

The World Bank

Realizing Education's Promise: Support to Indonesia's Ministry of Religious Affairs for Improved Quality of Education (P168076)

Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 18-Jan-2019 | Report No: PIDC25991

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BASIC INFORMATION

A. Basic Project Data

Country Indonesia	Project ID P168076	Parent Project ID (if any)	Project Name Realizing Education's Promise: Support to Indonesia's Ministry of Religious Affairs for Improved Quality of Education
Region EAST ASIA AND PACIFIC	Estimated Appraisal Date Mar 12, 2019	Estimated Board Date Sep 26, 2019	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance	Implementing Agency Ministry of Religious Affairs	

Proposed Development Objective(s)

To align management of formal education under the Ministry of Religious Affairs with learning.

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	252.50
Total Financing	252.50
of which IBRD/IDA	250.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD)	250.00
Non-World Bank Group Financing	
Counterpart Funding	2.50
Borrower/Recipient	2.50

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Environmental and Social Risk Classification

Moderate

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

While project activities are expected to remain broadly the same as those detailed in the Project Concept Note, it is expected the PDO will be changed as advised by the Concept Review meeting.

B. Introduction and Context

Country Context

- 1. **Indonesia is a large and diverse country.** It is both physically the largest as well as the most populated country in South East Asia. With 261 million people, Indonesia is the 4th most populated country in the world, and the third largest democracy. The system of government is highly decentralized, but it is not a federal system, rather a decentralized unitary state. Indonesia is a diverse country, with multiple religions; 87% of total population is Muslim, while other major religions include Protestant (6.9%), Catholic (2.9%), Hindu (1.7%), and Buddhist (0.7%).
- 2. Indonesia has seen strong growth and job creation over the past decade, supporting poverty reduction, but with high levels of inequality. Since 2000, Indonesia has had a strong record of economic growth. With an average growth rate of 5.3 percent, total GDP more than doubled since 2000, though continued pressure from the current global economic volatility increases downside risks. The national poverty rate more than halved to 9.8 percent from 1999 to 2018, the lowest level recorded, however, the rate of poverty reduction has begun to stagnate. The number considered vulnerable (i.e., those between the poverty line and 1.5 times the poverty line) in 2017 was high at 20.8 percent of the population, mainly due to a lack of productive employment and vulnerability to shocks. Together, the poor and vulnerable account for 31.4 percent of the population. Inequality increased from 30 points in 2000 to 41 points in 2013 as measured by the Gini coefficient, by far the fastest widening of inequality seen in East Asia. However, inequality has started to decline and reached 39 points in 2017.
- 3. Indonesia faces multiple climate and geophysical hazards, and several are expected to worsen in the future. Floods have posed the greatest threat to Indonesians in major urban centers, and rain-triggered landslides are common. Sea-level rise threatens 42 million Indonesian who live less than 10 meters above sea level. Indonesia suffers the effects of El Niño, which reduce average rainfall and water storage capacity while exposing large regions to drought and fire. The eastern and western portions of Indonesia's most densely populated island, Java, as well as the coastal regions of Sumatra, parts of western and northern Sulawesi, and southeastern Papua islands are all highly vulnerable to multiple climate hazards, including drought, floods, landslides, and sea-level rise. Climate change threatens to exacerbate the hydrometeorological risks such as recurring floods and drought; prolonged drought in turn is projected to worsen the impacts of forest fires. Climate change will also decrease food security as production patterns and outputs change due to shifts in

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rainfall, evaporation, run-off water and soil moisture.

- 4. The government budget doubled over the last 15 years in tandem with economic growth, benefitting all sectors, particularly education. From 2003 to 2018, the government budget more than doubled in real terms. The growth in the government budget coupled with a constitutional mandate to allocate 20 percent of the budget to education expanded education resources significantly. The overall education budget grew threefold in real terms during the same period, increasing to IDR 492.5 Trillion (US\$32.8 Billion) in 2019¹.
- 5. Improving governance and outcomes in education are high on the list of Government priorities given the central importance of human capital to economic growth and the fundamental right to education enshrined in the Constitution of Indonesia. The country's current Human Capital Index score is 0.53, reflecting low levels of learning, specifically 7.9 learning adjusted years for 12.3 expected years of education, among other challenges. There is a high degree of commitment by Government to improve Indonesia's human capital. Reflecting this prioritization, the upcoming five-year plan of BAPPENAS (2019-2024 'RPJMN') is expected to devote significant attention to education and human capital.

Sectoral and Institutional Context

6. The education sector in Indonesia is the fourth largest in the world and has registered important expansions in recent years. In 2017, a total of 53.1 million students attended formal pre-tertiary education, up from 43.3 million in 2001. The Net Enrollment Rate² is 97.1% for primary, while lower secondary is 78.3% and upper secondary is 60.2% (Central Statistics Bureau (BPS), 2017). The national net enrollment rate in pre-primary education is 49.4³, however this may overstate the actual enrollment rate due to limited and inconsistent data along with different age levels for early childhood education (ECE). There approximately 214,000 schools of all types in Indonesia, of which 148,000 are primary schools, 39,000 are lower secondary and 27,200 are upper secondary schools shared between the Ministry of Education and Culture (MoEC) and the Ministry of Religious Affairs (MoRA).

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 $^{^1}$ All conversion of USD is made using the 2019 national budget (APBN) assumption of IDR 15,000 per USD

² Total number of students in the expected age group for a given level of education enrolled in that level, expressed as a percentage of the total population in that age group (UNESCO UIS 2018).

³ Based on World Bank Staff Calculation using Susenas 2017. Pre-primary enrollment is defined as proportion of children ages 5-6 years old who are enrolled in any types of pre-primary education. UNICEF measures early childhood education only for children ages 3-4 years old and estimates the enrollment rate of only 19.2 percent (UNICEF Global Databases 2017), while MoEC classifies the pre-primary education into two categories: Early Childhood Education and Kindergarten, with gross enrollment of 74.3 and 40.9 respectively (Ikhtisar Data Pendidikan dan Kebudayaan, MoEC, 2017).

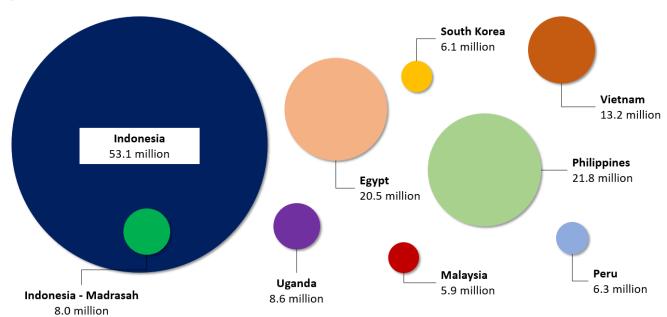


Figure 1: International Comparison of Pre-tertiary Student Population (formal education, 2017)

Source: UNESCO Institutes for Statistics (UIS), accessed March 5th, 2018. MoEC has 45.1 million students in primary and secondary, MoRA has 8 million students in primary and secondary

- 7. While the East Asia and Pacific region has a disproportionately large number of students who perform at the highest levels of international exams such as PISA, Indonesia does not contribute to this phenomenon as its education system performs below-average. High performing education systems within the region share a number of key practices, including ensuring basic conditions for learning are present in all schools, diagnosing student learning progress and informing instruction with student assessments, centering teacher training on classroom practice, and channeling resources to schools that are falling behind according to *Growing Smarter: Learning and Equitable Development in East Asia and Pacific* (WB 2018). These and other key practices are proposed to be supported by the project to improve the management of formal education services by MoRA and support increased student learning.
- 8. While absolute learning levels are low, Indonesia managed to slightly improve its performance as measured on international assessments as the education system expanded. Indonesia PISA scores in all subjects improved from 2012 and 2015, with the largest movement in science (from 382 to 403), followed by math (from 375 to 386), and reading (from 396 to 397). This slight improvement is an important achievement, as countries often show declines in learning as student enrollment increases. Indonesia's PISA score is at the level expected based on estimates of public expenditure per student (IEQ, 2019). However, learning levels remain low in absolute terms, with 55% of 15-year olds scoring 2 or below on the reading section of PISA, meaning that they are functionally illiterate (OECD 2018). This low level of learning in such a large system means that the education sector is not delivering on its potential to contribute to long-term human capital and economic growth.
- 9. Students in Indonesia are enrolled in one of two systems, either MoEC or MoRA. Education institutions under MoEC include public and private schools and serve forty-five million students excluding ECE and tertiary (Statistik Pendidikan 2017/2018). Education institutions under MoRA include many types, both public and private (see annex 1). Excluding ECE and tertiary education, formal education under MoRA serves eight million students, or 15% of formal

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education services (Statistik Pendidikan Islam 2015/2016). This project will focus on formal education institutions under MoRA that are eligible to receive school operational grants (*Bantuan Operasional Sekolah*, BOS), specifically madrassas following the national curriculum, and will include institutions of other religions under MoRA to enhance equity.

- 10. MoRA's education system originated in the colonial period, when there were very few schools maintained by public finances to promote education of Indonesians and religious schools provided one of the few options for education. In 1975, a Joint Decree of the Ministers of Religious Affairs, Education and Culture, and Home Affairs acknowledged the existence of madrasahs and their place in the national education system, and further integration followed. Law No. 2 (1989) and Government Regulation No 28/1990 mandated use of the national curriculum by madrasahs, supplemented by religious instruction. Following this decree, national government regulations on education apply to all formal education institutions under MoEC and MoRA. This means that MoRA is not a system apart, but rather an integral part of Indonesia's education system and an important contributor to its human capital.
- 11. Overall, madrassah students perform similarly to MoEC students in the national exam. The performance of students from both madrassas and MoEC schools on PISA 2015 was also similar, with a slightly lower performance of madrassa students, although the madrassa sample was not representative. However, private madrassas consistently perform lower than public madrassas, with private madrassas making up more than 90 percent of the sector (see annex 2). Since Indonesia scores quite low on measures of student performance, it is particularly urgent to address the performance of these service providers.
- 12. Starting in 2018, the WB has worked with MoRA to identify key education challenges with support from the ID TEMAN ASA financed by the Australian Government. Among the key challenges identified is the current planning and budgeting system at the service delivery level, which is not aligned to the achievement of NES and MSS. While MoRA is able to monitor the planning and budgeting system at public madrasahs ex-post, its capacity to monitor private madrasah education expenditures is even more limited. While all public and private formal education facilities under MoRA receive public funding to provide education for students, there is currently no standardized system to assess the quality of the education provision in terms of student learning outcomes at the primary level. The existing standardized test, the National Examination, only covers grades 9 and 12.
- 13. Another key challenge is improving the quality of the teacher workforce, which has limited access to high-quality teacher training opportunities, particularly for private madrasahs. Existing financing regulations allow BOS to be used for teacher training, while certified teachers, representing 44 percent of MoRA's teacher workforce, are paid an allowance which is in theory to be used in part to pay for training costs. However, teachers and principals from private madrasahs do not currently have consistent access to cluster working groups, the national in-service teacher training system supported by an earlier World Bank-financed project. Currently, there is no in-service mechanism for capacity building for MoRA's teacher supervisors ("Pengawas"), and training opportunities for school and madrasah directors are limited.
- 14. The education data system is another major challenge identified through the ASA partnership. There are overlaps in the management of data across Directorates, data are not consistently updated, and data reliability is below the expectations of MoRA's decisionmakers. Further, operators at the madrasah level are required to input the same data into up to twenty-four different data systems under different directorates and other units. Improved availability of data and information related to inputs (budget), process (number of students, teachers, principals, madrasah infrastructure, textbooks and learning equipment) and outputs (student learning) is an essential part of improving overall efficiency and effectiveness of MoRA's education management system.

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- 15. These challenges in formal education service delivery under MoRA are similar challenges to those of MoEC. Increasing budget transfers have not led to improvements in student learning, accurate and updated data for decision-making is often not available especially for student learning metrics, and many teachers lack access to support. Some of the programs implemented by MoEC to try to address these challenges are relevant to MoRA. The establishment of MoEC's "Dapodik" unified education database is a useful model for MoRA to begin integrating the multiple databases and applications currently in place. Increasing the number of schools meeting the National Education Standards (NES) and education Minimum Service Standards (MSS) through the provision of performance and affirmative incentives is a challenge for MoEC as well as MoRA since there are many small, low-performing private madrasahs. The performance-based school budgeting program piloted by MoEC for efficient and effective planning and budgeting of BOS and other school funds is relevant since madrasahs also receive BOS funds. These and other approaches to shared challenges will be supported by the project to promote locally developed and tested solutions to challenges where practicable.
- 16. While the proposed project can support information sharing and institutional learning around the shared challenges between MoEC and MoRA, it is also important to note that MoRA is a centralized ministry and has a different set of institutional relationships than MoEC. While public madrasahs are almost exclusively financed using public funds, private madrasahs receive partial public financing in the form of BOS, benefits for certified teachers as well as salary payments for civil servants which make up 8 percent of their teacher workforce. Other funds necessary to deliver quality education services are the responsibility of the foundation (*yayasan*) associated with the private madrasah. Established private foundations apply for a license to operate a private madrasah from MoRA's central level, followed by accreditation by the independent National Accreditation Bureau for Schools and Madrasahs (*BAN-SM*). Accreditation classifications are A, B, C or "unaccredited," which signifies either that accreditation has not been applied for or was not given. Ninety-three percent of public madrasahs are accredited "A" or "B," while fifty-five percent of private madrasahs are "C" or "unaccredited," indicating unsatisfactory learning conditions.

Relationship to CPF

- 17. Indonesia's CPF 2016-2020 highlights the importance of equality of opportunity, getting reform priorities right, refocusing public administration on better implementation, and building in more accountability and transparency at the local government level to ensure better service delivery. There is a strong focus on the importance of working in support of education, though this was originally conceived in a context of decentralization while MoRA is a centralized ministry. Engagement Area 4 of the CPF, Delivery of Local Services and Infrastructure, includes Pillar 2 which specifically refers to an education project to ensure universal access to education services that meet minimum quality standards⁴.
- 18. The CPF's focus on universal quality service delivery is closely linked to the priorities of the World Bank's 2017 World evelopment Report on Education (WDR), and the Education Global Practice's Learning for All strategy as well as the Human Capital Index, which was launched in 2018 in Indonesia. The recently published WDR and the East Asia Education Flagship documents the learning crisis in middle-income countries such as Indonesia and provides evidence for improving education systems at scale⁵. This concept note has drawn on that evidence base to inform the proposed

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⁴ http://documents.worldbank.org/curated/en/195141467986374707/pdf/99172-REVISED-World-Bank-Indonesia-Country-Partnership-Framework-2016-2020.pdf; page 32

http://www.worldbank.org/en/publication/wdr2018 and https://openknowledge.worldbank.org/handle/10986/29365

activities relevant to the Indonesian country context, particularly Indonesia's current position on the HCI.

19. The World Bank Group's goals of ending extreme poverty by 2030 and promoting shared prosperity are directly related to the objectives of the proposed project. In addition, this operation will be recommended for the gender tag since it will explicitly seek to narrow a gender gap with a clear results chain to achieve it. Overall, girls outperform boys in the Indonesian education system in terms of both persistence and achievement as per PISA 2015. Measurements of attainment at the national level show gender differences, but the differences are small based on analysis conducted for this project (WB forthcoming). This project benefits from the ID TEMAN TF, which is supporting a program of ASA across the education sector and with MoRA specifically. Among the ASA activities, the Service Delivery Indicator survey is expected to provide information on gender issues in MoRA by the end of Q3 FY2019. Based on the findings of the research during the preparation of the operation the team will propose specific activities linked to addressing gender equity.

C. Proposed Development Objective(s)

20. To align the management of formal education under the Ministry of Religious Affairs with learning.

Key Results (From PCN)

- 21. There have been discussions with the government during identification about whether to include Disbursement-Linked Indicators (DLIs) in this project. However, the way the budget system in Indonesia works means that funds cannot be added to the budget of the line ministry approved at the start of the budget year; any inflows to the government budget from achieved DLIs during the year would go to the Ministry of Finance not the line ministry. Hence DLIs would not create an incentive for the line ministry; this is the primary reason that DLIs have not been used in Indonesia before. However, there are some performance funding elements within the project in the relationship between MoRA and schools, as described below.
- 22. The four expected PDO-level outcomes from the investment are:
 - 1. Spending at madrasahs and religious schools align with achievement of Minimum Service Standards and National Education Standards
 - 2. Newly available data on student learning outcomes in one grade of primary education are used for learning improvement
 - 3. Increased access for teachers to better quality in-service training and guidance
 - 4. Increased ease of access, timeliness of education data in central databases for decision-making

D. Concept Description

23. In order to fully realize Indonesia's human capital potential, all students must have access to learning; this is education's promise. MoRA's centralized system provides education services to over twenty eight million Muslim, Hindu, Christian, Catholic, Buddhist and Confucian students, as well as studies in Al Quran, Pondok Pesantren, Diniyah, early childhood education and tertiary education.⁶ The allocated 2018 education budget for MoRA is 52.6 trillion IDR (US\$3.50

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⁶ Since a single student may attend madrasah in the morning and Al-Qur'an studies (LPQ) in the afternoon, these are NOT unique students and there is some double-counting; 28 million includes enrollments in both formal and non-formal education.



billion), and for 2019 the intended allocation is 51.9 trillion IDR (US\$3.46 billion), a nominal decrease of 1.3 percent. The proposed IBRD financing package amounts to an average of US\$50 million per year, or 1.43 percent of MoRA's annual education budget.

24. In order to improve education services to all religions, specific investments are proposed for all approximately 50,000 primary and secondary formal education institutions nationwide under MoRA:

Component 1 US\$74M The project will introduce an electronic performance-based planning and budgeting system (e-RKAM-SK) for all formal madrasahs and religious schools under MORA and enable budget management support and monitoring at the provincial and district levels. The implementation of e-RKAM-SK will allow madrasahs and schools of other religions serving primary and secondary students to allocate non-project budget transfers such as BOS and other resources at the madrasah and religious school level to achieve the MSS and NES. The electronic, performance-based planning and budgeting system will also enable the monitoring and provision of support for frontline service providers at the District, Regional and Central levels.

The project will finance a small incentive through the BOS program to reward those education service providers who report their budgets using e-RKAM-SK the previous year, and will continue to provide it for each year of the project that the budgeting system is used. The project will also consider providing an improvement incentive for those education institutions with the lowest level of performance, since some of these private intuitions may have important financial constraints to quality improvement. The incentive could go to the lowest 10% of performers, which is expected to both help them improve their quality of service delivery as well as focus the attention of MoRA on this important segment of their education sector. The amount of the incentive would be similar to the amount received from BOS.

Component 2 US\$66M the project will fund the development and piloting of a student assessment system in the form of an age-appropriate competency test to assess learning at the 4th grade level. The project proposes to use the existing AKSI program (*Asesmen Kompetensi Siswa Indonesia*) of MoEC which assesses the basic competency required from 4th Grade students in reading, writing and mathematics, with modifications specific for MoRA. Specifically, students will take a paper-based AKSI-type exam at the beginning of the academic year. The question and answers will be returned to students once they are corrected so they, their teachers and their parents can see what they know and in what specific areas support is needed. A standardized examination system at the primary level will support the accountability for service delivery for formal public and private primary education institutions, following a key recommendation of the 2018 World Development Report, *Learning to Realize Education's Promise*.

Component 3 US\$46M Project financing will be used to expand opportunities for teachers to participate in inservice training as well as improving the quality of the in-service training programs. The project will specifically focus on improving the quality of cluster meeting groups for teachers, principals and supervisors of both public and private madrasah. This includes: KKG (Teacher Cluster Working Group) for teachers at Madrasah Ibtidaiyah the primary level and MGMP (Subject Matter Teacher Consultative Group) for teachers at Madrasah Tsanawiyah (lower secondary) and Madrasah Aliyah (upper secondary level), KKKM (Cluster meeting group for Madrasah Principals). Support for the working groups for teachers and principals will be provided through both technical

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assistance and financial support to the cluster groups, and may be complimented with distance/online-learning.

Component 4 US\$64 The new budgeting system and the new data on student learning outcomes supported by the project will be integrated with existing data to create a more unified, accurate and up-to-date data management system for decision-making, accountability and transparency. This data system design process has already begun in FY19 through the *Supporting Twelve Years of Quality Education for All* PASA (P157380) and support from the Government of New Zealand.

25. These four interventions covering the central, local, teacher and student level are expected to improve the alignment of MoRA's system with learning. This is expected to be achieved by orienting school and madrassa-level spending towards achievement of MSS and NES which are themselves aligned with learning, and by measuring and then making newly available data on primary-grade student learning outcomes available through an improved data management system, and by improving access to teacher training. This investment would also finance capacity strengthening for central and sub-national levels, financing for a project management unit, as well as costs associated with data collection for an evaluation of the student assessment component. The team will seek trust-fund financing for Bank-executed technical support for the proposed evaluation, which would look at the implementation and changes associated with the new 4th-grade student assessment, with the aim of feeding the information back into the project for

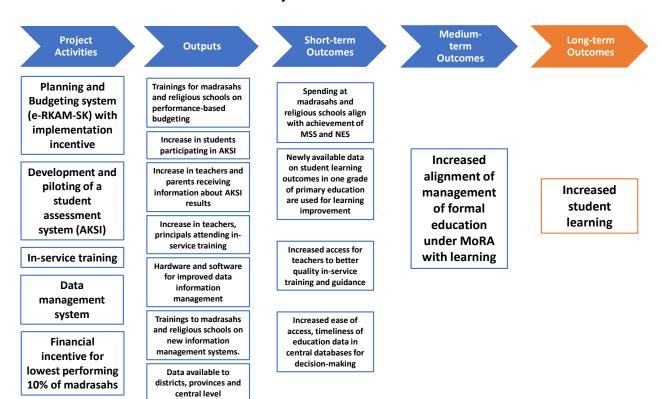
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improved results during implementation.

Project Results Chain



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Annex 1: MoRA Statistics

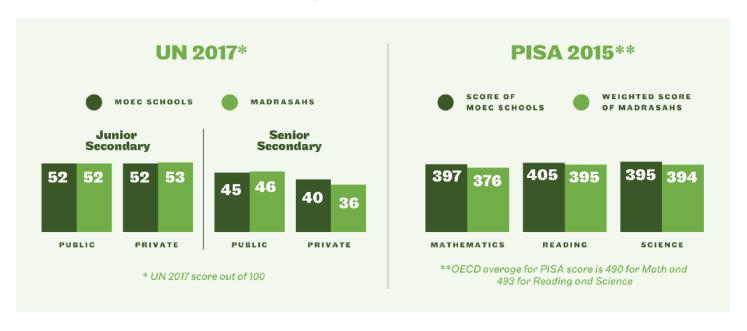
Religious Schools under MoRA	Institutions			Number of	Number of
	Total #	Public %	Private %	Teachers	Students
Islam					
Early Childhood Education (RA/BA/TA)	27,999	-	100%	118,196	1,231,101
Madrasah (MI, MTS and MA)	49,337	7.9%	92.1%	658,707	8,021,336
Diniyah	84,966	-	100.0%	489,448	6,369,382
Boarding School (Pondok Pesantren)	28,194	-	100.0%	354,941	4,290,626
Education for Al-Qur'an (LPQ)	135,130	-	100.0%	693,095	7,636,126
Islamic Higher Education (PTKI)	699	7.9%	92.1%	31,055	775,517
Sub-total	326,325			2,345,442	28,324,088
Christian					
Basic and Secondary Education (SDTK, SMPTK, SMAK, SMTK)	260	-	100%	3,022	8,758
Christian Higher Education (STT)	380	1.8%	98.2%	N/A	N/A
Sub-total	640			3,022	8,758
Catholic					
Early Childhood Education (Taman Seminari)	5	-	100%	21	154
Sekolah Menengah Agama Katolik (SMAK)	27	-	100%	N/A	N/A
Catholic Higher Education (PTAK)	22	4.5%	95.5%	226	3167
Sub-total	54			247	3,321
Hindu					
Early Childhood Education (Pratama Widya Pasraman)	21			N/A	N/A
Basic and Secondary Education (Pasraman Adi Widya, Madyama Widya, Utama Widya)	28			N/A	N/A
Hindu Higher Education (PTAH)	13	30.8%	69.2%	N/A	N/A
Sub-total	90				
Buddha					
Pre-tertiary Education (TK - SD - SMP - SMA)	N/A			N/A	N/A
Budhha Higher Education (PTAB)	12	16.7%	83.3%	N/A	N/A
Sub-total	12				
Konghuchu					
No religious school available	-			-	-
Sub-total	0				
GRAND TOTAL	327,121			2,348,711	28,336,167

Note: Some data points are missing because they were not provided by related Bimas during previous meetings, or, the information lies in each pengbimas in MoRA district/kanwil office and not collected at the central level (e.g Buddhist school). **Data source**: Statistik Pendidikan Islam 2015/2016 and other data provided by each respective Bimas for year 2016/2017.

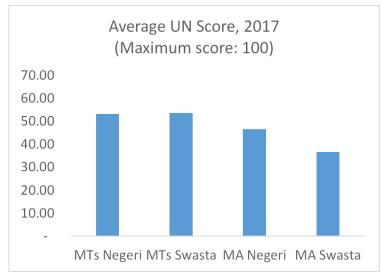
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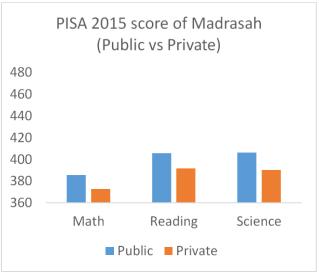
Annex 2: Student Learning Results

MoEC schools - Madrasah UN score and PISA comparison



Madrasah UN score and PISA – Public and Private





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Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

The project will apply only ESS 1, 10 and probably ESS 2 if during further analysis contracted workers will be hired. The project will not involve civil works or any other physical investments so ESS 3,4,5,6,8 are not applicable for this project.

Note To view the Environmental and Social Risks and Impacts, please refer to the Concept Stage ESRS Document.

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APPROVAL

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