



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

Appraisal Stage | Date Prepared/Updated: 02-Feb-2018 | Report No: PIDISDSA21537



**BASIC INFORMATION**

**A. Basic Project Data**

|  |   |   |                                   |
|--|---|---|-----------------------------------|
| Country<br>Cameroon                                  | Project ID<br>P160926                           | Project Name<br>CAMEROON Education Reform Support Project | Parent Project ID (if any)        |
| Region<br>AFRICA                                     | Estimated Appraisal Date<br>18-Jan-2018         | Estimated Board Date<br>27-Mar-2018                       | Practice Area (Lead)<br>Education |
| Financing Instrument<br>Investment Project Financing | Borrower(s)<br>Ministry of Economy and Planning | Implementing Agency<br>Ministry of Basic Education        |                                   |

Proposed Development Objective(s)

The Project Development Objective is to improve equitable access to quality basic education, with a focus on selected disadvantaged areas

Components

Improving Access, Quality and Education System Management  
Improving School Effectiveness through Performance-Based Financing  
Institutional Strengthening and Project Management

**Financing (in USD Million)**

| Financing Source                            | Amount        |
|---|---------------|
| International Development Association (IDA) | 100.00        |
| IDA Grant                                   | 30.00         |
| <b>Total Project Cost</b>                   | <b>130.00</b> |

Environmental Assessment Category

B - Partial Assessment

Decision

The review did authorize the preparation to continue



Other Decision (as needed)

## B. Introduction and Context

### Country Context

- 1. Cameroon is a lower middle-income country with an estimated population of 23.4 million (2016).** Cameroon's average annual Gross Domestic Product (GDP) growth, in real terms, ranged between 5.5 and 5.9 percent between 2013 and 2015, with GDP per capita estimated at US\$1,429 in 2014.<sup>1</sup> Over the last decade, the pace of economic growth has been too slow to lead to sustainable development, drive significant poverty reduction, or promote shared prosperity. Poverty incidence has declined marginally from 40.1 percent in 2001 to 37.5 percent in 2014.<sup>2</sup> Furthermore, between 2001 and 2014, the poorest 40 percent of the population became poorer. Despite a significant endowment of natural resources (including oil, high value timber and agricultural products) and a comparably well-educated workforce, the country's economic growth has continued to be stymied by poor infrastructure, an unfavorable business environment, and weak governance. Moreover, the current stock of skills in the labor force is poorly aligned with labor market demand. All of these factors contribute to a challenging environment for poverty reduction.
- 2. There are significant regional disparities in poverty.** Poverty is disproportionately concentrated in rural areas, and in the northern regions of the country. The latest household survey<sup>3</sup> 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. Moreover, a majority of poor individuals are concentrated in the three northern regions of the country, namely the Far North, North, and Adamawa regions. More than one-half (56 percent) of all poor inhabitants are located in the Far North and North regions, a significant increase from 34 percent in 2001. While the prevalence of poverty has increased in northern Cameroon, there has been a 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.
- 3. A rapid increase in poverty had been observed in northern Cameroon prior to the heightened regional insecurity associated with Boko Haram activities since early 2014.** The deterioration of the security environment in northern Cameroon occurred in large part during the past three years, after data were collected for the 2014 ECAM. The poverty estimates for the northern regions should, therefore, be considered lower bounds, since the impact of an increased influx of refugees, and the closure of markets, roads and frontiers, was not captured. As a result of the interruption of agricultural activities and trade, population displacement, increased vulnerability and food insecurity in the Far North region, approximately 2.4 million people are considered to be food insecure and 250,000 people are estimated to be suffering from acute malnutrition.

- 4. The impact of the refugee crisis reinforces existing patterns of spatial inequity.** As of August 31, 2017, Cameroon was host to 326,656 refugees, over 70 percent of whom originated from the Central

<sup>1</sup> World Bank. 2016. *Priorities for Ending Poverty and Boosting Shared Prosperity. Cameroon Systematic Country Diagnostic*. Washington, DC: World Bank

<sup>2</sup> INS (National Institute of Statistic). 2014. "Fourth Cameroon Household Survey, *Enquête Camerounaise Auprès des Ménages* (ECAM 4)". Yaounde, Cameroon

<sup>3</sup> INS (National Institute of Statistic). 2014. "Fourth Cameroon Household Survey, *Enquête Camerounaise Auprès des Ménages* (ECAM 4)". Yaounde, Cameroon



African Republic (CAR), 28 percent from Nigeria, 0.5 percent from Chad, and the remainder from other African countries. In general, there are two distinct refugee situations in Cameroon: (a) approximately 230,000 CAR refugees live along the eastern border (the majority of them in the East region and the rest in the Adamawa region, who fled violence in the CAR); and (b) about 90,000 Nigerian refugees who fled violence in North eastern Nigeria live in the Far North region. The destabilizing impact of refugees in this region is compounded by the presence of 5.3 million internally displaced persons (IDPs).

5. The humanitarian crisis, resulting from the Boko Haram insurgency and terrorist attacks and the conflict in the CAR, has increased the strain on resources and services in regions that were already disproportionately poor and underserved. Populations in these areas have urgent needs, including those related to physical security, food security, access to basic social services, including health and education, as well as registration of refugees. Challenges associated with education are exacerbated by the nomadic culture of most of the refugees from the CAR, of whom only a minority attended primary school. In some instances, cultural practices prioritize children's cattle rearing and household responsibilities over school attendance. Moreover, many refugee-affected regions already had limited educational infrastructure prior to the humanitarian crisis, contributing to a deteriorating learning environment and poor levels of learning.<sup>4</sup>

6. **Anglophone crisis.** Since October 2016, protests related to use of French in schools, courts, and official documentation have escalated into what has become known as the "Anglophone crisis" in Cameroon's predominantly English speaking North West and South West regions. These two regions are home to approximately 20 percent of the population and account for 16,364 km<sup>2</sup> of the country's total area of 475,442 km<sup>2</sup>. This crisis has led to the disruption of basic services with political, economic and social consequences, including the disruption of schooling in these two regions during the 2016/17 academic year, leading to very poor end-of-year results on the official examination. While schools reopened in the affected regions for the 2017/18 academic year, the provision of education services is not robust. Insecurity in these regions caused many students to move to other regions to pursue their education, resulting in a substantial increase in the number of students per class.

## Sectoral and Institutional Context

7. **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 priorities are also confirmed in the vision document "*Cameroun émergent à l'horizon 2035*" report, which also includes ECD as a priority. The Government plans to update the education sector strategy to align its objectives to (i) SDG (Sustainable Development Goals), (ii) refugee and IDP crisis and (iii) finding of the upcoming Midterm review strategy to be held in late 2017.

<sup>4</sup> Protection Civile et l'aide humanitaire de l'Union européenne, United Nations Central Emergency Response Fund, Organisation International pour les Migrations. 2017. "Cameroun | Rapport sur les Déplacements, Région de l'Extrême-Nord. Round 9 | 26 Juin – 7 Juillet 2017"



8. **The following reform areas are priorities for the Government in basic education:** (a) **Access and Equity:** (i) community pre-school development in rural areas; (ii) holistic infrastructure development; (iii) attraction and retention of disadvantaged children, particularly girls, in schools; (iv) the introduction of a basic education cycle; and (v) the promotion of inclusive education; (b) **Education Quality and Relevance:** (i) distribution of textbooks and teaching/learning materials, particularly in ZEPs; (ii) the establishment of a national plan for reading at primary level; (iii) reforms for in-service and continuous teacher training; (iv) the establishment of a quality assurance system; (v) the definition of a minimum base of knowledge and skills for basic education; (vi) the promotion of versatility among teachers; (c) **Governance and Educational Management:** (i) support for the decentralization of education and skills development systems; (ii) replacement of parent-teachers by Government-contracted teachers; (iii) the elimination of temporary teachers in secondary education; (iv) the provision of incentives for teachers posted in difficult zones; (v) the development of an integrated EMIS ; (vi) harmonization of the educational system in Cameroon; and (vii) creation of an education commission for recruitment of community teachers.

9. With a recent influx of the refugees from Nigeria and the Central African Republic, the Government identified another priority for education sector, which was not previewed in the ESS, - addressing educational needs of refugee and host community children.

10. **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.

11. **Cameroon has not yet achieved universal primary schooling despite some progress over the past five years, and there are many underlying disparities.** According to the scorecard for primary education, between 2013/14 and 2014/15, the Primary Completion Rate (PCR) plateaued with a slight increase of two percentage points (from 74.2 percent and 76.3 percent). At this pace, it is unlikely that the target of the Education Sector Strategy (*Document de Stratégie du Secteur de l'Education 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, regional 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, respectively). 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'Education Prioritaire – ZEP*, including Adamawa, East, North, Far North and North-West) and rural areas have weaker service delivery and human development outcomes.<sup>5</sup>

<sup>5</sup> 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



12. **Cameroon's education sector faces a number of pressing structural challenges**, including (a) regional and gender disparities in access to basic education; (b) poor quality of basic education, to a large extent resulting from shortage and poor distribution of teachers around the country; (c) limited availability of early childhood development (ECD) programs; (d) weak sector management and governance, including poor sector coordination, planning, and M&E; (e) inadequate sector financing and internal inefficiency; and (f) recent influx of refugees and large number of IDPs.

13. **Inequitable access to education: persisting regional and gender disparities.** 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. Gender inequities are even more pronounced in rural areas. Net attendance for girls in rural areas is only about 65 percent, compared with 79 percent for boys in rural areas. Poverty, family obligations, poor pedagogical practices, and early marriage are amongst the main reasons for gender disparities. The regional disparities are most pronounced among and within the ZEPs regions, and this is particularly the case in the Northern regions. Additionally, some non-ZEP regions (e.g., Bakassi) and rural areas face serious challenges.

14. **Poor quality of basic education: low learning achievement at primary level remains a major challenge.** According to 2017 learning assessment,<sup>6</sup> less than half of students possessed the expected skills in language and mathematics at the end of primary education. The assessment results also showed that students from public schools and schools in rural areas performed worse than students from private and urban schools, respectively. The main factors contributing to poor learning outcomes are (i) shortage of teachers despite continuous external support for teacher recruitment and deployment; (ii) highly theoretical training of teachers without special focus on practical experience; (iii) shortage of textbooks, teaching and learning materials. These factors are especially pronounced in ZEPs and other needy areas. Furthermore, the system suffers from the absence of a comprehensive medium-term policy covering the areas of teacher recruitment, deployment, financing, posting and attrition, as well as updated teacher development and textbooks policies.

15. **Limited availability of ECD programs: pre-school education coverage is low and quality varies significantly.** Only about 37.5 percent of children of ages 3-5 attend preschool, with most children going to private schools, 55 percent, followed by public, 42 percent, and only 2 percent attending community-based preschools. While gender differences are small (30.6 percent for boys, 29.6 percent for girls), there are considerable difference along geographic and socio-economic dimensions. In urban areas 68 percent of children attend preschool compared to only 32 percent in rural areas and 43.7 percent of the richest quintile attend preschool compared to 24.9 percent of the poorest quintile. Regional disparities are the most pronounced: preschool access is drastically lower in the North and Far north: around 60 percent in Center and Littoral, but only 5.3 percent (Far-North) and 9 percent (North) (MINEDUB). The quality of preschool services varies significantly. In terms of physical conditions, only 39 percent of public preschools have potable water, although this ranges from 15 to 65 percent depending on the region (2014 school statistics).

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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.

<sup>6</sup> This assessment was undertaken under the GPE funded Basic Education project (P133338)



16. **Weak sector management and governance: education system is fragmented, with persistently weak governance, accountability and M&E, and lack of national learning assessment system.** There are four ministries in charge of the education sector with one ministry responsible for each of the education sub-sectors: primary (MINEDUB), secondary (MINESEC), technical and vocational (MINEFOP), higher education (MINESUP, and a fifth ministry in charge of youth affairs and youth policy. Furthermore, 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 in Cameroon. 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 considered into allocation decisions. At the school level, school management councils often exist but have very limited functionality. Finally, there is no systematic 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.

17. **Inadequate sector financing.** Despite recent efforts to improve budget allocation to the sector, financing remains insufficient to meet the needs of the sector. In 2016, the GDP per capital allocation for education in Cameroon was about 3.2 percent, lower than in comparable countries in Africa and around the world. The budget allocated to the education sector represented on average 14.2 percent of the total public expenditure executed annually between 2010 and 2016 which is lower than the GPE's recommended benchmark of 20 percent.

18. **Recent influx of refugees and large number of IDPs.** School attendance amongst IDPs and refugees' children is low. The main reason mentioned is mainly insufficient financial resources (for schools' inputs costs), both in the camps and in the host villages. Other reasons cited concern sociocultural obstacles, such as housework and child labor, constraints on teaching language, custody of animals, girls' early marriages and little confidence of parents in the content of school curricula. Despite lack a specific strategy to handle refugees and IDPs (at the time of the ESS preparation the refugee/IDP crisis has not started yet), the Government of Cameroon demonstrated willingness to ensure schooling of refugees and IDPs in the public schools of host communities.

### C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

19. The Project Development is improve equitable access to quality basic education, with a focus on selected disadvantaged areas.

20. Disadvantaged areas include the following:

- Official priority zones as defined by the Government as ZEPs (*Zones d'Education Prioritaires*)<sup>7</sup> at

<sup>7</sup> The ESS (2006) identified the Far North, North, Adamawa, East, the border regions, and certain "pockets of low levels of school





regional and divisional level (List to be updated by the Government in the project implementation manual (PIM))

- Refugee affected areas (List of communes<sup>8</sup> to be updated by the Government in collaboration with United Nations High Commissioner for Refugees (UNHCR) and other Projects financed under refugee window each year)
- Rural areas (Official list of rural communes available and to be included in the PIM)
- Public primary schools with less than three state-paid teachers (database at school level – only schools enrolling more than 100 pupils)

#### Key Results

21. The following PDO-level results indicators will be used to measure Project outcomes:

- Percentage of public primary schools with at least 3 state paid teachers (only schools enrolling more than 100 pupils) (Nationwide);
- Percentage of students having essential textbooks (based on the new curriculum) at public primary level (Nationwide);
- Pre-primary enrollment in community preschool centers (CPC) in rural areas;
- Completion of newly developed standardized national assessments for 4th and 6th grade in Academic Year 2020-2021;
- Number of public primary schools receiving package of grant funding and school level interventions in refugee affected areas.

#### D. Project Description

22. In line with the Government's ESS and the "*Cameroun emergent à l'horizon 2035*" report, the proposed Project will support the implementation of the Government's program with the aim of increasing equitable access to quality pre-primary and primary education, and improving the quality of primary education through a mix of interventions focused on teaching and learning, governance and information, and multi-sectoral interventions. The interventions will entail a mix between systemic institutional measures and more specific/targeted school-based measures.

23. The proposed Project will support the implementation of the Government's program with the aim of increasing equitable access to quality pre-primary and primary education, and improving the quality of primary education through a combination of teaching and learning, governance and information and multi-sectoral interventions. The interventions will be a mix between systemic policy/institutional measures and more specific/targeted school-based measures.

24. **Project Scope and Description.** The Project covers the whole country – however, in line with the CPF, it places a special focus on the most disadvantaged areas of the country, particularly the North region, the ZEPs and other selected disadvantaged areas using needs-based criteria. It will build on the long-term support extended by the Bank to the education sector in priority areas, and will closely link Project

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participation in the largest cities" as "ZEPs". They will be targeted to receive additional Government support to increase access to education and to improve education outcomes since these areas were lagging behind the rest of the country.

<sup>8</sup> Communes represent local decentralized administrative entities. For MINEDUB, each commune is a subdivision (deconcentrated service). In this document, commune will be utilized to determine areas that are affected by refugees and eventually schools that are eligible for funding from the RSW.





financing to the design and the implementation of structural reforms to ensure their institutionalization. The Project will also support the Government in other key areas, some of which not covered by previous projects (for example, support for the development of ECD, support for refugee-affected communes, and grants to schools using a Performance-based financing (PBF) approach).

25. The project will build on the long-term support from the Bank to the education sector in priority areas which have been identified (as described above, teacher recruitment, textbook provision, quality of education, EMIS and learning assessment) and will also closely link financing to the design and the implementation of structural reforms, to ensure the appropriation and institutionalization of the reforms. The project will also provide support to the Government in key areas and using mechanisms which have not been covered by previous projects (e.g. ECD, refugees and IDPs, and PBF at the school level).

26. The Project, with a total project cost of US\$130.0 million (including financing under Refugee Window – US\$30), and will have three components: (1) Improved Access, Quality, and Education System Management (about US\$95 million); (2) Improving school effectiveness through performance-based financing (about US\$15 million); and (3) Institutional Strengthening and Project Management (about US\$20 million). Project implementation is planned for five years (2018-2022).

27. The first component of the Project will focus on four Government priority reform areas to improve equity, access, and quality in pre-primary and primary education service delivery in disadvantaged areas. This component will adopt a Results-Based Financing (RBF) approach, and will feature Results Areas and respective Disbursement-Linked Indicators (DLI) results under Investment Project Financing (IPF). Related disbursements at the macro level will be contingent upon independent verification of the achievement of DLIs.

28. The second Project component aims to improve education quality and increase accountability at the school level. This component will finance grants to schools using a PBF approach. The disbursement of school grants will be contingent on a school's performance, monitored through selected performance indicators, and will be based on independent verification.

29. The third component, which aims to strengthen institutional capacity and management, will support the areas of M&E, project management, financial management (FM), procurement, safeguards, independent verification, and capacity development. A traditional IPF approach will be used for this component.

### **Government Priority Areas and Project Results Areas**

30. Table 1 below summarizes the structure of the Government's four Priority Areas, and their alignment with Results Areas supported under the Project.



Table 1: Project Components and related Government Priority Areas and Project Results Areas

| Project Component | Government Priority Area   | Project Results Areas   |
|-------------------|--|---|
| Component 1       | <b>Priority Area 1: <i>Enhancing equitable Access to Quality Pre-primary and Primary Education</i></b>                   | <ul style="list-style-type: none"> <li>Improved distribution of teachers recruited by the state in public primary schools (including focus on refugee-affected communes) (DLI 1)</li> <li>Increased capacities of teachers in the effective and efficient use of the new curriculum in pre-primary and primary schools (including focus on refugee-affected communes) (DLI 2)</li> <li>Increased availability of essential textbooks in public primary schools (DLI 3)</li> <li>Increased access to pre-school in rural areas through community pre-schools, in line with national standards (DLI 4)</li> </ul> |
|                   | <b>Priority Area 2: <i>Strengthening Education System Management</i></b>   | <ul style="list-style-type: none"> <li>Establishment of a standardized student learning assessment system for primary and secondary education (DLI 5)</li> <li>Integrated EMIS functional and operational (DLI 6)</li> </ul>  |
|                   | <b>Priority Area 4: <i>Supporting the education needs of public schools in host communities affected by refugees</i></b> | <ul style="list-style-type: none"> <li>Improved learning environment and quality of education for children in host community schools affected refugees (DLI 7)</li> </ul>   |
| Component 2       | <b>Priority Area 3: <i>Improving service delivery through Performance-Based Financing at the school level</i></b>        | <ul style="list-style-type: none"> <li>Support a transition from Input-Based Financing to Performance-Based Financing (PBF) at the school level. (including focus on refugee-affected communes)</li> </ul>  |

## E. Implementation

### Institutional and Implementation Arrangements

#### Implementation Structures and Arrangements

31. **Central Level:** MINEDUB, in coordination with the other three education ministries and MINEPAT, is responsible for the overall implementation and monitoring of the ERSP. The pace of implementation will be progressive, and will be contingent on the implementation of preparatory measures prior to the initiation of reforms. The Project management structure, which builds on existing Government structures, will be comprised of a new PCMU. In addition, Project implementation will depend on effective inter-ministerial coordination and collaboration. For example, support will be needed from the Prime Minister’s Office, MINEPAT, MINFI, the CAA, the Ministry of Public Service and Administrative Reforms (*Ministère de la Fonction Publique et de la Réforme Administrative*, MINFOPRA), MINSEC, MINEFOP, MINESUP, and the Ministry of Public Contracts (*Ministère des Marchés Publics*).



32. **Project Steering Committee (PSC) (*Comité de Pilotage*):** A PSC, chaired by the Minister of MINEDUB, or his or her representative, will be responsible for Project oversight, for providing guidance and for ensuring coordination and synergy among all parties. The PSC will review and approve proposed annual work plans, the budget of the Project as prepared by the PCMU, review Project progress and performance, and ensure implementation of corrective actions to resolve emerging issues, particularly those requiring inter-ministerial actions. PSC membership will include: key ministers (or their representatives) who have a role in supervising operations in their respective ministries, including MINEDUB, MINESEC, MINESUP, MINEFOP, MINEPAT, MINFI, MINFOPRA, Ministry of Public Contracts, Prime Minister office, the CAA and the National Commission of Accreditation of textbooks (*Conseil National d'Agrément des Manuels Scolaires*). Other concerned ministries, agencies and civil society organizations will be invited to participate.

33. **Project Coordination and Management Unit (PCMU)** The envisaged institutional framework is designed to promote efficiency, learning, transparency, good governance and effective information sharing, and to strengthen the reform system in the education sector. The Secretary General of the MINEDUB will oversee and facilitate overall Project implementation, and will assist in Project coordination across ministries and agencies. To ensure smooth Project implementation and coordination, a PCMU, as described above, headed by a Project Coordinator, will be established within MINEDUB and will be responsible for Project planning, execution and management, as well as coordination across relevant directorates and units responsible for delivering DLIs results/targets, textbook procurement and distribution, and M&E of textbook utilization. Under the overall guidance and oversight of the PSC, the ERSP project coordinator is responsible for the project management and coordination, and acts as secretary of the PSC. He or she will be supported by a team consisting by a Financial Management Specialist, a Procurement Specialist, a DLI coordinator, an M&E Specialist, an Archivist, a Communications Specialist, and an internal auditor, as well as support staff. The Coordinator will also monitor the activities carried out by the Program technical units within the ministries concerned. Several new units will be also established to support implementation of results areas.

34. **Support to refugee-affected communes:** An inter-ministerial committee, comprised of representatives of the Ministry of Regional Administration and Decentralization (*Ministère de l'Administration Territoriale et de la Décentralisation*), Ministry of Social Affairs (*Ministère des Affaires Sociales*), MINEDUB, MINESEC, Ministry of Water and Energy (*Ministère de l'Eau et de l'Energie*), Ministry of Health (*Ministère de la Santé Publique*), technical and financial partners, non-governmental organization (NGOs) and other Projects working on the social services sectors led by MINEPAT will be formed to provide support to regions, municipal councils and schools affected by the presence of refugees to ensure access to quality education for all students. The Emergency Unit (Focal Point) will be reinforced to oversee the multiple activities that will be conducted as part of this Project. The Emergency Unit will plan activities in collaboration with all the primary actors responsible for Project implementation.

35. **Performance-Based Financing (PBF) Unit:** A PBF unit, established under MINEDUB, will be responsible for performance-based school grant activities. Local Technical Units for PBF will be responsible for monitoring PBF activities at the divisional level. Local Technical Units will be located in the pilot Project areas and report directly to the national PBF Unit. An implementation mechanism has been



developed for implementation in the pre-pilot project.<sup>9</sup> This mechanism builds on and supports the school council's involvement in school functioning as defined in MINEDUB regulations. This structure, mandatory at the school level, is in turn constituted by parents, teachers and school administrators. PBF design also includes a verification agency and supervision from MINEDUB's administrative chain (Sub-divisional Inspector, and Divisional Delegate). Following lessons learned from the pre-pilot, coordination mechanisms, and the duties and responsibilities of stakeholders will be detailed in the PIM.

36. **At the Regional and Local Level.** Regional Delegates of MINEDUB and MINESEC in concerned regions, working with divisional and district inspectors, will be responsible for monitoring Project activities in their respective regions.

37. **Guidelines for Project implementation and capacity strengthening.** The following two manuals will further elaborate the design and implementation arrangements of the Project: (i) Project Implementation Manual (PIM) , *Manuel de Mise en Oeuvre*, will detail the organizational and technical procedures that will govern and guide implementation, specifying roles and responsibilities of all actors involved in implementation, including environmental and social safeguards management, M&E, PBF as well as the Grievance Redress Mechanism; and (ii) the Procedures Manual (Administration, Finance and Accounting). The Procedures Manual will specify the administrative, financial and accounting, and disbursement mechanisms and protocols.

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<sup>9</sup> Supported by a Bank-executed Trust Fund, the Bank is currently completing a feasibility study and will launch the PBF pre-pilot to experiment PBF in the education sector in Cameroon in December 2016.



**F. 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 disadvantaged areas, as well as Baka in the East and Bagyeli in the South.

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

- Erik Reed, Environmental Safeguards Specialist
- Albert Francis Atangana Ze, Social Safeguards Specialist
- FNU Owono Owono, Social Safeguards Specialist
- Cyrille Valence Ngouana Kengne, Environmental Safeguards Specialist

**SAFEGUARD POLICIES THAT MIGHT APPLY**

| Safeguard Policies                  | Triggered? | Explanation (Optional)   |
|-------------------------------------|------------|--|
| Environmental Assessment OP/BP 4.01 | Yes        | There will be no major environmental implications given that 85 percent of the Project financing will be for activities on education quality and system improvement. Thus, it is expected to promote the benefits of a conducive learning environment including physically adequate facilities. Since there is a potential that schools could utilize a tiny portion of their grants to do minor school repairs, the proposed Project is classified into environmental category “B”. An Environmental and Social Impact Framework (ESMF) was completed, discussed with relevant members of government and community, and was disclosed in Cameroon on January 17, 2018, and through the Infoshop on January 19, 2018. OP 4.12 (Involuntary Resettlement) will not be triggered since the Project activities could potentially only include minor school repairs. Project activities include arrangements for monitoring environmental safeguards compliance. |
| 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         | No  | The project does not foresee any negative impacts on physical Cultural Resources. In addition, activities will not take place around IPs sacred sites.   |
| Indigenous Peoples OP/BP 4.10                  | Yes | The proposed Project is expected to generate positive social impacts by increasing school attendance, improving the quality of education delivered, and providing critical education materials to targeted populations. There are no significant long-term or irreversible adverse impacts expected from Project implementation. The Project is not expected to support any construction activities that would necessitate compensation and resettlement. The Project triggers OP/BP 4.10 (Indigenous People) as a few regions, where indigenous people live, will be targeted. An Indigenous Peoples Plan Framework (IPPF) was prepared to set intervention guidelines. This IPPF was completed, discussed with relevant members of Government and community, and was disclosed in Cameroon on January 17, 2018, and through the Infoshop on January 19, 2018. The PCMU is considered to have acquired significant experience in implementing World Bank Safeguards through the experienced with the CEQUIL Project. A social audit was conducted on refugees' access to schools in rural areas, in order to analyze socio-cultural factors that undermine school attendance among refugees, and to evaluate the demographics of refugee populations as a large proportion of refugees are Bororos. |
| Involuntary Resettlement OP/BP 4.12            | No  | The project does not foresee any involuntary resettlement or acquisition of land.  |
| Safety of Dams OP/BP 4.37                      | No  | The project will not affect dams.  |
| Projects on International Waterways OP/BP 7.50 | No  | The project will not be in international waterways.  |
| Projects in Disputed Areas OP/BP 7.60          | No  | The project will not be 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 is expected to have little or no environmental impact. Moreover, to the extent that it will focus improvement in the quality of basic education in selected disadvantaged areas, it will promote sound education, with appropriate learning environment. An Environmental and Social Impact Framework (ESMF) was completed, consulted upon, and disclosed in Cameroon on January 17, 2018. OP 4.12 will not be triggered since project activities will only include minor repairs through school grants, based on guidelines specified in Project Implementation Manual. OP 4.10 will be triggered given the focus on addressing equitable access to education for indigenous peoples children. As a result, an Indigenous People Planning Framework (IPPF) was prepared, consulted upon with relevant stakeholders, and disclosed in Cameroon on January 17, 2018.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

The Project is unlikely to have any potential indirect and/or long term negative impacts through its future activities. To the extent that the focus is on improving access to quality of education, alongside educational systems strengthening, some unintended positive environmental and social development effects may accrue in project areas. For instance, education awareness for indigenous children may encourage facilitating of registration through greater availability of information, thereby removing a huge barrier to education for many children in rural areas, who have difficulty later on in presenting for examinations due to not being registered.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

N/A

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.

There are adequate legal and institutional frameworks in the country to ensure compliance with World Bank safeguards policies triggered by the proposed project. The Government will hire environment and social safeguards consultants as needed to ensure that the safeguards instruments are implemented. During supervision, the WB safeguards team will also verify the project's compliance with safeguards requirements. The project will also mobilize adequate financial resources for safeguards implementation and monitoring.

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

During project preparation, the stakeholders (affected people, CSOs and public administration partners) were consulted during the preparation of the main safeguards instruments. A workshop was organized in Yaoundé to present the main safeguards instruments (ESMF and IPPF) on January 17, 2018 and specifically, for the IPs, the consultation will be organized in the East with the main IPs. During the launch of project activities, consultations will be organized in the main project areas to ensure ownership by the main stakeholders of the safeguards instruments.





**B. Disclosure Requirements**

**Environmental Assessment/Audit/Management Plan/Other**

|                             |                                   |  |
|-----------------------------|-----------------------------------|--|
| Date of receipt by the Bank | Date of submission for disclosure | For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors |
| 05-Jan-2018                 | 09-Jan-2018                       |  |

**"In country" Disclosure**

Cameroon  
17-Jan-2018

Comments

**Indigenous Peoples Development Plan/Framework**

|                             |                                   |
|-----------------------------|-----------------------------------|
| Date of receipt by the Bank | Date of submission for disclosure |
| 05-Jan-2018                 | 09-Jan-2018                       |

**"In country" Disclosure**

Cameroon  
17-Jan-2018

Comments

Disclosure on Ministry of Education (MINEDUB's) website and in a national newspaper]=

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

**OP/BP/GP 4.01 - Environment Assessment**

Does the project require a stand-alone EA (including EMP) report?

No

**OP/BP 4.10 - Indigenous Peoples**

Has a separate Indigenous Peoples Plan/Planning Framework (as appropriate) been prepared in consultation with affected Indigenous Peoples?

Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

Yes



If the whole project is designed to benefit IP, has the design been reviewed and approved by the Regional Social Development Unit or Practice Manager?

NA

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

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

Yes

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?

Yes

### **All Safeguard Policies**

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

Yes

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

Yes

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

Yes

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

Yes

## **CONTACT POINT**

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**APPROVAL**

|                      |                                   |
|----------------------|-----------------------------------|
| Task Team Leader(s): | Irajen Appasamy<br>Vincent Perrot |
|----------------------|-----------------------------------|

**Approved By**

|                           |                   |             |
|---------------------------|-------------------|-------------|
| Safeguards Advisor:       | Maman-Sani Issa   | 29-Jan-2018 |
| Practice Manager/Manager: | Halil Dundar      | 29-Jan-2018 |
| Country Director:         | Elisabeth Huybens | 03-Feb-2018 |