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Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 25-Jan-2017 | Report No: PIDISDSC20383



BASIC INFORMATION

A. Basic Project Data

Country Cameroon	Project ID P160926	Parent Project ID (if any)	Project Name Education Reform Support Project (P160926)
Region AFRICA	Estimated Appraisal Date Jul 11, 2017	Estimated Board Date Nov 23, 2017	Practice Area (Lead) Education
Lending Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Planning	Implementing Agency Ministry of Basic Education	

Proposed Development Objective(s)

The Project Development Objective would be to improve equitable access to quality basic education, with a focus on needy areas.

Financing (in USD Million)

Financing Source	Amount
International Development Association (IDA)	100.00
Total Project Cost	100.00

Environmental Assessment Category
B-Partial Assessment

Concept Review Decision
Track II-The review did authorize the preparation to continue

Note to Task Teams: End of system generated content, document is editable from here.

Other Decision (as needed)

B. Introduction and Context

Country Context

A. Country Context



1. **Cameroon is a lower-middle income country with an estimated population of 22.8 million (2014).** Cameroon's average annual gross domestic product (GDP) growth in real terms has stood between 5.5 and 5.9 percent between 2013 and 2015 (Systematic Country Diagnostic [SCD], 2016), with GDP per capita estimated at US\$1,429 in 2014. The pace of economic growth over the last decade has been too slow to lead to sustainable development, significant poverty reduction, or shared prosperity. Since 2001, an estimated 40 percent of the population has lived below the poverty line and around one-quarter of the population is considered chronically poor. Despite its endowment of natural resources (including oil, high value timber and agricultural products) and a relatively educated workforce compared to neighboring countries (such as Central Africa Republic or Equatorial Guinea), the country's economic growth has been stymied as a result of poor infrastructure, an unfavorable business environment, and weak governance which, in turn, hamper economic activity. In addition, available skills are not aligned with emerging sector demands. This has made it difficult in recent years to have an important impact on poverty - in addition to the rate remaining more or less stable between 2000 and 2007, the poorest 40 percent actually have become poorer between 2001 and 2014. Further, the country has an annual population growth rate of 2.7 percent pointing to the need for expanding and strengthening the provision of social services throughout the country.

2. **There are significant regional disparities in poverty.** Poverty is predominant in rural areas and in the northern regions of the country with recent available data showing a decrease in poverty in urban areas and an increase in rural areas. The latest household survey (Cameroon Household Survey [ECAM], 2014) found that 56.8 percent of rural families are poor, compared to 8.9 percent of urban families. Approximately 87 percent of the poor live in rural areas; the poor – in terms of numbers and level of poverty - are concentrated in the three northern regions: Far North, North, and Adamawa. More than one-half (56 percent) of all poor are found in the Far North and North regions marking a significant increase from 34 percent in 2001. While northern Cameroon has become poorer, there has been a continuous decline in poverty in the center-west of the country (in the Littoral, Center, West and South-West regions), as well as in Douala and Yaoundé. Poverty in Adamawa, North-West and South regions have been relatively stable while poverty in the East region had increased and was followed by a sharp decline.

3. **The rapid increase in poverty in northern Cameroon had been observed prior to the heightened insecurity in the region due to Boko Haram activities.** The poverty estimates for the northern regions should be considered lower bounds since the ECAM, since the consequences of the increased influx of refugees, closure of markets, roads and frontiers, were not taken into account. As a result of the interruption of agricultural activities and trade, as well as displacement, vulnerability and food insecurity in the Far North – approximately 2.4 million people are considered food insecure and 250,000 people are suffering from acute malnutrition.

B. Sectoral and Institutional Context

4. Cameroon's fragmented education system comprises four line ministries: Ministry of Basic Education (MINEDUB), Ministry of Secondary Education (MINESEC), Ministry of Higher Education (MINESUP), and Ministry of Employment, Vocational Education and Training (MINEFOP). The structure of the education system differs slightly in the Francophone and Anglophone parts of the country. In both parts of the country, primary education comprises six years with unified objectives and curriculum. Secondary schooling consists of 7 years total – in the Francophone system there is a first cycle of four years for lower secondary education and a second one of three years for upper secondary education, whereas in the Anglophone system there is a first cycle of five years for lower secondary and two years of upper secondary education. The Francophone system covers about 80 percent of primary education and 75 percent of secondary education. The majority of students are enrolled in public schooling – with private schooling represent about



25 percent of the primary education subsector, while public schooling accounts for about 28 percent of the secondary education subsector.¹

5. **Between 2011 and 2015 Cameroon made some progress with respect to increasing access to, and completion of, primary education, it is still well below what is needed to attain universal primary schooling and there are many underlying disparities.** According to the scorecard for primary education, between 2013/14 and 2014/15, the PCR increased by only around two percentage points (from 74.2 percent and 76.3 percent). At this pace, it is unlikely that the target of the *Document de Stratégie du Secteur de l'Éducation et de la Formation* (DSSEF, 2013-2020) of 100 percent will be reached by 2020. There are also wide disparities in school attendance based on gender and socio-economic characteristics. Net attendance for girls in rural areas is only about 65 percent, compared with 79 percent for boys in rural areas. Enrollment among boys exceeds that among girls (139 percent compared to 129 percent in 2014/15). The transition rate from primary to secondary schooling was around 69 percent over the period 2011-2014 for both boys and girls in the country. Education priority zones (*Zones d'Éducation Prioritaire* – ZEP) and rural areas have weaker service delivery and human development outcomes.² For example, the PCR increased from 72 percent in 2011 to 76.3 percent in 2014, with the figures for girls' education being 67.3 percent in 2011 and 70.3 percent in 2014 – with the PCR among girls increasing from 59 percent in 2011 to 63.6 percent in 2014 in the ZEPs.

6. Cameroon's education sector faces a number of challenges. Some of the primary challenges include: (i) regional and gender disparities in access basic education; (ii) poor quality of basic education; (iii) limited availability of early childhood development (ECD) programs; (iv) weak management and governance, including poor sector coordination, planning, and M&E; and (v) inadequate sector financing and internal inefficiency.

Regional and gender disparities in access to and quality of education

- (a) **Despite the increase in primary school enrolments, girls' school participation lags behind that of boys.** In 2010-11 girls' participation accounted for only 46.5 percent of enrolments at the primary level while girls' participation accounted for 47.2 percent and 48.8 percent of enrollments at the lower secondary and upper secondary levels, respectively. Poverty, family obligations, poor pedagogical practices, and early marriage are amongst the reasons for gender disparities.
- (b) **There are wide gender disparities in terms of school attendance.** Net attendance for girls in rural areas is only about 65 percent, compared with 79 percent for boys in rural areas. Enrollment for boys exceeds that for girls (139 percent against 129 percent for 2014/15).
- (c) **There are considerable regional disparities in education outcomes. Regional disparities are most pronounced among and within the ZEPs (Adamawa, East, North, Far North and North-West) regions, and this is particularly the case in the northern regions.** Indicators on school enrolment of 6-11 year-olds and on literacy rates of 15 year-olds and above reflect the disparities. The most recent 2014 ECAM data confirm the large gaps in women and girls' education and secondary enrollment rates between the Far North and North and the rest of the country. It is important to note that non-ZEP regions can also include some difficult areas (such as Bakassi), and rural areas in the country have similar difficulties.

¹ *Statistical Year Book 2014-2015, Ministry of Secondary Education (MINESEC) – Annuaire Statistique du MINESEC 2014-2015)*

² The Education Sector Strategy (ESS) or *Stratégie sectorielle de l'éducation* (2006) identified the Far North, North, Adamawa, East, certain "pockets of low levels of school participation in the largest cities", and the border regions as "ZEPs" to be targeted to receive Government support in an effort to increase access to education and to increase education attainment and achievement, as these areas were lagging behind the rest of the country in terms of education outcomes.



Poor Quality of Basic Education

7. **An evaluation of learning outcomes conducted by the Program for the Analysis of Education systems (Programme d'Analyse des Systèmes Educatifs de la CONFEMEN – PASEC) in 2014 confirmed that reading and mathematics skills in Cameroon were quite modest highlighting the persistent quality issues.** Although in 2005, Cameroon was leaders among Francophone countries in SSA, the latest assessment revealed that Cameroon occupied a quite modest ranking in 2014, thus confirming the regressive trend recorded in 2005 as compared to the 1996 assessment.³
8. There are several main factors contributing to poor learning outcomes:
- (a) **A shortage of teachers negatively impacts the quality of education available.** The continuing increase in the number of students, added to the level of attrition, retirement, use of teachers by other ministries or public institutions, have forced the Student Parent Associations (*Associations de Parents d'Elèves-APE*) to hire more community teachers (*maîtres des parents*), which represented 29 percent of the teaching force in primary schools in 2013/2014. The number of *maîtres des parents* has since increased reaching 17,651 in 2013/2014,. In public primary schools, the pupil: teacher ratio (PTR) improved through the Contract Teacher Program (CTP), but the ratio is still moderately high at an average of around 48:1 in the country as a whole, with urban-rural divides.
 - (b) **Despite continuous external support in the field of teacher recruitment, major structural issues remain unchanged.** Since 2019 teacher policy in basic education has been supported by development partners (e.g., Education Fast Track Initiative--EFA-FTI, French Development Agency and Global Partnership for Education--GPE) with the recruitment of 37,200 basic education contract teachers (2009/2012) and the ongoing GPE-financed Equity and Quality Education Support Project (*Projet d'Appui à l'Équité et à la Qualité de l'Éducation-PAEQUE*). PAEQUE is financing the recruitment of 9,000 teachers -- the "third and final phase of support for the Government contract teacher program". In addition, 9,000 teachers will have been converted from *maîtres des parents* to contract teachers or recruited from teacher training colleges (*Ecoles Normales des Instituteurs de l'Enseignement Général -- ENIEG*) by the end of the project, allowing the system to maintain a reasonable PTR. But teacher availability and deployment issues remain largely unresolved. Furthermore, the system does not have a comprehensive medium-term policy covering the areas of teacher recruitment, deployment, financing, posting and attrition.
 - (c) **Teacher training is highly theoretical in nature without sufficient practical experience training.** The curriculum of the Teacher Training Colleges was reformed in the 1990s. Since then, the program has become highly theoretical with very limited practical training for teachers. Therefore, teacher training requires some attention and especially so in the use of specific teaching and learning materials so that ENIEG graduates are better able to grasp the nuances of building basic literacy and numeracy skills.
 - (d) **There is a severe shortage of textbooks, teaching and learning materials.** The current practice is for parents to buy the required textbooks in the marketplace. Textbook costs in Cameroon are relatively high relative to other SSA countries. Furthermore, textbooks are not always available locally. On average only an estimated 11

³ The 2005 grade5 PASEC results in Cameroon show decreases of about 4 points in the average mathematics score and 12 points in the average French score between 1996 and 2005.



percent of students had access to textbooks in 2009/10. Cameroon's PTR is the highest (poorest) in SSA at 12:1. The national average figures mask significant regional differences.

- (e) **School infrastructure is often of poor quality and inadequate.** Girls' education is particularly affected by the lack of proximity of schools to their homes, as well as the absence of latrines and water points in many schools.

Limited availability of ECD programs

9. **Pre-school education coverage is low and quality varies significantly.** Currently the coverage of pre-school education (schooling for the 3 to 5 and 6 year-olds) in Cameroon is around 35 percent and is provided through a mix of public and private providers. The quality varies significantly across programs and this sub-sector is under the broad responsibility of MINEDUB. This is complemented by a system of childcare facilities ("*crèches*") for the 0 to 3 year-olds under the Ministry of Social Development (MINESED).

Sector Governance and Management

- (a) **The institutional context is fragmented.** As described above, there are four ministries in charge of the education sector with one ministry responsible for each of the education sub-sectors: primary, secondary, technical and vocational, higher education, and a fifth ministry in charge of youth affairs and youth policy. There are two education systems that operate in parallel: one for the Francophone and one for the Anglophone parts of the country. This contributes to a lack of coordination and cohesion within the education system.
- (b) **There is no national assessments framework with formative student learning evaluations.** Student learning achievement is mainly tested at the end of the primary and secondary education cycles through high-stakes exams. There is currently no formative evaluation of learning achievements. Cameroon has participated in several rounds of the PASEC and has recently carried out a national Early Grade Reading Assessment (EGRA). The Government is keen on administering an Early Grade Mathematics Assessment (EGMA) in the near future. The different assessments need to be unified within a more systematic national assessment framework, including the development of national technical capacity for assessment, wider sharing of assessment results, and improving the feedback loop from assessment results to those responsible for curriculum and teacher training.
- (c) **The quality of education statistics is weak.** The education management information system (EMIS) in Cameroon is complicated as each of the four ministries collect data for their relative sub-sectors. Despite some progress in establishing EMIS, there is considerable variability in the completeness and reliability of data collected by different ministries. The EMIS for primary education is perhaps the most complete and longest-running. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is supporting Government efforts to create and link regionally comparable data, and the United Nations Children's Fund (UNICEF) is undertaking a pilot data collection and school mapping exercise in the ZEPs to capture information on various equity indicators at the school level. The World Bank-funded Education Development Capacity Building Project (P075964) closed in September 2012, also supported the on-time production of annual statistical yearbooks for primary, secondary and higher education. With the Bank's technical support and financing, the Government has also prepared school report cards across the country. In view of its added value, the school report cards process needs to be mainstreamed. The ongoing GPE-funded PAEQUE is



financing a comprehensive diagnosis of the existing EMIS system in basic and secondary education upon which recommendations will be made related to the establishment of an efficient EMIS from the decentralized to the central level for MINEDUB and MINESEC.

- (d) **Weak governance and accountability is pervasive in the education sector.** At the sector level, accountability is weak, in part because education sector stakeholders do not have access to reliable and timely data on sector performance to stimulate greater accountability and performance improvement at all levels. Public school resources are not transparently allocated, and performance is not taken into account into allocation decisions. Additionally, there is a dearth of policy frameworks, mechanisms and resources to empower officials, personnel, and communities at the local level, thereby improving the adequacy and quality of service delivery at the frontline. At the school level, school management councils often exist but have very limited functionality. Although there are local inspectorates to monitor school operations, they are seriously understaffed and do not have the means of transport to reach many schools. At a project level, contributing aspects are interference, procurement delays, price distortions due to a lack of competition, and difficulty to undertake timely decisions.

Inadequate Sector Financing and Internal Inefficiency

10. **Sector financing is inadequate.** The GDP per capita allocation for education in Cameroon is about 3.6 percent (2014). Public spending in education is largely constrained by recurrent costs (84 percent in 2015), including up to 90 percent for payment of salaries. This situation reduces budget availability for the Government to finance new activities as planned in the ESS. In this context, Cameroon relies on external funding to implement the ESS. During the implementation of PAEQUE to date (2014-2016), 5 percent of the total education expenditure was supposed to be financed by partners (13 percent of basic education expenditures).

11. **The unit cost of education is high.** The unit cost of ECD is relatively high (118,000 FCFA/US\$196) compared to primary education (46,000 FCFA/US\$75) and the first cycle of general secondary education (87,000 FCFA/US\$145). The main reasons for this are: (i) the large number of *maîtres des parents* and low paid contract teachers in primary schools (and *maîtres des parents* in lower secondary levels) and (ii) the predominance of civil servants (receiving a higher salary) at the preprimary level.

Government strategy

12. **The Government's vision for the education sector is elaborated in the *Document de Stratégie du Secteur de l'Éducation et de la Formation (DSSEF, 2013-2020)*.** The DSSEF underpins the overarching policies for the education sector as stated in the Constitution, the *Loi d'Orientation de l'éducation en 1998*, the *Loi d'Orientation de l'enseignement supérieur de 2001*, the millennium development goals (MDGs), the key pillars of the Strategy for Growth and Employment Paper (*Document de Stratégie pour la Croissance et l'Emploi- DSCE*), and development partners' engagement in, and support, for the sector. The DSSEF embodies a continuum of the policies outlined in the Government's ESS (2006) and focuses on promoting access and equity, improving quality and relevance, strengthen sector governance and management, and adopting financing mechanisms for education and training, as it also addresses institutional aspects, and modalities for monitoring and evaluation (M&E). The DSSEF priorities are also confirmed in the vision document "*Cameroun émergent à l'horizon 2035*" report, which also includes ECD as a priority.

13. **Decentralization is a key feature of the DSSEF.** A decentralized approach is currently used in the construction/rehabilitation of schools and the administration of Government's "minimum subsidy to schools" (*paquet*



minimum) for free primary education (*gratuité*). Decentralization would be further reinforced through the transfer of education planning to the regional level and by formalizing the relationships between APEs and the local education administration. School-based management is included in the 1998 *Loi d'orientation de l'éducation*. In 2001/2002 the Government instituted school management committees (SMCs) (*conseils d'écoles/établissements*), which are in charge of supervising, counseling, and evaluating the operations of schools. However, the DSSEF acknowledges that the SMCs need to be made functional if they are to contribute significantly to increasing access to quality education at the school and community level.

Relationship to CPF

14. The Project activities are aligned with the Government's strategic objective of achieving a well-educated human resources base in support of Cameroon's quest to emerge as a strong middle-income economy by 2035. This strategic objective is communicated in various national strategic documents, including the vision document "*Cameroun émergent à l'horizon 2035*" and the DSCE.

15. The project is included in the Country Partnership Framework (CPF) (FY17-21), which is under preparation (with delivery to the Bank's Board of Executive Directors expected in Q3 of FY17). The CPF comprises 12 objectives, clustered around three focus areas: (i) addressing multiple poverty traps in rural areas (with focus on the Far North); (ii) improving infrastructure and private sector development; and (iii) improving governance. The proposed project would contribute to both Focus Areas 1 and 3 of the CPF. In particular, it would contribute to (i) Objective 3: Better and more equitable access to education; (ii) Objective 10: Improved public expenditure management at local level; and (iii) Objective 12: Increased citizen participation and feedback at local level.

C. Proposed Development Objective(s)

Note to Task Teams: The PDO has been pre-populated from the datasheet for the first time for your convenience. Please keep it up to date whenever it is changed in the datasheet.

16. The Project Development Objective (PDO) would be to improve equitable access to quality primary education with a focus on the Education Priority Zones (ZEPs).

B. Key Results

17. Progress towards achievement of the PDO could be measured by the following indicators:

- Enrollment rate (6-15 years), disaggregated by 6-10 and 11-15 years age groups by gender, by ZEPs
- Enrollment rates in pre-primary schools, disaggregated by gender and ZEPs
- Primary completion rate, Grade 5, disaggregated by gender
- Quality score of primary teaching-learning practices⁴
- Number of direct project beneficiaries in ZEPs, disaggregated by gender

⁴ The quality score will be constructed from teaching-learning practices at the primary level, as observed and scored by independent evaluators. The score will be derived from a representative sample of observations of teachers.



18. The following is a potential list of intermediate indicators, which will be further developed during project preparation:

- Number of schools benefitting from the pilot of schools funded through Performance-Based Financing (PBF) in the Northern provinces (Far North, North and Adamawa) and the East
- Number of state paid teachers in ZEPs, disaggregated by gender
- Number of textbooks received by project schools within first month of school year
- Timely production of Annual Statistics and dissemination to regions
- Number of teachers trained in accordance with new curriculum and the new textbooks
- Annual testing of student learning

19. Disbursement-linked indicators (DLIs) would be used under the first component of the Project. The scope and modalities of the use of DLIs would be determined during project preparation.

D. Concept Description

A. Concept

20. The proposed Project would support the implementation of the Government's program to increase equitable access to quality basic education, and improvements in the quality of primary and lower secondary education, through a combination of teaching and learning, governance and information and multi-sectoral interventions. The interventions would be a mix between systemic policy/institutional measures and more specific/targeted school-based measures.

21. **Program Scope and Description.** The DSSEF and the "*Cameroun emergent à l'horizon 2035*" report will serve as the foundation for this project's design. The project would cover the whole country – however, in line with the CPF, it would place a special focus on the most vulnerable areas of the country, in particular the ZEPs. The vulnerability criteria are based on a number of select poverty and education indicators (enrolment, retention, gender parity, disparity, etc.).

22. **The Project would have three components:** (1) Program Support (tentatively US\$75 million); (2) Pilot Performance-Based Financing (tentatively US\$15 million); and (3) Institutional Strengthening and Project Management (tentatively US\$10 million).

23. **Project Financing.** The proposed Project would be funded by a US\$100 million Credit from IDA using an Investment Project Financing (IPF) lending instrument, and would be implemented over a period of five years (2018-2023). Component 1 would use a Results Based Financing (RBF) modality to support the implementation of the Government's education sector program. Project funds would be disbursed against selected key education budget line items referred to as Eligible Expenditure Programs (EEPs), which are likely to be non-procurable items (such as teachers' salaries), and capped at amounts and contingent on the achievement of the agreed DLIs. The fully costed government program is not yet available, but would be finalized during project preparation. Disbursements would be made to the Government Treasury and conditional on pre-specified results, as measured by DLIs.⁵ Component 2 would support the implementation of a pilot school-based management using a PBF model, with the objective of moving from input-based financing to PBF at the school level to trigger changes in the governance of the education system. Funds would be

⁵ The "Key Results" section of the PCN identifies a preliminary list of possible DLIs. These will need to be defined in more detail and agreed upon over the course of project preparation. Selected DLIs would be critical to achieving the project's development outcomes.



disbursed at the school level. Component 3 would finance key essential advisory, technical, and capacity-building support for the implementation of the Program, and follow a traditional reimbursement mode based on statements of expenditures after the completion of activities.

24. Public spending in education is largely constrained by recurrent costs (84 percent in 2015), including up to 90 percent for payment of salaries. This situation reduces budget availability for the Government to finance new activities as planned in the ESS. In this context, Cameroon relies on external funding to implement the ESS. During the implementation of PAEQUE to date (2014-2016), 5 percent of the total education expenditure was supposed to be financed by partners (13 percent of basic education expenditures). The challenge for the program and for the Government would be to ensure sustainability of activities financed under the new project.

Component 1: Program Support (tentatively US\$75 million)

25. The three strategic pillars/themes of the program to be supported are described below.

Pillar 1: Enhancing Quality of Basic and Lower Secondary Education

26. *Subcomponent 1: Improving the quality and availability of textbooks, teaching and learning resources.* This objective of this subcomponent is to increase the availability of key teaching and learning materials in schools. The MINEDUB and the Ministry of Secondary Education (MINESEC) are currently revising curriculum for primary and secondary schools, with the support of the Islamic Development Bank (IDB). The new curriculum is expected to be validated in November 2017. The new curriculum will have an impact on textbooks, which is being taken into consideration in the new Textbook Policy to be prepared and adopted by the Government.

27. It is expected that the Government will prepare and adopt a new Textbook Policy before May 2017 in order to address the issues identified in the whole textbook production, distribution and utilization chain. An action plan with several reform options has already been developed by a government technical team.

28. Under this sub-component the project would focus on the following activities: (i) development of textbook quality evaluation standards and criteria, with capacity strengthening of the National Council for the Approval of School Books and Teaching Materials (CNAMSMMD), to ensure the quality and relevance of the textbooks; (ii) design, edition, impression and distribution of textbooks, (iii) continuous professional development for authors, teachers and inspectors; (iv) classroom assessment; (v) planning the needs in textbooks throughout the country based on demographic projections; and (vi) school inspection to ensure the availability and use of textbooks.

29. *Subcomponent 2: Improving teacher management and availability.* This sub-component would aim at establishing a comprehensive system for teacher management focusing on recruitment, deployment and replacement to reduce the PTR in ZEPs (in particular the Northern regions) and other rural areas. The project would support the assessment of teacher recruitment, deployment and replacement. Interventions could include support to recruitment and deployment of teachers adopting a holistic approach based on needs at school level, possibly incorporating incentives.

30. The new system would include reforms regarding the following aspects: (i) support to inter-ministerial coordination/process simplification; (ii) creation of a unified database for recruitment planning, deployment based on needs and movements management; and (iii) rationalization of decision making by improving transparency at the different stages of recruitment and deployment process.



31. Under the government's program, the MINEDUB may want to finance the provision of housing for teachers in remote areas or other small works to improve the local education facilities, as well as bonuses, teacher training and teaching materials. The financing of housing and any other civil works, such as latrines, classroom expansion, or others would be carried out on government owned lands, and no construction that is category A would be eligible for financing. As the Project may finance small civil works, the project is Category B and OP/BP 4.01 Environmental Assessment; OP/BP 4.11 Physical Cultural Resources and OP/BP 4.12 Involuntary Resettlement would apply. During preparation the project will identify a list of civil works that would be eligible and safeguards instruments will be prepared in accordance with World Bank policy.

32. *Subcomponent 3: Providing support to Early Childhood Development.* Under this subcomponent, the Project would support measures to strengthen ECD, with a particular focus on the Northern regions and rural areas, to improve school readiness, in particular for vulnerable infants and children. Under a holistic approach already at the core of the "Investing in early years initiative" to which Cameroon has subscribed, the project would support a comprehensive strategy to improve ECD through support to new community-based pre-schools, expansion of options for early stimulation (both through childcare facilities and family awareness) and stronger access to health and nutrition interventions (from both the demand and supply perspectives). Early stimulation and health and nutrition interventions would be closely coordinated with the on-going World Bank-financed Health Sector Support Investment Project (P104525), Health System Performance Reinforcement Project (P156679), and Safety Nets Project (P128734). Coordination would be made easier by the inclusion of early childhood interventions in the Investing in Early Years Multi-sectoral Action Plan under development.

Pillar 2: Increasing Access to Quality Basic and Lower Secondary Education

33. Under this Pillar, the project would support girls' education. Since this is a broad transversal issue, this pillar would support more specific reform areas aiming at increasing participation, retention and transition of girls at the primary and secondary levels, focusing on disadvantaged areas. While the Government has made some progress in improving the pupil-teacher ratio in ZEPs and rural areas, as indicated in the context section, the challenge remains in ensuring that a larger number of girls complete primary education and transition to secondary education, particularly in disadvantaged zones. In junior secondary education, for example, the girls/boys parity index decreased in 2014/15 (0.86) from 0.97 in 2013/14, compromising the likelihood of meeting the target in 2020. Areas of support under this pillar could include: (a) incentives for improvement of girls' participation and retention, beyond what already established through the RBF pilot under Component 2; (b) scholarships and/or cash transfers (or vouchers) in coordination with the safety net project; (c) provision of water and sanitation facilities; and (d) provision of learning materials (e.g. or student kits). Project preparation would be underpinned by ongoing studies on girls' participation and retention.



Pillar 3: Strengthening sector governance and management

34. *Subcomponent 1: Education Management Information System (EMIS)*. The objective of this subcomponent would be to address the challenges of the completeness and reliability of data collected by the four ministries in charge of education (see above). The proposed project would continue strengthening MINEDUB and MINESEC, while expanding to MINESUP and MINEFOP and creating a platform for the whole education sector. The subcomponent would focus on the following activities: (i) decentralization of EMIS to the region, division and district levels; (ii) strengthening of human resources; (iii) provision of equipment, software, etc.; and (iv) creation of a single platform for MINEDUB-MINESEC-MINESUP-MINEFOP including the setup of new institutional arrangements for data collection and management in the sector. Several options could be considered, including the creation of a unified statistical entity for the sector or the strengthening of statistical units in each ministry.

35. *Subcomponent 2. Assessment of Student Learning Achievements*. This subcomponent would support the government's ongoing efforts in supporting the establishment of a learning assessment system. The proposed project would support the government's nascent program for assessing student learning achievement by supporting: (i) the institutionalization of a national assessment framework to provide formative and evaluative assessments; (ii) the establishment of an entity with sufficient autonomy to be entrusted to deliver the program, with requisite staffing, functions, and links with other educational institutions, particularly on curriculum development and teacher training; (iii) the development a comprehensive program for national assessments, and (iv) the undertaking of pilots and national large-scale annual assessments of student learning achievement in selective grades of basic and secondary education in Mathematics, French and English (starting with *Cours Préparatoire--CP* (2nd year) and *Cours Élémentaire 2 -- CE2* (4th year)).

Component 2: Pilot Performance Based Financing (tentatively US\$15 million)

36. **This component would support a transition from input-based financing to Performance-Based Financing (PBF) at the school level to trigger changes in the governance of the education system.** The multiple governance-related challenges faced by Cameroon's education sector represent important opportunities for positive change, and, beyond the use of national-level DLIs, a key reform that would help address many of the challenges discussed above is the systematic, reliable measurement and tracking of outputs and outcomes and using those to incentivize good performance at the school level. A fundamental shift from input-based incentives to incentives based on performance in outputs and outcomes would greatly help improve the efficiency and equity of service delivery. Cameroon has recognized the importance of such a shift and recently taken on a number of efforts in this direction; one prominent example is the PBF scheme in the health sector since 2009. Initial impact evaluations show remarkable results in terms of utilization and quality of maternal and child health services. A similar approach could also be applied in the education sector. To that end, the Bank is currently completing a feasibility study to explore the pertinence and highlight key characteristics of a PBF scheme for education in Cameroon, and to lay the foundation for a pre-pilot to be launched in December 2016. The key objective of the scheme would be to support improvements in the quality of schooling, student retention and school governance, with an emphasis on girls' education.

37. The Project would support a pilot targeting 400 or more schools using a PBF approach, and, if successful, scale-it up- The pilot would incorporate lessons learned from the pre-pilot), follow the Operations Manual prepared under the pre-pilot (revised as needed) and be rigorously evaluated. Under this component, -the project would support: (i) the establishment of a PBF unit within the MINEDUB, with the requisite staffing and resources capable of managing the PBF operation, with links to concerned education institution agencies at the various levels; (ii) the implementation of the PBF pilot in collaboration with concerned institutions; (iii) an impact evaluation of the pilot; (iv) the scaling up of the pilot



within the project (the number of schools can be increased based on the impact assessment of the pilot – but up to 1,500 schools in the northern regions, or 25 percent of the overall school population of those regions, could be considered); and (v) schools’ complementary training activities; and (vi) the evaluation and preparation work to institutionalize and expand this initiative after the end of the project. Specific disbursement mechanisms would be further detailed during the pre-pilot implementation and included in the operational manual of the pre-pilot. While the use of schools’ transfers would not be tracked, the Operations Manual would include a “negative list” specifying that: (i) all expenditures have to be in line with proposed schools’ projects and action plans; and (ii) no more than 20 percent of the allocated amount can be used to finance salaries or incentives. The Operations Manual would also include a list of environmental safeguards issues in case the school intends to use the funds for the construction of latrines, wells, etc. In addition, under the third project component, the project would support the strengthening of school governance bodies largely in their areas of intervention.

Component 3: Institutional Strengthening and Project Management (tentatively US\$10 million)

38. This component would aim at strengthening the capacity of the Ministries of Education. It would finance key essential advisory, technical, and capacity-building activities to help the Government reach its 2020 Education Goals. It would provide support in the areas of M&E, including evaluation of the PBF pilot, third party validation financial management, procurement, safeguards. It would finance training, recruitment of short and long term consultants, studies, surveys, evaluations, and operating costs related to project management and M&E. It would not finance the payment of salaries and bonuses to civil servants.

Note to Task Teams: The following sections are system generated and can only be edited online in the Portal.

SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

The project will cover the whole country. However, in line with the Country Partnership Framework, it will put a special focus on the most vulnerable areas of the country, in particular the Education Priority Zones, and more specifically the Northern regions (Far North, North and Adamawa).

B. Borrower’s Institutional Capacity for Safeguard Policies

While the World Bank has implemented education projects in Cameroon, neither the Ministry of Basic Education at large the Project Coordination Unit (PCU) have deep experience or capacity in implementing safeguards policies at large, nor World Bank procedures in particular. With this understanding capacity would be developed during project preparation by hiring and training dedicated staff and capitalizing on other Government institutions’ experience on the subject.

C. Environmental and Social Safeguards Specialists on the Team

Kristyna Bishop, Erik Reed

D. Policies that might apply



Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	The project is classified category B in regard of the activities to be developed essentially under subcomponent 3 of component 1 related to the potential financing of housing for teachers or other small works (such as classrooms, latrines, fencing) that would improve the physical condition of education facilities. No large scale, significant or irreversible negative impact is foreseen to be induced by the project activities. The negative impacts would be minor and manageable with relatively simple good practice measures. An Environmental and Social Management Framework (ESMF) will be prepared and consulted upon, and disclosed, and an Environmental and Social Management Plan (ESMP) will be prepared during implementation in accordance with the prescriptions in the ESMF.
Natural Habitats OP/BP 4.04	No	The project will not affect natural habitats.
Forests OP/BP 4.36	No	The project will not have any adverse impact on forests, nor engage in afforestation.
Pest Management OP 4.09	No	The project will not entail pest management.
Physical Cultural Resources OP/BP 4.11	Yes	The project does not foresee any negative impacts however, procedures for chance finds during project implementation and particularly with regards to the potential financing of small civil works in subcomponent 3 of component 1 will be included the Environmental and Social Management Plan and the contracts for civil works.
Indigenous Peoples OP/BP 4.10	TBD	There are Baka indigenous peoples living in the East region and Bagyeli indigenous peoples living in the South region of the country. During preparation, the exact locations to be targeted for project investments will be identified and a determination made whether an IPPF or IPP is necessary.
Involuntary Resettlement OP/BP 4.12	Yes	The project does not foresee any involuntary resettlement or acquisition of land as the small civil works under subcomponent 3 of Component 1 are expected to be carried out on existing government owned property. In order to provide guidance regarding the application of this policy, a Resettlement Policy Framework (RPF) will be prepared and disclosed prior to appraisal.
Safety of Dams OP/BP 4.37	No	The project will not affect dams.
Projects on International Waterways	No	The project will not be in international waterways.



OP/BP 7.50

Projects in Disputed Areas OP/BP 7.60

No

The project will not be in disputed areas.

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jun 05, 2017

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

The ESMF (IPPF and RPF) will be launched in February 2017 and completed by May 2017, with adequate time to disclose relevant instruments before appraisal

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APPROVAL

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Note to Task Teams: End of system generated content, document is editable from here.