



# Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 15-Feb-2018 | Report No: PIDISDSA23153



**BASIC INFORMATION**

**A. Basic Project Data**

Country Guinea-Bissau	Project ID P160678	Project Name Guinea Bissau: The Quality Education for All Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 20-Mar-2018	Estimated Board Date 22-May-2018	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) The Republic of Guinea-Bissau	Implementing Agency The Ministry of National Education	

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

1. Strengthen School-Based Management Practices and Empower Communities
2. Improve the Quality of Instruction
3. Strengthen Education Sector Management Capacity
4. Contingency

**Financing (in USD Million)**

Financing Source	Amount
EFA-FTI Education Program Development Fund	4.30
IDA Grant	10.70
<b>Total Project Cost</b>	<b>15.00</b>

Environmental Assessment Category

C - Not Required

Decision

The review did authorize the preparation to continue



Other Decision (as needed)

## B. Introduction and Context

### Country Context

- 1. Guinea-Bissau is a small state 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. According to the United Nations Human Development Index (HDI), the country is ranked 178<sup>th</sup> out of 188 countries and remains one of the poorest countries in the world. Over two-thirds of the population survives on less than US\$1.9 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 *coup d'états* 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.** At the time of independence, Guinea-Bissau's literacy rate was only one percent. More than 40 years later, 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 of 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 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.

#### 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 enrollments 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 enrollments. Even while faced with rapid population growth, net enrollment rates steadily increased over the past few decades. Primary school attendance improved from 45 percent in 2000 to 67 percent in 2010.

#### *Access – Primary Enrollment, Repetition and Completion Rates*

8. **Primary completion rates in Guinea-Bissau are low and only 76 percent of children who enter school complete grade 6.** If one includes in this figure out-of-school and overage children, this primary completion rate drops to as low as 22 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 incomplete schools, 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 by both parents and school leaders that age 6 is 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 36 percent of children start school on time. 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 old still in EB1. Late entry into schools tends to effect girls' retention rates the greatest. This 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 system. It is estimated that due to internal inefficiencies, nearly 47 percent of resources allocated in education are lost.

#### *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, teacher salaries absorb almost the entire education budget in Guinea-Bissau. Ninety-seven percent of the current budget goes toward teacher 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 nothing more than 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, rural 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 student/teacher 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 and Higher Education (MEES) has centrally-based staff at the national level, regionally-based staff at Regional Directorates of Education (DREs), 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 were based in urban centers without means for transport, and visits to schools were infrequent. There were also no formally agreed upon standards upon which the schools and teachers were evaluated. With the support of UNICEF and other donor partners, the Ministry has just recently finalized work to adopt National Quality Standards. These standards outline what are the rules and standards that should govern the system as a whole. In turn, this work has 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 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 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 prolonged political instability has had on the education sector is evident by the high frequency and widespread teacher strikes.** In 2010, an Education Law was passed with 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." This law states that teachers will be regularly evaluated and based on their performance they 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 roots 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 use 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, MEES reported a number of incidences 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 hampered education quality in the past. Many schools fail to provide students with any learning materials. While many donor-financed initiatives have provided 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 still 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 UNICEF’s support and financing made available through the Global Partnership for Education (GPE), MEES 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, 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 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. Every time the government changes, most of these staff are changed as well. Without proper training, even when there is finally data that 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, many community schools have emerged with communities playing a greater role in service delivery. In several more remote areas, parents and communities have come together to construct a simple school building and pay teachers out of their own pockets. 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), 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 as intended.

### C. Proposed Development Objective(s)

#### Development Objective(s) (From PAD)

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

#### Key Results

- Percentage of recipient schools executing school grants according to school improvement plans
- Percentage of teachers who receive in-service training with improved content knowledge in Portuguese and Mathematics



- Percentage of grade 2 students in targeted schools with improved content knowledge in Portuguese and Mathematics
- Percentage of age-appropriate students who enroll in grade 1 on time in targeted schools, disaggregated by gender
- Number of Direct Project Beneficiaries, and percentage of which are female

#### D. Project Description

23. **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 proposed to be five years. All project activities are based on MEES's priority areas as identified in the recently completed Education Sector Plan (2017-2025) and informed by the 2015 Guinea-Bissau Country Status Report (RESEN), along with lessons learned from the previous GPE-financed operation in Guinea-Bissau.

24. **The project will target a combination of community and public primary schools in five different regions – Bafatá, Bissau, Cacheu, Oio, and Quinara.** To ensure the appropriateness of the new curriculum on a national scale, the Ministry intends to implement the activities to improve the quality of instruction under Component 2 and establish model schools across a sample of schools that represent the number of different ethnicities, language groups and cultures present in the country. The five regions selected by the Ministry represent all four different provinces in the country – Bissau (SAB), Bafatá (East), Cacheu and Oio (North), and Quinara (South). In these regions, the project will initially target all public primary schools with at least grades 1-4. After the pilot phase, it is expected that activities to improve the quality of instruction will then be spread out to community schools as well.

25. **The activities under Component 1 to establish school management committees (SMCs) and provide school grants will target all community and public primary schools with at least grades 1-4 in the regions of Bafatá and Oio.** Of the five regions supported by the project, 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. To address donor and MEES' concerns regarding local capacity and the fiduciary risks associated with the school grants program, the first phase and targets under the project have been limited initially to Bafatá and Oio (455 schools). However, it is expected that once the school grants program has been successfully piloted, Component 1 activities will be scaled up to also include all public primary schools with grades 1-4 in Bissau, Cacheu and Quinara participating in Component 2 activities. It is expected that the greater number of schools benefiting from both the school management and quality of instruction activities will allow the project to be able to demonstrate more impact and transformational change in these schools.

26. **Given ongoing political instability and sector challenges, it will be important that the project be designed to be as flexible as possible to adjust to the realities faced during implementation.** All activities



have been designed as pilots and the scale-up to be results-based in nature. It is intended that activities will only be scaled up further once they have been successfully implemented on a smaller scale.

Table 1. Regions and Breakdown of the Total 649 Schools Targeted by the Project

REGION	COMPONENT 1		COMPONENT 2	
	Community Schools	Public Schools*	Community Schools	Public Schools
Bafatá	137	105		105
Oio	74	139		139
Cacheu		(101)		101
Quinara		(52)		52
Bissau		(41)		41
TOTAL	211	244 (438)		438

\*These are the same schools benefiting from Component 2 activities. Those in parenthesis are those that will be considered for expansion after the pilot of the school grants program.

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

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

27. This component aims to improve the teaching and learning environment in targeted schools by encouraging greater community participation in school management, by providing fiscal resources at the school-level to purchase basic supplies, pedagogical materials, and to cover operating costs, and to improve the inspection system to monitor school performance. This component directly supports one of the main priorities of the country’s ESP 2016-2025, namely “to strengthen sector governance, improve management, coordination, decentralization, and financial management.” Improvements in management and increased availability of resources at the school-level are expected to have a positive impact on the teaching and learning environment.

28. This component will work with the Directorate of General Education (DGE) to 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 to provide additional oversight and monitor the effective use of resources at the school level. This component includes three sub-components: (i) school management committees; (ii) school grants; and (iii) school inspection and system monitoring and evaluation.

29. Activities under Component 1 will be initially targeted to community and public schools in the regions of Bafatá and Oio. These schools have been identified as priority regions in the country given their high poverty rates, the 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.

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

30. **This sub-component will support the establishment and strengthening of SMCs in Guinea-Bissau.** This activity aims to build on previous donor initiatives to strengthen the use of SMCs and enable more 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).

31. **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 technical assistance to support the MEES 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, village officials, etc. Both the policy and manual will ensure adequate representation (at least 30% 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.

32. **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 technical assistance 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. 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 a NGO presence to enable the project to roll out the school grants program as quickly as possible without introducing unnecessary fiduciary risks.

33. **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 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. 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\$0.8 million)*

34. **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.

35. **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 include in the approved SIP. Additionally, to enable MEES 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.

36. **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 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).

37. **Once the SMCs have been established, SIPs outlining specific activities to improve the quality of the school are to be developed.** 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 this 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)*

38. **This sub-component will aim 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.

39. **To support inspectors in carrying out these tasks, the project will finance:** (i) technical assistance to develop standardized school inspectorate reports aligned with the National Quality Standards recently adopted by MEES and train inspectors in its use; (ii) operating costs of the five targeted Regional Directorates of Education (DREs) (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)**

40. **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 development of scripted teaching lessons Portuguese and Mathematics and an Interactive Audio Instruction (IAI) program; and 2.4 learning materials to implement the new curriculum developed for grades 1-4.*

41. **Component 2 activities have been designed to be done as part of MEES' 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 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 model 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 in the second phase.



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

42. **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 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. To achieve these objectives, the project will finance the recruitment of technical assistance 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)*

43. **To support MEES and compliment 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."

44. **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 University of 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.

45. **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 University of 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.

46. **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 the training; (ii) costs to hire to 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) costs to print 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)*

47. **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. Under this sub-component, the project will finance: (i) technical assistance 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)*

48. **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 MEES 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.

49. **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, MEES will be allowed to print those for the additional 438 schools. Upon successful procurement and dissemination of textbooks to the 438 and the collection of up-to-date figures on student enrollments per school, MEES will be able to purchase the textbooks for the remaining public, community and private schools that did not participate in the first phase.



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

50. **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)*

51. **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 SDI survey*. In addition, the project will support the creation of *a website and online portal for MEES*.

52. **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.

53. **A sample-based national assessment, based on the regional PASEC assessment, was conducted by MEES 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.

54. **As part of preparation, an adapted version of the World Bank's SDI survey is being administered to all primary schools with at least grades 1-4 in Bafatá, Gabú and Oio.** This survey is collecting key information on issues such as teacher absenteeism, school management practices, financial resources, etc. 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 Bank's Survey Solutions software. It is anticipated that administering the survey via tablets will allow for greater quality control during implementation, reduce data entry errors, and improve 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.



55. **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. Many times 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 MEES 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 MEES 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.

56. **There is a small department within MEES responsible for creating a website for the Ministry.** While not always reliable, MEES 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. Technical assistance will be recruited to work with MEES' IT Department to create a simple architecture for the website and online portal. Training will be provided to IT staff to ensure that they have sufficient capacity to maintain and update the portal on a regular basis. The Project will also finance the purchase of anti-virus software packages, additional maintenance to improve the functioning of MEES' computers, and internet service to ensure more reliable communication during Project implementation.

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

57. **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 MEES, a Project Implementation Unit (PIU) will be established to support project implementation. Costs include salaries for PIU, external auditors, and other M&E costs, operating costs (i.e., rental space, transportation, utilities, and basic IT equipment), and training activities for MEES staff.

## E. Implementation

### Institutional and Implementation Arrangements

58. **In Guinea-Bissau, the overall national education budget is almost completely absorbed by teacher salaries (97 percent).** A recent review of public expenditures in education determined that the central MEES 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 Project Implementation Units (PIU) outside of the Ministry. A thorough assessment of the MEES's capacity in terms of procurement and financial management has been conducted as part of project preparation.



59. **Given the limited capacity of MEES staff for project implementation, it is expected that a PIU will need to be established.** Initially, the staff for this PIU will be recruited and managed by the World Bank Water Project PIU. This PIU has several years of experience overseeing the implementation of Bank projects in Guinea- Bissau. After an initial preparatory and training phase, it is expected that the MEES-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 MEES in project implementation. Specifically, it would oversee: (i) installing a financial management system; (ii) providing technical support to the implementation of project activities; (iii) preparing and managing bidding processes; (iv) managing project resources, ensuring that disbursements are made in accordance with the agreed procedures and practices; (v) preparing quarterly and annual financial statements of the project; (vi) providing technical assistance 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 Financial Manager, a Procurement Specialist, an Accountant, and a Senior Education and Monitoring and Evaluation Specialist.

60. **To ensure adequate coordination across various MEES 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 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 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 MEES-PIU Project Coordinator (responsible for overall coordination of the project and subcomponent 3.2).

61. **Aligned with MEES' 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, technical assistance will be recruited to work directly with the Human Resources Department and the Administrative and Financial Department of MEES to further build their capacity in these areas.



**F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)**

Component 1 activities will be implemented in Bafata and Oio. Component 2 activities will be implemented in Bissau, Bafata, Cacheu, Oio and Quinara.

**G. Environmental and Social Safeguards Specialists on the Team**

Gernot Brodnig, Social Safeguards Specialist  
Medou Lo, Environmental Safeguards Specialist

**SAFEGUARD POLICIES THAT MIGHT APPLY**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	The project will not finance construction or rehabilitation activities. The Project's Implementation Manual (PIM), as well as the School Grants Manual, will include specific language regarding the ineligibility of civil works activities under the project.
Natural Habitats OP/BP 4.04	No	The project will not finance activities in, or in the vicinity of, natural habitats and no impacts are foreseen on natural habitats as a result of the project.
Forests OP/BP 4.36	No	Since the project will not support construction or rehabilitation activities, no impacts are foreseen on forests as a result of the project.
Pest Management OP 4.09	No	The project will not finance activities which involve the purchase, storage, or use of pesticides.
Physical Cultural Resources OP/BP 4.11	No	The project activities will not be carried out in historical areas or areas with Physical Cultural Resources.
Indigenous Peoples OP/BP 4.10	No	The project will not finance activities that involve Indigenous Peoples.
Involuntary Resettlement OP/BP 4.12	No	The project will not finance activities that involve land acquisition leading to physical and economic displacement.
Safety of Dams OP/BP 4.37	No	The project will not support the construction of new dams or entail the rehabilitation of existing dams.



Projects on International Waterways OP/BP 7.50	No	The project will not support activities located on international waterways or that entail withdrawal of substantial quantities of water or that affect the quality of such waterways.
Projects in Disputed Areas OP/BP 7.60	No	The project will not finance activities in disputed areas.

## KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

### A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The project design does not trigger any safeguards. School grant resources will not be used for construction or rehabilitation and this will be specified in the relevant project documents, including the Project Implementation Manual (PIM) and the school grants manual.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:  
Not Applicable

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.  
Not Applicable

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

At the PCN stage, the safeguards advisor requested that the project team clarify whether rehabilitation or construction would be financed under the project's school grants program. The project team has confirmed that school grant funding will not be used for construction or rehabilitation. No safeguards are triggered under this project

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

A school grants manual is being developed and includes a detailed section on eligible and ineligible expenditures. When the school management committees are established and receive training on the school grants program, they will be made fully aware that infrastructure investments (construction and/or rehabilitation) are not eligible expenditures under their school improvement plans. After developing their school improvement plans and identifying potential activities for financing, these will be approved by the Regional Education Directorate who have also been involved in the development of school grant manuals and are also fully aware of the safeguard policies.

### B. Disclosure Requirements



**C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)**

**The World Bank Policy on Disclosure of Information**

Have relevant safeguard policies documents been sent to the World Bank for disclosure?

NA

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

NA

**All Safeguard Policies**

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

NA

Have costs related to safeguard policy measures been included in the project cost?

NA

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

NA

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

NA

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**APPROVAL**

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**Approved By**

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