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Report No: PAD2366

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 80.3 MILLION
(US\$100 MILLION EQUIVALENT)

AND A

PROPOSED GRANT

IN THE AMOUNT OF SDR 20.6 MILLION
(US\$30 MILLION EQUIVALENT)
FROM THE IDA18 REFUGEE SUB-WINDOW

TO THE

REPUBLIC OF CAMEROON

FOR AN

EDUCATION REFORM SUPPORT PROJECT

March 13, 2018

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective: January 31, 2018)

Currency Unit = CFA Franc (FCFA)

FCFA 526.6616 = US\$1

US\$1.4712 = SDR1

US\$ 1= EUR 0.080289041

FISCAL YEAR

January 1 - December 31

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
AFD	French Development Agency (<i>Agence Française de Développement</i>)
ANTILOPE	<i>Application nationale pour le traitement informatique et logistique du personnel du Etat</i>
APEE	Students' Parents and Teachers Association (<i>Association des Parents d'Elèves et des Enseignants</i>)
BUCREP	Central Bureau of the Census and Population Studies (<i>Bureau Central des Recensements et des études sur la population</i>)
CAA	Autonomous Amortization Unit (<i>Caisse Autonome d'Amortissement</i>)
CAR	Central African Republic
CE1/CE2	Primary Grade 1/Primary Grade 2 (<i>Cours Élémentaire 1/Cours Élémentaire 2</i>)
CEQUIL	Cameroon Equity and Quality for Improved Learning
CM1/	Middle School Level 1 (<i>Cours Moyen 1</i>)
CM2	Middle School Level 2 (<i>Cours Moyen 2</i>)
CP	Preparatory Course (<i>Cours Préparatoire</i>)
CPC	Community Pre-school Center
CPF	Country Partnership Framework
CPS	Special Preparatory Course (<i>Cours Préparatoire Spécial</i>)
DA	Designated Account
DEMP	Directorate of Pre-Primary and Primary Education (<i>Direction de l'Enseignement Maternel et Primaire</i>)
DSSAPS	Directorate of Sports Health and Extracurricular Activities (<i>Direction de la Santé des Sports et des Activités Post et Péri Scolaires</i>)
DLI	Disbursement-linked Indicator
DP	Development Partner
DPPC	Directorate for Policy, Planning, and Cooperation (<i>Direction de la Planification, de la Prospection et de la Coopération</i>)

DRFM	Directorate of Financial Resources and Equipment (<i>Direction des Ressources Financières et Matérielles</i>)
DRH	Human Resources Department (<i>Direction des Ressources Humaines</i>)
DSCE	Growth and Employment Strategy Paper (<i>Document de Stratégie pour la Croissance et l'Emploi</i>)
ECAM	Fourth Cameroon Household Survey (<i>Enquête Camerounaise auprès des Ménages</i>)
ECD	Early Childhood Development
EEP	Eligible Expenditure Program
EiE	Education in Emergency
EMIS	Education Management Information System
ENIEG	Teacher Training Institute (<i>Ecoles Normales d'Instituteurs de l'Enseignement Général</i>)
ERSP	Education Reform Support Project
ESMF	Environmental and Social Management Framework
ESS	Education Sector Strategy 2013 (<i>Document de Stratégie du Secteur de l'Education et de la Formation 2013</i>)
FCGDO	Fiscal Consolidation and Growth Development Policy Operation
FM	Financial Management
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GPE	Global Partnership for Education
HSPRP	Health System Performance Reinforcement Project
IDA	International Development Association
IDB	Islamic Development Bank
IDF	Institutional Development Fund
IDP	Internally Displaced Person
IUFR	Interim Unaudited Financial Report
INS	<i>Institut National de Statistique (National Institute of Statistics)</i>
IPF	Investment Project Financing
IPP	Indigenous Peoples Plan
IPPF	Indigenous Peoples Plan Framework
ISP	Implementation Support Plan
IVA	Independent Verification Agency
LEG	Local Education Group
MDG	Millennium Development Goal
MINATD	Ministry of Territorial Administration and Decentralization (<i>Ministère de l'Administration Territoriale et de la Décentralisation</i>)
MINEDUB	Ministry of Basic Education (<i>Ministère de l'Education de Base</i>)
MINEFOP	Ministry of Employment and Professional Training (<i>Ministère de l'Emploi et de la Formation Professionnelle</i>)
MINEPAT	Ministry of Planning, Economy, and Regional Integration (<i>Ministère de l'Économie, de la Planification et de l'Aménagement du Territoire</i>)
MINESEC	Ministry of Secondary Education (<i>Ministère des Enseignements Secondaires</i>)
MINESUP	Ministry of Higher Education (<i>Ministère de l'Enseignement Supérieur</i>)
MINFI	Ministry of Finance (<i>Ministère des Finances</i>)
MINFOPRA	Ministry of Public service and Administrative Reform (<i>Ministère de la Fonction Publique et de la Réforme Administrative</i>)

MINMAP	Ministry for Public Contracts (<i>Ministère des Marchés Publics</i>)
MTR	Midterm Review
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NPF	New Procurement Framework
PASEC	Program for the Analysis of Education Systems (<i>Programme d'Analyse des Systèmes Educatifs de la CONFEMEN – Conférence des Ministres de l'Éducation des États et Gouvernement de la Francophonie</i>)
PBF	Performance-based Financing
PCMU	Project Coordination and Management Unit
PCR	Primary Completion Rate
PDO	Project Development Objective
PIM	Project Implementation Manual
PNDP	Community Development Program Support Project (<i>Projet National de Développements Participatif</i>)
PSC	Project Steering Committee (<i>Comité de Pilotage</i>)
RBF	Results-based Financing
RSW	Refugee sub-window
SDG	Sustainable Development Goal
SGBV	Sexual and Gender-based Violence
SIL	Basic Literacy Level (<i>Section d'Initiation au Language</i>)
SIGED	<i>Système Intégré de Gestion des Décaissements</i> ('Integrated System of Disbursements Management')
SIGIPES	<i>Système Informatique de Gestion Intégré des Personnels de l'Etat et de la Solde</i> ('Integrated Human Resource and Salaries Information System')
SMC	School Management Council (<i>conseil d'école/établissement</i>)
SORT	Systematic Operations Risk-Rating Tool
ST	Technical Secretariat (<i>Secrétariat Technique</i>)
TA	Technical Assistance
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WDR	World Development Report
WFP	World Food Programme
ZEP	Education Priority Zone (<i>Zone d'Education Prioritaire</i>)

Regional Vice President: Makhtar Diop

Country Director: Elisabeth Huybens

Senior Global Practice Director: Jaime Saavedra Chanduvi

Practice Manager: Halil Dundar

Task Team Leader(s): Irajén Appasamy, Vincent Perrot



BASIC INFORMATION

Is this a regionally tagged project? No	Country(ies)	Financing Instrument Investment Project Financing
<input checked="" type="checkbox"/> Situations of Urgent Need of Assistance or Capacity Constraints <input type="checkbox"/> Financial Intermediaries <input type="checkbox"/> Series of Projects		
Approval Date 03-Apr-2018	Closing Date 29-Dec-2023	Environmental Assessment Category B - Partial Assessment
Bank/IFC Collaboration No		

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

Component Name	Cost (US\$, millions)
Improving Access, Quality and Education System Management	95.00
Improving School Effectiveness through Performance-based Financing	15.00
Institutional Strengthening and Project Management	20.00

Organizations

Borrower : Ministry of Economy and Planning
Implementing Agency : Ministry of Basic Education



PROJECT FINANCING DATA (US\$, Millions)

<input type="checkbox"/> Counterpart Funding	<input type="checkbox"/> IBRD	<input checked="" type="checkbox"/> IDA Credit	<input checked="" type="checkbox"/> IDA Grant	<input type="checkbox"/> Trust Funds	<input type="checkbox"/> Parallel Financing
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Total Project Cost:
130.00

Total Financing:
130.00

Financing Gap:
0.00

Of Which Bank Financing (IBRD/IDA):
130.00

Financing (in US\$, millions)

Financing Source	Amount
IDA-62160	100.00
IDA-D2910	30.00
Total	130.00

Expected Disbursements (in US\$, millions)

Fiscal Year	2018	2019	2020	2021	2022	2023
Annual	0.00	12.00	20.00	30.00	40.00	28.00
Cumulative	0.00	12.00	32.00	62.00	102.00	130.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas



Climate Change and Disaster Screening

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

Gender Tag

Does the project plan to undertake any of the following?

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

Yes

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

Yes

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

Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

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

COMPLIANCE

Policy

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

[] Yes [✓] No



Does the project require any waivers of Bank policies?

Yes No

Safeguard Policies Triggered by the Project

Yes No

Environmental Assessment OP/BP 4.01

✓

Natural Habitats OP/BP 4.04

✓

Forests OP/BP 4.36

✓

Pest Management OP 4.09

✓

Physical Cultural Resources OP/BP 4.11

✓

Indigenous Peoples OP/BP 4.10

✓

Involuntary Resettlement OP/BP 4.12

✓

Safety of Dams OP/BP 4.37

✓

Projects on International Waterways OP/BP 7.50

✓

Projects in Disputed Areas OP/BP 7.60

✓

Legal Covenants

Sections and Description

FA reference: Schedule 2, Section I, A.3.

The Recipient shall establish, not later than two weeks after the Effective Date, a Project Steering Committee, headed by the Ministry of Basic Education and including representatives of the Office of the Prime Minister, Ministry of the Economy, Planning, and Regional Development, Ministry of Employment and Professional Training, Ministry of Higher Education, Ministry of Secondary Education, and Ministry of Public Contracts, and with an institutional framework, functions, and resources satisfactory to the Association for this purpose.

Sections and Description

FA reference: Schedule 2, Section I, A.7.

The Recipient shall establish, not later than two weeks after the Effective Date, an Education Management Information system Unit, with an institutional framework, composition, functions, functions, and resources, including competent personnel in adequate numbers, satisfactory to the Association for this purpose.

Sections and Description

FA reference: Schedule 2, Section I, A.9.

The Recipient shall establish, not later than one month after the Effective Date, a Performance-based Financing Unit Unit, with an institutional framework, composition, functions, functions, and resources, including competent



personnel in adequate numbers, satisfactory to the Association for this purpose.

Sections and Description

FA reference: Schedule 2, Section IA, 12(a)(b)

The Recipient shall appoint not later than four months after the Effective Date verification agencies for Part 1 of the Project, and ensure that such agencies: (i) carry out not later than June 30 and December 31 of each year, the verification of the achievement of Disbursement-linked Results in accordance with the Verification Protocols; and (ii) submits to the Recipient and the Association, not later than July 31 and January 31, respectively of each year of project implementation and in form and substance satisfactory to the Association, reports on such verification; except for such verification in the first year of project implementation, to be carried out no later than June 30, and the report on such verification to be submitted to the Recipient and the Association not later than August 31.

Sections and Description

FA reference: Schedule 2, Section IA, 14(a)

The Recipient shall appoint, not later than twelve months after the Effective Date and thereafter as required from time to time throughout Project implementation, independent partner agencies, under terms of reference satisfactory to the Association, for planning, management and monitoring and evaluation of Part 2 of the Project, including verification of data verification and other evidence relating to the achievement of targets for Performance-based grants.

Sections and Description

FA reference: Schedule 2, Section IA, 14(b)

The Recipient shall ensure that such agency(ies) to be appointed under Section IA, (a): (i) carries (y) out not later than March 31, June 30 and December 31 of each year of Project implementation, and in a manner satisfactory to the Association, the verification of targets for Performance-based Grants during the period after the Effective Date or the preceding verification, as applicable; and (ii) submit(s) to the Recipient and the Association, not later than April 30, July 31 and January 31, of each year of project implementation and in form and substance satisfactory to the Association, reports on such verification.

Sections and Description

FA reference: Schedule 2, Section I.B.

The Recipient shall prepare and adopt, (a) not later than three months after the Effective Date, a Project Implementation Manual and a Project Procedures Manual; and (b) as soon as practicable, a Performance-based Financing Manual, all in form and substance satisfactory to the Association. Thereafter, the Recipient shall ensure that the Project is carried out in accordance with said Manuals; provided that, in the event of a conflict between the provisions of any of said Manuals and those of this Agreement, the latter shall govern. Except, as the Association agrees in writing, the Recipient shall not assign, amend, abrogate, or waive, or permit to be assigned, amended, abrogated, or waived, said Manuals.

Sections and Description



FA reference: Schedule 2, Section I.C.1.

The Recipient shall throughout Project implementation furnish to the Association for approval as soon as available, but in any case not later than November 30 of each year, the annual work plan and budget for the Project for each subsequent year of Project implementation, of such scope and detail as the Association shall have reasonably requested and including the annual work plans and budgets for the Project of all relevant ministries and agencies, except for the annual work plan and budget for the Project for the first year of Project implementation, which shall be furnished not later than one month after the Effective Date.

Sections and Description

FA reference: Schedule 2, Section III.B.(d).

No withdrawal shall be made under Category (2) for Performance Grants, until and unless the Recipient has prepared and adopted a Performance-based Financing Manual in accordance with the provisions of Section I.B.1 of Schedule 2.

Conditions

Type
Effectiveness

Description
None.

PROJECT TEAM

Bank Staff

Name	Role	Specialization	Unit
Irajen Appasamy	Team Leader(ADM Responsible)	Operations	GED13
Vincent Perrot	Team Leader	Education	GED13
Ibrah Rahamane Sanoussi	Procurement Specialist(ADM Responsible)	Procurement	GGOPF
Celestin Adjalou Niamien	Financial Management Specialist	Financial Management Specialist	GGOAC
Alain Gaugris	Team Member	Statistics	GMTA1
Albert Francis Atangana Ze	Social Safeguards Specialist	Social Development	GENDR
Benjamin Burckhart	Team Member	Social Development	GSU01
Bertille Gerardine Ngameni Wepanjue	Team Member	Financial Management	GGOAC



Carole Ndjitcheu	Team Member	Operations	AFCC1
Che Charles	Team Member	Early Years/ECD	GED07
Chrystelle Isabelle Mfout Tapouh	Team Member	Program Assistant	AFCC1
Cyrille Valence Ngouana Kengne	Environmental Safeguards Specialist	Environment	GEN07
Elif Yonca Yukseker	Team Member	Operations	GED13
Erik Reed	Environmental Safeguards Specialist	Environment	GEN07
FNU Owono Owono	Social Safeguards Specialist	Social Development	GSU01
Faly Diallo	Team Member	Finance	WFACS
Helene Simonne Ndjebet Yaka	Team Member	Operations	AFCC1
Lucy Katherine Bassett	Team Member	Education	GED13
Monique Ndome Didiba Epse Azonfack	Team Member	Procurement	GGOPF
Sameena Dost	Counsel	Legal	LEGAM
Sylvie Munchep Ndze	Team Member	Procurement	AFCC1
Yevgeniya Savchenko	Team Member	Economics	GED13
Zacharie Ngueng	Team Member	Education	GED13
Extended Team			
Name	Title	Organization	Location
Eugen Palade	Curriculum and Textbook Specialist		



CAMEROON
CAMEROON EDUCATION REFORM SUPPORT PROJECT

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I. STRATEGIC CONTEXT

A. 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 percent and 5.9 percent between 2013 and 2015, with GDP per capita estimated at US\$1,429 in 2014.¹ Over the last decade, the pace of economic growth has been too slow to drive significant poverty reduction, or promote shared prosperity in a socially and environmentally sustainable way. Between 2001 and 2014, the incidence of poverty declined marginally from 40.1 percent to 37.5 percent, with the poorest 40 percent of the population becoming poorer over the same time.² Despite a significant endowment of natural resources (including oil, high-value timber, and agricultural products) and a comparably well-educated workforce, the pace of economic growth is 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. 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 2014 household survey found that 56.8 percent of rural families are poor, compared to just 8.9 percent of urban families.³ Overall, 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: 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 poverty has increased in northern Cameroon, the incidence of poverty in the center-west of the country (in the Littoral, Center, West, and South West regions), as well as in Douala and Yaoundé, has declined.
- 3. A rapid increase in poverty in northern Cameroon had been observed before the heightened regional insecurity associated with Boko Haram activities in 2014.** The deterioration of the security environment in northern Cameroon occurred largely over the course of the past three years, following the collection of data in support of the 2014 *Enquête Camerounaise auprès des Ménages* (ECAM – Cameroon Household Survey) household survey. Therefore, ECAM's poverty estimates for the northern regions should be considered lower bounds, since the impact of an influx of refugees and the closure of markets, roads, and frontiers was not captured. According to the 2014 ECAM, approximately 2.4 million people are deemed food-insecure, and 250,000 people are estimated to be suffering from acute malnutrition, because of the impact of interrupted agricultural activities and trade, population displacement, increased vulnerability, and food insecurity in the Far North region.
- 4. The impact of the refugee crisis has reinforced existing patterns of spatial inequity.** As of November 2017, Cameroon was host to 338,505 refugees, over 70 percent of whom originated in the Central African Republic (CAR), 28 percent in Nigeria, and 0.5 percent in Chad, with the remainder

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

² INS (Institut National de Statistique). 2014. "Fourth Cameroon Household Survey, *Enquête Camerounaise Auprès des Ménages* (ECAM 4)". Yaounde, Cameroon.

³ INS (Institut National de Statistique). 2014. "Fourth Cameroon Household Survey, *Enquête Camerounaise Auprès des Ménages* (ECAM 4)". Yaounde, Cameroon.



originating in other African countries. In general, there are two distinct refugee situations in Cameroon: (a) approximately 248,000 Central African Republic 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 country) and (b) approximately 91,000 Nigerian refugees who fled violence in north eastern Nigeria live in the Far North region. The destabilizing impact of refugee populations in the Far North region is compounded by the presence of 242,000 internally displaced persons (IDPs) (see annex 6).

5. The humanitarian crisis, resulting from the Boko Haram insurgency and terrorist attacks, and the conflict in 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, and access to basic social services, including health and education, as well as the need to register refugees. Challenges associated with education are exacerbated by the nomadic culture of many refugees from CAR, of whom only a minority attended primary school in their country of origin. 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 before the humanitarian crisis and this contributed to a further deterioration in the learning environment and low learning outcomes.⁴

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 km² of the country's total area of 475,442 km². 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.

B. Sectoral and Institutional Context

7. Cameroon's fragmented education system is overseen by four line ministries: the Ministry of Basic Education (*Ministère de l'Éducation de Base*, MINEDUB), Ministry of Secondary Education (*Ministère des Enseignements Secondaires*, MINESEC), Ministry of Higher Education (*Ministère de l'Enseignement Supérieur*, MINESUP), and Ministry of Employment and Professional Training (*Ministère de l'Emploi et de la Formation Professionnelle*, MINEFOP). Moreover, the formal educational and training system in Cameroon is divided into two subsystems: Francophone and Anglophone. From pre-school to end of secondary, these systems function in parallel. At the tertiary level, they are consolidated into one system. However, tertiary education institutions adopt different academic cultures premised on the dominant linguistic culture of the environment in which they are located. In both the Francophone and Anglophone subsystems, primary education comprises six years of education with unified objectives and curriculum. Secondary schooling consists of a seven-year cycle for both systems. However, in the Francophone system this is divided into a four-year cycle of lower secondary education and a three-year cycle of upper

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



secondary education. In the Anglophone system, there is a cycle of five years for lower secondary and a cycle of two years for upper secondary education. In terms of enrollment, the Francophone system accounts for approximately 80 percent of enrollment in primary education and 75 percent of enrollment in secondary education. Most students are enrolled in public schools at the primary (75 percent) and secondary (72 percent) levels, while most students are enrolled in private school at the pre-primary level (61 percent), with only 2 percent enrolled in community pre-school centers.

8. **Between 2011 and 2015, Cameroon made progress with respect to increasing access to, and completion of, primary education. However, enrollment and completion rates are still well below what is needed to attain universal primary education, and underlying disparities are persistent.** According to the 2014 Statistical Yearbook, the Primary Completion Rate (PCR) in Cameroon has plateaued following a slight increase of 2 percentage points (from 74.2 percent in 2013/14 to 76.3 percent in 2014/15). At this pace, it is unlikely that the system will achieve the 2020 target of a PCR of 100 percent, as articulated in the Government of Cameroon's (henceforth, the Government) Education Sector Strategy (*Document de Stratégie du Secteur de l'Éducation et de la Formation*, ESS, 2013–2020). Wide disparities in school attendance are associated with gender and socioeconomic characteristics. For example, net attendance for girls in rural areas is approximately 65 percent, compared to 79 percent for boys, and the overall gross enrollment rate (GER) among boys exceeds that of girls (139 percent compared to 129 percent in 2014/15). For the period spanning 2011 to 2014, the transition rate between primary and secondary school for both boys and girls, was approximately 69 percent. Education priority zones⁵ (*Zones d'Éducation Prioritaire*, ZEPs) and rural areas demonstrate weaker service delivery and poorer education outcomes. For example, the PCR for the country, as a whole, increased from 72 percent in 2011 to 76.3 percent in 2014, and the PCR for girls increased from 67.3 percent in 2011 to 70.3 percent in 2014/15, while in the ZEPs, the PCR for girls increased from 59 percent in 2011 to 63.6 percent in 2014.

Key Issues Facing the Education Sector

9. **Cameroon's education sector faces a number of major challenges**, including (a) regional and gender disparities in access to basic education; (b) poor quality of basic education; (c) limited availability of early childhood development (ECD) programs; (d) weak management and governance, including poor sector coordination, planning, and monitoring and evaluation (M&E); and (e) inadequate sector financing and internal inefficiency. Moreover, the recent influx of refugees (approximately 248,000 from the Central African Republic and 91,000 from Nigeria), and the presence of approximately 242,000 IDPs, including school-age children, in the East and northern regions (Far North, North, and Adamawa) of the country, has exacerbated existing inequalities with regard to access to education.⁶

Inequitable Access to Education - Regional and Gender Disparities

- (a) **Despite an increase in primary school enrollment, girls' participation in school lags that of boys.** Over the past 15 years, the school-age population has grown by approximately 2.5 percent per year. The total number of students enrolled across all levels of education is now more than 5.7 million, of whom almost 3.6 million are enrolled at the primary level. In

⁵ The ESS (2006) identified the Far North, North, Adamawa, East, the border regions, and certain 'pockets of low levels of school participation in the largest cities' as 'ZEPs'. They will be targeted to receive additional Government support to increase access to education and improve education outcomes because these areas were lagging the rest of the country.

⁶ *Organisation Internationale pour les Migrations*. Aout, 2017, *Matrice de Suivi des Déplacements*.



2010/11, girls accounted for only 46.5 percent of enrollment at the primary level, while they accounted for 47.2 percent and 48.8 percent of enrollment in the lower and upper secondary education levels, respectively. Moreover, wide gender disparities exist in school attendance, with 65 percent net attendance among girls in rural areas, compared to 79 percent among boys in rural areas. Poverty, household responsibilities, poor pedagogical practices, and early marriage are some of the primary factors driving gender disparities.

- (b) **There are considerable regional disparities in educational outcomes. Regional disparities are most pronounced among the three northern regions the East region, and rural areas.** Indicators on school enrollment for 6- to 11-year-olds and on literacy rates for 15-year-olds and above reflect these disparities. Moreover, secondary enrollment in the Far North (secondary net enrollment rate: girls - 16.2 percent; boys - 31.8 percent) and North regions (secondary net enrollment rate: girls - 18.4 percent; boys - 36.2 percent) compare very unfavorably with the rest of the country (girls - 50.4 percent, and boys - 55 percent). Several non-ZEP areas, for example, remote and hard-to-reach areas such as Bakassi, and rural areas generally demonstrate lower educational outcomes compared to urban areas.
- (c) **Primary school enrollment for children in indigenous communities, including Bororo children is very low** (48.3 percent of Bororo children do not attend school),⁷ particularly among girls, with large numbers of children lagging years behind their peers at the primary level. Dropout rates for children in these populations remain high. Nomadic lifestyles, cultural beliefs that undermine female participation in schools, severe poverty, and humiliation and bullying on the part of classmates and teachers are some of the social and economic factors that undermine access to education among indigenous peoples.

Poor Quality of Primary Education

10. **Low learning achievement in primary education remains a major challenge.** An assessment of learning outcomes conducted in 2014 by the Program for the Analysis of Education Systems (*Programme d'Analyse des Systèmes Educatifs de la CONFEMEN*, PASEC) found that reading and mathematics competencies at the primary level in Cameroon were modest. While in 2005, Cameroon had been a leader among the Francophone countries of the region who participated in PASEC, the 2014 assessment confirmed that learning achievement has been declining since 1996.⁸ Evidence of these trends was further buttressed by the results of a 2017 learning assessment undertaken by the Government under the auspices of the current Global Partnership for Education (GPE)-funded Cameroon Equity and Quality for Improved Learning (CEQUIL) Project. The results revealed that at the end of primary education, less than one-half of students demonstrated the expected competencies in language and mathematics. It was also found that students in urban areas and students enrolled in private schools tended to perform better than their peers in rural and public schools.

11. As highlighted in the 2018 World Development Report (WDR), children from poor households demonstrate much lower learning outcomes than children from wealthier households. While this finding

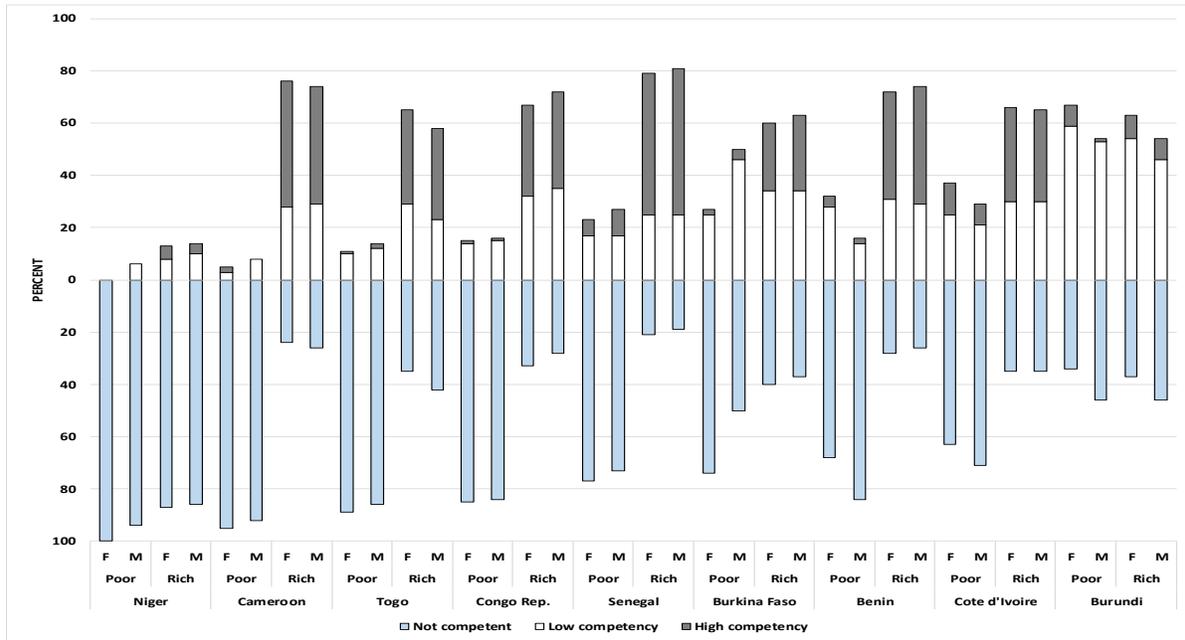
⁷ Institut de Formation et de Recherche Démographiques. 2017. *Analyse de l'accès des réfugiés à l'école dans les zones rurales du Cameroun.*

⁸ The 2005 Grade 5 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.



is common in many African countries, the magnitude of the difference in performance on learning assessments between poor and wealthy children is largest in Cameroon (see figure 1).

Figure 1. Learning Achievement by Country and Poverty Quintiles



Source: World Development Report. World Bank, 2018.

12. Two key factors contribute to poor learning outcomes in Cameroon: (a) poor teacher quality and (b) a shortage of textbooks and teaching and learning materials.

(a) **Overall teacher quality is low, stemming from a shortage of qualified state-paid teachers, poor teacher deployment, and suboptimal teacher training:**

- (i) **A shortage of state-paid teachers negatively impacts the quality of primary education.** The continuing increase in student enrollment, combined with high levels of teacher attrition—due to retirement and/or the use of teachers by other public agencies—has compelled Students’ Parents and Teachers Associations (*Associations de Parents d’Elèves et des Enseignants*, APEE) to hire more community teachers (*maîtres des parents*) who are paid by parents. In 2014/15, there were 27,458 community teachers, equivalent to 40 percent (and up to 46 percent in some regions) of the teaching force, employed in primary schools. In this context, the Contract Teacher Program and the intensive use of teachers paid by parents largely account for improvements in the pupil-teacher ratio in public schools;
- (ii) **Significant structural challenges regarding teacher management and deployment persist.** Teacher availability and deployment issues remain largely unresolved.



Furthermore, the system is undermined by the absence of a comprehensive medium-term policy for teacher recruitment, deployment, and financing; and

- (iii) **Teacher training is highly theoretical with very limited practical training.** A lack of practical training has contributed to the generally poor quality of graduates from the teacher training institutes (*Ecoles Normales d'Instituteurs de l'Enseignement Général*, ENIEGs). The existing approach to teacher training requires attention, particularly regarding the effective use of teaching and learning materials (through hands-on experience) to ensure that teachers can grasp the nuances of building basic literacy and numeracy skills. A new curriculum is being finalized with the support of the Islamic Development Bank (IDB) and will serve as the basis for implementing an updated teacher training strategy.

- (b) **There is a severe shortage of textbooks and teaching and learning materials.** While access to textbooks is an acute challenge in many Sub-Saharan African countries, the textbooks-to-pupil ratio in Cameroon is among the lowest in the world, with an average of one textbook per 12 students, falling to one textbook per 30 students in some regions. The primary causes of low textbook-to-pupil ratios are (a) the high cost of textbooks (incurred mainly by families), (b) the limited availability of textbooks outside the major cities, and (c) the poor quality of textbooks (in terms of content and materials). These challenges are largely associated with weaknesses in the national textbook policy framework and weak overall management of the textbook development and supply chain. While revamping the national textbook policy has been under discussion a few years at the national level, there has been a significant acceleration in the process over the past year, mainly as a result of (a) increasing political and social pressure focusing on the issue; (b) the production of a World Bank technical note on textbook policy that was widely discussed with various stakeholders; (c) implementation of the CEQUIL Project (P133338), which stimulated debate on the issue; and (d) inclusion of the development of a new strategy for textbook policy and the establishment of a textbook technical unit as a priority action in the recently approved IDA-financed first Fiscal Consolidation and Growth Development Policy Operation (FCGDO).

Limited Availability of ECD Programs

13. **Pre-school coverage is low with significant variation in quality.** MINEDUB is primarily responsible for the administration of pre-school education. This is complemented by a system of childcare facilities (*'crèches'*) for children ages 0 to 3 years administered by the Ministry of Social Affairs (*Ministère des Affaires Sociales*). Only about 37.5 percent of 3 to 5 years old attend pre-schools. While differences in attendance by gender are small (30.6 percent for boys and 29.6 percent for girls), variations associated with geographic and social variables are much more significant. In urban areas, 68 percent of appropriately aged children attend pre-school, compared to only 32 percent in rural areas, and 43.7 percent of children from the richest quintile of households attend pre-school compared to 24.9 percent of their peers from the poorest quintile. Regional disparities are the most pronounced: access to pre-schools is considerably lower in the North and Far North regions. For example, approximately 60 percent of age-appropriate children attend pre-schools in the Center and Littoral regions, compared to only 5.3 percent in the Far North and 9 percent in the North region. Moreover, the quality of pre-school services



and infrastructure varies significantly, with only 39 percent of public pre-schools having access to potable water, ranging from 15 percent to 65 percent depending on the region.⁹

Weak Sector Governance and Management

14. Weak sector governance and management is driven by critical constraints, both at the central and school levels.

- (a) **The institutional context is fragmented.** As described earlier, there are four ministries in charge of the education sector with one ministry responsible for each of the education subsectors: primary, secondary, technical and vocational, and higher education. Moreover, there are two education systems that operate in parallel: one for the Francophone and one for the Anglophone parts of the country, respectively. Fragmentation contributes to a lack of coordination and cohesion within Cameroon's education system. In addition, a dearth of policy frameworks, mechanisms and resources to empower officials, personnel, and communities at the local level undermine efforts to improve the adequacy and quality of service delivery at the frontline.
- (b) **There is no systematic national assessment framework for student learning.** Student learning achievement is mainly tested at the end of the primary and secondary education cycles through high-stakes examinations. Cameroon has participated in several rounds of the PASEC and has recently carried out a national Early Grade Reading Assessment. The Government is also keen to carry out an Early Grade Mathematics Assessment in the near future. These different assessments are not anchored to a more systematic national assessment framework. This would allow for tracking student learning on a national scale, providing diagnostics and identifying solutions for improving, the education system, and equipping decision-makers with reliable and timely information to guide policy decisions, adjustments, or reforms. There is currently limited technical capacity to conduct large-scale assessments, disseminate assessment results, and provide evidence-based guidance to those responsible for curriculum reform and teacher training.
- (c) **The availability and quality of education data are poor.** The Education Management Information System (EMIS) in Cameroon is complex, with each of the four ministries of education collecting data for the subsector for which they are responsible in the absence of institutional coordination mechanisms. Despite some progress, there is still considerable variability in the quality (completeness, timeliness, and reliability) of data collected by each ministry. Comparability is difficult as methods for data compilation differ from one ministry to another. The EMIS for primary education, managed by MINEDUB, is perhaps the most advanced. The United Nations Educational, Scientific, and Cultural Organization (UNESCO) is supporting the Government's efforts to develop and link regionally comparable data and the United Nations Children's Fund (UNICEF) is undertaking a pilot data collection and school mapping exercise in ZEPs to capture information on various school-level indicators. With the World Bank's technical support and financing, the Government has prepared school report cards across the country, but these are yet to be mainstreamed.

⁹ MINEDUB. Statistical Yearbook 2014 data.



- (d) **Weak governance and accountability are persistent in the education sector.** Tackling accountability issues is complicated by poor governance across various levels of the education system. Accountability is weak at all levels of the education system, in part because education sector stakeholders do not have access to reliable and timely sector performance data to stimulate accountability. Resources to support public schools are not allocated transparently, and performance is not considered in allocation decisions. At the school level, school management councils (*conseils d'écoles/établissements*, SMCs) often exist but have very limited functionality. While there are local inspectorates to monitor school operations, the size of local councils¹⁰ and large numbers of schools makes it difficult for inspectors to visit all schools regularly.

Inadequate Sector Financing and Internal Inefficiencies

15. **Insufficient public financing.** Despite recent efforts to increase budget allocations to the sector, public spending on education remains insufficient. In 2016, the GDP per capita allocation for education in Cameroon was approximately 3.2 percent. Moreover, between 2010 and 2016 the share of the national budget allocated to the education sector represented, on average, only 14.2 percent of the total executed public expenditure, more than 5 percentage points below the GPE benchmark of 20 percent.

16. **The education system has low rates of internal efficiency.** As of 2014, only 65.8 percent of children who entered primary school survived to the last grade. There is also a large drop in enrollment between the primary and lower secondary levels, as demonstrated by a transition rate of 68 percent in 2014. There have, however, been improvements in some internal efficiency indicators in recent years. For example, the repetition rate in primary school improved from 25 percent in 2006 to 12.2 percent in 2015. Moreover, the number of out-of-school children has declined from approximately 550,000 in 2008 to an estimated 182,000 in 2015.¹¹

Government Strategy

17. **The Government's vision for the education sector is elaborated in the ESS (2013–2020).**¹² The ESS informs 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 Growth and Employment Strategy Paper (*Document de Stratégie pour la Croissance et l'Emploi, DSCE*), and engagement on the part of development partners (DPs) in, and support for, the sector. The ESS represents a continuum of the policies outlined in the previous ESS and focuses on promoting access and equity, improving quality and relevance, strengthening sector governance and management, and reforming education-financing mechanisms. The ESS also aims to address institutional shortcomings and introduce methods for improving M&E in the sector. The ESS's priorities are confirmed in the Government's vision document "*Cameroon émergent à l'horizon 2035*" (Cameroon Vision 2035). The Government plans to update the ESS to ensure its alignment with (a) the Sustainable Development Goals (SDGs), (b) the education needs of refugees and IDPs, and (c) the findings of the upcoming midterm review (MTR) of the ESS (planned for March 2018).

¹⁰ Local Councils are local decentralized administrative entities. For MINEDUB, each local council is a subdivision (devolved service). In this document, local council is used to determine areas that are affected by refugees and eventually schools that are eligible for funding from the IDA18 Refugee Sub-window (RSW).

¹¹ UNESCO Institute for Statistics data, 2015.

¹² MINEPAT. *Document de Stratégie du Secteur de l'Éducation et de la Formation*, 2013-2020.



18. **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) Introduction of a basic education cycle.
- (v) Promotion of inclusive education.

(b) Education Quality and Relevance

- (i) Distribution of textbooks and teaching/learning materials, particularly in ZEPs.
- (ii) Establishment of a national plan for reading at the primary level.
- (iii) Reforms for in-service and continuous teacher training.
- (iv) Establishment of a quality assurance system.
- (v) Definition of a minimum base of knowledge and skills for basic education.
- (vi) 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 with Government-contracted teachers.
- (iii) Elimination of temporary teachers in secondary education.
- (iv) Provision of incentives for teachers posted in difficult zones.
- (v) Development of an integrated EMIS.
- (vi) Harmonization of the educational system in Cameroon.
- (vii) Creation of an education commission for recruitment of community teachers.

*Refugees and Host Communities*¹³

19. **The Government is committed to addressing challenges faced by refugees and host communities.** The disclosure of a 'Development Policy Letter' from the Ministry of Planning, Economy, and Regional Integration (*Ministère de l'Économie, de la Planification et de l'Aménagement du Territoire*, MINEPAT) to the World Bank in August 2017,¹⁴ underscores the Government's commitment to prepare a midterm strategy (2018–2022) to address the needs of refugee and host communities, based on an integrated and multi-sectoral approach. However, when the ESS was initially developed, the refugee crisis had not yet started. Consequently, the ESS does not include a specific strategy to support areas affected by refugee populations. The Government is committed to ensuring schooling for refugees in host communities' public schools. Concurrently, donors, coordinated under the auspices of the Education in Emergency (EiE) platform, have extended limited support to affected populations with a focus on refugee camps. Also, stakeholders established agreements to coordinate support for refugees and host

¹³ See annex 6 for more details on the situation about refugees and host communities.

¹⁴ *Lettre de Politique de Développement*, 11 Août 2017.



communities (see box 1). However, there is no comprehensive and coordinated approach on the part of the Government and DPs to address the needs of refugee-affected schools.

Box 1. Stakeholders Agreements for Long-term Solutions that Benefit Refugees and Host Communities

Agreement 1: MINEPAT, European Union, United Nations, and World Bank; July 2016.

- The Recovery and Peace-Building Assessment (2018–2022), targeting the four regions, was launched in 2017. It (a) assessed economic, social, and physical impact of the conflict in the Far North region; (b) identified immediate and medium-term recovery and peace-building requirements; (c) laid the foundations for elaboration of a longer-term recovery and peace-building strategy; and (d) aimed at strengthening the link between humanitarian, development, and peace-building.

Agreement 2: Ministry of health and UNHCR; August 2016.

- The United Nations High Commissioner for Refugees (UNHCR) committed to financing 70 percent of fees for health services in public health facilities for CAR and Nigerian refugees in the Far North, North, Adamawa, and East regions for 2018–2020^a. The convention is valid for two years, (renewable), with an estimated allocation of US\$19 million for 2018–2020.^b

Agreement 3: MINEPAT, UNHCR (October 2016) and World Bank (from June 2018).

- The objective of this agreement is to improve the living conditions of the populations in the East, North, and Adamawa regions that host refugees from CAR. Under this agreement, the following activities are included: (a) elaborate a support plan for local councils that host refugees and mobilize funds for its implementation; (b) facilitate inclusion of the needs of refugees and hosting populations in plans and budgets of the Government and DPs; and (c) coordinate socioeconomic interventions related to improving the living conditions of refugees and host populations. A Steering Committee and a Technical Secretariat (*Secrétariat Technique*, ST) were established. The operating costs of the ST are financed by UNHCR until June 2018, and by the Community Development Program Support Project (*Projet National de Développement Participatif*, PNDP) Project Additional Financing (AF) beginning in June 2018. The PNDP Project's AF will also support the implementation of the Local Council Support Plan.

Agreement 4: UNHCR, Government of Cameroon, and Government of Nigeria; March 2017.

- Tripartite agreement for the Voluntary Repatriation of Nigerian refugees living in Cameroon. A Tripartite Commission was established to oversee the implementation phase of the agreement, and it ensures that practical modalities are developed to carry out the terms of the agreement.

Notes: a. Convention Cadre entre Le Ministère de la Santé Publique et Le Haut-commissariat des Nations Unies pour les Réfugiés au Cameroun (2016). Accessed: January 20, 2018, *Source:*

https://www.humanitarianresponse.info/system/files/documents/files/convention_hcr_minsante.pdf.

b. Republic of Cameroon, Development Policy Letter; August 14, 2017.

c. *Source:* Relief web. 2017. Tripartite Agreement for the Voluntary Repatriation of Nigerian Refugees Living Between the Government of the Republic of Cameroon, the Government of the Federal Republic of Nigeria, and UNHCR, March 2, 2017. Accessed: January 20, 2018. <https://reliefweb.int/report/cameroon/tripartite-agreement-voluntary-repatriation-nigerian-refugees-living-cameroon>.

20. **An analysis undertaken during project preparation found very low school attendance among refugee children.** The main factor driving low enrollment in camps and host local councils is insufficient financial resources (to support school costs). Other factors contributing to low enrollment include sociocultural obstacles, such as the privileging of housework and child labor over schooling, rearing of animals, early marriage, constraints related to the language of instruction in schools, and limited understanding on the part of parents regarding the content of school curricula. National challenges



overlay the particular conditions confronting refugee and host communities, including a shortage of qualified teachers, poor physical school facilities, and poor support on the part of municipalities for school management.

Donor Coordination

21. **The Local Education Group (LEG), established in 2006, serves as a platform to coordinate technical and financial support to the education sector.** The LEG focuses on the coordination and harmonization of donor-supported interventions in the education sector. The LEG is composed of representatives of the MINEPAT, MINEDUB, MINESEC, MINEFOP, MINESUP, the Ministry of Finance (MINFI), the Government’s education technical team, multilateral and bilateral DPs, representatives of civil society, and private education providers. UNICEF currently serves as the lead agency of the LEG.

22. **Between 2012 and 2016, donors contributed an estimated US\$204 million in support of the achievement of the Government’s education sector goals.** The LEG supports the sector through financing and through the coordination of activities and information; among others, through the holding of joint progress review meetings and the regular review of progress toward the achievement of key performance indicators in the sector. The World Bank and LEG continue to work together to support the implementation of the ESS 2013–2020.

23. **The World Bank is the supervising entity for the GPE-funded CEQUIL Project.** In this capacity, the World Bank works closely with DPs to coordinate efforts and share experiences and knowledge on interventions in the areas identified and described earlier.

C. Higher Level Objectives to which the Project Contributes

24. The proposed Education Reform Support Project (ERSP) is aligned with the Government’s strategic objective of achieving a well-educated human resource base to support Cameroon’s goal of achieving middle-income economic status by 2035. This strategic objective is communicated in various national strategic documents, including ‘*Cameroon emergent à l’horizon 2035*’ and the DSCE. The proposed project will also directly contribute to Cameroon’s efforts to achieve the SDGs, specifically Goal 4: ‘to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all’.

25. The proposed project is included in the Country Partnership Framework¹⁵ (CPF) (FY17–2021), approved on February 28, 2017. The CPF, which supports the achievement of the World Bank’s twin goals of reducing poverty and boosting shared prosperity, comprises 12 objectives clustered around three focus areas: (a) addressing multiple poverty traps in rural areas (with a focus on the Far North), (b) improving infrastructure and promoting private sector development, and (c) improving governance. The proposed project will contribute to Focus Areas 1 and 3 of the CPF. Specifically, it will contribute to (a) Objective 3: Better and more equitable access to education (Focus Area 1), (b) Objective 10: Improved public expenditure management at the local level (Focus Area 3), and (c) Objective 12: Increased citizen participation and feedback at the local level (Focus Area 3).

26. **Cameroon is eligible for financing under the IDA18 RSW for direct financing and support to refugees and host communities.** In the framework of the IDA18 RSW, the operational response to

¹⁵ Report No. 107896-CM.



Cameroon's forced displacement crisis will focus on increasing access of refugee and host communities to health and education services, the promotion of sustainable livelihoods, and the reduction of sexual and gender-based violence (SGBV) in affected communities. Interventions undertaken with the support of RSW funding will also aim to increase access to land and water on the part of refugee populations and provide refugees with identification/registration documents. The World Bank is supporting an integrated approach to addressing key issues, building on the work of existing projects, and complementing the activities of projects in the pipeline (see box 2). An AF is being prepared for the following ongoing World Bank-financed projects: (a) the PNDP (P144637), which aims to support sustainable livelihoods, expand access to land and water, and reduce SGBV; (b) the Social Safety Nets Project (P128534), which aims to support the sustainable livelihoods and expand access to identification documents; and (c) the Health System Performance Reinforcement Project (HSRSP – P164954), which aims to expand access to health and identification documents. Finally, the proposed ERSP, which aims to expand access to quality basic education, will be complemented by activities financed through the RSW to address the specific educational needs of refugees and host communities.

Box 2. Key Features of the World Bank Integrated Multi-sectorial Approach to Support Refugees and Host Communities

The World Bank is supporting an integrated approach to address key challenges facing refugees and host communities, building on the work of ongoing projects the PNDP, Social Safety Nets, and the HSRSP and complementing the proposed project.

Key features of the integrated approach include:

- Adopting common targeting mechanism (targeting same local councils);
- Integrating interventions across four projects as related to refugees and host communities;
- Developing common core indicators to be monitored;
- Aligning human development interventions with local planning processes (Community Development Plans) supported by the PNDP;
- Promoting synergies between the construction of basic infrastructure under the PNDP and interventions under the proposed ERSP, Social Safety Nets, and HSRSP;
- Using community workers across all projects to provide human development, psychosocial, and social cohesion services;
- Using common grievance mechanism; and
- Developing a single beneficiary database using existing national, UNHCR, and project-level data.

The four projects will be integrated at different levels:

- **Central level.** The existing coordination mechanism established under the Memorandum of Partnership between the Government of Cameroon and UNHCR (*Box 1*) will be used and reinforced;
- **Project management level.** The Project Implementation Units will coordinate the local council-level staff; and
- **Local Council level.** All sectoral communal committees (health, education, and social protection) will be integrated into one overall committee.

Building on the Recovery and Peace-Building Assessment process, efforts will be made to engage with additional actors, including the United Nations Resident Humanitarian Coordinator, United Nations agencies, international humanitarian organizations, key bilateral partners, the private sector, and nongovernmental organizations (NGOs).



II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

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

28. Disadvantaged areas include the following:

- Official priority zones as defined by the Government as ZEPs at the regional and divisional level (list to be updated by the Government in the project implementation manual (PIM). The ESS (2006) identified the Far North, North, Adamawa, East, the border regions, and certain ‘pockets of low levels of school participation in the largest cities’ as ‘ZEPs’. They will be targeted to receive additional Government support to increase access to education and improve education outcomes because these areas were lagging the rest of the country);
- Refugee-affected areas (list of local councils¹⁶ to be updated by the Government in collaboration with the UNHCR and other projects financed with the support of the RSW each year);
- Rural areas (an official list of rural local councils is available and will be included in the PIM); and
- Public primary schools with less than three state-paid teachers (database at school level, limited to schools enrolling more than 100 pupils only).

B. Project Beneficiaries

29. Project investments will be countrywide, but targeted activities will be based on identified needs at the local council or school level. Thus, the project will concentrate mainly on the North, Far North, Adamawa and East regions, in line with the CPF, while including national interventions focused on textbooks, teacher recruitment, EMIS, and teacher training. The expected direct beneficiaries include the following:

- About 32,360 students are expected to benefit from increased access to quality pre-primary education.
- About 5,000,000 students, including 2,500,000 girls, will benefit from improved access to quality public primary education (through the improved availability of state-paid teachers, trained teachers, and textbooks).

¹⁶ Local Councils represent local decentralized administrative entities. For MINEDUB, each local council represents a subdivision (devolved service). In this document, local council will be utilized to determine areas that are affected by refugees and eventually schools that are eligible for funding from the RSW.



- About 85,000 public primary school teachers, 5,000 teacher trainers, and 2,000 inspectors and staff are expected to benefit from capacity development activities.
- At least 300 schools, 20,000 refugee children in 40 eligible local councils¹⁷ in the Far North, North, Adamawa, and East regions affected by the presence of refugee populations are expected to benefit from direct support from the project.

30. Other project beneficiaries include school administrators, parents, administrative staff of MINEDUB and the Government’s regional departments of education, and approximately 12,000 new teachers who will be recruited during the life of the project. The project’s indirect beneficiaries include parents (benefiting from a reduction in the private costs for education due to the provision of teachers and textbooks) and communities benefitting from ECD programs. The proposed project has seven results areas and a PBF component as summarized in table 1, targeting different sets of beneficiaries.

Table 1. Beneficiaries Targeted by Project Results Areas

Project Results Areas	Beneficiaries Targeted
Improved distribution of teachers recruited by the state in public primary schools	Public primary school (nationwide) having less than 3 teachers
Increased capacities of teachers in the effective and efficient use the new curriculum in pre-primary and primary schools	Public and private primary and pre-primary schools, inspectors and trainers, nationwide, with a priority given to disadvantaged schools in refugee-affected local councils
Increased availability of essential textbooks in public primary schools	Public primary schools, nationwide, with additional textbooks allocated to schools in refugee-affected local councils
Increased access to pre-school in rural areas through community pre-school centers (CPCs), in line with national standards	(1) Local councils covered by Safety Nets Project (2) Local councils in ZEPs and rural areas (3) Local councils in rural areas
Establishment of a standardized student learning assessment system for primary and secondary education	Central and devolved ^a services
Integrated education management information system functional and operational	Central and devolved services
Improved learning environment and quality of education for children in host community schools with refugees	Schools and host communities from eligible local councils as defined at the start of each academic year
Support a transition from Input-based Financing to Performance-based Financing (PBF) at the school level.	Public Primary schools Phase 1: Lagdo full subdivision and one other subdivision in the North region, and one subdivision in the Far North region. Phase 2: To be determined during implementation

Note: a/ MINEDUB devolved services are regional delegations, departmental delegations, and sub-divisional inspectorates. MINESEC devolved services are regional and departmental delegations. These services implement policies designed in respective central services.

¹⁷ Eligible local councils will be jointly defined each year in collaboration with the other projects involved in the refugee response, based on latest data available. The eligible list will be updated each year.



C. PDO-Level Results Indicators

31. The following PDO-level results indicators will be used to measure project outcomes (Intermediate results indicators are shown in the Results Framework in section VII):

- Percentage of public primary schools with at least three 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 pre-school centers (CPCs) in rural areas;
- Completion of newly developed standardized national assessments for 4th and 6th grade in Academic Year 2020-2021; and
- Number of public primary schools receiving package of grant funding and school-level interventions in refugee-affected areas.
 - Number of pupils enrolled in public primary schools receiving package of grant funding and school-level interventions in refugee-affected areas
 - Number of refugee pupils enrolled in public primary schools receiving package of grant funding and school-level interventions in refugee-affected areas

III. PROJECT DESCRIPTION

A. Project Components

32. In line with the Government's ESS and the '*Cameroon 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. Interventions will entail a mix between systemic institutional measures and more specific/targeted school-based measures.

33. **Project scope and description.** The project coverage is nationwide. However, in line with the CPF, it places a special focus on the most disadvantaged areas of the country, particularly North, Far North, Adamawa and East region, and other selected disadvantaged areas identified using needs-based criteria. It will build on the long-term support extended by the World Bank to the education sector in priority areas and will closely link project 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 were not covered by previous projects (for example, support for the development of ECD, support for refugee-affected local councils, and grants to schools using a PBF approach).

34. **The total cost of the Government Program is US\$2.9 billion, including IDA financing of US\$130.0 million equivalent (of which an IDA grant of US\$30 million is from the IDA18 RSW).** The project comprises three components: (1) Improving Access, Quality, and Education System Management (Program: US\$2,930 million - IDA: US\$95 million), (2) Improving School Effectiveness through Performance-based Financing (IDA: US\$15 million), and (3) Institutional Strengthening and Project Management (IDA: US\$20 million). Project implementation will span five years (2018/19–2022/23).



35. Both the project's first and second components will adopt a results-based financing approach, but the first one will feature IPF DLIs disbursing against independently verified achievement of pre-agreed annual results, and the second, Performance-based Financing (PBF) through school grants disbursing to schools against independently verified school achievement of pre-agreed performance indicators. The first component of the project will focus on three Government priority reform areas to improve equity, access, and quality in pre-primary and primary education service delivery in disadvantaged areas. This component will feature results areas and respective disbursement-linked indicators (DLIs) with annual targets (Disbursement-linked Results – DLRs) under Investment Project Financing (IPF). Related disbursements at the macro level will be contingent upon independent verification of the achievement of DLIs. Once annual DLI targets (DLRs) are achieved and verified, for related DLI disbursement to take place, the Government will provide evidence of sufficient actual expenditures under agreed Eligible Expenditure Programs (EEPs) (see annex 3).

36. The project's second component aims to improve education quality and increase effectiveness and accountability at the school level, thereby addressing the government priority of ensuring greater service delivery at school level. This component will finance grants to schools through PBF. 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.

37. 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.

38. The project uses a holistic approach to address constraints related to teacher quality and training, school management, school inputs, and student learning with most individuals benefitting from more than one results area/component. Moreover, the project addresses the sequencing of key educational interventions, for example, linkages among curriculum, teacher training, and textbooks. Teachers will benefit from activities under Results Areas 1 and 2. Learners will benefit from interventions under Results Area 3 and teacher-related activities. The school management will be improved under Component 2 and inputs to schools will be provided, among others, through activities under Results Areas 4 and 7 and Component 2. In addition to Results Area 7, refugee-affected local councils will benefit from actions undertaken under Results Areas 1 and 3 and Component 2. The project's results chain can be found in annex 2, figure 2.1.

The IDA18 Refugee Sub-window (RSW)

39. **Cameroon meets the eligibility criteria for the IDA18 RSW:**¹⁸ (a) at the end of 2016, Cameroon was host to 375,415 refugees,¹⁹ (b) the World Bank in consultation with UNHCR has determined that Cameroon adheres to a framework for the protection of refugees that is adequate for the purpose of the

¹⁸ A country is eligible if: (a) the number of UNHCR-registered refugees, including persons in refugee-like situations, it hosts is at least 25,000 or 0.1 percent of the country population; (b) the country adheres to an adequate framework for the protection of refugees; (c) the country has an action plan, strategy, or similar document that describes concrete steps, including possible policy reforms that the country will undertake toward long-term solutions that benefit refugees and host communities, consistent with the overall purpose of the sub-window.

¹⁹ UNHCR. 2016. *Global Trends: Forced Displacement in 2016*.



IDA18 RSW,²⁰ and (c) the Government of Cameroon plans to design a strategy toward identifying long-term solutions to challenges facing refugees and host communities.

40. **IDA18 RSW financing (IDA Grant of US\$30 million) will be included in the project to strengthen the Government’s education policies in refugee-affected local councils and support the education needs of refugees and host communities in accessing quality basic education.** Three specific tools will benefit from financing under the RSW: (a) DLI 7 is dedicated to design and operationalize a Government support strategy for refugees and host communities at the school level; (b) additional budget is dedicated to refugee-affected local councils under DLI 1 and DLI 3; and (c) additional funding for performance-based school grants in refugee-affected schools (which are not benefitting from grant financing under Results Area 7), to promote improved governance, the achievement of results, and greater inclusion at the school level.

41. **To realize synergies with other donor- and Government-supported interventions in support of refugees and IDPs, activities under Results Area 7 will be implemented and coordinated in collaboration with other stakeholders active in this area.** These include (a) the EiE Group (including UNHCR, UNICEF, World Food Programme [WFP], Plan Cameroon, and other DPs), as described in annex 2, table 2.1 and (b) the proposed IDA-funded projects in the Human Development and Social Development Sectors also benefitting from financing (through AFs) under the RSW (Social Safety Nets Project, PNDP, and HSPRP).

Government Priority Areas, Project Results Areas and PBF

42. Table 2 summarizes the structure of the Government’s four priority areas and their alignment with project components, results areas and the PBF supported under the project.

²⁰ The adequacy is determined based on adherence to international or regional instruments such as the 1951 Refugee Convention or its 1967 Protocol, or the adoption of national policies and/or practices consistent with international refugee protection standards.



Table 2. Project Components, Related Government Priority Areas, Project Results Areas and PBF

Project Component	Government Priority Area	Project Results Areas and PBF
Component 1	Priority Area 1: <i>Enhancing equitable Access to Quality Pre-primary and Primary Education</i>	Improved distribution of teachers recruited by the state in public primary schools (including refugee-affected local councils) (Results Area 1 - DLI 1) Increased capacities of teachers in the effective and efficient use of the new curriculum in pre-primary and primary schools (Results Area 2 - DLI 2) Increased availability of essential textbooks in public primary schools (including refugee-affected local councils) (Results Area 3 - DLI 3) Increased access to pre-school in rural areas through community pre-schools, according to standards (Results Area 4 - DLI 4)
	Priority Area 2: <i>Strengthening Education System Management</i>	Establishment of a standardized student learning assessment system for primary and secondary education (Results Area 5 - DLI 5) Integrated education management information system functional and operational (Results Area 6 - DLI 6)
	Priority Area 4: <i>Supporting the education needs of public schools in host communities affected by refugees</i>	Improved learning environment and quality of education for children in host-community schools with refugees (Results Area 7 - DLI 7)
Component 2	Priority Area 3: <i>Improving service delivery through Performance-based Financing at the school level</i>	Improving School Effectiveness through Performance-based Financing.

Component 1: Improving Access, Quality, and Education System Management (Program: US\$2,930 million; IDA: US\$95 million – IDA Credit: US\$72 million; IDA Grant: US\$23 million)

43. Component 1 supports three Government priority areas (Priority Areas 1, 2 and 4): (a) enhancing equitable access to quality pre-primary and primary education; (b) strengthening education system management; and (c) the recently identified additional priority of supporting the education needs of public schools in host communities with refugees.

Priority Area 1: Enhancing Equitable Access to Quality Pre-primary and Primary Education

44. The following provides an overview of each results area supported by the project under Priority Area 1. The release of funds under each results area will be linked to achievement of DLI targets presented following the description of each results area.

45. **Results Area 1: Improved distribution of teachers recruited by the state in public primary schools (including refugee-affected local councils).** The objective of this results area is to improve the distribution of teachers in public schools by ensuring that each public primary school, nationwide, has at least three state-paid teachers. To achieve this objective, the project will support the establishment and



implementation of a comprehensive teacher management system to ensure the effective recruitment, efficient deployment, and retention of teachers in public primary schools. These activities will benefit from technical assistance (TA) under Component 3. The recruitment and training of at least 12,000 new contract teachers is expected and more than 95 percent of schools should meet the target of having at least three state-paid teachers by the end of the project (compared to 43 percent in 2016/17). Funding from the RSW will be allocated to this results area, and an emphasis will be placed on prioritizing eligible schools in refugee-affected areas. This result will be monitored by including a disaggregated intermediate results indicator related to the availability of the minimum number of state-paid teachers per school. The release of IDA funds under this results area will be linked to the following DLI: *Improved distribution of teachers recruited by the state in public primary schools (DLI 1)*.

46. **Results Area 2: Increased capacities of teachers in the effective and efficient use of the new curriculum in pre-primary and primary schools.** The objective of this results area is to develop the capacity of teachers and pedagogic supervisors to more effectively and efficiently use the new curriculum in public and private pre-primary and primary schools. Specifically, support will be provided to (a) develop a comprehensive training strategy and operational plan for pre-service and in-service teacher training; (b) provide training on the new curriculum for all levels of the MINESEC pedagogic supervision chain; (c) provide training for MINEDUB sub-divisional inspectors on the new curriculum; (d) provide training to MINESEC teacher trainers on the new curriculum; and (e) provide training on the new curriculum to approximately 85,000 MINEDUB head teachers and teachers. Training will be complemented by other topics, including innovative pedagogy, textbooks utilization and conservation, SGBV sensitization, and environment. TA (under Component 3) will be provided to support the establishment of an effective M&E system, including an assessment of teachers and the establishment of remediation mechanisms. TA will support this activity through innovations designed based on experience accrued through the implementation of previous teacher training initiatives in compliance with the objectives of the ESS. Moreover, teacher training activities will potentially generate climate co-benefits estimated at US\$1.2 million in terms of the adoption of environmentally friendly behavior and mitigation strategies because of curriculum content. The release of IDA funds under this results area will be linked to the following DLI: *Increased capacities of teachers on the effective and efficient use of the new curriculum in pre-primary and primary schools (DLI 2)*.

47. **Results Area 3: Increased availability of essential textbooks in public primary schools (including refugee-affected local councils).** The objective of this results area is to increase the availability of essential teaching and learning materials (including textbooks and teachers' guides), adapted to the new curriculum, in public primary schools. Specifically, the project will support the implementation of a new textbooks policy which is expected to be approved at the end of 2018.²¹ Under this results area, the following activities will be supported: (a) the development of textbook quality standards and criteria and the strengthening of the capacity in the new textbook technical unit to ensure the quality and relevance of textbooks; (b) support for the design, editing, printing, and distribution of textbooks; (c) continuous professional development for authors, teachers, and inspectors; (d) the development of a classroom assessment of textbook use; (e) based on demographic projections, planning for and estimating national textbook needs; (f) for each level of all public primary schools the purchase and distribution of three

²¹ The textbook policy reform and the creation of a textbook technical unit have been agreed as a prior action for the recently approved IDA-financed first FCGDO (P163657).



'essential textbooks'²² based on the new curriculum; and (g) school inspection to ensure the availability and effective use of textbooks. Funding from the RSW will be allocated to this results area to purchase and deploy strategic stocks of textbooks in refugee-affected eligible local councils. These stocks will allow MINEDUB to provide, based on changing demand, pedagogic materials to refugee camps (especially in the Far North) and to newly created schools in areas receiving large influxes of refugees. This result will be monitored by including a disaggregated intermediate results indicator ensuring the provision of an additional percentage of textbooks in refugee-affected local councils. The release of IDA funds under this results area will be linked to the following DLI: *Increased availability of essential textbooks in public primary schools. (DLI 3).*

48. **Results Area 4: Increased access to pre-school in rural areas through community pre-school centers (CPCs), in line with national standards.** The objective of this results area is to strengthen ECD by expanding access to community pre-schools in rural areas. The project aims to increase the number of children benefitting from access to CPCs meeting pre-agreed quality standards in rural areas from 8,360 to at least 32,360 pupils.²³ To this end, the project will support the establishment, upgrading, and functioning of at least 1,000 CPCs in line with agreed upon standards. The project will achieve these standards at the school level by providing an integrated package of capacity-building, sensitization activities, and school grants to beneficiary CPCs. To maximize the impact of the intervention in support of the Early Years Initiative, local councils benefitting from the Social Safety Net Project intervention will be prioritized. The release of IDA funds under this results area will be linked to the following DLI: *Increased access to pre-school in rural areas through community pre-school according to standards (DLI 4).*

Priority Area 2: Strengthening Education System Management

49. Two results areas will be supported under this priority area: the establishment of a standardized student learning assessment system in primary and secondary education and the establishment of an integrated, operational, and functional EMIS platform. Each of these results areas are described in further detail in the following paragraphs.

50. **Results Area 5: The establishment of a standardized student learning assessment system for primary and secondary education.** The objective of this results area is to support the Government's ongoing efforts to establish a national learning assessment system. Activities to be supported under this results area include (a) the institutionalization of a national assessment framework; (b) the establishment of an entity with sufficient autonomy, capacity (including requisite staffing), functions, and links with other educational institutions (particularly in terms of curriculum development and teacher training) to effectively manage this system; (c) the development of a comprehensive program for national assessments; and (d) the undertaking of pilots and national large-scale student learning assessments in selected grades of primary and secondary education in Mathematics, French, and English (classes 2 and 4 for the secondary level and classes 3 and 5 at the primary level). TA regarding the design and implementation of national large-scale assessment systems will be provided in line with international standards and will be funded under Component 3. The release of IDA funds under this results area will be

²² Essential textbooks are described in the decree published by the Prime Minister (2017) establishing a list of essential subjects. It includes language and mathematics. Another subject from the list will be confirmed by the Government probably in 2018.

²³ With a particular focus on ZEPs and on households already benefiting from cash transfers and/or parental education under other projects in the poorest areas of the country.



linked to the following DLI: *Establishment of a standardized student learning assessment system for primary and secondary education* (DLI 5).

51. **Results Area 6: A functional and operational integrated EMIS.** The objective of this results area is to support the Government's ongoing efforts to establish a functional and operational integrated EMIS. The integrated EMIS will build on the efforts of the CEQUIL Project to address challenges related to the limited availability of reliable data on the performance of the education system, namely an assessment of the EMIS within MINEDUB and MINESEC. The proposed project will continue strengthening EMIS' capacity within MINEDUB and MINESEC, while expanding the system to MINESUP and MINEFOP, in turn creating a fully integrated EMIS for the education sector. Under this results area, the following activities will be supported: (a) the development of an integrated EMIS for MINEDUB-MINESEC-MINESUP-MINEFOP, including the establishment of new institutional arrangements for the sector, unified methods and processes, and a common platform for data collection and management; (b) the deconcentration of EMIS to regional, divisional, and sub-divisional levels (as applicable); (c) the provision of equipment and software to support the functioning of EMIS, and so on; and (d) the strengthening of human capacity and resources, particularly in the areas of statistics and data management. The release of IDA funds under this results area will be linked to the following DLI: *Integrated education management information system functional and operational* (DLI 6).

52. While not specifically benefitting from financing from the RSW, activities linked to learning assessment and EMIS will include features that will enable the Government to monitor and evaluate data effectively on refugee-related education challenges. Learning assessments will include modules to analyze the learning outcomes of refugees and efforts will be made toward including disaggregated data on refugees in statistical yearbooks.

Priority Area 4: Supporting the educational needs of public schools in host communities affected by refugees.

53. Refugee-related project activities, estimated at US\$36 million, fall under Results Areas 1, 3, and 7. In line with the Government's vision, it has been agreed that the project will target host community schools. As such, benefits will accrue to both refugee children and host communities simultaneously, as most refugee children are enrolled in regular schools (see annex 6 for details). Expected direct beneficiaries include about 300 schools, enrolling about 150,000 pupils, of which approximately 20,000 are refugees. Education inputs (for example, classrooms, teachers, teaching and learning materials, and furniture) in the refugee-affected regions supported under the project are very limited. Providing additional support under the project to these communities will reduce the pressure on the education system that would be expected in receiving an increase in refugee students. Disaggregated data by refugee/host community status will be collected and reported under the project. Efforts will be made to gradually integrate existing refugee-related data into MINEDUB's EMIS.

54. **Results Area 7: Improved learning environment and quality of education for children in host community schools affected by refugees.** The objectives of this results area are to (a) promote refugee welfare and inclusion in host communities' socioeconomic structure, (b) help ensure access and quality of services and basic infrastructure to refugees and host communities, and (c) supplement Government finances where these have been strained by expenditures related to their hosting responsibilities. These objectives are consistent with the IDA18 RSW resource allocation framework implementation guidelines (details can be found in annex 2).



55. Activities supported under this results area will include the following:

- (a) **Promoting refugee welfare and inclusion in host communities.** Given the education profile of refugees, having a very low enrollment rate in their origin country (around 20 percent), the project will support an awareness program for refugees on sociocultural obstacles that influence school attendance. TA will be provided in the areas of community mobilization and sensitization, psychosocial training, capacity-building, and implementation. Interventions and activities contributing to an increase in retention among children will be prioritized. These activities will be implemented in collaboration with DPs working in this sector, including members of the EiE Group and World Bank (see World Bank-financed projects described earlier).
- (b) **Helping ensure access and quality of services and basic infrastructure to refugees and host communities.** Activities will include the preparation of Response Strategy and Plan 2019–2023, and support to schools and communities affected by refugees (for example, covering non-salary operational expenditures), learning materials, sensitization for host communities, additional quantities of textbooks, specific training for teachers, and specific studies).
- (c) **Strengthening Government finances where these have been strained by expenditures related to their hosting responsibilities.** Activities will include school grants to eligible schools to complement the Government allocations or parents' contributions. However, schools benefitting from Results Area 7 grant financing are not eligible for participating in the PBF program under Component 2.

56. The release of IDA funds under this Results Area will be linked to this DLI: *Improved learning environment and quality of education for children in host-community schools with refugees* (DLI 7).

Component 2: Improving School Effectiveness through Performance-based Financing (PBF) (US\$15 million – IDA Credit: US\$12 million; IDA Grant: US\$3 million)

57. The objective of this component is to improve the quality of schooling, student retention, and school governance, with an emphasis on girls' education. This component supports the Government's priority area to improve service delivery through PBF at the school level (Priority Area 3). This component will support a transition from input-based financing to PBF at the school level to incentivize changes in the governance of the education system. Initially, the project will support a PBF pilot targeting 400 schools. Following an evaluation of the pilot, and considering lessons learned, the pilot will then be scaled up to target approximately 3,000 schools. The initial targeting of schools and the subsequent scaling-up of the performance-based school grants activity will consider the inclusion of schools in refugee-affected local councils. However, to ensure simplicity in implementation modalities, schools benefitting from Results Area 7 grant financing will not be eligible for participation in the PBF program. This Component focuses on *Improving school management and accountability through PBF*.



Priority Area 3: Improving service delivery through Performance-based Financing at school level

58. The project supports the Government's Priority Area 3 by introducing and scaling up PBF through school grants. The aim is to improve service delivery, equity, and education quality at the school level through performance-based school grants, according to an agreed set of criteria, and engagement of school councils.

59. The project will provide grants to schools meeting eligibility in line with their performance. The grants will comprise (a) an equity bonus to compensate schools for the absence of state-paid-teachers and (b) a grant premised on school performance against agreed upon indicators. These may include teacher attendance, lessons preparation, school retention, budget transparency, textbook utilization, communities' satisfaction, and implementation of the fee-free education policy. Performance indicators related to a school's inclusion of refugees will also be considered. TA and implementation costs relating to this activity (for example, the recruitment of partner agencies to support the implementation of performance-based school grants activities, M&E, and the costs of an impact evaluation of the program) will be supported under Component 3. The value of performance-based grants to schools will be aligned with enrollment and will range from US\$500 to US\$1,500 annually. Grants will allow recipient schools to improve schooling conditions through the provision of learning materials, incentives for teachers and/or minor repairs.

Component 3: Institutional Strengthening and Project Management (US\$20 million – IDA Credit: US\$16 million; IDA Grant: US\$4 million)

60. This component aims to strengthen the capacity of education sector line ministries and relevant agencies toward the achievement of ESS objectives. Component 3 will also finance costs related to project management. Component 3 comprises two subcomponents.

Subcomponent 3.1: Institutional Capacity Strengthening (US\$17 million)

61. At the sector level, this subcomponent aims to strengthen the capacity of education sector line ministries, and relevant agencies, to improve knowledge, sector performance, systems of accountability, and other activities for overall sector development (ESS joint reviews, studies, and so on). Subcomponent 3.1 will finance key advisory, technical, and capacity-building activities to assist the Government to achieve its 2020 Education Goals, as described in the ESS. These activities may include sector studies, surveys, evaluations, TA, training, and annual reviews. The focus of TA will be on activities critical for the attainment of DLI targets under each results area. TA for EMIS will include support for training at deconcentrated levels on the use of the information technology platform for data management, descriptive statistics, and data management techniques (data validation, tabulations, metadata and database management, and report generation, among others). Support will also include EMIS monitoring at the central and deconcentrated levels.

Subcomponent 3.2: Project management (US\$3 million)

62. The objective of this subcomponent is to ensure adequate capacity for project implementation and coordination through the establishment of a Project Coordination and Management Unit (PCMU) within MINEDUB. This subcomponent will also finance costs associated with training, the recruitment of short- and long-term consultants, studies, surveys, M&E activities (including independent verification of



DLI achievement, and achievements under the performance-based school grants activity), community mobilization, workshops, and operating costs related to project management. This subcomponent will also finance, among others (a) costs associated with planning, execution and project management (including FM and procurement), and coordination across various ministries/agencies; (b) project monitoring, reporting, and evaluation; (c) FM and disbursements; (d) communications; and (e) ensuring compliance with safeguards (for example, environmental and social safeguards).

B. Project Cost and Financing

63. **The total Government Program cost for 2018–2022 is US\$2.9 billion (table 3).** The program will be supported by the proposed project (US\$130 million, representing 4.4 percent of total program cost) and other DPs, including UNESCO, UNICEF, and the French Development Agency (*Agence Française de Développement*, AFD) (US\$217 million, representing 7.4 percent of total program cost). There is no financing gap for the program.

Table 3. Government Program (2018–2022) Cost and Financing Plan

Source	Amount (US\$, million)	Share (%)
Program cost	2,930.0	
Program financing	2,930.0	100.0
Government	2,583.0	88.2
DPs	347.0	11.8
Proposed IDA-financed ERSP	130.0	4.4
<i>Out of which the RSW grant</i>	30.0	1.0
Other DPs	217.0	7.4
Financing gap	0.0	0.0

Source: MINEPAT and World Bank.

64. **The proposed project will be financed by an IDA Credit of US\$100 million, and an IDA18 Refugee Sub-window Grant of US\$30 million.** The grant amount of US\$30 million represents five-sixth of the total allocation (US\$36 million) to refugee- and host community-related financing under the project. According to RSW guidelines, the grant is complemented by the national IDA credit allocation (US\$6 million—one-sixth of total allocation of US\$36 million).

65. Disbursement approaches used for the three components will be as follows:

- (a) Component 1 will use an RBF modality (IPF with DLIs) to support the implementation of activities toward the achievement of priority reform areas of the Government’s ESS. Disbursements will be contingent upon independently verified achievement of DLI targets and against selected key education budget line items referred to as EEPs, specifically teacher salaries under the budgets of MINEDUB and MINESEC. To facilitate implementation of initial activities toward the achievement of DLIs, an advance will be made available to the project through the Designated Account (DA). This advance will be deducted from the amount to be paid upon the achievement of the DLI. Upon achievement of the DLI, as ascertained through an agreed protocol, amounts claimed will be capped at agreed DLI amounts and transferred from the project account in Washington, DC to a dedicated account (not included in the Single Treasury Account) opened and managed by the Autonomous Amortization Unit (*Caisse Autonome d’Amortissement*, CAA).



- (b) Component 2 will be financed in the form of school grants awarded based on performance (using a PBF approach). The annual total grant allocation will be in the range of US\$500 to US\$1500 per school. The items eligible for financing under the grant are summarized in the PIM. These grants will be disbursed upon independent verification of eligible school's performance, based on specified criteria, and will follow the traditional disbursement method based on expenditure statements.
- (c) Component 3 will finance project activities, such as key advisory, technical, and capacity-building support, for the implementation of the project, and follow the IPF guidelines, using a traditional reimbursement model based on expenditure statements following the completion of activities. The project's annual work plan and regularly updated Procurement Plans will be submitted to the World Bank for review and approval.

66. The World Bank's FM guidelines will apply to the entire project. The World Bank's procurement guidelines will apply to Components 2 and 3. Under Component 2, simplified procurement procedures will be used and summarized in the School Grant Section of the Procedures Manual (Administration, Finance, and Accounting).

C. Lessons Learned and Reflected in the Project Design

67. **Lessons learned through the World Bank's longstanding engagement in the education sector in Cameroon and elsewhere have informed the project design.** Noteworthy operations, among others, include (a) the ongoing GPE-funded CEQUIL Project, (b) the Education for All Fast Track Initiative-financed Project (closed in December 2011), and (c) the World Bank-financed Education Development Capacity-Building Project (closed in September 2012). The following paragraphs provide a brief description of some of the key lessons learned which are reflected in the project design.

- Strong leadership, commitment, and coordination are critical for improving education quality, ensuring equitable access to education, and strengthening governance. The Government is committed to meet its goals, as outlined in the ESS. During project design and preparation, the Government demonstrated strong leadership, engagement, and coordination across various ministries and a broad range of key stakeholders were involved in project preparation. The Government and stakeholder engagement will be continued into and throughout project implementation.
- The use of existing administrative agencies (as opposed to separate project entities) helps ensure smooth project implementation and the long-term sustainability of interventions, provided that the choice of agencies is accompanied by capacity-building and the utilization of an effective coordination mechanism. In the proposed project, in which the bulk of financing is through the DLI approach, responsibility for delivering DLI results will lie with units directly responsible for their respective results areas. The PCMU, under the guidance of a Project Steering Committee (PSC), will be responsible for overall project coordination and support. The project will rely on existing agencies at the national, regional, and local council levels.
- In formulating DLIs, it is important to (a) provide sufficient flexibility for the adjustment of results, provided key incentives to achieve results are preserved, (b) ensure timely TA



(combining incentives with capacity), and (c) ensure adequate supervision through continuous engagement with authorities, especially when multiple ministries and agencies are involved. The project will adopt an incremental approach toward the achievement of DLIs, while incorporating the need for substantial upfront TA to ensure their eventual achievement. Similarly, the project will ensure that the level of institutional capacity is complemented by the provision of implementation support.

- Establishing robust and effective systems for data collection is vital for the successful M&E of project achievements and outcomes and is likely to be enhanced through DLI independent verification. The project envisages that the PCMU will play a strong role in overseeing M&E and that the PCMU will rely on the capacity of an appropriate and integrated EMIS within the four education ministries to monitor activities and results.
- Strong institutional capacity at all levels is key to smooth implementation, the achievement of results, and the sustainability of interventions in the education sector. The project builds on the existing capacity across line ministries and existing experience within the sector regarding project implementation, and will build and enhance this capacity where necessary. For instance, new capacity will be established for textbook coordination and management and for the provision of performance-based school grants, while capacity will be enhanced to effectively carry out ECD-related activities and interventions related to refugees.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

68. **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 Secretary General of MINEDUB will oversee and facilitate overall project implementation and will assist in project coordination across ministries and agencies. The pace of implementation will be progressive, and will be contingent on the implementation of preparatory measures before the initiation of reforms. The project management structure, which builds on the existing Government structures, will comprise a new PCMU. In addition, project implementation will depend on effective inter-ministerial coordination and collaboration. For example, support will be required from the Prime Minister's Office, MINEPAT, MINFI, the CAA, the Ministry of Public Service and Administrative Reform (*Ministère de la Fonction Publique et de la Réforme Administrative*, MINFOPRA), MINESEC, MINEFOP, MINESUP, and the Ministry for Public Contracts (*Ministère des Marchés Publics*, MINMAP). A detailed description of implementation arrangements can be found in annex 3.

69. **Project Steering Committee (PSC) (*Comité de Pilotage*).** A PSC, chaired by the Minister, MINEDUB, or his or her representative, will be responsible for project oversight, for providing guidance and ensuring coordination and synergy among all parties. The PSC will (a) review and approve the proposed annual project work plans and budget, developed and consolidated by the PCMU, including those of relevant ministries and agencies and (b) review project progress and performance and ensure implementation of corrective actions to resolve emerging issues, particularly those requiring inter-ministerial actions. The 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, MINMAP, the Prime Minister's office, as well as representatives of the CAA and the National Commission on Accreditation of Textbooks (*Conseil National d' Agrément des Manuels Scolaires*). Other concerned ministries, agencies, and civil society organizations will also be invited to participate.

70. **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 earlier, 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 of 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 also be established to support implementation of results areas (see annex 3 for details).

71. **Support to refugee-affected local councils.** An inter-ministerial committee, comprising representatives of the Ministry of Regional Administration and Decentralization (*Ministère de l'Administration Territoriale et de la Décentralisation*), the Ministry of Social Affairs (*Ministère des Affaires Sociales*), MINEDUB, MINESEC, the Ministry of Water and Energy (*Ministère de l'Eau et de l'Energie*), the Ministry of Health (*Ministère de la Santé Publique*), technical and financial partners, NGOs, and other projects active in 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, under the MINEDUB), which is currently coordinating activities related to refugees, 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.

72. **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. An implementation mechanism has been developed for implementation in the pre-pilot project.²⁴ 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. The 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.

²⁴ Supported by a World Bank-executed Trust Fund, the PBF pre-pilot in the education sector has been launched in Lagdo and implementation is under way.



73. **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.

74. **Guidelines for project implementation and capacity strengthening.** The following two manuals will further elaborate the design and implementation arrangements of the project: (a) the Project Implementation Manual (PIM) (*Manuel de Mise en Œuvre*), to be adopted not later than three months after the Effective Date, 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, and the Grievance Redress Mechanism and (b) the Procedures Manual (administration, finance, and accounting). The Procedures Manual will specify the administrative, financial and accounting, and disbursement mechanisms and protocols.

B. Results Monitoring and Evaluation

75. M&E will be carried out through (a) regular monitoring of activities and related indicators, (b) semiannual implementation support missions, (c) a Midterm Review (MTR) and (d) a comprehensive evaluation of project outcomes at the end of project implementation. The M&E specialist of the PCMU will be responsible for overall project M&E, including provision of (a) regular status reports on project implementation by each activity financed under the project; (b) status reports on the progress made on all PDO-level and intermediate-results indicators specified in the Results Framework (see section VII) 1); (c) information on the level of achievement for each of the agreed DLIs; and (d) interim unaudited financial reports (IUFs) and annual progress and audit reports. The project M&E data will inform the MTR and annual reviews of the ESS. Building on lessons learned from previous projects, the ERSP will focus on outcomes rather than inputs. The M&E specialist will be supported by M&E specialists from the Directorate of Policy and Planning of MINEDUB.

76. Progress toward achievement of the PDO will be measured through five outcome indicators and eleven intermediate results indicators. Each DLI will be directly linked to at least one indicator. Key results will be translated into specific and strategic indicators to trigger payments. The purpose of this mechanism is to guide actions toward the achievement of results and thus guide and coordinate Government action in this direction.

77. Each results area and component will have a specific M&E mechanism. This system will be sufficiently robust to verify results, disburse against agreed indicators (DLIs), monitor funding to ensure that it is being used for intended purposes, prepare regular reports, and evaluate the impact of reforms supported under the project. To ensure the expected progress, baseline information and baseline indicators will be defined for each results area.

78. Monitoring of activities will be carried out with the support of the key actors involved in the implementation. Monitoring of activities will be carried out by an M&E specialist hired under the project, who will be responsible for coordinating the actors within the system and integrating activities at different levels (central, regional, divisional, inspectorate, schools, and communities). To the extent possible, M&E activities will build on the existing reporting mechanisms and infrastructure within the education system (statistical yearbook and regular data collection, regular school supervision), to be complemented by third-party validation.



79. A common M&E platform is being considered for utilization across the four projects preparing AF with funding from the IDA18 RSW. This platform will ensure optimal utilization of collected data and development of joint indicators at the local council level. Efforts will be made in modernizing data collection and access and synergies will be used at the local level in terms of data collection and M&E (potentially using M&E specialists based in each local council by the PNDP). Finally, results will be systematically disaggregated by refugee status in the Result Framework to monitor interventions' specific impact on refugees.

C. Sustainability

80. **The project builds on the existing education system and is aligned with the Government's strategic priorities.** The project design is rooted in the Government's ESS and the Cameroon Vision 2035. The project specifically addresses the needs of ZEPs and areas affected by the influx of the refugees. The results areas are linked to teacher management and availability (Results Area 1), the professional development of teachers (Results Area 2), the quality and availability of textbooks and teaching learning materials (Results Area 3), and to the establishment of a learning assessment system (Results Area 5) that supports ongoing Government activities. Some preparatory initiatives have been initiated under the CEQUIL Project and will be complemented through the recently approved FCGDO. Several results areas have been designed to improve sector wide performance and efficiency and are expected to contribute to the sustainability of reforms in the medium to long term. Component 2 will finance actions to scale up PBF activities at the school level initiated under the auspices of the pre-pilot and is designed to improve the efficiency of service delivery by moving from input-based financing to PBF. Moreover, Results Area 6 is designed to strengthen M&E capacity and improve coordination between the four ministries responsible for education.

81. **The Government has demonstrated its commitment to the education sector through budgetary allocations.** While public investment in the country's education sector remains low compared to other countries (at 3.4 percent of GDP per capita and 13.8 percent of total Government expenditure),²⁵ the Government has increased allocations to the four ministries responsible for education from CFAF 441 billion in 2013 to CFAF 502 billion in 2016. Approximately 90 percent of the total education budget is allocated in support of salaries. Since 2014, the Government has progressively recruited teachers to fill vacancies. However, teacher shortages persist in some areas.

82. **Component 3 is designed to strengthen the capacity of the education sector to undertake reforms and implement the project.** Because certain initiatives initiated by the project will be in pilot form (for example, the pilot of school PBF), developed (for example, EMIS), or substantially scaled up (for example, ECD, Results Area 4), there is a critical need to strengthen capacity at the project and sector levels to ensure sustainability. To address this challenge, Component 3 of the project supports capacity-building, institutional strengthening, and knowledge sharing.

83. **Several results areas require strong Government commitment and close monitoring.** Some areas to be supported by this project have not received significant support to date (for example, ECD), or responded to current economic and political factors (supporting education in areas affected by the refugees). While the Government is committed to addressing these issues, it will be important to closely monitor the implementation of these new activities and for the Government to allocate adequate

²⁵ World Bank. 2017. Draft Cameroon Education Public Expenditure Review.



resources to effectively address the related issues. Furthermore, lessons learned from implementation of the CEQUIL Project will need to be considered in implementing the ERSP, especially with regard to ensuring advanced planning, coordination between different ministries, and monitoring of activities.

D. Role of Partners

84. **All education-related activities are discussed with the LEG, including Government and development partners.** UNESCO will play a key role in ensuring that the development of an integrated EMIS follows international norms and standards, which is critical for ensuring the reliability and comparability of data produced and compatibility and links between EMIS and other systems used for public finance (*Application nationale pour le traitement informatique et logistique du personnel de l'Etat, Antilope*) and the management of state personnel (*Système Informatique de Gestion Intégré des Personnels de l'Etat et de la Solde, SIGIPES*). UNICEF will play a key role in contributing to the design of pre-school and basic education learning materials for use in ECD, as well as in refugee camps and host communities.

85. A strong partnership already exists among DPs engaged in addressing the educational needs of refugees and their host communities and is coordinated through the EiE Group. These partners will assist in the monitoring of education activities in the camps and host communities and will ensure complementarity of interventions.

V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks – Substantial

86. Significant risks pertain to Cameroon's political economy, governance, macroeconomic situation, and institutional capacity, refugees, and fiduciary-related risks. Political risks relate primarily to possible disruptions linked to upcoming local, legislative, and presidential elections expected in approximately October 2018, and regarding the potential for discontinuity in the level of Government commitment in its engagement with the education sector. Governance-related risks stem from poor governance in the education system, and poor accountability and transparency across all levels of the system. Substantial macro-economic risks relate to deterioration in fiscal and external balances between 2014 and 2016, exposing macroeconomic stability and the country's vulnerability to oil prices despite its relatively diversified economic base. A further unanticipated widening of the fiscal deficit would put pressure on the Government to reduce spending on key programs such as in health and education. Given that project implementation will involve multiple ministries/agencies, there are also significant risks linked to the potential for poor coordination. Based on experience and lessons learned through the implementation of other projects, the project design considered the need for effective coordination across implementing partners as well as supporting agencies. There are also risks (thus with a 'Substantial' rating under 'Other Risks') associated with refugees, in terms of regional stability and social cohesion, local perceptions, and data collection on refugees. The project incorporates mitigation measures in this regard, among others: (a) intense community mobilization and sensitization, (b) the adoption of a holistic and sustainable approach to address the educational needs of refugee and host communities simultaneously, and (c) the inclusion of refugee-related student data in the regular EMIS.



87. Fiduciary risks relate primarily to financial management and procurement. The PCMU, entrusted with responsibility for FM and procurement, has not yet been established or equipped with appropriate FM arrangements (for example, the recruitment of a seasoned FM and procurement team and the adoption of customized accounting systems), raising considerable risks for the day-to-day accounting and reporting needs of the project. To mitigate these risks, the following measures will be adopted: (a) project interventions will focus on the increased availability of information and accountability at different levels, coupled with rigorous monitoring, and dissemination of information related to project activities; (b) training will be provided to build capacity for FM and procurement and through the application of project guidelines. The PCMU will be staffed with a competitively recruited FM specialist, accountant, and procurement specialist, and equipped with an appropriate information management system; and (c) institutional capacity risks will be mitigated through the establishment of clear roles and responsibilities for various stakeholders, institutional capacity-building where appropriate, and focused TA.

VI. APPRAISAL SUMMARY

A. Economic and Financial (if applicable) Analysis

88. **Expected development impact.** The project will support the Government in achieving its goals in the education sector as outlined in Cameroon Vision 2035 and described in the ESS. These goals include (a) promoting access and equity, (b) improving quality and relevance, (c) strengthening sector governance and management, (d) adopting sustainable financing mechanisms, (e) strengthening institutional aspects of education, and (f) developing improved capacity for M&E.

89. Aligned with the Government's strategical goals, the project will contribute to improving equitable access to quality pre-primary and primary education, with a specific focus on ZEPs. In the long-term, these outcomes are expected to contribute to increasing the number of years of schooling for the average citizen, and, consequently, increased probability of employment and higher labor earnings. Additional benefits expected from systemwide reforms include improved system management, accountability, and M&E.

90. A cost-benefit analysis suggests that the project's expected economic benefits outweigh its costs (see annex 5 for details). Given that the project supports the reforms under the Government Program, the cost-benefit analysis can be done only at the program level (it is not possible to separate benefits of the project because it supports systemwide Government reforms, which are expected to benefit all students). The estimated net present value of the 2018–2023 Government Program is US\$631 million (the estimated net present value of the cost of the Government Program is US\$754 million) and the economic internal rate of return is 17.9 percent. The economic rate of return is comparable with other World Bank education projects.

91. **Rationale for public sector provision.** First, the public sector is the main provider of primary education (76 percent of children enrolled in public primary schools) and an important provider of pre-primary education (37 percent of children are enrolled in public schools) in Cameroon. Second, the public sector is a critical vehicle for equitable delivery of education, especially in ZEPs. Third, some initiatives under this project, such as the establishment of an integrated EMIS, are expected to address information asymmetries or gaps in the sector. Furthermore, as well-established in the literature, education has positive spillover effects, for example, in terms of health, productivity, and individual livelihoods, which



are frequently not internalized by the private sector. Finally, the public sector is well-positioned to address social and political concerns about education-related challenges arising from the influx of the refugees in the North and the presence of many IDPs in the country.

92. **The value added of the World Bank's support.** Given its global, regional, and local operational experience and technical expertise in the education sector, the World Bank is well-placed to provide support to the basic education sector in Cameroon. The World Bank has a history of supporting the basic education sector in Cameroon through, among others, the Education Development Capacity-Building Project, Education for All-Fast Track Initiative-funded Education Project (2010–2011), and the CEQUIL Project (2014–2018). Furthermore, the IDA-financed first FCGDO includes the adoption of textbook policy reform as one of its prior actions. The World Bank also plays an important convening role in the education sector in Cameroon. The LEG, which was strengthened through the CEQUIL Project preparation and implementation processes, convenes the primary actors engaged in the sector (Government, NGOs, and DPs), to improve coordination of their activities. Having accrued in-country experience in DLI implementation under the CEQUIL Project, the World Bank is well-placed to provide support to DLI-related activities and share international experience on RBF.

B. Technical

93. **The technical content of the project has been designed based on the goals of the ESS (2013–2020), Cameroon Vision 2035, and the DSCE 2020, and an in-depth sector diagnostic.**²⁶ A holistic approach will be adopted to address the challenges currently facing the education sector as described earlier. The interventions under the project support the four priority areas articulated in the Government ESS and are consistent with the findings of the in-depth sector diagnostic in Cameroon, the findings of the 2018 WDR,²⁷ and the findings of the forthcoming regional study on quality of education.²⁸ The design of interventions under each results area is informed by lessons learned from experience accrued by the Government and the World Bank in the implementation of Education and other relevant projects (see section III, A), from DPs' knowledge (for example, ECD and refugees), technical studies undertaken before or during project preparation (textbook policy study, PBF pre-pilot feasibility study, ECD diagnostic, EMIS diagnostic, and study on refugees), and builds on ongoing reforms in the education sector (for example, textbook policy reform supported by the World Bank's DPO operation - FCGDO). Furthermore, the project builds on the World Bank's experience in basic education projects in Africa and around the globe. The implementation of new interventions (ECD, PBF, and activities related to refugees) will be carefully evaluated and progressively scaled up based on the results of evaluation.

C. Financial Management

94. A PCMU will be established under MINEDUB. The PCMU will be responsible for overall coordination and implementation of the project, including FM aspects of the project. Specifically, the PCMU will (a) ensure that funds are used for the purposes for which they were intended in an efficient and economical manner; (b) correctly and completely record all transactions and balances related to the project; (c) prepare the project's financial reports accurately, reliably, and on time; (d) secure the project's

²⁶ World Bank. 2014. *Cameroon Education Country Status Report*. Washington, DC.

²⁷ World Bank. 2018. *World Development Report 2018: Learning to Realize Education's Promise*. Washington, DC: World Bank.

²⁸ Bashir, Sajitha, Marlane Lockheed, Elizabeth Ninan, and Jee-Peng Tan. Forthcoming. *Facing Forward: Schooling for Learning in Africa*. Washington, DC: World Bank.



assets; and (e) ensure that the project will be subject to auditing arrangements acceptable to the World Bank. For the PCMU to fulfill these requirements, an experienced FM officer and an accountant will be recruited within two months of the project becoming effective. Otherwise, the financial management will be undertaken by the FM team of the ongoing CEQUIL Project until the project FM team is recruited and in such a situation, the recruitment should be finalized within, but no later than two months from project effectiveness.

95. In line with the use of the country system, the project will rely on existing FM arrangements put in place to manage donor-funded projects. These arrangements are housed in two main institutions: (a) the CAA, which is equipped with dedicated tools developed by the World Bank Institutional Development Fund (IDF); these tools include (i) a standardized FM Manual and (ii) an integrated FM system for donor-funded projects (*Système Intégré de Gestion des Décaissements*, SIGED), which includes modules relating to the project cycle, budgeting and accounting, automated payments, and electronic filing; and (b) The Ministry of Public Procurement is responsible for ex ante control of all suppliers' invoices associated with a contract which must be exercised before payment by the CAA.

96. In light of these contextual considerations, the following additional measures should be undertaken after the project becomes effective (a) the standardized FM Manual of Procedures developed by the CAA with the World Bank IDF support will be customized to reflect project specificities, (b) the budget and accounting modules of SIGED will be deployed to the PCMU to handle accounting and reporting needs under the project using existing licenses or through the acquisition of new licenses, and (c) an internal auditor will be recruited to conduct ex post reviews of project transactions and procedures and ensure that identified weaknesses are addressed in a satisfactory manner. An external auditor will also be recruited through the current batch recruitment arrangement used for all projects in Cameroon to conduct an annual financial audit of the financial statements of the project and a review of the internal control system.

97. Considering that the project will be implemented using a DLI mechanism, the disbursement scheme will rely on the current arrangement involving the CAA. A dedicated designated account (DA) will be opened for Component 1 of the project. Advances on the achievement of DLIs will be made available to the project through the DA and such advances will be deducted from the amount to be paid upon achievement of the DLI. An Independent Verification Agency (IVA) will be recruited to verify the achievements of the DLI based on agreed verification protocols.

98. Overall FM residual risk is High, especially given the nature of the project design which incorporates RBF (Component 1), coupled with TA (Component 3) and PBF (Component 2), the involvement of many ministries, and the need to establish a PCMU (see annex 3 for details).

D. Procurement

99. Procurement activities for the project will relate to Components 2 and 3. Component 2 will provide performance-based school grants. A total grant allocation per year averages US\$1,000 for items to be purchased according to a positive/negative list, such procurement will follow simplified procurement requirements/methods as detailed in the PIM that would be approved by the World Bank. Procurement for goods, non-consulting, and consulting services under Component 3 will be carried out in accordance with the procedures specified in the 'World Bank Procurement Regulations for IPF Borrowers' dated July 2016, revised November 2017 (Procurement Regulations), the World Bank's Anti-Corruption



Guidelines: 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants' (revised as of July 1, 2016), and provisions stipulated in the Financing Agreement.

100. A procurement assessment was carried out during the preparation of the project (see details in annex 3). The key procurement risks under the project are as follows (a) staff involved in the project may not have sufficient knowledge of the New Procurement Framework (NPF) and/or there is a risk of confusing NPF with former guidelines, (b) there are insufficient procurement staff with the experience required to effectively implement procurement actions on time and in line with World Bank procurement policies and procedures, (c) inadequate communication and interaction between beneficiaries and the PCMU may lead to delays in procurement and poor cost projections, (d) administrative routines may result in procurement delays with the potential to impact project implementation, and (e) poor filing may lead to the loss of documents.

101. The overall Procurement risk is 'High', but after the proposed mitigation measures, will be 'Substantial'. These measures include: (a) hire, on a competitive basis, a procurement specialist who is experienced and familiar with World Bank procurement procedures and policies, to be located within the PCMU. If this requirement is not met up to the effectiveness of the project, the procurement specialist of the CEQUIL Project will support the procurement activities of the ERSP up to the recruitment of the procurement specialist of the project; (b) train all staff involved in project procurement on the details of the NPF; (c) develop a Procedures Manual (administration, finance, and accounting) to clarify the roles for each team member involved in the procurement process and define the maximum delay for each procurement stage, specifically with regard to review and approval systems, and the signing of contracts (see annex 3 for other mitigation measures); and (d) set a special tender board for the project in line with Cameroon's procurement regulations to oversee reviewing procurement documents: request for quotations, request for proposals, request for bids, evaluation reports, and draft contracts; the MINEDUB internal tender board will oversee reviewing such procurement documents up to the operationalization of the special tender board.

102. A Project Procurement Strategy for Development and a draft Procurement Plan detailing the first 18 months of implementation of Component 3 have been prepared. The finalized versions have been approved during negotiations. During implementation, the Procurement Plan will be updated as required, and at least annually, to reflect actual program implementation needs and improvements in institutional capacity.

E. Social (including Safeguards)

103. 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.

104. 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 the 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 its experience with the CEQUIL Project.

105. A social audit was conducted on refugees' access to schools in rural areas, to analyze sociocultural factors that undermine school attendance among refugees and to evaluate the demographics of refugee populations as a large proportion of refugees are Bororos.

F. Environment (including Safeguards)

106. 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. Because there is a potential that schools could use a small portion of their grants to do minor school repairs, the proposed project is classified into environmental category 'B', as OP 4.01 may be triggered. An Environmental and Social Management 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 because the project activities could potentially only include minor school repairs. Project activities include arrangements for monitoring environmental safeguards compliance.

G. Other Safeguard Policies (if applicable)

N/A.

H. World Bank Grievance Redress

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



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY : Cameroon

CAMEROON Education Reform Support Project

Project Development Objectives

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

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Percentage of public primary schools with at least 3 state paid teachers (only schools enrolling more than 100 pupils) (Nationwide) (DLI1)		Percentage	43.00	95.00	Annual	Statistical Yearbook MINEDUB (schools with at least 100 pupils)	Project Secretariat
Description: Percentage is calculated by dividing the number of public primary schools having 100 students or more and at least three state-paid teachers by the total number of public primary schools having 100 students or more.							
Name: Percentage of students having essential textbooks (based on the new curriculum) at public primary level (Nationwide) (DLI3)		Text	0	50% of students of public primary schools	Annual	Statistical Yearbook MINEDUB Textbooks Technical Unit	DEMP (MINEDUB)



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
				have the package of 3 essential textbooks			
Description: 50% of primary level students having at least 3 new essential textbooks (English, French and Mathematics) in public primary schools							
Name: Pre-primary enrollment in Community Pre-school Centers in rural areas (DLI4)		Number	8360.00	32360.00	Annual	MINEDUB Database	Project Secretariat
Boys		Number	4180.00	16180.00			
Girls		Number	4180.00	16180.00			
Description: Rural areas are based on MINEDUB's school map							
Name: Completion of newly developed standardized national assessments for 4th and 6th grade in Academic Year 2020-2021 (DLI5)		Yes/No	N	Y	Once (Year 3)	Assessment Report	Learning Assessment Unit (MINEDUB/MINESE C)
Description: Assessment report following standard international practice applicable to national large-scale assessments of student learning							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Number of public primary schools receiving package of grant funding and school level interventions in refugee-affected areas (DLI7)		Number	0.00	300.00	Annual	Project Secretariat reports	Directorate of Pre Primary and Primary Education (DEMP)
Number of pupils enrolled in public primary schools receiving package of grant funding and school level interventions in refugee-affected areas (DLI7)		Number	0.00	150000.00			
Number of refugee pupils enrolled in public primary schools receiving package of grant funding and school level interventions in refugee-affected areas		Number	0.00	20000.00			
<p>Description: Specific support will assist refugee and host community pupils to meet their educational needs. Public primary schools benefitting from the agreed support package in the response strategy and plan (additional teachers, textbooks, sensitization, school grants)</p> <p>The definition of refugee-affected areas will be confirmed in the first year and updated each year</p>							



Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Number of public primary teachers recruited (DLI1)		Number	0.00	12000.00	Annual	Project Secretariat	DRH/MINEDUB
Number of public primary teachers recruited (DLI1) Female		Number	0.00	6000.00			
Description: Public Primary Teachers recruited by MINEDUB							
Name: Percentage of newly recruited public primary teachers deployed in refugee-affected local councils		Percentage	0.00	15.00	Annual	MINEDUB yearbook	Direction for Human Resources (MINEDUB)
Description:							
Name: Number of primary-level teachers trained on new curriculum (DLI2)		Number	0.00	76500.00	Annual	Project Secretariat Report	General Inspectorate (MINEDUB)
Description: Primary level teachers are defined as those who are teaching in grades 1 to 6 at the primary level (Public and Private) Trained teachers are those teachers who have completed the training New curriculum refers to the primary level curriculum (focusing on all primary level subjects) formally adopted by MINEDUB in 2018							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
<p>The duration of training is 2 weeks and the training will include a module on gender-based violence Targets of 76,500 represents 90% of total number of teachers to be trained</p>							
Name: Number of teacher trainers of MINESEC trained on the new curriculum		Number	0.00	4500.00	Annual	Project Secretariat Report	General Inspectorate (MINEDUB)
<p>Description: All teacher trainers of MINESEC New curriculum refers to the primary level curriculum (focusing on all primary level subjects) formally adopted by MINEDUB in 2018 The duration of training is 2 weeks and the training will include a module on gender-based violence</p>							
Name: Number of essential textbooks (based on the new curriculum) distributed (DLI3)		Number	0.00	6000000.00	Annual	Project Secretariat	General Inspectorate
<p>Description: Based on the principles agreed in 2017, number of new textbooks developed on the basis of the new curriculum distributed in public primary schools to class 1 to 6 pupils New curriculum refers to the primary level curriculum (focusing on all primary level subjects) formally adopted by MINEDUB 2018</p>							
Name: Percentage of textbooks distributed in refugee-affected local councils		Percentage	0.00	15.00	Annual	Project Secretariat	DEMP/MINEDUB



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description:							
Name: Number of community pre-school centers in rural areas meeting quality standards (DLI4)		Number	0.00	1000.00	Annual	Project Secretariat	General Inspectorate
<p>Description: Number of community pre-schools (CPCs) with at least 30 pupils and meeting quality standards. Minimum standards for a CPC to meet include: a safe structure for children, have tables and chairs for children, a school management council, a trained (two weeks in-service training by MINEDUB) animators, an adapted curriculum for CPC, basic teaching and learning materials, a schedule for supportive supervision and continuous training by MINEDUB, a schedule for parental education on nutrition and the importance of early stimulation, an age-appropriate gender sensitive toilet, and a potable drinking water source.</p>							
Name: Integrated Statistical Yearbook available at national level (DLI6)		Yes/No	N	Y	Annual (except Years 1 and 2)	Project Secretariat	MINEDUB/MINESEC Learning Assessment Technical Unit
<p>Description: Yearbook includes information on: enrollment, infrastructures, results, scorecards and comprised disaggregated data (by region and gender)</p> <p>The yearbook covers pre-primary through higher education, including technical and vocational education and training (TVET)</p>							
Name: Number of schools included in the Performance-based Financing (PBF) school		Number	20.00	3000.00	Annual	Project Secretariat Report	FBP Unit/MINEDUB



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
grants program							
<p>Description: Schools meeting the pre-requisites as defined in the Performance-based Financing operations manual and included in the program Baseline (20 schools) refers to the existing PBF pre pilot</p>							
Name: Percentage of schools included in PBF program improving their performance		Percentage	0.00	75.00	Annual	Project Secretariat Report	PBF Unit/MINEDUB
<p>Description: Performance measures are indicated in the PBF section of the Project Implementation Manual. Key measures may include among other: student retention and participation, teacher absenteeism; improvement of learning conditions (tables, materials, etc.); improvement in pedagogic supervision; improvement in budget transparency; increase in community satisfaction.</p>							
Name: Number of Community Pre-schools Centers (CPCs) and public primary schools engaging communities in school-level management		Number	0.00	4000.00	Annual	Project Secretariat	DEMP/MINEDUB (RA4 and 7) DRFM/MINEDUB (Component 2)
<p>Description: School benefitting from activities under Results Area 4 (pre-school), 7 (refugees) and component 2 (PBF)</p>							



Target Values

Project Development Objective Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Percentage of public primary schools with at least 3 state paid teachers (only schools enrolling more than 100 pupils) (Nationwide) (DLI1)	43.00	43.00	55.00	70.00	85.00	95.00	95.00
Percentage of students having essential textbooks (based on the new curriculum) at public primary level (Nationwide) (DLI3)	0	0	At least 50% of students of Level 1 (SIL / Class 1 CP/Class 2) have the package of 3 essential textbooks.	At least 50% of students of Level 1 (SIL / Class 1 CP/Class 2) and 2 (CE1/Class 3 CE2/Class 4) have the package of 3 essential textbooks.	50% of students of Level 1 ((SIL / Class 1 CP/Class 2) , Level 2 (CE1 / Class 3 CE2/Class 4) and Level 3 (CM1 / Class 5 CM2/Class 6) have the package of 3 essential textbooks.	50% of students of Level 1 ((SIL / Class 1 CP/Class 2) , Level 2 (CE1 / Class 3 CE2/Class 4) and Level 3 (CM1 / Class 5 CM2/Class 6) have the package of 3 essential textbooks.	50% of students of public primary schools have the package of 3 essential textbooks
Pre-primary enrollment in Community Pre-school Centers in rural areas (DLI4)	8360.00	8360.00	11360.00	17360.00	26360.00	32360.00	32360.00
Boys	4180.00	4180.00	5680.00	8680.00	13180.00	16180.00	16180.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Girls	4180.00	4180.00	5680.00	8680.00	13180.00	16180.00	16180.00
Completion of newly developed standardized national assessments for 4th and 6th grade in Academic Year 2020-2021 (DLI5)	N	N	N	Y	Y	Y	Y
Number of public primary schools receiving package of grant funding and school level interventions in refugee-affected areas (DLI7)	0.00	0.00	50.00	100.00	200.00	300.00	300.00
Number of pupils enrolled in public primary schools receiving package of grant funding and school level interventions in refugee-affected areas (DLI7)	0.00	0.00	25000.00	50000.00	100000.00	150000.00	150000.00
Number of refugee pupils enrolled in public primary schools receiving package of grant funding and school level interventions in refugee-affected areas	0.00	0.00	3000.00	6500.00	13000.00	20000.00	20000.00

Intermediate Results Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Number of public primary teachers recruited (DLI1)	0.00	0.00	3000.00	6000.00	9000.00	12000.00	12000.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Number of public primary teachers recruited (DLI1) Female	0.00	0.00	1500.00	3000.00	4500.00	6000.00	6000.00
Percentage of newly recruited public primary teachers deployed in refugee-affected local councils	0.00	0.00	2.00	5.00	10.00	15.00	15.00
Number of primary-level teachers trained on new curriculum (DLI2)	0.00	0.00	25000.00	50000.00	76500.00	76500.00	76500.00
Number of teacher trainers of MINESEC trained on the new curriculum	0.00	0.00	1500.00	3000.00	4500.00	4500.00	4500.00
Number of essential textbooks (based on the new curriculum) distributed (DLI3)	0.00	0.00	2400000.00	4400000.00	5300000.00	6000000.00	6000000.00
Percentage of textbooks distributed in refugee-affected local councils	0.00	0.00	0.00	5.00	10.00	15.00	15.00
Number of community pre-school centers in rural areas meeting quality standards (DLI4)	0.00	0.00	200.00	400.00	700.00	1000.00	1000.00
Integrated Statistical Yearbook available at national level (DLI6)	N	N	N	Y	Y	Y	Y
Number of schools included in the Performance-based Financing (PBF) school grants program	20.00	20.00	400.00	1800.00	2700.00	3000.00	3000.00
Percentage of schools included in PBF	0.00	0.00	50.00	50.00	75.00	75.00	75.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
program improving their performance							
Number of Community Pre-schools Centers (CPCs) and public primary schools engaging communities in school-level management	0.00	0.00	1000.00	2000.00	3000.00	4000.00	4000.00



Annex 1. Disbursement-linked Indicators (DLIs)

Table 1.1. Disbursement-linked Indicators (DLIs)

Disbursement-linked Indicator	Baseline	Academic Year 2018–19 Disbursement-linked Result	Academic Year 2019–20 Disbursement-linked Result	Academic Year 2020–21 Disbursement-linked Result	Academic Year 2021–22 Disbursement-linked Result	Academic Year 2022–23 Disbursement-linked Result
DLI 1: Improved distribution of teachers recruited by the state in public primary schools	(a) No comprehensive strategy (b) Massive attrition and inequitable regional distribution of teachers (c) 43% of schools matching the standard	DLR 1.1: (a) Comprehensive strategy (including operational plan, targeted criteria, procedures, indicators, and monitoring and evaluation plan) for 2019-23 for recruitment, deployment, distribution, and retention of primary-school teachers approved (b) Budget for recruitment and deployment for subsequent year approved	DLR 1.2: (a) At least 3,000 qualified teachers recruited and distributed according to new approved strategy and operational plan (b) At least 55% of schools have at least three (3) state-paid teachers (c) Budget for teacher recruitment and deployment for subsequent year and for evaluation approved	DLR 1.3: (a) At least 6,000 (cumulative) qualified teachers recruited and distributed according to standards set forth in new strategy (b) At least 70% of schools have at least three (3) state-paid teachers (c) Evaluation of implementation of strategy for recruitment and deployment of teachers available (d) Budget for teacher recruitment and deployment for subsequent year approved	DLR 1.4: (a) At least 9,000 (cumulative) qualified teachers recruited and distributed according to standards set forth in new strategy (b) At least 85% of schools have at least three (3) state-paid teachers (c) Budget for teacher recruitment and deployment for subsequent year approved (d) Budget for final evaluation approved	DLR 1.5: (a) At least 12,000 (cumulative) qualified teachers recruited and distributed according to standards set forth in new strategy (b) At least 95% of schools have at least three (3) state-paid teachers (c) Final evaluation of implementation of strategy for recruitment and deployment of teachers completed and disclosed (d) Budget for teacher recruitment and deployment for subsequent year approved
DLI 2:		DLR 2.1:	DLR 2.2:	DLR 2.3:	DLR 2.4:	DLR 2.5:



Disbursement-linked Indicator	Baseline	Academic Year 2018–19 Disbursement-linked Result	Academic Year 2019–20 Disbursement-linked Result	Academic Year 2020–21 Disbursement-linked Result	Academic Year 2021–22 Disbursement-linked Result	Academic Year 2022–23 Disbursement-linked Result
Increased capacities of teachers in effective and efficient use of new curriculum in pre-primary and primary schools	None of current 85,000 MINEDUB teachers in pre-primary and primary schools in ten (10) regions have been trained in new curriculum	(a) Comprehensive training plan on new curriculum for 2019-23 (including didactic approach, budget, sequencing, and monitoring and evaluation) approved (b) Budget for teacher training in new curriculum for subsequent year in MINEDUB and MINESEC approved	(a) At least 30% of MINEDUB teachers in Recipient’s ten (10) regions trained in use of new curriculum (b) Budget for teacher training in new curriculum for subsequent year in MINEDUB and MINESEC approved	(a) At least 60% of MINEDUB teachers in Recipient’s ten (10) regions trained in use of new curriculum (b) Budget for teacher training in new curriculum for subsequent year in MINEDUB and MINESEC approved	(a) At least 90% of MINEDUB teachers in Recipient’s ten (10) regions trained in use of new curriculum (b) Budget for teacher training in new curriculum for subsequent year in MINEDUB and MINESEC approved (c) Budget for final evaluation approved	(a) Final evaluation of teacher training plan completed and publicly disclosed (b) Budget for teacher training for subsequent year in MINEDUB and MINESEC approved
DLI 3: Increased availability of essential textbooks in public primary schools	Pupil/textbook ratio unsatisfactory (12/1)	DLR 3.1: (a) Textbook operational plan for 2019–2023 based on new textbook policy guidelines and principles approved (b) Textbook policy approved (c) Technical unit (permanent secretariat) for	DLR 3.2: (a) At least 50% of students of Level 1 (SIL/Class 1 CP/Class 2) have three (3) essential textbooks (b) Financing plan, Procurement Plan, and distribution plan for subsequent year’s textbook provision developed	DLR 3.3: (a) At least 50% of students of Levels 1 (SIL/Class 1 CP/Class 2) and 2 (CE1/Class 3 CE2/Class 4) have three (3) essential textbooks (b) Evaluation completed of distribution of textbooks and their	DLR 3.4: (a) 50% of students of Level 1 (SIL/Class 1 CP/Class 2), Level 2 (CE1/Class 3 CE2/Class 4), and Level 3 (CM1/Class 5 CM2/Class 6) have three (3) essential textbooks (b) Financing plan, Procurement Plan, and distribution plan	DLR 3.5: (a) 50% of students of Level 1 (SIL/Class 1 CP/Class 2), Level 2 (CE1/Class 3 CE2/Class 4) and Level 3 (CM1/Class 5 CM2/Class 6) have three (3) essential textbooks (b) Inclusion of budget line for essential textbooks in



Disbursement-linked Indicator	Baseline	Academic Year 2018–19 Disbursement-linked Result	Academic Year 2019–20 Disbursement-linked Result	Academic Year 2020–21 Disbursement-linked Result	Academic Year 2021–22 Disbursement-linked Result	Academic Year 2022–23 Disbursement-linked Result
		textbooks, with staff and resources, equipped and fully operational (d) Financing plan, Procurement Plan, and distribution plan for subsequent year’s textbook provision developed (e) Budget for textbook procurement and distribution for subsequent year approved	(c) Budget for textbook procurement and distribution for subsequent year approved	storage, with recommendations for next two years (c) Financing plan, Procurement Plan, and distribution plan for subsequent year’s textbook provision developed (d) Budget for textbook procurement and distribution for subsequent year approved	for subsequent year textbook provision developed (c) Budget for textbook procurement and distribution for subsequent year approved (d) Budget approved for final evaluation of textbook provision under new textbook policy	MINEDUB’s budget (c) Final evaluation of textbook provision under new textbook policy completed and publicly disclosed (d) Budget for textbook procurement and distribution for subsequent year approved
DLI 4: Increased access to pre-school in rural areas through community pre-school according to standards	(a) Strategy available (b) 8,360 pupils enrolled in community pre-school centers in rural areas	DLR 4.1: (a) Comprehensive plan for community pre-school development for 2019-23, including standards, costing, and training plan, approved (b) Modules for parental education available	DLR 4.2: (a) At least 11,360 (cumulative) pupils enrolled in CPCs according to approved norms in rural areas (b) Budget approved for CPC activities for subsequent year	DLR 4.3: (a) At least 17,360 (cumulative) pupils enrolled in CPCs according to approved norms in rural areas (b) Budget approved for CPC activities for subsequent year	DLR 4.4: (a) At least 26,360 (cumulative) pupils enrolled in CPCs according to approved norms in rural areas (b) Budget approved for CPC activities for subsequent year (c) Budget approved for final evaluation of	DLR 4.5: (a) At least 32,360 (cumulative) pupils enrolled in CPCs according to approved norms in rural areas (b) Final evaluation of intervention on access to pre-school in rural areas completed and publicly disclosed



Disbursement-linked Indicator	Baseline	Academic Year 2018–19 Disbursement-linked Result	Academic Year 2019–20 Disbursement-linked Result	Academic Year 2020–21 Disbursement-linked Result	Academic Year 2021–22 Disbursement-linked Result	Academic Year 2022–23 Disbursement-linked Result
		(c) At least one (1) sensitization campaign completed (d) Budget approved for CPC activities for subsequent year			access to pre-school in rural areas	(c) Budget approved for CPC activities for subsequent year
DLI 5: Establishment of standardized student learning assessment system for primary and secondary education	(a) Student learning assessment conducted by MINEDUB and MINESEC team (b) No permanent learning assessment system (c) No budget line, no permanent dedicated staff, and no working space for a learning assessment	DLR 5.1: (a) Comprehensive operational plan (2019-23) approved for establishment of regular learning assessments system, including (i) unit structure, staffing, and functions; (ii) content and frequency of assessments; and (iii) conducting of evaluations	DLR 5.2: (a) Functions for learning assessment strengthened according to approved comprehensive plan toward establishment of learning assessment unit (b) Report on pilot testing completed for learning assessment (primary-level classes 4 and 6) by newly created learning assessment unit (c) Budget for learning assessment activities for subsequent year for MINEDUB and	DLR 5.3: (a) Assessment report, including recommendations, on learning outcomes (primary-level classes 4 and 6) available and publicly disseminated (b) Budget for learning assessment activities for subsequent year for MINEDUB and MINESEC approved	DLR 5.4: (a) Report on testing instruments (secondary forms 2 and 4) completed (b) Budget for learning assessment activities for subsequent year for MINEDUB and MINESEC approved (c) Budget for evaluation of learning assessment system approved	DLR 5.5: (a) Assessment report, including recommendations, on learning outcomes (secondary forms 2 and 4) available and publicly disseminated (b) Final evaluation of learning assessment system completed (c) Budget for learning assessment activities for subsequent year for MINEDUB and MINESEC approved



Disbursement-linked Indicator	Baseline	Academic Year 2018–19 Disbursement-linked Result	Academic Year 2019–20 Disbursement-linked Result	Academic Year 2020–21 Disbursement-linked Result	Academic Year 2021–22 Disbursement-linked Result	Academic Year 2022–23 Disbursement-linked Result
	unit (d) Student assessment conducted for primary education		MINESEC approved			
DLI 6: Integrated education management information system functional and operational	(a) Data collection system exists, but is fragmented, with limited data availability and quality, and does not produce or analyze data in a timely manner (b) EMIS diagnostic completed for basic and secondary levels and available and validated	DLR 6.1: (a) National EMIS implementation strategy and operational plan approved (b) Budget for EMIS activities for subsequent year for ministries in charge of education sector approved	DLR 6.2: (a) National EMIS platform developed and operational (b) Budget for EMIS activities for subsequent year for ministries in charge of education sector approved	DLR 6.3: (a) Integrated statistical yearbook of education and training sector available and publicly disseminated (b) Budget for EMIS activities for subsequent year for ministries in charge of education sector approved	DLR 6.4: (a) Integrated statistical yearbook of education and training sector available and publicly disseminated (b) EMIS deconcentrated (MINEDUB/MINESEC) and operational in at least five (5) regions (c) Budget for EMIS activities, including evaluation, for subsequent year for ministries in charge of education sector approved	DLR 6.5: (a) Integrated statistical yearbook of education and training sector available and publicly disseminated (b) EMIS deconcentrated (MINEDUB/MINESEC) and operational in all ten (10) regions (c) Evaluation of national EMIS completed (d) Budget for EMIS activities for subsequent year for ministries in charge of education sector approved



Disbursement-linked Indicator	Baseline	Academic Year 2018–19 Disbursement-linked Result	Academic Year 2019–20 Disbursement-linked Result	Academic Year 2020–21 Disbursement-linked Result	Academic Year 2021–22 Disbursement-linked Result	Academic Year 2022–23 Disbursement-linked Result
<p>DLI 7:</p> <p>Improved learning environment and quality of education for children in host-community schools with refugees</p>	<p>(a) Schools concerned located in economically and socially disadvantaged areas</p> <p>(b) Refugee children mostly enrolled in school, but absence of specific support</p> <p>(c) Absence of specific database and of response mechanism focusing on refugees</p>	<p>DLR 7.1:</p> <p>(a) Approved comprehensive response strategy and plan (2019-23), including addressing teacher and textbook availability, grants for schools in targeted areas with relevant criteria and procedures, and establishment of database</p> <p>(b) Establishment of list of targeted schools to be revised annually on basis of criteria</p> <p>(c) Budget for activities for subsequent year approved</p>	<p>DLR 7.2:</p> <p>(a) From start of 2019-20 school year, at least 50 schools (cumulative) in targeted areas have benefited from package of grant funding and school-level interventions according to approved response strategy and plan</p> <p>(b) Budget for activities for subsequent year approved</p> <p>(c) Budget for interim evaluation of implementation of strategy approved</p>	<p>DLR 7.3:</p> <p>(a) From start of 2020-21 school year, at least 100 schools (cumulative) in targeted areas have benefited from package of grant funding and school-level interventions according to approved response strategy and plan</p> <p>(b) Interim evaluation of implementation of strategy completed and disseminated</p> <p>(c) Budget for activities for subsequent year approved</p>	<p>DLR 7.4:</p> <p>(a) From start of 2021-22 school year, at least 200 schools (cumulative) in targeted areas have benefited from package of grant funding and school-level interventions according to approved response strategy and plan</p> <p>(b) Budget for activities approved for subsequent year</p>	<p>DLR 7.5:</p> <p>(a) From start of 2021-22 school year, at least 300 schools (cumulative) in targeted areas have benefited from package of grant funding and school-level interventions according to approved response strategy and plan</p> <p>(b) Budget for activities approved for subsequent year</p>



Table 1.2. Disbursement-linked Indicator Verification Protocol

DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
DLI 1. Improved distribution of teachers recruited by the state in public primary schools	Published strategy adopted by the Government Published operational plan/MINEDUB	World Bank	Year 1 <ul style="list-style-type: none"> A comprehensive strategy refers to an integrated strategy for the recruitment, deployment, distribution and retention of teachers. It will be prepared by MINEDUB and other involved ministries and adopted by the Government. It will be based on a qualitative and quantitative survey. It will include standards for the recruitment, deployment (including criteria), distribution and retention of teachers, including their qualifications and career path Operational plan of the strategy should include targeted criteria, procedures, indicators and M&E plan (including baseline of teachers including: unique ID number, contracts, phone number, and work location) Budget for teacher recruitment and deployment approved for the subsequent year 	<p>MINEDUB submits documentation to the World Bank</p> <p>Documents should be deemed acceptable to the World Bank</p> <p>Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year</p>
	Summary report on teacher recruitment/MINEDUB based on statistical year book and administrative data (Payroll and civil servant listing)	IVA	Years 2, 3, 4 and 5 <ul style="list-style-type: none"> Percentage of schools is calculated as number of schools having at least 3 state-paid teachers out of the total number of public primary schools having more than 100 pupils enrolled 	<p>MINEDUB submits documentation to IVA (through the PCMU)</p> <p>IVA verifies and send independent report to the World Bank</p>



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
	Technical and financial audit		<ul style="list-style-type: none"> Recruited qualified teachers (ENIEG graduates) assigned to public primary schools All qualified recruited teachers receive initial training before integration: training is at least 1 week (5 days) and includes training on textbooks utilization Budget approved for teacher recruitment and deployment approved for the subsequent year and for evaluation Approved budget means the budget of the Ministry as formally approved by the MINFI 	<p>Documents should be deemed acceptable to the World Bank</p> <p>Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year</p>
			<p>Year 3</p> <ul style="list-style-type: none"> The evaluation will assess the progress in teacher recruitment and deployment against the new comprehensive strategy and provide recommendations for corrective measures and future actions <p>Year 4</p> <p>Budget for final evaluation of progress</p> <p>Year 5</p> <ul style="list-style-type: none"> The final evaluation will assess the progress in teacher recruitment and deployment against the new comprehensive strategy and plan and provide recommendations on future 	<p>MINEDUB submits documentation to IVA (through the PCMU)</p> <p>IVA verifies and send independent report to the World Bank</p> <p>Documents should be deemed acceptable to the World Bank</p> <p>Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year</p>



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<p>strategy, and interventions options. This evaluation will be completed and be publicly disclosed by the end of Year 5 of the project</p> <ul style="list-style-type: none"> Public disclosure of final evaluation means availability of evaluation report on MINEDUB website 	
DLI 2 Increased capacities of teachers for the effective and efficient use of the new curriculum in pre-primary and primary schools	Database/report on training/MINEDUB	IVA	Year 1 <ul style="list-style-type: none"> Approved training plan on new curriculum for 2019-2023– including didactic approach budget, sequencing, M&E Plan will be endorsed by MINEDUB and MINESEC. Inspector General for Teaching responsible for production of the plan, training of stakeholders at central level and production of training manual 	MINEDUB submits documentation to IVA (through the PCMU) IVA verifies and sends the report to the World Bank Documents should be deemed acceptable to the World Bank Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year
			Years 2, 3, and 4 <ul style="list-style-type: none"> Training is at least 1 weeks (5 days) in duration and includes training on textbooks utilization New curriculum is the curriculum adopted by MINEDUB Module to be included defined in the PIM Budget approved for teacher training on new curriculum for the next year in MINEDUB and MINESEC, including final evaluation 	
			Year 5	MINEDUB submits



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<ul style="list-style-type: none"> Final Evaluation- Both IGEs should undertake the evaluation. This evaluation should assess the implementation of the training plan Budget approved for teacher training on new curriculum for the next year in MINEDUB and MINESEC Approved budget means the budget of the Ministry as formally approved by the MINFI 	<p>documentation to IVA (through the PCMU) IVA verifies and sends the report to the World Bank Documents should be deemed acceptable to the World Bank Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year.</p>
DLI 3: Increased availability of essential textbooks in public primary schools	Directorate for Policy, Planning, and Cooperation (<i>Direction de la Planification, de la Prospection et de la Coopération, DPPC</i>)/MINEDUB	Verification will be done by an IVA	<p>Year 1 Textbook operational plan and policy approved and technical unit operational</p> <ul style="list-style-type: none"> The approved textbook operational plan, based on the new textbook policy, covers the titles, quantities that will be procured during the project budget cycle and their matching distribution plan Textbook Policy refers to a comprehensive strategy aiming to provide cost-effective, quality textbooks for all children in primary education, based on the new curriculum, approved at the Prime Minister level. Strategy includes utilization, distribution, and conservation of textbooks The Textbook Technical Unit refers to a permanent structure, approved by the Prime Minister’s Office, to coordinate 	<p>Strategy to be validated by the Prime Minister (or Presidency)</p> <p>The technical unit submits documentation to IVA (through the PCMU)</p> <p>IVA verifies and sends to the World Bank</p> <p>Documents should be deemed acceptable to the World Bank</p> <p>Disbursement for each DLI every year will be contingent</p>



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<p>the management and implementation of the textbook development cycle. This unit will be equipped with qualified technical staff, equipment, materials, and operating budget</p> <ul style="list-style-type: none"> • Budget for the procurement and distribution of textbooks approved for the subsequent year • For subsequent year, Government provides a detailed Financing plan, a Procurement Plan, and a distribution plan. The documentation comprises quantities and estimated costs, preliminary tender documentation and criteria, and a detailed calendar aiming to get the distribution completed by the start of the subsequent school year 	upon verified achievement of every respective DLI result of that year
			<p>Years 2, 3 and 4 The package of Essential Textbooks consists of:</p> <ul style="list-style-type: none"> • For the Francophone, subsystem: French (language of instruction), English (second official language) and Mathematics • For the Anglophone, subsystem: English (language of instruction, French (second official language) and Mathematics • Budget for the procurement and distribution of textbooks approved for the subsequent year • For subsequent year, Government provides a detailed Financing plan, a 	<p>MINEDUB submit documentation to IVA (through the Textbook Technical Unit)</p> <p>DPPC collects data (routine data collection) at school level and third party verifies utilization. (desk review and field visit (survey)) and sends to the World Bank</p> <p>Documents should be deemed acceptable to the World Bank</p>



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			procurement plan, and a distribution plan. The documentation comprises quantities and estimated costs, preliminary tender documentation and criteria, detailed calendar aiming to get the distribution completed by start of the subsequent schoolyear	Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year
			Year 3 <ul style="list-style-type: none"> Evaluation of how books are distributed, stored, and used. Recommendations are proposed for the next two academic years Budget for the procurement and distribution of textbooks approved for the subsequent year 	MINEDUB submit documentation to IVA (through the Textbook Technical Unit-Permanent Secretariat) DPPC collects data (routine data collection) at school level and third party verifies utilization. (desk review and field visit (survey) and sends to the World Bank Documents should be acceptable to the association Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year
			Year 5 <ul style="list-style-type: none"> Budget for the procurement and distribution of textbooks approved for the subsequent year Final Evaluation on how books are distributed, stored and used and recommendations completed and publicly disclosed 	Documents should be deemed acceptable to the World Bank Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<ul style="list-style-type: none"> Public disclosure of final evaluation means availability of evaluation report on MINEDUB website 	
<p>DLI 4</p> <p>Increased access to pre-school in rural areas through community pre-school according to standards</p>	Database/school mapping of MINEDUB/ annual reports	Verification will be done by an Independent third party	<p>Year 1</p> <ul style="list-style-type: none"> Comprehensive plan on community pre-school development for 2019-2023. The plan will include methods of implementing the strategy, with the normal rubrics of an action plan (Objectives of the period, expected results, performance indicators, baseline, target, activities, implementing bodies, cost, and source of funding); this costed action plan is to be developed by the Government team and validated Standards: these are minimum standards for a community pre-school center (CPC) to meet; they include a safe structure for children, have tables and chairs for children, a SMC, a trained (two weeks in-service training by MINEDUB) animators, an adapted curriculum for CPC, basic teaching and learning materials, a schedule for supportive supervision and continuous training by MINEDUB, a schedule for parental education on nutrition and the importance of early stimulation, an age-appropriate gender sensitive toilet, and a potable drinking water source Parental education modules: 	<p>Action Plan to be validated by MINEDUB Documents should be deemed acceptable to the World Bank</p> <p>Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year</p>



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<p>Modules will include information on the importance of education, early stimulation, the parent’s role in these areas. It will also include information on health, nutrition, and birth registration</p> <p>Sensitization sessions for those who have children and those who do not – will be undertaken. These adults will be organized into small groups and sessions focusing on the same areas that are included in the modules will be taught and discussed</p> <ul style="list-style-type: none"> • Target for sensitization: which communities: in line with safety nets beneficiary. Sensitization means campaigns to mobilize communities to increase education pre-school awareness toward increasing access in pre-schools and to orientate them on the establishment of CPC according to agreed norms and standards. Target coverage 3-5 years; in these communities, sensitization, and parental education will be done under the Safety Nets Project; while in other targeted zones, sensitization will be done by trained community mobilisers. • Norms on teachers training in CPC (initial training of animators by MINEDUB and continuous supportive supervision), CPC structure, curriculum (an adapted curriculum will be developed for animators) materials 	



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<p>list, management (a school management council is one of the criteria of creation)</p> <ul style="list-style-type: none"> • Community pre-school Centers (CPC): These are pre-schools set up by the communities, managed by the community, with trained animators as teachers, using an adapted curriculum, and supervised by MINEDUB 	
			<p>Years 2, 3, 4 and 5</p> <ul style="list-style-type: none"> • Pupils enrolled in CPC: number of pupils enrolled in rural CPC respecting standards (see cumulative numbers in DLI table) • Enrollment data to be provided by community pre-school centers (CPCs) and validated by IAEB (<i>Inspection d'Arondissement de l'Education de Base</i>) • Budget approved for subsequent years for CPC activities: Grant to schools, advocacy; sensitization; training; monitoring and final evaluation in year 5) 	<p>MINEDUB submit documentation to IVA through the PCMU</p> <p>IVA agency verifies and sends the report to the Bank</p> <p>Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year</p>
			<p>Year 5</p> <ul style="list-style-type: none"> • Final evaluation of intervention on access to pre-school in rural areas completed and publicly disclosed • Public disclosure of final evaluation means availability of evaluation report on MINEDUB website • Budget approved for CPC activities; grants to schools; advocacy; sensitization; training; monitoring for subsequent year 	<p>Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year</p>
DLI 5 Establishment of a standardized student learning assessment system for primary	Learning Assessment Unit	Third Party	<p>Year 1</p> <ul style="list-style-type: none"> • Comprehensive operational plan (2019-2023) approved through official regulation 	



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
and secondary education			<p>which includes: detailed information on the learning assessment unit’s structure (adhering to standards as described below) and staffing (and their roles and responsibilities), the focus, content and frequency that assessments will be undertaken (for specified levels), and evaluations of the assessment process)</p> <ul style="list-style-type: none"> Standards for a Learning Assessment Unit: establishment of an independent national structure producing and disseminating biennially assessment report in the primary and secondary level in Cameroon, according to standard international practice applicable to national large-scale student assessment of student The regulation creating the Learning Assessment Unit is available The learning assessment Unit is functional: staffed with at least 3 qualified technical specialists, has office space, and is equipped. Budget approved for learning assessment activities for the subsequent year 	
			<p>Year 2</p> <ul style="list-style-type: none"> Report on pilot testing: development of standard assessment methodology, instruments, and sample test completion. Budget approved for learning assessment activities for the subsequent year <p>Year 3</p> <ul style="list-style-type: none"> Assessment report: Definition: Full-fledged learning assessment evaluation completed and provided by the learning assessment 	



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<p>unit which also includes recommendations, is endorsed by MINEDUB and is made publicly available</p> <ul style="list-style-type: none"> Budget approved for learning assessment activities for the subsequent year <p>Year 4</p> <ul style="list-style-type: none"> Report on pilot testing. Definition: Standard assessment methodology and test validated (sample) by the learning assessment unit Budget approved for learning assessment activities (including the evaluation) for the subsequent year <p>Year 5</p> <ul style="list-style-type: none"> Assessment report: Definition. Full-fledged learning assessment evaluation completed and provided by the technical unit which includes recommendations, is endorsed by MINESEC and is made publicly available Budget approved for learning assessment activities for the subsequent year 	Disbursement for each DLI every year will be contingent upon verified achievement of every respective DLI result of that year.
DLI 6 Integrated education management information system functional and operational	EMIS Technical Unit	Independent Third Party	<p>Year 1</p> <ul style="list-style-type: none"> National EMIS Implementation Strategy and Operational Plan approved by MINEPAT, and endorsed by MINEDUB, MINESEC, MINEFOP, and MINESUP, including standards, norms, technical design and deconcentration process. National EMIS Implementation Strategy builds on the diagnosis of the existing EMIS (under the CEQUIL Project) Budget approved for EMIS activities for subsequent year 	
			<p>Year 2</p>	



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<ul style="list-style-type: none"> National EMIS Platform (adapted integrated technical platform based on the EMIS development under the CEQUIL Project), operational and functional, guidelines developed and person-in-charge designed, in all four ministries in charge of education in Cameroon, and meet international quality standards Budget approved for EMIS activities for subsequent year <p>Years 3, 4, 5</p> <ul style="list-style-type: none"> Integrated Statistical Yearbook of the Education and Training Sector will contain relevant data from the 4 ministries in charge of education in Cameroon, namely MINEDUB, MINESEC, MINEFOP, and MINESUP. It will respect the DQAF (Data Quality Assessment Framework), be methodologically validated by INS, and follow international norms and standards Integrated Statistical Yearbook published and available online, which covers the whole education and training sector Integrated education sector database exists, covering national and sub-national levels, and is compatible with and linked to other systems used for the management of state personnel (SIGIPES) <p>Year 4</p> <ul style="list-style-type: none"> Integrated Statistical Yearbook of the Education and Training Sector will contain relevant data from the 4 ministries in charge of education in Cameroon, namely 	<p>Strategy will be approved by the Committee overseeing EMIS and acceptable to the Bank</p> <p>Budget line in each Ministry for EMIS identifiable in the annual Finance Law for 2018 to 2023.</p> <p>Disbursement for each DLI every year will be contingent upon achievement of every respective DLI results of that year</p>



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<p>MINEDUB, MINESEC, MINEFOP, and MINESUP. It will respect the DQAF (Data Quality Assessment Framework), be methodologically validated by INS, and follow international norms and standards</p> <ul style="list-style-type: none"> • Integrated Statistical Yearbook published and available online, which covers the whole education and training sector • Integrated education sector database exists, covering national and sub-national levels, and is compatible with and linked to other systems used for the management of state personnel (SIGIPES) • The level of deconcentration of EMIS and the grouping of regions for implementation will be defined by the EMIS Technical Unit in consultation with the World Bank and UNESCO, and will be clearly defined in the National EMIS Implementation Strategy. EMIS deconcentration only applies to MINEDUB and MINESEC • Budget approved for EMIS activities for subsequent year <p>Year 5</p> <ul style="list-style-type: none"> • The level of deconcentration of EMIS and the grouping of regions for implementation will be defined by the EMIS Technical Unit in consultation with the World Bank and UNESCO, and will be clearly defined in the National EMIS Implementation Strategy. EMIS deconcentration only applies to MINEDUB and MINESEC 	



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
DLI 7: Improved learning environment and quality of education for children in host community schools with refugees	MINEDUB	IVA	<p>Year 1</p> <p>Approved response strategy and plan (2019-2023) addressing at least issue of teachers and textbooks availability, learning materials and additional budget (grants) for schools in targeted areas, including eligibility criteria and procedures (transfer of funds, monitoring...), and establishment of a database</p> <p>Establishment by Government of a list of targeted schools to be revised annually on the basis of criteria linked to the presence of refugees.</p> <ul style="list-style-type: none"> • Establishment of a database at host-school level and a response strategy for host communities • Establishment of a list of targeted schools in the eligible local councils • Budget approved for activities supported under for the subsequent year 	<p>MINEDUB submits documentation to IVA (through the PCMU)</p> <p>Documents should be acceptable to the Bank</p> <p>IVA verifies and send to the Bank</p> <p>Disbursement for each DLI every year will be contingent upon achievement of every respective DLI results of that year</p>
	<ul style="list-style-type: none"> • Statistical Yearbook MINEDUB • IVA (Annual) 	IVA	<p>Year 2, 3, 4, 5</p> <ul style="list-style-type: none"> • Schools grants based on school needs as defined in the school improvement plan and based on a positive and negative list defined in the operational manual • Support to school includes: additional teacher, additional textbooks, and special yearly training for teacher deployed in host communities. • Establishment of a revised list of local councils and schools hosting refugee • Update of database at the host-school level 	<p>MINEDUB submits documentation to IVA (through the project management unit)</p> <p>Documents should be deemed acceptable to the World Bank</p> <p>IVA verifies and send to the World Bank</p>



DLI	Protocol to Evaluate Achievement of the DLI and Data/Result Verification			
	Data Source/Agency	Verification Entity	Definitions	Verification Procedure
			<ul style="list-style-type: none">Budget approved for activities supported under for the subsequent year Year 3 <ul style="list-style-type: none">Intermediate evaluation of the implementation of the strategy and plan as well as recommendations undertaken and disseminated	Disbursement for each DLI every year will be contingent upon achievement of every respective DLI result of that year



ANNEX 2: DETAILED PROJECT DESCRIPTION

COUNTRY: Cameroon CAMEROON Education Reform Support Project

Project Development Objective

1. The Project Development Objective (PDO) is to improve equitable access to quality basic education, with a focus on selected disadvantaged areas.
2. Disadvantaged areas include the following:
 - Official priority zones as defined by the Government as ZEPs (*Zones d'Éducation Prioritaires*) at regional and divisional level (List to be updated by the Government in the project implementation manual (PIM). The ESS (2006) identified the Far North, North, Adamawa, East, the border regions, and certain “pockets of low levels of school 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 the rest of the country);
 - Refugee-affected areas (List of local councils²⁹ to be updated by the Government in collaboration with the United Nations High Commissioner for Refugees (UNHCR) and other projects financed with the support of the RSW each year);
 - Rural areas (an official list of rural local councils is available and will be included in the PIM); and
 - Public primary schools with less than three state-paid teachers (database at school level, limited to schools enrolling more than 100 pupils only).

Project Description

3. The Government Program, described in its Education Sector Strategy 2013–2020 (ESS), focuses on promoting access and equity, improving quality and relevance, strengthening sector governance and management, and adopting financing mechanisms for education and training, as well as addressing institutional capacity challenges, and modalities for monitoring and evaluation (M&E). The priorities of the ESS are confirmed in the vision document ‘*Cameroon emergent à l’horizon 2035*’, which also includes early childhood development (ECD) as a priority. The Government’s reform priorities for basic education include:

- (a) **Access and Equity:** (i) community pre-school development in rural areas; (ii) holistic infrastructure development; (iii) the attraction and retention of disadvantaged children in schools, particularly girls; (iv) the introduction of a core³⁰ education cycle; and (v) inclusive education;
- (b) **Education Quality and Relevance:** (i) the distribution of textbooks and teaching/learning materials, particularly in ZEPs; (ii) the establishment of a national plan for reading at the primary level; (iii)

²⁹ Local Councils represent local decentralized administrative entities. For MINEDUB, each local council is a subdivision (devolved service). In this document, local council will be used to determine areas that are affected by refugees and eventually schools that are eligible for funding from the RSW.

³⁰ Core education will cover the primary cycle and the first cycle of secondary education (ESS, 2013).



reforms to in-service teacher education and a plan for continuous teacher training; (iv) the establishment of a quality assurance system; (v) the definition of minimum skills and a standard base of knowledge toward the implementation of a cycle of basic education; and (vi) the promotion of versatility among teachers; and

- (c) **Governance and Educational Management:** (i) support for the deconcentration of education and skill development systems; (ii) the replacement of community teachers by Government-contracted teachers; (iii) the elimination of temporary teachers in secondary education; (iv) the provision of incentives for teachers in hardship staff postings; (v) the establishment of an integrated Education Management Information System (EMIS) for education and skills development; (vi) the harmonization of the educational system in Cameroon; and (vii) the creation of education commissions for contract teacher recruitment.

4. In light of the influx of refugees from Nigeria and the Central African Republic, the Government has identified addressing the particular educational needs of refugee children and children in host communities as an additional priority for the education sector.

5. The ESS includes several key initiatives aimed at strengthening the educational system – focusing on decentralization, ECD, and a fully integrated EMIS (including the adoption of information and communications technology). These are described below.

- **Decentralization.** A decentralized approach is currently used in the construction and rehabilitation of schools, and in the administration of the Government’s “minimum subsidy to schools” (*paquet minimum*) to support free primary education (*gratuité*). Decentralization could be further reinforced through the transfer of education planning to the regional level, and by formalizing the relationships between APEEs and the local education administration. School-based management was included in the 1998 *Loi d’orientation de l’éducation*. In 2001/2002, the Government instituted school management councils (SMCs) (*conseils d’écoles/établissements*) charged with supervising, advising, and evaluating the operations of schools. However, the ESS acknowledges that SMCs need to be made more functional if they are to contribute significantly to increasing access to quality education.
- **Early Childhood Development (ECD).** The ESS includes the extension of pre-school coverage to rural areas through the creation of community pre-school centers (CPCs). Further, the Government aims to support a multi-sector approach to ECD as laid out in the Early Years Multi-Sectoral Action Plan which was technically validated by the Government. An emphasis is placed on implementation of interventions with synergies across sectors which together can strengthen the implementation of the overall plan with one common results framework for M&E. The ECD initiative endorsed in the ESS is a pilot of a PBF approach with communities themselves being contracted to undertake ECD interventions, and financing allocations are made based on their performance.
- **EMIS development.** The Government aims to ensure that, by 2023, EMIS in Cameroon can uniquely register students across all levels of education to more effectively monitor the progress of cohorts through the education system (from primary to higher education, and vocational training), as well as exits from the formal education system. This will contribute to improving the quality of statistical reporting, and will help to more effectively manage student flows. To this end, the Government aims to establish a fully integrated EMIS, deconcentrated as much as possible, that optimizes the



use of information and communication technology (ICT) to reduce costs and improve timeliness in the production and dissemination of reports. To attain this result, the Government plans to establish an EMIS Technical Committee to ensure the harmonization of methods and processes (including an Information Technology platform and survey instruments) across all four ministries overseeing education. This will also help to ensure the sustainability of the system, both technically and financially. The Committee will include, at a minimum, representatives from MINEPAT, MINEDUB, MINESEC, MINEFOP, MINESUP, INS (*Institut National de Statistique* – National Institute of Statistics) and BUCREP (*Bureau Central des Recensements et des études sur la population* - Central Bureau of the Census and Population Studies). Finally, the Government intends to ensure compatibility and links between EMIS and other information systems used for public financial management (*Application nationale pour le traitement informatique et logistique du personnel de l’Etat*, ANTILOPE) and the management of state personnel (SIGIPES).

6. Multiple development partners support education sector in Cameroon, in alignment with ESS priorities. Table 2.1 presents summary of DPs’ interventions supporting ESS. The proposed project will closely coordinate with, and complement, existing initiatives, through the Local Education Group (LEG).

Table 2.1. DP Involvement in Primary and Pre-Primary Education (2014-2016)

Development Partners	Specific Area of Support as it Relates to the ESS (2014-16)
PLAN CAMEROON	Textbooks, classrooms rehabilitation, girls’ education, disadvantaged children
Global Partnership for Education (GPE)	Contract teachers, teaching and learning materials, training, institutional capacity development
UNICEF	Training, curricula, support, M&E (primary and pre-primary), girls’ education, out of school children, analytical studies
World Food Program (WFP)	School meals, community schools, training
UNESCO	Health education, statistics, inclusive education, adult basic education
United Nations High Commissioner for Refugees (UNHCR)	EMIS, textbooks, parent-teacher association fees, latrines, classrooms
Agence Française de Développement (AFD)	Construction of classrooms, latrines, training, teaching materials
European Union (EU)	Construction of 60 classrooms
Islamic Development Bank	Curriculum development review and curriculum revisions

7. In line with the Government’s ESS and ‘*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 combination 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.

8. **Project scope.** The project coverage is nationwide. However, in line with the CPF, it places a special focus on the most disadvantaged areas of the country, particularly Far North, North, Adamawa and East regions, and other selected disadvantaged areas identified using needs-based criteria. It will build on the long-term support provided by the Bank to support the Government’s priority areas in the education sector (as described above, teacher recruitment, textbook provision, quality of education, EMIS and learning assessment), and will closely



link project 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 including some areas not covered by previous projects (for example, support for the development of ECD, support for refugee-affected local councils, and the provision of grants to schools using a PBF approach).

9. The total cost of the Government Program is approximately US\$2.9 billion, including IDA financing of US\$130.0 million equivalent (of which US\$30 million is a grant from the IDA18 refugee sub-window (RSW)). The project is comprised of three components: (1) Improving Access, Quality, and Education System Management (Program: US\$2,930 million – IDA: US\$95 million); (2) Improving School Effectiveness through Performance-based Financing (IDA – US\$15 million); and (3) Institutional Strengthening and Project Management (US\$20 million). Project implementation will span five years (Academic Years 2018/19–2022/23).

10. Both the project’s first and second components will adopt a results-based financing approach, but the first one will feature IPF DLIs disbursing against independently verified achievement of pre-agreed annual results, and the second, Performance-based Financing (PBF) through school grants disbursing to schools against independently verified school achievement of pre-agreed performance indicators. The first component of the project will focus on three Government priority reform areas to improve equity, access, and quality in pre-primary and primary education service delivery in disadvantaged areas. This component will feature results areas and respective disbursement-linked indicators (DLIs) with annual targets (Disbursement-linked Results – DLRs) under Investment Project Financing (IPF). Related disbursements at the macro level will be contingent upon independent verification of the achievement of DLIs. Once annual DLI targets (DLRs) are achieved and verified, for related DLI disbursement to take place, the Government will provide evidence of sufficient actual expenditures under agreed Eligible Expenditure Programs (EEPs).

11. The second component aims at improving education quality and accountability at the school level, and will finance grants to schools through a PBF approach. School grants disbursements will be contingent on performance, monitored through selected performance indicators, and based on independent verification by the local partner agencies hired by the project (see details in the PIM).

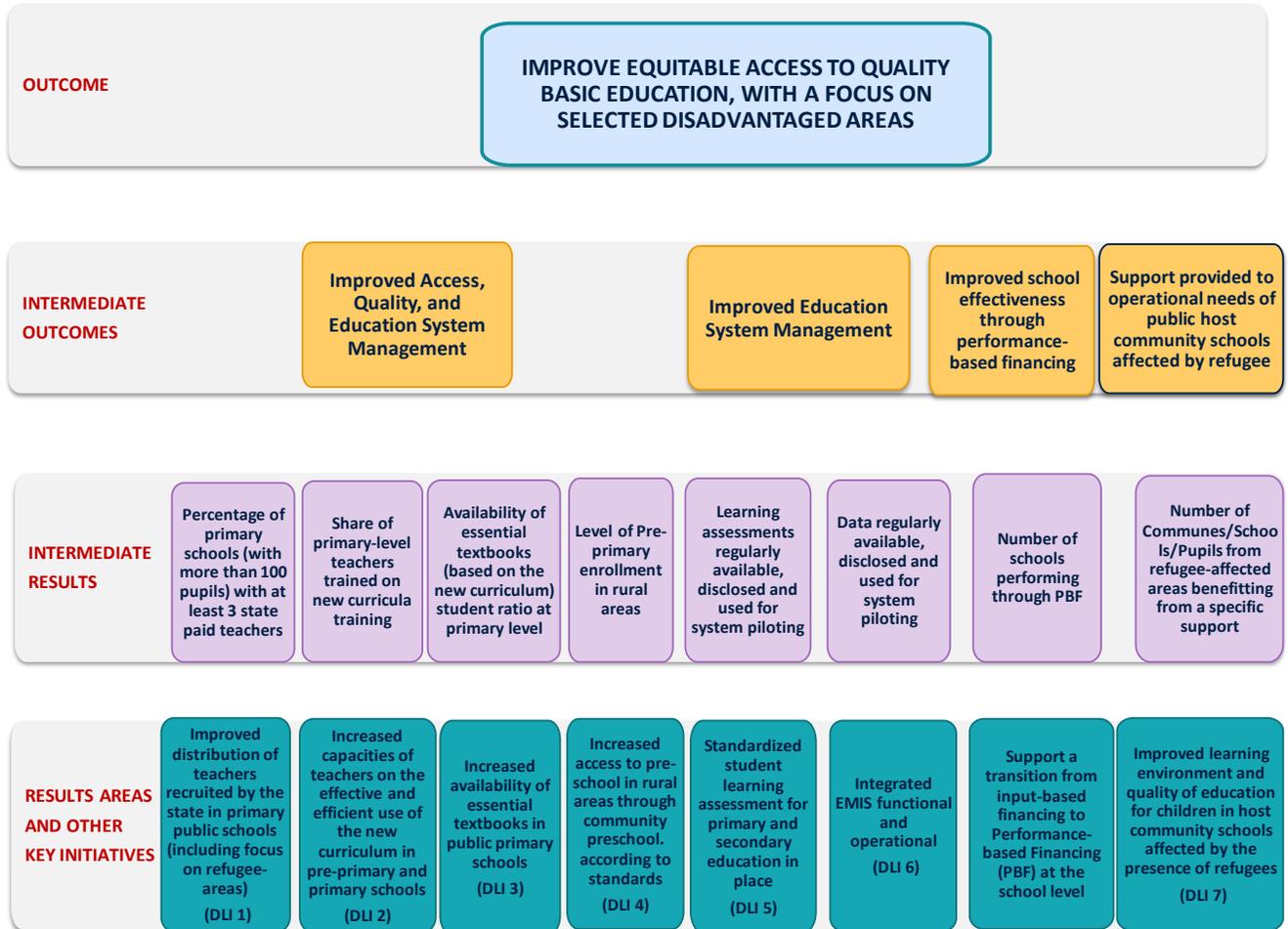
12. The third component which aims to strengthen institutional capacity and management, will support the areas of M&E, project management, FM, procurement, safeguards, independent verification, and capacity development. Component 3 will use a traditional financing approach (IPF).

13. The project incorporates a holistic approach to addressing constraints confronting teachers, school management, learners, and constrained school inputs. Table 1 in the main text presents categories of beneficiaries targeted under different results areas.



14. Figure 2.1 includes the results chain of the project.

Figure 2.1. Results Chain





IDA18 Refugee Sub-window

15. **Cameroon meets the three eligibility criteria for access to the IDA18 RSW:**³¹ (a) as of the end of 2016, Cameroon was host to 339,000 refugees; (b) the World Bank in consultation with UNHCR has determined that Cameroon adheres to a framework for the protection of refugees that is adequate for the purpose of the IDA18 RSW,³² and (c) the Government of Cameroon plans to design a strategy which lays out long-term solutions to the challenges confronting refugees and host communities.

16. **IDA18 RSW financing (IDA grant of US\$30 million) will be included in the project to strengthen the implementation of Government education policies in refugee-affected local councils, and to support refugees and host communities to access quality education.** Three specific channels will benefit from financing received through the sub-window: (a) interventions implemented under the specific results area (DLI 7) dedicated to the design and operationalization of a Government policy to support refugees and host communities; (b) the inclusion of additional budget dedicated to refugees in affected areas under activities implemented under Results Areas 1 and 3; and (c) complementary PBF activities to promote improved governance, results, and inclusivity at the school level.

17. **Activities targeting refugee and host communities will be implemented and coordinated in collaboration with stakeholders active in supporting refugees and displaced peoples.** This includes (a) the Education in Emergency (EiE) Group (including UNHCR, UNICEF, WFP, Plan Cameroon and other DPs); and (b) the IDA-financed Human Development and Social Development Projects which will benefit from financing under the RSW (Social Safety Nets Project, PNDP, HSPRP), as described in table 6.2 (annex 6).

Government Priority Areas and Project Results Areas

18. Table 2 in the main text presents a schematic of the four priority areas, and related components and activities. While Results Area 7 focuses specifically on refugee-affected local councils, refugees and host communities are expected to benefit from a number of interventions under the project. The results of interventions will be systematically disaggregated to monitor the impact on refugee communities. The impact will be reviewed and monitored, and indicators will be tracked.

Component 1: Improved Access, Quality, and Education System Management (Program: US\$2,930 million; IDA: US\$95 million – IDA Credit: US\$72 million; IDA Grant: US\$23 million)

19. Component 1 supports three Government priority areas: (a) enhancing equitable access to quality pre-primary and primary education, (b) improving education systems management, and (c) supporting the operational needs of public schools in host communities affected by refugees.

³¹ A country is eligible if (a) the number of UNHCR-registered refugees, including persons in refugee-like situations, it hosts is at least 25,000 or 0.1 percent of the country population; (b) the country adheres to an adequate framework for the protection of refugees; and (c) the country has an action plan, strategy, or similar document that describes concrete steps, including possible policy reforms that the country will undertake toward long-term solutions that benefit refugees and host communities, consistent with the overall purpose of the sub-window.

³² The adequacy is determined based on adherence to international or regional instruments such as the 1951 Refugee Convention or its 1967 Protocol, or the adoption of national policies and/or practices consistent with international refugee protection standards.



Priority Area 1: Enhancing Equitable Access to Quality Pre-primary and Primary Education

20. The following provides an overview of each of the Results Areas supported by the project under Priority Area 1. The release of funds under each Results Area will be linked to DLIs, presented following the description of each Results Area below.

21. **Results Area 1: Improved distribution of teachers recruited by the state in public primary schools (including refugee-affected local councils).** The objective of this results area is to improve the distribution of teachers in public schools by ensuring that each public primary school, nationwide, has at least three state-paid teachers. To achieve this objective, the project will support the establishment and implementation of a comprehensive teacher management system to ensure the effective recruitment, efficient deployment, and retention of teachers in public primary schools. These activities will benefit from TA under Component 3. The recruitment and training of at least 12,000 new contract teachers is expected and more than 95 percent of schools should meet the target of having at least three state-paid teachers by the end of the project (compared to 43 percent in 2016/17). Funding from the RSW will be allocated to this results area, and an emphasis will be placed on prioritizing eligible schools in refugee-affected areas. This result will be monitored by including a disaggregated intermediate results indicator related to the availability of the minimum number of state-paid teachers per school. The release of IDA funds under this results area will be linked to the following DLI: *Improved distribution of teachers recruited by the state in public primary schools (DLI 1)*.

22. The Directorate of Human Resources (MINEDUB), which has vast experience with teacher recruitment and deployment, will be directly responsible for implementation under this results area, with support from Inspector-General of Education, and the Directorate of Pre-primary and Primary Education (*Direction de l'Enseignement Maternel et Primaire, DEMP*) and relevant ministries and agencies, including regional agencies and schools. The project will aim to capitalize on synergies with the recently approved IDA-financed Strengthening Public Sector Effectiveness and Statistical Capacity Project, including support to line ministries in public investment management (including human resources management), program budgeting, and an in-depth analysis of teacher recruitment.

23. Targets associated with teacher recruitment and deployment will be as follows: (a) development and implementation of a comprehensive national plan for teacher recruitment and deployment; (b) recruitment of a minimum of 12,000 teachers over a five-year period to be deployed to the regions premised on need; and (c) an increase from 43 to 95 percent in the share of public schools with at least three state-paid teachers. Activities associated with DLI 1 will disproportionately benefit rural schools because 95 percent of understaffed schools are in rural areas, as highlighted in table 2.2 below.



Table 2.2. Understaffed Schools by Area

	Number of Understaffed Schools	Rural Areas	Urban Areas
Schools with no state-paid teachers	336	296	40
Schools with 1 state-paid teacher	2,646	2,522	124
Schools with 2 state-paid teachers	2,409	2,290	119
Total number of understaffed public schools	5,391	5,108	283
Total number of public schools	12,636		
Percentage of understaffed public schools	43	95	5

Source: MINEDUB data (2015/16).

24. Activities initiated under Results Area 1 are expected to contribute substantially to investments benefitting refugee-affected local councils and host communities. While following the procedures specified for targets under this results area, priority will be given to schools in refugee-affected local councils.

25. **Results Area 2: Increased capacities of teachers in the effective and efficient use of the new curriculum in pre-primary and primary schools.** The objective of this result area is to develop the capacity of teachers and pedagogic supervisors to more effectively and efficiently use the new curriculum in public and private pre-primary and primary schools. Specifically, support will be provided to: (a) develop a comprehensive training strategy and operational plan for pre-service and in-service teacher training; (b) provide training on the new curriculum for all levels of the MINESEC pedagogic supervision chain; (c) provide training for MINEDUB sub-divisional inspectors on the new curriculum; (d) provide training to MINESEC Teacher Trainers on the new curriculum; and (e) provide training on the new curriculum to approximately 85,000 MINEDUB head teachers and teachers. Training will be complemented by other topics, including: innovative pedagogy, textbooks utilization and conservation, SGBV sensitization, and environment. TA (under Component 3) will be provided to support the establishment of an effective M&E system, including an assessment of teachers and the establishment of remediation mechanisms. TA will support this activity through innovations designed based on experience accrued through the implementation of previous teacher training initiatives in compliance with the objectives of the ESS. Moreover, teacher training activities will potentially generate climate co-benefits estimated around US\$1.2 million in terms of the adoption of environmentally friendly behavior and mitigation strategies because of curriculum content. The release of IDA funds under this result area will be linked to the following DLI: *Increased capacities of teachers on the effective and efficient use of the new curriculum in pre-primary and primary schools (DLI 2)*.

26. Effective implementation of the new curriculum will require training for teacher and pedagogic supervisors on the orientation of the new curriculum regarding its content, structure, and methodology, the use of complementary instructional materials and how work will be organized. Training will include modules to create awareness with regard to the importance of teacher development, inclusion, the use of ICT in the teaching/learning process, different types of learning associated with differentiated instructional techniques, teacher/learner interaction and cooperation in the classroom, large and multi-level classroom management, the use of learning materials for more effective and efficient use of the



curriculum, and quality teaching/learning in the two subsystems (Anglophone and Francophone) of the Cameroon education system.

27. In line with the approach endorsed in the ESS, supervisory staff (head teachers, pedagogic advisers and inspectors) will identify the training needs of all teachers based on field observations, visits to schools, consultations with teachers, and classroom observations. Training of teachers may use different approaches, for example, self-training, presence-based, devolved training, distance learning, and mentoring. Special attention will be paid to the targeting of school-leavers, isolated teachers and other marginalized groups. Sector ministries will encourage synergy in the sector through the collective/joint management of actors and partners to ensure that interventions are consistent, complementary and efficiently deployed.

28. Implementation of the new curriculum will require training of trainers (pedagogic supervisors) from the national to school level. This will be undertaken in a way that ensures complementarity with the IDB-funded Project for Support to Education in the Priority Education Zones of Cameroon (*Projet d'Appui à la Scolarisation dans les Zones d'Education Prioritaires du Cameroun, PASZEP*), as presented in table 2.3 Responsibility for training activities will be divided between MINEDUB and MINESEC.

Table 2.3. Targeted participants for the training

Category	Project	Ministry	Number
National Pedagogic Inspectors and support staff	PASZEP	MINEDUB	100
Inspector Coordinators for Education			10
Regional Pedagogic Inspectors			50
Regional Pedagogic Advisers			100
Divisional Delegates			58
Divisional Pedagogic Advisers			290
Sub-Divisional Inspectors			360
Sub-Divisional Pedagogic Animators			720
Teachers			85,000
Inspector Coordinators of Teacher Training Colleges			ERSP
Regional Inspectors of Teacher Training Colleges	90		
Divisional Advisers of Teacher Training Colleges	58		
principals of teacher training colleges	100		
Vice Principals	100		
Deans of Study of teacher training colleges	100		
Teacher Trainers	5,000		

Source : MINEPAT 2017. "Programme d'appui à la réforme de l'éducation au Cameroun. Document du Projet".

29. Training will be developed and implemented through a national training plan. An effective M&E system, including teacher assessment, will be established. The details of the evaluation mechanism and standards will require further development and will be included in the PIM. Detailed criteria for teacher training activities (including types of training, cost, schedule and targets) on the new curriculum will be incorporated in the PIM.

30. **Results Area 3: Increased availability of essential textbooks in public primary schools (including refugee-affected local councils).** The objective of this result area is to increase the availability of essential teaching and learning materials (including textbooks and teachers' guides), adapted to the new



curriculum, in public primary schools. Specifically, the project will support the implementation of a new textbooks policy which is expected to be approved at the end of 2018.³³ Under this result area, the following activities will be supported: (a) the development of textbook quality standards and criteria, and the strengthening of the capacity in the new textbook technical unit to ensure the quality and relevance of textbooks; (b) support for the design, editing, printing and distribution of textbooks (see table 2.4 for MINEDUB’s estimation of textbooks quantities to be procured); (c) continuous professional development for authors, teachers and inspectors; (d) the development of a classroom assessment of textbook use; (e) based on demographic projections, planning for and estimating national textbook needs; (f) for each level of all public primary schools, the purchase and distribution of three ‘essential textbooks’³⁴ based on the new curriculum; and (g) school inspection to ensure the availability and effective use of textbooks. Funding from the RSW will be allocated to this result area to purchase and deploy strategic stocks of textbooks in refugee-affected eligible local councils. These stocks will allow MINEDUB to provide, based on changing demand, pedagogic materials to refugee camps (especially in the Far North) and to newly created schools in areas receiving large influxes of refugees. This result will be monitored by including a disaggregated intermediate results indicator which will track (with an aim to ensure) the provision of an additional portion of textbooks in refugee-affected local councils. The release of IDA funds under this result area will be linked to the following DLI: *Increased availability of essential textbooks in public primary schools (DLI 3)*.

Table 2.4. Time Line and Quantity of Textbooks to be Procured

Grade	Year of Project		
	Year 2	Year 3	Year 4
Class 1	2,441,063		
Class 2			
Class 3		1,991,764	
Class 4			
Class 5			1,711,489
Class 6			

Source: MINEDUB projection.

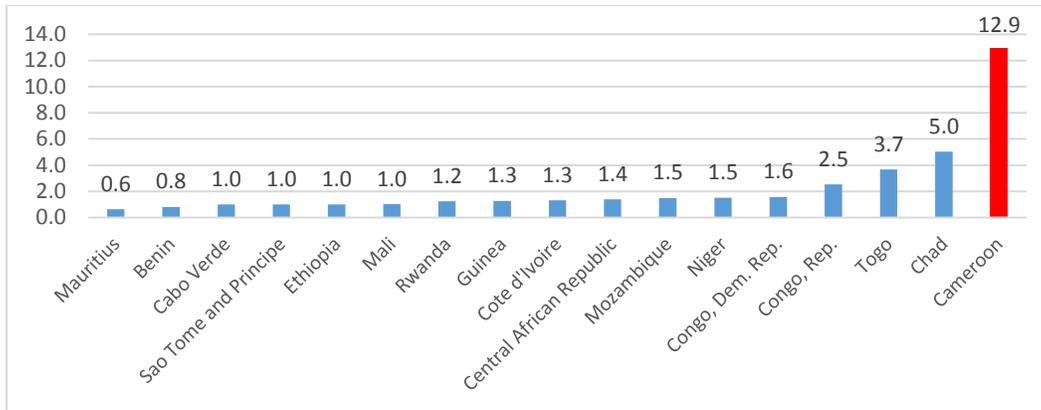
31. A number of principles have been followed to guide the creation of a new textbook policy: (a) the extension of the lifetime of textbooks to six years; (b) the approval of only one textbook per class and subject; (c) the establishment of a technical unit to support the textbook development chain; (d) the provision of free essential textbooks at the primary level; (e) the utilization of the private sector to edit and print textbooks; and (f) the participation of civil society in textbook selection and accreditation. A comprehensive textbook policy, based on these principles, is expected to be approved by the end of 2018.

³³ Textbook policy reform and the creation of a textbook technical unit have been agreed as a prior action for the recently approved IDA-financed first FCGDO.

³⁴ Essential textbooks are described in the decree published by the Prime Minister (2017) establishing a list of essential subjects. It includes language and mathematics. Another subject from the list will be confirmed by Government.



Figure 2.2. Pupils-textbook Ratio (Average Number of Pupils Per Mathematics and Reading Textbook in Primary Education) by Country, 2012/13



Source: World Bank EdS data, 2017.

32. One of the key factors associated with academic success is the availability of, and access to, quality curriculum-based textbooks to support teachers and students in the learning process. While this is a challenge common to many sub-Saharan African countries, it is particularly acute in Cameroon where the pupil-to-textbook ratio is among the highest in the world (on average, one textbook per 13 pupils, falling to as low as 1 textbook per 30 students depending on the region) as presented in figure 2.2 and table 2.5.

Table 2.5. Student/Essential Textbook Ratio in Primary Education, 2016

National	SIL/CL1	CPS/CP/CL2	CE1/CL3	CE2/CL4	CM1/CL5	CM2/CL6
Language/Reading	4	13	16	17	18	14
Mathematics	4	14	17	19	18	15
Sciences	55	49	47	45	42	32
English/French	18	21	22	24	23	19

Source: Statistical Year Book 2016 and staff calculation.³⁵

Note : SIL/CL1 - Basic Literacy Level (*Section d'Initiation au Langage*)/Class 1 ; CPS/CP/CL2 – *Cours préparatoire spécial/cours préparatoire/* Class 2 ; CE1/CL3 - Primary Grade 1 (*Cours Élémentaire 1*)/Class 3; CE2/CL4 - Primary Grade 2 (*Cours Élémentaire 2*)/Class 4; CM1/CL5 - Cours moyen 1/Class 5; CM2/CL6- Cours moyen 2/Class 6.

33. The primary challenges related to the availability of textbooks include: (a) the high cost of the textbooks (which is primarily incurred by households); (b) the poor availability of textbooks outside major urban areas; and (c) the poor quality of textbooks with regard to content and materials. These factors are, in turn, linked to weaknesses in the current national textbook policy which, among others, supports a very costly and impractical “Multiple Titles” textbooks approach. Other suboptimal factors include weak overall management of the textbook development chain, with multiple and overlapping channels of responsibility among Government ministries leading to poor quality assurance and low levels of accountability. While a revamping of the national textbook policy has been discussed for at least the last three years, there has been a significant acceleration in developments in the past year, linked to: (a) increasing political and social pressure with regard to the issue; (b) the production of a World Bank

³⁵ SIL/Class one number highlights the impact of current GPE/World Bank project for Reading and Mathematics.



technical note on the school textbook policy that has been widely discussed by various stakeholders; and (c) the implementation of World Bank-financed projects which have stimulated debate on the issue.

34. A first step in the development of a new textbooks policy will be the adoption by the Government of an official text outlining the guiding principles of the new policy described above. A national commission for the revision of the national textbook policy has been established under the authority of the Prime Minister, and a technical textbook technical unit will be established to enforce key changes to improve the textbook development chain.³⁶

35. Based on these findings, and aiming to capitalize on current political momentum, the overall objective of the new textbook policy will be to: (a) improve the quality of textbooks, (b) decrease textbooks prices, and (c) improve availability. The new policy will build on the willingness of Government to ensure the sustainable provision of essential textbooks in public primary schools in support of free education. Funding from the RSW will be allocated to this results area to procure and deliver strategic stocks of textbooks at sub-division level in refugee-affected local councils. These strategic stocks will enable MINEDUB to more effectively respond to the migration of populations and children by providing pedagogic materials to refugee camps (particularly in the Far North region), to newly created schools in affected areas, and to schools affected by large influxes of new pupils because of the refugee crisis.

36. **Results Area 4: Increased access to pre-school in rural areas through community pre-school centers, in line with national standards.** The objective of this result area is to strengthen ECD by expanding access to community pre-schools in rural areas. The project aims to increase the number of children benefitting from access to community pre-schools meeting pre-agreed quality standards in rural areas from 8,360 to at least 32,360 pupils.³⁷ To this end, the project will support the establishment, upgrading and functioning of at least 1,000 CPCs in line with agreed upon standards. The project will achieve these standards at the school level by providing an integrated package of capacity-building, sensitization activities, and school grants to beneficiary CPCs. In order to maximize the impact of the intervention in support of the Early Years Initiative, local councils benefitting from the Social Safety Net Project intervention will be prioritized. The release of IDA funds under this results area will be linked to the following DLI: *Increased access to pre-school through community pre-school in rural areas (DLI 4)*.

37. CPCs are pre-schools established and managed by the community, with trained animators as teachers. CPCs utilize an adapted curriculum, and are supervised by MINEDUB. The Government will call for proposals from CPCs based on basic eligibility criteria, including existence of a CPC creation letter approved by MINEDUB, availability of accommodation, presence of an animator, and a minimum of 30 children enrolled in the CPC. In line with Government's strategy for the development of ECD, project support will prioritize (a) local councils benefitting from the Social Safety Net Project (which were selected on the basis that they were the country's poorest local councils) and (b) rural areas. Sensitization and parental education campaigns will be implemented under the Social Safety Nets Project in beneficiary local councils and by trained community mobilisers in other targeted zones. Project activities under this results area will be managed by DEMP (MINEDUB). Detailed selection criteria and procedures will be specified in the PIM.

³⁶ The World Bank is supporting the Government efforts toward a new textbook policy under the first FCGDO.

³⁷ With a particular focus on ZEPs and on households already benefiting from cash transfers and/or parental education under other projects in the poorest areas of the country.



38. A comprehensive Plan for pre-school development, for years 2019-2023, will be developed under the project, including expected results, performance indicators, baseline, target, activities, implementing bodies, cost, and source of funding. The plan will include the definition of norms and standards applying to a CPC. Minimum norms will include, *inter alia*, the following:³⁸ a safe structure for children; tables and chairs for children; the existence of an SMC; a trained animator; teaching materials; a schedule for supportive supervision and continuous training by MINEDUB; a schedule for parental education on nutrition and the importance of early stimulation; an age-appropriate gender sensitive toilet, and a potable drinking water source.

39. The project will disburse against achievement of agreed DLI results in increasing enrollment in CPCs complying with norms. This would be primarily achieved through government financing of grants amounting to US\$1,000 per CPC per year targeting approximately 1,000 CPCs. The provision of funding through grants will enable CPCs to improve the learning environment through the provision of learning materials, salaries, or incentives for animators. The Government Program will also undertake the following activities: (a) preparation of a comprehensive plan for ECD development, including criteria, procedures, costing and indicators; (b) community mobilization and sensitization, and campaigns to promote awareness of the important of ECD; (c) parental education; and (d) the coordination of ECD activities among various stakeholders, and DPs.

40. The approach aims to promote the inclusion of vulnerable children and infants, and strengthen the impact of the “Investing in Early Years initiative” to which Cameroon has subscribed. The activities supported under this result area will be coordinated with initiatives supported by other IDA-financed projects (for example, HSPRP and the Social Safety Nets Project). Interventions in these areas will also be supported under the Early Years Multi-sectorial Action Plan which was technically validated by the Government, and will allow for the further strengthening of synergies between projects.

Priority Area 2: Improving Education System Management

41. Two result areas will be supported under this priority area: the institutionalization of a standardized learning assessment in primary and secondary education, and the establishment of an integrated, operational, and functional EMIS platform for the central and devolved services. These results areas are described in further detail in the following paragraphs.

42. **Results Area 5: The establishment of a standardized student learning assessment system for primary and secondary education.** The objective of this result area is to support the Government’s ongoing efforts to establish a national learning assessment system. Activities to be supported under this results area include: (a) the institutionalization of a national assessment framework; (b) the establishment of an entity with sufficient autonomy, capacity (including requisite staffing), functions, and links with other educational institutions (particularly in terms of curriculum development and teacher training) to effectively manage this system; (c) the development of a comprehensive program for national assessments; and (d) the undertaking of pilots and national large-scale student learning assessments in selected grades of primary and secondary education in Mathematics, French and English (classes 2 and 4 at the secondary level, and classes 3 and 5 at the primary level). TA regarding the design and

³⁸ Detailed criteria are defined in the verification protocols.



implementation of national large-scale assessment systems will be provided in line with international standards, and will be funded under Component 3.

43. Project activities under this result area will build on efforts under the CEQUIL Project to undertake assessments through a team consisting of members from both MINEDUB and MINESEC. Under this project, this team will evolve into a national team responsible for learning assessment of student achievements. During the first year of the project, the Government will develop and endorse a comprehensive operational plan (2019–2023) for establishment and operationalization of learning assessment system. Subsequently, the learning assessment unit will be established under Technical Secretary, MINEPAT, who coordinates the implementation of the ESS and inter-ministerial interventions, to ensure technical independence and legitimacy of assessment results. The unit will be staffed by personnel from MINEDUB and MINESEC. The unit will be responsible for producing and disseminating national assessment reports for primary and secondary education in accordance with international standards.

44. TA for the design and implementation of national large-scale assessment systems will be provided in line with international standards, and will be funded under Component 3. The release of IDA funds under this result area will be linked to the following DLI: *Establishment of a standardized student learning assessment system for primary and secondary education* (DLI 5).

45. The national team prepared a detailed action plan for this activity. Table 2.6 provides a simplified overview of the action plan.

Table 2.6. Activity Simplified Action Plan (during Project life)

Year 1	Year 2	Year 3	Year 4	Year 5
Establishment of the learning assessment unit	Report on pilot testing (primary class 4 and 6)	Assessment report including dissemination plan and recommendations for (primary class 4 and 6)	Report on pilot testing (secondary form 2 and 4)	Assessment report including dissemination plan and recommendations for (secondary form 2 and 4)

Source : MINEPAT. 2017. "Programme d'appui à la réforme de l'éducation au Cameroun. Document du Projet"

46. **Results Area 6: An integrated EMIS functional and operational.** The objective of this result area is to support the Government’s ongoing efforts to establish a functional and operational integrated EMIS. The integrated EMIS will build on the efforts on the CEQUIL Project to address challenges related to the limited availability of reliable data on the performance of the education system, namely an assessment of the EMIS within MINEDUB and MINESEC. The proposed project will continue strengthening EMIS capacity within MINEDUB and MINESEC, while expanding the system to MINESUP and MINEFOP, in turn creating a fully integrated EMIS for the education sector as a whole. Under this result area, the following activities will be supported: (a) the development of an integrated EMIS for MINEDUB-MINESEC-MINESUP-MINEFOP, including the establishment of new institutional arrangements for the sector, unified methods and processes, and a common platform for data collection and management; (b) the deconcentration of EMIS to regional, divisional and sub-divisional levels (as applicable); (c) the provision of equipment and software to support the functioning of EMIS, and so on; and (d) the strengthening of human capacity and resources, particularly in the areas of statistics and data management. The release of IDA funds under this



result area will be linked to the following DLI: *Integrated education management information system functional and operational (DLI 6)*.

47. The project will disburse against achievement of agreed DLI results related to development and set up of an integrated EMIS. Activities under this result area will entail the development of a comprehensive strategy and plan for EMIS to be implemented over the period from 2019 to 2023, including standards, norms, technical design, and deconcentration process, to be approved by MINEPAT and endorsed by MINEDUB, MINESEC, MINEFOP and MINESUP. An integrated EMIS platform will be developed involving all four Ministries of education. The plan will include the production and publication of the first set of integrated EMIS statistical reports by 2020, and regular reports thereafter. This will contribute to greater information-based decision-making both at regional and central levels. The project will support the Government in strengthening institutional capacity-building in these areas: (a) harmonization in data collection, processing and analysis; (b) training in EMIS of personnel at central and regional levels; (c) undertaking a system diagnostic for the MINEFOP and MINESUP; and (d) participation in regional EMIS conferences.

48. While not specifically benefitting from financing from the RSW, activities linked to learning assessment and EMIS will include features that will enable the Government to more effectively monitor and evaluate data on refugee-related education challenges. Learning assessments will include modules to analyze refugee learning outcomes, and efforts will be made to include disaggregated data on refugees in statistical yearbooks.

49. **Priority Area 4: Supporting the operational needs of public schools in host community areas affected by refugees.** Refugee-related project activities, estimated at US\$36 million, fall under Results Areas 1, 3, and 7. In line with the Government's vision, it has been agreed that the project will target host community schools. As such, benefits will accrue to both refugee children and host communities simultaneously, as most refugee children are enrolled in regular schools (see annex 6 for additional details). Expected direct beneficiaries include about 300 schools, enrolling about 150,000 pupils, of which 20,000 are refugees. Education inputs (for example, classrooms, teachers, teaching and learning materials, furniture) in the four affected regions, Far North, North, East, and Adamawa, supported under the project are very limited. Providing additional support to these communities under the project will reduce the pressure on the education system that would be expected in receiving an increase in refugee students. Disaggregated data by refugee/host community status will be collected and reported under the project. Efforts will be made to integrate gradually existing refugee-related data into the integrated EMIS developed under the project.

50. **Results Area 7: Improved learning environment and quality of education for children in host community schools with refugees.** The objective of this result area is to: (a) promote refugee welfare and inclusion in host communities' socio-economic structure; (b) help ensure access to and quality of services and basic infrastructure to refugees and host communities; and (c) strengthen Government finances where these have been strained by expenditures related to their hosting responsibilities. These objectives are consistent with the IDA18 RSW resource allocation framework implementation guidelines.

51. Activities supported under this result area will include: (a) ***promoting refugee welfare and inclusion in host communities***: given the project specific profile of refugees, having a very low enrollment rate in their origin country (around 20 percent), the project will support an awareness program for refugees on sociocultural obstacles that influence school attendance: TA will be provided in the areas of



community mobilization and sensitization, psychosocial training, capacity-building and implementation. Intervention and activities contributing to an increase in the retention of children will be prioritized. These activities will be implemented in collaboration with DPs working in this sector, including members of the EiE Group (including UNHCR, UNICEF, WFP, Plan Cameroon and other partners) and Bank-financed projects as described above; (b) **helping to ensure access and quality of services and basic infrastructure for refugees and host communities**: Activities will include the preparation of a diagnostic and strategy, a Response Strategy and detailed Plan 2019-2023 (to be approved by Government), and support to schools and communities impacted by refugees (for example, covering costs related to functioning fees, learning materials, sensitization for host communities, additional quantities of textbooks, specific training for teachers, and specific studies); and (c) **strengthening Government finances where these have been strained by expenditures related to their hosting responsibilities**: Activities will include school grants to eligible schools to complement Government allocations or parents' contributions. Eligible schools will receive annual grants based on the number of students and will range from US\$500-1,500, to be utilized according to criteria and guidelines alongside with educational school inputs to be provided by the Government (for example, additional classrooms, teachers, training addressed through the Government Program and Results Areas 1 and 3). However, schools benefitting from Results Area 7 grant financing are not eligible to participate in the PBF program supported under Component 2. This result area specifically targets support to refugees. Other refugee-related activities are incorporated under Results Areas 1 and 3 (teachers and textbooks), as well as support to infrastructure under the Government Program. The release of IDA funds under this result area will be linked to the following DLI: *Improved learning environment and quality of education for children in host-community schools with refugees* (DLI 7).

52. Results Area 7 specifically addresses the educational needs of refugees in eligible host community schools, which are already disadvantaged (as reflected in low education attainment rates). Activities under Results Area 7 will include the provision of direct grants to eligible schools based on educational needs. Eligible schools will receive annual grants aligned with enrollment, to be utilized according to criteria and guidelines (including a positive and negative list) which will be incorporated in the PIM. Examples of activities eligible for support from grant financing include the purchase of learning materials and the provision of complementary funding of community-teachers. The school grants intervention will complement other interventions at the school level, financed by the Government or other DPs.

53. Other interventions include educational inputs (for example, classroom, teachers, teaching and learning materials, furniture) which are currently very limited in the four affected regions supported under the project. Providing additional support under the project will reduce the pressure on the education system that would be expected given such a significant increase in refugee students.

Component 2: Improving School Effectiveness through Performance-based Financing (PBF) (US\$15 million – IDA Credit: US\$12 million; IDA Grant: US\$3 million)

54. The objective of this component is to improve the quality of schooling, student retention, and school governance, with an emphasis on girls' education. This component supports the Government's priority area to improve service delivery through PBF at the school level (Priority Area 3). This component will support a transition from input-based financing to PBF at the school level to incentivize changes in the governance of the education system. Initially, the project will support a PBF pilot targeting 400 schools. Following an evaluation of the pilot, and considering lessons learned, the pilot will then be scaled up to target approximately 3,000 schools. The initial targeting of schools and the subsequent scaling-up of the performance-based school grants activity will consider the inclusion of schools in refugee-affected



local councils. However, to ensure simplicity in implementation modalities, schools benefitting from Results Area 7 grant financing will not be eligible for participation in the PBF program. This Component focuses on *Improving school management and accountability through PBF*.

Priority Area 3: Improving service delivery through Performance-based Financing at school level

55. The project supports the Government's Priority Area 3 by introducing and scaling up PBF through school grants. The aim is to improve service delivery, equity, and education quality at the school level through performance-based school grants, according to an agreed set of criteria, and engagement of school councils.

56. This component will support a transition from input-based financing to PBF at the school-level to trigger changes in the governance of the education system. The Directorate of Financial Resources and Equipment (*Direction des Ressources Financières et Matérielles*) will be directly responsible for implementation of the PBF, assisted by the newly established PBF Unit. The PBF activity will be implemented in two phases. Initially, the project will build on a model developed and implemented under a pre-project PBF pilot featuring 20 schools in Lagdo. The first phase of the project will support a school grants pilot through a PBF approach using the refined model, targeting 400 schools in the Lagdo full subdivision and one other subdivision in the North region. Following testing and an evaluation of the pilot, and considering lessons learned, the pilot will then be scaled up under phase two to target approximately 3,000 schools, whose location will be determined during implementation. The initial targeting of schools and the subsequent scaling up of the performance-based grants will consider the inclusion of schools in refugee-affected local councils.

57. The project will provide grants to schools meeting eligibility criteria in line with their performance. Grants will be comprised of: (a) an equity bonus to compensate schools for the absence of state-paid-teachers; and (b) a grant premised on school performance against agreed upon indicators. Performance indicators comprise, among others, teacher attendance, lessons preparation, school retention, budget transparency, textbook utilization, communities' satisfaction, and respect of free education policy. Performance indicators related to a school's inclusion of refugees will also be considered. TA and implementation costs of this activity (for example, the recruiting of partner agencies to implement the PBF activity and to undertake M&E (including the impact evaluation of the program) will be supported under Component 3. PBF grants to schools will be based on the number of students and will range from US\$500 to US\$1,500 annually.

58. Based on the results of a survey undertaken during the pre-pilot, the average budget of a school was estimated at between CFAF 2,500 and CFAF 5,000 (US\$5 to US\$10 per pupil), with more than 95 percent of funding being derived from families through APEEs. On this basis, the proposal for an additional PBF grant to schools will be set at between 20 and 30 percent of the budget of an average school. This will allow the school to improve schooling conditions significantly through the provision of learning materials, incentives for teachers and/or minor repairs.

59. In light of the high levels of inequity in schooling conditions, an equity prime will be included to support schools with fewer teachers paid for by the state. This will help to ensure that PBF incentives are not used to replace regular teacher salaries. Finally, a mechanism will be used to mitigate the potential for fraud and abuse.



60. Before the start of the project, specific disbursement mechanisms will be developed during implementation of the pre-pilot and will be included in the operations manual of the pilot. While the use of funds transferred to schools will not be tracked, the PBF manual will include a 'positive' and a 'negative list' specifying that: (a) all expenditures must be aligned with proposed school projects and action plans and (b) that no more than 30 percent of the allocated amount can be used to finance salaries or incentives. The PIM will also include a list of environmental safeguards if the school intends to use the funds for the construction of latrines, wells, or other infrastructure.

61. To maximize the potential for successful implementation of PBF-related interventions, activities to be undertaken before the commencement of the project will include the following:

- Systematic establishment of school-management councils (SMCs) in schools;
- Formalization of an institutional framework (regulator, provider);
- Revision and refocusing of school management indicators and tools;
- Development of the PBF manual (a section of the PIM) in French and English;
- Pre-identification and selection of schools based on an agreed targeting process; and
- Pre-identification of verification agencies and regulation agencies.

62. Activities to be undertaken under the project are the following:

- Establishment of a PBF unit;
- Contracting of verification agencies and regulation agencies;
- Strengthening of the capacities of stakeholders;
- Regulation (National to local supervision chain);
- A Verification and Community Satisfaction Survey;
- The provision of school grants based on the achievement of performance indicators defined by the regulator;
- Consultation and TA; and
- External audit.

63. Selection criteria for the schools will be premised on the following principles:

- Implementation will cover all eligible schools in targeted subdivisions;
- Only public schools offering all basic education grades will be selected (Class 1 to 6);
- At least 70 percent of schools selected will be in rural areas;
- Selected schools must have at a minimum enrollment of 300 students (urban) or 150 (rural); and
- Selected schools must have an operational SMC.

64. The PBF activity will be coordinated by the Technical PBF Unit, and will be supported by TA under Component 3. Associated activities will benefit from synergies with the health sector PBF intervention and lessons learned through the implementation of that program, and from lessons learned from the education PBF pre-pilot.

65. This component will be partially financed by the IDA18 RSW. Initial targeting and scaling-up will consider refugee-affected local councils. School performance indicators will include refugee participation



in schools. However, to ensure simplicity in implementation modalities, schools benefitting from Results Area 7 grant financing will not be eligible for participation in the PBF program.

Component 3: Institutional Strengthening and Project Management (US\$20 million – IDA Credit: US\$16 million; IDA Grant: US\$4 million)

66. This component aims to strengthen the capacity of education sector line ministries and relevant agencies toward the achievement of ESS objectives. Component 3 will also finance costs related to project management. Component 3 is comprised of two subcomponents as follows:

Subcomponent 3.1: Institutional Capacity Strengthening (US\$17 million)

67. At the sector level, this subcomponent aims to strengthen the capacity of the education sector line ministries and relevant agencies to improve knowledge, sector performance, systems of accountability and other activities for overall sector development (ESS joint reviews, studies, and so on). Subcomponent 3.1 will finance key advisory, technical, and capacity-building activities to assist the Government in reaching its ESS goals. These activities may include sector studies, surveys, evaluations, TA, training and annual reviews. The focus of TA will be on activities critical for the attainment of DLI targets under each DLI area under Component 1 (as described in table 2.7).



Table 2.7. Indicative TA Supporting Achievement of DLI targets under Results Areas

Results/Priority Areas	Related TA Required
<i>Results Area 1:</i> Improved distribution of teachers recruited by the state in public primary schools	<ul style="list-style-type: none"> • Support for the preparation of a comprehensive teacher strategy based on in-depth studies and on the lessons learned from previous programs
<i>Results Area 2:</i> Increased capacities of teachers on the effective and efficient use of the new curriculum in pre-primary and primary schools	<ul style="list-style-type: none"> • Development of a national training plan based on the new curricula and to promote innovation based on recent findings on teacher training • Development of a M&E strategy for this plan
<i>Results Area 3:</i> Increased availability of essential textbooks in public primary schools	<ul style="list-style-type: none"> • Support for the establishment and operationalization of textbook technical unit, including staffing by curriculum and textbook specialists • Development of an effective plan for textbook development, production and distribution
<i>Results Area 4:</i> Increased access to pre-school in rural areas through community pre-school centers (CPCs), in line with national standards	<ul style="list-style-type: none"> • Assessment of the feasibility of a school canteen • Evaluation of pre-school readiness • Development of an adapted curriculum for community pre-school centers • Development of a costed action plan, and for the composition of the teaching and learning materials • Support the training of CPC animators, and the school councils
<i>Results Area 5:</i> Establishment of a standardized student learning assessment system for primary and secondary education	<ul style="list-style-type: none"> • To undertake an assessment of current efforts in student learning assessments and develop a plan for undertaking regular assessments • Support for the establishment of the national unit for learning outcomes assessment and build its technical capacity • Development of assessment tests, administer them and produce learning assessment reports
<i>Results Area 6:</i> Integrated EMIS functional and operational	<ul style="list-style-type: none"> • Support for the development of national strategy for integrated EMIS involving four ministries • Support for increased technical capacity in support of EMIS systems development and information management • Support for training at deconcentrated levels on the use of the information technology platform for data management, descriptive statistics, and data management techniques (data validation, tabulations, metadata and database management, report generation, among others). Support will also include EMIS monitoring at central and deconcentrated levels.
<i>Results Area 7:</i> Improved learning environment and quality of education for children in host community schools with refugees	<ul style="list-style-type: none"> • Survey of schools to identify potential beneficiaries from refugee-affected local councils • Mobilization and sensitization of communities in reaching refugees for enrolling and retaining children in school • Development of Response Strategy and Plan 2019-2023
<i>Priority Area 3:</i> Improving service delivery through performance-based Financing (PBF) at school level	<ul style="list-style-type: none"> • Strengthening capacity of school management councils • Mobilizing and strengthening community participation in school management

**Subcomponent 3.2: Project management (US\$3 million)**

68. The objective of this subcomponent is to ensure adequate capacity for project implementation and coordination through the establishment of a PCMU within MINEDUB. Subcomponent 3.2 will support M&E activities, including implementation and evaluation of the PBF pilot, third-party validation, FM, procurement, and safeguards. Subcomponent 3.2 will also finance costs associated with training, the recruitment of short- and long-term consultants, studies, surveys, evaluations (including independent verification of DLI achievement, and achievement by schools under Component 2), community mobilization, workshops and operating costs related to project management and M&E. Subcomponent 3.2 will finance, among others: (a) costs associated with planning, execution and project management (including FM and procurement), and coordination across various ministries/agencies; (b) project monitoring, reporting, and evaluation; (c) FM and disbursements; (d) communications; and (e) ensuring compliance with project guidelines (for example, with environmental and social safeguards).

Project Cost and Financing

69. **The total Government Program Cost for 2018–2022 is approximately US\$2.9 billion (table 2.8).** The program will be supported by the project (US\$130 million, representing 4.4 percent of total program costs) and other development partners, including UNESCO, UNICEF, and AFD (US\$217 million, representing 7.4 percent of total program cost). There is no financing gap for the program.

Table 2.8. Government Program (2018–2022) Cost and Financing Plan

Source	Amount (US\$, million)	Share (%)
Program cost	2,930	
Program financing	2,930	100.0
Government	2,583.0	88.1
DPs	347.0	11.9
Proposed World Bank-financed ERSP	130.0	4.4
<i>Out of which the RSW grant</i>	30.0	1.0
Other DPs	217.0	7.4
Financing gap	0	0

Source: MINEPAT and World Bank.

70. The proposed project will be financed by an IDA Credit of US\$100 million, and an IDA18 RSW Grant of US\$30 million. The grant amount of US\$30 million represents five-sixths of the total allocation (US\$36 million) to refugee and host community related financing under the project. As per RSW guidelines, the grant is complemented by the national IDA credit allocation (US\$6 million —one-sixth of total allocation of US\$36 million).

71. Financing instruments used for the three components will be as follows:

- (a) Component 1 will use a RBF modality (IPF with DLIs) to support the implementation of activities toward the achievement of priority reform areas of the Government’s ESS. Disbursements will be contingent upon independently verified achievement of DLI targets, and against selected key education budget line items referred to as EEPs, specifically teacher salaries under the budgets of MINEDUB and MINESEC. To facilitate implementation of initial



activities toward the achievement of DLIs, an advance will be made available to the project through the Designated Account (DA). This advance will be deducted from the amount to be paid upon the achievement of the DLI. Upon achievement of the DLI, as ascertained through an agreed protocol, amounts claimed will be capped at agreed DLI amounts and transferred from the project account in Washington, DC to a dedicated account (not included in the Single Treasury Account) opened and managed by the Autonomous Amortization Unit (*Caisse Autonome d'Amortissement - CAA*);

- (b) Component 2 will be financed in the form of school grants awarded based on performance (using a PBF approach). Annual total grant allocation will be in the range of US\$500 to US\$1500 per school. The items eligible for financing under the grant are summarized in the PIM. These grants will be disbursed upon independent verification of eligible school's performance, based on specified criteria, and will follow the traditional disbursement method based on expenditure statements; and
- (c) Component 3 will finance project activities, such as key advisory, technical, and capacity-building support, for the implementation of the project, and follow the IPF guidelines, using a traditional reimbursement model based on expenditure statements following the completion of activities. The project's annual work plan and regularly updated Procurement Plans will be submitted to the World Bank for review and approval.

72. The Bank's FM guidelines will apply to the entire project. The Bank's procurement guidelines will apply to Components 2 and 3. Under Component 2, simplified procurement procedures will be used and summarized in the School Grant Section of the Procedures Manual (Administration, Finance, and Accounting). Table 2.9 provides an overview of funding for DLIs and Components by source of financing (IDA credit, RSW).

Table 2.9. Allocation by Component and DLI (US\$ million)

Component and DLI	IDA	RSW Grant	Total
Component 1: Improving Access, Quality, and Education System Management (DLI)	72	23	95
<i>DLI 1: Improved distribution of teachers recruited by the state in public primary schools</i>	12	8	20
<i>DLI 2: Increased capacities of teachers in the effective and efficient use of the new curriculum in pre-primary and primary schools</i>	10	0	10
<i>DLI 3: Increased availability of essential textbooks in public primary schools</i>	15	5	20
<i>DLI 4: Increased access to pre-school in rural areas through community pre-school, according to standards</i>	10	0	10
<i>DLI 5: Establishment of a standardized student learning assessment system for primary and secondary education</i>	15	0	15
<i>DLI 6: Integrated EMIS functional and operational</i>	10	0	10
<i>DLI 7: Improved learning environment and quality of education for children in host community schools with refugees</i>	0	10	10
Component 2: Improving School Effectiveness through Performance-based Financing	12	3	15
Component 3: Institutional Strengthening and Project Management	16	4	20
Total IDA Contribution	100	30	130



ANNEX 3: IMPLEMENTATION ARRANGEMENTS

COUNTRY: Cameroon CAMEROON Education Reform Support Project

Project Institutional and Implementation Arrangements

Implementation Structures and Arrangements

- 1. Central Level.** MINEDUB, in coordination with the other three education line ministries and MINEPAT, is responsible for overall implementation and monitoring of ERSP. The pace of implementation will be progressive, and will depend to an extent on the successful implementation of preparatory measures before the initiation of reforms. The project management structure (illustrated in figures 3.1 to 3.6 below), which builds on the existing Government structures, will be comprised of a new PCMU. In addition, project implementation will depend on effective inter-ministerial coordination and collaboration. For instance, support for the project will be needed from the Prime Minister's Office, MINEPAT, MINFI, the CAA, MINFOPRA, MINEDUB, MINESEC, MINEFOP, MINESUP, and the Ministry for Public contracts (*Ministère des Marchés Publics*).
- 2. Project Steering Committee (PSC) (*Comité de Pilotage*).** The PSC, chaired by the Minister of Basic Education, or his or her representative, will be responsible for project oversight, the provision of guidance and for ensuring coordination and synergies among all parties. The Secretary General of the MINEDUB will oversee and facilitate overall Project implementation, and will assist in Project coordination across ministries and agencies. The committee will: review and approve proposed annual work plans and the budget of the project prepared by the PCMU in collaboration with all key ministries/agencies; review project progress and performance; and ensure implementation of corrective actions to resolve emerging issues, particularly those requiring inter-ministerial action. 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 and the Ministry for Public Contracts. Other ministries, agencies and civil society organizations will be invited to participate.
- 3. 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. 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 project management and coordination, and acts as secretary of the PSC. He or she will be supported by a team consisting of 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 project 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.



4. **Implementing structures and support mechanisms.** The envisaged institutional framework is designed to promote efficiency, learning, transparency, good governance and information-sharing, and to strengthen education sector reform process. 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 DLI results/targets, and M&E of project activities.
5. **Learning assessment unit.** The objective of the learning assessment unit is to support the implementation of national large-scale assessments to be regularly undertaken in line with international standards. In addition to managing these assessments, this unit will design corrective measures to be implemented, as appropriate, at different levels of the education system. In the longer term, an autonomous structure for learning assessments should be established. This unit will fall under the responsibility of the Technical Secretariat for the ESS, MINEPAT to ensure technical independence and legitimacy of assessment results, and inter-ministerial coordination. The unit will be staffed by personnel from MINEDUB and MINESEC.
6. **EMIS unit.** The EMIS unit will be comprised of an inter-ministerial team involving all four ministries of education (MINEDUB, MINESEC, MINESUP and MINEFOP), and led by the ST/ESS. There will be an EMIS subcommittee within the secretariat composed of the Planning Directors of the four ministries, partners, INS, and BUCREP. This subcommittee will be chaired by the ST/ESS, who will plan activities and report to the PCMU project coordinator.
7. **Support to areas affected by refugees.** An inter-ministerial committee, to be led by MINEPAT, comprised of representatives of 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, NGOs and other projects concerned with social assistance will provide support to regions, municipal councils and schools affected by the presence of refugees in an effort to ensure access to quality education for all students. The Emergency Unit (Focal Point, under the MINEDUB), which is currently coordinating activities related to refugees, will be reinforced to consider the multiple activities to be conducted as part of this operation. The Emergency Unit will plan activities in collaboration with all actors responsible for implementation of the project.
8. **Performance-based Financing Unit.** A PBF unit will be established in the MINEDUB to be responsible for implementation of performance-based school grant activities. This unit will be in charge of overall implementation, and M&E of PBF-related activities under Component 2. Local Technical Units for PBF will be responsible for monitoring PBF activities at the divisional level. Local Technical Units for PBF will be located in the pilot project areas and report directly to the national PBF Unit. Local units will work in close coordination with regional delegates, divisional delegates, sub-divisional inspectors and schools. At the school level, PBF will promote improved service delivery through community participation and increased transparency. An implementation mechanism is being developed through the pre-pilot project, involving the school management councils, which are in turn constituted by parents, teachers, school administrators, responsible for the local council, and community members. The PBF design features a verification agency and MINEDUB's supervision chain, including sub-divisional inspector and divisional delegate. Coordination and responsibilities among stakeholders will be detailed in the PIM.



9. **National Council for Approval of School Textbooks and Teaching Materials.** The National Council for Approval of School Textbooks and Teaching Materials will be responsible for the selection and approval of textbooks for primary education for purposes of implementation of activities in relation to DLI 3. A textbook specialist in MINEDUB will liaise with this council through the Permanent Secretariat, responsible for all technical textbooks aspects.

10. Responsibility for delivering results by DLI is summarized in table 3.1.

Table 3.1. Responsibility for DLI Achievement

DLI	Name of Results Area	Responsible Unit/Structure
1.	Results Area 1: Improved distribution of teachers recruited by the state in public primary schools	Directorate of Human Resources of MINEDUB (<i>Directeur des Ressources Humaines</i> , DRH), with support from MINFOPRA
2.	Results Area 2: Increased capacities of teachers on the effective and efficient use of the new curriculum in pre-primary and primary schools	Inspectors General for Teaching of MINEDUB (focal point), Inspector General for Teaching of MINESEC
3.	Results Area 3: Increased availability of essential textbooks in public primary schools	Textbook Technical Unit (Permanent Secretariat under National Council)
4.	Results Area 4: Increased access to pre-school in rural areas through community pre-school, according to standards	DEMP MINEDUB, with support from the Sub-Director of Nursery Education
5.	Results Area 5: Establishment of a standardized student learning assessment system for primary and secondary education	Technical Secretary, MINEPAT, Learning Assessment Unit (with MINEDUB/MINEPAT)
6.	Results Area 6: Integrated EMIS functional and operational	Technical Secretary, MINEPAT (with MINEDUB, MINESEC, MINEFOP and MINESUP)
7.	Results Area 7: Improved learning environment and quality of education for children in host community schools with refugees	DEMP of the MINEDUB, with support from the Emergency Unit in MINEDUB

11. While MINEDUB will manage overall project implementation, there are some result areas which will necessitate the involvement of one or more ministries. First, Results Area 2 and 5 will entail collaboration between MINEDUB and MINESEC to ensure effective training delivery and establishment of a sound and functional learning assessment system, and achievement of the related DLI targets. Second, Results Area 6 will entail collaboration between four education ministries in ensuring the successful development of the integrated EMIS. Finally, aside from collaboration under these result areas, under Component 3 there is a provision to strengthen institutional capacity of all four education ministries as needed under the project. Therefore, MINEDUB will take responsibility to ensure that for all project activities calling for inter-ministerial collaboration, especially under Component 1, adequate resources will be provided to the concerned Ministries. This will ensure their effective participation in achieving DLI targets.

12. **Regional and local arrangements.** Regional Delegates of MINEDUB and MINESEC will be responsible for monitoring project activities in their respective regions, working with divisional and sub-



divisional inspectors (IAEB). Regional delegates will focus on the DLIs described earlier and prepare annual reports.

13. **Local PBF Technical Units will be responsible for monitoring PBF activities at the divisional level.** Local Technical Units for PBF will be located in targeted areas and report directly to the national PBF Unit. Local units will work in close coordination with regional delegates, divisional delegates, sub-divisional inspectors, and schools.

14. **At the school level, PBF promotes improved service delivery through community participation and increased transparency.** As described earlier, an implementation mechanism is being developed under the auspices of the pre-pilot project. PBF design includes a verification agency and MINEDUB's supervision chain (sub-divisional inspector, and divisional delegate). The roles and responsibilities of various stakeholders will be detailed in the PIM.

15. **Guidelines for project implementation and capacity strengthening.** A PIM will guide implementation of the project, specifying the procedures, and roles and responsibilities of all actors involved in the implementation of the project. The PIM will specify the project's administrative, financial and accounting, and disbursement mechanisms and protocols. TA (under Component 3) will be provided, where appropriate, toward strengthening institutional capacity at different levels.

16. **Environmental implementation arrangements.** At the institutional level, the ministerial departments involved in the monitoring of environmental risks and implementation of mitigation measures relating to the project are the MINEDUB and the Ministry of the Environment and the Protection of Nature and Sustainable Development (MEPNSD). Periodically, reports will be checked and validated by MEPNSD to ensure quality and conformity with established procedures.



Figure 3.1. Institutional Arrangements: Main Organization Chart

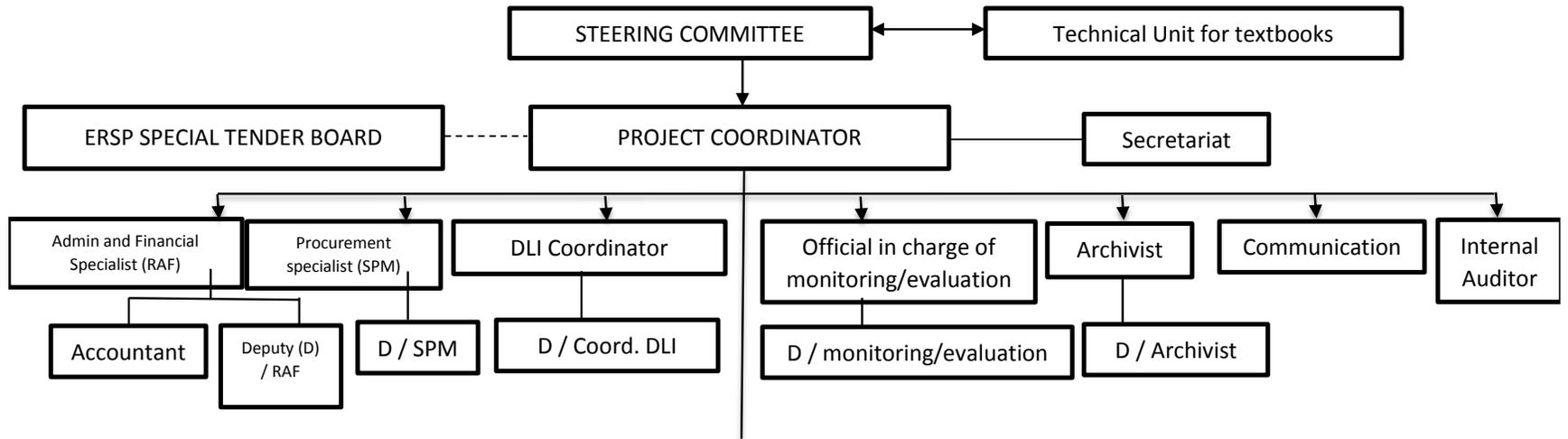


Figure 3.2. Responsibilities by Results Area and Level

Theme/ Ministry	Teaching Recruitment (DLI 1)	Teacher-training (DLI 2)	Textbooks Availability (DLI 3)	Preschool education (DLI 4)	Standardized Learning Assessments (DLI 5)	EMIS (DLI 6)	Support to host communities and refugees (DLI 7)	PBF (Component 2)
NATIONAL LEVEL								
Ministry /Structure	MINEDUB	MINEDUB	MINEDUB	MINEDUB	ST/ESS(MINEPAT)	ST/ESS (MINEPAT)	MINEDUB	MINEDUB
Project leader	DRH MINEDUB	Inspector General Education (IGE) MINEDUB	IGE MINEDUB	DEMP (preschool education)	ST/ESS (MINEPAT)	ST/ESS (MINEPAT)	DEMP	DRFM
Managing Unit	<ul style="list-style-type: none"> - Focal Point (FP) in the DRH, IGE, DEMP, DRFM, DPPC - MINFOPRA - SPM - MINFI - MINEFOP - MINESEC 	<ul style="list-style-type: none"> - IGE MINESEC, Normal school for teacher training (ENIEG), MINESEC, - DRH, DEMP and DPPC of MINEDUB 	<ul style="list-style-type: none"> - IGE MINESEC - Textbook Unit (SPM) - Commission for the Approval of Textbooks - MINMAP 	<ul style="list-style-type: none"> - S/Director preschool - IGE - MINEPAT - Ministry of Women’s Empowerment and the Family (MINPROFF) - MINSANTE - DPs 	<ul style="list-style-type: none"> - Official in charge of the National team - MINESEC (IGE, FP) - MINEDUB (IGE, PF) 	<ul style="list-style-type: none"> - MINEDUB (DPPC) - MINESEC (DPPC) - MINEFOP (Direction for Study, prospective and cooperation) - MINESUP (Direction for Studies, prospective and Strategy) - INS 	<ul style="list-style-type: none"> - FP emergencies (MINEDUB) - MINATD - MINAS - MINEPAT - MINSANTE - DPs (HCR, UNICEF, NGOs, World Food Program) 	<ul style="list-style-type: none"> - FBP Unit (DEMP, Dir. of Sports, Health and Extracurricular Activities (DSSAPPS) - Payer (Fiduciary Unit)
DECONCENTRATED LEVEL								
Deconcentrated stakeholders	Regional Delegation for Basic Education (DREB), Divisional Delegation for Basic Education (DDEB), District Inspector of Basic Education (IAEB), Local devolved authorities (CTD), Schools	DREB/DDEB, Departmental Pedagogic Advisor (CPD), IAEB, Teachers	DREB, DDEB, IAEB, CTDs, Head-teachers, Managing Committee	RDBEs/ICE, DDBEs/CPDs, IAEB/AP, CTD, Head-teachers / CPCs Heads, Teachers / CPC Animators, managing committee	MINEDUB (DREB, DDEBs, IAEB, Schools,) MINESEC (Regional Delegation for Secondary Education (DRSE), Divisional Delegation for Secondary Education (DDSE), colleges) APEE	MINEDUB (DREB, DDEB, IAEB, Schools) MINESEC (DRES, DDES, School Heads) MINEFOP (Regional Delegation for Vocational Training (RDVT), Divisional Delegation for Vocational Training (DDVT), School Heads) MINESEC (Universities)	DREB (ICE, Regional FP for emergencies), DDEB/CP, IAEB/APEE, CTD, nursery and primary schools	DREB, DDEB, IAEB, schools (school boards), communities (parents, households), Contract-based recruitment and Verification Agency

Figure 3.3. Detailed Organizational Charts by Results Areas (Results Areas 1 and 2)

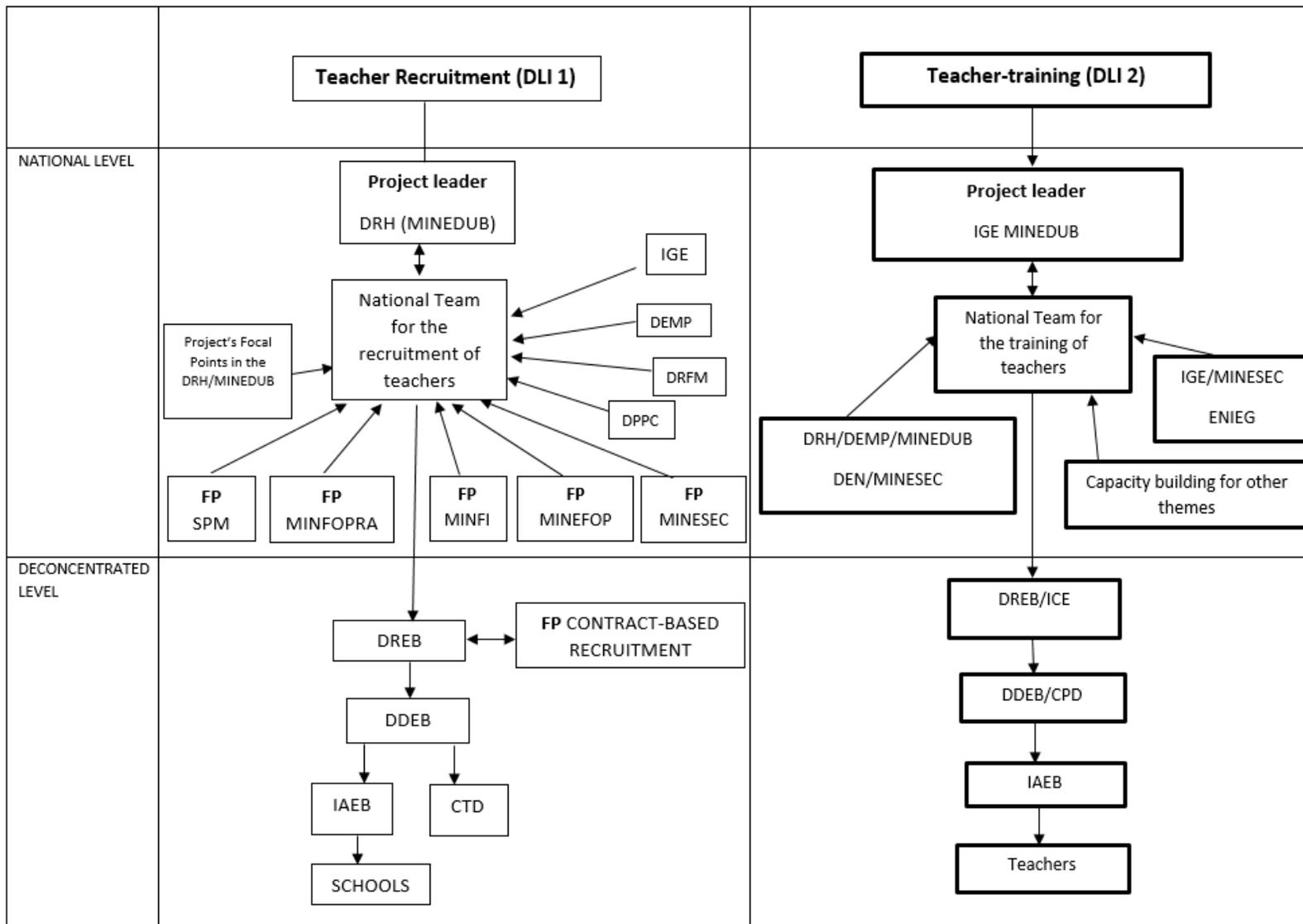


Figure 3.4. Detailed Organizational Charts by Results Areas (Results Areas 3 and 4)

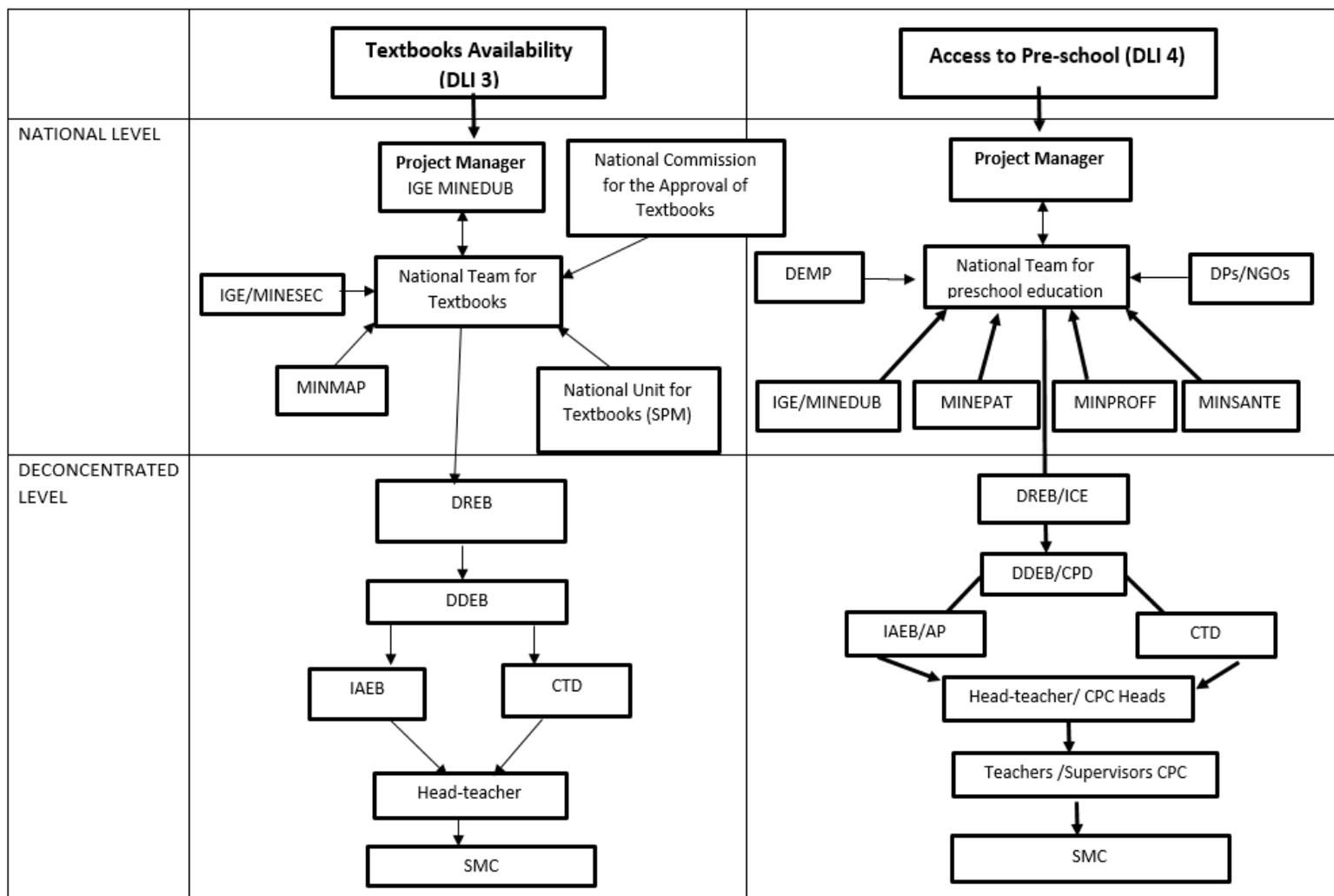


Figure 3.5. Detailed Organizational Charts by Results Areas (Results Areas 5 and 6)

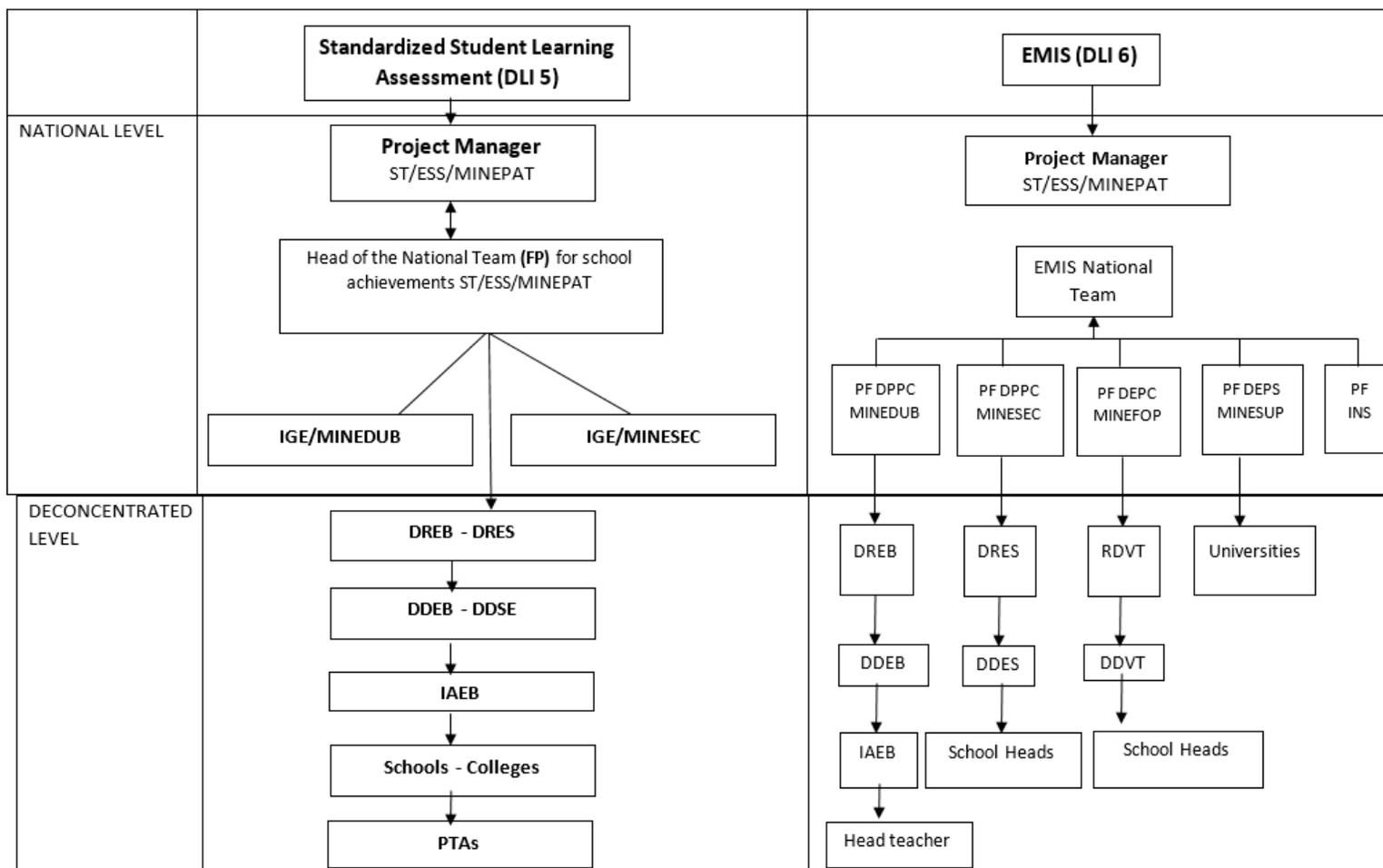
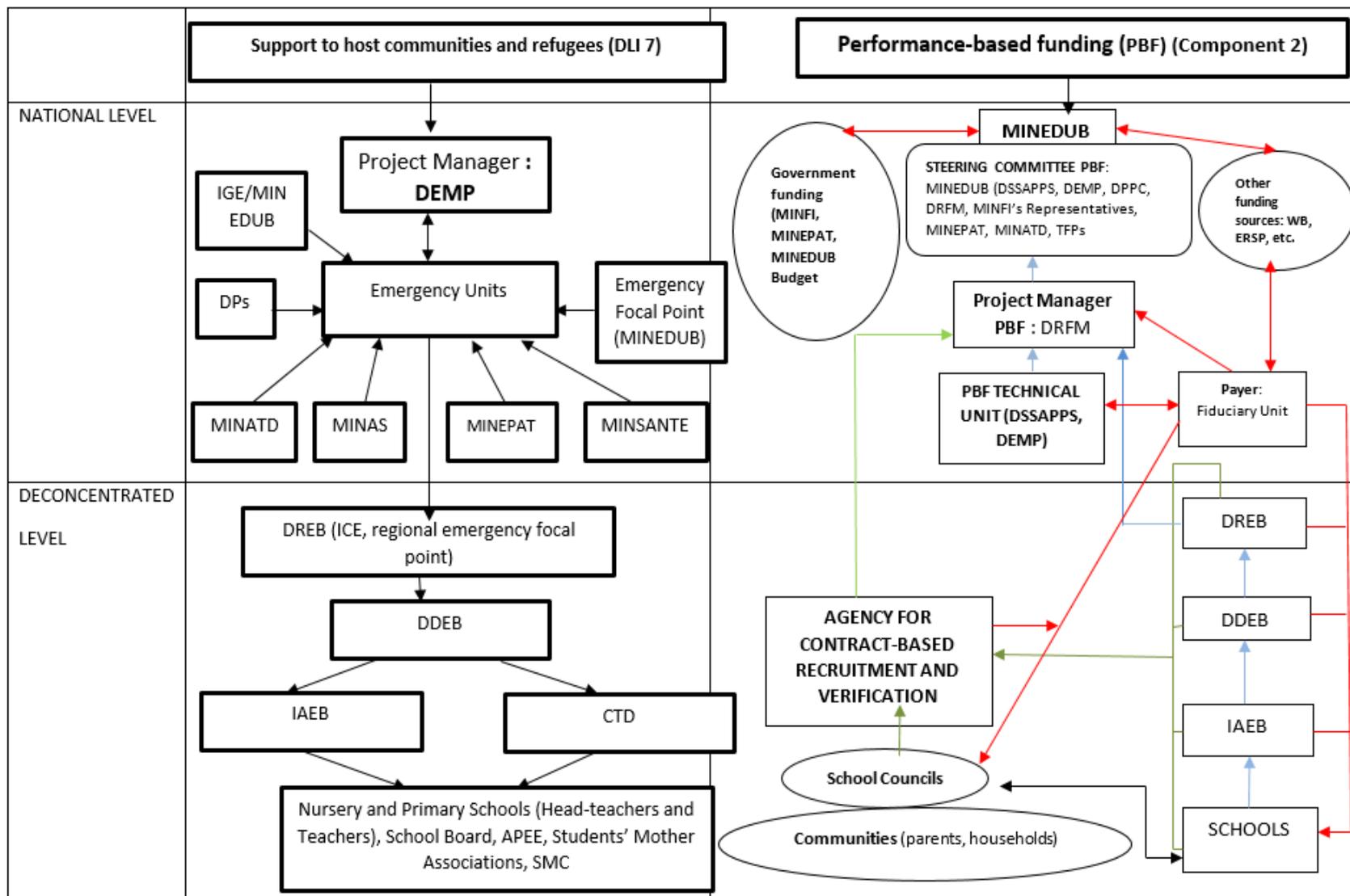


Figure 3.6. Detailed Organizational Charts by Results Areas (Results Area 7) and PBF





Financial Management

17. The PCMU will be responsible for FM aspects of the project. Specifically, the PCMU will: (a) ensure that project funds are used for the purposes they were intended in an efficient and economical manner; (b) maintain correct and complete records of all transactions and balances related to the project; (c) prepare the Project's financial reports in an accurate, reliable, and timely manner; (d) secure the project's assets; and (e) ensure that the project is subject to auditing arrangements acceptable to the Bank. For the PCMU to fulfill these requirements, an experienced FM officer and an accountant will be recruited not later than two months after project effectiveness.

18. In line with the use of the country system, the project will rely on existing country FM arrangements in place to manage donor-funded projects. These arrangements are centered on two main institutions. First, the CAA equipped with dedicated tools developed by the World Bank's Institutional Development Fund (IDF). These tools include: (a) a standardized FM Manual; and (b) an integrated FM system for donor-funded projects (SIGED), which includes modules on: (i) the project cycle, (ii) budgeting and accounting, (iii) automated payments, and (iv) an electronic archive. In addition, the CAA holds the mono project software project licenses which could be made available to the project, should the need arise. Second, the Ministry of Public Procurement is in charge of ex ante control of all suppliers' invoices associated with a contract before any payment by the CAA.

19. In light of these considerations, the following additional measures should be undertaken after the project becomes effective: (a) the standardized FM manual of procedures developed by the CAA with World Bank IDF support will be customized to reflect the specificities of the project (within two months of project effectiveness), (b) the budget and accounting modules of SIGED will be deployed to the PCMU to handle the accounting and reporting needs of the project, either through the use of the existing licenses or the acquisition of new licenses (also within two months of project effectiveness), and (c) an internal auditor will be recruited within five months of project effectiveness to conduct ex post reviews of project transactions and procedures, and to ensure that weaknesses that are identified are addressed in a satisfactory manner. An external auditor will be recruited within four months of project effectiveness through the current batch recruitment arrangement, used for all projects in Cameroon, to conduct an annual financial audit of the financial statements of the project and a review of the internal control system.

20. The overall FM residual risk is high. This is due to the design of the project incorporating a RBF approach (IPF with DLIs) coupled with the PBF and TA components, and the involvement of many ministries. Table 3.2 presents a detailed assessment of project risks and mitigation measures. Table 3.3 presents a detailed Financial Management Action Plan.



FM assessment

Table 3.2. Assessment of Project Risks and Mitigation Measures

Risk	Risk Rating	Risk Mitigating Measures Incorporated into Project Design	Risk After Mitigation Measures
<p>Country level Governance is widely acknowledged to be weak and may negatively impact the achievement of the development objectives of programs and projects implemented</p>	H	Donor community actions are oriented toward a PFM reform agenda in support of the Government’s commitment to tackle cross cutting issues of governance and public resource management. In addition to investment support operations, budget support is being used to accelerate the pace of the PFM and governance reform agenda.	H
<p>Entity level New PCMU within MINEDUB is yet to be established and capacitated. This has a potential to jeopardize project readiness. The large number of entities involved in project activities may lead to implementation delays.</p>	H	<p>Before the project becomes effective, the PCMU will be created within MINEDUB (implementing entity) and staffed with a seasoned fiduciary team. Internal control will follow the national system for internal control already in place which is working adequately.</p> <p>An internal control system will be built to address coordination issues consistent with an implementation manual that will define clearly roles and responsibilities and provide clarity on the reporting lines to the steering committee.</p>	S
<p>Project level The project will be performance-based oriented and will involve entities contributing to potential complexity in implementation and coordination of activities</p>	H	Internal control will be premised on an implementation manual to ensure that the project is implemented in accordance with accepted procedures and a clearly defined allocation of duties. Roles and responsibilities for each stakeholder will be clearly defined. A steering committee presided by MINEDUB will be established to ensure overall coordination, cohesion and control of project activities.	S
INHERENT RISK	H		S



Risk	Risk Rating	Risk Mitigating Measures Incorporated into Project Design	Risk After Mitigation Measures
<p>Accounting The PCMU has been established, but it needs to become operational with FM Staff. Consequently, the project may experience delays in the analysis of financial information and in recording financial information</p>	H	<p>The PCMU will be established, with FM staff in place, based on terms of reference acceptable to IDA to ensure the team is familiar with Bank FM procedures and will properly handle accounting and reporting needs under the project using appropriate accounting software.</p>	S
<p>Internal Controls System of internal control is yet to be established and might lack appropriate segregation of duties and a clear description of roles</p> <p>Payment for DLI and or PBF may be made without clear confirmation of the result achieved</p>	H	<p>The project’s Procedures Manual (Administration, Finance, and Accounting) will include a clear description of the system for internal controls, including the roles and responsibilities of actors</p> <p>An internal auditor will be recruited to conduct <i>ex post</i> reviews of the project transactions and procedures, and ensure that identified weaknesses are addressed in a satisfactory manner</p> <p>A third verification party (independent verification agent) will be established to review achievement of agreed results and indicators under agreed verification protocols before any payment can be made to beneficiaries (CAA and schools).</p>	H
<p>Budgeting The project might experience delay in the budget consolidation process as it involves several entities (MINEDUB, MINESEC, MINFOP, and so on)</p> <p>Delays may occur in budget preparation, with the potential for deviation from intended budget execution for some components</p>	H	<p>The standardized FM manual will be customized to provide a clear timeline and responsibilities for budget preparation and execution requirements, consolidation and monitoring.</p> <p>Management will be clearly briefed/trained on the budget execution requirements, and to ensure ownership for an appropriate implementation</p>	H



Risk	Risk Rating	Risk Mitigating Measures Incorporated into Project Design	Risk After Mitigation Measures
<p>Funds Flow As there is not yet a single dedicated account for the project there is a risk that the project funds are being diverted and used for non-project purposes</p> <p>The reform process might not receive further support as the funds obtained upon achievement of the DLI is likely to flow to the treasury account</p>	S	<p>Three (3) Designated Accounts will be opened in a commercial bank acceptable to the World Bank and managed by the CAA and procedures for their management and control will be established</p> <p>The MINEDUB will ensure an agreement is reached with the MINFI to enable the use of DLI funds to finance education sector reforms. A specific account will be opened and managed by the CAA for that purpose</p>	M
<p>Financial Reporting Delays on the submission of agreed consolidated IUFs and annual project financial statements are possible as the reporting scheme is yet to be established and operationalized</p>	S	<p>The budgeting and accounting module of SIGED will be procured based on the arrangement set between the CAA and the software provider TOMATE under a multi-projects version, installed and customized at the PCMU to ensure timely recording of financial information as well as timely production of quarterly and annual financial statements. The reporting scheme will be clearly defined in the manual</p>	S
<p>Auditing The project's financial statements might not be audited as there is no an auditor recruited for the project. In addition, the national audit entity, the Chamber of Account might not be able to carry out an audit based on ToR acceptable to IDA</p>	S	<p>An external auditor will be recruited in line with ToRs acceptable to IDA based on the new recruitment process conducted by MINEPAT.</p>	S
<p>CONTROL RISK</p>	H		H
<p>Overall FM risk</p>	H		H

Note: H = high; L = low; M = moderate; S = substantial.



Table 3.3. Financial Management Action Plan

Action to be Undertaken	Time Frame	Responsible Body
1. Recruit an FM officer based on ToR acceptable to the Bank	No later than two months following effectiveness	PCMU
2. Recruit an accountant based on ToR acceptable to the Bank	No later than two months following effectiveness	PCMU
3. Customize the standardized project FM procedures to reflect the project specificities as part of the Project Implementation Manual	No later than two months after effectiveness	PCMU
4. Procure and install the budgeting and accounting module of SIGED to handle accounting and reporting needs under the Project	No later than two months after effectiveness	PCMU
5. Recruit an internal auditor to conduct ex-post reviews of the project transactions and procedures	Within five months of effectiveness	PCMU
6. Recruit an external auditor to conduct annual financial audit of the financial statements of the project along with the review of the internal control system	Within four months of effectiveness	PCMU
7. Recruit a third-party verification agent	Within five months of effectiveness	PCMU



Financial Management and Disbursement Arrangements

Financial Management Arrangements

21. In line with the use of the country national system, the project's FM arrangements will rely on the existing country FM arrangements put in place to manage donor-funded projects. These arrangements are centered on two main institutions: (a) the CAA equipped with dedicated tools developed by the World Bank Institutional Development Fund (IDF) and (b) the Ministry of Public Procurement in charge of *ex ante* control of all supplier invoices associated with a contract before any payment by the CAA.

22. **Staffing.** The PCMU will be responsible for the day-to-day implementation of FM and will be staffed with a qualified FM team comprised of an FM officer and an accountant. The team will be supported by an internal auditor.

23. **Budgeting.** Overall responsibility for preparing an annual work plan and related budget will lie with the PCMU. The different steps of budget elaboration and management (preparation, revision, adoption, and execution) will be detailed in the FM section of the PIM. The annual work plan and budget will be prepared annually for approval by the PSC and submitted to the Bank for approval (non-objection) before the end of January (or one month after the effective date for the first year of the project). A budget execution report will be included in the reporting scheme to enable the monitoring of project implementation.

24. **Accounting policies and procedures.** The PCMU's FM team will assume the overall responsibility for maintaining accounts associated with project activities and ensuring that annual financial statements are produced in a timely manner, and in accordance with accounting standards that are in effect in Cameroon.³⁹ The budget and accounting modules of the integrated FM system for donor-funded projects (SIGED) will be installed and customized to meet project accounting needs not later than two months after the effectiveness date. SIGED will be used to record the project's transactions and to produce periodic reports. Furthermore, the interface that is being developed between SIGED and existing systems within the Directorate of Public Treasury (PATRIOT) and the Directorate of Investment Projects (PROBMIS) will allow for the easy incorporation of project transactions into national financial statements.

25. **Internal control and internal auditing.** Administrative, financial, and accounting procedures will be specified in the Procedures Manual (Administration, Finance, and Accounting). The manual will include a clear description of initiation and approval processes, and the designation of duties and responsibilities. The standardized FM Manual of Procedures developed by the CAA with World Bank IDF support will be customized to reflect the specificities of the project. The PCMU will make use of the computerized accounting system to capture all project-related transactions. The FM officer and accountant will be responsible for maintaining all controls to ensure: (a) that the project funds are used only for the purposes they were intended in an efficient and economical way; (b) the preparation of regular, accurate, reliable, and timely consolidated financial reports; and (c) that the project's assets are adequately safeguarded. These internal control arrangements are reinforced by the Government's internal control arrangements, such as the prior visa payment by the MINMAP that will apply to project invoices and the CAA controls regarding withdrawal applications and payment requests.

³⁹ The Accounting principles set out by *L'Organisation pour l'Harmonisation en Afrique du Droit des Affaires*—OHADA 'Organisation for the Harmonization of Corporate Law in Africa.'



26. To sustain the capacity-building initiatives for the project team, the World Bank Finance and Loan Department and FM units will provide training to the project FM team on disbursement and FM procedures. These measures will aim to further enhance the project's internal control system.

27. Considering the complex nature of the project, and to ensure the integrity of the internal control environment and associated systems throughout the life of the project, an internal auditor will be recruited. The project's internal auditor will be hired within five months of project effectiveness. The internal auditor will conduct ex post reviews of project transactions executed in support of the achievement of DLI targets and the implementation of PBF and TA activities. In addition, the internal auditor will be required to conduct a periodic review of the continuing adequacy of the internal control environment in general and report on its state to project management. Internal audit reports will be produced quarterly, or within a shorter period, depending on the risk matrix and its associated audit plan, both of which must be elaborated during the first month of the internal auditor's assignment.

28. **Financial reporting and monitoring.** Interim financial reports (IFRs) will be generated using the computerized FM system. They will be prepared and submitted to the Bank within 45 days of the end of each calendar semester. The content of the IFR will typically include (a) the sources and uses of funds by the classification of project expenditures (detailed by components and activities); (b) a comparison of budgeted and actual project expenditure (commitment and disbursement) by date and for the quarter; (c) a statement on the use of funds by component or activity; (d) the DAs activity; and (e) a physical progress report on project implementation. The format of the IFRs was agreed during negotiations.

29. At the end of each fiscal year, the project will prepare annual financial statements that will be subject to external audit.

30. **External auditing.** The annual financial statements prepared by the PCMU as well as the internal control system will be subject to an annual audit by a reputable and independent auditing firm based on Terms of Reference satisfactory to IDA.

31. The scope of the audit will be tailored to the project's specific risks in accordance with World Bank requirements and will be agreed upon with the Government. In particular, the independent auditor will audit the use of all funds flowing from DAs to beneficiaries. The project will comply with the World Bank's access to information and disclosure policies by making all disclosable audit reports (opinion report only) promptly available to the public after receiving them. The project's external auditor will be hired within four months of project effectiveness. A single audit opinion, in compliance with International Standards on Auditing, will be issued and will cover all project receipts, payments, and accounts. The audited financial statements, along with the auditor's report and management letter (incorporating management's comments), covering any identified internal control and accounting system weaknesses, will be submitted to IDA within six months of the end of each financial year.

32. **Funds flow and disbursement arrangements.** The flow of funds will rely on the Government's banking arrangements through the CAA. In this regard, the CAA's managing directors will continue to act as public accountants. This includes signing authorization for all means of payment using the automated payments module of the CAA information system for donor financing. Since the project will have three components – using different financing modalities (RBF under Component 1 using DLIs; school grants using PBF modality, and TA using traditional transaction methods), arrangements will be adjusted to these specific needs.



Component 1 Improved Access, Quality, and Education System Management

33. Component 1 supports the implementation of education reforms in line with the Government’s education sector plan, using the RBF approach. Under the component, achievements under the project will be monitored through predetermined indicators. Disbursements of the credit/grant proceeds will be made on an agreed scale and schedule according to the achievement of the indicators. Therefore, disbursements will be made upon achievement of the DLI, and after the independent verification agent (IVA) has provided evidence of such achievement as confirmed by the Bank. The verification of the achievement of the DLI will be done based on a verification protocol that will be detailed in the IVA contract and in the procedures manual. Project funds will be disbursed into an account to be opened and managed by the CAA. Funds will be disbursed against specific education sector budget line items referred to as Eligible Expenditure Programs (EEPs) which have been agreed to, such as teacher salaries, training and other operational costs (see table 3.4). In addition, disbursements will be made to the project’s Designated Account, DA to be opened and managed by the CAA. An initial advance on the achievement of DLIs will be made available to the project through that DA. Such advance will be deducted from the amount to be paid upon achievement of the DLIs. Upon achievement of the DLI, ascertained through the agreed protocol, amounts claimed will be capped at agreed amounts for DLIs and transferred from the project account in Washington, DC to a segregated treasury account (not included in the Single Treasury Account) opened and managed by the CAA. Disbursements against verified DLIs can only be made in full if the amount to be disbursed is lower than the actual annual expenditure related to agreed EEPs. Once deposited in the DA, funds will be directed to activities related to reforms in the education sector established under the project.

34. Under Component 1, an initial advance will be considered and subsequent disbursement will be subject to the achievement of DLI substantiated with a report issued by a third party and approved by the Bank.

Table 3.4. Specific EEPs Arrangements for Each DLI

Agency-Budgetary Institutions	Line Ministry/Institution Code	Item Code	Description	Program Code	Program Description
15		6187	Training costs	197-198	Primary education
		6210	Salary		
		6217	Compensation linked to the status		
		6218	Benefit in kind		
		6219	Support New Post		
25		6187	Training costs	331-334	Secondary education
		6210	Salary		
		6217	Compensation linked to the status		
		6218	Benefit in kind		
		6219	Support New Post		

35. Project amounts to be allocated per results area and year are provided in table 3.5.



Table 3.5. DLI pricing by Results Area, Component and Year (US\$, million)

	2018	2019	2020	2021	2022	Total
Component 1: Improving Access, Quality, and Education System Management (DLI) / a						
Results Area 1: Improved distribution of teachers recruited by the state in public primary schools	4	4	4	4	4	20
Results Area 2: Increased capacities of teachers on the effective and efficient use of the new curriculum in pre-primary and primary schools	2	2	2	2	2	10
Results Area 3: Increased availability of essential textbooks in public primary schools	4	4	4	4	4	20
Results Area 4: Increased access to pre-school in rural areas through community pre-school centers (CPCs), in line with national standards	2	2	2	2	2	10
Results Area 5: Establishment of a standardized student learning assessment system for primary and secondary education	3	3	3	3	3	15
Results Area 6: Integrated EMIS functional and operational	2	2	2	2	2	10
Results Area 7: Improved learning environment and quality of education for children in host community schools with refugees	2	2	2	2	2	10
Subtotal	19	19	19	19	19	95
Component 2: Improving School Effectiveness through Performance-based Financing /b	3	3	3	3	3	15
Component 3: Institutional Strengthening and Project Management /c	4	4	4	4	4	20
Total IDA Allocation	26	26	26	26	26	130

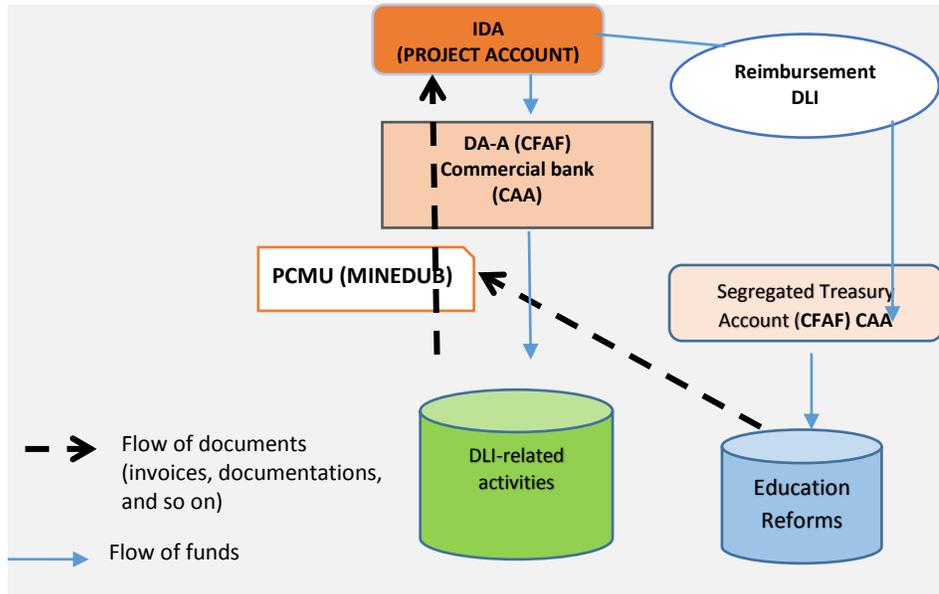
Note: a/ DLI pricing has been calculated assuming different weights for DLI results areas.

b/ Component cost has been estimated based on unit cost for schools grants projected number of schools.

c/ Component 3 is based unit costs for typical project activities, including TA, capacity-building, operating costs, equipment, and consumables.

36. Figure 3.7 presents a scheme of funds flow for Component 1.

Figure 3.7. Disbursement Channel Component 1



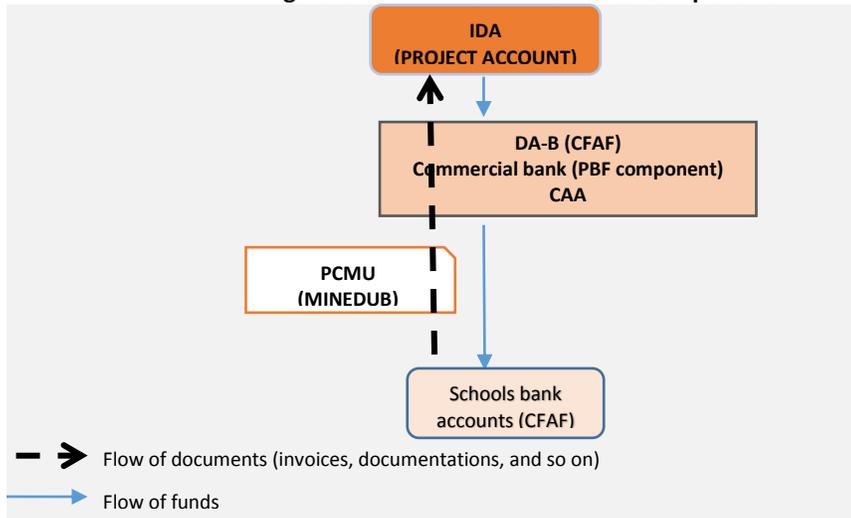
Component 2 - Improving School Effectiveness through Performance-based Financing

37. The project will support a pilot targeting 400 schools utilizing a PBF approach. Incorporating lessons learned through the implementation of the pilot, PBF grants will be scaled up to reach at least 3,000 schools. Funds to eligible schools will be disbursed in the form of school grants according to their performance assessed by independent verification agency. The component will be managed by a PBF technical unit. Annual total grant allocation will be in the range of US\$500 to US\$1500 per school. The items eligible for financing under the grant will be detailed in the project implementation manual (PIM). These grants will be disbursed upon independent verification of eligible school’s performance, based on specified criteria.

38. Figure 3.8 presents a scheme of funds flow for Component 2.



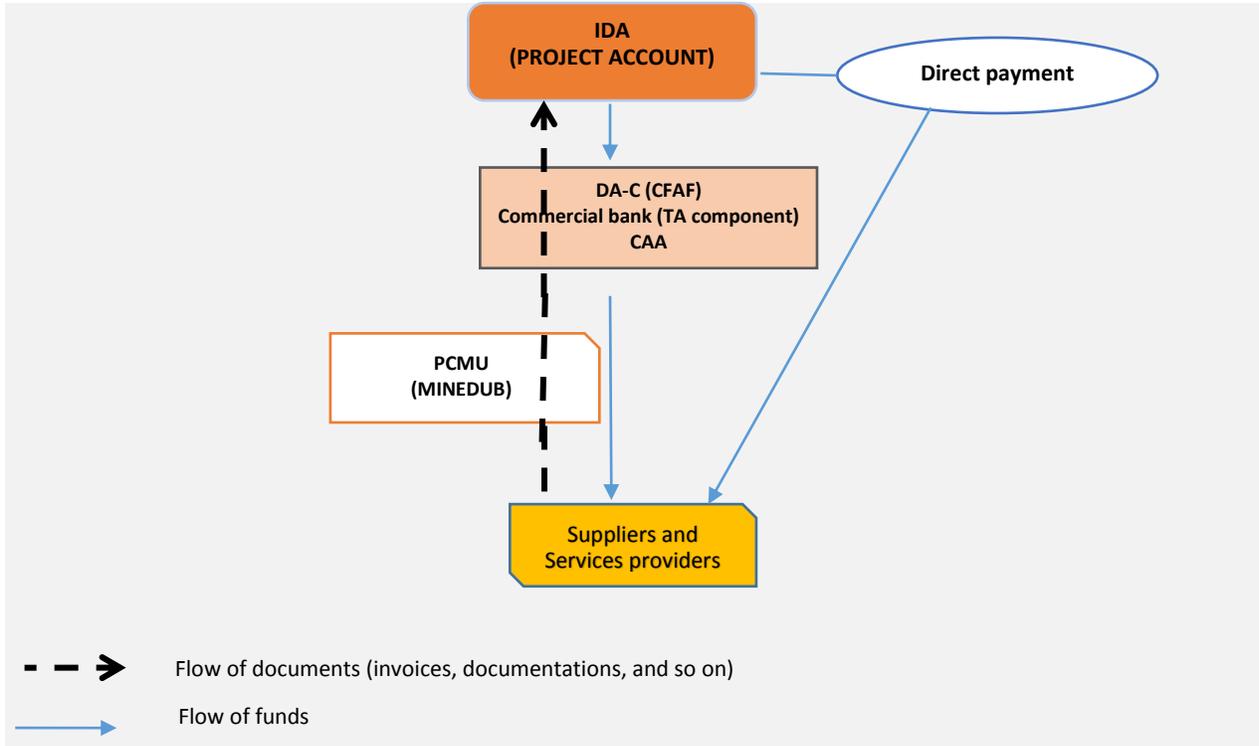
Figure 3.8. Disbursement Channel Component 2



39. Component 3 will finance the provision of technical assistance for institutional strengthening and project management. It will follow disbursements procedures under IPF Operations. Funds will flow from the IDA Account to one (1) Designated Account (DA) denominated in CFAF opened in a reputable commercial bank in Cameroon that is acceptable to the World Bank. The DA will be managed by the CAA according to disbursement procedures described in the administrative, accounting, and financial procedures manual as part of the PIM and the Disbursement Letter (DL).

40. The DA will receive an initial deposit equivalent to four months of forecast expenditure and will be replenished regularly through monthly withdrawal applications. Direct payment, reimbursement, and special commitment methods will be available to the project and may apply, as appropriate. Disbursements may eventually become report-based when the PCMU has developed capacity to produce reliable and acceptable IFRs. The minimum value of direct payments, reimbursements, and special commitments will be 20 percent of the DA ceiling (see figure 3.9).

Figure 3.9. Disbursement Channel Component 3





Disbursements

44. Disbursements against Component 1 will depend on independently verified achievement of DLIs and evidence of actual EEP expenditures. Components 2 and 3 will follow regular disbursement procedures, applicable under IPF operations. The disbursement schedule is given below (table 3.7).

Table 3.7. Disbursement Schedule

Categories	Amount of the of Credit Financing Expenditures to be Allocated Financed (expressed in US\$) ^{/a}	Amount of the Grant of Financing Expenditures to be Allocated Financed (expressed in US\$) ^{/a}	Percentage of financing expenditures to be Allocated Financed (expressed in SDR) (inclusive of Taxes)
(1) Eligible Expenditures for Part 1 of the project and to be financed out of DLI financing /b			
(a) AY 2018–19	14,400,000	4,600,000	Credit 76 Grant 24
(b) AY 2019–20	14,400,000	4,600,000	Credit 76 Grant 24
(c) AY 2020–21	14,400,000	4,600,000	Credit 76 Grant 24
(d) AY 2021–22	14,400,000	4,600,000	Credit 76 Grant 24
(e) AY 2022–23	14,400,000	4,600,000	Credit 76 Grant 24
(2) School Grants under Part 2 of project /c	12,000,000	3,000,000	Credit 80 Grant 20
(3) Goods, Non-consulting services, Consultants’ services (including audits), and training, workshops, and study visits under Part 3 of the project /d	13,265,595	4,000,000	Credit 77 Grant 23
(4) Operating Costs under Parts 1, 2 and 3 of project /e	2,000,000	0	100
(5) Refund of project Preparation Advance	734,405	0	
Total Amounts	100,000,000	30,000,000	

Note: a/ In US Dollar equivalent.

b/ Relates to Component 1 (financing of DLIs 1, 2, 3, 4, 5, 6, and 7).

c/ Relates to Component 2 (School Grants under PBF).

d/ Relates to all Components 1, 2 and 3.

e/ Operating costs apply to all 3 components.

Procurement

45. **Applicable policies and procedures.** Component 1 will use DLIs. It has been agreed that payments will be based on eligible expenditures which are not procurable items, but considered to directly affect the achievements of the objectives of the project. Component 2 will use RBF and will provide school grants through PBF (performance-based School Grants), and total grant allocation per year will be between



US\$500 and US\$1,500 for items to be purchased according to a positive/negative list, such procurement will follow simplified procurement requirements/methods as detailed in the PIM. Procurement associated with Component 3 will be carried out in accordance with the requirements set forth or referred to in the 'World Bank Procurement Regulations for IPF Borrowers' issued on July 2016 and revised in November 2017 (Procurement Regulations), and the provisions of the Procurement Plan. Procurement activities will be carried out in accordance with the World Bank's 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants' (revised as of July 1, 2016).

46. **Procurement documents.** In the event of international competitive procurement of goods, works, non-consulting services, and consulting services, the Borrower shall use the applicable World Bank standard procurement documents with minimum changes, acceptable to the World Bank, as necessary to address any project-specific conditions.

47. **Requirement for national competitive procurement.** Because of the national procurement procedure assessment, the following requirements should be added to the provisions of the national regulations:

- (a) On the eligibility of firms, include requirement for international competition;
- (b) In the Request for Bids/Request for Proposals acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the World Bank's Anti-Corruption Guidelines, including without limitation the World Bank's right to sanction and the World Bank's inspection and audit rights;
- (c) Ensure that contracts include the appropriate allocation of responsibilities, risks, and liabilities;
- (d) Insert in the bidding documents the right for the World Bank to review procurement documentation and activities;
- (e) All complaints resolutions shall follow the complaints mechanism detailed in the Procurement Regulations; and
- (f) Ensure that maintenance of records of the procurement process follow the World Bank requirements for procurement filing summarized in the following paragraph.

48. **Procurement information and documentation—filing and database.** Procurement information will be recorded and reported as follows:

- (a) Complete procurement documentation for each contract, including bidding documents, advertisements, bids received, bid evaluations, letters of acceptance, contract agreements, securities, related correspondence, and so on, will be maintained at the level of respective ministries in an orderly manner, and be made readily available for audit;
- (b) Contract award information will be promptly recorded and contract rosters as agreed will be maintained; and
- (c) Comprehensive quarterly reports indicating (a) revised cost estimates, where applicable, for each contract; (b) status of ongoing procurement, including a comparison of originally planned and actual dates of the procurement actions, preparation of bidding documents, advertising, bidding, evaluation, contract award, and completion time for each contract; and (c) updated Procurement Plans, including revised dates, where applicable, for all procurement actions.



49. Advertising procedures will include the following:

- (a) General Procurement Notice, Specific Procurement Notices, Requests for Expression of Interest, and results of the evaluation and award of contracts should be published in accordance with the advertising provisions in the Procurement Regulations.
- (b) Requests for Bids and Request for Proposals that involve international consultants, and contract awards, shall be published in UNDB in line with the provisions of the Procurement Regulations. For goods and works, information to be published shall specify (a) the name of each bidder who submitted a bid; (b) bid prices as read out at bid opening; (c) the name and evaluated prices of each bid that was evaluated; (d) the name of bidders whose bids were rejected and the reasons for their rejection; and (e) the name of the winning bidder, and the price it offered, as well as the duration and summary scope of the contract awarded. For consultants, the following information must be published: (i) the names of all consultants who submitted proposals; (ii) technical points assigned to each consultant; (iii) the evaluated prices of each consultant; (iv) the final point ranking of consultants; and (v) the name of the winning consultant and the price, duration, and summary scope of the contract. The same information will be sent to all consultants who submitted proposals. For other contracts, the information should be published in the national gazette periodically (at least quarterly) and in the format of a summarized table covering the previous period with the following information: (A) name of the consultant to whom the contract was awarded, (B) price, (C) duration, and (D) scope of the contract.

Project Procurement Strategy for Development and Procurement Plan

50. The finalized versions were approved during negotiations. The different approaches, selection methods, the need for prequalification, estimated costs, prior review requirements, and time frames are agreed between the recipient and the World Bank in the Procurement Plan. Major procurements will include the following:

- (a) Recruitment of individual consultants to support project implementation, or carry out training and studies, through the comparison of CVs collected following a request for expressions of interests advertised in local press for permanent tasks (Open market approach/selection of Individual Consultants), or Qualified CVs collected directly from the best knowledge of the Client (Limited market approach/ Selection of Individual Consultants), or Direct Selection of Individual Consultants in line with the provisions of 7.39 of Guidelines;
- (b) Recruitment of firms to carry out specialized studies, training, or TA – (Open market approach/Quality Cost based selection or Open market approach/Consultants Qualification based selection); in very specific cases, direct selection will be use in compliance with the provisions of the Borrower Regulations;
- (c) Procurement of Vehicles: package of vehicles for the PCMU to be procured by the project with Request for Quotations through Limited National market approach;
- (d) Procurement of computers for the PCMU will be procured with Request for Quotations through Limited National market approach; and Procurement of Office equipment and



furniture for the PCMU will be procured with Request for Quotations through Limited National market approach; and

- (e) Procurement of Office equipment and furniture for the PCMU will be procured with a Request for Quotations through Limited National market approach.

51. Table 3.8 presents procurement approaches for key procurement items.

Table 3.8. Procurement Methods for Key Procurement Packages (US\$, million)

Activity	Category	Estimated Cost (US\$)	Market Approaches Selection Method	World Bank Review
Recruitment of consulting firm to develop training on new curricula	Consultants	70,000	Open-National/Consultant Qualification based Selection	Post
Recruitment of consulting firm for sensitization	Consultants	82,000	Open-National/Consultant Qualification based selection	Post
Recruitment of consulting firm to train national staff on EMIS	Consultant	100,000	Open-National/Consultant Qualification based selection	Post
Recruitment of consulting firm to develop EMIS master plan	Consultant	300,000	Open-International/Quality and Cost based Selection	Post
Supply of information technology equipment and information system for statistical data	Goods	6,000,000	Open- International/Request for Bids	Prior
Supply of vehicles	Goods	280,000	Limited-National/Request for quotations	Post
Supply of computers for project unit	Goods	50,000	Limited-National/Request for quotations	Post
Supply of office equipment	Goods	50,000	Limited-National/Request for quotations	Post

52. During project implementation, the Procurement Plan will be updated as required, but, at a minimum, on an annual basis, to reflect actual program implementation needs and improvements in institutional capacity.

Special Procurement Commission

53. **Training, workshops, and conferences.** Training (including training material and support), workshops, and conference attendance will be carried out based on an approved annual training and workshop/conference plan. A detailed plan giving the nature of training/workshop, number of trainees/participants, duration, staff months, timing, and estimated cost will be submitted to IDA for review and approval before initiating the process. The appropriate methods of selection will be derived from the detailed schedule. After the training, beneficiaries will be requested to submit a brief report indicating which skills have been acquired and how these skills will contribute to enhance his/her performance and contribute to the attainment of the project objective.



54. **Operational costs.** Operating costs financed by the project are incremental expenses, including office supplies, vehicles operation and maintenance, maintenance of equipment, communication costs, supervision costs (that is, transport, accommodation, and *per diem*), and salaries of locally contracted staff. They will be procured using the procurement procedures specified in the Procedures Manual (Administration, Finance, and Accounting).

Assessment of the Capacity of the Agency to Implement Procurement

55. Procurement activities for the project will be executed by a new PCMU to be created reporting to MINEDUB.

56. The PCMU will carry out the following activities: (a) managing the overall procurement activities and ensuring compliance with the procurement process described in the relevant manuals; (b) ensuring compliance of bidding documents, draft Requests For Proposals, evaluation reports, and contracts with World Bank procedures; (c) preparation and updating of the Procurement Plan in relation to the beneficiaries; (d) monitoring the implementation of procurement activities; (e) development of procurement reports; and (f) seeking and obtaining the approval of national entities and IDA with regard to procurement documents as required.

57. Beneficiary agencies will participate in the processing of all procurement activities and will support the following activities: (a) preparation of ToRs and the bidding documents, (b) preparation of evaluation reports and contracts related to World Bank procedures, and (c) participation in procurement commission activities and in all related meetings.

58. An assessment of the capacity of the PCMU to implement procurement activities of the project was carried out during project preparation and was finalized during the appraisal. The assessment reviewed the organizational structure for implementation of the project, the procurement capacity of the PCMU, and the interaction between the different agencies involved in the project.

59. The assessment revealed that (a) beneficiary agencies have sufficient technical expertise to prepare the technical documents (ToRs, bidding documents, technical specification), subject to the recruitment of consultants to reinforce specific activities, and (b) that procurement capacity within MINMAP, particularly regarding IDA financing, is acceptable, but that at the MINEDUB it is limited.

60. The key risks identified for procurement under the project are as follows: (a) staff involved in the project may not have sufficient knowledge of the NPF and/or there is a risk of confusion with previous sets of guidelines, (b) there is lack of proficient procurement staff to implement procurement actions on time and in line with World Bank procurement procedures, (c) inadequate communication and interaction between the beneficiaries and the PCMU may lead to delays in procurement processes and poor cost estimations, (d) administrative routines may increase delays in the procurement processes and affect project implementation, and (e) poor filing may lead to the loss of documents.

61. The overall procurement risk for the project is rated High. The residual risk will be Substantial after adopting the agreed mitigation action plan summarized in table 3.9.

Table 3.9. Action Plan Mitigation Measures

Risk	Action	Responsibility	Date
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1. Staff involved in the project who may not have sufficient knowledge on the NPF and/or risk of confusion with the former guidelines	Hire on a competitive basis a qualified procurement specialist experienced with World Bank procurement procedures and policies to be located at the PCMU within two months from the Effective date.	MINEDUB	2 months after effectiveness
2. The lack of proficient procurement staff to implement procurement actions on time and in line with World Bank procurement procedures	Organize workshop sessions to train all staff involved in the procurement of the project on the NPF	MINEDUB/PCMU/World Bank	2 months after effectiveness
	Continuous hands-on trainings on the NPF of identified key staff	World Bank Procurement Specialist	During the life of the project
3. Inadequate communication and interaction between the beneficiaries and the PCMU, which may lead to delays in procurement processes and poor estimation of the costs	Develop a Procedures Manual (Administration, Finance, and Accounting) procedures to clarify the role of each team member involved in the procurement process of the project and the maximum delay for each procurement stage, specifically regarding the review, approval system, and signature of contracts	MINEDUB/PCMU	2 months after effectiveness
4. Administrative routines may increase delays in the procurement processes and affect project implementation	Set and operationalize a special tender board for the project in line with Cameroon procurement regulations to oversee reviewing procurement documents, the MINEDUB internal tender board will oversee reviewing such procurement documents up to the operationalization of the special tender board,	MINMAP/MINEPAT/MINEDUB	Within six months from effective date
	Exercise quality control on all aspects of the procurement process, including developing ToRs, technical specifications, bidding documents, proposals, request for quotations, evaluation, and award	PCMU	During the life of the project
	Monitor on a regular basis the Procurement Plan implementation and set up a close follow-up in relations with beneficiaries and official bodies involved (MINMAP, CAA) to ensure that appropriate actions are taken on time	MINEDUB/PCMU	During the life of the project
5. Poor filing, which can lead to loss of documents	Set an appropriate filing system at the level of PCMU to ensure compliance with the World Bank procurement filing manual	PCMU / Procurement specialist	During the life of the project

62. **Frequency of procurement reviews and supervision.** The World Bank’s prior and post-reviews will be carried out based on thresholds indicated in table 3.10 below. IDA will conduct supervision missions every six months and annual post-procurement reviews; the standard post-procurement reviews by World Bank staff should cover at least 20 percent of contracts subject to post-review. Post-reviews consist of reviewing technical, financial, and procurement reports on project procurement actions by World Bank staff or consultants selected and hired by the World Bank according to procedures acceptable to the World Bank. Project supervision missions shall include a World Bank procurement specialist or a specialized consultant. IDA may also conduct an Independent Procurement Review at any time until two years after the closing date of the project.



63. **Procurement prior review. The procurement risk is rated High.** Table 3.10 summarizes the procurement prior review for ‘high risk’. These prior review thresholds can evolve according to the variation of procurement risk during the life of the project.

Table 3.10. Procurement Prior Review Thresholds (US\$, millions)

Type of Procurement	Thresholds
Goods, information technology, and non-consulting services	1.5
Consulting firms	0.5
Individual consultants	0.2

Environmental and Social (including safeguards)

64. **Categorization.** ERSP will be implemented nationwide focusing on disadvantaged areas. Since approximately 85 percent of the project financing will relate to RBF, the project activities related to physical infrastructure will only entail minor repairs of schools/CPCs. Thus, no large scale, significant, or irreversible environmental impact is foreseen to be induced by Project activities. Therefore, OP 4.12 will not be triggered. The risk of negative environmental impact is assessed to be low and mitigated with proper measures, hence the environmental category is B for this project. OP 4.10 is triggered given the focus on addressing equitable access to education for children from indigenous groups, including refugee children from Bororo groups.

65. An ESMF and IPPF were completed, discussed with relevant Government officials and communities, and disclosed in Cameroon on January 17, 2018, and through the InfoShop on January 19, 2018. Public consultations and workshops were held as part of the ESMF and IPPF preparation processes. The objective of consultations was to document potential impacts and their relevant management measures as well as the involvement of affected populations in the implementation. These consultations provided the opportunity for stakeholders to share their concerns and expectations regarding the Project activities.

66. The ESMF establishes a mechanism to determine and assess future potential environmental and social impacts of the project and then to set out mitigation, monitoring and institutional measures to be taken during implementation and operation of school grants to minimize adverse environmental and social impacts. These measures will be carried out concurrently to ensure proper compliance with the World Bank Operational Policies triggered by the project namely the abovementioned OP 4.01 and OP.4.10. Moreover, environmental and social mitigating and monitoring measures identified in the ESMF will be distributed along with the PIM. The PCMU will recruit a safeguards staff to be responsible for following up on environmental and social safeguards. This staff will undergo relevant training, such as in environmental management, occupational safety risk, social development, sensitization on gender, SGBV, and social inclusion. The PCMU will prepare subsequent safeguards instruments (environment and social impact plan, environmental and social impact assessment, occupational safety plan including waste management, and so on) as necessary during the Project implementation and these instruments will be reviewed before being disclosed by the Government of Cameroon and the World Bank team to ensure full compliance with Government of Cameroon and World Bank policies. The ESMF has identified a list of indicators that will be used to monitor environmental and social improvements in the following areas: (a) capacity-building; (b) mitigation measures; (c) M&E; (d) grievance management and stakeholder engagement.



Monitoring and Evaluation

67. **Results monitoring at the PDO level.** For the first indicator (distribution of teachers), national statistical yearbooks will be used. For the other PDO level indicators, General Inspectorate of MINEDUB and DEMP will supervise the production of data, which will be subject to independent verification.

68. **Results monitoring for intermediates indicators and DLIs.** Each result, area will have a specific M&E mechanism (table 3.11). This system will need to be sufficiently robust to verify results, disburse against agreed indicators (DLIs), monitor funding to ensure that it is being used for intended purposes, prepare regular reports, and evaluate the reforms of the project. To ensure the expected progress, a baseline for each indicator has been defined.

Table 3.11. Regular and DLI Evaluation

Results area	Regular Evaluation	DLI evaluation
<i>Improved distribution of teachers recruited by the state in public primary schools</i>	Statistical Yearbook	IVA
<i>Increased capacities of teachers on the effective and efficient use of the new curriculum in pre-primary and primary schools</i>	Statistical Yearbook	IVA
<i>Increased availability of essential textbooks in public primary schools</i>	Statistical Yearbook Textbooks Technical Unit	IVA
<i>Increased access to pre-school in rural areas through community pre-school centers (CPCs), in line with national standards</i>	Statistical Yearbook MINEDUB	IVA
<i>Establishment of a standardized student learning assessment system for primary and secondary education</i>	Learning Assessment Technical Unit	IVA
<i>Integrated EMIS functional and operational</i>	EMIS intersectoral Unit	IVA
<i>Improved learning environment and quality of education for children in host community schools with refugees</i>	Statistical Yearbook MINEDUB DEMP (Emergency Unit)	IVA



ANNEX 4: IMPLEMENTATION SUPPORT PLAN

COUNTRY: Cameroon CAMEROON Education Reform Support Project

Strategy and Approach for Implementation Support

1. The implementation support strategy moves away from direct attention to the delivery of inputs, to a focus on building capacity to deliver results. This approach will maintain the usual functions of due diligence in fiduciary and safeguard oversight of procedures, transactions and activities. Successful implementation will require continuous dialogue with the Government to identify emerging difficulties with the potential to hamper progress toward the achievement of agreed results (DLIs and other), and to provide the needed TA and capacity-building within and outside the ministries to overcome identified difficulties and associated risks.

Implementation Support Plan (ISP)

2. The following Implementation Support Plan (ISP) describes how the World Bank will support ERSP implementation of the risk mitigation measures—Systematic Operations Risk-rating Tool (SORT)—and provide the necessary technical and financial support toward the achievement of the PDO (linked to results/outcomes identified in the Results Framework in section VII of the Document). The ISP also identifies the minimum requirements for meeting the World Bank’s fiduciary and safeguards obligations. The ISP will be reviewed at least annually to ensure its relevance to ERSP’s implementation support needs.

3. Joint Reviews with the Government, financial and DPs, and NGOs and civil society will play an important role in executing the ISP strategy, and will take place twice a year. In April/May, the primary objective of the Joint Review will be to assess progress, and focus on whether agreed upon results have been achieved. The second review, in October/November, while still reviewing progress, will focus also on identifying in advance likely impediments to smooth implementation. During Joint Reviews, particularly the October/November review, the type of implementation support needed will be identified, where appropriate, followed by joint decisions to provide TA, particularly to the MINEDUB, and/or other ministries and structures involved in ERSP implementation.

4. A second part of the strategy requires continuous dialogue with the Government, which would provide an opportunity for discussing options, and responding to specific requests for advice or addressing emerging issues. This approach is informal, and can take place outside of formal missions.

Safeguards

5. MINEDUB has experience in implementing Bank- financed education projects. Nevertheless, there will be need for institutional capacity-building for PCMU to ensure that the project will adhere to safeguards policies and World Bank safeguards procedures. The project will provide this capacity-building support.



6. The main focus of the ISP is summarized in table 4.1.

Table 4.1. Implementation Support Plan

Time	Focus	Skills Needed	Resource Estimate	Partner Role
First twelve months	Technical Review:			
	<ul style="list-style-type: none"> M&E (school census instruments; data analysis and reporting from school census; reporting for DLIs and KPIs) Primary 5, Senior Secondary 2 examinations and learning assessment General education expertise 	<ul style="list-style-type: none"> M&E Specialist, Economist Assessments Specialists Sr. Education specialist 	15 SWs 10 SWs 15 SWs 25SWs	
	Fiduciary Oversight:			
	<ul style="list-style-type: none"> FM Procurement 	<ul style="list-style-type: none"> FM Specialist Procurement specialist Procurement consultant 	15 SWs 10 SWs 5 SWs	
12-48 months	Safeguards:			
	<ul style="list-style-type: none"> Social Safeguards Environmental Safeguards 	<ul style="list-style-type: none"> Specialist(s) Specialist(s) 	10 SWs 5 SWs	
	Task Team Leader		15 SWs	
	Technical Review:			
<ul style="list-style-type: none"> M&E (data validation, third party validations, designing surveys, analysis of survey data and reporting) Building capacity for exams and assessments; targeted support for learning assessments General Education expertise 	<ul style="list-style-type: none"> M&E Specialist, Economist SIG Specialist Assessments Specialists Sr. Education specialist 	60 SWs 30 SWs 30 SWs 30 SWs 60 SWs		
Fiduciary Oversight:				
<ul style="list-style-type: none"> FM Procurement 	<ul style="list-style-type: none"> FM Specialist Procurement specialist Procurement consultant 	30 SWs 15 SWs 15 SWs		
Safeguards:				
<ul style="list-style-type: none"> Social Safeguards Environment Safeguards 	<ul style="list-style-type: none"> Specialist(s) Specialist(s) 	10 SWs 15 SWs		
Task Team Leader			45 SWs	
Other	Technical Review:			
<ul style="list-style-type: none"> Third party evaluation of School-based Management Public Expenditure Tracking Survey Operations support 	<ul style="list-style-type: none"> Research firm Consultants: <ul style="list-style-type: none"> International National Specialist 	30 SWs 10 SWs 20 SWs 3 SWs		

7. The required skills mix of staff is summarized in table 4.2 for World Bank staff. Table 4.3 relates to possible involvement of partners

**Table 4.2. Required Skills Mix of Staff**

Skills Needed	Number of Staff Weeks (SWs)	Number of Trips	Comments
M&E Specialist	80 SWs	Field trips as required	International and national
Economist	40 SWs	Field trips as required	International
Assessments	Individual specialist (s) 45 SWs	Field trips as required	International
SIG Specialist	Individual specialist (s) 45 SWs	Field trips as required	International and national
Senior Education Specialist	25 SWs annually	Field trips as required	International and national (based in Country Office)
Research consultants	50 SWs	Field trips as required	Local
Social specialist	5 SWs annually	Field trips as required	International
Environmental Specialist	5 SWs annually	Field trips as required	Country office-based
Procurement	10 SWs Year 1; 6 SWs annually thereafter	Field trips as required	Country office-based
Procurement (consultants)	6 SWs annually	Field trips as required	Country office-based
Senior FM Specialist	15 SWs Year 1; 10 SWs annually thereafter	Field trips as required	Country office-based
Operations Support	3 SWs annually	As required	Country office-based
Task Team Leader	15 SWs annually	Field trips as required	International and national (based in Country Office)
Refugee Specialist	10 SW	As required	International and national

Table 4.3. Partners

Name	Institution/Country	Role
UNHCR	United Nations	Support project aspects relating to refugees



ANNEX 5: ECONOMIC AND FINANCIAL ANALYSIS

1. This annex summarizes the economic rationale for the ERSP and is organized as follows. First, it presents the rationale for public investment. Second, it describes the expected development impact of the project. The last section focuses on the World Bank's value-added.

Rationale for Public Sector Provision

2. Public investments in education are warranted under several conditions: (a) if the private sector fails to invest sufficiently in education, linked to the fact that the private sector seldom considers positive social externalities and spillovers, (b) if market failures exist, such as imperfect financial markets or information asymmetries, (c) if redistributive implications exist, or (d) if social and political concerns exist. The social, political and economic situation in the education sector of Cameroon satisfies a number of these conditions.

3. *Returns to education.* The returns to education in Cameroon are high (Seck et al. 2016). The rate of return to an additional year of education and training completed in Cameroon, estimated at 14 percent, is high relative to an average of 12.8 percent for sub-Saharan Africa and 10 percent among high-income countries. The return to an additional year of education rises significantly by level of education: from 7.2 percent for an additional year of primary education, to 18.9 percent for a year of tertiary education. The public sector plays a critical role in providing opportunity for Cameroonian youth to tap returns to education as it is a main provider of primary education (76 percent of children enrolled in public primary schools) and an important provider of pre-primary education (37 percent of children enrolled in pre-primary education are enrolled in public schools) in Cameroon.

4. *Social benefits.* The benefits of education, training, and skills not only accrue to individuals in terms of better labor market outcomes, but also benefit society, as a whole. An educated labor force helps improve a country's potential for growth and competitiveness, helps to lift populations out of poverty, and has implications on a number of other social outcomes. The following factors warrant public interventions in education sector:

5. *Equitable service delivery.* The public sector is a critical vehicle for the equitable delivery of education, particularly in the ZEPs of Cameroon. A number of interventions under this project, including teacher recruitment, textbook delivery, and ECD, explicitly address the needs of ZEPs and vulnerable populations.

6. *Economic and social externalities.* An educated and well-trained labor force is one of the major drivers of firm productivity and country growth. Additionally, there is a well-established literature on spillovers that education has in other social areas, for example, in improving health outcomes, decreasing teenage pregnancy, and so on. When making educational choices, the fact that individuals do not account for the externalities and spillovers produced by education may lead to underinvestment in education. Creating incentives for individuals to invest in education through, for example, the public provision of education, and addressing the needs of economically and socially disadvantaged groups, may help optimize the availability of an educated labor force.



7. *Political and social stability.* The influx of the refugees in the Far North, East, Adamawa, and North regions and the large number of IDPs in Cameroon create social and political pressures with the potential to compromise peace, stability and service delivery. The public sector is well positioned to address social and political concerns in this context. ERSP will help to address challenges by dedicating additional resources to the needs of areas affected by refugees.

8. *Efficiency gains from policy reforms.* System-wide and institutional reforms that focus on improving management of the education system and education quality are essential to improving the efficiency of the system and improving the quality of labor force supply. Under the ERSP, the PBF pilot intervention targets improving management at the school level. The textbook and teacher reforms are expected to generate system-wide efficiency gains. These reforms coupled with the intervention to institutionalize learning assessments are also expected to improve the quality of education.

9. *Information asymmetry.* The lack of routine information on school performance and challenges in coordination between different education systems leads to inefficiencies in education sector management and performance. Improved collection, analysis, and dissemination of education sector information will help to improve evidence-based policy making and improve system management. It also represents a public good. Establishing an integrated EMIS covering all four education ministries under the ERSP is expected to address information asymmetries in the sector as well as improve sector management.

Expected Development Impact

10. The project supports the Government in achieving its goals in the education sector as outlined in the Cameroon Vision document '*Cameroon emergent à l'horizon 2035*' and described in the Government ESS (2013–2020). These goals include (a) promoting access and equity, (b) improving quality and relevance, (c) strengthening sector governance and management, (d) adopting sustainable financing mechanisms, (e) strengthening institutional aspects of education, and (e) developing modalities for M&E.

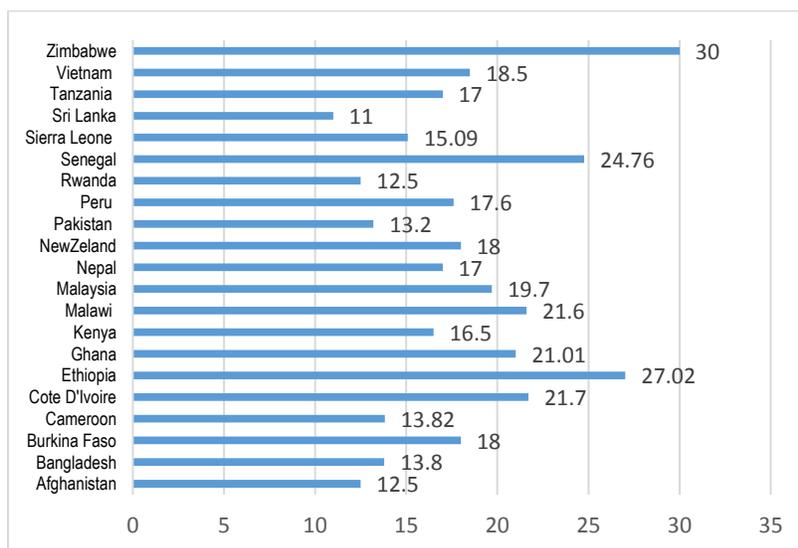
11. Aligned with the Government's strategical goals, the project will contribute to improving equitable access to quality pre-primary, primary, and lower secondary education with a focus on ZEPs. In the long-term, these outcomes are expected to contribute to increasing the number of years of schooling and, consequently, increased probability of employment and higher labor earnings for workers. Additional benefits are expected to come from systemwide reforms, related to system management, accountability, and M&E.

Costs

12. Cameroon's spending on education is quite low by international standards (figure 5.1). Total public spending in support of education was equivalent to approximately 3 percent of GDP and 13.6 percent of total Government expenditures in 2015. As a share of Government expenditures, education spending is much lower compared to the other African countries.



Figure 5.1. Expenditure on Education as a Percent of Total Government Expenditure (percent)



Source: World Bank, 2015.

13. The two major sources of education financing are the Government and DPs who support specific programs. The table below shows that Government allocations to the education sector have been increasing in nominal terms over the course of the past 10 years (table 5.1). While public allocations have been increasing across all four ministries responsible for education, the largest allocation is extended to secondary education (48 percent of the total education allocation), followed by primary education (39 percent), higher education (9 percent), and TVET (3 percent).

Table 5.1 Education Sector Financing Trends (In nominal CFAF, billion)

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Total	279	330	379	412	391	359	431	453	473	511	509 ^a
MINEDUB	102	122	159	158	157	141	163	171	175	189	201
MINESEC	149	167	177	204	193	181	203	220	233	251	246
MINESUP	24	35	37	42	34	32	50	48	49	52	47
MINEFOP	4	6	6	9	7	5	15	13	16	19	15

Source: BOOST database.

Note: Government expenditures comprise expenditures of four ministries: MINEDUB, MINESEC, MINESUP, and MINEFOP.

a/ While there seem to be a slight decrease in total government nominal allocation, Cameroon experienced a deflation in 2016 with the annual GDP deflator of -18.3 percent. Therefore, in real terms the budget allocations to education sector went up between 2015 and 2016.

14. In general, execution of the allocated budget is relatively good in the education sector (table 5.2). Budget execution share⁴⁰ has been increasing for all ministries responsible for education since 2006. The 2009 spike in budget execution is associated with the introduction of free basic education for all in 2008. Since 2010, total budget execution has been above 95 percent.

⁴⁰ This is defined as executed budget divided by allocated budget and multiplied by 100.



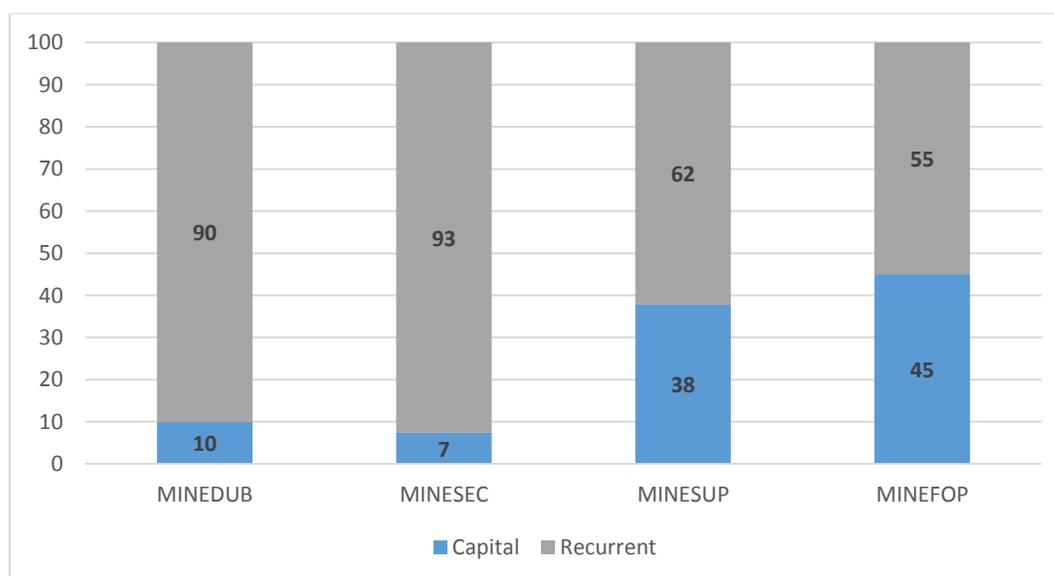
Table 5.2. Budget Execution Trends (percent)

Year	Total	MINEDUB	MINESEC	MINESUP	MINEFOP
2006	18.8	19.7	13.3	41.5	62.0
2007	69.6	61.4	77.6	60.9	63.7
2008	84.9	82.8	87.6	80.7	87.1
2009	153.9	143.6	170.8	129.0	67.6
2010	95.0	93.9	96.5	91.3	95.3
2011	96.3	96.9	95.6	97.5	97.9
2012	14.0	10.6	7.7	41.1	43.8
2013	96.3	96.9	96.7	91.8	97.0
2014	104.3	106.7	104.6	97.9	94.0
2015	98.5	98.8	99.4	98.8	82.0

Source: Authors' calculations based on the BOOST data.

15. Across all ministries, much of resources are allocated to support recurrent expenditure (figure 5.2). Notably, at MINESEC and MINEDUB, recurrent expenditure accounts for 90 percent of expenditures with the majority allocated to service teacher salaries. For example, MINEDUB teacher salaries represented 90.6 percent of recurrent budget. At the university level recurrent expenditures are significantly lower at 62 percent; the lowest share of recurrent expenditures is at the MINEFOP at 55 percent. These distributions at the MINESUP and MINEFOP are to be expected as higher education and Technical and Vocational Education and Training require higher allocations for capital expenditures to maintain laboratories, materials, equipment, and technology.

Figure 5.2 Distribution of Budget Allocations by Type and Ministry, percent, 2016



Source: BOOST database.

16. Table 5.3 demonstrates that the Government has absorptive capacity to implement the ERSP. A majority of the interventions under The ERSP will concern MINEDUB, and to a lesser extent MINESEC



(learning assessment and teacher training), MINESUP and MINEFOP (only in the EMIS interventions). Therefore, this analysis will focus primarily on MINEDUB expenditure.

Table 5.3. Primary Education Sector Financing during the Project implementation (US\$, million)

Year	2018	2019	2020	2021	2022
Government (US\$, million)	448	480	514	551	590
DPs	75.67	64.15	81.6	80.43	78.75
World Bank	26	26	26	26	26
Others	38.9	41.3	43.3	45.7	48.2
Total	523.78	544.17	596.00	631.70	742.75

Source: MINEPAT.

17. There is significant variability in Government expenditures by MINEDUB by region, ranging from CFAF 1.4 billion in South West to CFAF 5.6 billion in North West in 2016 (table 5.4). There is also significant variance in expenditure per student, with more selected disadvantaged areas receiving larger amounts.

Table 5.4. Government Expenditure on Basic Education, Total and Per Student, 2016, CFAF

Region	Total Expenditure	Per Student Expenditure
Adamawa	2,402,603,000	9,513
Center	2,927,908,000	4,097
East	2,299,828,000	8,516
Far North	2,938,286,000	3,405
Littoral	1,187,998,000	2,673
North	2,281,590,000	4,141
North West	5,567,645,200	14,339
West	1,664,834,000	3,188
South	1,604,318,000	7,997
South West	1,429,650,000	5,207

Source: BOOST database.

Benefits

18. The project is expected to generate individual, sectoral, and societal benefits, although it is not possible to identify project-specific benefits since it is designed to support the overall objectives of the ESS through multiple interventions. For *individuals*, the project is expected to improve the quality of education, equitable service delivery and expand access for ECD. At the *sectoral* level, project-supported interventions are expected to (a) improve sector management and sector financing efficiency through piloting of the PBF of school and improving M&E of the system through integrated EMIS; (b) enhance the quality of education by strengthening teacher deployment and professional development, institutionalizing learning assessments; and (c) expand equitable access to early childhood programs and strengthened service delivery in areas affected by refugees. At a *societal level*, project benefits are expected to include (a) a more productive labor force; (b) the mitigation of political and social pressures in the areas affected by refugee influx; (c) potential spillover effects of education in other social areas; and (d) cost-savings associated with more efficient system management, for example, textbooks.



19. The cost-benefit analysis suggests that economic benefits outweigh the costs. Given that the project supports the reforms under the Government Program, a cost-benefit analysis can be done only at the Program level (it is not possible to separate benefits of the Project since it supports systemwide Government reforms which are expected to benefit all students).

20. To calculate the economic internal rate of return and net present value of the Program, the following basic assumptions were made: the expected working life period is 30 years, no unemployment between graduation and leaving the employment is assumed. The exchange rate is set at US\$1 = CFAF 547; the discount rate 12 percent; and the inflation rate 2.8 percent (average between 2006 and 2015). The baselines are as follows: PCR is 69 percent, pre-primary is assumed the same, the employment rate for primary and pre-primary is estimated at 97 percent.⁴¹ The estimated net present value of the 2018-2023 Government Program is US\$631 million (the estimated net present value of the cost of the Government Program is US\$754) and the economic internal rate of return is 17.9 percent. The economic rate of return is comparable to other World Bank education projects.

Fiscal Impact Analysis

21. This section estimates the potential fiscal impact of the ERSP. The ERSP will support three main components during the first phase of the program. To maximize the fiscal sustainability of proposed interventions, the ERSP is designed to gradually increase the national contributions for quality-inputs over time. The Government is expected to gradually increase its allocation as described in table 5.3.

Component 1: Improved Access, Quality, and Education System Management

- Results Area 1: *Improved distribution of teachers recruited by the state in public primary schools.* Under this Results Area, it is envisioned to recruit and deploy 12,000 teachers in primary schools over the lifetime of the project. These activities are likely to have a fiscal impact beyond the lifetime of the project. This number of teachers represents 20 percent of current primary school teacher pool (60,000 teachers). However, given that the current annual attrition rate is 14 percent (due to death and migration of teachers to other civil servant positions), the additional recruitment would serve as a replenishment of teaching staff. The estimated additional fiscal cost per year after the end of the project would be CFAF 20.6 billion (US\$37.5 million in 2016 nominal prices) if the attrition rate would be zero. On the other extreme, if the attrition rate remains the same at 14 percent, the additional annual fiscal cost would be CFAF 17.8 billion (US\$32.3 million in 2016 nominal prices). Therefore, the estimated annual fiscal impact of the activities supported under this priority area would be in the range of CFAF 17.8–CFAF 20.6 billion (US\$32.3–US\$37.5 million). This range is within the projected incremental increase of the Government’s budget.
- Results Area 2: *Increased capacities of teachers in effective and efficient use of new curriculum in pre-primary and primary schools.* Under this result area, all teachers existing and recruited under the project will be trained on the use of the new curriculum. The total cost of this activity is estimated at US\$3.3 million. It is envisioned that the project would fully finance the training of the staff. Thus, no additional fiscal impact post-project is expected.

⁴¹ World Bank. 2016. “Skills for Employment and Economic Diversification of Cameroon”, Washington, DC: World Bank.



- Results Area 3: *Increased availability of essential textbooks in public primary schools.* Under this result area, 6.1 million essential textbooks are expected to be purchased and distributed during the project implementation. This activity is fully consistent with and supports implementation of the policy reform which is part of the First FCGDO. Currently, the cost of a textbook is estimated at US\$7; because of the policy reform, the cost of a textbook is expected to go down to less than US\$3 per textbook. Thus, the total fiscal cost of activities under this result area is US\$17.4 million. As under the new policy, the lifetime of textbooks would be extended to six years, the expected additional annual cost of these textbooks after the project completion would be US\$2.9 million.
- Results Area 4: *Increased access to pre-school in rural areas through community pre-school centers (CPCs), in line with national standards.* Under this result area, the project will support the establishment of 1,000 community pre-school centers (CPC) (approximately US\$2.4 million), and community mobilization (approximately US\$300,000). The total fiscal cost under this Results area is estimated at US\$2.7 million. The annual fiscal cost after the project completion will depend on the extent of the program scale up.
- Results Area 5: *Standardized student learning assessment system for primary and secondary education in place.* The main fiscal impact of this Results area would be associated with hiring expertise for development of learning assessments and set up cost of the unit, and, once initial set up and development costs are incurred, in terms of running costs of staff salaries from the learning assessment unit and costs associated with conducting regular assessments. The total additional fiscal cost of this activity is estimated to be US\$2.5 million (or on average annually US\$0.5 million).
- Results Area 6: *Integrated EMIS functional and operational.* The investments in development of the EMIS and staff training will be financed by the project (estimated at US\$4.5 million). After the completion of the project, no major fiscal impact is expected as post-project costs would be mainly associated with maintenance and EMIS unit staff costs (estimated annually at US\$200,000).
- Results Area 7: *Improved learning environment and quality of education for children in host community schools with refugees.* The estimated short term fiscal impact of this intervention over the project period is about US\$750,000 which will be fully financed by the project grant. It is not expected at this moment that there will be a long term fiscal impact of this intervention as refugee crisis is a temporary shock.

22. **Component 2: Improving School Effectiveness through Performance-based Financing.** The post-project fiscal impact would depend on success of the pilot and is estimated at US\$4.5 million. However, over the long term, the impact of this intervention is expected to be marginal since, based on the experience of other countries, PBF creates efficiency gains.

23. To sustain the interventions under the ERSP, the Government's budget would need to be prepared to replicate the planned institutional and budgetary activities and procedures that will be initiated through the project components.



Valued Added of the World Bank's Support

24. Given its global, regional and local operational experience, and its technical expertise in the education sector, the World Bank is well-placed to provide support to the basic education sector in Cameroon. The Bank has a history of supporting the Cameroonian basic education sector through the CEQUIL Project (2011-2018). The ERSP has incorporated lessons learned from the CEQUIL Project. Furthermore, ERSP will support the implementation of textbook reform, a major reform underpinning the recently approved First FCGDO. Incorporating lessons learned from World Bank-financed projects in health, the ERSP will pilot implementation of PBF in education. Moreover, the Government, committed to be an example in leading ECD, will scale up ECD interventions in education under ERSP building on World Bank-financed interventions in health for ECD. Finally, the Bank plays an important convening role in the education sector in Cameroon. The LEG, established under the CEQUIL Project, convenes the primary actors in the sector (Government, NGOs, and DPs) to coordinate activities in the education sector.



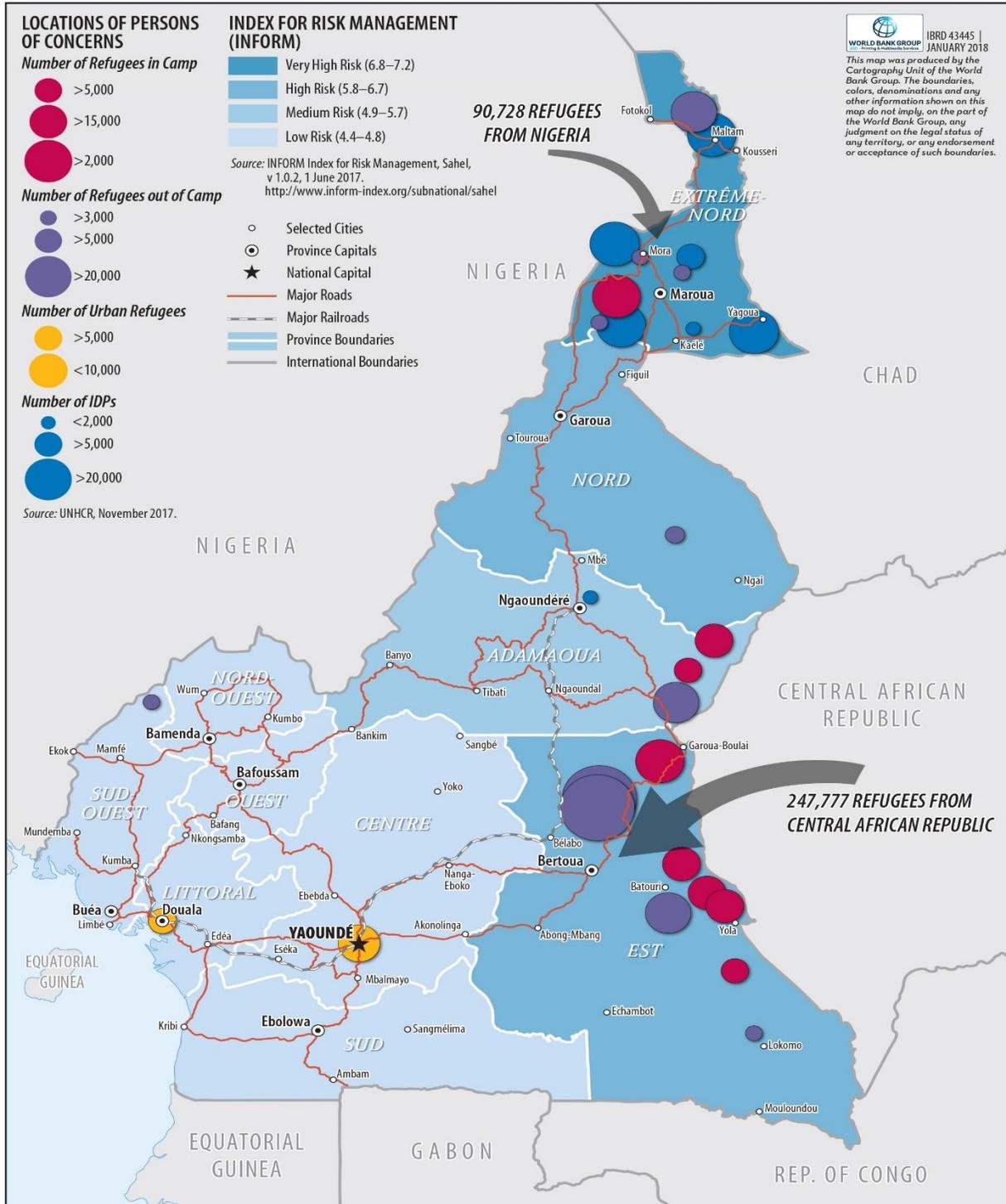
ANNEX 6: OVERVIEW OF REFUGEES AND HOST COMMUNITIES IN CAMEROON

Context and Description of the Refugee Crisis

1. Hosting approximately 339,000 refugees and asylum-seekers (as well as 242,000 IDPs), Cameroon has the 11th largest refugee population in the world and the 6th largest in Africa, after Ethiopia, Kenya, Uganda, the Democratic Republic of Congo (DRC), and Chad. Refugees account for almost 2 percent of the population, which makes Cameroon the 10th largest host in the world in relative terms (refugees per 1,000 inhabitants). About 60 percent of refugees are below the age of 18. Both refugees and host communities have significant unmet needs in terms of nutrition, food security, access to basic services (health, education, water, sanitation), and livelihoods.
2. **The refugee crisis is primarily affecting remote and poor border regions (see figure 6.1).** Even before the crisis, refugee-hosting regions (particularly Adamawa and the Far North) had the lowest human development indicators and deepest levels of poverty in the country. Altogether, these four regions (North, Far North, East and Adamawa) account for 66 percent of the poor households in the country (even though they are home to only 38 percent of the total population). Access to basic services is limited, and these regions are relatively isolated from the rest of the country. The presence of large numbers of refugees has exacerbated these pre-existing challenges.
3. The refugee crisis has reinforced existing territorial inequities and a rapid increase in poverty in northern Cameroon had been observed before the heightened insecurity in the region associated with Boko Haram activities. The deterioration of the security environment in northern Cameroon occurred in large part 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 influx of refugees, the closure of markets, roads and frontiers, were largely not recorded by the ECAM. Because of the interruption of agricultural activities and trade, as well as population displacement and increased vulnerability and food insecurity in the Far North, approximately 2.4 million people are considered food insecure and 250,000 people are estimated to be suffering from acute malnutrition.
4. According to preliminary results of the Central African Republic refugee poverty analysis (American University of Beirut, forthcoming), using expenditure data from a Household Economy Analysis (UNHCR/IFORD 2017), Central African Republic refugees in the East, Adamawa, and North regions show alarming levels of poverty. Data suggest that 96 percent of refugees fall below the extreme poverty line (less than CFAF 17,962 per person per month). If the Minimum Food Basket (MFB) calculated by the WFP is used as a reference, 71 percent of the Central African Republic refugee population fall below this line, meaning that their expenditure is less than CFAF 8,800 per person per month—the amount necessary to purchase minimum food energy requirements (emergency standards: 2,100 kcal per person per day).



Figure 6.1. Locations of Displaced Populations



Source: UNHCR 2017.



5. There are two distinct refugee situations in Cameroon – with marked differences in the challenges faced by refugees and host communities.

- **Approximately 248,000 Central African Republic refugees live along the eastern border** (the majority of them in the East region and the rest in the Adamawa and North regions). These refugees fled violence in the country in two waves. Approximately 100,000 refugees fled Central African Republic between 2003 and 2006, primarily from border regions. While some of these refugees have achieved a degree of socio-economic inclusion, living outside of camps and integrated in their host communities, the majority remains extremely vulnerable in terms of food security and has very limited access to livelihoods. An additional 160,000 Central African Republic refugees arrived after 2013. Some of these refugees originated from more distant parts of CAR, including Bangui. Overall, 30 percent of Central African Republic refugees live in of the seven designated refugee sites while 70 percent live in villages. Central African Republic refugees represent around 5 percent of the total population in Adamawa and 18 percent in the East region; it should be noted that in some of the most affected municipalities such as Garoua-Boulai (Adamawa) or Kenzou (East), refugees largely outnumber the local population. Areas hosting refugee populations are poor and isolated, with limited access to services. In some areas, post-2013 refugee arrivals strained previous host-refugee relationships that were largely positive, and have in some localities led to tensions related to access to scarce resources and land. Humanitarian assistance being primarily directed to refugees, in particular in the dedicated sites, has also caused resentment among host communities.

- **Approximately 91,000 Nigerian refugees live in the Far North region.** The destabilizing impact of refugee populations in this region is compounded by the presence of 242,000 IDPs. These refugees fled the Boko Haram attacks, and most have been in exile for three to four years. Approximately one-fourth of these refugees have experienced multiple displacements. The traumatic events they have experienced, coupled with suspicion and stigmatization from security forces, authorities, and in some instances host populations following incidents of indiscriminate violent attacks against civilians by armed elements, have hindered opportunities for social inclusion. The inadequate recognition of UNHCR-issued refugee documents for refugees registered in Minawao camp and a lack of identification papers for out-of-camp refugees place significant restrictions on freedom of movement and, in the case of out-of-camp refugees also makes it difficult to distinguish between them, IDPs, and hosts. Approximately 62,000 refugees live in the Minawao refugee camp that opened in July 2013, where living conditions are poor and the population remains fully dependent on humanitarian assistance. Refugees who live outside the camp and IDPs face an even more precarious situation with some living in areas that are extremely difficult to access or are unregistered and lack any documentation. Overall, the situation remains very fluid, with ongoing movements of people that follow the ebb and flow of the conflict. Inflows of refugees and IDPs, continued insecurity, and cross-border traffic restrictions have destabilized the economy of a region that was already very poor, under-served, and largely dependent on trade with Nigeria. Looking ahead, there is the risk of further increases in the number of people displaced by the Boko Haram conflict.

6. The humanitarian crisis associated with the Boko Haram insurgency and conflict in Central African Republic has increased the strain on already precarious regions. Populations in these areas have urgent needs, including security, protection, food security, adequate documentation, and access to basic social services like health and education. Challenges associated with education are exacerbated by the nomadic



culture of most of refugees from CAR, with only a minority having attended primary school in their country of origin. In some instances, cultural practices paired with the need to involve children in household chores, food production and income-generating activities to make ends meet, privilege children assisting with cattle rearing and household activities above going to school. Moreover, before the recent humanitarian crises, these regions had limited educational infrastructure, contributing to a deteriorating learning environment and poor levels of learning.⁴²

7. Host communities in the northern and East regions have the highest poverty rates in Cameroon, and the lowest human development indicators. The influx of refugees and IDPs, escalating insecurity, cross-border traffic restrictions, and the drastic reduction in cross border trade with Nigeria has intensified poverty in these regions, and placed further strain on limited service delivery. Aid directed primarily toward refugees has left some host communities feeling disenfranchised and disadvantaged, fueling in some cases resentment among host communities. In some instances, increased tensions between host communities and refugees have led to conflicts over resources and land use. The insufficient access to civil registries for the issuance of birth certificates and the lack of recognition by security forces and local authorities of UNHCR-delivered refugee identity cards, and the absence of refugee cards delivered by the state, remain a critical challenge for accessing social benefits including education and social grants for refugees. Lack of documents such as birth certificates and national ID cards often put host populations in equally challenging situations. The continued volatility in Central African Republic and increasing frequency of attacks by Boko Haram, reduces the likelihood that refugees will return home soon.

8. The conditions for women and girls are often very difficult. Female heads of households face an especially precarious situation. Child marriage and early pregnancy is common, and one can assume high rates of forced marriage and instances of rape of girls and adolescents. However, it remains very difficult to assess and study these forms of SGBV as they are rarely discussed openly. Poverty has obliged some refugee women and girls to survival sex particularly in the East and Adamawa. In other instances, anecdotal evidence suggests that some displaced women experience more favorable conditions in exile than at home, including access to education (through the support of UNHCR and/or other Partners) and, in some cases, access to land.

The Government's Approach

9. There is a commitment from Government to welcome refugees. Among national and local authorities there is both a commitment to acceptance and harmony, and concerns around tensions with hosting communities and potential security risks stemming from the presence of refugees and increased cross-border activities. While the approach toward Central African Republic refugees in the East has been relatively welcoming (with a degree of socioeconomic inclusion in host communities), the attitude toward Nigerian refugees in the Far North has been influenced by the fear of Boko Haram, with repeated reports of Nigerian refugees being rejected at the border or forcibly returned and the imposition of a stricter encampment policy.

10. Overall, the legal framework governing the situation of refugees is adequate, but implementation is difficult. Cameroon is a party to most major international agreements relevant to refugees (1951 Convention, 1967 Protocol, and 1969 Organization of African Unity Convention) and promulgated a

⁴² Source: Cameroun | Rapport sur les Déplacements, Région de l'Extrême-Nord. Round 9 | 26 Juin 7 Juillet 2017 (UE, OIRF, OIM).



refugee law in 2005. In terms of IDP protection, Cameroon acceded to the Kampala Convention in April 2015, but the convention has not yet been translated into national law. Within the framework convention on the gradual integration of refugees into the national health system that was signed between the Ministry of Public Health and UNHCR in October 2016, UNHCR subsidizes the free provision of basic health care services for refugees (70 percent of the costs); however, the convention currently covers less than 50 percent of the health districts which host refugees. As for access to education, while refugees benefit in principle from free access to primary public education, as with poor Cameroonians, they often struggle to cover the substantive secondary costs (Parents and Teachers' (APEE) contribution, uniforms, school material, and so on). Documentation however remains a critical issue for refugees. For the time being refugee cards are issued to refugees by UNHCR; however, these cards are not always recognized by authorities and security forces at local level which can have a negative impact on free movement and access to the labor market and services. As for out-of-camp refugees in the Far North region, registration of refugees and access to refugee cards remain a challenge and put refugees in an even more precarious situation in terms of protection. While refugees have the right to own land, this is in practice not consistently implemented due to traditional rules governing land distribution and competing local claims.

11. There is neither a clear policy, nor institutional arrangements to manage the medium-term, socio-economic dimension of the refugee crisis. Several ministries and various levels of Government share overlapping responsibilities. MINATD is central to the Government's approach to refugees, particularly in rural areas where they are represented through a strong network of *gouverneurs, préfets* and *sous-préfets*, who play a key role related to issues such as intelligence and crisis-management, land issues, as well as local conflicts. The Ministry of Regional Administration and Decentralization is furthermore the focal point within the Government for humanitarian issues. MINEPAT is the key coordinating counterpart for development actors, and is also co-leading the RPBA process. Sectoral ministries (for example, education, water, health, agriculture, or social affairs) tend to pay relatively less attention to remote hosting regions. Devolved and decentralized authorities as well as traditional leaders often lack resources, although some have developed creative responses to improve the situation of their communities. The network of associations and civil society organizations is comparably weak (for example, for youth and women) and operates in a fragmented manner – with varying objectives and coordination mechanisms.

12. Even though the emergency phase is over, the Government continues to rely on external partners, including UNHCR, to manage and assist refugees. This largely reflects a lack of fiscal resources (with only a small share of budget resources allocated to hosting regions) as well as the limited administrative and technical capacity available in remote border regions.

Impact of the Refugee Crisis on Education

13. The influx of people increases pressure on basic community infrastructure and creates urgent needs in terms of education, livelihoods, food, access to water, sanitation and health care. While MINEDUB has implemented some initiatives in some schools affected by refugees, there is need for a systematic approach to ensure that host communities are better equipped to enroll refugees as well. Affected schools lack teachers, operational budget, WASH infrastructures, teaching and learning materials.

14. The Boko Haram crisis contributed to the destruction and to deterioration of a significant number of schools and other public infrastructures, particularly in the Far North region. To that extent, the crisis exacerbates the low quality of infrastructures in ZEPs. Public primary schools in ZEPs (Adamawa, East,



North, and Extreme North) are less likely to have permanent classrooms, electricity and potable water than schools in the western or central zones.

15. In this context, education is one of the sectors that currently requires support from the Cameroonian authorities and humanitarian/DPs. Major findings from UNHCR assessments highlight the following elements:

- Refugee presence affects a significant number of divisions and schools
- Most refugees belong to the poorest households and many to ethnic minorities (the Bororo are the majority among the Central African Republic refugees in Cameroon)
- The percentage of refugees in the North/Adamawa/East is estimated at 58.63 percent at the primary school level and 9.19 percent at the secondary school level
- Refugee boys are more likely to attend schools than girls (80.5 percent versus 73.0 percent, respectively)
- The likelihood that refugee children enrol in school is higher after displacement than at places of departure (partially due to support provided by partners (including UNHCR) for the education of refugee children (table 6.1)
- Consistent with enrolment trends in these regions, the retention of refugee children in school is very low, and a very few children complete primary education

Table 6.1. School Participation of Refugee Children and IDPs (6–14 years) from Place of Origin

	Before Displacement (%)	After Displacement 2017 (%)
Nigerian refugee and IDPs	37.2	79
Central African refugees	55.4	80
Share of households enrolling all their children	22	73.2

Source: IFORD 2017.

16. The influx of refugees increases pressure on basic community infrastructure and generates urgent needs regarding access to education, food, water, sanitation, and health care. Education is, in this context, one of the many sectors that requires support from Cameroonian authorities and DPs. No specific measures have been taken by MINEDUB to support schools with increased refugee-related enrollment. Many affected schools lack sufficient numbers of teachers, and quality teaching and learning materials. While some data are available from specialized agencies, MINEDUB faces a shortage of data relevant to the education challenges of refugees and affected host communities at the school level to inform pragmatic support to schools. There is a need for the education sector to identify and update needs on a regular basis, and to establish a response mechanism to address immediate needs in schools.



World Bank Coordinated Approach to Address Refugee Crisis in Cameroon

17. The Bank is supporting an integrated approach to address key challenges facing refugees and host communities, building on the work of ongoing projects (PNDP, Social Safety Nets, and HSRSP) and complementary projects (including the proposed ERSP). Table 6.2 summarizes the key interventions financed under IDA18 RSW.

Table 6.2. Interventions Under Preparation in Cameroon Supported by IDA18 RSW

Project Name	Additional Activities Under RSW	Additional Amount Under RSW (grant)	Synergies Under RSW
Education Reform Support Project	<ul style="list-style-type: none"> Improved distribution of teachers recruited by the state in public primary schools (including focus on refugee-affected local councils) 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 local councils) Increased availability of essential textbooks in public primary schools Increased access to pre-school in rural areas through community pre-schools, in line with national standards Establishment of a standardized student learning assessment system for primary and secondary education Integrated EMIS functional and operational Improved learning environment and quality of education for children in host community schools affected refugees Support a transition from Input-based Financing to PBF at the school level. (including focus on refugee-affected local councils) 	US\$30 million	Integration of health, nutrition, and ECD contents in CPCs. Inclusion of contents related to SGBV prevention, child rights, and refugee protection in teacher training. School-based sensitization on birth registration. Modules on parental education
Social Safety Nets Project Additional Financing	<ul style="list-style-type: none"> Human capital development (parental awareness campaigns) for children aged 3 to 5 Development of training modules in partnership with UNICEF Facilitator training, (recruitment, contract, duration, training) Registering for national ID and Birth Certificate 	US\$30 million	Common targeting at local council level Training sessions (parental education) in schools Organization of public hearings and sensitization
HSPRP Additional Financing	<ul style="list-style-type: none"> Reinforcement of equity mechanisms of PBF to ensure the provision of health care services to refugees and vulnerable host populations Training of health personnel and provision, through the PBF approach, of new specific health care to refugees and host population (management of rape, FGM and GBV, including physical, sexual and psychological violence) 	US\$30 million	School-based activities (Psychosocial support, deworming, nutrition, WASH and other health promotion activities)
PNDP Additional Financing	<ul style="list-style-type: none"> Enhance through community-driven development activities related to both service delivery and social cohesion in refugee-hosting areas Reinforce the capacity of local Governments in accountable front-line services delivery for both displaced and host communities Strengthen the capacity and role of local Government in facilitating land planning and management through an inclusive approach 	US\$40M	Enhance service delivery and social services for the local councils hosting refugees; Develop social infrastructure in the education sector



ANNEX 7: MAP OF THE REPUBLIC OF CAMEROON

