual (PIM) and the national SMC policy/manual which are preconditions for the implementation of activities including the School Grants Program. In order to ensure continuity and adequate transfer of the existing FM system to the proposed project's stand-alone PIU (MEESJCD-PIU), the following measures should be taken: (i) the development and adoption of a PIM including fiduciary and school grants procedures by project effectiveness; (ii) the recruitment of a financial manager and accountant and the customization of the accounting software to take into account the bookkeeping of the proposed project within six months of project effectiveness; and (iii) the recruitment of an external auditor within six months of project effectiveness. The proposed project will also build on the cash transfer

⁹ Guinea-Bissau Education Country Status Report (*Rapport d'Etat sur le Système Educatif National*).



mechanisms developed by the PDDC to define the flow of funds to SMCs through electronic payments or direct payments from the commercial banks represented in targeted areas.

D. Procurement

107. **Procurement activities under the project shall be carried out in accordance with the World Bank's Procurement Regulations for IPF Borrowers:** 'Procurement in Investment Project Financing, Goods, Works, Non-Consulting, and Consulting Services', dated July 1, 2016; 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', revised as of July 1, 2016; and the provisions stipulated in the Legal Agreements.

108. **Given the very limited capacity of MEESJCD staff in procurement, a separate PIU (MEESJCD-PIU) will be established.** Initially, the staff of this PIU will be recruited and managed by the existing PUASEE PIU. This PIU has several years of experience overseeing the implementation of World Bank-financed projects in Guinea-Bissau. After an initial preparatory and training phase, the MEESJCD-PIU will eventually become its own entity. The existing PUASEE PIU would initially have the responsibility of supporting the fiduciary and administrative work and facilitating communication and coordination among the various directorates in MEESJCD in project implementation.

109. **A simplified procurement capacity assessment of the PUASEE PIU was carried out as part of the preparation of the proposed project.** The details of this assessment can be found in Annex 2. The assessment found that the PUASEE PIU has several years of experience implementing World Bank-financed projects. Over time, improvements have been made in procurement planning, preparation of bidding documents and Request for Proposals, evaluation of bids/proposals, award and publication of contracts, contract management, and procurement record keeping, among other things. The PUASEE PIU also has the technical staff with the capacity to implement the proposed project.

110. **IDA would provide oversight of procurement activities through prior reviews, which is based on the risk level assessed during appraisal and would be updated annually.** Based on the risk rating, the Recipient would seek IDA's prior review for contracts of values detailed in Table 5. In addition, the PUASEE PIU would: (i) appoint an independent procurement auditor to have the procurement activities of the project audited annually; and (ii) submit the procurement audit report to IDA for its review.



Table 5. Prior Review and Procurement Approaches and Methods Thresholds (US\$ million)

Category	Prior Review (US\$ millions)	Procurement Approaches and Methods				
		Open International	Open National	RFQ	Short List of National Consultants	
					Consulting Services	Engineering and Construction Supervision
Works	≥5.0	≥7.0	<7.0	≤0.2	n.a.	n.a.
Goods, IT, and non-consulting services	≥1.5	≥1.0	<1.0	≤0.1	n.a.	n.a.
Consultants (Firms)	≥0.5	n.a.	n.a.	n.a.	0.2	0.3
Individual Consultants	≥0.2	n.a.	n.a.	n.a.	n.a.	n.a.

111. **The Recipient has prepared the PPSD which forms the basis for the Procurement Plan (PP) for the entire implementation period and provides the basis for the selection methods.** The PPSD provides detailed analysis and guidance on key aspects of procurement including specific recommendations on the methods to be utilized for procurement related to key project-supported activities. The PPSD aims to enhance performance in this fragile context by addressing specific challenges in identifying qualified firms and consultants to provide technical support and services under the project. This plan was agreed between the Recipient and the project team and will be available at the offices of PUASEE PIU and later at those of the MEESJCD-PIU. It would also be available in the project’s database and in the World Bank’s external website. The PP would be updated by the project team annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

E. Social and Environment (including Safeguards)

112. **In addition to the World Bank’s standard GRS, another Grievance Redress Mechanism (GRM) for the school grants activities, in particular, will be established.** This GRM will be based both at the community level with the SMCs playing an important role in coordination with NGOs and at the national level through the MEESJCD. The grievances identified at the local level will be documented and shared with the PIU. The PIU is expected to follow up, address the grievances in a timely manner and send feedback on the resolution in coordination with the SMCs and local NGOs to the project team and the World Bank. This GRM will be designed specifically to respond to: (i) complaints; (ii) issues including misuse of funds and allegations of corruption; (iii) and inappropriate interventions by outside parties in making decisions, determining allocations of school grants, etc. The system will uphold the principles of transparency and accountability and demonstrates the commitment of the project to providing opportunities for the empowerment of communities. The GRM will be advertised and explained in the awareness-raising campaigns to ensure that communities and citizens are informed on the channels and mechanisms available to voice complaints. The results framework includes an indicator which will systematically track the proportion of grievances addressed through the GRM out of the total number of grievances received. Moreover, SMCs which include community members will be actively involved in the development and execution of school grants. As such, the SIPs will be tailor-made to the specific needs of the schools and communities in which they are implemented. Finally, as mentioned previously, to assist the ability of the



state to provide quality education services, non-state actors and NGOs will work alongside the Government to improve service delivery.

113. **No safeguards policies are triggered and the project is classified as Category C.** The social impact of the project, by the nature of its development objective, is expected to be positive. The project builds on community-based approaches of previous initiatives in the country, which should facilitate socially inclusive approaches. As no school construction is envisaged, no land acquisition is required, and OP 4.12 is not triggered. Since the project does not include civil works, environmental issues are also not expected.

F. World Bank Grievance Redress

114. **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.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

Project Development Objective(s)

The Project Development Objective is to improve the teaching and learning environment in grades 1-4 in targeted schools in Guinea-Bissau.

PDO Indicators by Objectives / Outcomes	DLI	CRI	Unit of Measure	Baseline	Intermediate Targets					End Target
					1	2	3	4	5	
To improve the teaching and learning environment in grades 1-4 in targeted schools										
Percentage of recipient schools executing school grants according to school improvement plans (annually)			Percentage	0.00	0.00	40.00	50.00	60.00	70.00	70.00
Percentage of teachers who received in-service training under the project with improved content knowledge in Portuguese and Mathematics			Percentage	0.00	0.00	0.00	50.00	50.00	70.00	70.00
Percentage of grade 2 students in targeted schools with improved content knowledge in Portuguese and Mathematics			Percentage	0.00	0.00	0.00	60.00	60.00	60.00	60.00
Net enrollment rate in grade 1 in targeted regions			Percentage	31.00	31.00	31.00	33.00	37.00	41.00	41.00
Net enrollment rate in grade 1 in targeted regions (female)			Percentage	31.00	31.00	31.00	33.00	37.00	41.00	41.00
Number of Direct Project Beneficiaries			Number	0.00	0.00	0.00	0.00	0.00	0.00	105,854.00
Percentage of which are female			Percentage	0.00	50.00	50.00	50.00	50.00	50.00	50.00



Intermediate Results Indicators by Components	DLI	CRI	Unit of Measure	Baseline	Intermediate Targets					End Target
					1	2	3	4	5	
Component 1: Strengthen School-Based Management Practices and Empower Communities										
Development and adoption of school management committee policy and manual			Yes/No	N	Y	Y	Y	Y	Y	Y
Number of school management committees established (disaggregated by region)			Number	0.00	110.00	220.00	459.00	459.00	459.00	459.00
Number of school management committees in Oio			Number	0.00	50.00	100.00	231.00	231.00	231.00	231.00
Number of school management committees in Bafata			Number	0.00	60.00	120.00	228.00	228.00	228.00	228.00
Percentage of school management committees supported by the Project where 30 percent of the members are female			Percentage	56.00	70.00	80.00	80.00	80.00	80.00	80.00
Number of schools with approved school improvement plans			Number	0.00	0.00	110.00	220.00	459.00	459.00	459.00
Number of schools receiving school grants (annually)			Number	0.00	0.00	110.00	220.00	459.00	459.00	459.00
Number of school inspectors' visits to targeted schools in Bafata and Oio			Number	0.00	0.00	330.00	660.00	1,377.00	1,377.00	3,744.00
Component 2: Improve the Quality of Instruction										
National teacher certification processes/procedures established			Yes/No	N	N	Y	Y	Y	Y	Y
Evaluation of teachers' using the new school curriculum			Yes/No	N	Y	Y	Y	Y	Y	Y



in grades 1-4 in the pilot completed										
Number of in-service teachers in grades 1-4 trained in the new curriculum and IAI		Number	0.00	88.00	176.00	1,664.00	3,969.00	3,969.00		3,969.00
Number of IAI lessons in grades 1 and 2 in Portuguese and Math developed		Number	0.00	0.00	0.00	100.00	200.00	200.00		200.00
Number of primary schools with grades 1-4 using the new curriculum and IAI		Number	0.00	0.00	22.00	22.00	496.00	496.00		496.00
National textbook policy and dissemination plan adopted		Yes/No	N	N	N	Y	Y	Y		Y
Learning materials for the new curriculum delivered to all public primary schools with grades 1-4 in targeted regions		Yes/No	N	N	N	N	Y	Y		Y
Number of textbooks purchased and distributed to targeted schools		Number	0.00	0.00	0.00	148,800.00	297,600.00	297,600.00		297,600.00
Component 3: Strengthen Education Sector Management Capacity										
Completion of school mapping and costed plan for expansion of primary schools		Yes/No	N	N	Y	Y	Y	Y		Y
PASEC II learning assessment in grades 2 and 5 conducted and results disseminated		Yes/No	N	N	N	N	Y	Y		Y
Implementation of adapted Service Delivery Indicators (SDI) survey during the Project		Yes/No	N	N	N	N	N	Y		Y
Establishment of online portal and key education information (i.e., national policies, laws, statistics, etc.) publically available		Yes/No	N	N	N	Y	Y	Y		Y
Percentage of total grievances received through the GRM established under the project which are addressed		Percentage	0.00	40.00	55.00	65.00				75.00



Monitoring & Evaluation Plan: PDO Indicators	
Indicator Name	Percentage of recipient schools executing school grants according to school improvement plans (annually)
Definition/Description	This indicator measures the proportion of recipient schools that executed grants in line with their approved school improvement plans out of the total number of schools having received grants that year. This indicator evaluates the following: (i) schools' ability to develop school improvement plans at the local level; (ii) delivery of school grants to schools; and (iii) efficient execution of school grants. A school is considered to have executed school grants according to school improvement plans if: (i) the school improvement plan was developed with the active involvement of the school management committee; and (ii) at least 80 percent of the activities listed in the school improvement plan were fully completed that year.
Frequency	Annually
Data Source	M&E reports prepared by NGOs and School Inspectors
Methodology for Data Collection	NGOs and School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE



Indicator Name	Percentage of teachers who received in-service training under the project with improved content knowledge in Portuguese and Mathematics
Definition/Description	Number of teachers receiving in-service training from the project demonstrating improved content knowledge divided by the number of teachers having received in-service training from the Project. Improvements in content knowledge will be measured using a standardized assessment. This assessment will provide a numeric score for each teacher's level of content knowledge. This testing instrument will be developed by the curriculum developers - INDE and the Universidade de Minho. A pretest will be carried out prior to their participation in the training and a post-test upon completion and scores will be compared to assess improvements in content knowledge. Separate values will be reported for both Portuguese and Mathematics.
Frequency	Evaluation carried out in YR2/YR3 (Pre/Post Tests - Cohort 1), YR4/YR5 (Pre/Post Tests - Cohort 2)
Data Source	Standardized Pre/Post Tests
Methodology for Data Collection	Baseline and follow up assessments will be carried out using instrument developed by INDE and Universidade de Minho. Data from these assessments will be analyzed and reported.
Responsibility for Data Collection	INDE/Universidade de Minho



Indicator Name	Percentage of grade 2 students in targeted schools with improved content knowledge in Portuguese and Mathematics
Definition/Description	Number of grade 2 students in the schools using the new curriculum and IAI who demonstrate improved content knowledge in Portuguese and Math on a standardized assessment divided by the total number of all grade 2 students in schools using the new curriculum and IAI. This standardized assessment is to be created by the curriculum developers - INDE and Universidade de Minho. This standardized assessment will measure grade 2 students' content knowledge and will be scored. Students' scores will be compared with baseline (pre-test) values and this indicator will capture any improvement in their scores. In addition, regional comparisons may be made using PASEC scores which will be done using a nationally representative sample.
Frequency	Evaluation carried out in YR3 (Pre-test), YR4 (Post-test)
Data Source	Standardized Pre/Post-Tests
Methodology for Data Collection	Pre and post-assessments will be carried out using instrument developed by INDE and Universidade de Minho. These data will then be analyzed and reported.
Responsibility for Data Collection	INDE/Universidade de Minho



Indicator Name	Net enrollment rate in grade 1 in targeted regions
Definition/Description	<p>Enrollment of the official age group for a given level of education expressed as a percentage of the corresponding population. Calculated by the number of students enrolled in grade 1 who are of the official age group for grade 1 (age 6) divided by the population of the same age group (age 6) and multiplied by 100.</p> <p>Per national policy, children are expected to first enter school at age 6. This indicator measures on-time entry into school which the project is likely to impact through a series of interventions including the sensitization campaigns. It will be monitored through data collected by EMIS. The MICS may also provide comparable data to measure this indicator.</p>
Frequency	Annually
Data Source	EMIS, MICS
Methodology for Data Collection	The EMIS and MICS data will be collected using standard M&E templates/surveys. These data will be collated and analyzed by GEPASE.
Responsibility for Data Collection	GEPASE



Indicator Name	Net enrollment rate in grade 1 in targeted regions (female)
Definition/Description	<p>Enrollment of the official age group for a given level of education expressed as a percentage of the corresponding population. This sub-indicator is calculated by the number of female students enrolled in grade 1 who are of the official age group for grade 1 (age 6) divided by the population of the same age group (female and age 6) and multiplied by 100.</p> <p>Per national policy, children are expected to first enter school at age 6. This indicator measures on-time entry into school which the project is likely to impact through a series of interventions including the sensitization campaigns. This indicator will be monitored through data collected by EMIS. The MICS may also provide comparable data to measure this indicator.</p>
Frequency	Annually
Data Source	EMIS, MICS
Methodology for Data Collection	The EMIS and MICS data will be collected using standard M&E templates/surveys. These data will be analyzed by GEPASE.
Responsibility for Data Collection	GEPASE



Indicator Name	Number of Direct Project Beneficiaries
Definition/Description	Core Indicator: Project beneficiaries include approximately: 97,350 students in grades 1-4 (public schools in all five regions and also community schools in Oio and Bafata), 3,969 public school teachers in grades 1-4, 3,672 school management committee members (459 x 8 = 3,640), 653 School Directors (459 school directors in public and community schools in Oio and Bafata, plus 194 additional school directors in public schools outside of these three regions), 120 School Inspectors, 40 Regional Directorate of Education staff, and 50 Ministry of Education staff.
Frequency	Annually
Data Source	Annual Progress Reports
Methodology for Data Collection	PIU will produce annual progress reports with inputs from DGE, GEPASE, and INDE. These reports will include information on number of beneficiaries by each project-supported activity.
Responsibility for Data Collection	PIU (DGE, GEPASE, INDE)



Indicator Name	Percentage of which are female
Definition/Description	Percentage of direct project beneficiaries (as defined in main indicator) who are female.
Frequency	Annually
Data Source	Annual Progress Reports
Methodology for Data Collection	PIU will produce annual progress reports with inputs from DGE, GEPASE, and INDE. These reports will include information on number of female beneficiaries by each project-supported activity.
Responsibility for Data Collection	PIU (DGE, GEPASE, INDE)

Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Development and adoption of school management committee policy and manual
Definition/Description	Creation and formal adoption by the Government of a national SMC policy and manual.
Frequency	Once
Data Source	SMC Policy and Manual Documents
Methodology for Data Collection	SMC Policy and Manual will be developed under the Project and validated by the Ministry of Education/DGE and the World Bank.
Responsibility for Data Collection	DGE



Indicator Name	Number of school management committees established (disaggregated by region)
Definition/Description	School management committees are to be established according to an approved national policy and manual agreed by the Ministry of Education and all development partners. The Project will support the establishment and training of these school management committees in all public and community primary schools with grades 1-4 in the regions of Bafata and Oio. The expected size of the school management committee is estimated to be approximately 5-8 members. The exact number will be determined under the national policy. This policy and manual will include a requirement that 30 percent of the members are women.
Frequency	Annually
Data Source	M&E reports prepared by NGOs and School Inspectors
Methodology for Data Collection	NGOs and School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE



Indicator Name	Number of school management committees in Oio
Definition/Description	School management committees are to be established according to an approved national policy and manual agreed by the Ministry of Education and all development partners. The Project will support the establishment and training of these school management committees in all public and community primary schools with grades 1-4 in the region of Oio. The expected size of the school management committee is estimated to be approximately 5-8 members. The exact number will be determined under the national policy. This policy and manual will include a requirement that 30 percent of the members are women.
Frequency	Annually
Data Source	M&E Reports prepared by NGOs and School Inspectors
Methodology for Data Collection	NGOs and School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE



Indicator Name	Number of school management committees in Bafata
Definition/Description	School management committees are to be established according to an approved national policy and manual agreed by the Ministry of Education and all development partners. The Project will support the establishment and training of these school management committees in all public and community primary schools with grades 1-4 in the region of Bafata. The expected size of the school management committee is estimated to be approximately 5-8 members. The exact number will be determined under the national policy. This policy and manual will include a requirement that 30 percent of the members are women.
Frequency	Annually
Data Source	M&E Reports prepared by NGOs and School Inspectors
Methodology for Data Collection	NGOs and School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE



Indicator Name	Percentage of school management committees supported by the Project where 30 percent of the members are female
Definition/Description	Number of SMCs established in which 30 percent of the members are female divided by the total number of SMCs established. The policy and manual will include a requirement that the 30 percent of SMC members are women.
Frequency	Annually
Data Source	M&E reports prepared by NGOs and School Inspectors
Methodology for Data Collection	NGOs and School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE
Indicator Name	Number of schools with approved school improvement plans
Definition/Description	The number of schools targeted by the Project in Oio and Bafata who have submitted and received formal approval of their SIP from local education authorities.
Frequency	Annually
Data Source	M&E reports prepared by NGOs and School Inspectors
Methodology for Data Collection	NGOs and School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE



Indicator Name	Number of schools receiving school grants (annually)
Definition/Description	The number of schools targeted by the Project which have received the school grant for that year.
Frequency	Annually
Data Source	M&E reports prepared by NGOs and School Inspectors
Methodology for Data Collection	NGOs and School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE
Indicator Name	Number of school inspectors' visits to targeted schools in Bafata and Oio
Definition/Description	Number of of Inspectors' visits to targeted schools. The values reported each year are for that year only with the end target being a cumulative total over the life of the Project.
Frequency	Annually
Data Source	M&E reports prepared by School Inspectors
Methodology for Data Collection	School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to the DGE.
Responsibility for Data Collection	DGE



Indicator Name	National teacher certification processes/procedures established
Definition/Description	The development of processes and procedures related to the certification of teachers in the country.
Frequency	Annually
Data Source	Annual Progress Reports
Methodology for Data Collection	National teacher certification processes and procedures validated by the Education Secretariat and the World Bank.
Responsibility for Data Collection	Education Secretariat
Indicator Name	Evaluation of teachers' using the new school curriculum in grades 1-4 in the pilot completed
Definition/Description	Assessment of teachers in pilot schools conducted to determine baseline and develop in-service training program for teachers. This assessment will be done by the curriculum developers - INDE and Universidade de Minho
Frequency	Once
Data Source	Annual Progress Report
Methodology for Data Collection	Baseline assessment will be carried out using instrument developed by INDE and Universidade de Minho. Data from this assessment will be analyzed and reported.
Responsibility for Data Collection	INDE/Universidade de Minho



Indicator Name	Number of in-service teachers in grades 1-4 trained in the new curriculum and IAI
Definition/Description	Core Indicator: The number of teachers receiving in-service training in grades 1-4 in the new curriculum and IAI.
Frequency	Annually
Data Source	Annual Progress Reports
Methodology for Data Collection	INDE/Universidade de Minho will provide annual progress reports which will include the number of teachers trained.
Responsibility for Data Collection	INDE/Universidade de Minho
Indicator Name	Number of IAI lessons in grades 1 and 2 in Portuguese and Math developed
Definition/Description	Development of scripted teaching lessons and IAI lessons under the Project - 100 in Portuguese (50 in grade 1 and 50 in grade 2) and 100 in Math (50 in grade 1 and 50 in grade 2).
Frequency	Once
Data Source	Annual Progress Reports
Methodology for Data Collection	INDE will provide annual progress reports which will include the number of scripted teaching lessons and IAI lessons.
Responsibility for Data Collection	INDE



Indicator Name	Number of primary schools with grades 1-4 using the new curriculum and IAI
Definition/Description	Number of public primary schools with grades 1-4 in targeted regions which are using the new curriculum and IAI.
Frequency	Annually
Data Source	Annual Progress Reports
Methodology for Data Collection	INDE and Universidade de Minho will provide annual progress report which will include these data.
Responsibility for Data Collection	INDE
Indicator Name	National textbook policy and dissemination plan adopted
Definition/Description	This plan should outline frequency of textbook procurements, ratio of textbook/student, plans for dissemination from central to regional to sector to school levels, and methods to monitor their use at the schools. Finalized policies/plans will be required prior to the textbook procurement for the 496 schools participating in the implementation of the new curriculum in grades 1-4.
Frequency	Once
Data Source	National Textbook Policy and Dissemination Plan Documents
Methodology for Data Collection	National Policy and Dissemination Plan developed under the Project and validated by the Ministry of Education/DGE and the World Bank.
Responsibility for Data Collection	DGE



Indicator Name	Learning materials for the new curriculum delivered to all public primary schools with grades 1-4 in targeted regions
Definition/Description	Learning materials for the new curriculum include teacher guides, student manuals, and a small KIT per school (including shelves). The distribution of these materials will be phased in per the sequencing of the pilot and finalization of the materials in grades 1-4. Upon successful procurement, dissemination, and use of these materials at the 496 schools under the project, the Ministry will be allowed to purchase the rest of the materials for the remaining schools in the country. Textbooks distribution and use will be monitored by the School Inspectors.
Frequency	Annually
Data Source	M&E reports prepared by School Inspectors
Methodology for Data Collection	School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to INDE.
Responsibility for Data Collection	INDE



Indicator Name	Number of textbooks purchased and distributed to targeted schools
Definition/Description	Data is not currently available on the number of students per grade in each of the targeted 496 schools that will implement the new curriculum. It is known that the new curriculum includes 3 textbooks in each grades 1 and 2, and 5 different textbooks in each grades 3 and 4. Without school level data on student figures, the number for this indicator has been estimated assuming an average of 150 students per school in 496 schools and 4 books per student (74,400 x 4 = 297,600). A more exact figure will be determined once school level data on students per grade is available.
Frequency	Annually
Data Source	M&E reports prepared by School Inspectors
Methodology for Data Collection	School Inspectors collect relevant data from beneficiary schools and provide M&E reports which includes these data to INDE.
Responsibility for Data Collection	INDE



Indicator Name	Completion of school mapping and costed plan for expansion of primary schools
Definition/Description	Identification in school mapping tool of all primary schools in Guinea-Bissau and a budgeted plan for expansion developed.
Frequency	Once
Data Source	School Mapping Report and Costed Plan
Methodology for Data Collection	School Mapping Report and Costed Plan validated by Government and the World Bank.
Responsibility for Data Collection	GEPASE
Indicator Name	PASEC II learning assessment in grades 2 and 5 conducted and results disseminated
Definition/Description	Assessment of student learning outcomes in Guinea-Bissau in grades 2 and grade 5 using PASEC and the dissemination of these results to relevant stakeholders.
Frequency	Once
Data Source	PASEC II Report
Methodology for Data Collection	PASEC survey will be carried out and data analyzed and presented in PASEC II report.
Responsibility for Data Collection	GEPASE



Indicator Name	Implementation of adapted Service Delivery Indicators (SDI) survey during the Project
Definition/Description	Implementation of SDI instrument adapted for the Guinea-Bissau context and its administration to a random sample during project implementation.
Frequency	Once
Data Source	SDI Report
Methodology for Data Collection	SDI survey will be carried out and data will be analyzed and presented in SDI Report.
Responsibility for Data Collection	GEPASE
Indicator Name	Establishment of online portal and key education information (i.e., national policies, laws, statistics, etc.) publically available
Definition/Description	Set up and use of web-based portal (accessible on-line) which includes basic education sector data, as well as information on sector policies.
Frequency	Annually
Data Source	Annual Progress Reports
Methodology for Data Collection	Progress on the establishment of the online portal and availability of education information will be tracked by GEPASE and findings will be reported in the Annual Progress Reports.
Responsibility for Data Collection	GEPASE



Indicator Name	Percentage of total grievances received through the GRM established under the project which are addressed
Definition/Description	The number of grievances received by the PIU/MEESJCD through the Grievance Redress Mechanism (GRM) to be established under the project as a proportion of the total number of grievances received by the PIU/MEESJCD through the GRM.
Frequency	Annually
Data Source	M&E Reports prepared by PIU/MEESJCD
Methodology for Data Collection	The PIU/MEESJCD will review and analyze the grievances received through the GRM and provide this information in the M&E Reports.
Responsibility for Data Collection	PIU/DGE



ANNEX 1: DETAILED PROJECT DESCRIPTION

COUNTRY: Guinea-Bissau The Quality Education for All Project

1. The project aims to address some of the key challenges in primary education in the short-term while taking steps to incrementally build the education system. This means focusing on a few policy reforms to address critical shortfalls in the sector, while empowering communities to play a key role in school governance and oversight and improve the teaching and learning environment in primary schools. Through school grants, the project hopes to create incentives for change at the community level and pave the way for continued performance and results-based financing efforts in the future. Due to the possible challenges the project is likely to face during implementation, the timeline for the project is five years. All project activities are based on MEESJCD's priority areas as identified in the recently completed Education Sector Plan (ESP) (2017-2025) and informed by the 2015 Guinea-Bissau Education Country Status Report (*Rapport d'Etat sur le Système Educatif National – RESEN*), along with lessons learned from the previous GPE-financed operation in Guinea-Bissau.
2. **The activities under Component 1 which aim to establish school management committees (SMCs) and provide school grants will target all community and public primary schools which offer at least grades 1-4 in the regions of Bafatá and Oio.** The regions of Bafatá and Oio have some of the highest rates of poverty, receive the least amount of government and external resources and have the greatest number of community schools. Since this will be the first school grants program in the country, Component 1 activities will be restricted to 459 schools in Bafata and Oio. Depending on the success of the school grants program and the availability of additional financing in the future, Component 1 activities could be scaled up to the additional regions/schools which will be targeted under Component 2 of the Project.¹⁰
3. **Under Component 2, the project will target public primary schools with at least grades 1-4 in five regions – Bafatá, Oio, Bissau, Cacheu, and Quinara.** The five regions selected by the Ministry represent all four of the country's provinces – Bissau (SAB), Bafatá (East), Cacheu and Oio (North), and Quinara (South). Initially, the interventions supported under Component 2 will be piloted in a sample of 22 schools in the five regions. The sample of schools (or model schools) to participate in the pilot will represent the country's various ethnic groups, language and cultures. This will be critical in ensuring the appropriateness of the new curriculum prior to its implementation on a national scale. After the pilot, Component 2 activities will be expanded to an additional 496 public schools in these same regions.
4. **Given ongoing political instability and sector challenges, the proposed project is designed to be as flexible as possible to adjust to the realities faced during implementation.** As described above, all activities have been designed as pilots. Activities will only be scaled up further once they have been successfully implemented on a smaller scale.

¹⁰ The concurrent provision of these activities (school grants, strengthening SMCs, teacher certification, in-service teacher training, and learning materials) is likely to have a larger impact in improving the teaching and learning environment.



Table 1.1. Regions and Number of Schools Targeted by the Project under Components 1 and 2

REGION	COMPONENT 1		COMPONENT 2	
	Community Schools	Public Schools*	Community Schools	Public Schools
Bafatá	82	146	-	146
Oio	75	156	-	156
Cacheu	-	-	-	101
Quinara	-	-	-	52
Bissau	-	-	-	41
TOTAL	157	302	0	496

Source: World Bank staff calculations based on UNICEF Textbook Distribution dataset and 2018 adapted SDI survey.

5. The project will consist of three components as described below.

Component 1: Strengthen School-Based Management Practices and Empower Communities (US\$3.86 million equivalent)

6. **This component aims to improve the teaching and learning environment in targeted schools by: encouraging greater community participation in school management; and by providing fiscal resources at the school-level to purchase basic supplies, pedagogical materials, and to cover operating costs. This component also aims to strengthen the inspectorate system in order to monitor and strengthen school performance as a way to improve the overall teaching and learning in the targeted schools.** This component directly supports one of the main priorities of the country’s ESP 2017-2025, namely “to strengthen sector governance, improve management, coordination, decentralization, and financial management.” Improvements in management and increased availability of resources at the school-level as well as community participation are expected to have a positive impact on the teaching and learning environment and improve accountability and transparency at the local level.¹¹

7. Under Component 1, the Directorate of General Education (*Direcção Geral do Ensino –DGE*) will: oversee efforts at the community level to strengthen organizational structures to engage with community members, conduct community sensitization campaigns on key issues such as on-time entry into school, transfer fiscal resources to targeted schools; and oversee and monitor the effective use of resources at the school level. This component includes three sub-components: (i) Establishment of SMCs; (ii) School Grants Program; and (iii) school inspection and system monitoring and evaluation.

8. Activities under Component 1 will be targeted to community and public schools in the regions of Bafatá and Oio which offer, at a minimum, grades 1-4. There are 459 primary schools in Bafatá and Oio and which offer at least grades 1-4. The schools in these regions have been identified as priority schools since these two regions have high poverty rates, a large number of potential beneficiaries (school

¹¹ Research highlights the positive impact of school-based grants and community participation on the overall quality and delivery of education services. The establishment of well-functioning school management committees has been shown to improve governance of the education system and foster shared accountability for results. In fragile states, community-driven development has also proven to be an important anchor for education interventions.



children), and poor educational outcomes.¹² Further, the presence of other donors and non-governmental organizations (NGOs) which have piloted other SMC initiatives in these areas on a small scale provides an opportunity for building synergies and harmonizing current efforts. NGOs will play a key role as social intermediaries and provide support to local communities and school administrative staff by helping them to develop school improvement plans (SIPs) through a participatory approach and helping them manage and implement the school grants.

Table 1.2: Number of Public and Community Schools (with grades 1-4) by Targeted Region

Region	Total Public and Community Schools	Total Public and Community Schools offering at least grades 1-4
Bafatá	262	228
Oio	270	231
Total	532	459

Source: World Bank staff calculations based on 2014/2015 EMIS data.

Sub-component 1.1: School Management Committees (SMCs) (US\$2.30 million)

9. This sub-component will support the establishment and strengthening of SMCs in Guinea-Bissau. This activity aims to build on initiatives to strengthen the use of SMCs and enable more community participation in the management and oversight of school performance. The recently conducted SABER-School Autonomy and Accountability study revealed that while SMCs exist in some schools because of previous NGO and donor-supported initiatives, there is no agreed upon model and these committees are not systematically supported and empowered. The project will draw upon recent positive experiences engaging with communities at the school level, including the World Bank’s Rural Community-Driven Development Project (*Projecto de Desenvolvimento das Comunidades – PDDC*) (P090712) and the pilot of UNICEF’s Child Friendly Schools in Oio.

10. In order to ensure a standardized approach to the establishment of SMCs, this sub-component will support the following activities: (i) development and adoption of a national SMC policy and manual (in coordination with the LEG Subgroup on Institutional Development); (ii) establishment and/or strengthening of SMCs through ongoing support and training by local NGOs; and (iii) carrying out community sensitization campaigns to raise awareness and mobilizing them to respond to key challenges (i.e., on-time entry to school, repetition, and student and teacher attendance, among others).

11. **National SMC Policy and Manual.** The national SMC policy will define the composition, formation and roles and responsibilities of the SMC; the accompanying manual will provide concrete guidance related to the establishment and functioning of these committees. The project will finance TA to support the MEESJCD and the LEG to consolidate the existing manuals and jointly decide on the policy and manual to be adopted nationally. The manual to be developed will be highly visual and easy to understand for community members with low levels of functional literacy. The SMC will be a representative body at the school level comprised of several community members such as parents, community leaders, teachers,

¹² Specific details on the qualifying criteria for DREs and schools, transfer mechanisms, sub-grant agreements, etc., will be further elaborated in the Project Implementation Manual (PIM).



students, etc. Both the policy and manual will ensure adequate representation (at least 30 percent of the total) and active participation of women. The key functions of the SMC under the project will be to: (i) participate in developing and implementing school improvement plans (SIPs) (see sub-component 1.2); (ii) ensure control and monitoring of school resources and related expenditures for transparency and accountability; and (iii) support communication between the school and the community. The SMC will also have a key role in channeling and mediating or addressing grievances at the local level.

12. *Establishing and/or Strengthening SMCs*. The project will support the establishment and/or strengthening of a SMC for each of the schools targeted to participate in the school grants program. Guidance related to the establishment and functioning of the SMCs will be detailed in the national SMC policy and manual. The project will finance TA to help the Ministry develop a common training framework and specific modules to train SMCs in areas such as the creation of school improvement plans (SIPs), financial literacy (i.e., budgeting, record-keeping, etc.), and grant monitoring and reporting. Then, NGOs will be recruited by the project to establish the SMCs according to the national policy, deliver the training program and provide significant capacity-building and ongoing support at the school level. The project intends to initially target areas where there have already been some efforts to establish SMCs and there is an NGO presence to enable the project to roll out the school grants program as quickly as possible without introducing unnecessary fiduciary risks.

13. *Community Sensitization Campaigns*. To further strengthen community involvement and effective delivery of education services, sensitization and awareness-raising campaigns will be undertaken. These campaigns will focus on some of the following issues: the importance of on-time entry at the beginning of the school year, girls' attendance, and improved teacher attendance. These sensitization campaigns will be carried out with the support of the NGOs and draw upon initiatives by other donor partners (i.e., UNICEF's 6 for 6 campaign, Plan International's initiative to increase girls' attendance, etc.). These campaigns will be simple in design and may include low cost media (e.g., community radio). Such campaigns have shown to be effective in Guinea-Bissau and in other fragile settings (e.g., Sierra Leone).

Sub-component 1.2: School Grants Program (US\$0.8 million)

14. The objective of this sub-component will be to build the capacity of SMCs to develop simple SIPs and provide financial resources to schools through school grants. This sub-component will support the following activities: (i) development of a school grants manual; (ii) development of SIPs; and (iii) administration of school grants. It is expected that schools will receive grants in the amount of approximately US\$450 on an annual basis. Given that primary schools in Guinea-Bissau currently do not receive any operating budget, this funding represents a significant increase in the non-salary, discretionary resources available to schools for quality improvements.

15. *School Grants Manual*. Prior to project effectiveness, a school grants manual will be developed with MEESJCD and will include the following information: program objectives; guidance on SIP processes (template, development, review, approval); grant amounts; procedures related to the processing and transfers of grants (including record keeping and documentation as well as flow of funds); eligible and ineligible expenditures; management and oversight of the use of grants; and the roles and responsibilities of the various education stakeholders – SMCs, NGOs, regional and national education personnel. This



School Grants Manual will be included as a chapter in the project's larger Project Implementation Manual (PIM). A very simple version of the school grants manual will also be developed to ensure understanding among local communities targeted by the project. The expected overall design of the school grants program is as follows:

- *Grant Eligibility Criteria.* Initially, all public and community schools that offer grades 1-4 in the targeted regions of Bafatá and Oio will be eligible to participate in the school grants program. These schools will be required to establish a functional SMC and to develop a SIP to be considered for grant funding for that academic year. To receive a school grant the following year, each beneficiary school will need to be able to demonstrate that the grant provided in the preceding year was used in line with the activities included in the approved SIP. This will be monitored by school inspectors and NGOs to ensure the appropriate use of funds and foster greater transparency and accountability. Additionally, to enable MEESJCD to collect more timely and reliable education data, school directors will be required to have successfully submitted necessary data/ statistics to the central ministry before the school will be eligible to receive their yearly grant. The NGOs contracted to support the SMCs will be responsible for assisting school directors in filling out the EMIS data sheets when needed.
- *Eligible Expenditures.* The general categories for eligible expenditures under the grant include: (a) school supplies; (b) teaching materials; (c) academic and administrative materials; (d) school furniture and equipment; (e) schools' operating/recurrent costs (electricity, water); and (f) hygiene and cleaning supplies. The complete list of eligible items within these general categories will be specified in the School Grants Manual.¹³
- *Grant Amount and Funding Cycles.* Grants will be provided annually to all eligible schools. The first year will be devoted to establishing and training SMCs and developing SIPs in a subset of schools in Bafatá and Oio. Based on their success, the program will be rolled out to increasingly more schools each year. School grant amounts will not be determined on a per capita basis to reduce the perverse incentive for schools to inflate their student numbers. Therefore, the project will initially provide uniform grant amounts to all targeted schools irrespective of their size (approximately US\$450 per school).

16. *School Improvement Plans (SIPs).* Once the SMCs have been established, SIPs outlining specific activities to improve the quality of the school are to be developed by each SMC supported by the project. These SIPs are intended to provide communities with the opportunity to consider specific needs and priorities of the school and to develop concrete and costed plans to improve the teaching and learning environment within the respective school. To facilitate the grant application process, a standard template for the development of the SIP will be created. This template will also be designed to collect school level data on the rates of repetition, on-time entry to school, dropouts, and student and teacher attendance from the previous year. The SMCs will be expected to use this data to inform the activities identified for their SIP and community sensitization campaigns.

¹³ Some of the ineligible items will include: infrastructure, vehicles, and teachers' salaries. The program will not finance any civil works and procurement will be limited to small quantities of consumable supplies and teaching and learning materials for the beneficiary schools.



17. *Administration of School Grants.* Schools to receive grants each year will be determined based on the existence of an approved SIP developed by the SMC and their previous year's performance. To ensure ownership and build capacity within MEESJCD, approval of the SIPs will be given by school inspectors at the sector-level. Beneficiary schools will be required to measure progress made on the implementation of the SIP. SMCs, NGOs, and school inspectors will support this process as a way to identify achievements as well as bottlenecks to implementation.

Sub-component 1.3: School Inspection and System Monitoring and Evaluation (US\$0.76 million)

18. This sub-component will aim to build the capacity of the existing inspection system in Guinea-Bissau at the central, regional and sub-regional levels to foster greater accountability, strengthen system management and, in turn, lead to improvements in the quality of education provided. Specifically, inspectors will be responsible for: (i) undertaking routine monitoring and supervision of school-level activities; (ii) offering pedagogical support to teachers; (iii) monitoring the use of school resources including textbooks and other learning materials; (iv) ensuring timely delivery of school-level data to the regional and central Ministry; and (v) providing support to SMCs in the development and implementation of their SIPs. The latter activity will be carried out in close collaboration with local NGOs hired under the project.

19. To support inspectors¹⁴ in carrying out these tasks, the project will finance: (i) TA to develop standardized school inspectorate reports aligned with the National Quality Standards recently adopted by MEESJCD and train inspectors in their use; (ii) operating costs of the five targeted Regional Directorates of Education (*Direcção Regional de Educação – DREs*)¹⁵ (e.g., electricity, paper supplies, printer/toner, photocopiers, etc.); and (iii) transportation costs (e.g., motorcycles, fuel, etc.) for the inspectorate system.

Component 2: Improve the Quality of Instruction (US\$7.85 million equivalent)

20. Guinea-Bissau's ESP identifies the need to radically improve the quality of instruction in its primary schools. Actions include the need to: (i) establish standards and harmonize the system for teacher training in order to reduce the frequency of teachers' strikes; (ii) update the school curriculum; (iii) improve in-service teachers' content knowledge and skills to effectively teach basic literacy and numeracy; and (iv) improve student learning outcomes in Portuguese and Mathematics in early grades. To address these needs and improve the teaching and learning environment in grades 1-4, four sub-components are envisioned under this component: *2.1 Teacher Certification; 2.2 In-service Teacher Training; 2.3 Scripted Teaching Lessons and Interactive Audio Instruction (IAI); and 2.4 Learning Materials for the new curriculum developed for grades 1-4.*

21. Except for the activities related to teacher certification, the rest of the activities under Component

¹⁴ The system has 81 inspectors while the Government is currently providing training to 180 individuals – with the expectation that 163 of these individuals will pass the qualifying exam to become inspectors within the system. It is estimated, therefore, that following the completion of the training, there will be 244 inspectors.

¹⁵ Although the School Grants Program will support targeted schools in Bafatá and Oio, support to the Inspectorate system will include the three additional regions which are also supported under Component of the Project – Bissau, Cacheu, and Quinara.



2 have been designed to be done as part of MEESJCD's efforts to introduce the new school curriculum in grades 1-4. In order to ensure the success of the new curriculum on a national scale, it is necessary to conduct the pilot and experimentation phase in a sample of schools that represent the variety of ethnicities, languages groups and cultures present in the country – Bissau (SAB), Bafatá (East), Cacheu and Oio (North), and Quinara (South). Ultimately, the schools selected for the pilot phase are expected to become resource schools for the others. INDE's goal is to create a strong group of well-trained individuals in each of the four Provinces throughout the country so they are well-positioned to help with the national scale-up. Additionally, in order to be to fully pilot the new curriculum, the schools targeted must have at least grades 1-4. Initially, the Ministry has prioritized public primary schools. This is to enable to the Ministry to work with more firmly established schools, more teachers with some prior level of training, and create a critical mass in the public system. These trained staff will be then used to roll-out of the curriculum even further to community schools and public schools in other regions. To account for MEESJCD's intention to eventually implement the new curriculum across the entire system, resources have been set aside under the project to enable MEESJCD to purchase the new teacher guides and manuals for all 1,731 primary schools in the country regardless of school type and whether or not they have all grades 1-4 at the school.

Sub-component 2.1: Teacher Certification (US\$0.35 million)

22. This sub-component will support the development of policies and a system for teacher certification in order to harmonize the system for teacher training and clarify aspects of the *Carreira Docente* (Teacher Career Ladder) in the Education Law adopted in 2010. It is expected that clarifying these policies will help to reduce the frequent teacher strikes. This work would include a set of three inter-related activities: (i) the development of a Teacher Qualifications Framework defining required competencies and skills of basic education teachers in Guinea-Bissau; (ii) the adoption of a national teacher training curriculum to respond to these needs; and (iii) supporting the establishment of the new Agency for Assessment and Accreditation and developing teacher evaluation tools and a new process for teacher certification. This work will build on recent efforts led by UNESCO to design a framework of expected teacher competencies and develop both a national pre-service teacher training curriculum and in-service teacher training modules. One of the goals of this work is to eventually create a common framework for the various NGOs and donors working in the area of pre-service and in-service teacher training in Guinea-Bissau. Training programs can then conduct their training activities in a more harmonized and systematized way, link their training to the *Carreira Docente*, and provide opportunities for advancement for in-service teachers.

23. To achieve the objectives above, the project will finance the recruitment of TA to help the Ministry: (i) develop the Teacher Qualifications Framework and processes for teacher certification; and (ii) provide significant hands-on support to the soon-to-be established Agency for Assessment and Accreditation. The main responsibilities of this semi-autonomous body will be to validate teacher training programs and assess and validate teacher competencies. The body will also be responsible for defining modalities for certifying various training programs delivered by both state and non-state actors and awarding training certificates. In carrying out these activities, it will be critical that the Ministry ensure that the process is very participatory and includes all key stakeholders, and the Teachers' Unions in particular.



Sub-component 2.2: In-Service Teacher Training (US\$3.26 million)

24. With financial support provided by GPE and UNICEF, INDE has been working together with subject experts from the *Universidade de Minho* in Portugal to develop a new school curriculum for grades 1-4. This new curriculum, which is almost completed, integrates subject areas and includes new teaching material in critical new subject areas such as “Citizenship.” To successfully implement this new curriculum, there is a substantial need to train in-service teachers. A large percentage of current teachers have limited training and lack subject mastery in basic Portuguese and Mathematics. To support MEESJCD and complement other donors’ efforts to improve the quality of instruction, the project will focus on training teachers in areas needed to effectively implement the new curriculum in grades 1-4.

25. To ensure the successful implementation of the new curriculum, the project will first support a pilot of the new curriculum in a small number of schools (22) in the country’s four Provinces - Bissau, North, South, and East that represent the various languages and ethnicities in Guinea-Bissau (see Table 1.3). During the pilot, INDE together with the *Universidade de Minho* will conduct an evaluation of teachers to identify what areas prove to be the most challenging and design a training program to address these needs. This training will include a particular focus on effective teaching strategies for teaching Portuguese and Mathematics.

Table 1.3. Selection of Pilot and Extension Schools to Participate in the Implementation of the New Curriculum

PROVINCE	REGION	PILOT	EXTENSION
		PUBLIC PRIMARY SCHOOLS (grades 1-4)	PUBLIC PRIMARY SCHOOLS (grades 1-4)
SAB	Bissau	3	41
North	Cacheu	5	101
	Oio	5	156
South	Quinara	3	52
East	Bafatá	6	146
	TOTAL	22	496

26. The project will also assist INDE to expand the pilot to the other public primary schools with grades 1-4 in the five selected regions. Table 1.4 shows the various stages of INDE’s plan for the roll out of the new curriculum (e.g., grade levels, number of schools/districts per year, etc.). The criteria to be used when selecting schools for the pilot (22 schools) and extension (496 schools) will include geographic location, inclusion of all grades 1-4, and school type. It has been agreed that all teachers in the selected schools will benefit from the training regardless of their teaching status (i.e., “*effectivos*,” “*novos*”).



ingressos” and “*contractados*”).¹⁶

27. Based on the results of the evaluation conducted as part of the pilot, the project will support the development and delivery of a training program for in-service teachers that will support the acquisition of skills needed to successfully implement the new curriculum. This training will be considered continuous professional development and will not count directly towards teacher certification. The *Universidade de Minho* will be directly contracted to continue working with the 25 INDE staff that have been involved in developing the curriculum to help design the training program and deliver the face-to-face training sessions. The training will draw on the in-service training models developed by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in Portuguese and Mathematics in addition to creating new complimentary training materials specific to the new curriculum. DREs, school directors and school inspectors will also participate in the face-to-face training in order to ensure appropriate follow-up and support at the school level after the large group training sessions.

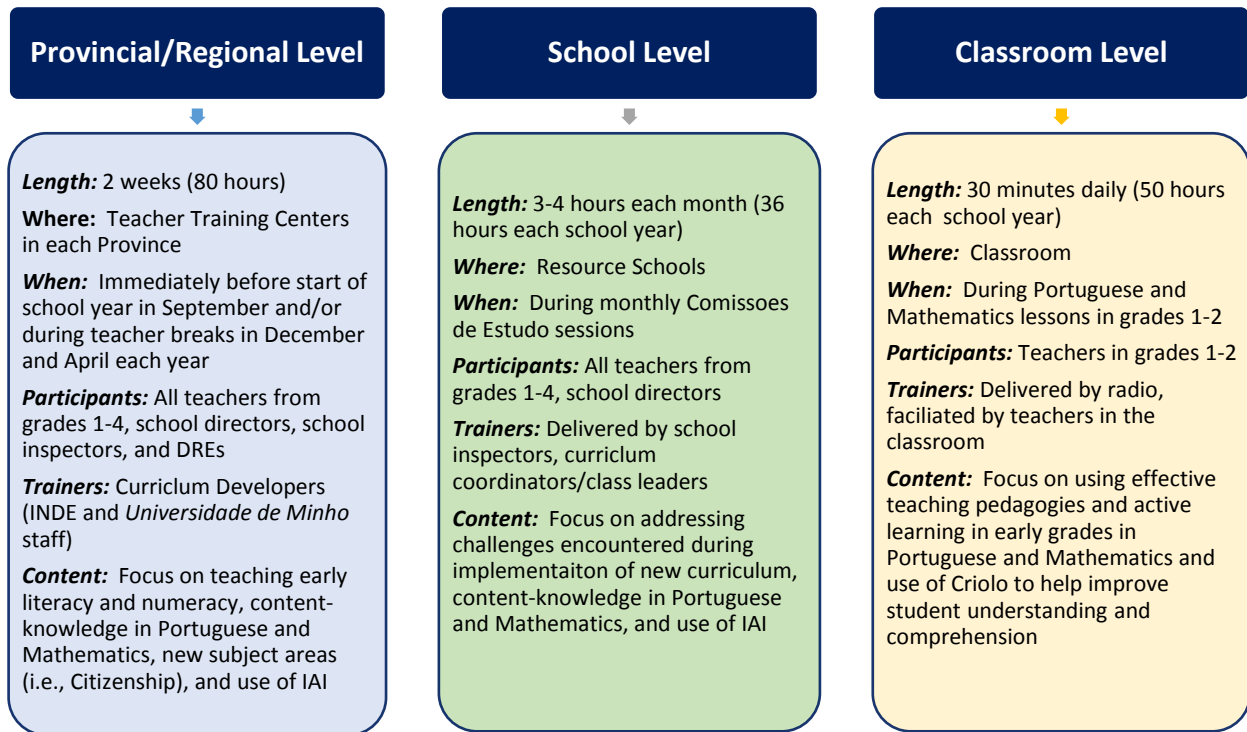
28. The face-to-face training sessions will take place in the recently constructed or already existing teacher training centers in each Province – SAB (Bissau), North (Cacheu), South (Quinara), East (Bafatá). It is expected that immediately prior to implementing the new curriculum, teachers will receive two weeks of face-to-face training. This training is expected to be highly participatory to ensure teachers leave the training with the skills required to effectively teach the new curriculum. Reinforcement training sessions will also take place during the monthly *Comissões de Estudo* by the school inspectors. To determine levels of achievement, the training program will include a standardized pre-and post-test. This test will be based on the training modules and developed by the team of curriculum developers. The in-service training program will include efforts at the provincial level, school level, and in the classroom. The different approaches of these sessions are outlined in Figure 1.1. The total number of hours is estimated to be approximately 160 hours per school year.

29. To support these in-service training activities, the project will finance: (i) operational costs for teachers, school directors, school inspectors, DREs from the targeted regions, and INDE staff to participate in the training; (ii) costs to hire the *Universidade de Minho* to support INDE to develop the training program, conduct training sessions and administer the pre and post-tests to both teachers and students; (iii) costs to print materials for the training sessions including the pre and post-tests. Operational costs for the training sessions includes travel to the teacher training centers, per diems, and training materials. To provide additional incentives for teachers to participate in the *Comissões de Estudo*, it has also been agreed that the project will include a small provision of 1,000 CFA/teacher to provide a snack for teachers from the targeted schools.

¹⁶ Current data indicates that the total number of public primary schools with grades 1-4 in these five regions is 496. Until current school level data on the total number of schools and EB1 teachers in public primary schools in these regions becomes available through the school mapping, the number of teachers has been estimated to be 3,969 in total (approximately 8 teachers – 4 per shift).



Figure 1.1. Types of In-Service Teacher Training to Support the Implementation of the New Curriculum



Sub-component 2.3: Scripted Teaching Lessons and Interactive Audio Instruction (IAI) (US\$3.0 million)

30. Given the significant deficits in teacher capacity, it is unrealistic to expect that limited face-to-face training sessions will be sufficient to produce measurable improvements in learning outcomes. Additional support is needed on almost a daily basis to guide teachers and ensure students receive a quality learning experience. Decades of research shows a very effective method of in-service teacher training and instruction has been the use of IAI. The project will use the roll-out of the new curriculum to introduce an IAI program to guide/complement instruction in Portuguese and Mathematics. Aligned with the teacher guides and student manuals already developed, the project will support the creation of IAI lessons in both Portuguese and Mathematics in grades 1 and 2. IAI will be used daily alternating between Portuguese and Mathematics. It is expected that by the end of the project, 200 different 30-minute lessons in each subject for grades 1 and 2 will have been developed. There are a significant number of parents in Guinea-Bissau that are unable to read and write. Once the IAI program has been developed, the project will work to expand the use of this program and other existing training materials to also provide literacy training to parents in targeted schools.

31. Although the official language of the curriculum is Portuguese, the use of radio instruction to facilitate learning presents an opportunity to use local languages to improve student comprehension. While there are several different maternal languages, a significant percentage of the population speaks Crioulo. It has been agreed with INDE that some of the IAI lessons will incorporate Crioulo into the lessons.



32. It is expected that the IAI lessons will be delivered via recorded broadcasts. While radio is a very effective means of communication in Guinea-Bissau, the recurrent costs for two hours of radio broadcast daily is not insignificant. Additionally, recorded lessons have the advantage of greater monitoring of use and more flexibility. There are solar powered radios that have been developed that can accommodate both broadcasts and recorded lessons. INDE and UNICEF are considering using this same platform to deliver other trainings to both in-service teachers and out-of-school youth. Hence, radios with the ability to directly play recorded lessons and those delivered via broadcast will be purchased to enable the greatest flexibility. It is expected that under the Project one radio and related equipment/materials will be purchased for every grade 1 and 2 classrooms in the 496 targeted schools.

33. INDE has prior experience developing radio instruction programs based on a pilot conducted with UNESCO. While the pilot was successful, a military coup led to its discontinuance. The project will build on this experience and work directly with INDE – the same department responsible for developing the new school curriculum – to develop the scripted teaching lessons and IAI program.¹⁷ Training for teachers on using the audio programs in their classrooms will be included in the in-service training sessions.

34. Under this sub-component, the project will finance: (i) TA to develop a detailed program design document for the entire IAI program; (ii) the recruitment of IAI technical experts to oversee the development of the 200 teaching scripts, train INDE staff, hire voice actors/musicians, and develop simple teacher training materials; (iii) costs to rent studio space to record the lessons via digital editing equipment; and (iv) the purchase of solar powered radios and other equipment.

Sub-component 2.4: Learning Materials for the New Curriculum in Grades 1-4 (US\$1.24 million)

35. The project will finance the purchase of the new teacher guides and student manuals developed as part of the new curriculum and other didactic materials that support literacy and numeracy skills in grades 1-4. Based on the ongoing challenges with procurement and dissemination of textbooks, the procurement of these materials will only be possible once MEESJCD has developed a national textbook policy and dissemination plan. In recent textbook purchasing and dissemination efforts, even when the books arrived at the school, they often remained in boxes on the floor unused. To avoid a similar issue, the project will finance the purchase of basic shelves for each classroom. School inspectors will be responsible for monitoring textbook use and availability in the classroom for instruction.

36. In efforts to introduce the concept of results-based financing in Guinea-Bissau, the procurement of these learning materials will be done in stages. Once materials have been successfully delivered to the pilot schools, MEESJCD will be allowed to print those for the additional 496 schools. Upon successful procurement and dissemination of textbooks to the 496 and the collection of up-to-date figures on student enrollments per school, MEESJCD will be able to purchase the textbooks for the remaining public, community and private schools that have not yet received materials.

¹⁷ Another nearby Portuguese-speaking country, Cabo Verde has a very successful radio instruction program including the development of lessons in Portuguese in particular. The project will draw on Cabo Verde's experience in designing the program and recruit a firm to work with INDE to develop the lessons and oversee implementation.



Table 1.4. Phases, Activities and Timeline for the Implementation of the New Curriculum in Grades 1-4

	YEAR 0 (2017-2018)	YEAR 1 (2018-2019) <i>Grades 1 and 3 (22 schools)</i>	YEAR 2 (2019-2020) <i>Grades 1-4 (22 schools)</i>	YEAR 3 (2020-2021) <i>Grades 1 and 3 (496 schools)</i>	YEAR 4 (2021-2022) <i>Grades 1-4 (496 schools)</i>	YEAR 5 (2022-2023) <i>Grades 1 and 3 (All schools)</i>
	PRE-PILOT	PILOT		EXTENSION		GENERALIZATION
Student Manuals/ Teacher Guides/ KITS	<ul style="list-style-type: none"> Finalize manuals/guides for grades 1-4 Identify a small kit for schools of additional literacy/numeracy teaching materials 	<ul style="list-style-type: none"> Print and disseminate manuals/guides for grades 1-4 to pilot schools Develop a national textbook policy and dissemination strategy 	<ul style="list-style-type: none"> Revise manuals/guides for grades 1 and 3 Purchase school kits for pilot/extension schools 	<ul style="list-style-type: none"> Print and disseminate manuals/guides for grades 1 and 3 to pilot/extension schools Revise manuals/ guides for grades 2 and 4 	<ul style="list-style-type: none"> Print and disseminate manuals/guides for grades 2 and 4 to pilot/extension schools Monitor delivery/ use of manuals/guides at the school level 	<ul style="list-style-type: none"> Print and disseminate manuals/guides and for grades 1-4 and school kits to all remaining primary schools
Interactive Audio Instruction (IAI)	<ul style="list-style-type: none"> Create an IAI program design document Recruit a firm to provide technical support to develop the IAI program 	<ul style="list-style-type: none"> Establish a unit within INDE responsible for IAI Develop an IAI guide and training materials for teachers 	<ul style="list-style-type: none"> Develop 50 Portuguese and 50 Math IAI lessons in grade 1 	<ul style="list-style-type: none"> Deliver 50 Portuguese and 50 Math IAI lessons in grade 1 in pilot/extension schools Develop 50 Portuguese and 50 Math IAI lessons in grade 2 	<ul style="list-style-type: none"> Deliver 50 Portuguese and 50 Math IAI lessons in grades 1 and 2 in pilot/extension schools Revise IAI lessons in grades 1-2 based on pilot 	<ul style="list-style-type: none"> Deliver 50 Portuguese and 50 Math IAI lessons in grades 1 and 2 in pilot/extension schools
In-Service Training on New Curriculum and IAI	<ul style="list-style-type: none"> Identify pilot schools and conduct informational workshops with teachers, directors, school inspectors, DREs and Parent Associations Conduct an evaluation of teacher competencies to identify training needs related to implementing the new curriculum Develop a training program for in-service teachers on the new curriculum 	<ul style="list-style-type: none"> Deliver 2 weeks of face-to-face training for grade 1 and 3 teachers, school directors and school inspectors from pilot schools at teacher training centers in each Province Deliver training to grade 1 and 3 teachers in pilot schools at monthly Comissões de Estudo sessions 	<ul style="list-style-type: none"> Deliver 2 weeks of face-to-face training for grade 2 and 4 teachers, school directors and school inspectors from pilot schools at teacher training centers in each Province Deliver training sessions to grade 1-4 teachers in pilot schools at monthly Comissões de Estudo sessions 	<ul style="list-style-type: none"> Deliver 2 weeks of face-to-face training for grade 1 and 3 teachers, school directors and school inspectors from pilot/extension schools at teacher training centers in each Province Deliver training sessions to grade 1-4 teachers in pilot/extension schools at monthly Comissões de Estudo sessions 	<ul style="list-style-type: none"> Deliver 2 weeks of face-to-face training for grade 2 and 4 teachers, school directors and school inspectors from pilot/extension schools at teacher training centers in each Province Deliver training sessions to grade 1-4 teachers in pilot/extension schools at monthly Comissões de Estudo sessions 	<ul style="list-style-type: none"> Conduct evaluation of teachers' competencies in Portuguese and Math in pilot/extension schools



Component 3: Strengthen Education Sector Management Capacity (US\$2.79 million equivalent)

37. The aim of this component is to improve the overall functioning of the education system by increasing the availability of data to guide decision-making and by strengthening the overall capacity of the MEESJCD. This component will include two sub-components: 3.1 *Sector Studies*; and 3.2 *Project Management*.

Sub-component 3.1: Sector Studies (US\$1.19 million)

38. There is a significant need to improve the availability of data in the system in order to guide reforms, determine future actions to take to improve efficiency, and monitor education quality. Three different studies to collect additional data have been identified in addition to a mechanism to share data more broadly and ensure its use. These include: (i) *a school mapping exercise*; (ii) *a national learning assessment in grades 2 and 5*; and (iii) *an adapted service delivery indicator (SDI) survey*. In addition, the project will support the creation of *a website and online portal for MEESJCD*.

39. *School Mapping and Census-based School-level Data*. As highlighted in the ESP, there is an urgent need to conduct a detailed school mapping exercise. The Ministry urgently needs these data to determine the fiscal, human, and physical resources needed in order to reach its goal of universal access in grades 1-6. Once these data are available, an operational plan and budget will be developed to determine a cost-effective way to expand the current system.

- *Survey Instrument*. TA will be recruited to help MEESJCD develop the survey instrument. The instrument to be developed will draw on the existing EMIS questionnaire and the recently adopted National Quality Standards. Prior to implementation, clear definitions will be agreed upon with MEESJCD on the differences between public, community, self-managed schools, expected pupil/teacher ratios, school construction standards, etc. Additionally, a process on verifying teachers needs vs. the teachers present at primary schools in the country will be agreed upon with the Ministry of Economy and Finance prior to implementation.
- *Reforms*. The trust between MEESJCD and the Ministry of Economy and Finance has eroded over time and needs to be strengthened. To improve the credibility of the data to be collected, an external international firm with the requisite expertise will be recruited to conduct the school mapping exercise. It is expected that they will ultimately produce an up-to-date census-based database of the entire system from grades 1-6. Based on these results, a number of recommendations and possible reforms to improve the effectiveness and efficiency of the current system will be proposed. These recommendations and the costed plan for expansion to enable universal access from grades 1-6 will be shared by MEESJCD in high-level discussions with the Ministry of Economy and Finance and other government leaders.

40. *Program in support of Education Systems of CONFEMEN countries (Programme d'Appui aux Systemes Educatifs des pays de la CONFEMEN – PASEC) II*. A sample-based national assessment, based on the regional PASEC assessment, was conducted by MEESJCD with the help of Pole de Dakar in 2014. The project will finance the implementation of this same assessment to collect additional data on learning outcomes for grades 2 and 5 and further build the Ministry's capacity to monitor student learning



outcomes. Concentrated efforts will be made this time to share the results more broadly and to identify specific actions various departments and key stakeholders at the local level can take to improve quality. This will include regional workshops, simple brochures with key messages for school inspectors, school directors and teachers to discuss during the monthly *Comissões de Estudo* sessions, and radio spots.

41. Adapted SDI. As part of preparation, an adapted version of the World Bank's SDI survey was administered to all primary schools with at least grades 1-4 in Bafatá, Gabú and Oio. This survey collected key information on issues such as teacher absenteeism, school management practices, financial resources, etc. The survey results were used to inform the baseline and target values for a number of indicators in the project's results framework. The survey tools were adapted to the local context, translated into Portuguese, and developed electronically to enable the survey to be administered via tablets using the World Bank's Survey Solutions software. Administering the survey via tablets allowed for greater quality control during implementation, reduction data entry errors, and improved timeliness of survey results. During preparation, the National Institute of Statistics was hired to oversee data collection in the field. Efforts were made to also include members of GEPASE staff in data collection in order to build their capacity and increase their ability to participate in similar surveys in the future. The project will finance the application of this same survey again before the project's completion in order to measure progress made on key project indicators. It is expected that the same tools will be used and the survey will be administered via tablets for the follow-up survey as well. While GEPASE staff will play a greater role in the follow-up survey, it is expected that a firm will be recruited by GEPASE to help oversee logistics, ensure quality during data collection, analyze the data, and prepare the final report.

42. Website/Online Portal. Currently in Guinea-Bissau, education data and policies are not readily accessible. Legislation, regulations and procedures are not readily available and often are found only in paper files. Often staff are not even aware of various policies, and information is often not shared between departments within the Ministry. In order to improve system-wide management and coordination, and reduce fragmentation, this activity will be to produce a website and online portal on which education policies, data, and education laws will be made available online and publicly accessible. This is expected to improve coordination within MEESJCD while also enabling NGOs and other non-state actors to more easily align their interventions with government policies. While the website is intended to be publicly accessible, it is also expected that an online portal within MEESJCD will be created to make basic education data (including the Education Management Information System - EMIS) available to all working at the central and regional levels within the Ministry. Currently, the EU is funding a pilot in Gabu to develop a software to collect EMIS data. The structure of the EMIS in the online portal will be determined based on the outcomes of this pilot and the information collected during the school mapping exercise.

43. There is a small department within MEESJCD responsible for creating a website for the Ministry. While not always reliable, MEESJCD does have access to electricity, internet service, and desktop computers. (Although, many of the relatively new computers are infected by viruses due to outdated anti-virus software packages.) While the Ministry does have an IT Department, due to its limited capacity, they have not yet been able to establish a functioning website. TA will be provided to MEESJCD's IT Department to create a simple architecture for the website and online portal. Training will be provided to IT staff in maintaining and updating the portal so that these can be done on a regular basis. The documents to be uploaded to the website will be identified by the Project Steering Committee (PSC) and



systematic branding should be used on all current policies and operational manuals so they are easily identified. The project will also finance the purchase of anti-virus software packages, additional maintenance to improve the functioning of MEESJCD’s computers, and internet service to ensure more reliable communication during Project implementation.

Sub-component 3.2: Project Management (US\$1.60 million)

44. This sub-component will finance the costs associated with management of the project and the additional expertise to be recruited. As previously mentioned, due to limited capacity within the MEESJCD, a Project Implementation Unit (PIU) will be established to support project implementation. The PUASEE-PIU will act as the PIU in the initial phases of the project until the stand-alone MEESJCD-PIU is established (additional details can be found in Annex 2). Costs include salaries for PIU staff (in line with costs in other PIUs in Guinea-Bissau), external auditors, other M&E costs, operating costs (i.e., rental space, transportation, utilities, and basic IT equipment), and training activities for MEESJCD staff.

Contingencies (US\$0.50 million)

45. Contingency funds across the three components have been set aside to allow for greater flexibility and possible adjustments as additional school-level data becomes available.

Table 1.5. Data on School Type by Sector from Textbook Distribution in 2016

Province	Region	Sector	Number of Schools by Type					Total	Total Public Schools with grades 1-4
			Public	Community	Private	Self-Managed	Madrassa		
SAB	SAB	ZONA 1	10		23			33	41
		ZONA 2	3		13			16	
		ZONA 3	6		1			7	
		ZONA 4	6		44			50	
		ZONA 5	18		101			119	
		TOTAL	43		182			225	
EAST	BAFATÁ	BAFATA	43	21	9			73	105
		BAMBADINCA	19	36	6			61	
		CONTUBUEL	10	40	1		1	52	
		COSSE	11	18				29	
		GANADU	15	30	1			46	
		XITOLE	11	21				32	
		TOTAL	109	166	17		1	293	
EAST	GABÚ	GABÚ	51	27	5			83	163
		SONACO	31	6				37	
		PITCHE	46	11				57	
		BOÉ	26	4				30	
		PIRADA	32	2				34	
		TOTAL	186	50	5			241	
NORTH	INGORÉ	SÃO DOMINGOS	30	8	5			43	56
		BEGENE	34	38	12			84	



		TOTAL	64	46	17			127	
NORTH	CACHEU	BULA	20	2	3			25	101
		CANCHUNGO	37	1	4			42	
		CACHEU	15		2			17	
		CAIÓ	22	1				23	
		CALEQUISSE	13					13	
		TOTAL	107	4	9			120	
NORTH	OIO	FARIM	30	34				64	139
		MANSABÁ	21	27				48	
		MANSOA	49	20			5	74	
		BISSORÁ	45	26	2		2	75	
		NHACRA	14	6	3			23	
		TOTAL	159	113	5		7	284	
NORTH	BIOMBO	QUINHAMEL	23		6			29	51
		SAFIM	14		38			52	
		PRABIS	15		23			38	
		TOTAL	52		67			119	
SOUTH	QUINARA	BUBA	22	8	2			32	52
		EMPADA	21	10	1		1	32	
		TITE	14	7	2			32	
		FULACUNDA	10	13	1			24	
		TOTAL	67	38	6		1	112	
SOUTH	BOLAMA	IIHAS DAS GAL.	2					2	17
		C/CIDADE	9	1	3			13	
		SÃO - JOÃO	6					6	
		TOTAL	17	1	3			21	
SOUTH	BUBAQUE	BUBAQUE	16		7			23	29
		UNO	19	5				24	
		CARAVELA	4	7				11	
		TOTAL	39	12	7			58	
SOUTH	TOMBALI	CATIO	25	16	3	3		47	52
		BEDANDA	14	9	1	3		27	
		QUEBO	14	4	2			20	
		CACINE	12	10	2			24	
		KOMO	4	7			2	13	
		TOTAL	69	46	8	8		131	
TOTAL OVERALL			912	476	326	8	9	1,731	806

Source: UNICEF-MEESJCD. Textbook Distribution Dataset.



ANNEX 2: IMPLEMENTATION ARRANGEMENTS

COUNTRY: Guinea-Bissau The Quality Education for All Project

Project Institutional and Implementation Arrangements

1. **In Guinea-Bissau, the overall national education budget is almost completely absorbed by teachers' salaries (97 percent).** A recent review of public expenditures in education determined that the central MEESJCD is unable to execute the remaining 3 percent of funds. Given budget limitations and ongoing political instability in the country, almost all other expenditures in the education sector have been managed and financed externally by outside donors. Previous World Bank investments have all relied on establishing PIUs outside of the Ministry. A thorough assessment of the MEESJCD's capacity in terms of procurement and FM has been conducted as part of project preparation (see Annex 3).
2. **Given the limited capacity of MEESJCD staff for project implementation, a stand-alone PIU for the Project will be established.** Initially, however, the existing PIU for the Emergency Water and Electricity Services Upgrading Project (*Projet d'urgence pour l'Amélioration des Secteurs d'Eau potable d'Electricité pour Bissau* – PUASEE) will manage and execute the preparatory activities and studies included in the PPA including the recruitment and training of the staff for the project's own PIU (MEESJCD-PIU). In addition, the PUASEE PIU will support the initial phase of project implementation until the project's PIU is established and functional.
3. **The PUASEE PIU has several years of experience overseeing the implementation of Bank Projects in Guinea-Bissau.** The PIU will be responsible for supporting the fiduciary and administrative work and facilitating the communication and coordination among the various directorates in MEESJCD in project implementation. Specifically, it will: (i) have overall fiduciary responsibility of the project; (ii) provide technical support to the implementation of project activities; (iii) prepare and manage bidding processes; (iv) manage project resources, ensuring that disbursements are made in accordance with the agreed procedures and practices; (v) prepare quarterly and annual financial statements of the project; and (vi) provide TA to the Ministry with activities related to overall M&E, data collection, and tracking progress. To support these functions, the PIU will be staffed with a Project Coordinator, a Procurement Specialist, a Financial Manager, an Accountant, and a Senior Education and M&E Specialist.
4. **To ensure adequate coordination across various MEESJCD Directorates and the PIU, a Project Steering Committee (PSC) will be established.** This PSC will: (i) provide project oversight and strategic guidance to project implementation and ensure coordination with other existing programs; (ii) oversee project implementation and approve annual work programs and budgets; (iii) provide contributions, review and approve project progress reports; and (iv) assess project achievements. The PSC must be in place and organized prior to project effectiveness. It will comprise the following representatives:
 - the Director of General Education (DGE);
 - the Inspector General in Education (IGE);
 - the Director of the National Institute for Education Development (INDE);



- a representative from the Education Secretariat overseeing the reforms to the *Carreira Docente* (Teacher Career Ladder);
- the Director of the Department of Planning and Statistics (GEPASE); and
- the MEESJCD-PIU Project Coordinator.

5. The expected roles and responsibilities of the various Directorates supported by the project are as follows:

- Directorate of General Education (*Direcção Geral do Ensino – DGE*). Providing strategic guidance and oversight for Component 1 activities will be the responsibility of DGE. This Directorate will facilitate the development of the national SMC policy, manual, and training program in addition to coordinating with the DREs in Bafatá and Oio for the establishment of the SMCs, the development of SIPs, and the execution of the school grants program. Under the leadership of DGE, local NGOs will be recruited to assist with the required training, management and oversight of activities at the school level.
- General Inspection in Education (*Inspecção Geral em Educação - IGE*). The recently revamped School Inspection System which has entailed the development of National Quality Standards, the establishment of the strong selection criteria and the recruitment of more than 160 new and qualified School Inspectors – will be critical for the project’s success. While NGOs are to be recruited to support the schools, the work of the School Inspectors will increase the likelihood of sustainability of various interventions in the system and provide a means to monitor and evaluate interventions at the school level. Under the project, School Inspectors will play a critical role in helping to establish SMCs, approve SIPs, and monitor implementation. They will also play a key role in helping to deliver quality in-service training at the resource school level on a monthly basis, monitor use of the IAI program, and dissemination and use of learning materials.
- National Institute for Education Development (*INDE*). The implementation of activities under Component 2 will be overseen and coordinated by INDE. INDE has extensive experience coordinating and managing teacher training activities and was the department responsible for the last radio instruction program piloted in Guinea-Bissau. Under the project, INDE will continue to work directly with technical experts from the *Universidade de Minho* to pilot and oversee the implementation of the new curriculum. The project will also finance TA to reinforce the capacity of INDE in the development of the IAI program, in particular.
- Education Secretariat. The Minister’s Cabinet has been overseeing the ongoing efforts to overhaul the Education Law of 2010 and agree on reforms to the *Carreira Docente* (Teacher Career Ladder). The Ministry intends to establish a new agency to oversee teacher evaluation/certification and accreditation. This soon-to-be established agency, the Agency for Assessment and Accreditation, is expected to be under the responsibility of MEESJCD but operate as a semi-autonomous body. A representative from the Education Secretariat will participate in the PSC to ensure that the necessary institutional structures are approved and put into place and project activities are strongly aligned with the reforms to operationalize the Teacher Career Ladder. The Secretariat will also ensure that the Teachers’ Unions are kept informed and given ample opportunities to participate in the work to establish Teacher Qualifications Framework and



adopt standardized procedures for teacher certification. The Secretariat will also work with those responsible for higher education and pre-service teacher training in particular to agree on a harmonized curriculum for primary school teachers (grades 1-6).

- Directorate of Planning and Statistics (GEPASE). The sector studies under Component 3 are expected to be the responsibility of GEPASE. GEPASE is the Directorate responsible for collecting education data for the EMIS and assisted in the implementation of the first PASEC learning assessment. While international expertise will be recruited to implement the school mapping exercise, PASEC, and Adapted SDI Survey, adaptations of the instruments to the local context, data collection strategies, and survey implementation will all fall under the responsibility of GEPASE. GEPASE will also work with the MEESJCD IT Department to facilitate the development of the website and online portal with EMIS data.

6. **Aligned with MEESJCD's objectives outlined in the ESP, in addition to the activities noted above, the proposed project also intends to build greater capacity within the Ministry to manage both fiscal and human resources.** In order to build this capacity, TA will be provided directly to the Human Resources Department and the Administrative and Financial Department of MEESJCD to further build their capacity in these areas.

Financial Management

7. **An FM assessment of the implementing entity (PIU PUASEE), which has been successfully implementing the World Bank-funded Emergency Water and Electricity Services Upgrading Project (PUASEE) since 2014, was carried out in December 2017.** A sample of schools was also visited to assess the organization and capacity of existing SMCs. The objective of the assessment was to determine whether the PUASEE PIU maintains acceptable FM arrangements to manage the proposed project and to ensure that proceeds of the proposed project would be used only for the intended purposes, with due attention to economy and efficiency. The FM assessment was carried out in accordance with the Financial Management Practices Manual issued by the Financial Management Board on March 1, 2010 and retrofitted on February 4, 2015.

8. **The same FM system and arrangements used by PUASEE will be used for the proposed project for the first year of implementation (or earlier if the stand-alone PIU for the proposed project has been established and is functional).** The overall performance of the PUASEE PIU's FM is Satisfactory. Staffing has remained adequate and proper books of accounts and supporting documents have been kept with respect to all expenditures. The PIU is familiar with the World Bank FM requirements. The interim un-audited financial reports (IFRs) for the PUASEE are also submitted on time, acceptable to IDA and the external auditor has issued an unqualified (clean) opinion on the 2016 Financial Statements. FM under the PUASEE currently satisfies the World Bank's minimum requirements under World Bank Policy and Directive on Investment Project Financing (IPF) effective in 2017.

9. **The PUASEE PIU will manage the PPA which will support the implementation of a number of critical activities for preparation and to ensure readiness for implementation.** These activities include the recruitment of the key staff for the proposed project's stand-alone PIU (dedicated for this project), the development of the PIM and the national SMC policy/manual which are preconditions for the



implementation of activities including the School Grants Program. In order to ensure continuity and adequate transfer of the existing FM system to the proposed project's stand-alone PIU (MEESJCD-PIU), the following measures should be taken: (i) the development and adoption of a PIM including fiduciary and school grants procedures by project effectiveness; (ii) the recruitment of a Financial Manager and an Accountant and the customization of the accounting software to take into account the bookkeeping of the proposed project within six months of project effectiveness; and (iii) the recruitment of an external auditor within six months of project effectiveness. The proposed project will also build on the cash transfer mechanisms developed by the PDDC (P090712) to define flow of funds to SMCs through electronic payments or direct payment from the commercial banks represented in targeted areas.

10. **The FM staff in the MEESJCD-PIU will include a Financial Manager and an Accountant with adequate and relevant experience with World Bank procedures.** The FM staff would be responsible for collecting and controlling invoices, maintaining the books, entering data in the accounting software, managing the project's bank account, keeping the books of accounts and preparing the financial reports as well as the withdrawal and direct payments applications.

11. **The Project budgeting process will be defined in the PIM.** The budget would be reviewed and adopted by the Project Steering Committee (PSC), before the beginning of each fiscal year. Annual draft budgets would be submitted for IDA's non-objection before adoption and implementation. Any changes in the budget and work plans would be approved by the PSC and would require a World Bank non-objection opinion. The PSC would also: (i) discuss and review the quarterly budget execution report; and (ii) monitor and assess the implementation progress and results of the project.

12. **SYSCOHADA is the West African Economic and Monetary Union (WAEMU) accounting system applicable in Guinea-Bissau.** Project accounts would be maintained on a cash basis, supported with appropriate records and procedures to track commitments and to safeguard assets. Annual financial statements would be prepared by the PIU in accordance with SYSCOHADA, taking into account IDA requirements and specificities related to external financed investment projects. Accounting and control procedures should be documented in the PIM. The PIU would prepare Quarterly Unaudited Interim Financial Reports (IFRs) reflecting operations of the designated account and submitted to the World Bank, within 45 days after the end of each calendar quarter. The IFR format would comprise the following: (i) report on the sources and use of funds by disbursement category and by component, in a cumulative basis (project-to-date; year-to-date) and for the period, showing budgeted amounts versus actual expenditures, including a variance analysis; and (ii) forecast of sources and uses of funds. An accounting software would be purchased and customized to accommodate the bookkeeping of the project.

13. **Internal control arrangements:** The PIM describes the FM and disbursement arrangements, including the internal controls mechanism, budgeting process, assets' safeguards, and will clarify the roles and responsibilities of all stakeholders. The FM procedures of the PIM will be the guiding tool where all procedures to be followed regarding financial management will be documented to ensure consistency of procedures, and the finance manager will be responsible for ensuring that the project's FM arrangements are adequate and satisfactory throughout the life of the project.

14. **An auditor with qualifications and experience acceptable to IDA would be recruited to carry out annual audits of the project's financial statements.** The auditor would express an opinion on the Annual



Financial Statements, and perform the audit in compliance with International Standards on Auditing. The auditor would be required to prepare a Management Letter detailing observations and comments, providing recommendations for improvements in the accounting system and the internal control environment. The external auditor would especially review, each year, a reasonable sample of school grants and to ensure that payments were completed pursuant to the agreed procedures described in the PIM’s chapter on the School Grants Program. The audit report on the annual project financial statements and activities of the Designated Account would be submitted to IDA within six months after the end of each project fiscal year.

Table 2.1 FM Action Plan

Action	Date	By whom
Completion of PIM	Condition of effectiveness	MEESJCD-PIU
Customization of the accounting software	Within six months of effectiveness	PIU of PUASEE
Recruitment of an external auditor	Within six months of effectiveness	PIU of PUASEE
Recruitment of a financial manager and an accountant fully dedicated to the Quality Education for All Project	Within six months of effectiveness	PIU of PUASEE

Disbursements

15. **A Designated Account (DA) will be opened at a commercial bank acceptable to IDA. Its ceiling would be set at 500,000,000 FCFA for the IDA DA account and at 180,000,000 for the GPE DA account.** The PIU Coordinator and the Financial Manager would be jointly the signatories of the DA. The account would be set up to fund eligible expenditures based on the approved annual budget and work program. Disbursements would comply with specific procedures included in the PIM prepared for this Project.

16. **Disbursements under the project would be transaction-based.** In addition to making advances to the DA, other disbursement methods would be available for use under the Project, such as reimbursement, direct payment and special commitment. Further instructions on disbursement and details on the operations of the Withdrawal Applications and Direct Payments would be outlined in the DL.

17. **For the implementation of the school grants program, IDA will approve the School Grants Manual which is an integral part of the PIM.** In coordination with MEESJCD and the DREs, the funds for the school grants will be transferred from the DA to eligible schools. In order for targeted schools in Bafatá and Oio to be eligible to receive a school grant (a fixed amount of approximately US\$450 per year), they will be required to establish a functional SMC and to develop a SIP (approved by the designated authorities) to be considered for grant funding for that academic year. To receive a school grant the following year, each beneficiary school will need to be able to demonstrate that the grant provided in the preceding year was used in line with the activities included in the approved SIP. Clear procedures for requesting and reporting on these funds will be documented in the PIM.¹⁸ The project will also build on

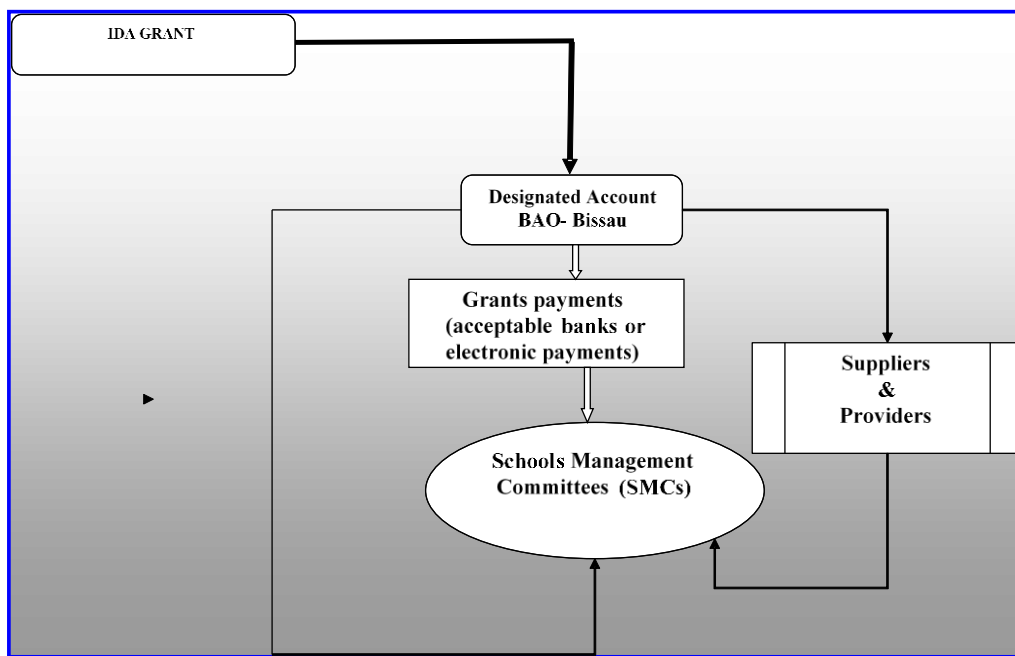
¹⁸ The School Grants Manual will be developed with MEESJCD and included as a chapter in the project’s larger PIM.



the cash transfer mechanisms developed by the PDDC to define flow of funds to SMCs through electronic payments or cash transfers from the commercial banks represented in targeted areas.

18. **Funds flow for in-service teacher training** in the regions of Bissau, Bafatá, Cacheu, Oio, and Quinara, will need to include procedures for ensuring that teachers will be paid only for the days they participate in training, and for tracking information on key aspects of the training activities including the lists of participants with evidence of their participation, days attended, related travel documentation, and other relevant information required to verify the validity of the expenditures. Flow of funds arrangements are shown in Figure 2.1.

Figure 2.1: Funds Flow and Disbursement Arrangements



The school grants manual will include the following information: program objectives; guidance on SIP processes (template, development, review, approval); grant amounts; procedures related to the processing and transfers of grants (including record keeping and documentation as well as flow of funds); eligible and ineligible expenditures; management and oversight of the use of grants; and the roles and responsibilities of the various education stakeholders – SMCs, NGOs, regional and national education personnel.



19. Tables 2.2 and 2.3 provide the eligible expenditures by category for the IDA and GPE grants.

Table 2.2 Eligible Expenditures by Category (IDA Grant)

Category	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, consulting services, Training, Operating Costs and School Grants	7,130,000	70%
(2) Refund of Preparation Advance	370,000	Amount payable pursuant to Section 2.07 (a) of the General Conditions
TOTAL AMOUNT	7,500,000	

Table 2.3 Eligible Expenditures by Category (GPE Grant)

Category	Amount of the Grant Allocated (expressed in USD)	Percentage of Expenditures to be Financed (inclusive of Taxes)
Goods, works, non-consulting services, consulting services, Training, Operating Costs and School Grants	\$4,300,000	30%
TOTAL AMOUNT	\$4,300,000	

20. **Implementation Support Plan. Based on the outcome of the FM risk assessment, the following implementation support plan is proposed.** The objective of the implementation support plan is to ensure the project maintains a satisfactory FM system throughout the project’s life.



Table 2.4 FM Implementation Support Plan

FM Activity	Frequency
Desk Reviews	
Interim financial reports review	Quarterly
Audit report review of the project	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous as they become available
Onsite Visits	
Review overall operation of the FM system	Twice per year (Implementation Support Mission)
Monitoring actions taken on issues highlighted in audit reports, auditors’ management letters, internal audit and other reports	As needed
Transaction reviews (if needed)	As needed
Capacity building support	
FM training sessions	During implementation and as needed

Procurement

Applicable Procurement Regulations

21. **Procurement under the proposed project will be carried out in accordance with the World Bank’s Procurement Regulations for IPF Borrowers:** “*Procurement in Investment Project Financing, Goods, Works, Non-Consulting, and Consulting Services*”, dated July 1, 2016; “*Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants*”, revised as of July 1, 2016; and the provisions stipulated in the Legal Agreements.

22. **The regulations are designed to support a modern, fit for purpose Procurement Framework.** The regulations detail many options to tailor individual procurement processes to meet the operational needs under the project and to deliver the right results. The main procurement activities under this project would include support to establish and train SMCs, conduct community sensitization campaigns, and manage school grants; training for in-service teachers; TA to develop 200 scripted teaching lessons in Portuguese and Mathematics and use of IAI to deliver these lessons; printing and disseminating textbooks based on the new curriculum in grades 1-4 and purchasing solar powered radios, IT equipment, office furniture, motorcycles, a few vehicles; support to establish an online portal within the Ministry and conduct sector studies including a comprehensive School Mapping Survey, a follow-up SDI survey, and a national learning assessment; and lastly, financial and procurement audits and project management and coordination activities. No civil works are anticipated under the project. The procurement arrangements under the project are in accordance with the provisions of the Procurement Regulations for IPF Borrowers (the Regulations) to ensure that the correct procurement approach is used to deliver the expected results. By applying the most appropriate procurement approach, there is a far greater likelihood of suitable bidders participating, better bids being received, and an overall increased chance of achieving value for money.



23. **The Regulations are guided by the core procurement principles of value for money, economy, integrity, fit for purpose, efficiency, transparency, and fairness.** The Regulations support these core procurement principles by providing many choices for the Recipient to design the right approach to market. Standard Procurement Documents issued by the World Bank to be used by Borrowers for IPF-financed projects include the General Procurement Notice, Specific Procurement Notice, Request for Expression of Interest, Request for Proposals, and Request for Bids documents. These documents will be used for works, goods, consulting, and non-consulting services to be procured through international open competitive bids and for consulting services contracts. In addition, the implementing agencies will use Standard Bid Evaluation Forms for procurement of goods, works, and non-consulting contracts, and the Sample Form of Evaluation Report for selection of consultants. Procurement requirements should be simple especially in a context of low government capacity.

National Procurement Procedures and Legislative Framework

24. **Guinea-Bissau has developed and adopted the West African Economic and Monetary Union (WAEMU) Directives on the management of public finance,** one of which relates to procurement. Guinea-Bissau has accordingly developed a new Code of Public Procurement (*Decreto Lei No 2/2012 dated August 20, 2012*) and is using bidding documents developed for WAEMU markets. The regulations creating the regulatory authority and separating the function of control from regulation has been developed and adopted, but they are not operational in terms of organization and staffing. There are significant delays in the implementation of procurement reforms, the absence of efficient dispute mechanisms, no human resources strategy and no procurement audits. As such, government systems are not being used for implementation of World Bank-financed projects.

25. **The Procurement Directorate and the National Agency for Procurement (ANAP) are the national procurement institutions.** The first institution oversees procurement control, and the second, created in 2012, is in charge of the procurement process. However, institutional responsibilities are rather unclear and apparently duplicative between the Procurement Control Body and ANAP. In addition, the two institutions' visions to develop procurement capacity in the country are different. The Procurement Directorate wants to create a procurement unit in each department and ANAP is in favor of centralizing procurement. The procurement capacity is very low, and the agency faces many of the same issues as the regulatory agency (lacks human and financial resources among others).

26. **Given this context and the very limited capacity of MEESJCD staff in procurement, a separate Project Implementation Unit (MEESJCD-PIU) will be established.** Initially, the staff for this PIU will be recruited and managed by the PIU of PUASEE. After an initial preparatory and training phase, it is expected that the MEESJCD-PIU will eventually become its own entity. The PIU would have the responsibility of supporting the fiduciary and administrative work and facilitate the communication and coordination among the various directorates in MEESJCD in project implementation. Specifically, in terms of procurement, it would oversee: (i) providing technical support to the implementation of project activities; (ii) preparing and managing the procurement process; and (iii) managing project resources, ensuring that disbursements are made in accordance with the agreed procedures and practices.

27. **When approaching the national market, as agreed in the PP, the country's own procurement procedures may be used.** The World Bank has reviewed the Standard Procurement Documents (SBDs) for



procurement of goods and works under national competitive bidding and has found them acceptable in terms of consistency with the World Bank's procurement principles. Hence, national open competitive bids shall follow the procedure set forth in Public Procurement Directive, provided that such procedure shall be subject to the following requirements as provided in section 5 paragraph 5.4 of the Procurement Regulations for IPF Borrowers (July 1, 2016):

- Open advertising of the procurement opportunity at the national level;
- The procurement is open to eligible firms from any country;
- The Request for Bids/Request for Proposals document shall require bidders/proposers submitting bids/proposals to present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the World Bank's Anticorruption Guidelines, including without limitation to the World Bank's right to sanction and the World Bank's inspection and audit rights;
- Contracts with an appropriate allocation of responsibilities, risks, and liabilities;
- Publication of contract award information;
- Rights for the World Bank to review procurement documentation and activities;
- An effective complaint and handling mechanism;
- Maintenance of records of the procurement process.

28. **Other national procurement arrangements (other than national open competitive procurement) that may be applied by the Borrower** (such as Limited/Restricted Competitive Bidding, RFQ, Shopping, Local Bidding, and Direct Contracting), shall be consistent with the World Bank's core procurement principles and ensure that the World Bank's Anticorruption Guidelines and Sanctions Framework and contractual remedies set out in its Legal Agreement apply.

Procurement Oversight and Monitoring Arrangements

29. **Mandatory thresholds for prior review for the proposed project based on the project's procurement risk levels are provided in Table 2.3.** Procurement above the thresholds indicated in the table shall be subject to prior review. Procurement activities shall use the World Bank's Standard Procurement Documents. For contracts to be awarded using Direct Selection, the Recipient shall submit to IDA, for its review and "no-objection", a sufficiently detailed justification, before inviting the firm to negotiations. For post-review contracts, the MEESJCD-PIU shall select and appoint an independent procurement auditor, based on TORs acceptable to IDA, to determine whether the procurement activities carried out by implementing agencies for post-review contracts comply with the requirements of the Legal Agreements. Based on the initial risk rating (high), the PIU of the proposed project shall seek the World Bank's prior review for equivalent value of contracts as detailed in Table 2.5.



Table 2.5 Thresholds for Procurement Approaches and Methods (US\$, millions)

Category	Prior Review (US\$ millions)	Short List of National Consultants				
		Open International	Open National	RFQ	Consulting Services	Engineering and Construction Supervision
Works	≥5.0	≥7.0	<7.0	≤0.2	n.a.	n.a.
Goods, IT, and non-consulting services	≥1.5	≥1.0	<1.0	≤0.1	n.a.	n.a.
Consultants (Firms)	≥0.5	n.a.	n.a.	n.a.	0.2	0.3
Individual Consultants	≥0.2	n.a.	n.a.	n.a.	n.a.	n.a.

Assessment of the Agency' Capacity to Implement Procurement

30. **A simplified procurement capacity assessment of the implementing agencies was updated by the World Bank** using the template attached to “Situations of Urgent Need of Assistance or Capacity Constraints – Simplified Procurement Procedures – Guidance to World Bank Staff”. Based on this assessment and the procurement environment of this project, the procurement risk factor is high. The assessment reviewed the organizational structure for implementing the proposed Education Project and staff responsible for procurement in the Emergency Water and Electricity Services Upgrading Project PIU. The assessment also considered legal aspects and procurement practices (i.e., planning, bidding, evaluation, contract award and contract administration arrangements), procurement cycle management, record keeping, and the procurement environment.

31. **The PUASEE PIU has developed valuable experience in the execution of the planning, processing, and contract management of project procurement activities.** Through time, reasonable improvements have been made in procurement planning, preparation of bidding documents and Request for Proposals, evaluation of bids/proposals, award and publication of contracts, contract management, and procurement record keeping, among other things. Although challenged by the weak national procurement environment, the PUASEE PIU has taken steps to build the capacity of its staff.

32. **Procurement oversight is an area which needs improvement.** Internal control is weak because there is currently no internal auditor in the area of procurement as the emphasis is on financial audits only. Moreover, the proposed project is to be carried out using the New Procurement Framework. Capacity-building effort to familiarize the procurement and related staff with the Procurement Regulations for IPF Borrowers needs to be considered and included in the design of the project. Key issues and associated mitigation measures that have been discussed and agreed upon are shown in Table 2.6.



Table 2.6 Summary of Findings and Actions (Risk Mitigation Matrix)

No	Issue/Risk	Severity/ Impact on Project	Mitigation Measures	Responsible (All Actions to Be Taken within First Year)
1	Lack of procurement-proficient staff in MEESJCD	High	An already existing PIU which has several years of experience overseeing the implementation of Bank Projects in Guinea-Bissau will manage the fiduciary aspects during the first 12 months of the project.	WB Staff, PIU, MEESJCD
2	Current Manual of Procedures (MoP) obsolete	Substantial	The PIU MOP needs to be updated to take into account the provisions of the NPF. In parallel, MEESJCD-PIU needs to develop/adapt its own MoP.	PIU
3	Unavailability of qualified procurement staff at national level.	High	Recruitment and deployment of qualified procurement staff from neighboring countries if needed.	PIU, WB Staff
4	Very slow and frequently disrupted Internet access does not always allow PIU to use STEP to request Bank’s no-objection.	Substantial	Technically and in the short term, there are no mitigation measures except using a dedicated computer at the CO to enter the data in STEP.	PIU, WB CO
5	Frequent rotation of key staff and political uncertainty affect project implementation.	High	Planned procurement of goods and services by avoiding last minute requests	PIU
6	Delays in preparation of ToRs/specifications for planned procurement activities; delay in implementation of procurement activities.	Substantial	Develop accountability framework with defined business standard, and engage beneficiary technical departments as early as possible. Involve qualified technical experts (consultants) to support preparation of technical specifications and requirements of bidding documents, and TORs.	PIU
7	Lack of experience in World Bank procurement procedures.	Substantial	Regular training in World Bank’s procurement procedures. Induction of regular procurement capacity enhancement training for both staff on the World Bank’s New Procurement Framework.	PIU

Procurement Plan (PP)

33. **The Recipient has prepared the Project Procurement Strategy for Development (PPSD) which forms the basis for the Procurement Plan for the entire implementation period and provides the basis for the selection methods.** The PPSD provides detailed analysis and guidance on key aspects of procurement including specific recommendations on the methods to be utilized for procurement related to key project-supported activities. The PPSD aims to enhance performance in this fragile context by addressing specific challenges in identifying qualified firms and consultants to provide technical support and services under the project. This plan was agreed between the Recipient and the Project team and will be available at the offices of PUASEE PIU and later those of the MEESJCD-PIU as well as in the project’s database and in the World Bank’s external website. The PP will be updated by the project team annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.



Procurement Arrangement and Value for Money

34. **The procurement arrangements provided under the PIU for this project are aimed at meeting the objective of attaining value for money in the procurement of goods, and services under the project.** The main interventions under the project are to (i) establish and train School Management Committees (SMCs), implement a school grants program, conduct community sensitization campaigns; and (ii) support training for in-service teachers and implementation of a new curriculum that includes radio instruction and 200 scripted lessons in Portuguese and Mathematics. The SMC related activities will be supported by local NGOs given their knowledge of local issues, community needs, and/or participatory approaches. The very specialized TA to develop the 200 scripted teaching lessons will be selected using QCBS.

Procurement Risk Analysis

35. **The PPSD prepared for the Quality Education for All Project contains a risk analysis of the procurement and associated services.** Based on the identified risks, measures are proposed to be put in place to mitigate the risks associated with the procurement of goods and services. The local market for some critical inputs of the project is not considered competitive since there are a limited number of qualified local NGOs to manage the school grant program. In addition, there may be limited number of firms/foundations able to develop 200 scripted teaching lessons in Portuguese and Mathematics.

36. **The PIU has previous experiences in implementing World Bank financed projects.** However, there is still a risk in implementing procurement activities as per the agreed procedures due to lack of procurement proficient personnel and due to high level of staff turnover at MEESJCD and political instability. Thus, to handle procurement and contract management activities under the project, the PIU will recruit a procurement specialist for the MEESJCD-PIU. To address the risk related with capacity challenges, procurement and related staff shall also be provided with quality training on WB procurement procedures. Offering of regular training is important to mitigate the risk of high level of staff turnover.

37. **To mitigate the procurement and implementation risks, and pursuant to the Procurement Policy and Procurement Directive, in situations of capacity constraints described in paragraph 12 of the IPF Policy, the World Bank will go beyond the regular implementation support to provide Hands-on Expanded Implementation Support (HEIS).** Originally HEIS was considered, given the complexity of the Procurement envisaged under the project, an alternative solution was proposed. It was agreed that a dedicated procurement staff member of the World Bank would devote a significant amount of time to provide ongoing support and training to the PUASEE PIU and MEESJCD-PIU on all procurement-related activities.

Role of Partners (if applicable)

38. **The proposed project was prepared by MEESJCD in close collaboration with other development partners working in the education sector in Guinea-Bissau.** Members of the LEG, led by UNICEF, have strongly mobilized around the GPE model and have provided strong technical and financial support to the government in the preparation of the ESP 2017-2025. Currently, the main development partners in Guinea-Bissau's education sector are: Humana People to People (*Ajuda de Desenvolvimento de Povo para Povo – ADPP*), the European Union, Plan International, Portugal, UNICEF and the World Food Program



(WFP). All activities selected for financing under this project are aligned with the endorsed ESP have been designed to continue to support positive developments in the sector and past investments made by GPE and UNICEF under the previous project. It is expected that UNICEF, as Coordinating Agency, will continue to work with MEESJCD and other partners through the LEG during implementation to ensure adequate coordination in the implementation of the ESP and encourage harmonization and use of national policies across donor partners.

39. **One of the main objectives of the project is to establish various government policies and harmonize efforts across the system to reduce fragmentation, improve efficiency and eliminate duplication, and foster better sector alignment.** The project is also intended to begin the process of bringing other smaller successful initiatives to scale. Hence, collaboration with other donors will be essential for successful implementation. Table 2.7 includes a detailed summary of the other main donor efforts underway in the sector and where the project links with these and areas for possible collaboration.

Table 2.7 Current Development Partner Initiatives in Guinea-Bissau’s Education Sector

Partners*	Project/ Amount in US\$	Activities/Description	Level(s)	Areas	Links to Quality Education for All Project
Humana People to People	<i>Teacher Training School Cacheu 2019-2021</i> US\$1,200,000	ADPP operates a teacher training school in Cacheu. This school’s curriculum includes a strong practice component and prepares primary school teachers to work in rural communities. The curriculum used has been approved by the central Ministry and teachers completing their pre-service training at this school are allowed to enter the system as civil servants.	EB1-2, Higher Ed	Cacheu	Teacher certification
European Union	<i>Firkidja di Skola - Decentralization of Edu Data Mgt 2015-2018</i> US\$624,344	Supports work to strengthen the country’s EMIS through decentralization, developing a data management system for planning monitoring and evaluating education data, and creating information management hubs at the sector-level.	EB1-3, Secondary	Gabú	School mapping, EMIS training
	<i>Culturai nô balur - A Strategy for Culture/Education 2016-2020</i> US\$1,307,000	This support includes studies and research on the country’s literature, music, crafting; training craft workers; creating a center on Guinean education and culture; postgraduate courses and continuing education courses; and regional workshops, craft and book fairs.	Pre-School, EB1-3, Secondary, Higher Ed	All regions	
	<i>ADVOCARE Project 2015-2018</i> US\$576,617	The ADVOCARE project works with DREs to improve access and the quality of basic education for children with disabilities by creating didactic materials/kits in Braille and Sign Language and training teachers to use these materials.	EB1-3	Bafatá, Gabú	
	<i>Promoção da Educação Inclusiva na Guiné-Bissau 2015-2018</i> US\$555,067	Finances work to develop a national plan and policy on disability; training to sensitize pre-service and in-service teachers on inclusive education; and guidance and support to children with disabilities at primary schools to access health services.	EB1-3	All regions	



PLAN International	<i>Inclusive and Participatory Quality Education 2017-2021</i> US\$1,270,000	Focuses on improving the quality of education in select primary schools in Bafatá and Gabú. Activities supported include in-service teacher training, inspector training, increasing girls' attendance/participation, producing teaching materials, and encouraging SMCs and community participation.	EB1	Bafatá, Gabú	Harmonized approach for establishing SMCs, align in-service training activities with teacher certification, reinforce efforts to increase girls' attendance
	<i>Early Child Care Development 2017-2021</i> US\$1,830,000	The Early Child Care Development Project supports the construction of day care centers, community sensitization efforts, training in the areas of education, health, nutrition and hygiene, and supporting communities and SMCs to raise and manage funds.	Pre-School	Bafatá, Gabú	Harmonized approach for establishing SMCs
Portuguese Cooperation	<i>Programa de Apoio à Reforma do Sistema Educativo 2016-2020</i> US\$4,796,553	PARSE provides technical support to the Ministry in the following areas: pre-service and in-service teacher training, school director training in management and school administration, and special education. Additionally, direct support is given to key central ministry departments including DGE, GEPASE, IGE and INDE.	Pre-School, EB1-3, Secondary	All regions	Align teacher training programs with teacher certification and Teacher Career Ladder
	<i>Portuguese Language Training</i> US\$614,000/year	The Portuguese Cooperation also funds on an on-going basis in-service training for primary school teachers in Portuguese Language Centers in all regions of the country and pre-service training in Portuguese for secondary school teachers at Tchico-Té.	EB1-3, Secondary	All regions	Compliment trainings by focusing in-service training under Project more on effective teaching strategies
UNICEF	<i>Education Equity and Quality 2016-2018</i> US\$1,000,000/year	UNICEF's support focuses primarily on early childhood care and primary education. Under its Child Friendly Schools initiative, it supports 46 pre-school and primary schools in various regions. Other initiatives include a study on out-of-school youth and a national campaign to encourage on-time entry into primary school at 6 years of age in grade 1.	Pre-School, EB1-2	Oio, Bafatá, Gabú, Quinará, Tombali	Share IAI lessons/ platform to develop similar program for out-of-school youth, draw on 6 for 6 campaign in community sensitization activities, build on previous experience developing SMCs
World Bank	<i>Community-Driven Development Project 2016-2019</i> Est. US\$3,500,000	The CDD Project has several activities – the ones in the education sector include community-based micro-projects such as school construction (275 additional classrooms) and a cash transfers programs under development that will encourage school attendance.	EB1-2	All regions	School mapping to inform decisions on all future constructions, use cash transfers to help encourage on time entry into school
World Food Programme	<i>School Canteen Project</i> US\$6,000,000/year	WPF works in 758 primary schools in all regions of the country, except Bissau, by providing food and supporting a sub-group of SMCs known as a "School Canteen Commission" to oversee a national school feeding program. This commission includes the school director, a cook, a storekeeper, and a male and female representative from the community. The total for this program from 2016-2017 was US\$12,000,000.	EB1-2	All regions (except Bissau)	Harmonized approach for establishing SMCs, including the need for a specific group responsible for the school feeding program

* There are a number of other donor partners and NGOs working in the education sector in Guinea-Bissau. Those that have not been included in the table above is because: 1) they do not currently have any active education projects; 2) their annual contributions were less than US\$100,000; or 3) nearly all of their funding provided in Guinea-Bissau comes from the donor partners already listed (i.e., FEC, Handicap International, etc.).



ANNEX 3: IMPLEMENTATION SUPPORT PLAN

COUNTRY: Guinea-Bissau The Quality Education for All Project

Strategy and Approach for Implementation Support

1. **The strategy for implementation support takes into account the capacity of the Implementing Agency and other participants in project implementation, the nature of the activities supported, and the risk profile of the project as described in the SORT.** It aims to provide the right mix of technical, fiduciary and safeguards implementation support in a way that carries out risk mitigation measures efficiently while maintaining the flexibility to be able to quickly respond to an evolving operational environment and client needs.
2. **The World Bank, together with the Implementing Agency, will formally review project implementation semi-annually.** More frequent visits are expected in the first year of implementation to provide the additional support required to adequately train PIU staff and launch key project activities. Joint review missions will be complemented by: (i) regular support from an Education Specialist to be located in the World Bank's Country Office in Guinea-Bissau; (ii) significant capacity building and technical support in Procurement for PIU and Implementing Agency staff and (iii) continuous communication and follow-up between missions.
3. **In addition to the joint review missions, several technical missions will be carried out throughout the project period.** During these technical missions, extensive field visits will be undertaken to determine project outcomes and to take corrective actions for improvement at the regional level. During these visits, the World Bank team will also hold regular consultations with local stakeholders.

Implementation Support Plan and Resource Requirements

4. **The Guinea-Bissau Country Office is currently only staffed with a Country Representative, a Program Assistant, and an Operations Officer.** World Bank staff members responsible for the fiduciary, procurement, and safeguards support and quality controls will be primarily be drawn from staff based in the Senegal Country Office.
- **Technical:** As noted above, a locally-based Education Specialist is also being recruited to enable the World Bank to provide the level of support required for successful implementation. The design of the project includes a strong element of donor coordination and harmonization in the support provided in the education sector.
 - **Fiduciary:** Training will be provided by the World Bank's FM Specialist on the accounting software before the project becomes effective. Additional training will be required during the first year of implementation to ensure adequate financial controls and quality assurance measures are in place, and particularly with activities related to the school grants program. The PIU will require intensive support during the first year of implementation given the challenges and limited capacity of the sector's financial management staff. Supervision of FM will be carried out semi-annually. During project implementation, the World Bank will review: (a) the Project IFRs and audited financial



statements, including budget execution reports and management letters; and (b) the project’s financial management and disbursement arrangements to ensure compliance with agreed upon requirements.

- **Procurement:** A Procurement Specialist will participate in all World Bank implementation support missions, including the Joint Review Missions. In addition to all prior review procurements, the Procurement Specialist will also carry out post-review of procurement actions during implementation missions. Given its status as a fragile state, the country is eligible for additional procurement support from the World Bank. A locally-based Procurement Specialist will be tasked during the first year with following up on the capacity plan development and needs assessment conducted during preparation and providing regular ongoing implementation support. Staff to be trained include both PIU and central MEESJCD staff.
- **Safeguards:** No safeguards policies are triggered and the project is classified as Category C. The social impact of the project, by the nature of its development objective, is expected to be positive. The project builds on community-based approaches of previous initiatives in the country, which should facilitate socially inclusive approaches. As no school construction is envisaged, no land acquisition is required, and OP 4.12 is not triggered. Since the project does not include civil works, environmental issues are also not expected.

5. The main focus of the implementation support, skills needed and resource estimates are summarized in the table below.

Table 1: Implementation Support Plan (Skills, Staff Weeks)

Time	Focus	Skills Needed	Resource Estimate	Partner Role
First 12 months	Leadership Technical Review Implementation Support Donor Coordination Capacity Building	Task Team Leader	8 Staff Weeks, 4 Missions	UNICEF – Donor collaboration and coordinating LEG contributions on national policies and manuals
		Sr. Education Specialist	6 Staff Weeks, 3 Missions	
		Education Specialist - Local	30 Staff Weeks	
	FM and Procurement Training Implementation Support Supervision	FM Specialist	12 Staff Weeks	n/a
Sr. Procurement Specialist		4 Staff Weeks		
12-48 months	Leadership and Supervision M&E Technical Review Implementation Support Donor Coordination Capacity Building	Task Team Leader	8 Staff Weeks, 3 Missions (annually)	UNICEF – Donor collaboration and coordinating LEG subgroups
		Sr. Education Specialist	4 Staff Weeks, 2 Missions (annually)	
		Education Specialist - Local	30 Staff Weeks (annually)	
	FM and Procurement Supervision and Training	FM Specialist	4 Staff Weeks, 2 Missions (annually)	n/a
Sr. Procurement Specialist		8 Staff Weeks, 4 Missions (annually)		



ANNEX 4: ECONOMIC AND FINANCIAL ANALYSIS

Introduction

1. This economic and financial analysis includes: (i) an overview of the internal and external efficiency of the education sector in Guinea-Bissau; (ii) the economic justification for investing in basic education, including analysis of the empirical association between years of schooling and an individual's earnings (returns to education) in Guinea-Bissau as well as an analysis of the positive externalities associated with higher levels of educational attainment; (iii) a unit cost analysis of the project's main interventions and projected internal and external efficiency gains resulting from the project; and (iv) an assessment of the fiscal impact and financial sustainability of the project interventions during the post-project period.

2. The Guinea-Bissau Quality Education for All Project aims to address the most important challenges in primary education while taking steps to incrementally build the education system in the context of the Government's ESP (2017-2025). In addition to supporting policy reforms in the sector, the project will fund activities which strengthen the role of communities in school governance and oversight and increase the capacity and qualifications of teachers. The design is well-aligned with the Government's sector priorities, responds to findings from the 2015 RESEN, and integrates lessons learned from other Bank/GPE-financed operations in Guinea-Bissau and other countries in the region. This project, through each of its components, is expected to have an important economic impact in terms of: private returns to individuals reflected in higher projected wages and employment opportunities in the future; important externalities associated with increased years of schooling; and internal and external efficiency gains in the education sector resulting from more efficient and targeted use of scarce resources; lower repetition and dropout rates within the 1st primary school cycle¹⁹ and in the project-targeted regions.

Education Sector Context and Challenges

3. Due to limited financing, poor teacher quality, high teacher absenteeism, weak management, and limited oversight and monitoring of education services provided, as well as insufficient teaching and learning materials, the current education system provides low quality education resulting in poor learning outcomes, low student achievement, high repetition rates, and high dropout rates. The internal efficiency coefficient in Guinea-Bissau is 53.4 percent which is significantly lower than the 80 percent benchmark target recommended by GPE.²⁰ In addition, an estimated 47 percent of the existing resources are wasted due to internal inefficiencies within the education system in Guinea-Bissau (2015 RESEN).

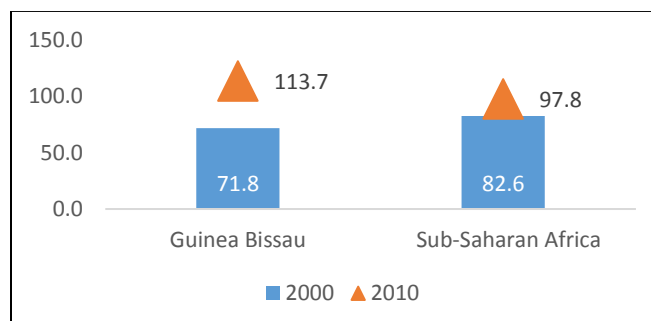
4. During the period from 2000 to 2010, significant increases in access to primary education were observed. The primary gross enrollment rate (GER) in Guinea-Bissau increased from 71.8 percent to 113.7 percent during this period – representing an average annual increase of 4.7 percent. This average annual

¹⁹ Ensino Básico (EB) 1, corresponding to grades 1-4.

²⁰ A measure of the internal efficiency of an education system calculated as the ratio of the ideal number of student-years required to produce a number of graduates from a given student cohort in elementary/secondary education to the actual number of student-years spent to produce the same number of graduates expressed as a percentage.

increase in the GER was significantly higher than that observed in Sub-Saharan Africa over the same period (1.7 percent annually) (see Figure 4.1).

Figure 4.1: Evolution of the Primary Education GER



Source: UIS (2000 and 2010)

5. Based on estimates using the latest available data from *Anuário Estatística (2014-2015)*, high primary GERs are observed across all regions in Guinea-Bissau and among both males and females (see Table 4.1). GERs which are significantly higher than 100 percent are a result of a combination of interrelated factors, including, among others: (i) late entry into grade 1 of primary school; and (ii) high repetition rates within the 1st cycle of primary education.²¹ These underlining negative trends, which are reflective in GERs that are significantly higher than 100 percent, provide further evidence of important internal inefficiencies within the education system in Guinea-Bissau.

Table 4.1: Gross Enrollment Rates (EB1), disaggregated by region and gender

Region	Male %	Female %	Total %
Bafatá	132	128	130
Cacheu	190	185	188
Oio	163	134	149
Quinara	202	186	194
Bissau	96	99	97
Gabú	128	120	124
Bolama	157	150	154
Biombo	192	198	195
Tombali	175	160	168
National	147	137	142

Source: World Bank and Government calculations based *Anuário Estatística, 2014-2015*.

6. Available data on access rates in grades 1 through 6 point to important inequities in the system (see Table 4.2). Access is lower amongst females, rural and poorer populations. The gaps in access become greater over the six-year primary cycle. For instance, by grade 4, the gap in access rates between the richest quintile and the poorest quintile becomes significantly greater with approximately 90.6

²¹ The percentage of overage students increased significantly at the primary level from 22.8 percent in 2000 to 39 percent in 2010.



percent of children within the richest quintile accessing grade 4 compared to 56.2 percent of those within the poorest quintile. These inequities provide a strong justification for public investment in the education sector in Guinea-Bissau.

Table 4.2: Access Rates by gender, location, income quintile and region

Grade	1	2	3	4	5	6
Gender						
Male	92.5	87.1	81.4	79.8	71.4	66.4
Female	86.9	83.0	72.6	62.4	56.4	50.1
Total	89.7	85.0	77.0	71.0	63.8	58.2
Geographic						
Urban	97.7	96.5	90.3	85.4	81.6	76.5
Rural	81.0	72.6	62.0	51.9	40.3	33.8
Total	89.7	85.0	77.0	71.0	63.8	58.2
Income Quintile						
Q1 (poorest)	87.0	78.1	63.9	56.2	41.8	34.6
Q2	82.9	74.8	65.0	50.6	40.0	34.9
Q3	80.8	73.7	70.2	55.6	48.3	40.6
Q4	95.1	92.9	84.2	82.0	75.5	68.1
Q5 (richest)	97.5	97.1	91.8	90.6	88.2	85.5
Total	89.7	85.0	77.0	71.0	63.8	58.2
Region						
Quinara	95.3	85.9	70.4	55.7	45.3	37.3
Oio	80.3	76.1	66.2	57.5	44.4	36.0
Bafatá	77.3	64.4	61.8	53.5	43.1	36.6
Cacheu	93.9	91.6	85.4	84.1	78.0	69.6
Bissau	97.6	97.1	90.7	88.8	85.6	81.2
Gabú	71.4	56.1	47.3	31.5	25.1	23.7
Bolama	98.2	95.6	86.8	75.7	63.8	56.1
Tombali	85.8	80.2	62.9	54.8	38.9	32.2
Biombo	97.4	94.3	85.0	74.5	67.9	62.2
Total	89.7	85.0	77.0	71.0	63.8	58.2

Source: World Bank and Government calculations based on Anuário Estatístico, 2014-2015

7. A large portion of children of primary school age (6-11 years) are out-of-school. Recent data from the Multiple Indicator Cluster Survey (MICS) (2014) show that approximately 29 percent of these children have never attended school while an additional 3 percent have dropped out of school within the first six



years of primary education. As Table 4.3 illustrates, approximately 32 percent of children between the ages of 6 and 11 (corresponding to the 1st and 2nd cycles of primary education), are currently out of school. This significant challenge persists in the 3rd cycle of primary education (age group 12 to 14 years) and beyond (see Table 4.3).

Table 4.3: Estimated Out-of-School Children by Age Group (National)

Age Group	Number of Children	Never Attended School	Dropped Out of School	Number of Out-of-School Children	% of Children Who Never Attended School	% of Children Who Dropped out of School	% of Out-of-School Children
6 to 11	274,146	78,617	8,587	87,203	29	3	32
12 to 14	121,948	13,072	7,662	20,735	11	6	17
15 to 24	345,736	53,991	93,050	147,041	16	27	43

Source: World Bank and Government calculations based on the MICS, 2014.

8. As shown in Table 4.4, repetition rates in grades 1-4 are very high nationally with comparable rates observed amongst males and females. These high repetition rates are also a significant source of inefficiency in the system since each repeated year brings about unnecessary costs to the education system as whole, as well as direct costs to households and opportunity costs to students.

Table 4.4: National Repetition Rates (EB1), disaggregated by grade and gender

Grade Level	Male (%)	Female (%)	Total (%)
1	19.9	19.1	19.5
2	21.1	20.3	20.7
3	19.3	18.2	18.8
4	18.3	18.0	18.1
EB1	19.8	19.0	19.4

Source: World Bank and Government calculations based on Anuário Estatístico, 2014-2015.

9. In line with trends observed in terms of inequitable access to education and high repetition and dropout rates (of around 18 percent in 2012 according to the RESEN), retention and completion rates are also particularly low amongst girls, rural populations and poorer populations (see Table 4.5 and Figure 4.2).

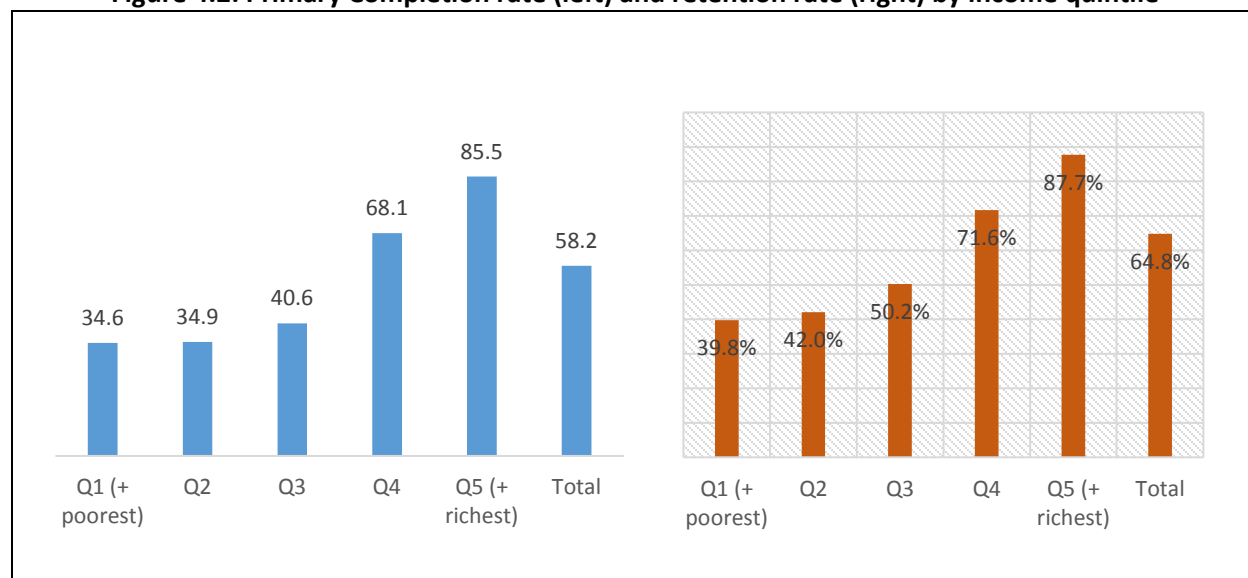


Table 4.5: Retention Rates in Grades 1 to 6

Demographic	Retention Grade 1 to 6 (%)	Region	Retention Grade 1 to 6 (%)
Gender		Region	
Male	71.8	Quinara	39.1
Female	57.6	Oio	44.8
Total	64.8	Bafatá	47.3
Geographic		Cacheu	74.1
Urban	78.3	Bissau	83.1
Rural	41.8	Tombali	37.5
Total	64.8	Gabú	33.2
Income Quintile		Biombo	63.9
Q1 (poorest)	39.8	Bolama	57.1
Q2	42.0	Total	64.8
Q3	50.2		
Q4	71.6		
Q5 (richest)	87.7		
Total	64.8		

Source: World Bank and Government calculations based on the MICS, 2014.

Figure 4.2: Primary Completion rate (left) and retention rate (right) by income quintile



Source: Multiple Indicator Cluster Survey (MICS) 2014.



Economic Justification for Investing in Basic Education

10. Resources allocated by the Government towards improving the quality of education are insufficient. In addition to insufficient budget allocated to the sector – teachers' salaries absorb the vast majority of funding provided – leaving very limited discretionary resources to cover the costs of essential quality inputs (e.g., teacher training, teaching and learning materials, etc.). In addition to the continued underinvestment in human capital and the various inefficiencies in the education system (high repetition and drop-out rates, low retention and completion rates, inefficient use of scarce resources, etc.), there have been frequent strikes leading to disruptions in the provision of basic services, including education.

11. Research from various settings provides strong evidence that investments in education generate high returns to individuals and positively impacts economic growth and development. Patrinos and Montenegro (2014) estimate that in developing countries, on average, one additional year of education leads to a nearly 10 percent increase in individual earnings. Research by Hanushek and Wößmann (2010) has found that each additional year of schooling boosts long-term growth by 0.58 percentage points. The quality of education is also critical – with better quality education associated with stronger economic growth especially for low income countries. For instance, research conducted by Hanushek (2012) shows that one standard deviation difference on the PISA (Program for International Student Assessment) test performance is associated with a 2-percentage point difference in the annual growth rate of a country's gross domestic product (GDP) per capita. Hanushek and Wößmann (2010) also show the quality of education is a more important determinant of stronger returns at the individual level, compared to the number of years of schooling. An analysis of the most recent household survey data from the 2010 Poverty Assessment Survey (*Inquerito Ligeiro de Avaliação da Pobreza –ILAP*) in Guinea-Bissau corroborates these findings – showing a positive and significant correlation between educational attainment and individual earnings.

Returns to Education in Guinea-Bissau

12. Research to date in Guinea-Bissau has shown a positive and significant association between an individual's educational attainment (years of schooling) and an individual's projected earnings (higher wages). Improved sector outcomes expected as a result of this project are expected to generate important gains in terms of increased lifetime earnings of children who remain in school and complete the first years of primary education. Analysis of 2010 ILAP household survey data shows that years of education and wage earnings are positively correlated in Guinea-Bissau, appearing to have a non-linear relationship. Generally, the effect of years of education on wage earnings is positive, as expected, with an average return of 5 percent. The observed effect is even stronger for those who have completed secondary and tertiary education, experiencing an *additional* return (or a wage premium) on average of 4 percent and 8 percent, respectively.

13. While poor and non-poor households benefit from additional secondary and tertiary education – poor households experience an even higher return; on average poorer households see wage earning increases of 2 percentage points higher than their non-poor counterparts, from completing secondary or tertiary schooling. These positive and significant returns to education provide a strong economic justification for investing in basic education. Moreover, public investment is further warranted as society as a whole may underinvest in basic education – not only because poorer households have limited



financial means but also because private investment (household) decisions are not likely to take into account social returns and externalities associated with basic education.

Positive Externalities Associated with Higher Levels of Educational Attainment

14. Available research points to important positive externalities associated with increased educational attainment, including: improved health, social mobility and overall quality of life. Research shows, for instance, that those individuals with more years of schooling are healthier and demonstrate healthier behaviors.²² Increased education is also associated with reduced mortality as shown in a study in Indonesia by Breierova and Duflo (2004) who found that an increase in the average number of years of education in the household is associated with a reduction in child mortality of about 10 percent.²³ The strong linkages between the education of mothers and the health of their children have been the focus of growing research.²⁴ Research in Ghana shows that increased educational attainment amongst mothers is associated with improved health knowledge and that educated mothers are more likely to seek prenatal care and assisted childbirth.²⁵ Research has also found that higher educational attainment is associated with lower levels of maternal mortality during childbirth.²⁶ Educated mothers are also twice as likely to immunize their children. These findings further underscore the importance of investment in education.

Projected Internal and External Efficiency Gains

15. The project aims to improve the teaching and learning environment by strengthening school-based management practices, empowering communities, providing in-service teacher training, producing new didactic materials to pilot and implement the new curriculum, improving the effective delivery of education services through scripted lessons and IAI, and by carrying out a detailed school mapping exercise to determine the fiscal, human, and physical resources needed to provide education services efficiently and effectively. In light of the current challenges faced by the education sector – together with the growing demand for education services – it is critical that the education system become more efficient, equitable, and better managed. Each of the project-supported activities are expected to contribute to improvements in the internal and external efficiency of the sector as well as to strengthen the teaching and learning environment in grades 1 through 4 in the five regions targeted by the project.

16. The project-supported interventions are expected to contribute to improvements in the internal efficiency of the education system – and result in significant cost savings – by positively impacting repetition rates and dropout rates in grades 1 through 4 in the targeted regions of the project. Each

²² Feinstein, Sabates, Anderson, Sorhaindo, and Hammond. What are the effects of education on health? Found at: <https://www1.oecd.org/edu/innovation-education/37425753.pdf>

²³ Ibid.

²⁴ Vogl, T.S. (2012). Education and Health in Developing Countries.

Found at: http://www.princeton.edu/~tvogl/vogl_ed_health_review.pdf

²⁵ Greenway, Emily Smith, Juan Leon and David Baker (2012). Understanding the Association between Maternal Education and the Use of Health Services in Ghana: Exploring the Role of Health Knowledge. *J Biosoc Sci*, 44(6), 733-747.

²⁶ Karlsen et al. (2011). The relationship between maternal education and mortality among women giving birth in health care institutions: Analysis of the cross-sectional WHO Global Survey on Maternal and Perinatal Health. *BMC Public Health*, 11 (606).



repeated year brings about an unnecessary cost to the education system as well as direct costs to households and opportunity costs to students. The current project, in the context of the larger government program and development partners’ support to the sector, should contribute to decreasing repetition rates in grades 1-4 in the targeted regions through: (i) targeted sensitization campaigns to raise awareness among communities of the importance of on-time entry to school and continued attendance; (ii) strengthening capacity of communities (SMCs) to develop and implement tailor-made school improvement plans; (iii) providing financial resources to schools so they can procure key quality inputs; (iv) increasing teachers’ pedagogical skills and content knowledge; and (v) developing and rolling out IAI which can help mitigate against the loss in teaching time resulting from frequent teacher strikes.

17. Using the latest available data on the public and private costs of providing schooling to each student (annually), it is possible to estimate the savings to the education system and to households that would result from a decrease in repetition rates. The RESEN (2015) indicates that the public unit cost at the EB1 level is CFA 11,109²⁷ (US\$19.94) while the average household unit cost for the EB1 (grades 1 through 4) and EB2 (grades 5 and 6) is CFA 18,174 (US\$32.62). As can be seen from Table 4.6A below, the potential cost savings associated with even a modest reduction in the national repetition rate of 1 percent *annually* in grades 1 through 4 would translate into cost savings to households and to the education sector of 68.8 million FCFA (or US\$123,603) per year and 344.2 million FCFA (or US\$618,015) over the project’s 5-year implementation period.²⁸

Table 4.6A. Savings from Reduced National Repetition Rates in Grades 1 – 4 (National)

% drop in Repetition Rates	Number of Students in EB1*	Number of Avoided Repeaters	Avoided Cost (Savings) to the Education System (USD)	Avoided Cost (Savings) to Households (USD)	Total Savings from Reduced Repetition Rates (USD)
0.5	234,174	1,171	20,880	40,922	61,801
1.0		2,342	41,759	81,844	123,603
5.0		11,709	208,795	409,220	618,015

*Public + Community Schools, 2015

Source: World Bank and Government calculations based on *Anuário Estatístico, 2014-2015*.

18. Tables 4.6B and 4.6C show the forecasted savings from a reduction in repetition rates by 1 percent and by 5 percent in each of the five regions targeted by the project. A one percent reduction in the repetition rates within the five targeted regions would translate into a total *annual* savings in the amount of US\$82,453 (Table 4.6B). A reduction in the repetition rate of 5 percent across all five targeted regions would result in an estimated total *annual* savings of approximately US\$412,261 (Table 4.6C).

²⁷ Using an exchange rate of US\$1 = 557 FCFA.

²⁸ Ibid.

**Table 4.6B. Savings from a 1 percent Reduction in Repetition Rates in Grades 1 – 4, by Region**

Region	Number of Students in EB1*	Number of Avoided Repeaters	Avoided Cost (Savings) to the Education System (USD)	Avoided Cost (Savings) to Households (USD)	Total Savings from Reduced Repetition Rates (USD)
Bafatá	32,383	324	5,775	11,318	17,093
Oio	38,428	384	6,853	13,431	20,283
Cacheu	38,081	381	6,791	13,309	20,100
Quinara	14,044	140	2,504	4,908	7,413
Bissau	33,275	333	5,934	11,630	17,564
Total Cost Savings			27,857	54,596	82,453

*Public + Community Schools, 2015

Source: World Bank and Government calculations based on Anuário Estatístico, 2014-2015.

Table 4.6C. Savings from a 5 percent Reduction in Repetition Rates in Grades 1 – 4, by Region

Region	Number of Students in EB1*	Number of Avoided Repeaters	Avoided Cost (Savings) to the Education System (USD)	Avoided Cost (Savings) to Households (USD)	Total Savings from Reduced Repetition Rates (USD)
Bafatá	32,383	1,619	28,874	56,590	85,464
Oio	38,428	1,921	34,263	67,153	101,416
Cacheu	38,081	1,904	33,954	66,546	100,499
Quinara	14,044	702	12,522	24,542	37,064
Bissau	33,275	1,664	29,669	58,149	87,818
Total Cost Savings			139,282	272,980	412,261

*Public + Community Schools, 2015

Source: World Bank and Government calculations based on Anuário Estatístico, 2014-2015.

19. The forecasted cost savings from reduced repetition rates presented above are *lower bound estimates* for two main reasons. First, the public cost of education per capita is not reflective of the true cost of providing quality education in Guinea-Bissau and as such the savings incurred from reducing repetition are underestimated in the simulation model. In addition, these estimates do not take into account the quantifiable benefits to the individual (e.g., wage premiums) associated with the full completion of the primary cycle. The expected savings realized from reduction in the repetition rate would provide the Government with much needed fiscal space to invest in quality-enhancing inputs at the school level, including among others: school supplies; teaching materials; academic and administrative materials; school furniture and equipment; schools' operating/recurrent costs (electricity, water); hygiene and cleaning supplies; and sports equipment (i.e, purchasing school inputs, training teachers, etc.)

20. Internal efficiency gains are also expected to be realized through increases in the number of qualified teachers in the education system. As described earlier, a large body of evidence underscores the positive and significant impact of improvements in the quality of teaching (resulting from better qualified teachers, and an improved teaching and learning environment) on student learning outcomes.



Data from the *Programme d'analyse des systèmes éducatifs de la Confemen* (PASEC) (2014) in Guinea-Bissau show that the scores of grade 5 students who had a teacher that had received training at either Tchico Té or Bolama were 28 percent and 26 percent higher in Math and Portuguese, respectively, than those grade 5 students whose teachers had not received training and these findings were statistically significant. Under the proposed project, approximately US\$3.26 million, or one-third of the total financing amount, will be allocated to training EB1 primary school teachers already in service. This training - by improving teachers' pedagogical skills and content knowledge - is expected in the long run to result in improved learning outcomes at the primary level. This investment coupled with the government's intention to improve the efficient deployment of teachers to those areas in greatest need, is expected to lead to important reductions in the student-to-trained teacher ratio (STTR) from 133 to 1 (from the latest available data in 2010) to 63 to 1.

Cost Effectiveness of Key Project-Supported Interventions

In-service teacher training

21. In-service teacher training - which will be provided under the proposed project -- is more cost-effective than pre-service teacher training. The in-service training modalities that will be supported are: (i) face-to-face; (ii) Inspector-led training (*Comissões de Estudo*); and (iii) IAI. Face-to-face training is the most expensive of the modalities since costs include payment to training providers, provision of materials, as well as per diem/transportation in instances where there is a greater distance between the teachers' location and the training venue. Inspector-led training is expected to be a more cost-effective approach as this training will be provided by ministry staff in the context of their routine pedagogical support to sub-regions and schools for which they are responsible. While the initial costs for IAI are higher than the other modalities (as a result of costs of production, purchasing equipment, etc.), the recurrent costs are very low - making it a very efficient approach to teacher training in the longer-term.

22. Given the heterogeneity of the regions that are targeted by the project and since many of these are being implemented at this scale for the first time, precise costing of key aspect/inputs of these in-service training modalities are not readily available. However, using available data provided by the Government and development partners operating in Guinea-Bissau, it is estimated that over a five-year implementation period that face-to-face training under the project (providing 160 hours of training to a total of 4,062 beneficiaries) will cost approximately US\$2,222,591, which translates into a unit cost of US\$3.42 per participant per hour. The total cost of inspector-led training of providing 216 hours of training to 4,042 school staff is significantly lower and is estimated at US\$145,452. As this training does not incur additional costs beyond a small stipend for teachers' participation, and relies on existing mechanisms for its delivery, the unit cost is much lower at US\$0.16 per participant per hour. In order to increase efficiency and ensure scalability, the project intends to progressively expand the use of this training delivery modality.

23. While this modality will lead to important cost savings in the sector, it is also expected to reap important dividends in terms of capacity strengthening within the system itself. Further, it is more likely to be sustainable in the longer-term. Finally, while the initial cost of establishing IAI is estimated around US\$3 million, the cost of providing 100 hours of training to 4,062 beneficiaries over the life of the project results in a unit cost of US\$7.39 per participant per hour. Unlike the other modalities, however,



experience to date shows that it is highly scalable and over time the unit costs of this training are likely to be much lower as the recurrent costs associated with its implementation are expected to be quite low. In addition, the provision of IAI in other settings to date has resulted in the institutionalization of distance learning within the sector.²⁹

Strengthening school-based management and providing school grants

24. The project's support to school-based management and the provision of school grants aims to improve quality through an increase community engagement and accountability. Research in Indonesia, for example, found that empowering local communities in this way can reduce financial leakages and improve the efficient use of resources. Efficiencies are gained in the use of scarce resources by explicitly linking education financing with strategic and tailor-made school improvement plans which are guided by the needs identified by the community/beneficiaries themselves. The project's emphasis on strong fiduciary oversight by inspectors, local hired non-governmental organizations, as well as the communities themselves, has the potential to promote the judicious and efficient use of available resources. While the development and adoption of a national SMC policy and manual as well as the training that will be provided under the project represent an important initial cost, these committees will be better placed to fulfill their roles and responsibilities in school management for a number of years moving forward. These capacity-building interventions will also help ensure that school improvement plans are developed in a participatory manner and that they are effectively implemented. This provides a strong justification for investing in this activity.

Fiscal Sustainability Analysis

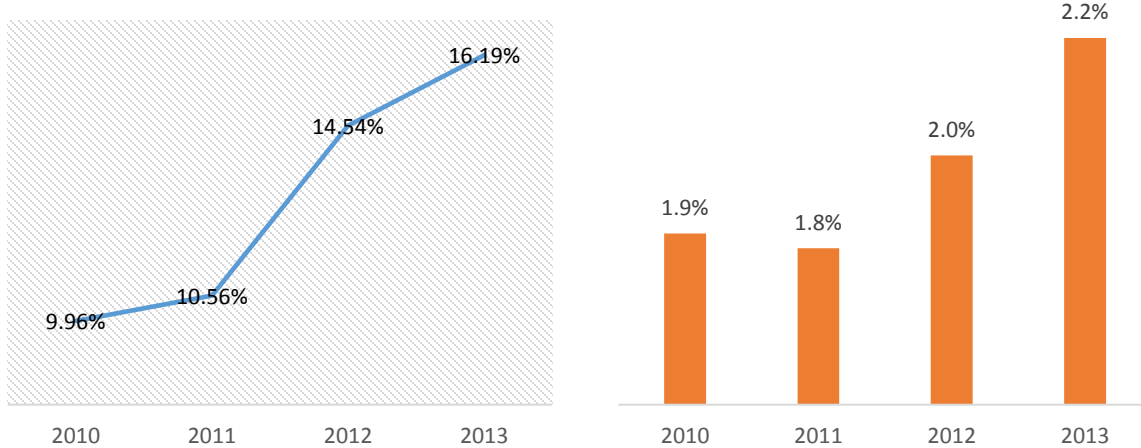
25. Education financing as a percentage of the national budget has increased in recent years – from 11 percent in 2008-2012 to 13 percent in 2013 (see Figure 4.3) and with public education spending as a share of total public expenditure increased from 9.9 percent in 2010 to 16.2 percent in 2013. This represents 6.8 percentage points increase over the period 2010-2013. In addition to being lower than the GPE-recommended level of 20 percent, this figure is much lower than the average level of financing (of 23 percent) allocated by countries with a similar level of GDP. Public education spending as a share of the GDP slightly increased from 1.9 percent in 2010 to 2.2 percent in 2013 (see Figure 4.3). Recent trends highlight increased allocation of public resources to the sector. Although the salaries of primary school teachers in Guinea-Bissau represent around one-half the amount teachers receive in comparable low-income countries in Africa, teachers' salaries account for 97 percent of Guinea-Bissau's education sector budget. Though the projected proportion allocated to teachers' salaries is expected to decrease to 94 percent in 2017, this still translates into a very limited availability of discretionary resources for non-salary

²⁹ "Expanding Access to Early Childhood Development Using Interactive Audio Instruction." World Bank. February 2015.



quality inputs and investments (e.g., textbooks, learning materials, transportation costs, school maintenance, other operating costs at the school, regional and central level, etc.)

Figure 4.3: Education share of government budget (left) Education share of GDP (right)



Source: UNESCO Institute for Statistics (UIS)

Sustainability of Key Project-Supported Activities

26. During the post-project period, in order to maintain and sustain the school grants program in the two targeted regions, financing in the amount of US\$206,550 will be needed on an annual basis. In order to bring the school grants to scale at a national level and target all public and community schools in the country, it would cost approximately US\$778,950 per year. Given the expected increase in the country's GDP, the Government's stated commitment to increase the share of national budgeted allocated to the education sector, and the expected efficiency gains which are expected to be realized as a result of the implementation of the country's ESP, the Government will be in a better fiscal place to cover a portion of these costs. Nonetheless, financial and technical support from development partners will continue to be necessary in order to achieve the key sector outcomes envisaged in the country's ESP.

27. Although the initial investment required in developing the IAI system (to include scripted teaching lessons, procurement of necessary equipment, etc.) would be significant, over time, the cost of maintaining and/or taking this intervention to scale would not be significant and would outweigh the alternative option of relying solely on face-to-face training for teachers and delivery of education lessons to students. Moreover, the school mapping exercise that will be financed under the proposed project will provide a series of recommendations on how to improve the efficiency of the education system by introducing standard for teacher assignment/deployment, student teacher ratios, ideal school size, etc. in order to maximize the efficiency of the system.



ANNEX 5: MAP OF GUINEA-BISSAU

