

## PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC4637

<b>Project Name</b>	GPE Guinea (P148127)
<b>Region</b>	AFRICA
<b>Country</b>	Guinea
<b>Sector(s)</b>	Adult literacy/non-formal education (10%), Primary education (65%), Secondary education (25%)
<b>Theme(s)</b>	Decentralization (10%), Public expenditure, financial management and procurement (10%), Managing for development results (10%), Education for all (70%)
<b>Lending Instrument</b>	Investment Project Financing
<b>Project ID</b>	P148127
<b>Borrower(s)</b>	Republic of Guinea
<b>Implementing Agency</b>	Ministry of Education
<b>Environmental Category</b>	B-Partial Assessment
<b>Date PID Prepared/ Updated</b>	25-Mar-2014
<b>Date PID Approved/ Disclosed</b>	24-Aug-2014
<b>Estimated Date of Appraisal Completion</b>	10-Nov-2014
<b>Estimated Date of Board Approval</b>	03-Sep-2014
<b>Concept Review Decision</b>	Track II - The review did authorize the preparation to continue

### I. Introduction and Context

#### Country Context

Guinea is endowed with exceptional natural resources include a highly fertile land, important freshwater and saltwater fish stocks and, most importantly, large deposits in minerals especially bauxite as well as iron, gold, and diamonds. But despite these exceptional endowment in natural resources, Guinea's economic performance in the last decades was poor, especially in comparison to some of its neighbors. After contracting by 0.3% in 2009 (largely as a result of the 2008 presidential coup d'état), real GDP grew slowly compared to the Sub-Saharan African averages by 1.9 percent in 2010, 3.9 percent in 2011, 3.9 percent in 2012, and is estimated to be 2.6% in 2013. The disappointing results are at least partially a consequence of long periods of political instability and weak governance. These weak economic performances negatively affect poverty and human development in the country. Guinea remains one of the ten poorest countries in the world, with an

annual Gross Domestic Product (GDP) per capita was US\$492 in 2012, 55% of its population living with less than US\$1.25 per day and a critically low human development index, ranking the country 178 out of 187 (2012). To resolve some of the issues it is facing, Guinea has now embarked on a path of long term development including several reforms aimed at improving its governance. In particular, in response to the identification of a number of critical deficiencies in budget preparation and execution processes as well as internal and external controls, Guinea launched in 2008 an in-depth public financial management reform strategy.

### **Sectoral and Institutional Context**

The education system in Guinea is subdivided into early childhood education, six years of primary education, four years of lower secondary education, three years of upper secondary education, TVET and higher education. Central administrative control of the education sector is considerably fragmented. Responsibilities are split between four Ministries. In response to the failure of the public sector over the last decade, the private sector has been growing rapidly in all sub-sectors. Over the 2007 to 2012 period, the share of enrollment in the private sector grew from 17 % to 24% at the primary level, 15% to 26% at the lower secondary level, 18% to 32% at the upper secondary level, and 11% to 26% at the higher education level. The phenomenon is mainly urban (66% of enrollment in Conakry is in the private sector) and public-private competition is low (there are often no public schools in the same area).

Outcomes. Despite considerable accomplishment in education, there are still many challenges related to coverage, quality, and relevance. Despite recent improvement, enrollment rates at the basic level still fall considerably short of the Millennium Development Goals and points to a potentially large number of out-of-school children (about 30 percent of children of schooling age have never attended school). The overall completion rate of 58.5% (2012) remains much below what is needed for universal primary completion. Repetition rate in 2012 was approximately 14 percent. Weak learning outcomes are an important source of concern, as illustrated by the several measures of student learning available. Finally, although gender disparities have begun to fade in both access and completion, the balance still clearly remains in favor of boys for enrollment, completion as well as learning and gender gaps worsen as we move up through the system. Important gaps also exist between urban and rural areas, and between the richest and poorest households.

School-level inputs. The freezing of resources during the political transition has led to teacher and material shortages and consequent poor basic conditions for teaching and learning. At national level, the pupil to teacher ratio (PTR) stands at 45.9 and regional variations are important. There is great shortage of teaching and learning materials in general and textbooks in particular. Lack and low quality of infrastructure is another important impediment to education access and coverage in Guinea.

Financing and financial management. Public funding of the sector is low, has been recently declining in real term, and is unstable over time. In 2012, less than 3% of GDP was geared towards education (compared to 4.7% of GDP worldwide) and education expenditures represented 13.3% of the state budget (against an average of 17% for Sub-Saharan Africa and low income countries). Distribution of resources between the different sub-sectors is also not very well aligned with MDG goals. Despite recently launched public financial management reforms, many challenges remain with regards mainly to the level of budget execution, delegation at the local levels to execute amounts allocated for decentralized expenditures, and conflicting roles and responsibilities.

The Interim Education Sector Plan. The current ESP now coming to an end, the Government is now currently preparing a new ESP for which financial support from donors and partners (including the GPE, the World Bank, AFD and UNICEF) will be requested. Given that long-term planning will require a renewal of demographic and sectoral analysis on the basis of new Population and Housing Census launched in February 2014, this ESP will be of interim nature and cover the 2015-17 period. The ESP documents are expected to be finalized by June 2014 and will describe the strategies and actions to be implemented in order to pursue the following sectoral priorities: (i) continue working toward Universal Primary Education while preparing the expansion of basic education to the lower secondary level and ensuring a lessening of disparities; (ii) improving the quality and relevance of teaching and learning at all levels; (iii) developing programs and training modalities at the technical, vocational and higher education levels in line with the national economic needs; (iv) strengthening governance in the education sector by improving the efficiency of the system's management and coordination as well as reinforcing the de-concentration and decentralization process. Currently, required expenditures are estimated to be US\$945 million and the financing gap stands at US\$ 221.4 million, 24% of which would be financed through this project: US\$37.8 million from GPE and €11 million (US\$ 15.2 million) from the French Development Agency (AFD).

### **Relationship to CAS**

The proposed project responds to a request from the Guinea authorities for support in the implementation of its ESP. As agreed with the government, it will focus on activities falling under the responsibility of the MEPU-A in the primary, secondary and non-formal education sub-sectors. Given the main challenges of coverage, learning and equity highlighted above, the project will focus on activities which target in priority the hard-to-reach populations and have the potential to effectively and equitably increase intake capacity and coverage in formal and non-formal education, promote retention throughout basic education, and improve learning and skills acquisition. Furthermore, it will support on-going and preparation of future reforms aligned with more efficient management of the system.

The latest Country Partnership Strategy (CPS) for Guinea covers the 2014-17 period and aims to address poverty reduction and shared prosperity by supporting improved governance systems, fostering accelerated, equitable and diversified growth and accompanying improvements in human capital. Strengthening human capital is thus one of the CPS three main axes of engagement. This project concept is well aligned with the CPS since it would support education interventions which focus on (i) reaching the out-of-schools and marginalized groups (especially girls and rural population) and thus are expected to lead to absolute poverty reduction, (ii) improving learning and basic skills acquisition, a pre-requisite for relevance on the labor market, and (iii) promote efficient and transparent allocation of resources by enabling progressive transfers of competencies and responsibilities - from external assistance to central government structures, and from centralized to decentralized structures (including schools) - in matter of planning, fiduciary management, technical and budget execution, as well as monitoring and evaluation so as to improve accountability.

## **II. Proposed Development Objective(s)**

### **Proposed Development Objective(s) (From PCN)**

28. The proposed Project Development Objective (PDO) is to improve equity in access to quality basic education and learning outcomes in the project areas.

### **Key Results (From PCN)**

29. The project key results are: (i) Learning, as measured through (a) average test scores on Early Grade Reading Assessment (EGRA), by gender and location (rural/urban) and (b) average test scores on standardized curriculum-based assessments, by gender and location (rural/urban); (ii) Access as measured through (a) Primary completion rates (PCR), by gender and location (rural/urban), (b) Enrollment in non-formal education program (children), by gender and location (rural/urban) and (c) Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions; and (iii) geographical and gender equity as measured through rural parity index (RPI) and the gender parity index (GPI). All indicators will be computed for relevant project areas (to be further defined during preparation).

### III. Preliminary Description

#### Concept Description

The proposed concept is defined so as to (i) capitalize on lessons learned from prior education projects in Guinea especially the Education for All FTI project (P111470) and the Education For All project (Additional Financing, P050046), (ii) support selected priorities, strategies and actions in the primary, secondary and non-formal education sub-sectors of the new ESP (2015-17) under preparation in its different dimensions (access, quality, and management) according to the strategic directions validated jointly by the Government and its partners, and (iii) complement financial support from the National Budget and other external financing agreements (Koweit, UNICEF, Plan Guinée, IDA, AFD, etc.). At the cross-cutting level, the project would support an approach that aims to promote (i) capacity-building within MEPU-A for managing the sector and large-scale reforms, (ii) an efficient implementation, monitoring and evaluation of the new ESP, (iii) a strong political dialogue among education stakeholders about policies, objectives, and results, and (iv) improved coordination among the donors, and between government and the donors. Limiting the financing to the realm of one Ministry (MEPU-A) would also facilitate the transition of ad hoc project coordination structure to a more integrated approach within permanent structures of the MEPU-A.

Project activities would be structured around three components.

Component 1: Coverage, Efficiency and Equity of Basic Education (Preliminary estimated costs; Pooled Fund: US\$ 22 million; GPE: US\$ 15.6 million)

Aligned with the first priority of the ESP, this component aims to improve coverage, efficiency and equity in access to basic education for in-school and out-of-school children. It would promote gender and rural-urban equity at the basic education level through improved access for marginalized tranches of the population (mainly girls and rural children, and currently unenrolled school-age children) while limiting the size of future cohorts of out-of-school children through improved in-school retention and completion rates. Activities to be financed under this component will mainly comprise civil works to maximally increase coverage, especially in underserved rural areas, and support to alternative (non-formal) education services targeting out-of-school children.

Subcomponent 1.1: School Infrastructure and Furniture: This subcomponent would finance (i) the construction of 300 to 500 new primary and lower secondary schools (1000 to 2000 classrooms), (ii) the completion of existing permanent school infrastructures, particularly latrines and water points, in functioning schools, and (iii) the provision of furniture for all new constructed classrooms. The following strategies would be adopted: (i) new schools will be primarily constructed in rural areas (although constructions in urban areas are not ruled-out at this stage) and will mostly replace

temporary infrastructures on existing schools sites, in order to support communities who have expressed strong demand for education; (ii) a small school prototype (one to three classrooms) adapted to rural areas will be used so as to maximize the number of schools constructed with the amount available and the reduction in transport cost and security concerns (especially for girls), and (iii) lower secondary schools prototypes and planning will also follow a philosophy of proximity and rurality (and will be of small size) so as to be consistent with the strategy of expansion of basic education to lower secondary.

**Subcomponent 1.2: Non-Formal Education.** This subcomponent would support higher enrollment in alternative (non-formal) education programs with the aim of increasing access and reducing the number of never enrolled children aged between 6 and 15 years old. Investment in infrastructures is not a priority. Instead, the government plans to encourage the pooling of resources across formal and non-formal sectors through, for example, the use of primary and upper secondary classrooms after hours (or during the day when currently left unused). Activities would focus on the development of partnerships and controlled delegation of the implementation of alternative education services to authorized operators (“faire-faire”) and close monitoring and evaluation.

**Component 2: Quality of Education Service Delivery** (Preliminary estimated costs; Pooled Fund: US\$ 20 million; GPE: US\$ 14.2 million).

ligned with the last priority of the ESP, this component aims to improve learning outcomes of pupils throughout their basic education cycle (primary and lower secondary). Incidentally, this is also expected to improve retention and transition from primary to the lower secondary level. Activities to be financed under this component are designed to reinforce each other to maximize impacts.

**Subcomponent 2.1: Building the Foundations for Better Teaching.** This subcomponent would aim to improve the content knowledge and pedagogical skills of 20,000 primary and lower secondary school teachers through in-service training and institutional support to pre-service teacher training colleges (TTC).

**Subcomponent 2.2: Teaching and Learning Material.** This subcomponent would support the increased availability of teaching and learning material in primary and lower secondary schools. It is expected that the availability of these material and facilities would facilitate teachers’ attempt to engage students in meaningful learning activities.

**Subcomponent 2.3: Accountability and Incentives for Teaching and Learning.** In order to promote cross-cutting improvement in the quality of education services, this subcomponent would support interventions aimed at improving school management and strengthening the education system's accountability through school-level performance-based grants, the use of participatory community monitoring of school performance and simplified school report cards, and the expansion of the activities of inspectors and pedagogical advisers.

**Subcomponent 2.4: Girls learning and Retention.** The subcomponent would finance a scale-up of some of the activities piloted under the FIERE project financed by the GIZ and aim to improve retention and learning of girls in difficult situations. Targeted difficulties could be academic (low test scores and/or repetition) or socio-demographic (orphans, single parents, poverty, etc.).

**Component 3: Support to Education Reforms and Project Management** (Preliminary estimated

costs; Pooled Fund: US\$ 11 million; GPE: US\$ 7.8 million).

Aligned with the second priority of the ESP, this component aims strengthen governance in the education sector by improving the efficiency of the system's management and coordination. Along the same line of thought, the component also support transition arrangements for the management of this project's and other external sources of funding and activities.

Subcomponent 3.1: Ongoing and Future Education Reforms. Building on the recent education sector PER, which shows a lot of the inefficiencies, this component aims to (i) support the continued implementation of ongoing systemic reforms to improve the efficiency of the management and coordination of the sector, (ii) support the preparation of planned reforms, and (iii) promote a more evidence-based approach to policy definition and management.

Subcomponent 3.2: Project management and coordination of the ESP. This subcomponent would finance the logistical means and human resources necessary for the proper management of the project by the MEPU-A. Details of the implementation arrangements for project within MEPU-A are provided in below.

#### IV. Safeguard Policies that might apply

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

#### V. Financing (in USD Million)

Total Project Cost:	53.70	Total Bank Financing:	0.00
Financing Gap:	0.00		
Financing Source		Amount	
Borrower		0.00	
Education for All Supervising Entity		37.80	
FRANCE Govt. of [MOFA and AFD (C2D)]		14.90	
UN Children's Fund		1.00	
Total		53.70	

#### VI. Contact point

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