



Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 18-Oct-2018 | Report No: PIDISDSC25016



BASIC INFORMATION

A. Basic Project Data

Country Guinea	Project ID P167478	Parent Project ID (if any)	Project Name Guinea Education Project for Results in Early Childhood and Basic Education (P167478)
Region AFRICA	Estimated Appraisal Date Dec 11, 2018	Estimated Board Date Apr 25, 2019	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Finance	Implementing Agency Ministry of Education MEN-A	

Proposed Development Objective(s)

The Development Objective is to improve access to and the quality of early childhood and basic education and to strengthen the capacity of the education system to deliver better results.

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	50.00

Environmental and Social Risk Classification

Concept Review Decision



Moderate

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

- 1. Guinea is endowed with considerable natural resources but remains one of the ten poorest and least competitive countries in the world.** Guinea has almost 246,000 square kilometers of land with a population of 12.7 million in 2017 that increased slightly over 50% from 6.2 million in 1990. Most of the population 64% live in poverty, in rural areas compared to 36% in urban areas. The country held its first truly democratic elections in 2010 and the new government, which was re-elected in 2015, has sought to attract foreign investment. However, the Ebola crisis (2013–2016) and the fall of international commodity prices thwarted many of these attempts. The country has abundant land and water as well as iron ore, bauxite, gold and diamonds. Mining is one of the main drivers of the economy together with agriculture. Per capita growth of gross domestic product (GDP) was very low for most of the past 20 years, averaging 0.6 percent during 1998-2016 and GDP per capita amounted to only US\$508 in 2016, compared to an average of US\$1,450 for the Sub-Saharan Africa region. Poverty stagnated at around 55 percent for the period between 2002 and 2012, and simulations using the 2014 census suggest a likely increase in poverty to nearly 58 percent in 2014.¹ The incidences of rural poverty are at 65 percent representing a population of 4.3 million population, compared with 35.4 percent in urban areas.² In terms of human development, Guinea ranked 175 out of 189 countries in 2017³. Between 1990-2017, Guinea's Human Development Index (HDI) value increased from 0.276 to 0.459 (an increase of 66.3%). As per HDI, life expectancy at birth is 60.6 years, mean years of schooling is only 2.6 years and expected years of schooling is 9.1 years.⁴ Access to basic services is low, with a small share of the population having electricity (28 percent) and improved sanitation (20 percent). Gender equity remains a work in progress with only 40 percent of girls enrolled in secondary education (against 50 percent for boys). The 2017-2018 Global Competitiveness Report ranked Guinea 119th out of 137 countries, with large gaps for the quality of institutions, infrastructure, health, education, and financial market development.
- 2. In June 2019, Government of Guinea (GOG) approved a new five-year development plan for the period 2016-2020.** The National Plan for Economic and Social Development (PNDES)⁵, aims at fostering higher and more inclusive growth during 2016–2020 **and prioritizes human development particularly education and also commits to adding resources to the sector.** Policy slippages, delays in structural reforms, and external vulnerabilities constitute the main risks to the success of the PNDES and Guinea's outlook as they could suppress medium-term growth and threaten debt sustainability. Such delays and slippages might arise from sociopolitical tensions,

¹ Country Partnership Framework, 2018. The National Institute of Statistics is carrying out a household survey in 2018 that will provide new poverty estimates.

² Country Partnership Framework, 2018.

³ United Nations Human Development Report, 2017

⁴ Human Development Indices and Indicators: 2018 Statistical Update

⁵ National Plan for Economic and Social Development: November 2017



especially during elections or periods of union activity and from capacity and financial constraints that make it harder to complete planned investment projects.

Sectoral and Institutional Context

5. The Guinean formal education system follows a 3-6-4-3 structure, with three years of pre-primary education, six years of mandatory primary education (*premier cycle, enseignement fondamental*), followed by four years of lower secondary (*second cycle, enseignement fondamental*) and three years of upper secondary education. Within pre-primary there are four different types of modalities in Guinea: (i) *crèches* for children between 2 and 24 months; (ii) kindergarten for children between 2 to 4 years old; (iii) preschools for children from 3 to 6 years old; and (iv) Community Centers (CEC) for children from 3 to 6 years old in rural areas. The system is administered by three main ministries, the Ministry of Education (MEN-A), the Ministry of Higher Education and Scientific Research (MESRS), the Ministry of Employment and Vocational Training (MEFTP-ET).
6. **The education sector is characterized by inadequate financial resources, highly centralized ministerial bodies, and poor institutional capacity.** Education expenditure is only 2.4 percent of GDP and 13 percent of public expenditures; the latter is the lowest in the region, which averages 17 percent. Several different ministries oversee various areas and levels of education (Figure 1) and the central government influence extends to the regional, prefectural and sub-prefectural levels. The decentralized Ministry units have inadequate human and financial resources, as well as poor support from the central Ministries. Moreover, salaries account for 84 percent of MEN-A's national budget, leaving little room for additional resources to enhance the quality of the education system. The decentralized levels of MEN-A such as the Regional Education Departments (IRE) and Prefectural Education Departments (DPE), receive practically no state resources for their functioning apart for the preparation of examinations. The resource constraints do not allow for adequate education planning, supervision, coaching and training within schools that are key to improving the quality of teaching and learning. Furthermore, there is a lack of accountability at each level and limited orientation around learning outcomes and results in education. The fragmented system and poor operational and resource management contribute to disconnects between funding decisions and policy goals, policies and needs, and policies and implementation.
7. **Teacher training is administered by the three separate Ministries.** Preschool and primary school teacher pre-service training is housed under the Ministry of Technical and Professional Development (METFP-ET), while the Ministry of Higher Education (MESRS) is responsible for pre-service teacher training of middle and high school teachers. The *Ecole Normale d'Instituteurs* (ENI) and the *Higher Education Science Institute* (ISSEG) are responsible for preservice training of preschool and primary and lower secondary teachers and high school teachers respectively. The MEN-A however is responsible for in-service teacher training although in-service teacher training for preschool teachers has only recently fallen under its jurisdiction and is still being absorbed into the system. Finally, while teacher recruitment and salaries are done through the Ministry of Public Service, the Ministry of Education is responsible for the deployment of teachers, and a lack of information coming from the decentralized levels within the ministries as well as un-harmonized data systems between the ministries has led to inefficient recruitment and deployment. There is a disconnect between pre-service and in-service training, as well as between training in general and the needs that teachers have.
8. **The Government of Guinea (GOG) has made considerable efforts to improve the access to and quality of basic education in the past 10 years.** The sector has experienced increases in enrollment to all subsectors of education.



Enrolment in preschool remains low but increased substantially from 6.9 percent in 2008 to 12 percent in 2017.⁶ Between 2010 and 2017, Guinea saw an 81 percent jump in school and classroom construction which has contributed to the gradual increase in net enrollment rates from 41.6 percent in 1999 to 73.4 percent in 2017. The majority of primary schools are public, enrolling 69 percent of students.

9. **Despite these important advances, Guinea faces serious challenges related to improving access and quality of education.** There is a serious shortage of classrooms, and teaching and learning materials because although there has been a large increase in recent years, the baseline was so low that much remains to be done including the addition of classrooms in existing schools. Also important to mention is that population continues to grow so that classrooms and schools will be needed in the next 10 year trajectory. There is a need for basic systemic reforms, especially in terms of continued teacher and school principal training, data collection, monitoring and evaluation, as well as ensuring adequate budgetary allocations are in place for non-salary expenditures at the decentralized level. Reforms and clear implementation plans for preschool expansion particularly in rural areas, as well as continuous teacher and school director training programs are especially needed given low learning outcomes.

Relationship to CPF

10. **Interventions under the project remain consistent and are fully aligned with the strategic area of the World Bank Group's Country Partnership Framework (FY18-23),** which emphasizes the need to improve human development indicators in Guinea and covers basic education, social protection, and health. The CPF draws on a comprehensive Systematic Country Diagnostic (SCD) completed in FY18⁷, which identified constraints to achieving the Bank's twin goals of eliminating extreme poverty and fostering shared prosperity in a socially and environmentally sustainable way. The proposed interventions are in line with the CPF Pillar 1 – Fiscal and resource management, Objective 2: Decentralization of service delivery, including health and education, and better engagement of citizens and Pillar 2 - Human development - Objective 4: Improved basic education, especially in rural areas. Both these objectives emphasize that the Bank's support in Guinea will help improve the results in education, with a focus on basic and secondary education and adult literacy. The CPF's outline of objectives and results to be achieved in early childhood and basic education match the support being proposed through this project which are: (i) the training of primary school teachers in adequate pedagogy and techniques for teaching reading and other foundational skills with a focus on achieving concrete results in the early grades of school; ii) improving teacher management and deployment (through the use of results-based financing) and (iii) improved citizen engagement in the delivery of services. WBG support will also strengthen the capacity of the Ministry of Education and its deconcentrated levels to better manage resources for improved education results. And lastly the project's emphasis on gender and improving education outcomes amongst girls is also a focus of the CPF.
11. **Moreover, the proposed project is fully aligned with the PNDES and the 2019-2028 Education Sector Plan (PRODEG) currently under preparation.** The project has also been informed by the *Rapport d'Etat du Système Educatif National* (RESEN), a comprehensive diagnostic of the education sector conducted in 2017-18 which has been used to design the PRODEG. The World Bank-supported Development Policy Financing series which supports among other actions, the strengthening of service delivery at the community level would support prior actions

⁶ Unless otherwise stated, all data presented in this note are derived from the provisional 2016 – 2017 Annual National Primary Cycle Statistics and 2016 – 2017 National Preprimary Statistics from the Bureau of Strategy and Development (BSD) of the Ministry of Education (MEN-A)

⁷ System Country Diagnostics: overcoming growth stagnation to reduce poverty (March 2018)



linked to the proposed project's objectives. All of this will contribute to the twin goals of the World Bank Group of ending extreme poverty and promoting shared prosperity with the bottom 40 percent.

12. **The Project builds upon prior operations financed and supported by the World Bank, which has been involved in the education sector since 1993.** The Stepping up Skills Project (2015) is one of the two active projects in the education sector in Guinea. The project development objective is to boost the employability and employment outcomes of Guinean youth in targeted skills programs. The second active project is the Pooled-Fund for Basic Education (FoCEB) which is financed by the Global Partnership in Education (GPE) administered by the World Bank and UNICEF and the French Development Agency supports improving access and learning in basic education and literacy in underserved populations through the provision of teaching and learning materials and school construction, teacher in-service training and the financing of school grants. The proposed Project will build on the lessons learned from FoCEB but leverage the results-based nature of the DLI financing modality to place greater emphasis on putting in place systems for continued support to teaching and learning with a view to having a greater impact on improving learning outcomes. As countries have started showing improvement in enrolment figures over time, there has been an increased focus to improve teaching and learning outcomes. The 2018 World Development Report (WDR) explains the learning crisis as an outcome of unskilled and unmotivated teachers, unprepared learners, lack of effective school management and school inputs that do not address teaching and learning.⁸ The proposed project would address each of these poor outcome factors and maintain the strong donor coordination that already exists in the sector.

C. Proposed Development Objective(s)

The Development Objective is to improve access to and the quality of early childhood and basic education and to strengthen the capacity of the education system to deliver better results.

Key Results (From PCN)

- Increase in net enrollment in primary schools disaggregated by gender
- Improvement in EGRA results
- Education statistics disclosed to the public bi-yearly beginning in Year 2 of Project implementation

Core Indicators

- Teachers recruited or trained (% female) - CRI
- Students benefitting from direct interventions to enhance learning (% female) - CRI

D. Concept Description

13. **The proposed Project would be implemented over a five year period and would be the first results-based project in Guinea.** The argument for a results-based approach is based on evidence from the Bank's experience globally that outcomes can often be more effectively achieved with the Investment Project Financing Disbursement Linked Indicators (DLI) instrument. This approach allows the dialogue with counterparts to focus more on outputs/outcomes and results rather than getting bogged down on the input side. While in the case of the proposed Project, the Bank will finance a small portion of the Government's program this modality will allow the Project to provide technical assistance, fiduciary and implementation support to the whole program. Moreover, DLIs have been found to help promote and protect the continuity of politically-difficult, governance-oriented

⁸ World Development Report, 2017, p.10



reforms; and annual sets of DLIs also may promote steady, incremental progress, scale up, and improvements in program implementation over the project period.

14. **It would be financed through a US\$50 million Credit from the International Development Association (IDA), using an Investment Project Financing (IPF) lending instrument with Disbursement Linked Indicators (DLI) and would have two parts.** The first, consisting of Components 1 through 3, would use a Results Based Financing modality to support the implementation of the Government's priority activities and reform measures as outlined in the RESEN and to be laid out in the PRODEG which is under preparation concurrently with the preparation of this proposed project. Exact DLIs, sequencing and pricing would be worked out during Project preparation. Disbursements would be made to the Treasury of the Government of Guinea and conditional on pre-specified results, as measured by disbursement linked Indicators (DLIs). The second part of the proposed Project, consisting of Component 4, would follow a traditional reimbursement mode based on statements of expenditures at the completion of activities. Component 4 and its exact activities will be determined during project preparation including activities which cannot be DLI based due to a fiduciary assessment which may deem it too risky to use country systems to implement.

Component 1: Access to ECE, primary and lower secondary (USD 20 million)⁹

15. The objective of this component is to increase equitable access to pre-school, primary and lower secondary education through the construction of fully equipped classrooms that meet minimum quality standards of construction, age-appropriate learning materials, teacher presence, and water points and latrines. An initial activity in this component will be the development of a construction strategy with a medium-term implementation plan that includes school mapping data as well as demographic concentration data which is available in Guinea and cost-effective designs for schools and adheres to basic international standards of school construction.

This component will have two sub-components each supported by a DLI.

Subcomponent 1.1 Increasing access to preschools in rural areas

16. The objective of this sub-component is to increase access to preschools in Guinea primarily in the rural areas which are underserved through both revitalizing non-functional existing CECs and expanding the construction of new CECs in disadvantaged regions, with fully equipped classrooms (including the presence of one teacher per preschool class) that respond to minimum preschool standards. Additionally, where relevant, existing rural primary schools could benefit from adding a preschool classroom. Despite its critical benefits, as mentioned previously, demand for pre-school in Guinea is low, therefore this component will also explore supporting existing school canteens attached to CECs and the possibility of building new canteens in isolated CECs. The school canteen program would serve as a preschool attractor for families and their children since canteens are managed by women's community groups, which allows them to feed their own children and have an income generating activity.

Subcomponent 1.2 Increasing Access to Primary and Lower Secondary

17. The objective of this sub component is to increase access to primary and lower secondary schools in Guinea with a view to reducing inequities in provision and a focus on rural areas that remain under served. This sub component will, similar to subcomponent 1.1, complement efforts by the government to recruit teachers in a deconcentrated

⁹ All component costs are preliminary figures which will be finalized during project preparation.



manner and put a greater emphasis on financing holistic school packages that include not just water points and latrines along with classrooms but also the provision of teachers as agreed by teacher deployment criteria and formula already in place and implemented by the MEN-A. This sub component could also, based on the development of a multi grade classroom policy for Guinea, include the support to the creation of a specific number of one to two room multi grade classroom school in relevant rural communities.

Component 2: Improve the quality of teaching, learning and school management (USD 23 million)

18. The objective of this component would be to improve the quality of preschool and basic education through support to teachers and school directors. The 2018 WDR provides insight into how specific countries were able to address issues pertaining to teacher effectiveness to realize gains in student learning. One of the principles it proposes that is key to achieving learning success is through teachers primarily, focusing on individually targeted and repeated teacher training, with follow-up coaching, usually centered around a specific pedagogical technique. School director training can improve the quality of school and teacher management. Training on observing and providing teachers with constructive feedback on their performance as well as on how to use data to identify students' learning needs can lead to better management and student learning outcomes. As with teacher training, the WDR provides insight into how follow-up coaching and mentoring is beneficial to school directors. The component would have two sub-components and support continued strengthening of in service teaching training and coaching and mentoring in the classroom in both pre-schools and primary as well as management training for school directors. The government already has plans to pilot and scale up teacher resource centers at the district level with fortified support to not just teachers but school directors and school inspectors. The component would support this reform area of the government currently being developed in the PRODEG but through a shift from input based one-time only training programs to the creation of a system for continuous support to both teachers and school directors.

Subcomponent 2.1-- Strengthening system of teacher training and development

19. The objective of this subcomponent to improve teaching and thereby learning with a focus on the development of a system of in-service and continuous teacher training which has within it an in-built system of coaching and mentoring in the classroom. The sub-component will build upon the program of in-service teacher training already implemented in FoCEB by taking lessons learnt from the implementation of this program. To support these changes, initially the Project will support, with technical assistance built into Component 4, the development of a medium term 4-5-year teacher development program which prioritizes those teachers in the system who have never received any training and new pre-school teachers who have not had any prior pre-service training in the *Ecole Normales d'Instituteurs* (ENI). A continuous program of teacher coaching and mentoring in the classroom which would first be piloted in Year 2 of the program will also be supported in this sub-component.

Subcomponent 2.2- Strengthening system of continuous professional development for school directors

20. The objective of this sub-component is to develop a system of continuous professional development for the training of and management support to school directors who play a critical role in school performance. School directors typically have a challenging role in that they are responsible for school management (operations, liaising with parents and the community, managing limited resources etc.) as well as, where possible, providing leadership to their teachers. Evidence shows that the most successful schools are led by directors who are equipped to (i) evaluate school performance (using various tools including where possible school level data, school level report cards, etc.), (ii) provide constructive feedback to teachers, (iii) assess professional development needs, and (iv) direct resources (including and perhaps especially instructional resources) to where they are needed most.



21. Currently this is absent in the Guinean system apart from random and in frequent donor funded trainings, school directors have been largely ignored. This sub-component will develop a system of training of continuous development and supports and buttresses the training program in sub component 2.1. Given the newness of this training program, the program would be piloted in a specific number of regions based on pre-determined criterion. Training would take into consideration the renewed emphasis on school grants and their link to school performance results and further explain in sub-component 3.2, so that the important role of school directors in school accountability is accompanied with adequate management training.

Component 3. Institutional Strengthening Decentralization and Citizen Engagement

22. The objective of this component is to strengthen and expand decentralized school-based management through the provision of school grants and improved data systems, and to strengthen accountability measures through the utilization of citizen engagement tools. These ends will be promoted through the provision of: (i) grants to decentralized MEN-A structures; (ii) grants and incentives to schools; and (iii) the introduction of mechanisms to promote participatory community monitoring of school performance including the simplification of school report cards.

Sub-component 3.1 Strengthening data systems

23. An important component of strengthening education sector management is ensuring that data is utilized to inform decision making on a regular basis. Despite there being more than one data source that provide information on the education sector in Guinea, such as the Institute of National Statistics (INS), the Bureau of Strategic Development within MEN-A (BSD), and the MEN-A Department of Human Resources (DRH) database, the utilization of the various sources of data is typically restricted to the source departments and select stakeholders if that. In addition, the various data sources of information that are available to MEN-A require further integration to increase their utility catered to the needs of stakeholders. The data sub component will integrate various data sources into one main database and provide support to ensure that the data is regularly updated and shared with various stakeholders in a user-friendly manner in the form of a school report card. This sub component will include support to the introduction of an innovative practice in the Guinea context which is the collection of annual data through tablets, the creation and launching of an education sector website.

Sub-component 3.2 Performance based financing and strengthening accountability

24. The objective of this sub component is to improve and widen the scope of activities aimed at improving decentralized and school-based management through the provision of performance-based school and district grants and strengthening accountability through the use of citizen engagement tools such as school report cards. The project will strengthen the program to ensure that school grants and school improvement plans are linked to results, and that the process is strengthened and standardized at the deconcentrated levels. The proposed project will also ensure that school grants and school improvement plan activities and results, and basic school data and student outcomes will be displayed to the community through school report cards.

Component 4. Capacity Building and Program Support (USD 7 million)

25. The objective of this component will be to support essential advisory, technical, and capacity-building activities for the achievement of the Project and key aspects of the PRODEG which may have a financing gap. Activities selected would support the implementation, and in some cases verification of, DLIs under the proposed Project. This component will also support any capacity building and technical assistance relevant to the following (but not



be limited to): (i) implementation of the Government’s de concentration plans in education as related to teachers and district level education officials; (ii) strengthening of the MEN-A student assessment unit which administers end of primary cycle examinations, sample based assessments and the EGRA; (iii) reviewing the role of school inspectors and their future in the system. Under this component, relevant impact evaluation work and Third-Party Validations would also be supported in order to inform future program design and policy making in the education sector. In addition, these activities would also strengthen fiduciary and monitoring and evaluation aspects MEN-A education program for the duration of project implementation.

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 Risks and Impacts

The environmental and social risk classification for the Project which entails the construction of fully equipped classrooms and water points and latrines is Moderate. The key environmental and social impacts and risks identified at this stage are the following: (i) nuisances related to air and noise emissions, (ii) impacts on water quality, (iii) disposal and management of waste during the construction phase, (iv) traffic management during the construction phase, (v) occupational health and safety of workers, (vi) community health and safety; (vii) minimal acquisition of land/restriction of land use and (viii) minimal labor influx. Given the expanded scope of the Environmental and Social Framework (ESF) and the client’s unfamiliarity with the ESF, the Borrowers institutional capacity to implement the project under the ESF is weak. A thorough Institutional Capacity Assessment in compliance with the World bank guidance, will be conducted prior to appraisal. Any capacity gaps/ strengthening measures (for the implementation of the Environmental and Social Standards) will be captured in an Institutional Capacity Strengthening Plan and reflected in the Environmental and Social Commitment Plan (ESCP). Despite the lack of the Institutional Capacity Assessment and with regards of the ESF requirements; the PIU will ensure that a full time and skilled environmental safeguard specialist and a Social Development Specialist are hired during the implementation period of the project to lead the implementation of the relevant ESS.

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

CONTACT POINT

World Bank

Scherezad Joya Monami Latif
Lead Education Specialist



Borrower/Client/Recipient

Ministry of Economy and Finance
Diallo Saoudatou Sow
Director of DNDAPD
saoudatousow2004@hotmail.com

Implementing Agencies

Ministry of Education MEN-A
Aboubacar Cisse
Coordinator
acisse0907pse@gmail.com

FOR MORE INFORMATION CONTACT

The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 473-1000
Web: <http://www.worldbank.org/projects>

APPROVAL

Task Team Leader(s):	Scherezad Joya Monami Latif
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Approved By

Environmental and Social Standards Advisor:		
Practice Manager/Manager:		
Country Director:		