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Report No: PAD1085

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT AND
INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON

PROPOSED GRANTS

IN THE AMOUNT OF US\$37.8 MILLION AND US\$1 MILLION

FROM THE GLOBAL PARTNERSHIP FOR EDUCATION FUND AND
THE EBOLA RECOVERY AND RECONSTRUCTION TRUST FUND

TO THE

REPUBLIC OF GUINEA

FOR A

POOLED-FUND FOR BASIC EDUCATION (FoCEB)

July 9, 2015

Education Global Practice
Africa Region



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CURRENCY EQUIVALENTS

(Exchange Rate Effective March 23 2015)

Currency Unit = Guinean franc (GNF)
GNF 7290 = US\$1
Euro 1 = US\$1.09

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency (<i>Agence Française de Développement</i>)
AfDB	African Development Bank
APES	Secondary School Pedagogical Advisor (<i>Animateur Pédagogique de l'Enseignement Secondaire</i>)
BND	National Development Budget (<i>Budget National de Développement</i>)
BSD	Offices for Development Strategies (<i>Bureaux de Stratégies de Développement</i>)
CEPEC	Center of Pedagogical Studies for Experimentation and Guidance (<i>Centre d'Études Pédagogiques pour l'Expérimentation et le Conseil</i>)
CN-PSE	National Coordination unit of the ESP (<i>Coordination Nationale – Plan Sectoriel de l'Éducation</i>)
CIPC	Interdepartmental Steering and Coordination Committee (<i>Comité interministériel de pilotage et de coordination</i>)
CPMF	Pedagogical Advisers and Trainers (<i>Conseillers Pédagogiques maîtres formateurs</i>)
CPPE	Prefectural Committee for Educational Planning (<i>Comité Préfectoral pour la Planification de l'Éducation</i>)
CPS	Country Partnership Strategy
CPUFAD	Pre-University Centre for Distance Learning (<i>Centre Pré-Universitaire de Formation à Distance</i>)
CRPE	Regional Committee for Educational Planning (<i>Comité Régional pour la Planification de l'Éducation</i>)
CSNE	National Strategic Education Committee (<i>Comité Stratégique National de l'Éducation</i>)
CSR	Country Status Report
DAF	Division of Financial Affairs (<i>Division des Affaires Financières</i>)
DCE	Community Delegation of Education (<i>Délégation Communautaire de l'Éducation</i>)
DGSPDE	General Directorate of Planning, Statistics and Development of Education (<i>Direction Générale de la Planification, des Statistiques et du Développement de l'Éducation</i>)
DNAENF	National Directorate for Literacy and Non-Formal Education (<i>Direction National de l'Alphabétisation et de l'Éducation Non-Formelle</i>)
DNEE	National Directorate for Primary Education (<i>Direction National de l'Enseignement Élémentaire</i>)
DNES	National Directorate for Secondary Education (<i>Direction National de l'Enseignement Secondaire</i>)

DP	Development Partner
DPE	Prefectural Direction of Education (<i>Direction Préfectorale de l'Éducation</i>)
DRH	Directorate of Human Resources (<i>Direction des Ressources Humaines</i>)
DSEE	Primary Education Delegate (<i>Délégation Scolaire de l'Enseignement Élémentaire</i>)
EFA	Education for All
EGRA	Early Grade Reading Assessment
ELEP	Light Poverty Assessment Surveys (<i>Enquête Légère pour l'Évaluation de la Pauvreté</i>)
EMIS	Education Management Information System
ER	Early Reading
ERRTF	Ebola Recovery and Reconstruction Trust Fund
ESMF	Environmental and Social Management Framework
ESP1	First Education Sector Plan (2008-2014)
ESP2	Second Education Sector Plan (2015-2017)
EVD	Ebola Virus Disease
FGB	Training for School-Based Management (<i>Formation à la Gestion à la Base</i>)
FGPE	Forum of the Guinean Partners for Education (<i>Forum Guinéen des Partenaires de l'Éducation</i>)
FIERE	Educated girls succeeding (<i>Filles Eduquées Réussissent</i>)
FM	Financial Management
FoCEB	Pooled-Fund for Basic Education (<i>Fond Commun pour l'Éducation de Base</i>)
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GIS	Geographic Information System
GIZ	German Federal Enterprise for International Cooperation (<i>Gesellschaft für International Zusammenarbeit</i>)
GPE	Global Partnership for Education
GPI	Gender Parity Index
GRS	Grievance Redress Service
HR	Human Resources
IBRD	International Bank for Reconstruction and Development
ICT	Information and Communication Technology
IDA	International Development Association
IDB	Islamic Development Bank
IEC	Internal Efficiency Coefficient
IGE	General Education Inspectorate (<i>Inspection Générale de l'Éducation</i>)
IMF	International Monetary Fund
INRAP	National Institute for Research and Pedagogical Action (<i>Institut National de Recherche et d'Action Pédagogique</i>)
IRE	Regional Education Inspection unit (<i>Inspection Régionale de l'Éducation</i>)
IRR	Internal Rate of Return
ISA	International Standards on Auditing
LEG	Local Education Group
LORF	Budget Framework (<i>Loi Organique Relative au Finance</i>)

M&E	Monitoring and Evaluation
MASCFE	Ministry of Social Affairs, Women, and Children (<i>Ministère des Affaires Sociales de la Condition Féminine et de l'Enfance</i>)
MDG	Millennium Development Goal
MEPU-A	Ministry of Pre-University Education and Literacy (<i>Ministère de l'Enseignement Pré-Universitaire et de l'Alphabétisation</i>)
MESRS	Ministry of Higher Education and Scientific Research (<i>Ministère l'Enseignement Supérieur et de la Recherche Scientifique</i>)
METFPET	Ministry of Technical and Vocational Training, Employment and Labor (<i>Ministère de l'Enseignement Technique, de la Formation Professionnelle, de l'Emploi et du Travail</i>)
MoF	Ministry of Finance
MPS	Ministry of Public Service
MTEF	Medium Term Expenditure Frameworks
NAFA	Alternative and Non-Formal Education
NBD	National Directorate of Budget (<i>Direction Nationale du Budget</i>)
NER	Net Enrollment Rate
NPV	Net Present Value
NGO	Non-Governmental Organization
OLAP	Online Analytical Processing
PACV	Support Program for Village Communities (<i>Programme d'Appui aux Collectivités Villageoises</i>)
PAE	School Improvement Project (<i>Projet d'Amélioration de l'École</i>)
PASEC	Programme for the Analysis of Education Systems of the CONFEMEN (<i>Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN</i>)
PAT	Three-year action plan of the public finance management reforms (<i>Plan d'Action Triennale</i>)
PCR	Primary completion rate
PCU	Project Coordination Unit
PDDEA	Ten-Year Education Sector Development Plan (<i>Plan de développement décennal de l'éducation et de l'alphabétisation</i>)
PDO	Project Development Objective
PEFA	Public Expenditure and Financial Accountability
PER	Public Expenditure Review
PFM	Public Financial Management
PIM	Project Implementation Manual
PME	Small and Medium Entreprises (<i>Petites et Moyennes Entreprises</i>)
PRSE	Ebola Strategic Response Plan (<i>Plan de riposte stratégique contre Ebola</i>)
PRSP	Poverty Reduction Strategy Paper
PTA	Parent Teacher Association
PTR	Pupil-to-Teacher Ratio
RCT	Randomized Control Trial
RGGBCP	General Regulations on Fiscal Management and Public Accounting (<i>Règlement Général sur la gestion budgétaire et la comptabilité publique</i>)
ROR	Rate of Return
RPF	Resettlement Policy Framework
SE	Supervising Entity

SG	Permanent Secretary (<i>Secrétaire Général</i>)
SNCESE	National Coordination Service for Evaluation of the Education System (<i>Service National de Coordination de l'Évaluation du Système Éducatif</i>)
SNECSO	National Service for Exams and Guidance (<i>Service National des Examens, Concours Scolaires et Orientation</i>)
SNFPP	National Service for Training and Staff Development (<i>Service National de la Formation et du Perfectionnement des Personnels</i>)
SNIES	National Service for Infrastructure and Educational Facilities (<i>Service National des Infrastructures et Équipements Scolaires</i>)
SPSS	Software Package used for Statistical Analysis
SQL	Structured Query Language
SSA	Sub-Saharan Africa
SYSCOHADA	Accounting System of the Organization for the Harmonization of Business Law in Africa (<i>Système Comptable pour Organisation pour l'Harmonisation en Afrique du Droit des Affaires</i>)
TA	Technical Assistance
TORs	Terms of Reference
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
UNICEF	United Nations Children's Fund
UNDP	United Nation Development Program
WB	World Bank

Regional Vice President:	Makhtar Diop
Country Director:	Ousmane Diagana
Senior Global Practice Director:	Claudia Maria Costin
Practice Manager:	Peter Nicolas Materu
Task Team Leader:	Marie-Hélène Cloutier

GUINEA
Pooled-Fund for Basic Education (FoCEB) (P148127)

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PAD DATA SHEET*Guinea**Pooled-Fund for Basic Education (P148127)***PROJECT APPRAISAL DOCUMENT***AFRICA*

Report No.: PAD1085

Basic Information			
Project ID P148127	EA Category B - Partial Assessment	Team Leader(s) Marie-Helene Cloutier	
Lending Instrument Investment Project Financing	Fragile and/or Capacity Constraints [X]		
	Financial Intermediaries []		
	Series of Projects []		
Project Implementation Start Date 09-Jul-2015	Project Implementation End Date 01-Jan-2018		
Expected Effectiveness Date 01-Oct-2015	Expected Closing Date 01-Jul-2018		
Joint IFC No			
Practice Manager/Manager Peter Nicolas Materu	Senior Global Practice Director Claudia Maria Costin	Country Director Ousmane Diagana	Regional Vice President Makhtar Diop
Approval Authority			
Approval Authority RVP Decision please explain Global Partnership for Education (GPE) funded operations are reviewed and approved by the GPE Board and subsequently by the Region's Vice President. They do not require World Bank Board review. The same applies to the Ebola Recovery and Reconstruction Trust Fund (ERRTF) whose activities are approved by the Region's Vice President.			
Borrower: Republic of Guinea			
Responsible Agency: Ministry of Education			
Contact:	Soriba Sylla	Title:	Secetaire General

Telephone No.: 224-60216487

Email: sorisylla@yahoo.fr

Project Financing Data(in USD Million)

<input type="checkbox"/> Loan	<input type="checkbox"/> IDA Grant	<input type="checkbox"/> Guarantee	
<input type="checkbox"/> Credit	<input checked="" type="checkbox"/> Grant	<input type="checkbox"/> Other	
Total Project Cost:	51.80	Total Bank Financing:	0.00
Financing Gap:	0.00		

Financing Source	Amount
Borrower	0.00
Education for All Supervising Entity	37.80
Ebola Recovery and Reconstruction MPF	1.00
FRANCE Govt. of [MOFA and AFD (C2D)]	12.00
UN Children's Fund	1.00
Total	51.80

Expected Disbursements (in USD Million)

Fiscal Year	2016	2017	2018	2019	0000	0000	0000	0000
Annual	15.47	16.75	6.58	0.00	0.00	0.00	0.00	0.00
Cumulative	15.47	32.22	38.80	0.00	0.00	0.00	0.00	0.00

Institutional Data**Practice Area (Lead)**

Education

Contributing Practice Areas**Cross Cutting Topics**

- Climate Change
 Fragile, Conflict & Violence
 Gender
 Jobs
 Public Private Partnership

Sectors / Climate Change

Sector (Maximum 5 and total % must equal 100)

Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Education	Adult literacy/non-formal education	10		
Education	Primary education	50		
Education	Secondary education	20		
Education	General education sector	20		
Total		100		
<input checked="" type="checkbox"/> I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.				
Themes				
Theme (Maximum 5 and total % must equal 100)				
Major theme	Theme	%		
Public sector governance	Decentralization	10		
Public sector governance	Public expenditure, financial management and procurement	10		
Public sector governance	Managing for development results	10		
Human development	Education for all	70		
Total		100		
Proposed Development Objective(s)				
The Project Development Objectives are to (i) improve access and learning in basic education and literacy of under-served populations, (ii) strengthen the Ministry of Pre-University Education and Literacy's capacity in evidence-based management, and (iii) support the implementation of the Education sector's short-term Ebola strategic response plan.				
Components				
Component Name		Cost (USD Millions)		
Component 1: Equity and Access in Education		24.90		
Component 2: Quality of Teaching and Learning Conditions		21.70		
Component 3: Strengthened Management and Governance in Education		5.20		
Compliance				
Policy				
Does the project depart from the CAS in content or in other significant respects?			Yes []	No [X]
Does the project require any waivers of Bank policies?			Yes [X]	No []

Have these been approved by Bank management?	Yes [X]	No []	
Is approval for any policy waiver sought from the Board?	Yes []	No [X]	
<p>Explanation:</p> <p>Given the urgent and continued support needed in the context of the Ebola Virus Disease (EVD) outbreak affecting Guinea since mid-February 2014, as well as the challenges in meeting the supplemental demands imposed by the epidemic, RVP clearance was obtained to process the operation under paragraph 12 of OP 10.00 - Situations of Urgent Need of Assistance or Capacity Constraints, Fragile States and Natural and Manmade Disasters. In accordance with Paragraph 12 (a) of OP 10.00, the deadline for disclosure of social and environmental safeguards instruments is deferred to 6 months after the project Effectiveness date.</p>			
Does the project meet the Regional criteria for readiness for implementation?	Yes [X]	No []	
Safeguard Policies Triggered by the Project			
	Yes	No	
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	
Legal Covenants			
Name	Recurrent	Due Date	Frequency
Steering and Coordination Committees		01-Jan-2016	
Description of Covenant			
<p>The Recipient shall, not later than three months after the Effective Date, establish and, at all times during Project implementation, maintain: (i) a steering and coordination Committee with composition and terms of reference satisfactory to the World Bank (Interdepartmental Steering and Coordination Committee or CPIC), (ii) a strategic education committee (<i>National Strategic Education Committee or CSNE</i>), and (iii) a sector level coordination committee for the coordination of ESP2 (<i>Coordination Committee of the ESP2</i>).</p>			
Name	Recurrent	Due Date	Frequency
Environmental and Social Expert		01-Apr-2016	
Description of Covenant			
<p>The Recipient shall, no later than six months after the Effective Date, recruit and retain a part-time Environmental and Social Expert to work under the responsibility of the Coordinator.</p>			

Name	Recurrent	Due Date	Frequency
Disclosure of safeguards documents		01-Apr-2016	
Description of Covenant			
The Recipient has adopted, and disclosed (in-country and at the Bank Infoshop), the safeguards documents (Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF)).			
Name	Recurrent	Due Date	Frequency
Expertise for elaboration of the competencies transfer plans		01-Jan-2016	
Description of Covenant			
The Recipient has recruited a consultant to support the elaboration of the detailed competencies transfer plans in collaboration with the experts and aligned with the basic skills of the counterparts, in alignment with ToRs acceptable to the Bank.			
Name	Recurrent	Due Date	Frequency
Effectiveness of cofinancing agreements		01-Oct-2015	
Description of Covenant			
The French Agency for Development (AFD) cofinancing agreement and the UNICEF cofinancing agreements have become effective by the cofinancing deadline (which has been set as the Effective Date).			
Name	Recurrent	Due Date	Frequency
Project Coordination Unit		01-Oct-2015	
Description of Covenant			
The Recipient shall establish and, at all times during Project implementation, maintain a project coordination unit (PCU), under the authority of the Permanent Secretary (SG) of the Ministry of Pre-University Education and Literacy (MEPU-A), in which it shall vest responsibility for day-to-day management of the Project.			
Conditions			
Source Of Fund	Name	Type	
EFAS/ERR	Contracts for the procurement and financial management experts	Effectiveness	
Description of Condition			
The Recipient has signed the contracts for the procurement specialist and financial management specialist.			
Source Of Fund	Name	Type	
EFAS/ERR	Project Implementation Manual validated	Effectiveness	
Description of Condition			
The Recipient has adopted the Project Implementation Manual in form and substance acceptable to the World Bank.			
Source Of Fund	Name	Type	

EFAS/ERR	Annual action plan and budget validated	Effectiveness		
Description of Condition				
The Recipient has adopted the annual action plan and budget for the Project for the first year of Project implementation.				
Source Of Fund	Name	Type		
EFAS	Disbursement (b)	Disbursement		
Description of Condition				
No withdrawal shall be made for under Category (3) until 20% of the Subgrant Agreements for Subgrants have been concluded between either the DSEE and/or DPE and the respective Eligible Schools in a manner satisfactory to the World Bank and consistent with rules and procedures established in the Project Implementation Manual;				
Source Of Fund	Name	Type		
EFAS	Disbursement (c)	Disbursement		
Description of Condition				
No withdrawal shall be made for under Category (4) until a list of Eligible Beneficiaries has been prepared in a manner satisfactory to the World Bank and consistent with the applicable rules and procedures established in the Project Implementation Manual, such list to be updated on an annual basis.				
Source Of Fund	Name	Type		
EFAS	Disbursement (d)	Disbursement		
Description of Condition				
No withdrawal shall be made for under Category (5) until 20% of the Subgrant Agreements for Performance Based Subgrants have been concluded between either the DSEE or DPE and the respective Eligible Schools in a manner satisfactory to the World Bank and consistent with rules and procedures established in the Project Implementation Manual.				
Team Composition				
Bank Staff				
Name	Role	Title	Specialization	Unit
Marie-Helene Cloutier	Team Leader (ADM Responsible)	Economist	Task lead	GEDDR
Alpha Mamoudou Bah	Procurement Specialist	Senior Procurement Specialist	Procurement	GGODR
Faly Diallo	Financial Management Specialist	Financial Officer	Disbursement	WFALA
Assane Dieng	Team Member	E T Consultant	Human capital	GEDDR
Azedine Ouerghi	Team Member	Program Leader	Program leader	AFCF2
Celestin Adjalou Niamien	Team Member	Senior Financial Management Specialist	Financial Management	GGODR

Fatou Fall	Safeguards Specialist	Senior Social Development Specialist	Social	GSURR
Karine Angles	Team Member	Consultant	Public management	GEDDR
M'bemba Toure	Team Member	Receptionist	Program assistant	AFMGN
Melissa C. Landesz	Safeguards Specialist	Natural Resources Mgmt. Spec.	Environment	GENDR
Siobhan McInerney-Lankford	Counsel	Senior Counsel	Legal	LEGAM
Tshela Rose-Claire Pakabomba	Team Member	Program Assistant	Program assistant	GEDDR

Extended Team

Name	Title	Office Phone	Location
Emilie Garet	AFD Project manager (Chef de projet AFD)	+ 33 15 34 43 13	Paris Cedez
Moussa Dombouya	Chargé de mission, AFD		Conakry
Gervais Havyarimana	UNICEF Education head (Chef Education UNICEF)	+ 224 622 35 02 95	Conakry

Locations

Country	First Administrative Division	Location	Planned	Actual	Comments
Guinea	Conakry				
Guinea	Boke				
Guinea	Faranah				
Guinea	Kindia				
Guinea	Kankan				
Guinea	Mamou				
Guinea	Labe				
Guinea	Nzerekore				

Consultants (Will be disclosed in the Monthly Operational Summary)

Consultants Required ? Consultants will be required

I. STRATEGIC CONTEXT

A. Country Context

1. The Republic of Guinea is endowed with exceptional natural resources, including an abundance of fertile land, significant stocks of freshwater and saltwater fish, and large deposits of minerals, especially bauxite, iron, gold, and diamonds. The country's economy is dominated by production in the primary sector, with economic activity concentrated in the agriculture and mining sectors. The share of manufacturing activity as a proportion of Gross Domestic Product (GDP) is seven percent, compared to an average of 11 percent in Sub-Saharan Africa (SSA), while services contribute approximately 33 percent. The mining sector contributes 44 percent of GDP, well above the average for countries in the region (30 percent). Monies flowing from concessions granted to foreign companies to manage mines contribute a large share of government revenues.

2. Despite the presence of an exceptional natural endowment, Guinea's economic performance in the last few decades has been below expectation, and the country has performed more poorly than many of its neighbors. Following an economic contraction of 0.3 percent in 2009 (largely as a result of the 2008 presidential *coup d'état*), real GDP growth recovered to 3.9 percent in 2011, 3.9 percent in 2012, and was estimated at 2.6 percent in 2013. Despite these positive trends, Guinea's rate of economic growth continues to compare unfavorably with the SSA average.

3. Relatively poor economic performance is, in part, a consequence of long periods of political instability and weak governance. Following a period of military rule, the country held its first-ever democratic elections, and an elected president took office in early 2011. The political transition was completed through legislative elections held in September 2013, the results of which were confirmed by the Supreme Court. Despite some improvement in recent years, governance indicators remain low, with Guinea ranked 42 of 53 African countries in the Ibrahim Index of African Governance in 2012, and 150 of 178 countries in Transparency International's Corruption Perception Index in 2013.

4. Persistently poor economic performance has negatively impacted poverty reduction and human development. Guinea remains one of the ten poorest countries in the world, and is ranked among the lowest performing countries in the United Nations Development Program (UNDP) Human Development Index (179 of 187 countries surveyed in 2013). With an annual per capita GDP of US\$492 in 2012, it is estimated that 55 percent of its population lives on less than US\$1.25 per day. The poverty rate has increased in the past decade, rising from 49 percent in 2002 to 53 percent in 2007. While poverty continues to be most pronounced in rural areas (65 percent of the rural population is poor compared to 32 percent of the urban population), high levels of inflation (about 15 percent in 2012), rural-urban migration, and unemployment have collectively contributed to a significant recent increase in urban poverty.

5. In an effort to address these challenges, Guinea has embarked on a program for long-term development, including a number of interventions aimed at improving governance. In response to critical deficiencies in budget preparation and execution, as well as weak internal and external controls, Guinea launched a comprehensive strategy for public financial management (PFM) reform in 2008. Interventions in this area retained a strong focus on improving program budgeting, promoting more effective use of resources from international donors, the implementation of risk-

based management practices, and the implementation of Medium Term Expenditure Frameworks (MTEFs) in priority sectors, including education. Implementation of PFM reforms is expected to continue until 2017, but much work remains to be done to more effectively link resource management to policy goals.

B. Situations of Urgent Need of Assistance or Capacity Constraints

6. Guinea has been facing a deadly Ebola virus disease (EVD) outbreak since mid-February 2014 and the situation significantly worsened since August 2014 seriously impacting Guinea and the sub-region. With 2,028 confirmed deaths and 3,254 confirmed cases (as of June 20, 2015), the EVD crisis has exacerbated existing conditions of fragility and threatens to reverse the economic gains achieved since the end of the most recent political crises. The isolation of the country as a consequence of EVD resulted in a loss of revenue and is likely to continue to negatively impact the economy in the upcoming months. These conditions may contribute to an increase in commodity prices, with a contingent accelerating effect on inflation. GDP growth estimates for 2015 have been revised sharply downward from a pre-crisis level of 4.2 percent to 2.0 percent and to a negative growth of -0.2 percent as of October 8, 2014. The negative social and economic implications of the EVD epidemic will have long-lasting effects unless adequate steps are taken to address the crisis and ensure stability.

7. The Government with the support of key technical and financial Development Partners (DPs), including the World Bank (WB), is providing support for the immediate response and recovery of the education sector in this context. However, urgent and continued support to the sector is needed as the country's existing financial and logistical capacities are insufficient to meet the supplemental demands imposed by the epidemic. Therefore, clearance was obtained to process this operation under paragraph 12 of OP 10.00 - *Situations of Urgent Need of Assistance or Capacity Constraints, Fragile States and Natural and Manmade Disasters*. In accordance with Paragraph 12 (a) of OP 10.00, the deadline for disclosure of social and environmental safeguards instruments is deferred to six months after the project effectiveness date.

C. Sectoral and Institutional Context

8. The education system in Guinea is divided into seven subsectors: early childhood education, six years of primary education, four years of lower secondary education, three years of upper secondary education, Technical and Vocational Education and Training (TVET), higher education, and literacy and non-formal education. Central administrative control of the education sector is fragmented with responsibilities divided across four Ministries: (i) the Ministry of Pre-University Education and Literacy (*Ministère de l'Enseignement Pre-Universitaire et de l'Alphabetisation*, MEPU-A) responsible for primary and secondary education as well as non-formal education and adult literacy; (ii) the Ministry of Technical and Vocational Training, Employment and Labor (*Ministère de l'Enseignement Technique, de la Formation Professionnelle, de l'Emploi et du Travail*, METFPET); (iii) the Ministry of Higher Education and Scientific Research (*Ministère l'Enseignement Supérieur et de la Recherche Scientifique*, MESRS); and (iv) the Ministry of Social Affairs, Women, and Children (*Ministère des Affaires Sociales de la Condition Féminine et de l'Enfance*, MASCFE) responsible for early childhood education.

9. Due to weaknesses on the part of the public sector in delivering education services over the last decade, the role of the private sector has grown rapidly across all educational sub-sectors. Between 2007 and 2012, the share of enrollment in private education increased from 17 percent to 24 percent at the primary level, from 15 percent to 26 percent at the lower secondary education level, from 18 percent to 32 percent at the upper secondary level, and from 11 percent to 26 percent in higher education. These patterns are most intensively observed in urban areas (66 percent of enrollment in Conakry, the capital city, is in the private sector), and in general, public-private competition is low (often there is only one type of school, public or private, in any given area).

Education Outcomes

10. Despite some progress in expanding access to education, the sector continues to face many challenges related to coverage, efficiency, quality, relevance, and equity.

11. ***Enrollment and Coverage.*** Over the course of the past five years, significant progress has been made with respect to enrollment. Enrollment in preschool remains low, but increased substantially from 6.9 percent in 2008 to 10.7 percent in 2012. Access to Grade 1 increased from 75.8 percent in 2007-08 to 87.5 percent in 2013-14, while gross and net enrollment rates (GER and NER) for primary education grew more modestly, from 78.6 to 82.9 percent and 64.0 to 68.7 percent, respectively. In the lower and upper secondary subsectors, enrollment grew at an average annual rate of seven percent and ten percent, respectively. Enrollment in TVET increased from 18,712 to 36,283 between 2008 and 2012. Enrollment at the tertiary level has increased tenfold in the past decade, but the GER in tertiary education stands at 4 percent, far below the global average of 25 percent and below the needs of the labor market.

12. Despite these important advances, enrollment rates at the basic level continue to fall considerably short of the Millennium Development Goal (MDG) for universal access to primary education, and data continue to demonstrate large numbers of out-of-school children. The latest Rapid Poverty Assessment Survey (*Enquête Légère pour l'Évaluation de la Pauvreté*, ELEP) estimated that 30 percent of children of school-going age had never attended school, a figure that rises to 60 percent in rural and hard-to-reach areas. The total population of out-of-school children between the ages of eight and fourteen is estimated at one million. Reported causes of non-enrollment include widespread poverty, the cost of education, children participating in the workforce, a lack of interest by children and parents, and a shortage in the supply of classrooms and teachers.

13. ***Internal efficiency.*** While the overall retention of students in primary schools has improved in recent years, a primary completion rate (PCR) of 59.6 percent (2013-14) remains too low to achieve universal primary completion by 2015. In 2013-14, the overall repetition rate for primary education was approximately 13.6 percent, with significant variance across the education cycle. Repetition is more pronounced at the end of the sub-cycle grades and especially in Grade 6, with 22.9 percent of children enrolled repeating the year. This underlines the application (at least partially) of automatic passage within sub-cycles, and a difficult transition from primary to secondary education. In 2011-12, the transition rate between primary and lower secondary was 42.9 percent, and 39.6 percent for lower secondary to upper secondary education. However, the internal efficiency coefficient (IEC) which measures wastage due to repetition and drop-outs, improved from 59.2 percent in 2009 to 70.3 percent in 2013.

14. **Student Learning.** Poor educational outcomes are an important area of concern. An Early Grade Reading Assessment (EGRA) administered to a representative sample of Grade 2 and 3 students in 2013 demonstrated very poor performance, with 90 percent of the Grade 2 students scoring less than 25 out of 100. Further evidence of low learning achievement is supported by scores for tests administered by the National Coordination Service for Evaluation of the Education System (*Service National de Coordination de l'Évaluation du Système Éducatif*, SNCESE) testing proficiency in French and Math: In 2012, only 9.6 percent of Grade 4 students scored above 60 out of 100 (cumulative scores), and average test scores for students in Grades 2 and 3 were 28 and 21 percent in French and Math, respectively. These alarming indicators are corroborated by reports from school inspectors which indicate an over-reliance on teaching methods premised on rote memorization, over classroom activities that promote recognition, decoding and understanding.

15. **Equity.** Guinea has made important progress in improving access to education for girls; however, indicators continue to demonstrate significant inequity, with more pronounced gender gaps as one moves through the system. Data demonstrate a gender parity index (GPI) in primary GER of 0.84, and a gross PCR for female students of 52.1 percent, 15.3 percentage points below that of male students. In higher education, the ratio of female to male enrollment is 0.33. While female literacy remains significantly lower than male literacy (28 percent versus 51 percent), Guinea has made progress in improving the ratio of female to male literacy from 0.42 in 2003 to 0.55 in 2009. Boys generally outperform girls in criterion-based tests and national exams. The gender gap is more pronounced in final exams than in low-stakes standardized curriculum-based tests, suggesting that the system itself is biased against female learning achievement.

16. Challenges to improving female enrollment and retention are present in both the supply of and demand for education.¹ Supply factors include the poor coverage of school infrastructure and the long distances many students must travel to access schooling, an insufficient number of female teachers, an insufficient number of latrines (separated) and water points, and violence against girls in school (including sexual violence). Demand factors include effects associated with a high prevalence of poverty, costs associated with education, a poor understanding on the part of parents as to the importance of female education, competing demands such as housework, early marriages, early or unwanted pregnancies, and poor and limited employment opportunities for female graduates.

17. Data demonstrate significant gaps in education outcomes between urban and rural areas, and between rich and poor households. The GER for primary education in rural areas is 18 percentage points lower than the national average, and the rural PCR is just 39 percent against a national average of 58.5 percent. The specific challenge of increasing female participation in rural areas is underlined by a PCR of 30 percent for rural girls, almost half of the national average. Spatial variance in repetition rates is also significant, with poorer outcomes associated with rural schools and students, and disparities widening as students pass through the education system.

¹ UNICEF (2013). *Étude sur les disparités de genre dans le domaine de l'éducation en Guinée.*

School-level inputs

18. Over the course of the political transition, the government experienced a de facto resource freeze, which led to a critical shortage of teachers and learning materials, with contingent negative effects for teaching and learning.

19. **Teachers.** The national pupil-to-teacher ratio (PTR) is 46:1, with significant regional variation (for example, 51:1 in Boke versus 39:1 in Kindia) but variance in PTRs across urban and rural areas is slight, with an urban PTR of 45:1 and a rural PTR of 46:1. In general, the distribution of teachers appears to be associated with levels of enrollment, although differences are more starkly observed at disaggregated levels. The R^2 , indicating the share of the variability in the number of teachers across schools, associated with variability in the number of students, is 0.89 nationally, but is as low as 0.67 and 0.76 in the regions of Conakry and Kindia, respectively.

20. **Teaching and Learning Material.** The Guinean education system suffers from a considerable shortage of teaching and learning materials. The shortage is particularly acute with regard to the provision of textbooks, with an average textbook-to-student ratio of 4:1 in 2013. Wide variance in the data suggests that there are significant problems with the distribution of textbooks and learning materials, and that statistics in this regard are not being used sufficiently for planning purpose. An R^2 of 0.34 demonstrates that the allocation of textbooks is only slightly associated with the number of enrolled students.

21. **Infrastructure.** Poor spatial coverage and the low quality of infrastructure are major impediments to increasing access to education in Guinea. Infrastructure problems affect all sub-sectors, but are especially prominent in the secondary and TVET subsectors. School buildings are generally old (on average 26 years old) and schools suffer from a shortage of basic facilities, such as latrines and water points, especially in rural areas. Most schools do not have furniture and those that do are concentrated in urban areas (especially in Conakry). Despite evidence of significant need, the planning and management of school construction remains suboptimal. For example, a large number of recently constructed classrooms remain reportedly unused, due to a shortage of teachers in the areas where new construction has been undertaken, and weak evidence-based management more generally.

22. **Financing and fiscal management.** Public funding of the education sector has been generally low, declining in real terms, and unstable over time. In 2013, 3.2 percent of GDP was dedicated towards funding education (compared to a global average of 4.7 percent) and education expenditures represented 12.1 percent of the national budget (compared to an average of 17 percent for SSA and low income countries). Distribution of resources between the different sub-sectors is insufficiently aligned for the achievement of the MDG for universal access to primary education. The share of the education budget assigned to basic education (primary, lower secondary, early childhood education, and literacy) is relatively low at 54.7 percent, while higher education receives 32.5 percent.

23. In light of these deficiencies, at the Global Partnership for Education (GPE) replenishment conference held in June 2014, the government pledged to: (i) increase public funding for education to 19.2 percent of the national budget by 2017, corresponding to 4.6 percent of GDP; (ii) increase

the primary education allocation to 46.3 percent of the education budget by 2017; (iii) accelerate PFM reforms as applicable to the education sector, in alignment with wider interventions to improve PFM, deepen decentralization, and introduce MTEFs; (iv) implement rigorous internal and external financial audits; and (v) publish budget information to improve efficiency, promote transparency, and ensure accountability in the management of grants and allocations to decentralized structures.

24. Guinea is in the process of implementing important reforms to the government's PFM systems (including MTEFs, program budgeting, decentralization, etc.) Notwithstanding progress in this regard, many challenges persist with regard to planning and budget execution. In this regard the education sector is not immune, as evidenced by high variance in the execution of education budgets, between 83 and 86 percent in recent years. Moreover, although 80 percent of the education budget is allocated for decentralized expenditure, sub-national levels of government have little input in spending decisions, with the majority of execution performed by central government units. Within the central government, conflicting roles and responsibilities further complicate coordination of the education system. For example, the Division of Financial Affairs (*Division des Affaires Financières*, DAF) prepares budget projections for personnel expenditures without consultation with the Directorate of Human Resources (*Direction des Ressources Humaines*, DRH), which is meant to retain sole authority for the hiring of teachers, and, in turn, the DRH does not adequately consult schools or decentralized structures to assess staffing needs.

25. ***The Education Sector Plan.*** Implementation of the first Education Sector Plan (ESP1) commenced in 2008 but was immediately delayed following the suspension of funding from external financing agencies due to the *coup d'état*. Due to these challenges, the ESP1 was restructured and its closing date extended to December 31, 2014.

26. With the closing of the ESP1 approaching, the government prepared a Second Education Sector Plan (ESP2) which was endorsed by the technical and financial DPs on September 3, 2014 and submitted to the GPE on September 5, 2014. Financial assistance to fund the implementation of the ESP2 is being sought from donors and partners, including: the GPE, the WB, the French Development Agency (*Agence Française de Développement*, AFD) and the United Nations Children's Fund (UNICEF). Effective long-term planning will require new demographic and sectorial analyses informed by the Population and Housing Census launched in February 2014. As a consequence, the ESP2 has been framed as an interim plan covering the period 2015-2017. The ESP2 will, *inter alia*, inform the design of the Ten-Year Education Sector Development Plan (*Plan de développement décennal de l'éducation et de l'alphabétisation*, PDDEA) for 2018-2027.

27. The ESP2 articulates strategies and interventions to be implemented over the course of the next three years, focused on the following priorities: (i) continuing the work towards the achievement of universal primary education, while concurrently preparing the expansion of basic education to include the lower secondary level and the further mitigation of equity related disparities; (ii) improving the quality and relevance of teaching and learning at all levels; (iii) developing improved programs and training methodologies aligned with national economic need in the technical, vocational and higher education subsectors; and (iv) strengthening overall governance of the education sector through interventions to build capacity for effective

management and coordination of the system, improved efficiency, and consolidation and acceleration of interventions promoting decentralization.

28. ***Ebola Virus Disease (EVD)***. The education sector has been severely affected by the EVD epidemic and will need to adapt to operate within an acutely fragile macroeconomic environment. Authorities delayed the commencement of the school year until January 2015. As a result, approximately two million children missed approximately four months of school, and more than 10,000 primary and secondary private school teachers did not receive their salaries. The delay in the commencement of the school year has potentially already eroded some of the human capital gains of the past few years. Despite a continuing struggle to eradicate EVD, Guinea officially opened schools on January 19, 2015 after ensuring the roll-out of protocols for the safe and efficient reopening of schools and mechanisms to support the sustainable return of students and teachers. From this point forward, the legacy of the EVD crisis is likely to impose additional challenges on the education system as thousands of children have been orphaned (UNICEF reports that 5,596 registered children have lost one or both primary caregivers) and many teachers have lost their lives. Furthermore, the importance of a healthy and clean school environment for the prevention of communicable diseases (such as Ebola) has been highlighted. The government's strategic response for EVD recovery in the education sector builds heavily on the ESP2 while shifting the focus across activities and adding some new ones more relevant to the recovery period.

29. It is estimated that effective implementation of the ESP2 and the Education Sector Ebola Strategic Response Plan (*Plan de riposte stratégique contre Ebola*, PRSE) will respectively cost US\$937 million and US\$83 million, inclusive of government resources of US\$722 million. The estimated financing gap stands at US\$298 million (US\$214 million for ESP2 outside of EVD response needs), 17 percent of which will be financed through this Pooled-Fund utilizing allocations of US\$37.8 million from the GPE, €11 million (US\$12 million equivalent) from AFD, US\$1 million from UNICEF, and US\$1 million from the Ebola Recovery and Reconstruction Trust Fund (ERRTF). After accounting for funding allocated for the implementation of this project and other external resources, including the International Development Association (IDA), Plan Guinée, the Kuwait fund for Arab Economic Development, the Saudi Fund for Development, the Islamic Bank for Development (IBD), and the African Bank for Development (AfDB), the outstanding financing gap for implementation of the ESP2 and the Education PRSE is estimated at US\$106.5 million.

D. Higher Level Objectives to which the Project Contributes

30. This project responds to a request from the Government of Guinea for support in the implementation of the ESP2 and of the Education PRSE. This project will focus on activities falling under the responsibility of the MEPU-A in the primary, secondary, adult literacy, and non-formal education sub-sectors, as well as a limited set of interventions supporting preschool education. Estimated expenditure to support interventions in the subsectors of basic education, literacy and non-formal education is US\$617 million. Given the main challenges of access, coverage, learning and equity highlighted above, the project will focus on activities that prioritize under-served populations with the potential to effectively and equitably increase the absorptive capacity and coverage of formal and non-formal education, promote retention throughout basic education, and improve learning and skills acquisition for students. The project will also support the implementation of current and future reforms through support for the development of more

efficient and evidence-based management systems. Finally, several activities will contribute to minimizing the impact of the EVD epidemic on school-age children by aiming to improve the school health and hygiene mainly through the construction of latrines and water points.

31. Aligned with the needs of the government, this project has also been conceptualized with consideration for (i) the WB's twin goals and (ii) the latest Country Partnership Strategy (CPS) for Guinea (September 2013) which covers the period 2014 to 2017. The WB's twin goals are to end extreme poverty and boost shared prosperity. The current CPS aims to contribute to poverty reduction and shared growth by supporting improved systems of governance, fostering accelerated, equitable and diversified growth, and promoting the development of human capital. Strengthening human capital forms one of the three main pillars articulated by the CPS for engagement in the country. The CPS articulates a vision wherein "the Bank will continue to be a key partner in building systems to improve lagging human development indicators for absolute poverty reduction, through more efficient and transparent allocation of resources, and to build shared prosperity by aligning the business environment and education system with Guinea's economy".

32. The project is aligned with the goals of the WB and CPS through the proposed financing of interventions focused on: (i) promoting access to education for out-of-school and marginalized groups (especially girls and rural populations), with contingent effects for the reduction of absolute poverty; (ii) improving learning and basic skills acquisition, as well as adult literacy, which serve as prerequisites for more productive participation in the labor market; and (iii) promoting accountability and efficiency through the transparent allocation of resources and the progressive transfer of competencies and responsibilities to central government structures, and from centralized to decentralized entities (including schools).

33. The project has also been designed to complement and ensure progress toward the GPE goals of: (i) *Access for all* through the financing of improvements of the teaching and learning environment (construction of classrooms, the provision teaching and learning materials, and of furniture); (ii) *Learning for all* through the financing of interventions to improve education service delivery and promote literacy; (iii) *Building for the future* through interventions aimed at improving the capacity of MEPU-A to execute financed activities and measures to ensure the strengthening of the capacity of the Ministry's DAF; and (iv) *Reaching every child* given the focus on under-served populations, specifically female and rural children.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

34. The proposed Project Development Objectives (PDO) are to (i) improve access and learning in basic education and literacy of under-served populations, (ii) strengthen MEPU-A's capacity in evidence-based management, and (iii) support the implementation of the Education sector's short-term Ebola strategic response plan.

Project Beneficiaries

35. There will be five primary groups of project beneficiaries: students, communities, teachers, non-governmental organizations (NGOs) and private organizations, and the MEPU-A (at the central and decentralized levels). Communities, which will be responsible for managing some construction using a community-based approach, may not possess the necessary procurement, management, and monitoring capacities, and will benefit from training and support to build their capacity for administration and oversight. NGOs and private organizations involved in the implementation of non-formal education and literacy activities, will benefit from training and support, with roll-out being closely monitored by the MEPU-A.

36. The project will benefit approximately 1,600,000 students currently enrolled in primary education (through school grants and textbooks); 8,424 primary school teachers (through training); 1,707 lower secondary school teachers and regional trainers (through training); 97,000 adults (through literacy campaigns); 21,000 out-of-school children (through alternative and non-formal education (NAFA centers), 600 decentralized MEPU-A staff (through grants and other decentralized activities), and 630 communities (through the delivery of newly constructed classrooms, latrines, and water points). As illustrated in the table below, interventions financed by this project are expected to benefit a little more than 2.4 million students (children and adults).

Table 1: Summary of the Student Beneficiaries

	Total	Female
Preschool (all students through teaching and learning material)	50,000	16,500
Primary (all through school grants and textbooks; most through teacher training, some through construction and other)	1,600,000	720,000
Lower secondary (all through textbooks and teacher training)	660,000	264,000
Literacy	97,000	67,900
Alternative and non-formal education	21,000	16,800
All students beneficiaries	2,428,000	1,085,200

PDO Level Results Indicators

37. The project will use the following key indicators to measure the achievement of the PDO: (a) Student (children and adult) enrollment in schools (formal and informal) and in literacy campaigns supported by the project; (b) EGRA scores of Grade 1 and 2 students enrolled in schools benefitting from project interventions; (c) Number of analytical reports (using collected system-level and student-level data) available and disclosed; (d) Percentage of primary schools offering satisfactory hygienic and health conditions (latrines and water points); and (e) Number of beneficiaries (percentage of whom are female) as a core indicator. All indicators will be reported for the relevant project areas and will ensure that details relating to gender (e.g., percentage of female) and location (rural/urban) are captured.

III. PROJECT DESCRIPTION

A. Project Components

38. Project design has been conceptualized to: (i) capitalize on lessons learned from prior education interventions in Guinea, especially those accrued through the implementation of the Education for All Fast Track Initiative Program (EFA-FTI, P111470), the Education For All project (EFA-IDA, P050046), as well as the Fast Track Initiative (FTI, T097485) project managed by UNICEF (transferred from the WB); (ii) support selected interventions articulated in the government's ESP2 to expand access, improve quality, and strengthen the management of the primary, secondary, adult literacy and non-formal education sub-sectors; (iii) complement financial resources allocated through the National Development Budget (*Budget National de Développement*, BND) and other external financing agreements with Kuwait, UNICEF (solely), Plan Guinée, IDA, AFD, etc.; and (iv) support the government's Education PRSE. While no specific component has been designed to specifically address issues of equity, interventions have been selected premised on their potential contribution to reducing gendered and spatial disparities.

39. From a holistic perspective, the components of the project will jointly support the promotion of: (i) capacity-building within MEPU-A to enable more effective implementation of large-scale reform initiatives, evidence-based management, and improvement in the governance of the sector; (ii) the efficient implementation, M&E of the ESP2 and the Education PRSE; (iii) strong dialogue among education stakeholders with regard to policies, objectives, and results; improved coordination between donors, and strengthened working relationship between government and donors; (iv) more effective alignment and coordination of the functions of central government; and (v) strengthened relationship between central government and sub-national units. By limiting financial oversight of the project to one ministry (MEPU-A), the project will facilitate a transition from implementation supported by a coordination unit, to a more integrated and sustainable approach premised on implementation capacity of the permanent structures of the MEPU-A.

40. Project activities have been structured into three components which have been designed to be mutually reinforcing to maximize results. A more detailed project description can be found in Annex 2.

Component 1: Equity and Access in Education (Costs including contingencies: Pooled-Fund US\$24.9 million out of which GPE US\$17.8 million and ERRTF US\$1 million)

41. Component 1 has been designed in alignment with the first strategic priority of the ESP2 and the safe and hygienic school environment objectives of the Education PRSE. Envisaged activities aim to improve coverage and equity in access to basic education for in- and out-of-school children and to improve the minimum hygienic conditions in primary schools. The component has incorporated a strong emphasis on equity through a specific focus on improving access to basic education for marginalized populations (primarily female and rural children, and out-of-school children) and the implementation of a large-scale literacy campaign with a special focus on women. To mitigate the current, and any future, EVD epidemic through the school system, and to promote a healthier teaching and learning environment, this component will support the MEPU-A

in its efforts to rehabilitate/construct latrines and water points and to complete the distribution of hand washing kits.

Sub-component 1.1: Classrooms and Furniture (Costs including contingencies; Pooled-Fund US\$15.9 million out of which GPE US\$11.8 million)

42. Sub-component 1.1 will finance the construction of new primary and lower secondary classrooms along with latrines, water points and the provision of furniture. This will mainly target existing schools but some new schools, especially in remote rural areas, will also be constructed. This sub-component will, moreover, support the strengthening of construction planning (including improvement to the processes for identifying construction sites better aligned to demand from communities and more effectively addressing challenges related to equity) and promote more effective oversight through the establishment of a construction monitoring system integrating geographic information systems (GIS) and information and communication technologies (ICT).

43. Expenditures to be financed under this sub-component include costs associated with civil works (classrooms, latrines, and water points), the procurement of furniture, and costs associated with the supervision of construction and the implementation of interventions to improve strategic planning and oversight.

Sub-component 1.2: School Health and Hygiene (Costs including contingencies; Pooled-Fund US\$5.5 million out of which GPE US\$3.4 million and ERRTF US\$1 million)

44. Sub-component 1.2 will finance the procurement and distribution of hand washing kits and the construction/rehabilitation of latrines and water points in primary schools. In the context of EVD, this will allow safeguarding the lives and health of students and their teachers now that schools have reopened, motivate the return to school of children whose parents fear the potential risk of contagion in the school environment, and promote resilience to future epidemics (EVD or otherwise).

45. Expenditures to be financed under this sub-component includes the cost of civil works (latrines, and water points), the procurement of hand washing kits, and costs associated with the supervision of these activities.

Sub-component 1.3: Non-Formal Education and Functional Literacy (Costs including contingencies; Pooled-Fund US\$3.5 million out of which GPE US\$2.6 million)

46. Since the government reshuffle of January 2014, literacy and non-formal education activities have been assigned to the MEPU-A. As a consequence, this project will support MEPU-A with the roll-out of functional literacy campaigns and the upgrading of NAFA centers. Through these activities, sub-component 1.2 aims to increase literacy rates among youth and adults, with a special focus on females, and reduce the number of out-of-school children (10-14 years old).

47. Expenditures to be financed under this sub-component will cover the costs associated with the implementation of literacy campaigns; costs incurred for the development of workshop programs for animators, teachers, and pedagogical advisers; the procurement of teaching and learning materials, and operating costs; and costs associated with the upgrading of curricula.

Component 2: Quality of Teaching and Learning Conditions (Costs including contingencies: Pooled-Fund US\$21.7 million out of which GPE US\$16.1 million)

48. Component 2, in alignment with the second strategic priority of the ESP2, aims to improve the quality of teaching and learning environments in the primary and lower secondary subsectors, with contingent effects for the improvement of learning outcomes throughout the basic education cycle. Implementation of component 2 is expected to contribute to improved retention, smoothing of the transition from primary to lower secondary education, and the improvement of completion rates.

Sub-component 2.1: Teacher Training and Pedagogical Support (Costs including contingencies: Pooled-Fund US\$3.6 million out of which GPE US\$2.6 million)

49. Sub-component 2.1 aims to improve the quality of teaching through in-service and pre-service training focused on the upgrading of knowledge and pedagogical skills of primary and lower secondary school teachers. Different in-service training packages will be designed and delivered to targeted groups of teachers, including the upgrading of in-service training for primary school teachers, programs focused on improving the pedagogical skills of teachers in small rural schools (multi-grade), early reading (ER) instruction for lower grades, and in-service training for lower secondary school teachers. The sub-component will also support the upgrading of pre-service training institutions (Teacher Training Colleges, TTCs) and universities.

50. The sub-component will finance costs associated with consultancy fees, technical assistance (TA), goods and equipment, the cost of training and study tours, and operating costs.

Sub-component 2.2: Teaching and Learning Material (Costs including contingencies: Pooled-Fund US\$7.6 million out of which GPE US\$5.7 million)

51. This sub-component will support the production and distribution of teaching and learning materials to preschool centers, primary schools and lower secondary schools, to facilitate more effective pedagogical engagement with students and the promotion of more meaningful learning activities aligned with the curriculum. The sub-component will support strategies to improve planning processes premised on updated statistical data, to implement more effective monitoring of textbook delivery through the use of cell phone technology, and to pilot the procurement of textbooks in decentralized levels of the education system.

52. Expenditures to be financed under this sub-component include the design, production and distribution of textbooks and teaching guides for preschools, primary and lower secondary schools; the design and production of cheap reading and writing books for EGRA pilot primary schools and multi-grade classes; the procurement of resources for TTCs and universities; and the strengthening of textbook distribution and monitoring mechanisms.

Sub-component 2.3: Accountability, Incentives and Decentralization (Costs including contingencies: Pooled-Fund US\$10.5 million out of which GPE US\$7.8 million)

53. In order to promote system-wide improvements in the quality of education service delivery, this sub-component will support activities aimed at improving decentralized and school-based management and strengthening of accountability mechanisms. These ends will be promoted through the provision of: (i) grants to decentralized MEPU-A structures; (ii) grants and incentives to schools, and the introduction of mechanisms to promote participatory community monitoring of school performance and the simplification of school report cards; (iii) performance-based incentives for teachers; and (iv) interventions to expand the activities of inspectors and pedagogical advisers.

54. Expenditures to be financed by this sub-component include the provision of grants and incentives for the decentralized structures, and schools and teachers; the upgrading of existing participatory community monitoring procedures and instruments; revision and dissemination of School Improvement Project (*Projet d'Amélioration de l'École*, PAE) procedure manuals; the design of tools to be used by inspectors and pedagogical advisers; the provision of training and workshops; the production and dissemination of school report cards; the planning and implementation of school inspection visits; the procurement of equipment, vehicles and operating costs.

Component 3: Strengthened Management and Governance in Education (Costs including contingencies: Pooled-Fund US\$5.2 million out of which GPE US\$4.0 million)

55. In alignment with the fourth strategic priority of the ESP2, and in accordance with the findings of the recent education sector PER, component 3 will support interventions to enhance the overall governance and management of the education sector through support to activities focused on: building M&E capacity to enable evidence-based policy design, strategy and planning; piloting programs to improve HR management; and undertaking analytical work to prepare the roll-out of future reforms. Component 3 will also support institutional capacity building for the effective management of the pooled-fund, coordination of the ESP2, and the strengthening of the MEPU-A's fiduciary and technical capacity.

Sub-component 3.1: Governance and Reforms (Costs including contingencies: Pooled-Fund US\$2.6 million out of which GPE US\$2.0 million)

56. Critical to the effective design and implementation of reform, is the availability and use of timely information that accurately reflects the functioning of the system. In an educational context, evidence-based planning and reforms require strong M&E and planning systems, and, in light of the importance of labor in the education "production" function, an efficient HR management system.

57. The strengthening of system-wide M&E in the sector, will capitalize on M&E interventions implemented under other components, in combination with specific activities to build the planning and evaluation capacity of the MEPU-A. Strengthening of the M&E activities and mechanisms financed by the sub-component will focus on preschool, EGRA, in-service training, small schools and multi-grade teaching, literacy and non-formal education, and textbooks. Improvement to the

data management and assessment capacity of the MEPU-A, for system-wide impact, will include capacity building and the provision of equipment for planning, data collection and analysis, and dissemination of the Education Management Information System (EMIS), and standardized student learning assessment data. The sub-component will also support enhanced evidence-based decision making through the strengthening of capacity at the MEPU-A to enable effective analysis of the wealth of data collected through above mentioned interventions. With regards to HR management, the sub-component will finance continued support for reforms in HR management initiated under the EFA-IDA project implemented through the course of the ESP1, and capacity building. Envisaged activities will include improvements to HR processes and databases, as well as the introduction of controls at the school level. Finally, studies to be financed by this sub-component will utilize improved data and M&E mechanisms and HR management to inform prioritized reform initiatives. They will include, *inter alia* the preparation of the strategy to expand basic education to lower secondary, the preparation of the PDDEA and a new Country Status Report (CSR), the development of a holistic teacher policy, a study of secondary level content streams and the identification of appropriate mechanisms for course selection and vocational guidance, and the development of a strategy to boost private sector participation.

58. Expenditures to be financed will include costs associated with the delivery of technical assistance and consultancy fees, capacity building activities, workshops, data collection, a number of sample-based surveys and assessments (curriculum-based and/or EGRA), and the procurement of equipment and operating costs.

Sub-component 3.2: Project Management and Coordination of the ESP (Costs including contingencies: Pooled-Fund US\$2.6 million out of which GPE US\$2.0 million)

59. Sub-component 3.2 will provide finances to build the logistical and HR capacity of the MEPU-A for effective oversight and management of the project, and to ensure coordination of the ESP2 across all line ministries responsible of education. Towards this end, envisaged activities will support the MEPU-A in the implementation of PFM reform through the strengthening of the capacity of the DAF and the building of capacity for the use of program budgeting and MTEF (by the systematic transfer of competencies from experts). Details of implementation arrangements are provided in Annex 3.

60. Expenditures to be financed under this sub-component include, *inter alia*, the procurement of equipment and furniture, costs associated with training, the repair and acquisition of vehicles, the procurement of supplies, communication costs, operating expenses (fuel, insurance, maintenance of vehicles, etc.), the financing of TA, and the payment of experts supporting the project coordination unit (PCU), with the exception of salaries of civil servants.

B. Project Financing

61. The proposed project is entitled Pooled-Fund for Basic Education (*Fonds Commun pour l'Enseignement de Base*, FoCEB, P148127) to be implemented over a period of three years. The project will be financed through the use of a pooled fund with contributions from the GPE, AFD, UNICEF and ERRTF, totaling US\$51.8 million. The structure of the GPE-AFD pooled-fund used for the implementation of the previous pooled-fund (EFA-FTI project, P114710) will be

maintained for project financing, however the overarching framework agreement will be adapted for co-financing subject to the agreement signed by the WB and AFD in May 2014.

Project Cost and Financing

62. The cost and financing for this project are structured as follows²:

Table 2: Overview of the Cost and Financing Structure

Project Components	Cost	GPE		ERRTF		AFD		UNICEF	
		USD (M)	%	USD (M)	%	USD (M)	%	USD (M)	%
1. Equity and Access in Education	24.9	17.8	71.6%	1.0	4.0%	5.6	22.5%	0.5	1.9%
1.1 Classrooms and Furniture	15.9								
1.2 School Health and Hygiene	5.5								
1.3 Non-Formal Education and Functional Literacy	3.5								
2. Quality of Teaching and Learning Conditions	21.7	16.1	74.3%	0.0	0.0%	5.1	23.8%	0.4	2.0%
2.1 Teacher training and Pedagogical Support	3.6								
2.2 Teaching and Learning Material	7.6								
2.3 Accountability, Incentives and Decentralization	10.5								
3. Strengthened Management and Governance in Education	5.2	3.9	74.2%	0.0	0.0%	1.2	23.8%	0.1	1.9%
3.1 Governance and Reforms	2.6								
3.2 Project Management and Coordination of the ESP	2.6								
Total Costs									
Total Project Costs	51.8	37.8	73.0%	1.0	1.9%	12.0	23.2%	1.0	1.9%
Front-End Fees	0.0								
Total Financing Required	51.8								

C. Lessons Learned and Reflected in the Project Design

63. Activities supported by this project are a continuation, or variation, of activities financed under the EFA-FTI project (P114710) and EFA-IDA project (P050046). As a consequence the design of the FoCEB has been informed by lessons learned through the implementation of these projects. While conditions are challenging and complex, experience accrued through the implementation of these EFA projects underscores a belief that the successful implementation of the FoCEB is feasible within the proposed three year time period.

64. As a consequence of political instability that culminated in the *coup d'état* of 2008 and with the withdrawal of donor support, implementation of the EFA projects took longer than the planned implementation period of 2008-2012. The projects were restructured and their closing dates extended to take into account the revised objectives necessitated by a decrease in funding from the FTI.

² See Annex 8 for the detailed budget of all activities.

65. The success of the EFA interventions is evident in education data: access to Grade 1 increased from 75.8 to 85.5 percent between 2008 and 2013, with a concurrent increase in the GER from 78.7 to 82.0 percent. However, the project did not significantly impact gender and location disparities. The project successfully implemented the following interventions: (i) the construction of 1,644 classrooms for primary education with construction undertaken using the three different modalities of community-based approach, NGOs and small and medium size enterprises (*Petites et Moyennes Entreprises*, PME); (ii) the assessment of 11,000 primary school teachers to measure their knowledge of content, and the training of 3,016 among them; (iii) the production and distribution of 6,695,080 textbooks; (iv) distribution of rewards to 554 teachers out of the 1216 teachers enrolled in a pilot program to incentivize improvements to the quality of teaching practices (2013-14), and (v) support to the implementation of School Improvement Projects (*Projet d'Amelioration des Ecoles*, PAEs) in 436 schools.

66. Lessons learned from implementation of the EFA projects which increase the probability of success and that have been incorporated into project design include the importance of: (i) integrating a range of construction modalities adaptable to the local context; (ii) channeling a high share of resources to rural primary and lower secondary schools to reduce disparities; (iii) improving the school environment through the provision of latrines and water points to promote school enrollment and completion rates for girls (and to mitigate future occurrences of EVD); (iv) capitalizing on opportunities arising as a consequence of the on-going decentralization process to improve the quality of education service delivery, especially with regard to the implementation of teacher training and pedagogical support, early literacy, school grants and incentives, and bottom-up M&E interventions; and (v) increasing the share of state resources allocated to education, with a specific focus on expanding resource provision to the basic education sub-sector.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

67. The project will be implemented over a three year period, with an expected closing date of July 1, 2018. The implementing agency will be the MEPU-A. More detailed information on implementation arrangements can be found in Annex 3.

68. In line with recommendations for PFM highlighted in the ESP2, the government has requested that the implementation arrangements for this project: (i) build upon project management capacity developed through the implementation of the EFA-FTI and EFA-IDA projects which provided support to the ESP1, with the intention of transferring full management and coordination responsibilities from the Project Coordination Unit (PCU) to the MEPU-A for subsequent phases of the ESP; (ii) support the continued development and implementation of program budgeting and MTEF; and (iii) strengthen the capacity of the MEPU-A for administrative oversight of the project and effective sector coordination. The proposed institutional arrangements for coordination of the ESP2 and management of the FoCEB are as described below.

Sector-level Coordination of the ESP2

69. Three governing bodies will be responsible for the coordination of the ESP2: (i) *The Interdepartmental Steering and Coordination Committee (Le Comité interministériel de pilotage et de coordination, CIPC)* which will be responsible for ensuring overall implementation of the ESP2 and consultation with key stakeholders; (ii) *The National Strategic Education Committee (Comité Stratégique National de l'Éducation, CSNE)* which will be responsible for approving and ensuring compliance of the annual budgeted plans with the ESP2's objectives and of the proposed activities with the selected strategies, regularly assessing the effectiveness of strategies and activities, and suggesting adjustment where necessary; and (iii) *The Sector-Level ESP2 Coordination Committee* will coordinate the preparation of annual plans as well as technical and financial reports.

Project management of the FoCEB

70. The design of this project's implementation arrangements has placed a strong emphasis on progressively empowering and strengthening the capacity of the DAF and technical departments within the MEPU-A. The ultimate aim of activities implemented in this regard is to prepare, by 2018, the full in-house implementation of future projects with no need for a separate PCU.

71. *Anchoring and overall administration.* Overall responsibility for the management of the project will be vested in a PCU under the authority of the Permanent Secretary (*Secrétaire Général, SG*) of the MEPU-A. The PCU will be led by a coordinator with the support of one assistant coordinator, an M&E specialist, and administrative assistants, all of whom will be civil servants.

72. *Procurement and financial management.* Responsibility for procurement and financial management (FM) in support of the project will be vested with the MEPU-A. However, in light of limited capacity, the project will hire two experts (local consultants), working under the authority of the PCU coordinator, for these functions. The first expert will be responsible for FM and will be supported by an accountant (civil servant). The second expert will be responsible for procurement, and will be supported by an analyst, preferably a civil servant (or a consultant in the absence of the corresponding profile in the public service). These experts will ensure the proper execution of the project, while progressively building capacity and transferring competencies to the DAF. Each expert will be partnered with one or two counterparts within the DAF (most likely the section chiefs for finance, procurement and/or equipment), with the intention of strengthening their knowledge and capacity (in line with specific competencies transfer plans) in managing projects. Management responsibilities of the DAF counterparts will increase in line with increased competency.

73. *Technical responsibilities.* A focal point will be appointed for each component to ensure the effective coordination of technical activities: the National Directorate for Primary Education (*Direction Nationale de l'Enseignement Élémentaire, DNEE*) will be responsible for the coordination of activities associated with component 1; the General Education Inspectorate (*Inspection Générale de l'Éducation, IGE*) for component 2; and the MTEF unit for component 3. Technical departments within MEPU-A will be responsible for the implementation of activities in line with their functional missions (including budgeted action plans, Terms of Reference (TORs), oversight, technical reporting, etc.). Financed support to the focal points and technical departments

will take the form of (i) the recruitment of three national experts for planning, MTEF, and HR and (ii) specific time-bound TA aligned with identified needs procured from education and management consultancy firms in the context of one or several framework agreements.

74. *Safeguards.* An environmental and social safeguards expert will be hired part-time and report to the coordinator. This expert will support the MEPU-A in implementing safeguards instruments and ensure the transfer of relevant knowledge to counterparts at the National Service for Infrastructure and Educational Facilities (*Service National des Infrastructures et Équipements Scolaires*, SNIES) and the General Directorate of Planning, Statistics and Development of Education (*Direction Générale de la Planification, des Statistiques et du Développement de l'Éducation*, DGSPDE), according to specific competencies transfer plans. Activities have been designed to ensure more effective implementation of safeguards, including the incorporation of environmental clauses in bidding documents, etc.

75. *Competencies Transfer Plans.* Transfer plans will be prepared in the first six months of project implementation to formalize the functional relationships between experts (procurement, FM, planning, MTEF, HR, and safeguards) and the MEPU-A department which they are supporting, in particular with their counterparts, to ensure the following outcomes: (i) the profiles of experts to be recruited are accurately defined and agreed upon; (ii) a competitive process for the recruitment of experts is followed; (iii) the training of experts for the effective transfer of knowledge is launched; (iv) counterpart profiles are defined and agreed upon; and (v) the appointment of the counterparts is completed. The MEPU-A will hire a consultant to support the development of detailed competencies transfer plans in collaboration with experts and counterparts and aligned with the basic skills of the counterparts and, more globally, with the institutional capacity of their counterparts' departments.

76. The performance of the experts will be assessed on the basis of their performance in executing project activities and in progressively transferring agreed upon competencies to counterparts. Renewal of expert contracts will be conditional on the results of these assessments. Reviews will take place periodically (at least annually) to increase the likelihood of success in transferring knowledge and competencies before the end of the ESP2 implementation period.

B. Results Monitoring and Evaluation

77. The existing capacity of the MEPU-A to conduct M&E is relatively good, however, there is a general weakness in the use of available data to inform policy-making and decision-making. The capacity of the PCU's M&E specialist as well as the MEPU-A Departments of Planning, Statistics and Evaluation (DGSPDE, SNCESSE, SNECSO, etc.) will be reinforced where necessary.

78. In addition to the interventions articulated in sub-component 3.1 for the reinforcement of M&E, the following actions will be taken: (i) a civil servant – the M&E specialist – within the PCU will be identified for oversight of M&E actions associated with the ESP2 and this project. This individual will also be required to work in collaboration with decentralized committees to ensure M&E alignment throughout the system; (ii) an annual ESP and project performance report will be prepared, which will serve as the basis for Annual Sector Reviews; and (iii) the use of ICT will be integrated to the M&E approach for the project. The compact ICT-based M&E system will be designed to allow for information gathering, report generation and follow-up actions as

appropriate/required. This will include the strengthening of civil works planning and monitoring using GIS tracking, monitoring the delivery and usage of textbooks through cell phone messages, etc; (iv) committees namely the Regional Committee for Educational Planning (Comité Régional pour la Planification de l'Éducation, CRPE) and the Prefectural Committee for Education Planning (Comité Préfectoral pour la Planification de l'Éducation, CPPE) situated at the prefectural and regional levels will support the monitoring of the ESP2 and the project.

C. Sustainability

79. The overall sustainability of the project will depend on (i) the alignment of the project with the ESP2 and the Education PRSE; (ii) strong implementation arrangements building on prior positive experiences; and (iii) the successful transfer of competencies from the PCU to the regular MEPU-A units for management of the subsequent phases of the ESP.

80. The main threats to the success of implementing the ESP2 are: (i) that the government spending fails to channel the US\$722 million budgeted for project implementation for the period 2015-2017, and (ii) that the government and partners fail to find resources to fill the ESP2 and the Education PRSE funding gaps. Government budget execution has been sub-optimal in recent years, fluctuating around 85 percent. If the sub-optimal budget execution is allowed to persist through the period of ESP2 implementation, this would result in a shortfall of US\$108.3 million, or US\$36.1 million per year, in the funding of the interim plan (outside of EVD related activities). At slightly more than 10 percent of projected spending, this case would represent a serious impediment to the success of the ESP2. Finally, revised growth estimates as a result of the EVD crisis are likely to further increase this risk. These potential risks have been integrated into the project's risk ratings summary (see Section V. Key Risks and Mitigation Measures).

81. Beyond the life of the project, effects on permanent (or semi-permanent) costs in the educational sectors exist. New infrastructure, furniture and equipment will have a useful life well beyond the 2015-2017 implementation horizon for project implementation. However, costs associated with these assets are relatively minor in comparison to the total expenditure associated with project. Even if costs associated with new infrastructure are as high as 10 percent of installation costs, these costs would make up less than one third of one percent of educational spending to 2017. Additional implementation associated with the project is not expected to significantly increase costs. Teacher training will not require post-2017 investment. Similarly, costs associated with teacher and school incentives, and pedagogical and teaching materials, will be incurred through the period of project implementation only (unless otherwise decided by the government).

82. Project design incorporates a strong emphasis on building M&E capacity, including in impact evaluation. Once timely and accurate information relating to benefits accruing as a consequence of project interventions becomes available, it is hoped that the evidence of success will be sufficiently compelling to ensure the continuation of the most cost-effective activities. Strong HR management and M&E systems form the foundation of an efficient education system. The project's support for building capacity is expected to significantly impact the sustainability of interventions.

V. KEY RISKS AND MITIGATION MEASURES

A. Risk Ratings Summary Table

Risk Category	Rating
Stakeholder Risk	Low
Implementing Agency Risk	
- Capacity	Substantial
- Governance	Substantial
Project Risk	
- Design	Substantial
- Social and Environmental	Moderate
- Program and Donor	Low
- Delivery Monitoring and Sustainability	Substantial
Overall Implementation Risk	Substantial

B. Overall Risk Rating Explanation

83. Overall implementation risk is assessed to be *Substantial*. The most important risks justifying this rating are summarized below.

84. **Resources.** While the outstanding financing gap (outside of EVD related activities) is relatively low, the portion of activities financed by the BND is significant in a context of low budget execution. Furthermore, though the government pledged to increase funding to the sector made at the GPE conference in June 2014, specific financial commitments to sub-sectors, specifically basic education, have not been articulated. Finally, as indicated above, revised growth estimates as a result of the EVD crisis are likely to further increase the financial risk. These risks will be mitigated by the provision of support to the Ministries in clearly identifying and accounting for all external financial commitments, developing strategies to secure new commitments, and continuing with the implementation of the PFM reforms.

85. **Ownership, Commitment, Coordination.** The focus of the project on subsectors solely under the MEPU-A's responsibility could be detrimental to the coordination of the ESP2, which covers the education sector as a whole. This risk is mitigated by the development of consensus across affected ministries regarding their respective actions, and the project's support for the coordination of the ESP2 through the CSNE (with representation from all ministries responsible for the delivery of education).

86. **Capacity.** Given the alignment of mechanisms for transferring competencies and responsibilities to the DAF with the three-year plan for PFM reform (*Plan d'Action Triennale*, PAT), there is a contingent risk that delays in the implementation of the PAT may slow the capacitation of the DAF. This risk is mitigated by the fact that the education sector is a driver of this reform, and regular consultation between the four Ministries of Education and partners

responsible for finance and budget will allow for timely corrective actions to be implemented when necessary.

87. **Design.** Insufficient articulation of the strategies for civil works and the recruitment and deployment of teachers across departments and in the face of household and community demand may lead to inefficiencies in the civil works. This risk will be mitigated through enhanced collaboration across departments, the design and implementation of a strengthened M&E system (relying on GPS coordination, cell phone technology, etc.), and community sensitization campaigns.

88. **Ebola Epidemic.** The epidemic has had a significant impact on the education sector and led to the postponing of the start of the 2014-15 academic year to mid-January 2015 to allow for the finalization of an Ebola prevention strategy in schools. In the eventuality of continued EVD-related challenges, there will be competing demands facing central and decentralized structures. Mitigation of this risk rests upon strong implementation support, securing of other financial resources to support the PRSE of the sector and reorientation of certain project activities to account for EVD related needs (which has been done in the context of this project design).

89. **Fiduciary risk.** Procurement and FM competencies related to the project will be progressively transferred to the DAF in a process linked to ongoing technical assistance and in accordance with a clear transfer plan. Responsibilities in this regard will only be transferred following confirmation that adequate capacity has been built to sustain related activities. The system established under the previous pooled-fund for *a priori* non-objections and *a posteriori* controls (post-reviews and external audits) will be used.

VI. APPRAISAL SUMMARY

A. Economic and Financial Analysis

90. **Economic Analysis.** To quantify the economic returns of the project, net projected benefits are contrasted with budgeted costs. The present value of each of these items is calculated, resulting in a net present value (NPV). The flow of expected capital flows over the life of the project, and legacy effects, have been considered to calculate of the internal rate of return (IRR). The resulting NPV (using a discount rate of 5%) and IRR estimates are US\$21.7 million and 23.65 percent, respectively, underscoring the justification of the project on economic grounds. Sensitivity analyses have been carried-out, and the discussion herein is limited to *private* returns to investment (although additional economic benefits to education are also expected from the project).

91. **Financial Analysis.** Total public spending on education in Guinea was 2.5 percent of GDP in 2013, and has averaged ~2.5 percent per annum since 1990, accounting for 9.5 percent of all government expenditure. These figures are low by international standards, and compare unfavourably with spending in other low-income countries, and the countries of the region. Of recent educational spending, 43.6 percent has been directed to the primary education, 32.8 percent to secondary, and 33.4 percent to the tertiary sector (based on 2012 figures). Spending is uncharacteristically high at the tertiary level, and very low at the pre-primary level. When compared with historical and projected expenditure in the education sector, this project makes up

a considerable portion. Of the US\$937 million earmarked for the ESP2, 77 percent is expected to be contributed from government expenditure, and 5.7 percent from this project's disbursements. Implementation of the ESP2 and the education sector PRSE currently faces financing gaps of US\$26.5 million (or 2.8 percent of the total budget) and US\$80 million, respectively.

B. Technical

92. The project is designed to support the Government of Guinea in the implementation of its ESP2 and a portion of its education sector EVD strategic response plan, and will be funded through government and donor support. The ESP2 has been evaluated by independent experts who found it to be technically sound and well-prepared. The activities of the ESP2 are premised on a review of the ESP1, highlighting the strengths and weaknesses of the education system.

93. Given the challenges relating to coverage, learning and equity highlighted above, the project will focus on activities targeting priority populations with the potential to promote equity and a healthy and hygienic schooling environment, the expansion of capacity and coverage in formal and non-formal education, the promotion of the retention of students in the basic education sub-sector, and improving learning and skills acquisition for students. The project will, moreover, support future interventions in the education sector through the development of a more efficient and evidence-based management system.

94. The specific design of activities is premised on analytical work and international and regional best practices. Project activities will be implemented in accordance with established standards and with the support of a strong system for M&E, including the use of impact evaluations. The following principles informed the technical design of the project: (i) consultative alignment and co-financing of government ESP2, including donor harmonization; (ii) targeted (rural and girls) support to address challenges relating to equity; (iii) support for the decentralization of education through the devolution of resources closer to beneficiaries; (iv) the strengthening the MEPU-A's capacity for management (fiduciary, technical, M&E, HR, etc.) and quality service delivery; and (v) relevant mitigation strategies in the fact of the EVD epidemic.

C. Financial Management

95. An assessment of the MEPU-A, including its capacity for conducting FM, concluded that the Ministry is familiar with WB procedures. This is substantiated by the satisfactory implementation of ongoing education projects by the PCU of the Ministry. The project will use existing tools including: (i) multi-sites and multi-projects accounting software; and (ii) the existing implementation manual that will be updated to be aligned with the new project. Project implementation will be carried out by the existing PCU, which will be complemented with new staff.

96. To ensure adequate FM arrangements and capacity for managing overall project design and complexity, the following mitigation measures will be implemented:

- a. Prior to project effectiveness, the MEPU-A will reinforce the PCU with an expert in FM competitively recruited on the basis of Terms of References (TORs) acceptable to the WB,

including progressive capacity building and the transfer of competencies to the Ministry's DAF;

- b. In line with agreed measures: (i) the existing FM procedures in the Project Implementation Manual (PIM) for the prior Pooled-Fund (EFA-FTI project) will be updated to accurately reflect envisioned project activities; (ii) an accountant (civil servant) will be appointed to the PCU, based on TORs approved by the WB; and (iii) an internal auditor and an external auditor will be recruited based on TORs approved by the WB to conduct respectively ex-post reviews of the projects transactions, especially those executed at decentralized, community and schools levels, and an independent audit of project financial statements and activities.
- c. The MEPU-A will designate DAF representatives to partner with the FM staff assigned to the PCU to gradually empower and strengthen the capacity of the DAF.

Governance and anti-corruption measures

97. Incidences of systemic inefficiency with regard to the governance and management of the education sector were highlighted in the recent PER. Inefficient service delivery due to poor governance and weak PFM practices is a general feature of the development environment in the country. Given the large number of entities involved and the envisioned transfer of small grants and performance-based incentives to regional, community, school and/or teacher levels, the following measures have been included in the project design to mitigate related risks:

- a. *Internal control*: Fund transfers will utilize the mechanism established for implementation of the ESP1 and will be monitored by the PCU, external and internal auditors, as well as each level of the decentralized structures, including the Parent Teacher Association (PTA). The project will support the strengthening of the internal control capacity of the ministry through the regular transfer of competencies to the DAF counterparts and delivery of training in audit methodology, the preparation of work plans based on risk assessment and the adoption of risk-based approaches in the performance of regular ex-post audits;
- b. *Physical verifications*: Regular field visits will be conducted to collect information and monitor implementation progress; and
- c. *The assessment of the competencies transfer*: Competencies transfer performance criteria will be inserted into the contracts of the FM expert who will be competitively recruited. Renewal of contracts will be dependent on the satisfactory fulfillment of knowledge transfer initiatives.

98. The overall risk for the project is rated as *Substantial (S)*. The assessment has concluded that the FM arrangements for the project will satisfy WB minimum requirements under OP/BP10.00 following the implementation of mitigation measures.

D. Procurement

99. Procurement for the proposed project will be carried out in accordance with the WB's "Guidelines: Procurement of Goods, Works, and Non-Consulting Services under IBRD Loans and IDA Credits & Grants by World Bank Borrowers", dated January 2011 (revised July 2014); and "Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits & Grants by World Bank Borrowers" dated January 2011 (revised July 2014), and the provisions stipulated in the Grant Agreements.

100. The project will be implemented by the MEPU-A under the Authority of the SG. The management of the project will be the responsibility of the PCU as described in Annex 3. The recruitment of an expert in procurement for the PCU will be conducted competitively in line with ToRs approved by the WB.

101. As part of project preparation, the WB conducted in July 2014 an assessment of the procurement capacity of the MEPU-A in accordance with WB's Procurement Risk Assessment and Management (PRAM) System. The assessment reviewed the organizational structure for implementation of the project, taking into account the number of actors and stakeholders. The assessment identified that, in general, the MEPU-A is familiar with WB procurement procedures, but identified a number of critical areas that have the potential for generating risks.

102. The potential risks include: (i) a large number of actors; (ii) the need to reorganize the PCU (including the opening of the procurement expert position); (iii) the need to update the PIM for the existing pooled-fund specific features.

103. Based on the assessment of the current procurement system, the overall project risk for procurement is *Substantial (S)*. This rating may be lowered to *Moderate (M)* following the implementation of mitigation measures.

104. Detailed procurement risk mitigation measures are presented in Annex 3.

E. Social (including Safeguards)

105. The Involuntary Resettlement OP/BP 4.12 has been triggered. Although it is envisioned that the majority of new schools will be constructed on existing school sites (i.e., on land belonging to the state), the need to acquire new land cannot be discounted at this stage. The designation of new school sites could lead to involuntary resettlement and/or loss of access to resources and livelihoods. A Resettlement Policy Framework (RPF) will be prepared, reviewed, approved, and disclosed (in-country and at the WB Infoshop) not later than six months after the project Effectiveness date. The World Bank has received the draft RPF which is currently under review.

106. Lessons learned from the implementation of the prior EFA-FTI project (financed through a Pooled-Fund) have informed the design of this project, and a trained environmental and social expert will be hired on a part-time basis. This expert will support the MEPU-A in the implementation of safeguards instruments at the commencement of implementation and will be contractually obligated to transfer appropriate competencies to counterparts at the SNIES and DGSPDE. This will ensure improved implementation of safeguards, including the inclusion of

environmental clauses in bidding documents. The project has received guidance from the WB Task Team's environmental and social specialists during project preparation and will continue to receive such a guidance during implementation. The WB team will ensure that sufficient resources are allocated for the effective implementation of safeguards instruments.

F. Environmental (including Safeguards)

107. The Environmental Assessment OP/BP 4.01 policy was triggered due to the potential negative impact incurred through construction activities to be financed under Component 1. Negative effects are likely to be small-scale and site specific, typical of category B projects. At this stage, the potential locations for school construction, water points and latrines have been identified but remain to be finalized. As a consequence, an Environmental and Social Management Framework (ESMF) will be prepared, reviewed, approved, and disclosed (in-country and at the WB Infoshop) not later than six months after the project Effectiveness date. The World Bank has received the draft ESMF which is currently under review.

108. The institutional capacity of the MEPU-A for the implementation of safeguard policies has been assessed as *Moderate (M)*. In the context of the EFA-FTI project (P111470), which supported construction using modalities similar to those proposed for this project (but with a weaker focus on rural areas and small schools), an ESMF (to comply with OP/BP 4.01) and RPF (to comply with OP/BP 4.12) were prepared. A formal audit of the implementation of these frameworks was carried out in January 2014 and indicated that because of the nature of the construction activities, the implementation of the project did not have significant adverse environmental or social implications. However, the following concerns were noted: (i) safeguards instruments were not used during implementation or site selection; (ii) no environmental or social safeguards clauses were included in bidding documents; (iii) no trained environmental or social safeguards focal points were assigned to the project and none were retained for collaboration with government agencies to implement environmental and social safeguards; and (iv) poor dissemination of the safeguard policies meant that many stakeholders were unaware of the existence of safeguards or how to use them.

109. Lessons learned from the implementation of the prior EFA-FTI project (financed through a Pooled-Fund) have informed the design of this project, and a trained environmental and social expert will be hired on a part-time basis. This expert will support the MEPU-A in the implementation of safeguards instruments at the commencement of implementation and will be contractually obligated to transfer appropriate competencies to counterparts at the SNIES and DGSPDE. This will ensure improved implementation of safeguards, including the inclusion of environmental clauses in bidding documents. The project has received guidance from the WB Task Team's environmental and social specialists during project preparation and will continue to receive such a guidance during implementation. The WB team will ensure that sufficient resources are allocated for the effective implementation of safeguards instruments.

G. Other Safeguards Policies Triggered (if required)

110. No other safeguards policy is triggered.

H. World Bank Grievance redress

111. Communities and individuals who believe that they are adversely affected by a WB supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS 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 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 WB's attention, and WB Management has been given an opportunity to respond. For information on how to submit complaints to the WB's corporate GRS, please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the WB Inspection Panel, please visit www.inspectionpanel.org.

Annex 1: Results Framework and Monitoring

GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

Project Development Objectives

PDO Statement

The Project Development Objectives are to (i) improve access and learning in basic education and literacy of under-served populations, (ii) strengthen the Ministry of Pre-University and Literacy's capacity in evidence-based management, and (iii) support the implementation of the Education sector's short-term Ebola strategic response plan.

These results are at Project Level

Project Development Objective Indicators

Indicator Name	Baseline	Cumulative Target Values			
		YR1	YR2	YR3	End Target
Additional enrollment in Primary (project schools) (Number)	0.00	0.00	4200.00	8400.00	8400.00
<i>Of which female (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>0.00</i>	<i>1890.00</i>	<i>3780.00</i>	<i>3780.00</i>
Additional enrollment in alternative and non-formal education (NAFA) centers (project centers) (Number)	0.00	6800.00	14100.00	21000.00	21000.00
<i>Of which female (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>5440.00</i>	<i>11280.00</i>	<i>16800.00</i>	<i>16800.00</i>
Additional enrollment in Lower secondary (project schools) (Number)	0.00	0.00	5000.00	11000.00	11000.00
<i>Of which female (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>0.00</i>	<i>2000.00</i>	<i>4400.00</i>	<i>4400.00</i>
Additional enrollment in Literacy campaign (project areas) (Number)	0.00	16500.00	57000.00	97000.00	97000.00
<i>Of which female (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>11550.00</i>	<i>39900.00</i>	<i>67900.00</i>	<i>67900.00</i>

Indicator Name	Baseline	Cumulative Target Values			
		YR1	YR2	YR3	End Target
Grade 1 and 2 student pass rates on EGRA (in early reading pilot schools) (Percentage)	12.00	12.00	19.00	22.00	22.00
Analytical reports (using collected data) available and disclosed (Number)	0.00	1.00	3.00	5.00	5.00
Primary schools in which the conditions of latrines are below standard (Percentage)	30.00	26.00	23.00	20.00	20.00
Primary schools in which the conditions of water points are below standard (Percentage)	77.00	75.00	68.00	66.00	66.00
Direct project beneficiaries (students and teachers) (Number) - (Core)	0.00	1000000.00	1450000.00	2450000.00	2450000.00
<i>Female beneficiaries (Percentage - Sub-Type: Supplemental) - (Core)</i>		<i>45.00</i>	<i>45.00</i>	<i>45.00</i>	<i>45.00</i>

Intermediate Results Indicators

Indicator Name	Baseline	Cumulative Target Values			
		YR1	YR2	YR3	End Target
Sub-component 1.1: Classrooms and furniture					
Number of additional classrooms built by project interventions (Number)	0.00	221.00	580.00	580.00	580.00
<i>Lower secondary (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>64.00</i>	<i>180.00</i>	<i>180.00</i>	<i>180.00</i>
<i>Primary (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>157.00</i>	<i>400.00</i>	<i>400.00</i>	<i>400.00</i>
Sub-component 1.2: School health and hygiene					
Number of standalone latrines built by project interventions (Number)	0.00	284.00	284.00	284.00	284.00

Indicator Name	Baseline	Cumulative Target Values			
		YR1	YR2	YR3	End Target
Number of standalone water points built by project interventions (Number)	0.00	466.00	466.00	466.00	466.00
Sub-component 1.3: Non-Formal Education and Literacy					
NAFA centers renewed (Number)	0.00	121.00	121.00	121.00	121.00
Sub-component 2.1: Teacher Training and Pedagogical Support					
Number of teachers trained (Number)	0.00	843.00	3947.00	10131.00	10131.00
<i>Lower secondary (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>0.00</i>	<i>854.00</i>	<i>1707.00</i>	<i>1707.00</i>
<i>Primary (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>843.00</i>	<i>3093.00</i>	<i>8424.00</i>	<i>8424.00</i>
Sub-component 2.2: Teaching and learning material					
Teaching and Learning Materials produced and distributed (Number)	0.00	0.00	30000.00	3520000.00	3520000.00
<i>Lower secondary (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>0.00</i>	<i>0.00</i>	<i>470000.00</i>	<i>470000.00</i>
<i>Primary (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>0.00</i>	<i>0.00</i>	<i>3000000.00</i>	<i>3000000.00</i>
<i>Preschool (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>0.00</i>	<i>30000.00</i>	<i>50000.00</i>	<i>50000.00</i>
Sub-component 2.3: Accountability, Incentives and Decentralization					
Beneficiary of decentralized grants (Number)	0.00	1942.00	7665.00	8465.00	8465.00
<i>DPE/DCE/IRE/DSEE (Number - Sub-Type: Breakdown)</i>	<i>0.00</i>	<i>442.00</i>	<i>465.00</i>	<i>465.00</i>	<i>465.00</i>

Indicator Name	Baseline	Cumulative Target Values			
		YR1	YR2	YR3	End Target
<i>Schools</i> (Number - Sub-Type: Breakdown)	1500.00	1500.00	7200.00	8000.00	8000.00
Teachers participating in the performance-based incentives program (Number)	1300.00	1300.00	1600.00	1900.00	1900.00
Sub-component 3.1: Governance and Reforms					
Tools for statistical analysis of EMIS data designed and disseminated (Yes/No)	No	No	Yes	Yes	Yes
Renewed School Mapping used (Yes/No)	No	No	Yes	Yes	Yes
MEPU-A website is functional (Yes/No)	No	Yes	Yes	Yes	Yes
Targeted new HR processes and computerized management tools implemented (Yes/No)	No	No	No	Yes	Yes
Staff affectation following procedures (Percentage)	95.00	96.00	97.00	98.00	98.00
Databases of the DRH, DGSPDE, SNFPP, MPS, and Ministry of Finance (MoF) are harmonized and linked (Yes/No)	No	No	No	Yes	Yes
Sub-component 3.2: Project management and coordination of ESP					
Rate of targeted main competencies acquired by the DAF (Percentage)	0.00	15.00	60.00	100.00	100.00

Indicator Description

Project Development Objective Indicators

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Additional enrollment in Primary (project schools)	Number of students registered after minus before project effectiveness, in project-supported primary schools.	Annual	M&E and EMIS	PCU; DGSPDE
<i>Of which female</i>	<i>Idem as above, for female students only.</i>	<i>Annual</i>	<i>M&E and EMIS</i>	<i>PCU; DGSPDE</i>
Additional enrollment in NAFA (project centers)	Number of learners registered after minus before project effectiveness, in project-supported NAFA centers.	Annual	M&E reports	PCU; DAENF
<i>Of which female</i>	<i>Idem as above, for female students only.</i>	<i>Annual</i>	<i>M&E reports</i>	<i>PCU; DAENF</i>
Additional enrollment in Lower secondary (project schools)	Number of students registered after minus before project effectiveness, in project-supported lower secondary schools.	Annual	M&E and EMIS	PCU; DGSPDE
<i>Of which female</i>	<i>Idem as above, for female students only.</i>	<i>Annual</i>	<i>M&E and EMIS</i>	<i>PCU; DGSPDE</i>
Additional enrollment in Literacy campaign (project areas)	Number of learners registered after minus before project effectiveness, in project-supported primary schools.	Annual	M&E reports	PCU; DNAENF
<i>Of which female</i>	<i>Idem as above, for female students only.</i>	<i>Annual</i>	<i>M&E reports</i>	<i>PCU; DNAENF</i>
Grade 1 and 2 student passing rates on EGRA (in ER pilot schools)	Passing rates of grade 1 and 2 students on the EGRA in schools participating in early literacy interventions pilot.	Annual	M&E and evaluation reports	INRAP; SCNESE
Analytical reports on system-level and student-level data collected available and disclosed	Number of reports analyzing system-level and/or student level data collected in the context of survey, assessments, or monitoring activities to provide guidance on policy-relevant questions.	Annual	M&E and PCU reports; Website	PCU; DGSPDE; SCNESE
Primary schools with latrines conditions below standards (Percentage)	Ratio of the number of schools with insufficient number of functioning latrines to the total number of schools in the country.	Biannual	M&E reports	PCU; DGSPDE; SNIES

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Primary schools with water points conditions below standards (Percentage)	Ratio of the number of schools with no functioning water points to the total number of schools in the country.	Biannual	M&E reports	PCU; DGSPDE; SNIES
Direct project beneficiaries	Direct beneficiaries are people or groups who directly derive benefits from an intervention (i.e., children who benefit from an immunization program; families that have a new piped water connection).	Annual	M&E reports	PCU
<i>Female beneficiaries</i>	<i>Based on the assessment and definition of direct project beneficiaries, specify what percentage of the beneficiaries are female.</i>	<i>Annual</i>	<i>M&E reports</i>	<i>PCU</i>

Intermediate Results Indicators

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
<i>Sub-component 1.1: Classrooms and furniture</i>				
Number of additional classrooms built by project interventions	Number of new classrooms resulting from the project activities (all levels)	Biannual	M&E reports	DGSPDE; SNIES
<i>Lower secondary</i>	<i>Number of new classrooms resulting from the project activities (lower secondary schools)</i>	<i>Annual</i>	<i>M&E reports</i>	<i>DGSPDE; SNIES</i>
<i>Primary</i>	<i>Number of new classrooms resulting from the project activities (primary schools)</i>	<i>Annual</i>	<i>M&E reports</i>	<i>DGSPDE; SNIES</i>
<i>Sub-component 1.2: School Health and Hygiene</i>				
Number of standalone latrines built by project interventions (Number)	Number of additional latrines built in schools where they don't exist by project interventions	Annual	M&E reports	DGSPDE; SNIES

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Number of standalone water points by project interventions (Number)	Number of additional water points built in schools where they don't exist by project interventions	Annual	M&E reports	DGSPDE; SNIES
<i>Sub-component 1.3: Non-Formal Education and Functional Literacy</i>				
NAFA centers renewed	Number of NAFA centers supported by the project.	Annual	M&E reports	DNAENF
<i>Sub-component 2.1: Teacher Training and Pedagogical Support</i>				
Number of teachers trained	Number of teachers enrolled in in-service training financed through the project (all levels).	Biannual	Training and DRH reports	SNFPP; DRH; TTC/Universities
<i>Lower secondary</i>	<i>Number of teachers enrolled in in-service training financed through the project (lower secondary level).</i>	<i>Annual</i>	<i>Training and DRH reports</i>	<i>SNFPP; DRH; TTC/Universities</i>
<i>Primary</i>	<i>Number of teachers participating in in-service training financed through the project (primary level).</i>	<i>Annual.</i>	<i>Training and DRH reports</i>	<i>SNFPP; DRH; TTC/Universities</i>
<i>Sub-component 2.2: Teaching and Learning material</i>				
Teaching and Learning Materials produced and distributed	Number of textbooks produced and distributed in schools (all levels)	Annual	M&E reports; EMIS	INRAP; IGE; PCU
<i>Lower secondary</i>	<i>Number of textbooks produced and distributed in schools (lower secondary schools)</i>	<i>Annual</i>	<i>M&E reports; EMIS</i>	<i>INRAP; IGE; PCU</i>
<i>Primary</i>	<i>Number of textbooks produced and distributed in schools (primary levels)</i>	<i>Annual</i>	<i>M&E reports; EMIS</i>	<i>INRAP; IGE; PCU</i>
<i>Preschool</i>	<i>Number of textbooks produced and distributed in schools (all levels)</i>	<i>Annual</i>	<i>M&E reports; EMIS</i>	<i>INRAP; IGE; PCU</i>
<i>Sub-component 2.3: Accountability, Incentives and Decentralization</i>				
Beneficiary of decentralized grants	Number of eligible beneficiaries (all types) receiving a grant	Annual	M&E reports and EMIS	IGE; PCU

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
<i>DPE/DCE/IRE</i>	<i>Number of eligible beneficiaries (DPE/DCE/IRE/DSEE) receiving a grant</i>	<i>Annual.</i>	<i>M&E reports and EMIS</i>	<i>IGE; PCU</i>
<i>Schools</i>	<i>Number of eligible beneficiaries (schools) receiving a grant</i>	<i>Annual</i>	<i>M&E reports and EMIS</i>	<i>IGE; PCU</i>
Teachers participating in the performance-based incentives program	Number of teachers eligible to a performance-based incentives.	Annual	M&E reports	IGE
<i>Sub-component 3.1: Governance and Reforms</i>				
Tools for statistical analysis of EMIS data designed and disseminated	The tools for statistical analysis of EMIS data to be used by central and decentralized levels of government are designed and available at the relevant levels.	Annual	M&E reports	PCU; DGSPDE
Renewed School Mapping is available	The mapping of schools and educational environment (water points, health center, markets, etc.), building on existing databases, is updated and available.	Annual	M&E reports	DGSPDE
MEPU-A website is functional	The MEPU-A website is online and provided access to statistical, evaluation and exam data.	Annual	M&E reports	PCU
Targeted new HR processes and computerized management tools implemented	Tools designed and agree upon aimed at improving the efficiency of HR processes and computerized management are implemented.	Annual	HR reports and database	DRH
Staff affectation following procedures	Percentage of the staff affected in a given year respecting the agreed upon procedures.	Annual	DRH and M&E reports	DRH; PCU
Databases of the DRH, DGSPDE, SNFPP, MPS, and Ministry of Finance (MoF) are harmonized and linked	The relevant databases are linked such that information from all sources for a given teacher can be extracted simultaneously.	Annual	DRH and M&E reports	DRH; PCU

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
<i>Sub-component 3.2: Project Management and Coordination of the ESP</i>				
Rate of main targeted competencies acquired to the DAF	Rate assessed as per evaluation guidelines with regards to acquirement of the main targeted competencies defined in the competencies transfer plan.	Annual	PCU reports	PCU

Annex 2: Detailed Project Description

GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

1. The project is structured around three mutually reinforcing components.

Component 1: Equity and Access in Education (Costs including contingencies: Pooled-Fund US\$24.9 million out of which GPE US\$17.8 million and ERRTF US\$1.0 million)

2. Component 1 has been designed in alignment with the first strategic priority of the ESP2 and the safe and hygienic school environment objective of the Education PRSE. Envisaged activities aim to improve coverage and equity in access to basic education for in- and out-of-school children and to ensure the minimum hygienic conditions in primary schools. The component has incorporated a strong emphasis on equity through a specific focus on improving access to basic education for marginalized populations (primarily female and rural children, and out-of-school children) and the implementation of a large-scale literacy campaign with a special focus on women. To mitigate the current, and any future, EVD epidemic through the school system, and to promote a healthier teaching and learning environment, this component will support the MEPU-A in their efforts to rehabilitate/construct latrines and water points and to complete the distribution of hand washing kits.

3. Interventions to be financed under this component include construction and furniture at the primary and lower secondary levels, the delivery of adult literacy campaigns, and investments in alternative (non-formal) education services targeting out-of-school children.

Sub-component 1.1: Classrooms and Furniture (Costs including contingencies: Pooled-Fund US\$15.8 million out of which GPE US\$11.8 million)

4. This sub-component will finance the construction of new classrooms³ along with the relevant number of latrines (separate for boys and girls), water points, and the provision of furniture. This sub-component will, moreover, support the strengthening of capacity for the planning and placement of school construction to be more responsive to community demand, to more effectively address challenges related to equity, and to promote more effective oversight through the establishment of a construction monitoring system integrating geographic information systems (GIS) and information and communication technologies (ICT).

5. ***At the primary level***, the sub-component will finance the construction of 400 new primary classrooms in line with the following criteria: (i) the majority of the new classrooms will be constructed in rural areas and concentrate on the replacement of temporary facilities (shed⁴) in functioning schools servicing communities that have expressed demand for education; (ii) new schools constructed will follow a small school prototypes (one to three classrooms and satellite schools) adapted to rural areas will be used to maximize coverage and to minimize the distances children must travel to access school facilities, with contingent effects for the reduction of transport costs and security concerns (often a major deterrent for girls and poorer households); and (iii) new

³ Further, rehabilitation of old classrooms will not be financed under the proposed Project. Support to this type of rehabilitation will be done in the context of the ESP2 with government funding.

⁴ According to the EMIS data for 2012-13, there are 245 schools with temporary classrooms.

classroom construction in urban areas will be strategically deployed in existing schools to reduce class sizes. The sub-component will also finance the procurement of furniture for newly constructed classrooms.

6. Single classroom schools consist of one multi-grade class catering to students in Grades 1 to 6 and taught by a single teacher. Single classroom schools will be constructed in isolated communities with low population density. Satellite schools consist of a group of small schools with one to three classrooms offering grades which are in demand (dependent on the education profile of the community) in multi-grade classes administratively attached to a “center” school. Given the innovative and experimental nature of these schools in Guinea, the sub-component will also finance preparatory activities to design appropriate architectural models and furniture adapted for their conditions. Other sub-components will also finance teacher training, teaching and learning material, and pedagogical support (see sub-components 2.1 and 2.2) adapted for delivery in single classroom and satellite schools, as well as mechanisms to ensure the effective monitoring and evaluation of interventions (see sub-component 3.1).

7. *At the lower secondary level*, the sub-component will finance the construction of 180 classrooms, divided between: (i) the construction of six urban lower secondary schools (72 classrooms) which were planned as part of the ESP1 but were not built; and (ii) 108 other classrooms for new lower secondary schools in rural areas. Pending the results of a study focused on expanding basic education which will be conducted in the first year of the ESP2 (which will define a new model for rural lower secondary schools to be implemented in all administrative regions of the country), the project will finance construction in accordance with the current four-classroom prototype. Site selection for new schools will be guided by the proximity of proposed sites to populations of underserved children. All new classrooms will be furnished and access ramps, latrines (separate for boys and girls), and water points will be constructed for all beneficiary schools.

8. Construction modalities will be informed by the environmental and social audit of civil works and the evaluation (February 2014) of construction delivered under the auspices of the ESP1. At the primary level, in urban and peri-urban settings the project will prioritize the contracting out of construction activities to Small and Medium Enterprises (SMEs). In rural areas, community-based approaches (variations on the Support Program for Village Communities or *Programme d'Appui aux collectivités villageoises*, PACV) will be used to replace temporary infrastructure, and construction facilitated by NGOs will be used for the construction of the remaining classrooms. SME and/or NGO approaches will be used for construction in the lower secondary subsector.

9. A summary of the planned civil works (except for the rehabilitation of latrines) is presented in the following table.

Table 2.1: Summary of civil works to be supported under this sub-component⁵

Subsector	Zone	Objective	Classrooms	Latrines	Water points	Schools targeted ⁶
Primary	Rural	Equity (new small schools, satellite or unique classroom)	100	33	33	33
		Equity (temporary structure)	100	33	33	33
	Urban	Class size	200	67	67	67
Lower Secondary	Rural	Equity	108	30		30
	Urban	Class size	72	6		6

10. *At the strategic level*, to minimize inefficiencies in planning and monitoring, this sub-component will support enhanced collaboration between: (i) the National Service Infrastructure and Education Facilities (*Service National des Infrastructures et Équipements Scolaires - SNIES*) and the General Directorate of Planning, Statistics and Development of Education (*Direction Générale de la Planification, des Statistiques et du Développement de l'Éducation, DGSPDE*)⁷ for identification of new school sites; and (ii) the SNIES and the DRH to ensure that teachers are recruited and assigned to new classrooms and schools. Enhanced collaboration will be supported through the development of protocols for the identification of construction sites and to inform decision-making with regard to teacher allocation. Furthermore, the sub-component will finance the establishment of a monitoring system incorporating GIS and cell phone technology, and a website.

11. Expenditures to be financed under this sub-component include the cost associated with civil works (classrooms, blocks of latrines, and water points), the procurement of furniture, and costs associated with the supervision of construction and the implementation of interventions to improve strategic planning and oversight.

Sub-component 1.2: School health and hygiene (Costs including contingencies: Pooled-Fund US\$5.5 million out of which GPE US\$3.4 million and ERRTF US\$1.0 million)

12. In order to prevent further contagion and spread of Ebola in the school setting, the MEPU-A, in collaboration with its partners, distributed hand washing kits and thermometers, developed and disseminated protocols for the safe and efficient reopening of schools, and trained teachers on Ebola prevention, etc. However, there remains a shortage of hand washing kits (antiseptic soap, chlorine, and water buckets) and the sometimes poor health and hygiene standards in school was brought to light by the situation.

13. Therefore, this subcomponent will aim to support the effort of ensuring a safe, clean, and healthy school environment. As such, it will finance: (i) the procurement and distribution of hand

⁵ Data in this table does not include rehabilitation of latrines.

⁶ The number of schools targeted is an estimate based on the average number of classrooms of schools in their approximate locations.

⁷ Collaboration between National Directorate for Primary Education (*Direction Nationale de l'Enseignement Élémentaire, DNEE*), National Directorate for Secondary Education (*Direction Nationale de l'Enseignement Secondaire, DNES*), Regional Education Inspection Unit (*Inspection Régionale de l'Éducation, IRE*) and Prefectoral Direction of Education (*Direction Préfectorale de l'Éducation, DPE*) will also be strengthened.

washing kits in primary schools which did not receive an adequate supply during prior distributions; and (ii) the construction of 284 latrines and 466 water points in primary schools where they do not exist and the rehabilitation of latrines in 57 primary schools. This will allow safeguarding the lives and health of students and their teachers now that the schools have reopened, motivate the return to school of children whose parents fear the potential risk of contagion in the schooling environment, and promote resilience to future epidemics (EVD or otherwise).

14. Selection criteria for schools to benefit from the construction or rehabilitation of latrines and water points will include enrollment, the date of construction of the school and, in the case of water points, the distance from the water point servicing the community. Selection criteria for schools to receive hand washing kits will include enrollment, number of hand washing kits already received, and incidence rate of the epidemic in the area.

15. Expenditures to be financed under this sub-component includes the cost of civil works (blocks of latrines and water points), the procurement of furniture and hand washing kits, and costs associated with the supervision of these activities.

Sub-component 1.3: Non-Formal Education and Functional Literacy (Costs including contingencies: Pooled-Fund US\$3.5 million out of which GPE US\$2.6 million)

16. Since the government reshuffle of January 2014, literacy and non-formal education activities have been assigned to the MEPU-A. As a consequence, this project will support MEPU-A with the roll-out of functional literacy campaigns and the upgrading of NAFA (alternative non-formal education) centers. Through these activities, sub-component 1.2 aims to increase literacy rates for youth and adults, with a special focus on females, and reduce the number of out-of-school children (10-14 years old).

17. ***Functional Adult Literacy.*** The sub-component will finance the organization and roll-out at scale of functional literacy campaigns through the “*faire-faire*” (learn by doing) approach.⁸ It is expected that the campaigns will reach a total of 97,000 youth and adults. In light of the positive spillovers associated with improving the education of girls (educated women are more likely to send their daughters to school), women will be a priority target of these activities.

18. Activities will focus on strengthening partnerships with authorized local operators across the country for the delegated implementation of literacy activities and the rigorous monitoring and evaluation of results (see sub-component 3.1). Campaigns will be delivered through NGOs and private organizations active at the local level.⁹ These organizations will be selected on the basis of their technical and financial proposals in line with selection criteria to be presented in the PIM, including the quality of proposed programs and curricula, location and targeted beneficiary groups.

⁸ Although implemented at the decentralized level through local operators, the term campaign is used since the activities are launched concurrently and monitored from the central level.

⁹ There exist around a hundred NGOs active in the sector which are organized in five networks: (i) the REGA; (ii) PAMOJA; (iii) Coalition EFA; (iv) N'KO; and (v) Koranic characters harmonized. The number of operators recruited in the context of this sub-component is likely to comprise between 10 and 20 operators as high capacity operators are generally more likely to respond to the request for proposal and meet the required criteria.

19. **NAFA programs.** The alternative/non-formal education (NAFA) centers have historically focused on vocational training. These centers will be reorganized to provide educational services to out-of-school children between 10 and 14 years old, through programs and teaching strategies tailored to respond to their specific needs. The NAFA program will consist of an accelerated primary curricula delivered in three years instead of six.

20. The non-formal and formal education systems will be aligned to allow for the integration of students enrolled in alternative programs into the formal sector. Steps will be implemented to more effectively align education outcomes associated with NAFA training with the job market and vocation training. It is expected that a total of 21,000 children will enroll in targeted NAFA centers, and that the likelihood of reintegrating these children into the formal sector through transfer to a formal primary school or completion of the Primary School Leaving Exam will increase over the project duration.

21. Government will be responsible for making the requisite venues and teachers available, through the utilization of the existing network of primary and lower secondary schools and by training and incentivizing primary and lower secondary teachers to offer services to the non-formal sector, in addition to their responsibilities in the formal sector. To ensure the quality of NAFA services delivered (integrating the particular circumstances of learners who are more likely to have had a negative experience in the formal sector and/or are confronted with challenging personal circumstances), teachers recruited to work in the centers will be selected from a pool of individuals with previous training in NAFA approaches. Selected teachers will be enrolled in workshops to upgrade their skills.

22. Given the government's limited experience in the implementation of non-formal education programs, NAFA activities will be implemented in a limited number of districts with particularly low enrollment. Centers will be closely monitored and evaluated to inform the development of an effective strategy to scale up the program under the Ten-Year Education Sector Development Plan (*Plan de développement décennal de l'éducation et de l'alphabétisation*, PDDEA) (2018-2027) (see sub-component 3.1). The proportion of NAFA students who successfully integrate into formal education sector or find employment will be closely monitored.

23. Expenditures financed under this sub-component will cover costs associated with the implementation of literacy campaigns; costs incurred for the development of workshop programs for animators, teachers, and pedagogical advisers; the procurement of teaching and learning materials, and operating costs; and costs associated with the updating of curricula to ensure the inclusion of N'KO and Koranic¹⁰ characters, and innovative teaching methods such as REFLECT¹¹, the use of local languages in the delivery of education, and the promotion of pedagogical strategies for accelerated learning; and operating costs.

Component 2: Quality of Teaching and Learning Conditions (Costs including contingencies: Pooled-Fund US\$21.7 million out of which GPE US\$16.1 million)

24. Component 2, in alignment with the second strategic priority of the ESP2, aims to improve the quality of teaching and learning conditions in the primary and lower secondary subsectors,

¹⁰ The use of these is a recommendation of the UNESCO Conference in Bamako (November 1987).

¹¹ REFLECT is a pedagogical technique which builds on practical skills before moving to strengthening theoretical knowledge.

with contingent effects for the improvement of learning outcomes throughout the basic education cycle. Implementation of component 2 is expected to contribute to improved retention, a smoothing of the transition from primary to lower secondary education, and the improvement of completion rates.

25. Interventions to be financed under component 2 focus on: (i) the training of teachers (and selected other education sector staff); (ii) the production and distribution of teaching and learning materials; and (iii) costs associated with improving decentralized and school-based management and accountability.

Sub-component 2.1: Teacher Training and Pedagogical Support (Costs including contingencies: Pooled-Fund US\$3.6 million out of which GPE US\$2.6 million)

26. Sub-component 2.1 aims to improve the quality of teaching through in-service and pre-service training focused on the upgrading of knowledge and pedagogical skills of primary and lower secondary school teachers. Different in-service training packages will be designed and delivered to targeted groups of teachers, including the upgrading of in-service training for primary and lower secondary school teachers, programs focused on improving the pedagogical skills of teachers in small rural schools (multi-grade), and early reading (ER) instruction for lower grades. The sub-component will also support the upgrading of pre-service training institutions (TTCs and universities).

27. ***In-service training of primary school teachers.*** Following the assessment of teachers' skills (content-knowledge and pedagogical) in 2012-13, it was established that 5,572 teachers fall within the Low Tier ("*tiers faible*") of teacher competency, 11,665 within the Middle Tier ("*tiers moyen*") and 843 within the Strong Tier ("*tiers fort*"). Of these teachers, 5,041, 6,775 and 843 of the respective Low, Middle, and Strong tiers are yet to receive training, and the project will be able to only train some of them. This sub-component will finance the implementation of in-service teacher training programs specifically designed to meet the needs of teachers in each tier¹².

- a. ***Low Tier (3,331 teachers).*** The main objective of interventions targeting this tier of teachers will be to improve targeted teachers' knowledge of content in French and mathematics, and upgrade their pedagogical skills. Training will be delivered at the district level through face-to-face sessions. Programs will run for 20 days per year, over a period of three years, with classes scheduled during school holidays. Training will be led by Pedagogical Advisers and Trainers (*Conseillers Pédagogiques Maîtres Formateurs*, CPMFs) with oversight from the Prefectural Directions of Education and Community Delegations of Education (*Direction Préfectorale de l'Éducation*, DPE; *Délégation Communautaire de l'Éducation*, DCE). At the end of each session, teachers will be assessed (including through classroom observation) to ensure that the intended skills were acquired. Teachers who successfully pass the test will receive a pedagogical kit including relevant teaching and learning materials which they will be expected to use in their classrooms. Teachers who fail the test will not be invited to attend subsequent training sessions and will be targeted for possible replacement.

¹² The project funding will be complementary to other funding sources in the implementation of these in-service training activities. All assessed teachers will therefore be trained in the 2015-17 period but different funding sources will be used. See the ESP2 documents for details.

- b. *Middle Tier (4,000 teachers)*. This training package will also target improvements in content-knowledge and pedagogical skills, but the delivery strategy will be adapted to their specific needs. Training will be delivered in face-to-face sessions of 25 days (in total) during school holidays in two yearly cohorts. At the end of the training, each teacher will be expected to be able to deliver lessons of a higher quality. On completion of the program, each teacher will be assessed (including through classroom observations) to ensure the effective transfers of skills.
- c. *Strong Tier (843 teachers)*. In view of these teachers' specific deficiencies in grammar and geometry, the training to promote knowledge and skills related to these specific disciplines will be delivered through distance learning over a period of three months through the Pre-University Centre for Distance Learning (*Centre Pré-Universitaire de Formation à Distance*, CPUFAD). Under the supervision of tutors, enrolled teachers will receive guidance from CPUFAD through specifically-designed modules and training guides. On completion of the program, each teacher will be assessed (including through classroom observations) to ensure the effective transfers of skills.

28. The design of the above in-service training will be informed by lessons learned through the implementation of the Educated Girl Succeed (*Filles Eduquées RÉussissent*, FIERE) project financed by the German Federal Enterprise for International Cooperation (*Gesellschaft für International Zusammenarbeit*, GIZ) who was targeting support to girls with learning difficulties. The integration of these lessons learned will help to ensure that teachers are equipped to promote gender equity in their classrooms. The design will also include a module focusing on EVD prevention and health to strengthen prior efforts to raise awareness carried out by the government.

29. A specific pedagogical support mechanism will be designed and implemented to promote the application of skills acquired through in-service training to the classroom environment. Low Tier teachers will receive intense pedagogical support over the course of their three years of training, Middle Tier teachers will benefit from specific pedagogical support in the year following training, while support to teachers in the Strong Tier will be provided primarily during their three month period of training. Monitoring and pedagogical support will be carried-out by the Primary Education Delegates (*Délégations Scolaires de l'Enseignement Élémentaire*, DSEEs), DPEs, principals, and selected Strong Tier teachers who will assume the role of mentors. To operationalize support, 843 teachers selected from the Strong Tier, 400 principals, and 419 DSEEs will participate in a distance learning program to enable them to become effective mentors, advisors and monitors.

30. ***Pedagogical skills for small rural schools.*** To maximize the impact of the construction program focused on the provision of small rural primary schools (one to three classrooms) and new ("proximity") lower secondary schools (see sub-component 1.1), and to support teachers in multi-grade classes in general, training will focus on multi-grade teaching strategies. Five hundred teachers, twenty DCEs/DPEs, and ten MEPU staff will be trained in the use of innovative student-centered teaching strategies, classroom management and assessment approaches adapted to the multi-grade and small rural school environment. Instead of the "cascade" transmission model, training will be delivered through educational workshops with provisions for the assessment of teachers' individual needs and the adaptation of training response to these needs. Training will

take place on weekends and school holidays, and participants will be provided with relevant teaching and learning materials.

31. ***Early reading (ER) pedagogy in lower grades.*** Building on results achieved through the implementation of the EGRA, training will aim to strengthen the capacity for teachers to promote reading skills in the lower grades (grades 1 and 2). Pedagogical strategies will utilize an integrated approach including mastery of the alphabetic principle and the use of the mother tongue (local language) as a medium for the teaching of reading¹³, which is currently being piloted by the National Institute for Research and Pedagogical Action (*Institut National de Recherche et d'Action Pédagogique*, INRAP). Training sessions will be delivered at the regional and prefectural levels and will include both theoretical and practical sessions (including training in the production of teaching materials using local resources). Five hundred teachers, assigned to a sample of ER pilot schools, as well as associated 250 DE, 30 DSEE, and 45 representatives of Parent Teacher Associations (PTAs) are expected to benefit from the training. The number of ER pilot schools will be progressively increased from 80 in 2014 to 150 in 2015, and to 250 in 2017. Consultants (experts in ER pedagogical strategies including the use of local languages) will be recruited to support the MEPU-A in the design of programs and training materials.

32. ***In-service training of lower secondary school teachers.*** At the lower secondary level, in-service training activities will focus on the strengthening of academic and pedagogical skills for all lower secondary school teachers of Mathematics, Physical Sciences, French and Earth and Life sciences (*Science de la Vie et de la Terre*, SVT). Training sessions for teachers will take place at the school level and will be delivered by the 1,600 heads of relevant pedagogical units within the country who will have been previously trained by a core of 107 regional trainers during school holidays. Prior to implementation, the capacity of the regional trainers will be strengthened through face-to-face regional workshops led by a technical team of Secondary School Pedagogical Advisors (*Animateurs Pédagogiques de l'Enseignement Secondaire*, APES). Heads of pedagogical units will also receive printed programs, teaching guides and reference books which will be available for consultation by the teachers at the school level.

33. ***Pre-service training of primary and secondary teachers.*** Support to TTCs and universities in their delivery of pre-service primary and secondary teacher training will include the integration of the training packages articulated above into the established pre-service curriculum. To ensure the long term sustainability of both in-service and pre-service teacher training, the project will promote the institutional strengthening of TTCs and universities through: (i) the delivery of annual capacity building sessions in different disciplines; (ii) the development of pre-service training programs and curricula incorporating specific methodologies and innovations to be included in the in-service training activities; (iii) the strengthening of institutional partnerships between ministries through thematic workshops; (iv) the rolling-out of quality assurance mechanisms using controls and protocols developed through the ESP1; (v) continued experimentation with curricula for preschool teachers and active learning methodologies; (vi) the reinforcement of practicums for student teachers through capacity building for supervisors and the acquisition of equipment; (vii)

¹³ A team of specialists selected from all structures involved will be conducted in place to reflect on the introduction of national languages in the teaching of reading during this interim phase. It will have to conduct consultations at the national level languages to teach, guide the drafting of tools for both learning toddlers as for initial and ongoing training of teachers. A timeframe of experimentation and gradual introduction of national languages will be developed in consultation with all stakeholders and will form part of a comprehensive policy for the promotion of national languages.

the establishment of performance contracts for TTCs through “TTC improvement projects” and the monitoring of implementation and standards. External technical advisory support will be financed to ensure that global best practices are internalized.¹⁴

34. The sub-component will finance costs associated with consultancy fees, TA, the procurement of goods and equipment, training costs and study tours, and operating costs.

Sub-component 2.2: Teaching and Learning Material (Costs including contingencies: Pooled-Fund US\$7.6 million out of which GPE US\$5.7 million)

35. This sub-component will support the distribution of teaching and learning materials to preschool centers, primary schools and lower secondary schools, to facilitate more effective pedagogical engagement with students and the promotion of more meaningful learning activities aligned with the curriculum.

36. ***At the pre-school level***, the sub-component will finance the acquisition of learning materials and games for about 50,000 enrolled children in public and community preschools.

37. ***At the primary level***, the sub-component will finance the printing and distribution of textbooks, as well as specific teaching and learning material to be developed and experimented within the context of small rural schools (multi-grade classes) and ER pilot schools.

38. This sub-component will also implement activities to improve the textbook-to-student ratio at the primary level. The project will finance the reprinting of 40 percent of all primary level textbooks (about 2,600,000), the production of a revised grade 6 mathematics textbook (about 400,000) designed and validated by the INRAP, as well as guides, worksheets and audio media for the use of textbooks by teachers, and the distribution of this material.¹⁵ These interventions are expected to increase the textbooks-to-student ratio from 4:1 to 5:1 in targeted primary schools by 2017.

39. The sub-component will finance the design, production, and dissemination of teaching and learning materials specific to reading instructions in the early grades in the ER pilot schools (see sub-component 2.1). Activities will include the procurement of cheap reading and writing books to be made available in reading corners of schools, or for students to take home, teachers’ guides, posters, and the production and broadcast of radio shows (songs, awareness campaigns, interactive sessions, etc.).

40. With regards to multi-grade teaching skills, the sub-component will finance the production and distribution of teaching materials, adapted from those already designed by INRAP, for 250 small rural schools.

41. To improve overall efficiency in the allocation, distribution, and use of textbooks, the project will support the following activities: (i) the promotion of involvement of principals and parents through the reinstatement of textbook management committees and capacity building

¹⁴ Consideration will be given to renew the agreement with the Center of Pedagogical Studies for Experimentation and Guidance (*Centre d’Études Pédagogiques pour l’Expérimentation et le Conseil*, CEPEC) International which provided technical advisory support to the TTCs during the ESP1.

¹⁵ The MEPU-A owns the copyrights for all primary level textbooks and teacher guides.

activities in line with the Training for School-Based Management (*Formation à la Gestion à la Base*, FGB) approach; (ii) improved planning process through the use of updated statistics; (iii) stronger monitoring of the distribution and use of textbooks using cell phone technology; (iv) experimentation with the decentralized procurement of textbooks in the context of the PAEs (see sub-component 2.3); and (v) training in the use of textbooks incorporated into the DSEE training plans (see sub-component 2.3)

42. ***At the lower secondary level***, the sub-component will finance the editing, purchasing and distribution of the five Grade 10 textbooks for a total of 470,000 students. These textbooks will be procured through an international competitive bidding process targeting private publishers who own the copyright for selected titles. In parallel, the project will finance the design and editing of lower secondary textbooks and prepare acquisition for copyrights by the MEPU-A, leading to future cost reduction. The latest school statistics will be used to identify the need for new textbooks. Distribution of textbooks will utilize the same mechanism articulated for the primary level. This activity is expected to increase the textbook-to-student ratio in grade 10 from 1:1 to 5:1 by 2018.

43. ***For pre-service training activities***, the sub-component will finance the procurement of educational kits and reference books for documentation and information centers in TTCs and Universities.

44. Expenditures to be financed under this sub-component includes costs associated with the design, production and distribution of textbooks and teaching guides for preschools, primary schools and lower secondary schools; the design and production of cheap reading and writing books for ER primary pilot schools and multi-grade classes; the procurement of resources for TTCs and universities; and the strengthening of the textbooks distribution and monitoring mechanisms.

Sub-component 2.3: Accountability, Incentives and Decentralization (Costs including contingencies: Pooled-Fund US\$10.5 million out of which GPE US\$7.8 million)

45. In order to promote system-wide improvements in the quality of education service delivery, this sub-component will support activities aimed at improving decentralized and school-based management and at strengthening accountability mechanisms throughout the system. These ends will be promoted through the provision of: (i) grants to decentralized MEPU-A structures; (ii) grants (unconditional or results and performance -based) to schools, and the introduction of mechanisms to promote participatory community monitoring of school performance and the simplification of school report cards; (iii) performance-based incentives for teachers; and (iv) interventions to expand the activities of inspectors and pedagogical advisers.

46. ***Grants to Decentralized MEPU-A structures***. In line with the decentralization and de-concentration of the objectives of the ESP2, this sub-component will finance the transfer of financial resources (grants), in addition to delegated credits from the MEPU-A, to decentralized structures with strict technical and financial reporting requirements. Additional financing will be earmarked to support the planning and implementation of activities under the auspices of other project sub-components, including teacher training (with a particular emphasis on how to support girls' education), the purchase of textbooks, M&E, pedagogical support, etc. The number and type of structures that will receive grants and their approximate yearly amounts are the following: 8

IREs (US\$20,500 per IRE); 38 DPE/DCEs (US\$20,500 per DPE); and 419 DSEEs (US\$1400 per DSEE).

47. To ensure the effective FM of grants while reinforcing on-going public finance and fiscal decentralization reforms, the sub-component will support the preparation and dissemination of simplified budgetary and FM guides, the development and supply of tools for auditing and budgetary execution, and the training of central and decentralized staff in the use of these tools. Furthermore, to improve efficiency, accountability, and transparency in the management of the grants and delegated credits, budgetary information will be published regularly, internal and external audits will be strengthened, and the payments of subsequent grants will be conditional on the submission of receipts and reports justifying the use of prior disbursements and the achievement of results.

48. ***Results-Based Grants to Primary Schools.*** Additional financial resources will be transferred to schools in the form of small grants. These funds are intended to provide schools with the means to improve performance with regard to equitable access and quality given the specific challenges and constraints they are facing as described in their PAEs. The PAE will describe proposed activities to improve quality (e.g., teachers and student rewards for low absenteeism, repetition, availability of teaching and learning material, organization of remedial classes, etc.) and/or equitable access for hard-to-reach children, especially girls (e.g., awareness campaigns, scholarships, school meals, mother groups, etc.). PAEs will be prepared during school holidays and submitted to a review committee (including central and decentralized representatives) for approval.

49. To enhance the accountability of schools to communities and parents in the use of these grants, approved PAEs will be disseminated and posted publicly, and associated activities, outputs and outcomes will be monitored by the community with results publicly disseminated using simplified school report cards. Towards this end, the project will incorporate the FGB approach involving PTAs in the monitoring of teacher absenteeism and the distribution of textbooks which was piloted during the ESP1. This tool will be scaled-up (under the responsibility of inspectors).

50. The grant allocation process will be designed in accordance with results based financing (RBF) mechanisms, by making a portion of grants conditional on the school's achievement of its objectives and performance. Specific measurements of school performance will be presented in the PIM but consideration will be given to using exam scores, school report card outcomes, and complementary data collected by DPE/DCE/DSEE, inspectors, and planners.

51. The unconditional portion of the grant will be progressively targeting all primary schools in the country and will be in the amount of US\$190 per year¹⁶ on average (actual amount will depend on school size). The results-based portion will include a small bonus (average US\$40) to medium-performing schools (30 percent to 40 percent of schools) and a larger bonus (US\$90) to the best-performing schools (10 percent to 20 percent of schools) among the schools already receiving the unconditional portion of the grant. The impact of the conditional portion of the grant will be evaluated to inform the future expansion of the intervention.

¹⁶ Amount of the grant for the 2014-15 school year will be a quarter of the regular value given the date of the project launch.

52. ***Performance-based incentives for teachers.*** The sub-component will finance the continuation and scaling-up of the existing performance-based teacher incentives program. While the final impact of the initial program is currently being analyzed, given the passionate and positive reaction of teachers and decentralized structures the MEPU-A has indicated that it would like to keep the program running, scaling the program up and adapt it to ensure sustainability.

53. The scale-up and adaptation will build upon the on-going impact evaluation design so as to be in a position to assess the effect of the proposed modifications. The current program targets Grade 3 and 4 teachers in 420 randomly selected schools which are divided into three groups where target teachers are offered different rewards: (G1) no rewards (control group); (G2) a performance-based in-kind reward; (G3) a performance-based recognition (i.e., social prestige or status) reward. In-kind rewards consist of goods such as rice, radios, cell phones, while recognition rewards consist of certificates, a letter from the Minister of MEPU-A, public ceremonies, and radio announcements. Performance is measured against two indicators: (i) student test scores as measured through the SNCESE standardized assessment; and (ii) class preparation and the delivery of lessons as measured by inspectors using a specially designed observation form. In the first year of the program, approximately 60 percent of the targeted teachers received a reward. Modifications to design (using a performance indicator made up solely of the quality of class preparation and lesson delivery and/or rolling-out a cheaper test administration process) will aim to make the intervention more sustainable and scalable and will be tested through a randomized controlled trial (RCT) built on the foundations of the current program.

54. ***Revitalization of Inspection.*** The sub-component will finance capacity-building activities and the procurement of equipment for the inspectorate and pedagogical advisers on the basis of the implementation of school-level activities (guidance and information collection) described above. Information collected (assessments results, teaching and learning time, pedagogical approaches, use of teaching and learning material, etc.), using instruments specifically designed for this purpose, will serve as inputs for school report cards, results-based grants, and performance-based incentives for teachers. Guidance provided by inspectors and pedagogical advisers is intended to support school level activities aimed at the attaining of objectives described in PAEs and reinforcing of teacher training activities (see sub-component 2.1).

55. Expenditures to be financed by this sub-component include the provision of grants and incentives for decentralized structures, the schools and teachers; the upgrading of existing participatory community monitoring procedures and instruments; revision and dissemination of a PAE procedures manual; the design of tools to be used by inspectors and pedagogical advisers; the provision of training and workshops; the production and dissemination of school report cards; the planning and implementation of school inspection visits; and the procurement of equipment (hardware and software), vehicles and operating costs.

Component 3: Strengthened Management and Governance in Education (Costs including contingencies: Pooled-Fund US\$5.2 million out of which GPE US\$4.0 million)

56. In alignment with the fourth strategic priority of the ESP2, and in accordance with the findings of the recent education sector PER, component 3 will support interventions to enhance the overall governance and management of the education sector through support to activities focused on: building M&E capacity to enable evidence-based policy design, strategy and planning;

piloting programs to improve HR management; undertaking analytical work to prepare the roll-out of future reforms. Component 3 will also support institutional capacity building for the effective management of the pooled-fund, coordination of the ESP2, and the strengthening of the MEPU-A's fiduciary and technical capacity.

Sub-component 3.1: Governance and Reforms (Costs including contingencies: Pooled-Fund US\$2.6 million out of which GPE US\$2.0 million)

57. Critical to the effective design and implementation of reform, is the availability and use of timely information that accurately reflects the functioning of the system. In an educational context, evidence-based planning and reforms require strong M&E and planning systems, and, in light of the importance of labor in the education “production” function, an efficient HR management system.

58. ***Strengthening of M&E system.*** The strengthening of system-wide M&E in the sector, will capitalize on M&E interventions implemented under other components, in combination with specific activities to build the planning and evaluation capacity of the MEPU-A. Strengthening of the M&E activities and mechanisms financed by the sub-component will be as follows.

- a. *Preschool.* A partnership framework between the MEPU-A and MASPFE will be signed to assign responsibilities to the DSEEs for the monitoring of public and community preschools with the intention of strengthening pedagogical support to preschools. The capacity of DSEEs will be strengthened through workshop, delivered by the inspection team responsible of preschools. To enable the DSEE to fulfill these new activities, standards and monitoring tools will be developed and produced.
- a. *Early Grade Reading Assessment (EGRA).* Outputs and impacts associated with the new ER instruction strategies will be assessed through classroom observation and regular administration of the EGRA tool in ER pilot schools and control counterparts. To eliminate selection bias and ensure comparability, pilot and control schools will be randomly selected within the subsample of eligible schools. M&E results for each phase will allow adjustments and corrections to be made to activities in subsequent phases. Furthermore, results will inform the government on the appropriateness of scaling-up the approach to all schools.
- b. *In-Service training for Low, Middle and Strong Tier Teachers.* To assess the outcomes of in-service training, the following strategy will be adopted: (i) a standardized assessment of teacher knowledge and pedagogical skills (comparable to the one carried-out in 2012-13) administered by the SNCES to all beneficiary teachers and a subset of non-beneficiary teachers; (ii) continuous monitoring of training activities by a team at the central level; (iii) the establishment of a computerized database capturing outputs and outcomes of in-service training activities; and (iv) the preparation of mid-term and final external evaluations of training outcomes.
- c. *Small schools and multi-grade teaching.* The effectiveness of the small schools model (one to three classrooms prototype combined with pedagogical support, teaching and learning material and teacher training in multi-grade teaching strategies) will be tested and assessed

with regard to its impact on increasing access (especially among girls) and improving learning outcomes. M&E of interventions in this regard will inform the potential scaling-up of interventions to additional communities. Assessments of in-class teaching practices will be carried-out by the IGE and standardized testing will be managed by the SNCESE.

- d. *Literacy and Non-formal education.* M&E of the results of literacy program service providers and NAFA centers will benefit from the standardization of assessment in each context at the end of the campaign in adult literacy and at the end of each year of the NAFA program. Activities will include an integrated M&E system to establish an effective feedback loop between program effectiveness and design and to inform future scaling-up of activities.
- e. *In-Service for Lower Secondary Teachers.* A specific M&E strategy will be rolled-out to monitor and assess the transfer of knowledge from the heads of pedagogical units to teachers and classroom practices. Support for the development of monitoring tools will be provided by the national technical team.
- f. *Textbooks.* M&E of textbook-related activities will focus on the delivery and use of textbooks, the accumulation of data collected through cell phone technology, the FGB approach, and as reported in inspectorate report and forms.

59. Improvement to the data management and assessment capacity of the MEPU-A, for system-wide impact, will include capacity building and the provision of equipment for planning, data collection and analysis, and dissemination of the Education Management Information System (EMIS), and standardized student learning assessment data.

60. To improve the timeliness, quality and reliability of statistical data, the sub-component will finance: (i) the design of tools for statistical analysis (using online analytical processing (OLAP), Structure Query Language (SQL), Statistics Package for the Social Science (SPSS), etc.) to be used by central and decentralized levels of government, and associated capacity building for relevant planners, managers and other relevant personnel; (ii) the purchase of supplies and equipment for the statistical and planning units of DGSPDE and SNCESE; (iii) the establishment of an online portal to facilitate integration of central and decentralized statistical databases; (iv) the renewal of the GIS of schools and the educational environment (water points, health center, markets, etc.), building on existing databases, as well as through the development and implementation of transparent criteria for education related construction (i.e., the renewal of school mapping practices); and (v) the publication of statistical, evaluation and exam data on the MEPU-A website.

61. The project will finance the regular administration of student learning assessment in a representative sub-sample of schools (augmented to include some of project targeted schools for M&E purposes) by the SNCESE. Collaboration with PASEC will be renewed to mitigate the potential for conflicting institutional missions with the application of regional best practices and to provide capacity building opportunities for staff of the SNCESE to enable effective data analysis. The sub-component will finance the introduction of systemic mechanisms for timely and quality data entry (e.g., using optical scanners) to enable more effective analysis of assessment data and exam results for the targeting of remedial actions at the school and district levels.

62. The sub-component will support enhanced evidence-based decision making through the strengthening of capacity at the MEPU-A to enable effective analysis of the wealth of data collected through above mentioned interventions. Activities in this regard will primarily consist of support from experts and consultant, and hands-on training during which MEPU-A teams will receive support in the production of in-house analytical reports using available data for policy decisions and the piloting of the system.

63. **Human resource management.** The sub-component will finance continued support for reforms in HR management initiated under the EFA-IDA project implemented through the course of the ESP1, and capacity building. Envisaged activities will include improvements to HR processes and databases, as well as the introduction of controls at the school level.

64. **HR processes.** The sub-component will finance: (i) the development of an inventory and a description of all positions in the sector, as well as the implementation of enforcement mechanisms, with a priority for positions with the highest likely impact on improving the quality of education service delivery (DSEE, Planners and Assistant Managers, Heads of Pedagogical Units within DPE, DCE and IRE); and (ii) the implementation of an appropriate mechanism for recruitment, defining of transfer scales, and careers management (e.g., combining the information on completion of pre-service training with the MPS recruitment competitions).

65. **HR databases.** The sub-component will finance: (i) capacity building activities for the central and decentralized staff, and equipment to implement an efficient computerized and decentralized HR management system, in alignment with the job mapping and deployment of teachers; (ii) the continuation of activities associated with the harmonization and linking of databases of the DRH, DGSPDE, MPS, and Ministry of Finance (MoF) in line with current public finance sector reforms and the database of the National Service for Training and Staff Development (*Service National de la Formation et du Perfectionnement des Personnels*, SNFPP) to track participation in in-service training activities; and (iii) the launching of computerized tools to calculate transfer scales (offline), to collect and handle transfer requests (online) and to facilitate the rigorous application of recently designed protocols.

66. **Studies and preparation of reforms.** Studies financed by this sub-component will utilize improved data and M&E mechanisms and HR management to inform prioritized reform initiatives. They will include, *inter alia* :

- a. The preparation of the strategy to expand basic education to lower secondary. This strategy will be developed through the development of clear integrated approaches with regard to infrastructure provision, curriculum design, teaching and learning materials, recruitment, deployment and training of teachers, exams and assessment, pedagogical support and inspection, etc., the establishment of better links between primary and secondary levels, between non-formal and formal sectors, and between the general and technical/vocational subsectors of education.
- b. The preparation of the PDDEA and a new Country Status Report (CSR). The preparation of these will be informed by data arising from the recently completed population census. This will include the development of a strategy to boost private sector participation in

activities relating to accreditation, supervision/monitoring/inspection, performance-based contract, quality assurance, parental involvement and choices, etc.

- c. The development of a holistic teacher policy. Preparatory work, including a diagnostic report, was completed in 2013. The sub-component will support the conclusion of this process and the dissemination of results.
- d. A study of secondary level content streams (content consistent with the priorities in technical, scientific and professional training) and the identification of appropriate mechanisms for course selection and vocational guidance.
- e. The development of a strategy to boost private sector participation in activities relating to accreditation, supervision/monitoring/inspection, performance-based contract, quality assurance, parental involvement and choices, etc., the revision of protocols governing private schools and the development and piloting of tools for improving the management, control and quality of private primary and lower secondary education.

67. Expenditures to be financed will include costs associated with the delivery of technical assistance and consultancy fees, capacity building activities and workshops, data collection activities including a number of sample-based surveys and assessments (curriculum-based and/or EGRA), and the procurement of equipment and operating costs.

Sub-component 3.2: Project Management and Coordination of the ESP (Costs including contingencies: Pooled-Fund US\$2.6 million out of which GPE US\$2.0 million)

68. Sub-component 3.2 will provide finance to build the logistics and HR capacity of the MEPU-A for effective oversight and management of the project, and to ensure coordination of the ESP2 across all line ministries responsible for education. Towards this end, envisaged activities will support the MEPU-A in the implementation of PFM reforms through the strengthening of the capacity of the DAF, and the building of capacity for the use of program budgeting and MTEF (by the systematic transfer of competencies from experts). Details of implementation arrangements are provided in Annex 3.

69. Activities to be financed under this sub-component include, *inter alia*, the procurement of equipment and furniture, costs associated with training, the repair and acquisition of vehicles, the procurement of supplies, communication costs, operating expenses (fuel, insurance, maintenance of vehicles, etc.) and the financing of TA and the payment of local experts supporting the PCU (but not the salaries of civil servants).

Annex 3: Implementation Arrangements
GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

Project Institutional and Implementation Arrangements

1. The project will be implemented over a three year period. The implementing agency will be the MEPU-A.
2. In line with the recommendations for PFM highlighted in the ESP2, the Government has requested that implementation arrangements used for this project: (i) build upon the interventions of the EFA-FTI and EFA-IDA projects which provided support to the ESP1 while preparing the ground for the progressive transfer of responsibilities from the PCU to the MEPU-A in subsequent phases of the ESP; (ii) support the continued development and implementation of program budgeting and MTEF; and (iii) strengthen, throughout this transitional period, the capacity of the MEPU-A structures for administrative oversight of the project and effective sector coordination.

Past Experience in Project Management and ESP1 Coordination

3. Between 2008 and 2014, implementation of the EFA-FTI and EFA-IDA projects, as well as the ESP1, was enabled through the adoption of a model based on three levels:
 - a. *Level 1*: A National Board, chaired by the Minister of MEPU-A and comprised of representatives of other ministries and departments involved in the education sector, as well as representatives of civil society, was tasked with political leadership of the program at the national level. Towards this end, the Board ensured consistency with other sectoral strategies and the Poverty Reduction Strategy Paper (PRSP), facilitated dialogue with partners and civil society, and ensured appropriate financial arbitrage between programs.
 - b. *Level 2*: A National Steering Committee, chaired by the Permanent Secretary (*Secrétaire Général*, SG) of the MEPU-A and comprised of representatives drawn from the relevant departments of education ministries, was tasked with the operational and technical coordination of the ESP1, including the validation of budgeted action plans and implementation reports. The Steering Committee relied on technical committees at the regional and departmental levels.
 - c. *Level 3*: Daily operational management was entrusted to a permanent body composed of officials and consultants called the National Coordination unit of the ESP (*Coordination Nationale – Plan Sectoriel de l’Education*, CN-PSE). This structure was responsible for the preparation of action plans, initiating activities (including the preparation of terms of reference and bidding documents), FM, procurement, M&E, an annual sector review, and ensuring effective operational dialog between the DPs.
4. Overall, this arrangement was found to be generally satisfactory. However, the following weaknesses were identified:

- a. *Management difficulties.* These were primarily due to the fragmentation of several functions of the CN-PSE and the existence of multiple non-essential assistant positions.
- b. *Institutional arrangements that militate against the transfer of responsibilities and the use of in-country systems, and in which the transfer of responsibilities was under-valued.* The planned strengthening of fiduciary and technical capacity to manage external funding within sectorial ministries had limited success. The CN-PSE was too separated from other structures to nurture the development of new capacity. The involvement of permanent structures of the administration (both at the technical and fiduciary levels) in the coordination/management of the ESP1 and the pooled-fund, was insufficient to drive capacity strengthening within these structures. The elaboration of the MTEF via the eponymous unit is a notable exception.
- c. *The management capacity of permanent structures of the administration is insufficient to assume full responsibility for resource management and procurement.* This is primarily due to poor human, material and technical resources within the DAF, but also due to weaknesses within the technical departments of the MEPU-A. In this regard, some technical departments were more successful than others in managing and coordinating activities while relying on the CN-PSE for FM and procurement. As a consequence, this project recommends the further strengthening of capacity and the promotion of project ownership within technical departments of the MEPU-A.

Proposed Project Management and ESP2 Coordination Arrangements

5. Taking into account the assessment summarized above, proposed institutional arrangements for the coordination of the ESP2 and management of the FoCEB, are described below.

Sector-level Coordination of the ESP2

6. The proposed coordination mechanism will be structured around three governing bodies:
 - a. *The Interdepartmental Steering and Coordination Committee (Le Comité interministériel de pilotage et de coordination, CIPC).* This committee will be chaired by the State Minister of the Sector (Higher Education) and be composed of the Ministers of Education, or their representatives, as well as representatives of partner Ministries responsible for Finance, Budget and Public Services. The CIPC will meet twice a year to ensure effective implementation of the ESP2 and facilitate consultation with stakeholders.
 - b. *The National Strategic Education Committee (Comité Stratégique National de l'Education, CSNE).* This committee will be composed of SGs in line ministries responsible for education, representatives of the prime minister, partner ministries, lead representative of donors and the Local Education Group (LEG) or *Forum Guinéen des Partenaires de l'Education* (FGPE). The committee will be chaired on a rotating basis by one of the SGs. The CSNE will meet quarterly and be responsible for validating the budgeted annual plans and ensuring compliance of plans and implemented activities with selected strategies and

with ESP2 objectives. The committee will regularly assess the effectiveness of strategies and suggest adjustments when necessary.

- c. *The Sector-Level Coordination of the ESP2.* This committee will be comprised of a coordinator and an administrative secretariat, and will rely on the MTEF and M&E units of the MEPU-A to prepare annual plans, as well as technical and financial reports. The composition of this committee is intended to ensure the alignment and sharing of MEPU-A expertise with the other two ministries (METFPET and MESRS), Offices for Development Strategies (*Bureaux de Stratégies de Développement*, BSD), and the planning departments of the three ministries (sectoral focal points). The Steering Committee will rely on technical committees at the regional and departmental levels.

Project management

7. The proposed project design has placed a strong emphasis on the progressive empowerment and strengthening of capacity within the DAF and the technical departments of the MEPU-A. Activities in this regard aim to establish sufficient capacity for in-house implementation of future projects, without assistance from any *ad-hoc* coordination structure, by 2018.

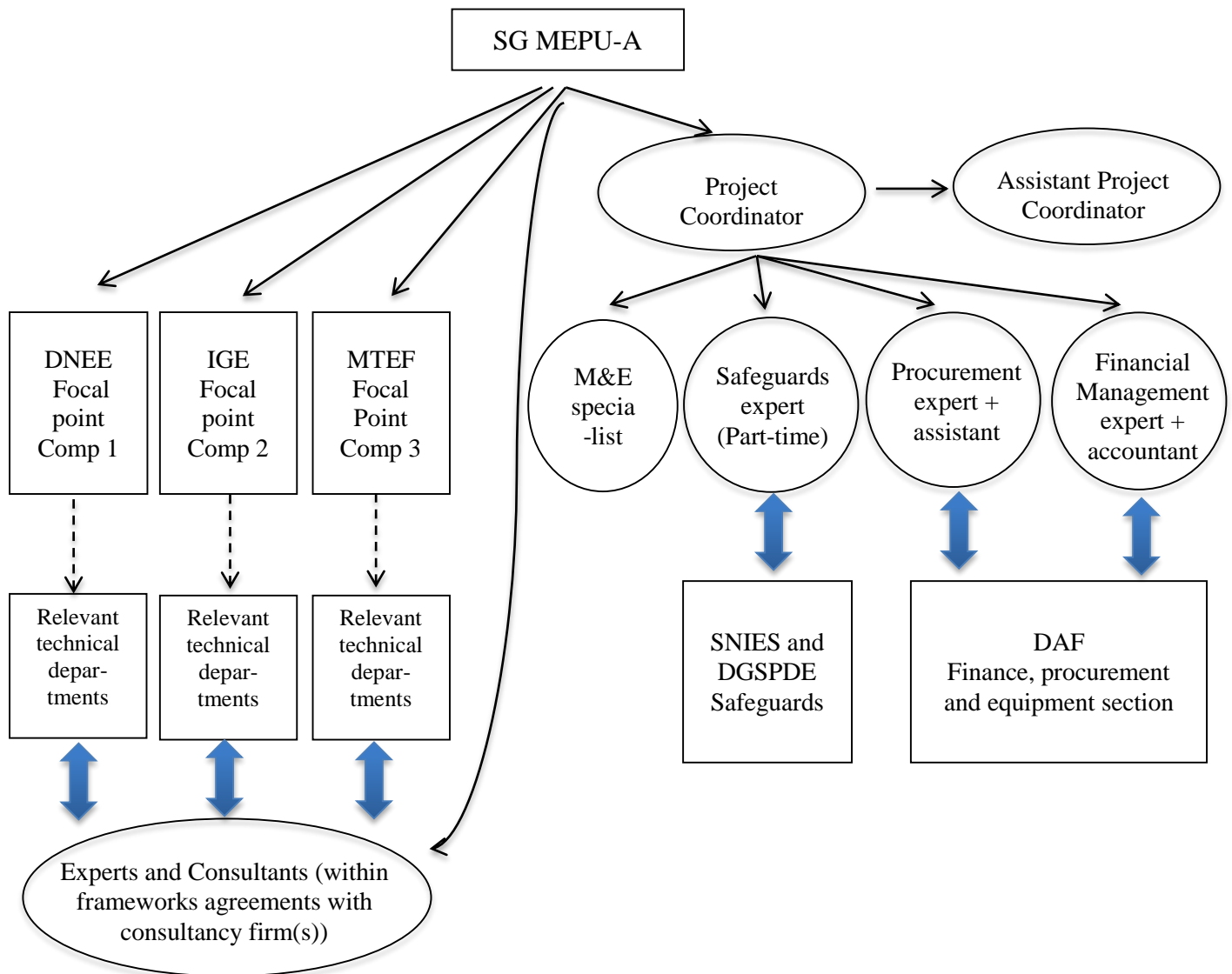
8. *Anchoring and overall administration.* As illustrated in Figure 3.1, under the authority of the SG of the MEPU-A, management of the project will be the responsibility of a PCU led by a project coordinator with the support of one assistant coordinator; both of whom will be civil servants. The PCU will also include an M&E specialist and administrative assistants (also civil servants).

9. The coordinator and assistant coordinator will be responsible for the coordination of implementation activities undertaken by the technical department and for providing support when needed. The coordinator will be financially responsible for the FoCEB, in the absence of the effective transfer this responsibility to the DAF. Budgeted action plans of the technical departments will be approved by the CSNE, chaired by the SG of MEPU-A. The coordinator will ensure compliance with planned costs and the alignment of activities with the strategy approved by the CSNE. The M&E specialist will be responsible for the monitoring of activities to be executed in the context of the FoCEB and, more generally, the ESP2, as well as results and intermediate indicators. S/he will prepare the annual technical and financial report of the FoCEB and ESP2, and towards this end, work in collaboration with the DGSPDE (in charge of EMIS), the MTEF unit (in charge of fiscal indicators and performance reporting), technical departments (in charge of the technical implementation and output/outcomes indicators), the DAF, and experts in procurement and FM. The M&E specialist will also participate in the monitoring of the ESMF and RPF.

10. *Procurement and financial management.* Procurement and FM functions will be the responsibility of the MEPU-A. However, in light of existing limited capacity, the project will finance the assistance of two experts (local consultants) working under the authority of the PCU coordinator for these functions. The first expert will be responsible for FM and will be supported by an accountant (civil servant). The second expert will be in charge of procurement and will be supported by a procurement analyst, preferably a civil servant (or a consultant in the absence of the corresponding profile in the public service).

11. These experts will be responsible for ensuring effective coordination of FM and procurement activities from the outset, as well as the progressive building of capacity and competencies transfer to the DAF. Each expert will be assigned to one or two counterparts within the DAF (most likely the section chiefs for finance, procurement and/or equipment), whose capacity (in line with specific competencies transfer plans) will be gradually strengthened through the course of project implementation, with management responsibilities of the DAF counterparts increasing in line with increased competency.

Figure 3.1: Schematic description of the proposed implementation arrangements



12. The MEPU-A will work in collaboration with the MoF and the National Directorate of Budget (*Direction Nationale du Budget, NBD*), to restructure the DAF, if necessary, to ensure that adequate counterparts are available. The MEPU-A will define the needed profiles to ensure that the DAF is staffed by individuals who possess the minimum prerequisites (defined by the experts)

to assume the new competencies. The MoF and NBD authorities will be sensitized and asked that they strictly adhere to the principle that a considerable share of the work of the counterparts will be dedicated to these tasks. This mechanism for transferring competencies and responsibilities to the DAF is consistent with the three-year action plan for PFM reform (PAT 2014-2016) and is dependent on the implementation of this plan.

13. Finally, the physical location (proximity) of experts and of the PCU more generally, in relation to the permanent structures of the administration, will be maintained. Despite consensus on the benefits associated with increased physical proximity, space constraints within the MEPU-A forbid, at this stage, a modification of this arrangement. The availability of new MEPU-A buildings (currently under construction) will struggle to cope with the need to physically relocate technical departments currently scattered around the capital (e.g., DNEE, DNEEG, SNFPP, part of the IGE, etc.) closer to the rest of the ministry.

14. *Technical responsibilities.* Coordination of technical activities will be the responsibility of one focal point per component. The current proposal is to designate the DNEE as the responsible focal point for Component 1, namely “Equity and Access in Education”; the IGE responsible for Component 2, namely “Quality of Teaching and Learning Conditions”; and the MTEF unit responsible for Component 3, “Strengthened Management and Governance in Education”. Support to these focal points will be financed and take the form of specific time-bound TA aligned with identified needs.

15. Technical departments within the MEPU-A will be responsible for implementation of activities within their functional mission (including budgeted action plans, TORs, oversight, technical reporting, etc.) As a consequence, the positions of experts in “Access”, “Quality” and “Management” (civil servants) currently positioned between the coordinator and the technical departments will cease to exist under the new implementation arrangements. However, technical departments will continue to work in collaboration with the coordinator, assistant coordinator, experts and DAF, in order to strengthen capacity for effective management of the fiduciary dimensions of activities. Support to technical departments will take the form of (i) the recruitment of three national experts for planning, MTEF, and HR and (ii) time-bound technical assistance recruited in alignment with one or more framework agreements with education and management consultancy firm(s). Experts and consultants will be required to work hand-in-hand with their assigned counterparts and transfer competencies (according to specific competencies transfer plans) to their MEPU-A counterparts.

16. *Safeguards.* A trained environmental and social expert will be hired on a part-time basis and will report to the PCU coordinator. This expert will support the MEPU-A in implementing the safeguards instruments and will be required to transfer appropriate competencies (according to specific competencies transfer plans) to designated counterparts at the SNIES and DGSPDE. Activities have been designed to ensure more effective implementation of safeguards, including the incorporation of environmental clauses in bidding documents, etc.

17. *Competencies Transfer Plans.* Plans will be prepared in the first six months of implementation to formalize the functional relationships between experts (procurement, FM, planning, MTEF, HR, and safeguards) and the MEPU-A department which they are supporting, in particular with their counterparts, to ensure the following outcomes: (i) the profiles of experts to

be recruited are accurately defined and agreed upon; (ii) a competitive process for the recruitment of experts is followed; (iii) the training of experts for the effective transfer of knowledge is launched; (iv) counterpart profiles are defined and agreed upon; and (v) the appointment of the counterparts is completed. The MEPU-A will mobilize a consultant to support the development of detailed competencies transfer plans in collaboration with experts and counterparts and aligned with the basic skills of the counterparts and, more globally, with the institutional capacity of their counterparts' departments.

18. The performance of experts over the period of project implementation will be assessed on the basis of their performance in executing the program and in progressively transferring competencies to their counterparts. Renewal of their contracts will be conditional on the results of these assessments. Reviews will take place periodically (at least annually) to increase the likelihood of successfully transferring these competencies before the end of the ESP2 implementation period. Reviews will take place at two levels:

- a. *At the collective level*, progress with regards to the transfer of competencies will be included as an indicator of the ESP2 and project. This assessment will be the responsibility of the M&E specialist under the authority of the coordinator;
- b. *At the individual level*, progress will be assessed on the basis of interviews carried out with the experts and their counterparts in the presence of the appraiser (the SG) to assess the level of competency acquisition.

19. Details of the new implementation arrangements will be further detailed prior to effectiveness and presented in the Project Implementation Plan (PIM).

Financial Management, Disbursements and Procurement

Financial Management

20. A financial management (FM) assessment of the MEPU-A was conducted by the WB, as part of project preparation, in accordance with the FM Manual issued on March 1, 2010. The objective of the assessment was to determine: (a) the extent to which adequate FM arrangements exist within the MEPU-A for use in the establishment of the PCU, and to ensure that project funds will be used for their intended purpose in an efficient and economical manner; (b) the likelihood of project financial reports being prepared in an accurate, reliable and timely manner; (c) if the entity's assets will be safely guarded; and (d) to assess the auditing capacity of the MEPU-A, in accordance with arrangements acceptable to the WB.

Risks and Mitigation measures

21. *Country issues.* The Public Expenditure and Accountability (PEFA) assessment of 2013 noted some progress in comparison to the PEFA undertaken in 2008. However challenges remain with regard to budget execution, accounting, and internal and external audit. The report recommended the implementation of a multiyear action plan to achieve progress in improving PFM. Guinea's MoF is committed to overarching reform of PFM through a reform strategy developed with International Monetary Fund (IMF) assistance in 2008. The first draft of the PFM

reform strategy was prepared in September 2013, with an action plan covering five years of implementation. The draft plan aims to achieve, *inter alia*, an effective system of PFM, efficient, transparent, capable of meeting the priorities of the PRSP III, establishing and consolidating core fundamental perspective in alignment with best international practice. This will build on all reforms induced by the adoption of new texts on the Budget Framework Law (*Loi Organique Relative of Finance*, LORF), the General Regulations on Fiscal Management and Public Accounting (RGGBCP), the Decree on the governance and transparency of public finances and the Procurement Code, as well as their various implementing regulations.

22. WB activities support these endeavors through the implementation of the Economic Governance Technical Assistance and Capacity Building project which aims to strengthen the capacity of the Government of Guinea to prepare, implement and monitor reform programs in public financial and HR management.

23. *Fiduciary Risks and Mitigation Measures.* Fiduciary risks and proposed mitigation measures are presented in the table below.

Table 3.1: Fiduciary Risks and Proposed Mitigation Measure

Risk	Risk Rating	Risk Mitigation Measures/comments	Residual Risk Rating	Remarks
Inherent Risks:	S		S	
Country: Poor governance and associated risks arising as a consequence of a poorly performing PFM system; weak procurement practices.	H	The Economic and Governance TA and Capacity Building Project supports the PFM reforms	H	
Entity: The involvement of many entities in project coordination may create confusion and undermine effective oversight.	S	EFA-FTI project implementation manual (PIM) will be updated and adopted describing roles and responsibilities of the different actors. The CIPC chaired by the State Minister of the Sector (currently Higher Education) will be established.	S	By effectiveness
Project: The high degree of decentralization incorporated in the design of the project amplifies its complexity and may jeopardize the achievement of development objectives	S	At decentralized level the project will update the existing small grant manual that set the fund transfer mechanism to decentralized structures and schools.	S	By effectiveness
Control Risks	S		M	
Staffing: No adequate staffing at the PCU	S	Recruit competitively an FM specialist based on ToR acceptable to WB. Appoint an accountant within the Ministry to assist the FM specialist within the PCU. Additional accountants mainly civil servants from the DAF would team up with the FM staff for capacity building purposes	M	By effectiveness No later than 3 months after effectiveness
Budgeting: (i) Variations are not authorized nor monitored and no revisions take place in the budget during	S	The accounting, administrative and financial procedures, including the budgeting process from elaboration and	M	By effectiveness

Risk	Risk Rating	Risk Mitigation Measures/comments	Residual Risk Rating	Remarks
the year; (ii) Budget may be based on unrealistic expenditure forecasts and cost estimates; (iii) Budget consolidation may face challenges		adoption to follow up, is described in the FM procedures section of the PIM.		
Accounting: Delays in book keeping due to low levels of capacity within the FM team of the PCU and the lack of customized accounting software	S	The Ministry's existing computerized multi-sites, multi-projects, and multi-donors accounting software will be customized and use for recording and reporting purposes	M	No later than 1 month after effectiveness
Internal Control: The internal control environment is weakened by the absence of an internal audit function in context characterized by a complex project this may compromise the effective use of assets and operations associated with the project.	S	An internal auditor will be recruited to conduct ex-post reviews of project transactions at National and regional levels.	S	No later than 3 months after effectiveness
Funds Flow: Funds might be diverted, used for non-project eligible purposes	S	Open separate Designated Account (DA) for GPE and ERRTF funds in a commercial bank managed by the PCU under the signature of the Coordinator and the FM officer.	M	By effectiveness
Reporting: The absence of adequately customized accounting software may delay the submission of IFRs	S	The existing multi-sites, multi-projects, multi posts and multi-donors accounting software will be customized and installed at the PCU to generate automatically Financial reports	M	No later than 1 month after effectiveness
Auditing: Poor capacity within the Chamber of Accounts of the Supreme Court may result in delays to external audit	S	An external auditor with ToRs acceptable to the WB will be recruited	S	No later than 5 months after effectiveness
Overall Risk	S		S	

24. *Main strengths and weaknesses.* The project possesses the following strengths: (i) it will scale up activities associated with the ESP1 and build on the achievements and lessons learned through implementation of related projects; (ii) it will use existing tools such as (a) the accounting software that is set up under a multi-sites and multi-projects; and (b) the PIM will be updated to align it with the new project design. However, the ESP1 demonstrated some weaknesses associated with (i) a weak internal control environment and the absence of an internal audit function; (ii) weak capacity at the decentralized level; and (iii) the PCU is not set up yet.

25. Consequently, the following Action Plan is proposed to reinforce the control environment and mitigate major weaknesses.

Table 3.2: Action Plan of FM Mitigation Measures

Significant Weaknesses or risks	Action	Responsible body	Completion
Inadequate staffing	1) Recruit an FM officer in alignment with ToRs acceptable to the WB	MEPU-A	By Effectiveness
	2) Recruit/appoint an accountant within the Ministry in alignment with ToRs acceptable to the WB to handle the project accounting activities	MEPU-A	No later than 3 month after effectiveness
Implementation, supervision and coordination issues	Update and adopt the PIM's financial, administrative and accounting procedures to align them with the new project activities	MEPU-A	By Effectiveness
Delays in book keeping and reporting due to lack of adequately customized accounting software	Customize the existing multi-projects accounting software and set it up for the PCU	MEPU-A	No later than 1 month after effectiveness
Lack of internal audit function	Recruit an internal auditor, with ToRs acceptable to the WB	MEPU-A	No later than 3 months after effectiveness
Lack of adequate capacity of the Chamber of accounts of the Supreme Court	Recruit an external auditor, with ToRs acceptable to the WB (including fraud & corruption)	MEPU-A	No later than 5 months after effectiveness

Financial management and Disbursement Arrangements

26. *Implementing arrangements.* The project will be implemented over a period of three years. The implementing agency will be the MEPU-A through a Project coordination unit (PCU) under the authority of the SG of the Ministry. In line with the Project design, this arrangement will support the gradual transfer of project fiduciary management capacity to the DAF of the Ministry. The ultimate aim of activities implemented in this regard is to fully capacitate the MEPU-A by 2018, for the in-house implementation of future projects, and to eradicate the need for a separate coordination structure.

27. *Staffing and Training.* Project FM staffing will primarily consist of one FM officer to be competitively recruited and one qualified accountant, with a civil servant profile, to be recruited or appointed within the Ministry and staffed to the PCU. With regards to the objective of transferring competencies, the MEPU-A will associate civil servants from the DAF, with adequate accounting background, which will be acquiring the relevant competencies through on-the job training.

Flow of funds and Disbursement arrangements

28. The proposed project (P148127) will be funded through a Pooled-Fund bringing together contributions from the GPE, AFD, UNICEF and ERRTF for a total amount of US\$51.8 million which will be implemented over a three year period.

29. *Flow of funds.* Three Designated Accounts (DAs) and one Bank Account will be opened in commercial banks:

- a. One pooled Designated Account will be used to comingle proceeds of the GPE Grant, and the proceeds of the ERRTF, to jointly finance, on a pari-passu basis, eligible expenditures under Category 2 of Section IV.A.2 of Schedule 2 of the Grant Agreements (Table 3.3. of this Annex).
- b. Two segregated Designated Accounts will be used to respectively receive proceeds of the Financings of GPE and AFD and jointly finance, on a pari-passu basis, all eligible expenditures of Section IV.A.2 of Schedule 2 of the Grant Agreements (Table 3.3. of this Annex).
- c. Another Bank Account for the contribution of UNICEF in US\$ will also jointly finance eligible expenditures under all Categories of Section IV.A.2 of Schedule 2 of the Grant Agreements.
- d. In addition, transaction accounts in GNF will be opened for all DAs. All opened accounts will be managed by the PCU according to disbursement procedures described in the PIM and Disbursement Letters. Funds will flow from the DAs to the transactions accounts in GNF, and from these accounts to IRE and suppliers and contractors.

30. At the regional level, the flow of funds to decentralized structures and schools will make use of existing mechanisms in ways that will contribute to their strengthening. Annual allocations will be transferred in one tranche to IRE, then in a transparent way (in presence of relevant stakeholders) to DSEE and to schools in line with their respective needs (as described in the PAEs) and performance. The funds will target specific eligible expenditures and be managed according to the regional sub-grant manual. The renewal of grants will be subjected to satisfactory and complete justification of the previous grant amount. The grant section of the PIM will be updated accordingly.

31. All expenses, including taxes, will be financed by the project. Disbursement categories will be as follows:

Table 3.3: Disbursement amounts and percentages by donors

Category	Amount of the Grant Allocated (expressed in '000 USD)					Percentage of Expenditures to be Financed				
	Total	GPE	ERRTF	AFD	Unicef	GPE	ERRTF	AFD	Unicef	Total
(1) Goods, works, non-consulting services, and consultants' services under Part 1, 2 and 3 of the Project	37,611	27,991	0	8,900	749	74	0	24	2	100
(2) Goods, works, non-consulting services, and consultants' services under Part 1.2 the Project	5,532	3,423	1,000	1,014	85	62	18	19	1	100
(3) Subgrants for Eligible Schools under Part 2.3.a of the Project	3,885	2,869	0	926	75	74	0	24	2	100
(4) Subgrants for Eligible Beneficiaries under Part 2.3.b of the Project	4,257	3,136	0	1,040	81	74	0	24	2	100
(5) Performance-Based Subgrants for Schools under Part 2.3.c of the Project	515	381	0	120	10	74	0	24	2	100
TOTAL AMOUNT	51,800	37,800	1,000	12,000	1,000	73	2	23	2	100

32. *Disbursement arrangements.* The overall structure of the GPE-AFD Pooled-Fund used in the context of the previous EFA-FTI project (P114710) will be maintained as the financial tool, but will be adapted to the overarching framework agreement for co-financing signed between the WB and AFD in May 2014 and to include the additional funding sources (UNICEF and ERRTF). Planned and agreed upon action plans and related activities are eligible for funding and will be financed without prejudice.

33. *Disbursement methods.* Disbursement procedures will be detailed in the PIM and the Disbursement Letters (DLs). Upon project effectiveness, transaction-based disbursements will be used for GPE and ERRTF financing and report-based disbursement for AFD financing. An initial advance up to the ceiling of the DAs and representing 6 months of forecasted project expenditures paid through the DAs will be made into the DAs and subsequent disbursements will be made on a monthly basis against submission of SOEs or records (GPE and ERRTF) and on a bi-annual basis against approved six expenditures forecast as per the Annual Work Plan (AFD), as specified in the DLs. A combined ceiling has been determined for the pooled DA (GPE and ERRTF) and will be allocated to each financing source as described in the DLs. Segregated Designated Accounts will respectively receive a fixed ceiling (GPE) and a flexible ceiling (AFD) as specified in the DLs. In

addition to the “advance” method, the option of disbursing funds through direct payments to a third party, for contracts above a pre-determined threshold (e.g. 20 percent of the DA ceiling), will also be available. An additional acceptable method of withdrawing proceeds from the grant is the special commitment method whereby the WB may pay amounts to a third party for eligible expenditures to be paid by the Recipient under an irrevocable Letter of Credit.

34. *Budgeting arrangements.* The project budgeting process will follow WB procedures and be clearly defined in the budget section of the PIM. The budget will be adopted before the beginning of the year and will be monitored by project accounting software. Annual draft budgeted plans will be submitted for the WB’s non-objection prior to implementation. The consolidated Annual Work Plan and Budget approved by the CSNE will be submitted to the WB no later than November 30 each year.

35. *Accounting policies and procedures.* Project accounts will be maintained and supported with appropriate records and procedures to track commitments and to safeguard assets. Annual financial statements will be prepared by the PCU’s FM team by using the multi-projects software of the Ministry to generate automatically acceptable IFRs and financial statements. The accounting policies and procedures will be documented in the accounting procedures. The project through its administrative and financial management units will apply SYSCOHADA principles.

36. *Internal controls and internal audit.* The PIM, including accounting administrative and financial procedures, used for the prior EFA-FTI Pooled-Fund will be updated to align it with the new project design, activities and development objectives. To maintain a sound control environment, the project team is expected to follow the control mechanisms that will be described in the PIM. The PIM will ensure that adequate internal controls are in place for the preparation, approval and recording of transactions, as well as the segregation of duties and will be subject to updates as needed.

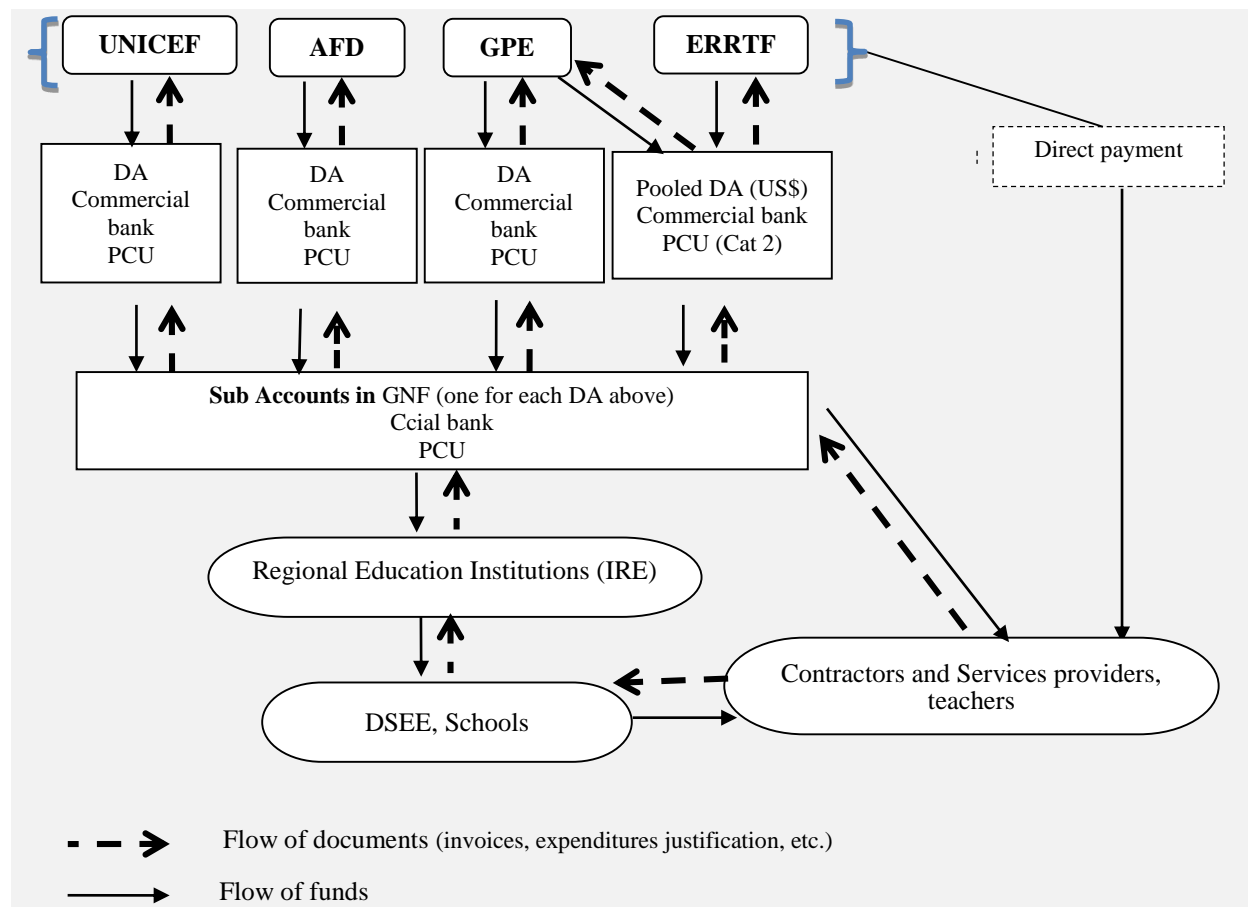
37. The small grant manual used for the ongoing PAE will be updated, integrated in the PIM, and used for the Project.

38. *Reporting and Monitoring.* The PCU will prepare quarterly consolidated Interim Financial Reports (IFR) during project implementation encompassing all components. Interim unaudited IFR will include the following statements: (i) Statement of Sources of Funds and Project Revenues and Utilization of funds; (ii) Statement of Expenditures (SOE) classified by project components/activities (economic classification) showing comparisons with budgets for the reporting period and cumulative for the project life; and (iii) Note to the IFR providing reasons for the variances and any information on the statement of sources of funds and project revenues and utilization of funds.

39. Annual financial statements will be prepared by the PCU and will be subject to annual external audits. These financial statements will comply with the Accounting System of the Organization for the Harmonization of Business law in Africa (*Système Comptable pour Organisation pour l’Harmonisation en Afrique du Droit des Affaires*, SYSCOHADA) and WB requirements and will be comprised of: (i) A Statement of Sources and Uses of Funds including all cash receipts, cash payments and cash balances; (ii) A Statement of Commitments; (iii)

Accounting Policies Adopted and Explanatory Notes; and (iv) A Management Assertion that project funds have been used for their intended purposes as specified in relevant financing agreements.

Figure 3.2: The project global fund flow diagram (all donors)



40. *Audit arrangements.* The Grant Agreements (GAs) will require the submission of Audited Financial Statements of the project to WB within six months after year-end. The auditor will conduct an annual audit of the annual financial statements. A single opinion on the Audited Project Financial Statements in compliance with International Standards on Auditing (ISA) will be required. External auditors will prepare a Management Letter articulating observations and comments, and providing recommendations for improvements in small grant management, accounting records, systems, controls and compliance with financial covenants in the GAs.

41. *Implementation Support Plan.* The PCU will send to WB quarterly IFRs in addition to annual audited financial statements. In addition, based on the project FM residual overall rating that is deemed *Substantial (S)*, the WB FM team will conduct supervision missions on a semester basis. The first FM review will be carried out within six months of grant effectiveness. This detailed review will cover all aspects of FM, internal control systems, and the overall fiduciary control environment. Thereafter, the on-site supervision intensity will be based on risk, initially

premised on the appraisal document risk rating, and subsequently on updated FM risk ratings assessed during implementation.

42. Based on the outcomes of the FM risk assessment, the following implementation support will apply:

Table 3.4: FM implementation support actions

FM Activities	Frequency
Desk reviews	
Interim financial reports review	Quarterly
Audit report review of the project	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous as they become available
On site visits	
Review of overall operation of the FM system	Bi-annual (Implementation Support Mission)
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports	As needed
Transaction reviews (if needed)	As needed
Capacity building support	
FM training sessions	As needed

43. *Financial Covenants.* Financial covenants for this project are as follows: (i) A financial management system including records, accounts and preparation of related financial statements shall be maintained in accordance with accounting standards acceptable to the WB. (ii) The Financial Statements will be audited in accordance with international auditing standards. The Audited Financial Statements for each period shall be furnished to the WB not later than six (6) months after the end of the project fiscal year. The Borrower shall recruit an external auditor not later than five (5) months of effectiveness. (iii) The Borrower shall prepare and furnish to the WB no later than 45 days after the end of each calendar quarter, interim unaudited financial reports for the project, in form and substance satisfactory to the WB.

Conclusion of the assessment

44. The FM residual control risk at preparation is *Substantial (S)*. The current FM arrangements for this project will meet the WB's minimum fiduciary requirements under OP/BP10.00 once the proposed mitigation measures are implemented.

Procurement

General: Applicable procurement policies and procedures

46. A Country Procurement Assessment Review, carried out in Guinea in February 2002 flagged a number of challenges, including a lack of capacity regarding the recipient's staff, the absence of standard bidding documents at the national level, insufficient capacity of local contractors for contracts subject to International Competitive Bidding (ICB), and corruption. Recommendations were made to address these issues. The WB, through an IDF (TF55853) signed

in November 2005, provided support for public procurement reform. The main objectives are to: i) enhance transparency of the procurement system, ii) put in place a new institutional framework (public procurement directorate controlling procurement transactions, public procurement regulatory body including an appeal committee for complaints, iii) update the procurement code, and iv) design standard bidding documents. On March 2009, the legal framework was revisited and the new Procurement Law and the new Procurement Code were adopted and approved on October 11, 2012 and December 3, 2012 respectively. The national procurement system is still governed by the Act L/97/016/AN passed on June 3, 1997 and its implementing regulations for six months after the publication of new regulations in the Official News. The new Public Procurement Code's implementation texts were approved by the Government in July 2014 and became effective in January 2015.

47. *Guidelines.* As above mentioned procurement for the proposed project will be carried out in accordance with: (a) the World Bank's "*Guidelines: Procurement of Goods, Works, and Non-Consulting Services under IBRD Loans and IDA Credits and Grants*" dated January 2011 (revised July 2014); (b) "*Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits and Grants by World Bank Borrowers*" dated January 2011 (revised July 2014); and (c) "*Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants*", dated October 15, 2006 and revised in January 2011 ("Anti-Corruption Guidelines")

48. *Procurement Documents.* Procurement will be carried out using the WB's Standard Bidding Documents (SBD) for all ICB for goods and works and for Standard Request for Proposal (RFP) for the selection of consultants through competitive procedures. The Recipient will develop standard documents based on the WB's SBDs for National Competitive Bidding (NCB) for goods and works and the WB's RFP for the selection of consultants through methods other than Quality and Cost Based Selection (QCBS), with modifications that will be submitted to the WB for prior approval.

49. Procurement methods and consultant selection methods, the need for pre-qualification, estimated costs, prior review requirements, and time frame are agreed between the Recipient and the WB in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

50. *Advertising procedures.* General Procurement Notice, Specific Procurement Notices, Requests for Expression of Interest and results of the evaluation and contracts award should be published in accordance with advertising provisions in the following guidelines: "*Guidelines: Procurement of Goods, Works, and Non-Consulting Services under IBRD Loans and IDA Credits and Grants*" dated January 2011(revised July 2014); and "*Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits and Grants by World Bank Borrowers*" dated January 2011 (revised July 2014). The borrower will keep a list of responses received from potential bidders interested in the contracts.

51. For ICB, and requests for proposals that involve international consultants, the contract awards shall be published in the United Nations Development Business (UNDB) website within

two weeks of receiving the WB's "no objection" to the recommendation of contract award. For Goods, the information to publish shall specify: (a) name of each bidder who submitted a bid; (b) bid prices as read out at bid opening; (c) the name and evaluated price of each bid that was evaluated; (d) the names 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 of the contract awarded. For Consultants, the following information must be published: (a) the names of all consultants who submitted proposals; (b) technical points assigned to each consultant; (c) evaluated prices of each consultant; (d) the final points ranking of the consultants; and (e) the name of the winning consultant and the price, duration, and summary of the contract. The same information will be sent to all consultants who submitted proposals. All other contracts 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) the name of the consultant to whom the contract was awarded; (b) the price; (c) duration; and (d) scope of the contract.

Procurement methods

52. *Procurement of Works.* Works to be financed by the project include the following: construction of new classrooms, latrines, water points, renewal of NAFA centers etc. Contracts for works estimated to cost US\$5,000,000 equivalent, or more, per contract shall be procured through ICB. Contracts estimated to cost less than US\$5,000,000 equivalent may be procured through NCB. Contracts estimated to cost less than US\$100,000 equivalent per contract may be procured through shopping procedures. For shopping, contracts will be awarded following the evaluation of bids received in writing on the basis of written solicitation issued to several qualified suppliers (at least three). The award will be made to the supplier with the lowest price, only after comparing a minimum of three quotations open at the same time, provided the vendor has the experience and resources to execute the contract successfully. For shopping, the project procurement officer will keep a register of suppliers updated at least every six month.

53. *Procurement of Goods.* Goods to be financed by the project include: furniture for new classrooms at the primary and lower secondary levels and hand washing kits, hardware and software equipment (ICT, learning materials, textbooks, etc.), motorcycles, vehicles, etc. Similar Goods that could be provided by a same vendor would be grouped in bid packages estimated to cost at least US\$500,000 per contract and would be procured through ICB. Contracts estimated to cost less than US\$500,000 equivalent may be procured through NCB. Goods estimated to cost less than US\$100,000 equivalent per contract may be procured through shopping procedures. For shopping, the condition of contract award shall be the same process as described above for procurement of works.

54. *Procurement of non-consulting services.* Procurement of non-consulting services, such as services for providing logistical support, car rental for field visits, transport services and maintenance of office equipment, etc. will follow procurement procedures similar to those stipulated for the procurement of goods depending on their nature.

55. *Selection of Consultants.* The project will finance Consultant Services for activities such as: the planning and supervision of civil works, technical assistance, institutional strengthening

and capacity building, training and workshops, design of programs and training materials, technical and financial audits etc. Consultant firms will be selected through the following methods: (a) Quality-and Cost-Based Selection QCBS; (b) selection based on the Consultant's Qualification (CQS) for contracts which amounts are less than US\$200,000 equivalent and are relative to exceptional studies and researches which require a rare and strong expertise; (c) Least Cost Selection (LCS) for standard tasks such as insurances and, financial and technical audits costing less than US\$200,000; (d) Single Source Selection, with prior agreement of the WB, for services in accordance with the paragraphs 3.10 to 3.12 of Consultant Guidelines. Individual Consultant (IC) will be hired in accordance with paragraph 5.1 to 5.4 of WB Guidelines; Single source may be used only with prior approval of the WB.

56. Short lists of consultants for services estimated to cost less than US\$200,000 equivalent per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the Consultant Guidelines, if a sufficient number of qualified individuals or firms are available. However, if foreign firms express interest, they will not be excluded from consideration.

57. *Training and Workshops.* Training (including training material and support) and workshops will be carried out based on a Capacity Building and Training Plan (CBTP) to be approved along the Project's Annual Work Plan and Budget (AWPB). Detailed TORs will be prepared for each line of activity in the project, providing information on the nature of activity (training, workshop, study tour, field missions etc.), the number of trainees/participants, duration, staff months, timing and estimated cost, and will be submitted to the WB for review and approval prior to initiating the process.

58. *Operational Costs.* Operating costs financed by the project are incremental expenses incurred for implementing project activities by the PCU, focal points and technical departments. They include facility services (electricity, internet, tap water, etc.), vehicles operation and maintenance, maintenance of equipment, communication costs, supervision costs (i.e., transport, accommodation, and per diem), and salaries of locally contracted experts. They will be procured using the procurement procedures specified in the PIM.

Assessment of the capacity of the agencies to implement procurement

59. The project will be implemented by the MEPU-A under the Authority of the General Secretary. The management of the project will be the responsibility of a new PCU led by a Coordinator and composed of a fiduciary team (FM expert, accountant, Procurement expert, and procurement analyst), M&E specialist and part-time safeguards specialist. The FM and Procurement experts will be recruited according to competitive process prior to effectiveness on the basis of ToRs acceptable to the WB.

60. The WB conducted an assessment of the procurement capacity of the MEPU-A during the project preparation in July 2014 in accordance with WB's Procurement Risk Assessment and Management System. The assessment reviewed the organizational structure for implementation of the project, taking into account a number of actors and stakeholders. The assessment identified

that, in general, the MEPU-A is familiar with the WB procurement procedures. However, it has identified a number of critical areas which have potential risk.

61. The potential risks identified are: (i) a large number of actors; (ii) the need to reorganize the new PCU (including the opening of the procurement expert position); and (iii) the need to update the existing PIM for the specific features of this new Pooled-Fund.

62. *Country Overall Procurement Risk Assessment.*

High	X
Average	
Low	

63. Based on the assessment of the system in place, the Overall project risk for procurement is *Substantial (S)*. It may be lowered to *Moderate (M)* once mitigation measures are implemented.

64. *Mitigation measures.* In order for these bodies to implement WB-funded activities in accordance with WB guidelines on procurement, the assessment mission recommended the following: (i) the recruitment prior to project effectiveness of one procurement expert and the assignment or recruitment of one procurement analyst not later than 3 months after effectiveness to carry out all procurement activities envisaged and transfer competencies to the DAF of the MEPU-A; (ii) the preparation and adoption of a PIM (including procedures) in compliance with WB requirements for procurement prior to effectiveness; and (iii) the establishment of a sound filing system not later than 3 months after effectiveness.

Recommended Action	Due Date
Recruit the procurement specialist with ToRs acceptable to the WB.	By effectiveness
Adopt the PIM (including procedures)	By effectiveness

Frequency of procurement reviews and supervision

65. WB prior and post reviews will be carried out on the basis of thresholds indicated in table 4 below. The WB will conduct six-monthly supervision missions and annual Post Procurement Reviews (PPR); with the ratio of post review at least one to five contracts. The WB may also conduct an Independent Procurement Review at any time until two years after the closing date of the project.

Table 3.5: Procurement and Selection Review Thresholds

Expenditure Category	Contract Value (Threshold, US\$)	Procurement Method	Contract Subject to Prior Review
1. Works	≥5,000,000	ICB	All
	<5,000,000	NCB	First contract
	<100,000	Shopping	The first contract
	No threshold	Direct contracting	All

2. Goods	≥500,000	ICB	All
	<500,000	NCB	The First contract
	<100,000	Shopping	The first contract
	No threshold	Direct contracting	All
3a. Consultants (Firms)	≥200,000	QCBS; QBS; LCS; FBS	All contracts
	<200,000	QCBS; QBS; LCS; FBS, CQ	The first contract
3b. Consultants (Individuals)	≥100,000	EOI	All contracts
	<100,000	comparison of 3 CVs	The first contract
3c. Consultants (firms & Individuals)	No threshold	Single Source	All
	All TOR regardless of the value of the contract are subject to prior review		

66. All training, TORs for contracts, and all amendments of contracts raising the initial contract value by more than 15 percent of the original amount, or above prior review thresholds, will be subject to the WB prior review. All contracts not submitted for prior review, will be submitted to the WB post review in accordance with the provisions of paragraph 5 of Annex 1 of the WB's Consultant Selection Guidelines and WB's Procurement Guidelines.

67. *Procurement Plan.* For each contract, the procurement plan will define appropriate procurement methods or consultant selection methods, the need for pre-qualification, estimated costs, prior review requirements, and the time frame. The procurement plan was reviewed during project appraisal and was formally confirmed during negotiations. The procurement plan will be updated at least annually, or as required, to reflect the actual project implementation needs and envisaged capacity improvements. All procurement activities will be carried out in accordance with approved original or updated procurement plans. All procurement plans should be published on the WB website according to the Guidelines.

Environmental and Social (including safeguards)

68. The Environmental Assessment OP/BP 4.01 policy has been triggered due to potential negative impacts as a result of activities (civil works) to be financed under component 1. These impacts are likely to be small-scale and site specific, typical of category B projects. At this stage of project preparation, the specific location of schools, water points and latrines to be constructed are yet to be confirmed, and as a consequence an Environmental and Social Management Framework (ESMF) will be prepared, reviewed, approved, and disclosed (in-country and at the World Bank Infoshop) not later than six months after project effectiveness. Since the project will focus on the construction of schools, latrines, and water points in rural areas, the anticipated negative environmental impact of construction activities relate to air, water and noise pollution, an increase in solid and liquid waste from loss of vegetation, etc. The ESMF will address all potential negative impact associated with project activities and propose adequate mitigation measures as well as a screening process to ensure that the biophysical characteristics of specific implementation sites are taken into consideration. The WB has received the draft ESMF which is currently under review.

69. The Involuntary Resettlement OP/BP 4.12 has also been triggered. Most classrooms will be constructed in existing schools. However, some of the classrooms will be for new schools. Although new schools will be primarily constructed on existing school sites (i.e., on land belonging to the state), the need to acquire new land cannot be ruled out at this stage. Therefore, construction activities may lead to involuntary resettlement and/or loss of access to resources and livelihoods. A Resettlement Policy Framework (RPF) will be prepared, reviewed, approved, and disclosed (in-country and at the World Bank Infoshop) not later than six months after the project effectiveness date. The WB has received the draft RPF which is currently under review.

70. Institutional capacity of the MEPU-A for safeguard policies is *Moderate (M)*. In the context of the EFA-FTI project (P111470), which included civil works using construction modalities similar to those proposed here, but with a weaker focus on rural areas and small schools, an ESMF (to comply with OP/BP 4.01) and an RPF (to comply with OP/BP 4.12) were prepared. A formal audit of the implementation of these frameworks was carried out in January 2014 and indicated that because of the nature of the works, the implementation of the project did not have any significant adverse environmental or social implications. However, the following concerns were noted: (i) safeguards instruments were not used during implementation or site selection; (ii) no environmental or social safeguards clauses were included in bidding documents; (iii) no trained environmental or social safeguards focal point were assigned to the project or none were retained for collaboration with a government agencies to implement the environmental and social safeguards; and (iv) poor dissemination of the safeguard policies meant that many stakeholders were not aware of the existence of the instruments or how to use them.

71. Lessons learned from this prior experience will be applied to this project, primarily through the retention of a trained environmental and social expert to be hired on a part-time basis. This expert will support the PCU in implementing the instruments at the onset and to transfer the appropriate competencies (according to specific competencies transfer plans) to counterparts at the SNIES and DGSPDE. In particular, he/she will be responsible for overseeing the screening process and for tracking the preparation and implementation of the required safeguards instruments at the level of sub-projects (i.e., validation of sub-projects screening sheets; validation of the EA categorization and subsequent environmental work; inclusion of environmental clauses in bidding documents and contractors' contracts; tracking implementation reports; site visits; etc.) Oversight by a dedicated expert should ensure improved implementation of the project's safeguards requirements as well as the promotion of the strengthening of the capacities of counterparts at the SNIES and DGSPDE. Furthermore, the project has also received guidance from the WB's environmental and social specialists in the Task Team during project preparation and will continue to receive such a guidance during implementation. The WB team will ensure that sufficient resources are secured for the implementation of the safeguards instruments.

Monitoring & Evaluation

72. The existing capacity of the MEPU-A to undertake M&E is relatively good, however, there is a general weakness in the use of available data to inform policy-making and decision-making. The capacity of the PCU's M&E specialist as well as the MEPU-A departments of planning, statistics and evaluation (DGSPDE, SNCESE, SNECSO, etc.) will be reinforced where necessary.

73. In addition to the interventions articulated in sub-component 3.1 for the reinforcement of M&E, the following actions will be taken: (i) a civil servant – the M&E specialist – within the PCU will be identified for oversight of M&E actions associated with the ESP2 and this project. This individual will also be required to work in collaboration with decentralized committees to ensure M&E alignment throughout the system; (ii) an annual ESP and project performance report will be prepared, which will serve as the basis for Annual Sector Reviews; (iii) the use of Information and Communication Technology (ICT) will be integrated to the M&E approach for the project. The compact ICT-based M&E system will be designed to allow for information gathering, report generation and follow-up actions as appropriate/required. This will include the strengthening of civil works planning and monitoring using GIS tracking and the monitoring the delivery and usage of textbooks through cell phone messages; (iv) committees (CRPE and CPPE) situated at the prefectural and regional levels will support the monitoring of the ESP2 and project.

Role of Partners (if applicable)

74. This project is a Pooled-Fund between GPE (US\$37.8 million), AFD (€11 million or US\$12.0 million), UNICEF (US\$1 million), and ERRTF (US\$1 million), which partially supports the implementation of the Government ESP2 (2015-2017) and the PRSE. A Partnership Framework (*Cadre Partenarial*) for the ESP2 was signed in September 2014 between the Government and the DPs. The Framework includes the organization of joint annual sector reviews and the goal of preparing a transition to the use of country systems for management and supervision of resources.

75. The Government and the LEG have decided that the WB will be the Supervising Entity (SE) for this Pooled-Fund. This decision has been made on the basis of the LEG and the Government's recognition of the WB's past experience in supporting implementation of projects in the education sector in Guinea and, more broadly, of its experience in supporting EFA FTI programs in many countries, whose lessons may be useful for Guinea. In that role, the WB has worked closely with the Government, the Pooled-Fund partners, the LEG and other stakeholders during project preparation, and will continue to ensure close collaboration with all partners during implementation, under the leadership of the Lead representative of donors (UNICEF).

76. The FoCEB will be open to all partners wishing to use this mode of financing. The pooled account will be managed utilizing three designated accounts (DAs). WB procurement and FM procedures will apply. In the meantime, the DPs will continue to reinforce Guinea's PFM system and national procedures, so that future contributions of the GPE and/or of other partners will be more closely aligned with country system and national procedures (in line with the Paris Declaration on Aid Effectiveness).

77. The FoCEB mode of operation will be specified in a Memorandum of Understanding (MOU) between the contributors to the Pooled-Fund (GPE/ERRTF through the WB, AFD, and UNICEF) and the Government of Guinea. It will provide for semi-annual progress reports, joint annual sector reviews with the government, independent audits (financial, technical, and procurement) covering the entirety of the Pooled-Fund financing, and with consideration for the jointly agreed procurement and FM and institutional arrangements. The operating principles of the proposed Pooled-Fund are described in further detail in Annex 7.

Annex 4: Operational Risk Assessment Framework (ORAF)
GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)
Stage: Approval

Project Stakeholder Risks						
Stakeholder Risk	Rating	Low				
<p>Risk Description:</p> <p>Borrower/Government: Government entities outside the Ministries of education may not be fully informed of project accomplishments.</p> <p>Direct/Indirect Beneficiaries: The project includes a focus on rural areas, girls and out-of-school children. Other potential beneficiaries may feel excluded.</p>	Risk Management:					
	Borrower/Government: Regular communication activities aiming to disseminate updates on the project accomplishments will be designed and carried out.					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
	Both	Not Yet Due	Implementation	<input checked="" type="checkbox"/>		Yearly
	Risk Management:					
	Direct/Indirect Beneficiaries: Launching a communications campaign aiming to disseminate the project objectives and rationale will be carried out. Furthermore, partner coordination will ensure that complementarity among targeted beneficiaries will be maximized.					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
Both	Not Yet Due	Implementation	<input type="checkbox"/>	10-Nov-2015		
Implementing Agency (IA) Risks (including Fiduciary Risks)						
Capacity	Rating	Substantial				
<p>Risk Description:</p> <p>Given the alignment of mechanisms for transferring competencies and responsibilities to the DAF with the three-year plan for PFM reform (Plan d’Action Triennale, PAT), there is a contingent risk that delays in the implementation of the PAT may slow the strengthening of the capacity within the DAF.</p>	Risk Management:					
	The education sector is a driver of this reform, and regular consultation between the Ministries of Education and partners responsible for finance and budget will allow for timely corrective actions to be implemented when necessary.					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
Client	Not Yet Due	Implementation	<input checked="" type="checkbox"/>			
Governance	Rating	Substantial				
Risk Description:	Risk Management:					

Accountability and oversight: Implementation of planned/ongoing reforms is essential to the success of the project, and the political will to accomplish these reforms is very encouraging. However, the MEPU-A will need support to build the capacity to implement them while ensuring appropriate accountability and oversight.	Accountability and oversight: Capacity-building activities and technical expertise will be financed in the context of the support to strengthening evidence-based decision-making.					
	Resp: Client	Status: Not Yet Due	Stage: Implementation	Recurrent: <input checked="" type="checkbox"/>	Due Date:	Frequency: CONTINUOUS
Project Risks						
Design	Rating	Substantial				
Risk Description:	Risk Management:					
Complexities of overall design and implementation arrangements: The proposed project implementation arrangements would build upon the prior model while putting a greater emphasis on gradually empowering and strengthening the capacities of the DAF and technical departments within MEPU-A with the aim to ensure that, by 2018, the full implementation of future projects is done in-house. Given the limited capacity of certain of the MEPU-A units (especially the DAF), fully integrating the project coordinating and managing functions may slow down project implementation.	Complexity of overall design and implementation arrangements: External assistance will be hired during the project period to bring in this new organizational scheme into existence and progressively transfer competencies to perennial ministry structures. Initially, local experts with excellent knowledge of WB procedures will be fully responsible for management of the fiduciary activities of the project. Responsibilities will only be transferred to the DAF once the adequate competencies have been acquired.					
Civil works: The efficiency in planning civil works is currently unsatisfactory and/or insufficiently articulated with the recruitment and deployment of teachers. Furthermore, due to household and community constraints, construction may not lead to an increase in enrollment.	Resp: Both	Status: Not Yet Due	Stage: Implementation	Recurrent: <input checked="" type="checkbox"/>	Due Date:	Frequency: CONTINUOUS
Civil works: The efficiency in planning civil works is currently unsatisfactory and/or insufficiently articulated with the recruitment and deployment of teachers. Furthermore, due to household and community constraints, construction may not lead to an increase in enrollment.	Risk Management:					
Teachers: Teacher recruitment was organized in 2013 by the Ministry of Public Service with limited coordination with the Ministries of Education. This led to the recruitment of several uncertified teachers. Conversely, many graduates of TTCs are left without a job. In highly constrained environment (budgetary and human), this	Civil works: Support (i) in-depth study of the problems and identification of likely explanations and solutions, (ii) enhanced collaboration between SNIES and DGSPDE to adequately identify future school sites, (iii) enhanced collaboration between SNIES and DRH to ensure that teachers are recruited and assigned to new classrooms/schools; (iv) design and implementation of a monitoring system relying on GPS coordination, cell phone technology, and a website; and (v) community sensitization campaigns on the benefit of education, especially for girls, will be undertaken.					
Teachers: Teacher recruitment was organized in 2013 by the Ministry of Public Service with limited coordination with the Ministries of Education. This led to the recruitment of several uncertified teachers. Conversely, many graduates of TTCs are left without a job. In highly constrained environment (budgetary and human), this	Resp: Client	Status: Not Yet Due	Stage: Implementation	Recurrent: <input checked="" type="checkbox"/>	Due Date:	Frequency: CONTINUOUS
Teachers: Teacher recruitment was organized in 2013 by the Ministry of Public Service with limited coordination with the Ministries of Education. This led to the recruitment of several uncertified teachers. Conversely, many graduates of TTCs are left without a job. In highly constrained environment (budgetary and human), this	Risk Management:					
Teachers: Teacher recruitment was organized in 2013 by the Ministry of Public Service with limited coordination with the Ministries of Education. This led to the recruitment of several uncertified teachers. Conversely, many graduates of TTCs are left without a job. In highly constrained environment (budgetary and human), this	Teachers: Support relevant discussions to ensure that graduates of the TTCs (this year or previous years) are recruited in priority.					
Teachers: Teacher recruitment was organized in 2013 by the Ministry of Public Service with limited coordination with the Ministries of Education. This led to the recruitment of several uncertified teachers. Conversely, many graduates of TTCs are left without a job. In highly constrained environment (budgetary and human), this	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:

situation is problematic and may divert future student teachers from the profession.	Client	Not Yet Due	Preparation	<input checked="" type="checkbox"/>		
Social and Environmental	Rating	Moderate				
Risk Description: Environmental: The project triggers OP/BP 4.01 Environmental Assessment and OP/BP 4.12 Involuntary Resettlement due to the construction of new schools as well as the rehabilitation and completion of existing ones. Social: The project triggers OP/BP 4.12 Involuntary Resettlement due to the construction of new schools on possibly non-public sites. Possible elite capture and political interference in the selection of targeted school/communities.	Risk Management: Environmental: The ESMF which was prepared for the prior EFA-FTI project will be updated in consultation with local communities, students, and ministry staff to assess the new project's potential negative and positive social and environmental impacts. The framework will include recommendation of any measures needed to prevent, minimize, mitigate, or compensate for the potentially adverse impact of constructing, equipping, completing, and rehabilitating primary and lower secondary schools.					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
	Client	Not Yet Due	Implementation	<input type="checkbox"/>	10-Apr-2016	
	Risk Management: Social: The RPF which was prepared for the prior EFA-FTI project will be updated in consultation with local communities, students, and ministry staff to assess the new project's potential negative and positive social and environmental impacts. The framework will include recommendations for any measures needed to prevent, minimize, mitigate, or compensate for potential adverse impact of constructing, equipping, completing, and rehabilitating primary and lower secondary schools. Furthermore, for each intervention, selection criteria will be pre-defined and communicated at large, random spot checks will be carried-out to ensure eligibility of participating communities and within community allocation, and use of the school grant funds will be made public and a portion of this grant will be conditional on results and performance.					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
	Client	Not Yet Due	Implementation	<input type="checkbox"/>	10-Apr-2016	
Program and Donor	Rating	Low				
Risk Description: Activity dependencies. Given that project supports ESP2 activities which also receive support from other donors, it is possible that implementation of some activities will depend on the MEPU-A readiness in implementing similar activities financed through other mechanisms.	Risk Management: Activity dependencies. Selection of project targeted areas for same activities will ensure geographical independence which will minimize the necessity of implementing activities on the same schedule.					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
	Both	Not Yet Due	Implementation	<input type="checkbox"/>	10-Oct-2015	

<p>Other partners' dependencies. Given the pooled-fund approach, disagreement between partners may lead to delays and difficult relations across partners and/or government. Further, misalignment of related ESP activities financed outside of the Pooled-Fund and/or competing demands on the MEPU-A may create delays.</p>	<p>Risk Management: Other partners' dependencies. In the context of the Pooled-Fund, WB procedures will be used for all sources of funds. Furthermore, to ensure that the high level of buy-in and collaboration across partners observed during preparation is maintained during implementation, regular partnership meetings with the Government (including monthly VC meetings) will take place and minutes and follow-up actions agreements will be circulated at large.</p>					
	Resp: Both	Status: Not Yet Due	Stage: Implementation	Recurrent: <input checked="" type="checkbox"/>	Due Date:	Frequency: Quarterly
<p>Delivery Monitoring and Sustainability</p>	<p>Rating Substantial</p>					
<p>Risk Description: Decentralization: Due to the decentralized nature of some components of the project, there is an increased chance for misuse of project funds. This includes compromise on construction quality, misappropriation of grants to decentralized structures and schools, and diversion of furniture and textbooks.</p>	<p>Risk Management: The project will support participatory community monitoring of grants, civil works and other inputs as well as incorporate Information and Communication Technology based M&E approach. Furthermore, the PIM will define in detail the process and protocol to monitor use of funds at the different levels. Finally, to strengthen the capacity of the MEPU-A at centralized and decentralized levels, training in technical and financial monitoring will also be provided.</p>					
	Resp: Both	Status: Not Yet Due	Stage: Implementation	Recurrent: <input checked="" type="checkbox"/>	Due Date:	Frequency: CONTINUOUS
<p>Other (Optional)</p>	<p>Rating Substantial</p>					
<p>Risk Description: Guinea has been facing a deadly outbreak of the EVD since mid-February 2014 with serious implications for the country and the Sub-region. Impacts on the education sector include the postponement of the beginning of the 2014-15 school year to January 2015. In the eventuality of continued EVD-related challenges, there will be competing demand facing central and decentralized structures which may slow down implementation of this project.</p>	<p>Risk Management: The Education PRSE was developed by the MEPU-A, activities of this project have been reoriented to account for EVD related needs, strong support towards activity implementation and securing of other financial resources to support the PRSE will be provided.</p>					
	Resp: Both	Status: In Progress	Stage: Implementation	Recurrent: <input checked="" type="checkbox"/>	Due Date:	Frequency: Yearly
<p>Overall Implementation Risk:</p>	<p>Rating Substantial</p>					
<p>Risk Description:</p>						

The most important implementation risks justifying this rating relates to availability of resources, coordination, capacity, design and EVD. First, resources available to implement the ESP2 may be insufficient since (i) the portion of activities financed by the BND is significant in a context of low budget execution, (ii) specific financial commitments to basic education for the coming years have not been articulated, and (iii) revised growth estimates as a result of the EVD crisis pose a country-level financial risk. Second, the focus of the project on subsectors solely under the MEPU-A's responsibility could be detrimental to the coordination of the ESP2, which covers the education sector as a whole. Third, given the alignment of mechanisms for transferring competencies and responsibilities to the DAF with the PAT, there is a risk that delays in the implementation of the PAT may slow the capacitation of the DAF (and the implementation of the project). Fourth, insufficient articulation of the strategies for civil works with the strategies for recruitment/deployment of teachers across departments and in the face of households' and communities' demand risk leading to the construction of classrooms/schools with too few students or too few teachers. Finally, in the eventuality of continued EVD-related challenges, there will be competing demands facing central and decentralized structures which could slow down implementation of the FoCEB. The project does not pose significant fiduciary risks. Procurement and FM competencies related to the project will be progressively transferred to the DAF in a process linked to ongoing TA and in accordance with a clear transfer plan. Responsibilities in this regard will only be transferred following confirmation that adequate capacity has been built to sustain related activities. The system established under the previous pooled-fund for *a priori* non-objections and *a posteriori* controls (post-reviews and external audits) will be used.

Annex 5: Implementation Support Plan

GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

Strategy and Approach for Implementation Support

1. The WB is well placed to provide implementation support based on its experience in the Education Sector. The following Implementation Support Plan (ISP) has been designed to meet the requirements of the project, both in terms of implementation support and fiduciary, social and environmental safeguards. In addition, this ISP takes into consideration the risks identified in the ORAF (see Annex 4). The ISP will be reviewed at least once a year to ensure that it continues to meet the implementation support needs of the project.

Implementation Support Plan (ISP)

2. It is expected that the Project Task Team Leader (TTL) will remain at the WB headquarters in Washington DC. However, s/he will be supported by field-based specialists in the areas of procurement, FM, as well as environmental and social safeguards. In addition, the team will be supported by an Education and Public Finance specialist based in Conakry. Finally, consultants in the areas of civil works, teacher management and training, textbooks, and/or other relevant expertise will be brought in when necessary.

3. The main focus in terms of support to implementation and the resource requirements are as follows:

Table 5.1: Resource requirements for implementation support

Skills Needed	Resource Estimate (number of staff weeks)	Number of trips per year	Comments
Overall project management, education and public finance	WB TTL (14 SW)	3	Staff based in HQ
	Education and Public Finance specialist (40 SW)	Field trips as required	ETC based in Conakry
	FM specialist (2 SW)	2	Staff based in Abidjan
	Procurement specialist (2 SW)	Field trips as required	Staff based in Conakry
M&E and ICT	M&E and ICT specialist (4 SW)	2	Consultant or Staff
Teacher training	Teacher Training specialist (2 SW)	1	Consultant or Staff
Civil works	Architect (3 SW)	1	Consultant or Staff
HR management	Education HR specialist (4 SW)	2	Consultant or Staff
Non-formal education	Education specialist (4 SW)	2	Consultant or Staff
Environmental and social safeguards.	Social safeguards specialist (1 SW)	1	Staff based in HQ
	Environmental safeguards specialist (1 SW)	1	Staff based in HQ

4. It is estimated that a yearly budget of US\$100,000 will be required for implementation support. The role of partner institutions in implementation support is expected to be as follows:

Table 5.2: Partners in implementation support

Name	Institution/Country	Role
Education Project Lead (<i>Chef de projet éducation</i>)	French Development Agency (based in Paris)	Assisting in project management and technical assistance
Mission lead (<i>Chargé de mission</i>)	French Development Agency (based in Conakry)	Day to day implementation support
Education head(Chef de programme education)	UNICEF (based in Conakry)	Implementation support
TBD	Experts from AFD and UNICEF	Monitoring of the implementation

Annex 6: Economic and Financial Analysis

GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

Economic Analysis

1. To quantify the economic returns of the project, net projected benefits are contrasted with budgeted costs. The present value of each of these items is calculated, resulting in a net present value (NPV). The flow of all expected capital inflows and outflows over (and beyond) the life of the project have then been considered, to allow for the calculation of the internal rate of return (IRR). Each component is described fully in subsections “Program Benefits” and “Program Costs” below. The resulting NPV (using a discount rate of 5%) and IRR are estimated at US\$23.6 million and 26.89 percent respectively, suggesting that the project is justifiable on purely economic grounds. Sensitivity analysis is run in section “Sensitivity to Assumptions”, determining the importance of key assumptions in generating the estimates of the NPV and IRR. As discussed in section “Additional Benefits”, figures discussed are limited to *private* returns to investments. Additional (economic) benefits to education are also expected from the project. These are discussed, but for the sake of clarity and conservativeness in final estimates, not incorporated into the economic analysis of NPV.

Program Benefits

2. Program benefits have been calculated by sub-component, and are based on the particularities of each sub-component. Calculated benefits respond to extensive and intensive educational investments provided by the project. At the extensive margin, benefits accrue to improvements in coverage due to (for example) additional school infrastructure, materials, trained teachers, and literacy programs, while at the intensive margin benefits accrue in line with projected increases in efficiency due to teacher incentives and improved and greater availability of learning materials.

3. In order to quantify the economic value of the project, (i) the number of beneficiaries the project is expected to reach, (ii) the effect of each project component on student learning outcomes, and (iii) the effect of learning outcomes on eventual economic returns of beneficiaries (through labor market and home production) are calculated. Given the difficulty of accurately calculating (iii), a plausible value is assumed based on the existing academic literature, and the sensitivity of estimates to this assumption is later probed. Along with providing a point estimate based upon the main assumptions of the economic analysis, this also allows for the determination of minimum required returns to ensure that the project *at least* has a positive NPV and a positive IRR. The table below presents total benefits for each component, and sub-component where relevant, along with the present value of total estimated benefits based on principal assumptions. In the paragraphs that follow, these assumptions, along with estimated total beneficiaries and effect sizes, are discussed.

Table 6.1: Net present value of benefits (where appropriate)

Equity and Access in Education	US\$	US\$
Classrooms and Furniture	21,389,233	
School Health and Hygiene	9,350,123	
Non-formal Education and Functional Literacy	14,610,725	45,350,081
Quality of Teaching and Learning conditions		
Teacher Training and Pedagogical Support	23,142,439	
Teaching and Learning material	5,281,157	
Accountability, Incentives and Decentralization	181,382	28,604,978
Strengthened Management and Governance in Education		
Governance and Reforms	0	0
Project management and coordination of ESP	0	0
		73,955,059

4. Based on administrative-level data from Guinea's primary- and secondary-school Statistical Bulletins (2012-2013)¹⁷, projected beneficiaries of primary and secondary classroom, latrine, and well construction can be determined. Similarly, the number of students benefiting from improved teacher training and materials can be calculated. Projecting current student/classroom ratios, the number of classrooms constructed in each year (as per annex 1 of this document), and an assumed depreciation rate of 10 percent per year for physical capital, the construction of primary classrooms is expected to benefit 192,941 students over the useful life of the classrooms. Similarly, the construction of secondary classrooms, latrines and water points is expected to reach 98,070 students.¹⁸ Similar calculations can be run to determine the expected beneficiaries of trained teachers and newly developed and printed materials. Projecting current teacher to student ratios, the number of trained teachers per year, and an assumed retention rate of trained teachers of 70 percent per year¹⁹, it is estimated that additional trained teachers will reach 3,166,650 primary school students over the career of the teacher, and 170,244 secondary school students. This is equivalent to each trained primary school teacher reaching (on average) 158 students, or 3.36 cohorts, and each trained secondary school teacher reaching 158 students, or 3.43 cohorts. Finally, manuals and teaching materials are projected to benefit 50,680; 1,666,156; and 660,441 students at the pre-primary, primary and secondary level respectively.

5. Beneficiaries for sub-component 1.2 are based on project estimations of 97,891 and 21,950 for upgraded NAFA centers and literacy campaigns respectively (see Annex 1 of this PAD). Finally, beneficiaries of teacher incentives are based on the assumption that the magnitude of the on-going incentive program is at least maintained, and reaches at least 420 schools.²⁰ Taking into account these assumptions, 59,850 students are expected to benefit from the sub-component in the period 2015-2017.

¹⁷ "Annuaire statistique Enseignement Primaire 2012-2013", République de Guinée.

¹⁸ Based upon construction costs, this amounts to approximately US\$ 75 and US\$ 68 per child who ever attends newly constructed classrooms.

¹⁹ Note that this retention rate takes into account both teachers leaving the profession, and the depreciation of human capital imparted by training.

²⁰ See

<http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/ORGANIZATION/EXTHDNETWORK/EXTHDOFFICE/0,,contentMDK:23183148~pagePK:64168445~piPK:64168309~theSitePK:5485727,00.html>

6. Converting the total number and year-by-year flow of beneficiaries into economic returns requires a value for the economic returns to education. Given the paucity of recent labor market surveys in Guinea, along with the difficulty in empirically calculating an unbiased estimate of this value, the analysis relies on an assumed value, and later examine how NPV and IRR depend on this assumption. It is assumed that an additional year of education results in an increase in seven percent of per-person output in Guinea. This is a very restrictive assumption, both in terms of the precise value assumed, and the homogeneity across individuals and sectors. However, this is a conservative value, and, as discussed, sensitivity analyses are presented later in this document. Importantly, this assumption falls in-line with estimated returns from the academic literature examining returns to education due to school construction programs (see for example Duflo, 2001). It is assumed that each individual treated by the program enters the labor market at 15 years of age and exits at 45, once again a restrictive assumption, however, given discounting of future values the effect of this assumption is not large once extrapolating ~30 years into the future.

7. Based on projected beneficiaries, the aforementioned assumptions regarding the rate of return to education, and particular assumed effects that one in two children studying in newly-constructed classrooms will progress to the subsequent year of study (an assumption examined in simulations later in this annex), the benefits outlined in the previous table can be calculated. This suggests that individuals benefiting from school construction (classrooms and latrines) will receive considerable future economic returns (on the order of US\$30 million over all treated children's working lives), and that increased literacy and non-formal education will result in around US\$15 million in future economic benefits. It is worth pointing out that literacy programs are expected to have a lower return partially given that these are targeted at older beneficiaries, whose remaining years on the labor market are, on average, lower. Finally, increases in educational quality (the intensive margin) are projected to bring nearly US\$30 million in future economic benefits. Together these components sum to a net present value of US\$74.0 million. A discussion of the third project component (management and governance) is presented in the section below.

Program Costs

8. In order to estimate total costs for NPV and IRR calculations, total expected economic costs incurred in the implementation and running of the project (2015-2017) are added, and discounted to the present day. Estimating economic costs is more straightforward than estimating total benefits, given that project items are always expressed in terms of units of currency. Line-by-line costs for each project item are considered, and when project items recur over multiple years, costs are assigned *pro-rata* based upon expected sub-component completion. This calculation results in an expected total cost of US\$51.8 million.

9. Costs by particular sub-component are listed in the table below. Total economic costs of US\$51.8 million are largely concentrated in the construction of school infrastructure, hygiene and furniture (US\$24.9 million), and in providing additional ongoing training and material to teachers (US\$7.6 million). Given the particular needs outlined in Guinea's ESP2, these costs are more focused on primary education rather than secondary (US\$21 million compared to US\$10 million), with considerable outlays focused on extending access to marginalized groups including females and illiterate youth and adults (US\$3.5 million).

10. It is worth noting briefly that, although project component 3 (management and governance) is necessary for the project's implementation, it is not itself a first-order input to the educational production function. However, the collection of accurate data to measure the effectiveness of the project, along with the support of local governance in Guinea is an important aspect of the project itself. Given that there is no obvious outcome variable to examine in this case, the costs of these aspects of the program are apportioned pro-rata to each of the first two project components. In this way the management and governance component *is* accounted for in the cost-benefit analysis, by effectively requiring other aspects of the program to outweigh the costs of both direct implementation, and the indirect costs of management and evaluation.

Table 6.2: Net present value of costs (where appropriate)

Equity and Access in Education	US\$	US\$
Classrooms and Furniture	15,900,000	
School health and hygiene	5,500,000	
Non-Formal Education and Functional Literacy	3,500,000	24,900,000
Quality of Teaching and Learning Conditions		
Teacher Training and Pedagogical Support	3,600,000	
Teaching and Learning material	7,600,000	
Accountability, Incentives and Decentralization	10,500,000	21,700,000
Strengthened Management and Governance in Education		
Governance and Reforms	2,600,000	
Project Management and coordination of ESP	2,600,000	5,200,000
		51,800,000

NPV and IRR

11. Given the results of the previous two subsections of this annex, the NPV and IRR of the project is calculated by comparing total costs and benefits, and the particular year-by-year flows of these elements. Using the previous estimates and a 5% discount rate, the NPV is calculated as US\$23.6 million, corresponding to an IRR of 26.89 percent (see table below). This is a considerable positive return, suggesting that under reasonably conservative assumptions, the project is economically justified. These estimates are based on the assumptions discussed in each of subsections (a) and (b). In the following section these assumptions will be loosened.

Table 6.3: NPV and IRR

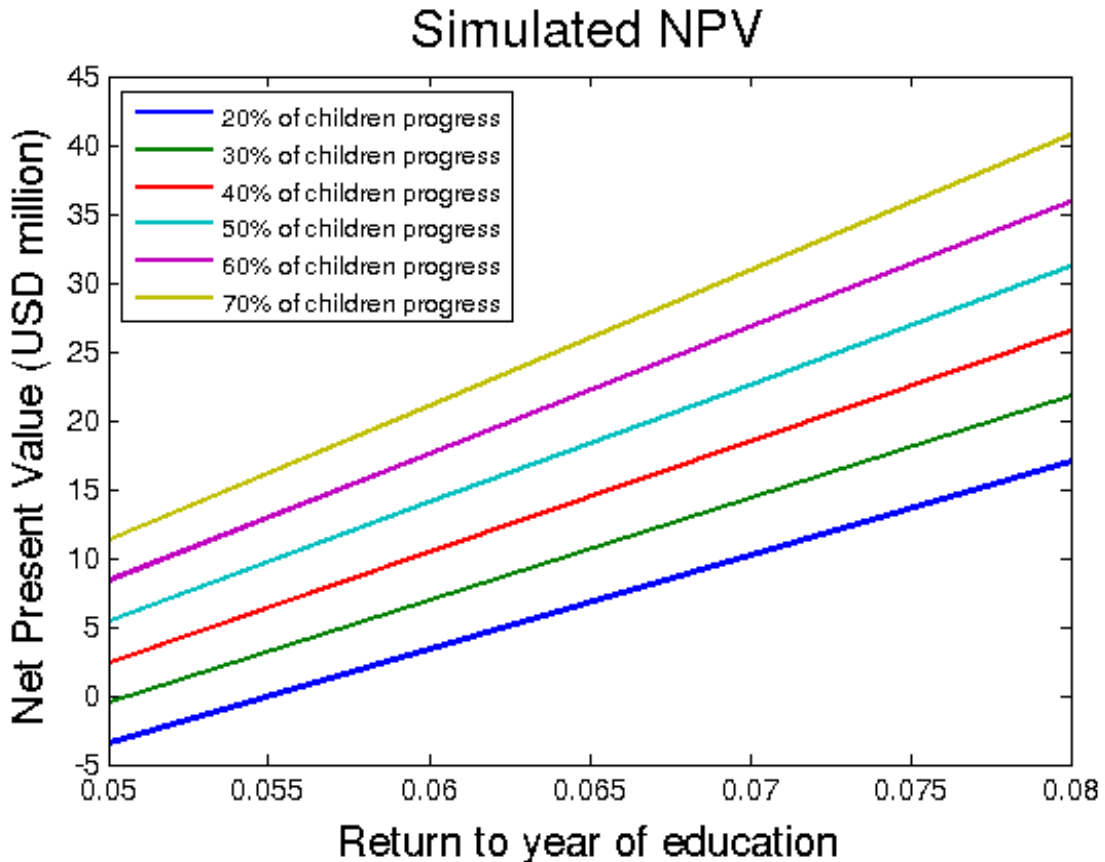
Net Present Value (using a 5% discount rate)	US\$23,603,753
IRR	26.89 percent

Sensitivity to Assumptions

12. The NPV and IRR calculated in the previous section is dependent (largely) on a difficult – or impossible – to test assumption: the future rate of return (ROR) to education in the Guinean economy. Given that the economic benefits of the program all accrue due to additional educational achievement, a positive NPV relies, at the very least, on this $ROR > 0$. However, this problem can also be approached by asking what is the absolute minimum ROR of education that will justify

this project in economic terms (i.e. the ROR resulting in a NPV of precisely 0). In the principal estimate the ROR was assumed equal to 7 percent of output, and that one in two students in newly constructed classrooms will progress successfully to the following year. In the graph below changes in NPV are simulated based on alternative assumptions of the return to education (between five percent and eight percent), and different progression rates (between 20 percent and 70 percent of children progressing each year).

Figure 6.1: Simulation Net Present Value



13. These simulations suggest that even if returns to education are considerably below baseline assumptions (and considerably below generally accepted wisdom in the academic literature), that the NPV of the project will still be positive. For example, *ceterus paribus*, the effect of ROR being five percent rather than seven percent, is a NPV of (a still positive) US\$5 million. In order for this return to fall below zero, both the ROR would need to be very low, and the effectiveness of additional project items very poor, for example a five percent ROR, with only three in ten children in a newly constructed classroom gaining at least one additional year of education. These are particularly pessimistic (but of course not impossible) values. Finally, the rates of return to education that imply a NPV of zero for the project can be investigated. All else constant, under conditions described in the previous sub-sections, the implied ROR is approximately 4.44 percent: a value well below typical estimates from the empirical and experimental literature.

Additional Benefits

14. It may be justified to consider the above simulations as representing the lower-bound of the true expected impact of the program. There are two principal reasons why this is so: firstly due to data limitations and the lack of evidence on similar projects, certain (quantitatively) small aspects of the project are not included in the benefit section of the economic analysis, but are considered as part of the costs. This is the case for pedagogical consultancy, the upgrading of statistical services and school GIS mapping, along with various annual and bi-annual review processes. Given the novel nature of these components in Guinea, estimates of benefits based on past data and experiences would be highly speculative, so these items are omitted. Implicitly this is identical to assuming that these items' benefit will be null: which, while unlikely to be correct is both conservative and unlikely to largely affect final calculated effects given that these are relatively small project items. Secondly – and quantitatively more importantly – the analysis has been restricted so far to the *private* returns to education. In the following paragraphs the implications of this are briefly examined.

15. The discussion of the private returns to education in the preceding sections suggests that the accrued benefits from educational investments are projected to be significant in comparison to project costs. These results, however, give a conservative estimate of the true returns to the project, given that important social benefits are also expected. Social benefits deemed to accrue from a more educated population include increased participation in public life, potential reductions in risky behaviour and disease propagation, inter-generational effects not considered in individual returns, and peer and neighbour effects in learning outcomes.²¹ Given the nature of these externalities, a quantitative analysis of such effects would be speculative, and would also still be likely to provide a lower-bound as many other non-private effects are likely to exist. However, the above analysis may be satisfying, given that these effects are expected to imply positive (and perhaps substantial) social impacts, meaning that the prior estimates based on individual returns are strictly lower-bounds of the true cost-effectiveness.

16. Whilst such a bound allows us to be confident that the true effectiveness will exceed the aforementioned estimates, it is interesting to determine some crude measure of the importance of the society-level benefits of this program in Guinea. The table below presents regression estimates of the effect of increases in educational attainment on a number of social indicators in Guinea in the recent past. These regressions have been run on quasi-panel data created from the (pooled) 2005 and 2012 Demographic and Health Surveys. The preferred specification (row 2) includes full region and cohort-of-birth fixed effects, and suggests that increases in education in Guinea across birth cohorts and regions are significant predictors of increased likelihood of being informed via newspaper, higher birth control use, increased knowledge of AIDS, and increased bargaining power within a marriage. These coefficients are consistent under typical panel-data (fixed effect) assumptions, and suggest that the social effects of this project (such as those described in the previous paragraph) are likely to be non-trivial, and strengthen the suggestive evidence from the preceding sections.

²¹ For a discussion of such effects in the context of other African countries refer to (respectively) della Porta (2000), Agüero and Bharawadj (2011), Nimubona and Vencatachellum (2007) and Duflo et al. (2011).

Table 6.3: Effect of increases in educational attainment on social indicators

VARIABLES	Reads Newspaper	Listens Radio	Birth control knowledge	Antenatal Visits	AIDS Awareness	Asks birth control
Education	0.126*** (0.0257)	0.0979 (0.0529)	0.00290 (0.0183)	0.265** (0.0852)	0.0565** (0.0191)	0.0792*** (0.0158)
Education (+ year FE)	0.115*** (0.0223)	0.0546 (0.0749)	0.0850 (0.0452)	0.247 (0.244)	0.0663** (0.0278)	0.108*** (0.0176)
Regions*Year	287	287	287	287	287	287
Regions	8	8	8	8	8	8

Notes: Coefficients are consistent under typical quasi-panel fixed effects assumptions. First row coefficients include region FEs, second row include region and year FEs. Standard errors in parenthesis are robust to heteroscedasticity. Education is measured in completed years.

Financial Analysis

17. Total public spending on education in Guinea was 2.5 percent of GDP in 2013, and has averaged ~2.5 percent per annum since 1990, accounting for 9.5 percent of all government expenditure.²² This is low by international standards, and also when compared with spending levels in low-income countries, or countries in the same region. Of recent educational spending, 43.6 percent has been directed to the primary level, 32.8 percent to secondary, and 33.4 percent to tertiary (based on 2012 figures). Spending is thus uncharacteristically high at the tertiary and very low at the pre-primary levels. When compared with all historical and projected expenditure in the education sector, this project makes up a considerable portion: of the US\$937 million earmarked for the intermediate education spending plan 2015-2017 (ESP2), 77 percent is expected to be contributed from government expenditure, and 5.7 percent from this project's disbursements. Currently a financing gap of US\$26.5 million (or 2.8 percent of the total budget) remains.

Sustainability of the Project

18. The main threats to sustainability of this project then are (i) that projected government spending fails to keep track with the budgeted level of US\$722 million over the period 2015-2017, and (ii) that the budgeted shortfall for ESP2 of US\$26.5 million is not adequately covered by other sources. The first of these points is of greater concern. In recent years, budget execution has been imperfect, and has fluctuated around 85 percent. If similar budget execution exists during the implementation of ESP2, this will imply a shortfall of US\$108.3 million, or US\$36.1 million for each year of the interim plan. Such a result would be a serious impediment to the success of the ESP, representing a shortfall of slightly more than 10 percent of projected spending. Currently this risk is recognised in the project's risk rating summary (see the Key Risks and Mitigation Measures section of this document). Delivery, Monitoring and Sustainability risks are identified as *Substantial (S)*. The second of these threats to sustainability is relatively minor. While accounting for an important proportion of total project spending, the likelihood that the current shortfall is not made up is low, and is recognised as such in the project appraisal.

²² World Bank Data Bank, UNESCO Institute of Statistics. World Development Indicators, SE.XPD.TOTL.GD.ZS.

19. Beyond the life of the project, effects on permanent (or semi-permanent) costs in the educational sectors exist. Most importantly, additional infrastructure and furniture has an expected useful life considerably exceeding the 2015-2017 time horizon of the project. However, the marginal increase in permanent costs is relatively minor in comparison to total expenditures expected to be made over the life of the project. Even if permanent costs relating to infrastructure are as high as 10 percent of installation costs, this will make up less than one third of one percent of educational spending projected over the period up to 2017. Alternative project elements are not expected to have large implications for ongoing costs. Teacher training as currently designed does not demand for post-2017 investment. Similarly, teacher incentives and course materials have been projected for the period 2015-2017 only.²³

Efficiency of the Project

20. The state of educational attainment and achievement in Guinea (as summarized in this document, WB Data Bank statistics, and the *PSE Interiminaire 2015-2017*), implies that project elements must focus on increasing both access to, and the expansion of, primary education and literacy in the population. As such, major elements described in the PAD focus on primary construction and training, and non-formal and literacy programs. These elements are necessary conditions for the future development of Guinea's education system. Further, the pattern in current spending – with considerable outlays at the secondary and tertiary level despite highly imperfect coverage at pre-primary and primary levels suggests access is of first order importance, both for efficiency and equity.

21. More specifically, projected spending implies an average cost of US\$7.21 per individual who benefited from any aspect of the program over the entire useful life of all elements. As described in section A of this annex, cost per beneficiary in the project varies considerably by sub-component. Particular project components, especially sub-components 3.1 and 3.2, focus on ensuring and developing efficiency in the delivery of project items. This will provide continual (annual and bi-annual) management and efficiency reports, which provide the opportunity for periodic feedback and upgrading of delivery in line with lessons learned in implementation, along with those relating to prior EFA projects in Guinea.

²³ Of course, subject to ex-post impact evaluations, all of these elements can be extended beyond the life of the project. While this *would* have an effect on permanent spending, it is entirely discretionary, and conditional on decisions made in the design of the post-2017 agenda (the ten year sector strategy for 2018-27).

Annex 7: Partner Agreements

GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

1. The LEG in Guinea is led by a Lead representative of donors (currently UNICEF) who acts as the focal point for the group. The Partnership Framework signed on September 3, 2014 commits DPs to coordinate their support towards the implementation of the ESP2. This contributes to eliminating duplication of efforts and rationalizing donor activities to maximize cost effectiveness.
2. In order to move toward further harmonization, AFD and UNICEF have proposed to combine their financing with that of the GPE and ERRTF grants in a Pooled-Fund, to be managed by the Government. The overall structure of the GPE-AFD Pooled-Fund used in the context of the previous EFA-FTI project (P111470) will be maintained as the financial tool, but will be adapted to the overarching framework agreement for co-financing signed between the WB and AFD in May 2014. The Pooled-Fund will be opened to all partners wishing to use this financing tool. The pooled account will be managed as three designated project accounts (DAs) and WB procurement and FM procedures will apply (see Annex 3). In the meantime, the DPs will continue to support the strengthening of Guinea's PFM system and national procedures (through systematic transfer of competencies), so that future contributions of the GPE and/or of other partners will be more closely aligned with country system and national procedures (in line with the Paris Declaration on Aid Effectiveness).
3. The mode of operation of the Pooled-Fund will be specified in a MOU between the contributors (GPE/ERRTF through the WB, AFD, and UNICEF) to the fund and the Government of Guinea. It will provide for semi-annual progress reports, joint annual reviews with Government, independent audits (financial, technical, and procurement) covering the entirety of the Pooled-Fund financing, and the jointly agreed procurement, FM and institutional arrangements.
4. The operating principles of the proposed Pooled-Fund (especially with regards to fiduciary matters) will be as follows:
 - a. Every year, the MEPU-A will prepare a draft annual action plan and budget that will include all activities, training, and operating costs to be financed during the subsequent year of project implementation. The Government will submit this plan to the WB as well as other FoCEB donors. The MOU and PIM will provide details on the contents, dates and processes for preparation, discussion, and amendment of the plan. Specifically, the draft plan for the following year will be discussed between the Government and donors during the annual joint mission.
 - b. The FoCEB will be managed in project format with the DAs located in a commercial bank. The funds will not go through the national treasury. The MEPU-A will open accounts in a commercial bank acceptable to AFD, UNICEF and the WB, and will appoint representatives authorized to perform transactions on the accounts. All expenses will be paid from these accounts.
 - c. Project sub-accounts may be opened at the regional level. The mechanisms for transfers and providing support to decentralized units, for monitoring the utilization of the funds by the latter, will be specified in guidelines and outlined in the PIM.
 - d. All of the accounts will be regularly audited (yearly).

- e. The WB will issue the no objection on behalf of all donors on relevant strategic or decision point documents specified from the outset, once all Pooled-Fund for Basis Education donors have agreed on their contents. It is expected that various contributors will agree *ex-ante* (this will be specified in the MOU) on the areas to which their teams can contribute in the technical review of requests for NOs according to their comparative advantage and areas of specific interest, so as to use all resources in the most efficient way.
5. *On procurement*, the following principles have been retained:
- a. The IDA and WB directives regarding procurement will apply.
 - b. The thresholds above which a no objection will be needed are listed in Annex 3 as prior review thresholds. These will be incorporated into the PIM and the procurement plan (PP).
 - c. Notwithstanding these thresholds, the PP may mention specific contracts which will need a no objection.
 - d. The WB will manage the procurement no objections and issue (or not) no objections on behalf of all the FoCEB contributors.
 - e. All contributors to the FoCEB will be notified of requests for no objections, and they will be copied on all communications relating to the no objections.
6. The WB is the SE and together with the MEPU-A will report on progress in implementation of the project. The Lead representative of donors will continue to work with the four Ministries of Education and other partners to ensure an adequate coordination of the implementation, M&E of the ESP2 as a whole.

Annex 8: Detailed Budget Estimates

GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

Table 8.1: Detailed Budget Estimate by Activities (US\$ million)

Components, sub-components and activities	YR1	YR2	Yr3	Total
1 Acces and Equity in Education	11.905	11.303	1.698	24.906
1.1 Classrooms and furniture	5.750	9.854	0.247	15.851
Classrooms etc. (lower secondary schools, urban)	1.392	2.784	0.000	4.176
Classrooms etc. (primary, replacement of temporary infrastructure)	1.421	0.669	0.000	2.090
Classrooms etc. (primary, equity)	0.669	1.421	0.000	2.090
Classrooms etc. (primary, class size)	1.191	2.989	0.000	4.180
Classrooms etc. (lower secondary schools, rural)	0.953	1.620	0.000	2.573
Monitoring and supervision of civil works	0.124	0.371	0.247	0.742
1.2 School Health and Hygiene	5.532	0.000	0.000	5.532
Latrines (rehabilitation)	0.046	0.000	0.000	0.046
Hand washing kits	0.090	0.000	0.000	0.090
Water points (construction)	3.089	0.000	0.000	3.089
Latrines (construction)	2.297	0.000	0.000	2.297
Monitoring and supervision of civil works	0.010	0.000	0.000	0.010
1.3 Non-Formal Education and Functional Literacy	0.623	1.449	1.451	3.523
Development of post-literacy environment	0.025	0.025	0.025	0.075
Literacy campaign (<i>faire-faire</i>)	0.569	1.395	1.397	3.361
Renewal of NAFA centers	0.029	0.029	0.029	0.087
2 Quality of Teaching and Learning Conditions	6.607	9.416	5.697	21.720
2.1 Teacher Training and Pedagogical Support	1.060	1.281	1.269	3.610
Support to girls education	0.031	0.031	0.031	0.093
Support to satellites and one classroom schools	0.070	0.070	0.070	0.210
Study use of national language	0.000	0.000	0.000	0.000
In-service training of Strong Tier teachers, DE and DSEE	0.162	0.000	0.000	0.162
In-service training of Low Tier teachers	0.464	0.464	0.464	1.392
In-service training of Middle Tier teachers	0.000	0.348	0.348	0.696
In-service training in Pedagogical skills for small rural schools	0.000	0.058	0.058	0.116
In-service training in Early reading pedagogy in lower grades	0.093	0.093	0.093	0.279
Consultant in Early reading pedagogical strategies	0.023	0.000	0.000	0.023
In-service training of lower secondary school teachers	0.070	0.070	0.058	0.198
Pre-service training of primary school teachers	0.089	0.089	0.089	0.267
Pre-service training of secondary school teachers	0.058	0.058	0.058	0.174
2.2 Teaching and Learning Material	3.490	4.003	0.125	7.618
Learning materials and games (preschool)	0.000	0.065	0.044	0.109
Textbooks (primary level)	0.000	2.909	0.000	2.909
Textbooks (grade 6)	0.000	0.064	0.064	0.128
Textbooks (lower secondary)	3.310	0.000	0.000	3.310
Guides, worksheets and audio media for the use of textbooks	0.015	0.000	0.000	0.015
Teaching and learning material (multigrade classes)	0.000	0.948	0.000	0.948
Teaching and learning material (early literacy)	0.148	0.000	0.000	0.148
Equipment (early literacy)	0.007	0.007	0.007	0.021
Radio show (early literacy)	0.010	0.010	0.010	0.030
2.3 Accountability, Incentives and Decentralization	2.057	4.132	4.303	10.492
Cars (revitalized inspections)	0.034	0.034	0.034	0.102
Cars (IRE)	0.273	0.000	0.000	0.273
Grants guidelines (development)	0.000	0.000	0.000	0.000

Grants guidelines (training)	0.000	0.000	0.000	0.000
Simplified budgetary and financial management guides (development)	0.037	0.000	0.000	0.037
Training for School-Based Management	0.014	0.093	0.052	0.159
Performance-based incentives for teachers	0.046	0.046	0.046	0.138
Monitoring (Absenteeism using cell phone)	0.002	0.001	0.001	0.004
Monitoring (Implementation of decentralized action plans)	0.012	0.012	0.012	0.036
Capacity building (decentralized SAF)	0.204	0.000	0.000	0.204
Capacity building (inspections)	0.031	0.031	0.031	0.093
DSEE grants for regular activities	0.227	0.227	0.227	0.681
DSEE grants for decentralized training and pedagogical support activities	0.000	0.454	0.454	0.908
DPE/DCE and IRE grants	0.534	1.067	1.067	2.668
Meetings of CPPE	0.176	0.176	0.176	0.528
Meetings of CRPE	0.087	0.087	0.087	0.261
School grants (unconditional)	0.380	1.660	1.845	3.885
School grants (conditional)	0.000	0.244	0.271	0.515
3 Strengthened Management and Governance in Education	2.142	1.649	1.416	5.207
3.1 Governance and Reforms	1.189	0.826	0.601	2.616
Car (S&E of ESP)	0.034	0.000	0.000	0.034
Car (early literacy activities)	0.030	0.000	0.000	0.030
Updating of the preschool policy	0.011	0.000	0.000	0.011
Analysis of national exam results	0.025	0.000	0.000	0.025
Support to the allocation process of human resources	0.012	0.012	0.012	0.036
Analysis of performance-based incentives program results	0.010	0.000	0.000	0.010
Revisions of the protocols governing private schools	0.012	0.000	0.000	0.012
Controls of human resource management	0.019	0.019	0.019	0.057
Monitoring, training and reporting of ESP (development)	0.058	0.000	0.000	0.058
Study on streams for the secondary level	0.080	0.000	0.000	0.080
Tools for statistical analysis and training (design)	0.006	0.040	0.000	0.046
Tools for monitoring of absenteeism in private education (design)	0.012	0.012	0.012	0.036
Annual performance report	0.015	0.015	0.015	0.045
CSR	0.000	0.142	0.000	0.142
PDDEA	0.000	0.000	0.086	0.086
Computerized database of the in-service training activities	0.025	0.000	0.000	0.025
Holistic teacher policy	0.043	0.000	0.000	0.043
Study on matriculation and lower secondary student database	0.006	0.006	0.006	0.018
External evaluation of in-service training	0.000	0.025	0.000	0.025
Standardized learning assessment and associated training	0.139	0.139	0.139	0.417
Extension and harmonization of HR data bases	0.079	0.000	0.000	0.079
Statistics and analytical reports using EMIS data	0.023	0.023	0.023	0.069
Study on risks and conflicts and development of a strategy	0.030	0.000	0.000	0.030
EGRA (administration)	0.093	0.093	0.093	0.279
EGRA (specialist)	0.011	0.011	0.011	0.033
Geo-referencing of schools and their environment (implementation)	0.132	0.000	0.000	0.132
Geo-referencing (specialist)	0.019	0.000	0.000	0.019
Capacity strengthening of DGSPDE	0.155	0.000	0.000	0.155
M&E of ESP	0.031	0.031	0.031	0.093
M&E of early literacy activities	0.046	0.046	0.046	0.138
M&E of literacy campaigns	0.014	0.014	0.014	0.042
M&E of preschool activities	0.019	0.019	0.019	0.057
Expansion of basic education to lower secondary (strategy design)	0.000	0.149	0.075	0.224
Expansion of basic education to lower secondary (study visit)	0.000	0.030	0.000	0.030
3.2 Project management and coordination of the ESP	0.953	0.823	0.815	2.591
Car (DNESG)	0.030	0.000	0.000	0.030

Updating the MTEF	0.016	0.016	0.016	0.048
Development of internal audit tools	0.014	0.000	0.000	0.014
Annual review and field visits	0.063	0.063	0.063	0.189
PCU and technical directions (operating costs)	0.407	0.407	0.407	1.221
Thematic groups (operating costs)	0.020	0.020	0.020	0.060
Internal audit mission	0.009	0.009	0.009	0.027
Capacity building (DAF procurement section)	0.050	0.000	0.000	0.050
Capacity building (MEPU-A technical direction)	0.018	0.034	0.026	0.078
Capacity building (DAF FM section and MTEF unit)	0.124	0.124	0.124	0.372
Capacity building (environmental and social safeguards)	0.040	0.010	0.010	0.060
Experts to the DGPSDE, MTEF, and DRH	0.117	0.117	0.117	0.351
Competencies transfer plan (design)	0.022	0.000	0.000	0.022
Competencies transfer plan (monitoring)	0.023	0.023	0.023	0.069
TOTAL	17.597	25.425	8.811	51.833

Note: Unit costs are provided in the PTAB of the ESP2 and are thus not provided here. Cost above include contingency.

Table 8.2: Detailed budget Estimate for Capacity strengthening activities (GNF million)

Activities	Inputs	Unit	Quantity Total	YR1	YR2	YR3	Unit cost (GNF million)	Total Cost (GNF million)
Frameworks agreements with education and management consultancy firm(s): Consultant, workshops, training, mission, operating cost								
Updating of the preschool policy	Workshops	Workshops	2	2	0	0	8.050	16.100
	Consultant	p/m	1	1	0	0	53.900	53.900
Support to satellites and one classroom schools	Operating costs	Lumpsum	3	1	1	1	81.000	243.000
	Formation	p/d	2,111	420	770	921	0.400	844.500
Internal audit	Consultant	p/m	1	1	0	0	53.900	53.900
	Operating costs	Lumpsum	1	1	0	0	9.100	9.100
Budgetary and financial guides	Formation	p/d	75	75	0	0	0.400	30.000
	Consultant	p/m	1	1	0	0	53.900	53.900
CSR	Workshops	Workshops	6	0	6	0	32.767	196.600
	Consultant	p/m	6	0	6	0	120.400	722.400
PDDEA	Workshops	Workshops	3	0	0	3	65.267	195.800
	Consultant	p/m	3	0	0	3	120.400	361.200
Computerized database of the in-service training activities	Consultant	p/m	1	1	0	0	53.900	53.900
	Operating costs	Lumpsum	3	2	0.5	0.5	22.000	66.100
Study on streams for the secondary level	Formation	p/d	100	100	0	0	0.400	40.000
	Workshops	Workshops	3	2	1	0	44.333	133.000
Study on matriculation and lower secondary student database	Consultant	p/m	3	3	0	0	127.400	382.200
	Consultant	Workshops	1	1	0	0	53.900	53.900
Expansion of basic education	Consultant	p/m	9	4	3	2	161.000	1,449.000
	Workshops	Workshops	2	0	2	0	23.050	46.100
External evaluation of in-service training	Consultant	p/m	1	0	1	0	53.900	53.900
	Mission	p/d	150	0	150	0	0.400	60.000
Standardized student assessment	Consultant	p/m	3	1.5	1.5	0	149.333	448.000
	Operating costs	Evaluation	2	1	1	0	187.920	375.840
Strategy on risk and conflicts	Formation	Lumpsum	4	2	2	0	299.040	1,196.160
	Consultant	p/m	1	1	0	0	196.000	196.000
EGRA	Consultant	p/d	45	15	15	15	4.900	220.500
	Specialist in early literacy	p/d	30	30			4.900	147.000
Renewal of the geo-referencing of schools and their environment	Operating costs	Lumpsum	3	1	1	1	116.932	350.795
	Formation	p/d	150	150	0	0	0.400	60.000
	Mission	p/d	1,500	500	500	500	0.200	300.000
	Consultant	Lumpsum	3	3	0	0	42.000	126.000

	Equipment	Lumpsum	100	100	0	0	1,400	140.000
DAF procurement	Consultant	p/m	1	1	0	0	53.900	53.900
Technical department of the MEPU-A	Alli	Lumpsum	3	0.7	1.3	1	166.667	500.000
Experts, competencies transfers, and other consultants								
PCU - Procurement	Experts	p/m	36	12	12	12	43.750	1,575.000
PCU – Financial management	Experts	p/m	36	12	12	12	43.750	1,575.000
METF	Experts	p/m	36	12	12	12	21.000	756.000
DRH	Experts	p/m	36	12	12	12	21.000	756.000
DGPSDE	Experts	p/m	36	12	12	12	21.000	756.000
Competencies transfer plans	Consultant	p/m	3	2	0.5	1	141.000	352.500
PCU – External audit and safeguards	Consultant	Contrat	3	1	1	1	210.000	630.000
Pre-service training	Consultant	Lumpsum	3	1	1	1	344.592	1,033.777
Intellectual capacity strengthening (training)								
PCU and focal point structures	Formation	p/d	252	84	84	84	4.417	1,113.000
DGPSDE	Formation	p/d	450	150	150	150	0.300	135.000
Inspection	Formation	p/d	75	75	0	0	0.400	30.000
DAF - Procurement	Formation	p/d	284	284	0	0	0.400	113.600
SAF – Financial management	Formation	p/d	368	368	0	0	0.300	110.400
DAF – Financial management	Formations	p/d	400	400	0	0	3.990	1,596.000
Logistical capacity strengthening (equipment, car, operating costs)								
	Equipment	Lumpsum	1	1	0	0.000	140.000	140.000
PCU and focal point structures	Operating costs	Month	36	12	12	12	7.000	252.000
	Operating costs	Lumpsum	3	1	1	1	868.513	2,605.540
DGPSDE	Equipment	Lumpsum	1	1	0	0	500.000	500.000
	Operating costs	Lumpsum	3	1	1	1	121.667	365.000
DNESG	Cars	Car	1	1	0	0	196.000	196.000
Inspection	Operating costs	Lumpsum	3	1	1	1	40.000	120.000
	Cars	Car	8	8	0	0	220.500	1,764.000
IRE	Cars	Lumpsum	3	1	1	1	220.500	661.500
M&E of ESP	Cars	Car	1	1	0	0	220.500	220.500
INRAP	Cars	Car	1	1	0	0	196.000	196.000
DAF - Procurement	Workshops	Workshops	2	2	0	0	30.000	60.000
	Operating costs	Lumpsum	1	1	0	0	94.500	94.500
DAF – Financial management	Equipment	Lumpsum	1	1	0	0	424.000	424.000
	Equipment	Lumpsum	1	1	0	0	380.000	380.000
SAF – Financial management	Equipment	Lumpsum	1	1	0	0	680.000	680.000
	Operating costs	Lumpsum	3	1	1	1	189.867	569.600

Annex 9: Map

GUINEA: Pooled-Fund for Basic Education (FoCEB) (P148127)

