



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

Concept Stage | Date Prepared/Updated: 05-Apr-2018 | Report No: PIDISDSC24362



BASIC INFORMATION

A. Basic Project Data

Country Mali	Project ID P164032	Parent Project ID (if any)	Project Name Mali Secondary Education Support Project (P164032)
Region AFRICA	Estimated Appraisal Date Jul 03, 2018	Estimated Board Date Oct 18, 2018	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Boubou Cisse	Implementing Agency Mohomodou Taifour	

Proposed Development Objective(s)

The Project Development Objective is to improve the access to secondary education, put in place systems which govern its quality, and enhance the capacity of the Ministry of Education for better education service delivery.

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	50.00
Total Financing	50.00
of which IBRD/IDA	50.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	50.00
IDA Credit	20.00
IDA Grant	30.00

Environmental Assessment Category

Concept Review Decision



B-Partial Assessment

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

- Mali is a large land-locked country in the Sahel region in West Africa and has a national territory that spans 1,240,000km.** The population is currently estimated at 18 million (2016), with an annual population growth rate of about 3.2 percent. Rapid population growth is the biggest challenge in reducing poverty and improving social services in Mali. Mali's population is extremely young with the median age standing at 16.2 years compared to the global average of 30 years; as many as 11.7 million Malians (66 percent of the population) are estimated to be under the age of 24 (Public Expenditure Review (PER), 2017). Under moderate projections, this number will reach nearly 18 million by 2030, and double by 2045. This young population will put enormous pressure on the education system and the labor market. Although sparsely populated, with only 10% of its people living in the north, high population growth rates and drought have fueled food insecurity, poverty, and instability. The delivery of services in such a large territory is challenging, affecting geographic equity and social cohesion. Whether that population growth will be able to generate economic growth will depend on many factors, chief among them the younger population's foundational and academic skill set and training levels.
- Mali ranks 175th out of 188 countries on the United Nations Human Development Index for 2016.** Prior to the 2012 political and security crisis, Mali had succeeded in reducing poverty. Between 2001 and 2010, the country experienced an overall drop in national poverty from 56 percent to 43 percent. In 2013, the poverty rate rebounded to 45 percent. Regional differences also persist. Poverty is much lower in urban areas, with 90 percent of all poor households living in rural areas, and concentrated in the south, an area where the population density is highest. For instance, the Sikasso area has the highest incidence of poverty (83.2 percent) . Drought (2012) and conflict (2012-2013) have only increased the incidence of poverty. The widespread poverty in Mali was exacerbated by the 2011 political crisis. Only one in three Malians aged 15-24 years is literate. The child mortality rate averages 132 per thousand. Poverty, malnutrition, and a high level of morbidity disproportionately affect women, children, and the displaced. Mali is among the countries with the highest maternal mortality and an extremely high rate of adolescent fertility—with 169 children born to every 100 young women under the age of 20. Girls either never enroll or quickly drop out of school to help at home or get married.
- The political and security situation in Mali has been particularly instable in recent years.** The calendar year 2012 witnessed the occupation of the Northern regions of Mali by armed groups and a military coup in March overthrowing the elected Government. These events were followed by the deployment of French-led military forces in January 2013, which handed over to the United Nations Multidimensional Integrated Stabilization Mission in Mali in July 2013. Local government elections took place in November 2016. Presidential elections are planned to be held in June 2018. Peace negotiations between government and two rebel coalitions, known as the "Platform" and "Coordination" groups,



concluded with the signing of agreements in May and June 2015. While the agreement does not envision autonomous status for Mali's northern regions, it gives stronger impetus to decentralization, creating a role for these regions, as well as a development zone and program of accelerated development (Programme de développement accéléré du Nord). However, its implementation is challenging. Security, critical to poverty reduction and economic recovery, is fragile, with attacks by armed groups on the UN force and the Malian army continuing, mostly in the north.

4. **Despite volatile security conditions, economic performance continues to be relatively strong.** Since 2011, real GDP grew by 1.7 percent in 2013 and 7.2 percent in 2014 (PER, 2017). The medium-term economic outlook is promising, with expected growth rates of 5.3 percent and 5.2 percent in 2016 and 2017, respectively. Thanks to increased agricultural production and rainfall, the primary sector growth accelerated from 6.9 percent in 2015 to 7.6 percent in 2016. The tertiary sector growth has been robust (at about 6 percent since 2014) following renewed dynamism in the Information Communications Technology (ICT) sector. Economic growth is projected to stay robust at about 5 percent over the medium term, in line with Mali's long-run potential growth rate. Agricultural growth is underpinned by favorable weather and positive effects from input subsidy reform. Services growth will continue in telecoms, transport, and trade. Inflation is projected to be moderate for as long as agricultural production keeps food prices controlled. Yet, regardless of the 2015 peace agreements, the north is still difficult for the government to control, and insecurity has spread to the center and southern regions.

Sectoral and Institutional Context

5. **Over the course of the past years, Mali has made progress in improving access to education.** Between 1999/2000 and 2015/16, the gross enrollment rate (GER) increased from 1.7 percent to 4.4 percent in pre-primary, from 57.4 percent to 77 percent in primary, from 21.5 percent to 54.2 percent in lower secondary, and from 7.4 percent to 17.7 percent in general secondary education. In addition, Mali has more than doubled access to technical secondary education, technical vocational education and training, and higher education. However, data from 2015/16 academic year clearly indicate that the current situation is still way far from universal coverage, particularly in basic education which remains compulsory for all as well as a sharp decline in performance, in comparison to GERs that were much higher before the crisis.

6. **Notwithstanding this progress, important challenges persist related to the quality of education delivered, equity, and the overall management of the sector.** A 2017 sectoral evaluation noted that Mali continues to have some of the lowest education indicators in the region. The key issues in the education sector are: (i) inadequate and inequitable access to education, particularly for girls and poor populations; (ii) low education quality as shown by limited low learning outcomes; and (iii) weak governance of the sector. The primary school completion rate is 58 percent. Moreover, an estimated 1.9 million primary school-age children are not in school, which represent nearly 40 percent of the primary school age population (2015/16). Both demand and supply factors explain this high rate of out-of-school population such as unaffordable costs of education to households, long distances to school, poor quality of physical facilities, high repetition, and lack of parental interest or perception that the existing education system does not lead to a job. In addition, high rates of chronic malnutrition and the low access to early childhood education mean that children also enter school poorly-prepared. As a result, learning outcomes are low and the poor quality of education provided is insufficient to compensate.

7. **Post-primary education remains highly deficient and lacks quality.** Secondary education is not aligned with Mali's post-crisis recovery and socio-economic development ambitions. Between 1999/00 and 2015/16, enrollment in general secondary quadrupled from almost 53,000 to 197,000, an increase of nearly 8.6 percent per year over the period. Over the same period, the secondary GER rate rose from 7.4 percent to 17.7 percent. Private schools fueled this increase in upper secondary enrolment. In the 2013-2014 academic year, among the existing 701 upper secondary schools, 90 percent



were private. Two hundred new schools more than doubled their count and had 56,000 new students—a 76 percent growth in enrollment. Mali added only 20 more public high schools since 2006, and 8,400 new students (PER, 2017). It bears mentioning that the share of the private general secondary education provision has increased significantly from 25 percent in 2000 to 80 percent in 2017. Government policy to subsidize students at private schools has helped drive this growth: since 2004, private schools have received full tuition (in the amount of FCFA147,000 per student) and half of the usual scholarship subsidies for each student the Malian government refers to them. Schools use tuition fees to serve the students and pass on the partial scholarship awards to students. Yet, over time, school tuition payments have grown faster than scholarships.

8. **While private schools have helped increase capacity, this policy resulted in a systemic disorder as well as greater disparities between the urban areas in and around Bamako at the expense of the rest of Mali.** Between 2005 and 2010, tuition paid to private schools increased by 47 percent while partial scholarships increased only by 1.5 percent (PER, 2017). To explain this discrepancy, the Malian government commissioned an audit of private schools in the 2009-2010 academic year which found out that many of the students for whom the state pays subsidies are ghosts, with no presence at schools. In a recent interview (2018), the new Minister of Education, H.E. Housseini Amion Guindo, stated that more than 9,000 ghost students were recently identified benefitting from full tuition fees, in addition to more than 10,000 ghost teachers paid by the government. In addition, enrolments are expected to nearly double in both private and public sectors relative to their 2015/16 numbers due to a growing demand for secondary education. It is therefore the government's responsibility to fill in the gap for the limited provision of private secondary education in rural areas. But, with slower growth in the number of public-sector institutions making this an opportune time for a large push in strengthening access and quality in upper secondary education.

Relationship to CPF

9. The current Country Partnership Framework (CPF, FY16-19) for Mali has three focus areas and the proposed project is fully aligned with its third focus area, which includes a key strategic objective to improve social services delivery and develop human capital. Moreover, the Systematic Country Diagnostic (SCD, 2015) for Mali rightly underlines the need to address low levels of human capital. The SCD identifies education as a key priority area for poverty reduction, shared prosperity and sustainability. Quality education is necessary to foster skills that are relevant to the labor market, including training for future teachers and administrators. The higher-level learning and skills it provides are becoming increasingly important to aid the country in developing resilience to continuing political crisis and in improving the educational level and employability of its mushrooming youth population, a largely untapped resource with the potential to raise the country's growth and productively.

10. The proposed project is also in line with the Government's vision. The government developed an interim national education sector development program (*Programme Interimaire de Relance du Secteur de l'Education et de la Formation Professionnelle, 2015-2016*) with the ultimate objective of improving the quality of education delivery through a revamping of the education sector as a whole. The program covers all levels of education, from early childhood to tertiary education and aims to improve access and quality, and enhance the governance of the education system. Gender is a crosscutting theme of the program and would be a key element of this project.

C. Proposed Development Objective(s)

The Project Development Objective is to improve the access to secondary education, put in place systems which govern its quality, and enhance the capacity of the Ministry of Education for better education service delivery.



D. Concept Description

11. The proposed Project would support the Government's priority focus areas and planned reforms to enhance the capacity of general secondary schools (both public and private) in Mali to provide high quality secondary education. The Project would be financed through a US\$50 million Credit/Grant from the International Development Association (IDA), using an Investment Project Financing (IPF) lending instrument, and would have two parts. The first part, consisting of Components 1 and 3, would follow a traditional reimbursement mode based on statements of expenditures after the completion of activities. The second part of the proposed Project-- Component 2, would use a Results Based Financing (RBF) modality to progressively improve the sector's governance and financing structure. Disbursements would be made to the Special Account of the Ministry of Education, the details of which would be ironed out during preparation conditional on pre-specified results, as measured by disbursement linked indicators (DLIs). This component would support the implementation of performance contracts with select upper secondary schools, directly supporting the implementation of activities aimed at improving the quality of teaching and learning as well as activities improving governance and the quality of programs. The RBF approach is expected to be a critical contributor towards the establishment of a more efficient and results focused financing structure for the sector. Each component is summarized below:

Component 1: Increasing Equitable Access to General Secondary Education (US\$22 million)

12. The Project would directly respond to the unmet demand for general secondary education and address the critical challenges of the low enrollment and retention of girls in secondary schools and the increase of the number of out-of-school youth. The component consists of three sub-components, aligned with the Government's priority focus areas in the interim education sectoral plan mentioned above:

13. **Subcomponent 1.1. (Increasing Access through Secondary School Construction)** would focus on expanding the supply of public general secondary education, which has been a central objective of the Government's post-primary education reform program. It would respond to the following identified challenges hindering progress in the secondary education sub-sector: (i) acute shortage of public upper secondary schools; and (ii) inadequate regional distribution of secondary schools. The objective of the sub-component would be achieved through the implementation of a set of interrelated activities namely: construction and equipment of new upper secondary schools; and construction and equipment of additional classrooms in existing schools that are facing a high unmet demand. Each targeted/constructed school would be expected to have latrines, a water point, and an energy source, where possible, solar energy. In addition, the sub-component would support the construction of two specialized math and science focused 'High Schools of Excellence' (*Lycees d'Excellence*), the specificities of which would be developed and made available by the Ministry of Education before the start of construction activities. These schools would be expected to meet high-quality standards in mathematics and science teaching and learning so as to serve as a model for other secondary schools in the country.

14. **Subcomponent 1.2. (Incentivizing Access and Retention of Girls in Secondary Schools)** aims to improve equity in access to secondary education, with a particular focus on areas having the most deficit in terms of girls' participation in upper secondary education. The Project would directly address the following shortcomings of Mali's secondary education sub-sector: (i) girls' access and retention in secondary education; (ii) distance to secondary schools which poses a major barrier (physical access); and (iii) the poor quality of teaching and learning conditions. To this end, the sub-component would support the implementation of the following key activities: (i) construction of secondary schools in underserved areas, closer to the residence/villages of beneficiary girls to facilitate their physical access; and (ii) establishment of select



measures to reduce the costs of secondary education, particularly for disadvantaged girls from vulnerable households. The beneficiary selection criteria and specific measures would be defined during preparation.

15. **Subcomponent 1.3. (Providing Second Chance Education to Out-of-School Youth in Crisis-Affected Areas)** aims to improve equity in access to secondary education, with a particular focus on vulnerable out-of-school youth who have been affected by the ongoing political crisis. Out-of-school youth who have been forced to leave their secondary school in crisis-affected areas and who wish to continue their education would be offered a high-quality second chance education program. Analytical work would be conducted upfront to define the contours of the proposed program. A national or international organization with robust experience in second chance education would be recruited to develop the design and implementation modalities and tools for this sub-component.

Component 2: Improving Quality of Teaching and Learning in General Secondary Education (US\$18 million)

16. This component aims to improve the quality and governance of general secondary schools by directly supporting activities enhancing the inadequate teaching and learning conditions. The component would target both public and private secondary schools and would focus on specific quality and would be **DLI-based**. Exact DLI targets for each year, sequencing, and pricing would be worked out during Project preparation. The component consists of two sub-components, aligned with the Government's priority: (i) Improving Quality in Public General Secondary Schools and (ii) Improving Quality in Private General Secondary Schools.

17. **Subcomponent 2.1. (Improving Quality in Public General Secondary Schools)** aims to address the low quality of public secondary education. The objective of the sub-component would be achieved through (i) ensuring school compliance with quality standards governing the provision of secondary education issued by the Ministry of Education; (ii) enhancing school performance in national school examinations; and (iii) strengthening internal efficiency. It would focus on various activities that are critical to improve quality at the school level including: (a) *Quality standards* to be operationalized so they can serve as a framework for pulling the education delivery system upward by putting every school in a position where it can perform well in terms of student success; (b) *Pre- and in-service teacher training* to be improved, with a particular focus on mathematics and science teachers where the gap is large; (c) *Instructional materials* to be made available, with a focus on science teaching and the development and availability of nationally designed textbooks. The project would also support technology-based teaching methods of mathematics and science for improved teaching and learning through the set-up of virtual laboratories. It would also fully equip the two '*Lycees d'Excellence*' with Information Communications Technology (ICT)-rich classrooms as a useful tool for introducing teaching and pedagogical reforms in the system; (d) *Student assessment and examination systems* to be enhanced.

18. In addition, the sub-component would finance (i) the establishment of a School Management Committee (*Comite de Gestion d'Ecoles*, COGES) in each secondary school and (ii) the implementation of robust School Improvement Plans (SIPs) which would be prepared by each COGES annually. Each SIP would aim to effectively address the poor quality of teaching and learning conditions, while enhancing math and science teaching to ensure that the overall education system is more science and technology oriented. SIPs would include specific activities such as (i) providing adequate instructional materials and laboratories; (ii) reinforcing the quality of school-based management through training of COGES members and school leads; (iii) developing sports and cultural school activities; and (iv) promoting effective reproductive health. Each school would receive a grant for the implementation of its SIP. The terms and allocation criteria for this grant would be further developed during preparation. Moreover, the project would work to support the development of mechanisms that would allow a direct transfer of public resources to schools to finance SIPs.

19. **Subcomponent 2.2. (Improving Quality in Private General Secondary Schools)** aims to address the low quality of



private secondary education. To this end, the project would support the relevant ministries in charge of the design, specification, and operationalization of quality standards (*cahier de charges*) governing private secondary schools. The definition of quality standards would cover the key parameters that influence the performance of schools, in particular, governance, teacher competency, qualification/aptitude of the school management personnel, adequacy of the student body, including pupil/teacher and pupil/classroom ratios, and instructional materials. The objective of the sub-component would be achieved through two main activities: (i) improved governance framework for the management of private general secondary schools and (ii) improved teaching and learning conditions in these same private secondary schools.

Component 3: Technical Assistance and Institutional Capacity Building at the National and Decentralized Levels (US\$10 million)

20. This component aims to strengthen institutional capacity and Monitoring and Evaluation (M&E) systems, including compliance with agreed DLIs. The component consists of two sub-components:

21. **Subcomponent 3.1. (Strengthening Management of the Education Service Delivery System)** would support relevant activities that would strengthen the management of the secondary education service delivery system, both at the national and decentralized levels. Particularly, the sub-component would support relevant activities of secondary education governance bodies at the national and decentralized levels and would finance regional education bureaus: (i) to collect data, analyze, and produce a regional statistical yearbook summarizing results achieved in their respective regions; and (ii) to promote the effective establishment of COGESs. Each secondary school would set up a COGES based on the existing model at the primary education level and adapting it to the reality of secondary education. COGESs would benefit from a series of trainings that would support them to manage institutions such as school boards.

22. **Subcomponent 3.2. (Strengthening Project Management and Monitoring and Evaluation)** would finance the necessary technical assistance and capacity building activities, carefully selected and designed to effectively address project implementation and capacity constraints. Activities could include (i) TA for benchmarking and planning activities to ensure quality of SIPs and (ii) TA for the design and delivery of the planned second chance education program. In addition, this sub-component would support (i) the establishment of an information system/ICT equipment that will enhance the M&E system and (ii) specific analytical studies to generate more evidence and knowledge for the education system.

SAFEGUARDS

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

The project will be nationwide. Specific sites are not yet known but all rehabilitation and new classrooms reconstruction activities will be focused in the public domain.

B. Borrower's Institutional Capacity for Safeguard Policies

Mali has a legislative and regulatory framework which is conducive to good environmental and social management. Mali has signed a number of international treaties and conventions and has experience with the Bank's Safeguard Policies due to Bank-funded projects across different sectors. However, implementation capacity remains limited. Environmental policies and their compliance are governed by the Ministry of Environment, Sanitation and Sustainable Development



through The National Directorate of Sanitation, Pollution and Noises Control “Direction Nationale de l’Assainissement et du Contrôle des Pollutions et des Nuisance” (DNAPCN). The DNAPCN is responsible for safeguards compliance of all projects in the country. This Directorate is familiar with the World Bank safeguard instruments such as the Environmental and Social Management Framework (ESMF), Environmental Impacts Assessments (ESIA) and Environmental and Social management Plans (ESMPs), the Resettlement Policy Framework (RPF) and Resettlement Action Plans (RAPs). However DNAPCN is understaffed and has limited capacity. Despite several donor-funded capacity building initiatives, DNAPCN is still largely relying on donor funds projects to carry out its field supervision duties. DNAPCN has deconcentrated Units named DRAPCN that are in charge to review and validate Environmental and Social Notices. These regional bodies often do not have the equipment necessary to monitor social and environmental impacts, their staff lacks training, and management capacity is very thin. The EA archives system of DNAPCN remains weak and is mainly manual.

At the level of the Ministry of Education, the capacity to implement environmental and social safeguards in the satisfactory manner remains weak despite their experience in implementing the Mali Emergency Education For All Project (P123503). As it was agreed that the same unit will be used to implement the new project, it was also agreed that the PCU will be reinforced with a full time and skilled environmental safeguard specialist and a full time social development specialist. These two safeguards specialists within the PCU will work closely with DNAPCN and other stakeholders including NGOs.

C. Environmental and Social Safeguards Specialists on the Team

Emeran Serge M. Menang Evouna, Environmental Safeguards Specialist
 Gertrude Marie Mathilda Coulibaly Zombre, Social Safeguards Specialist

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	<p>This policy is triggered as Subcomponent 1.1. Increasing Access through Secondary School Construction- will support the construction and equipment of new upper secondary schools; construction and equipment of additional classrooms in existing schools , construction of latrines and water points. The planned activities will imply civil works that will generate adverse environmental and social risks and impacts. The risks and impacts are expected to be globally site-specific.</p> <p>Given that the construction sites have not yet been identified coupled with the national scale of the proposed project, the Borrower will prepare an Environmental and Social Management Framework (ESMF) which will guide the environmental and social safeguards management during the project implementation. A “chance finds procedures” will be included in both the ESMF.</p>



		The ESMF will be prepared, reviewed and disclosed in-country and at the World Bank website before project appraisal.
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	The policy would not be triggered as the proposed project would not affect natural habitats.
Forests OP/BP 4.36	No	The policy would not be triggered as the proposed project would not affect forests.
Pest Management OP 4.09	No	The policy would not be triggered as the project is not anticipating to purchase or involve the use of pesticides.
Physical Cultural Resources OP/BP 4.11	Yes	This policy is triggered because civil construction activities are planned under the Project which may result in the earth movement. Mali is known as having a huge potential of Physical Cultural Resources. As a precautionary measure, “chance finds procedures” will be included in both the ESMF. These measures will be adequately embedded in civil works contractors contracts.
Indigenous Peoples OP/BP 4.10	No	The policy would not be triggered as there are no Indigenous Peoples expected in the project areas, as defined by OP/BP 4.10.
Involuntary Resettlement OP/BP 4.12	Yes	This policy is triggered OP 4.12 to mitigate against planned activities that may potentially involve involuntary taking of land, loss of assets or access to assets, loss of income sources or means of livelihood or the voluntary restriction of access to legally designated parks and protected areas.
Safety of Dams OP/BP 4.37	No	This policy would not be triggered as the proposed project interventions are not expected to require the construction of dams or impoundment structures, use waters from such dams nor cause impacts to existing structures as governed by this policy.
Projects on International Waterways OP/BP 7.50	No	This policy would not be triggered as the proposed project interventions are not expected to result on the intervention on or usage of surface and ground waters that would affect international waterways.
Projects in Disputed Areas OP/BP 7.60	No	This policy would not be triggered as the project interventions are not expected to be implemented in any disputed areas.



E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jun 15, 2018

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

The relevant ToRs to prepare the framework are expected to be received before Mid April to trigger the consultants hiring process.

CONTACT POINT

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APPROVAL

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