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Report No: PAD2384

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED IDA GRANT

IN THE AMOUNT OF SDR20.6 MILLION  
(US\$30 MILLION EQUIVALENT)

AND

A PROPOSED GLOBAL PARTNERSHIP FOR EDUCATION (GPE) GRANT  
IN THE AMOUNT OF US\$5 MILLION

TO THE

REPUBLIC OF THE GAMBIA  
FOR AN

EDUCATION SECTOR SUPPORT PROGRAM

March 7, 2018

Education Global Practice  
Africa Region

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## CURRENCY EQUIVALENTS

(Exchange Rate Effective January 31, 2018)

Currency Unit = GMD (Gambian Dalasi)

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GMD 47.82 = US\$1

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US\$0.68628528 = SDR 1

## FISCAL YEAR

January 1 - December 31

Regional Vice President: Makhtar Diop

Country Director: Louise J. Cord

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Practice Manager: Meskerem Mulatu

Task Team Leader(s): Ryoko Tomita

## ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
AF	Additional Financing
BADEA	Arab Bank for Economic Development in Africa
CBG	Central Bank of Gambia
CCT	Conditional Cash Transfer
CEN	Country Engagement Note
COT	Classroom Observation Tool
CPD	Continuous Professional Development
DA	Designated Account
DLI	Disbursement Linked Indicator
DPO	Development Policy Operation
ECD	Early Childhood Development
EFA-FTI	Education For All – Fast Track Initiative
EGMA	Early Grade Math Assessment
EGRA	Early Grade Reading Assessment
ELA	English Language of Art
EMIS	Education Management Information System
EMP	Environmental Management Plan
ESMF	Environmental and Social Management Framework
ESSP	Education Sector Strategic Plan
FM	Financial Management
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GNI	Gross National Income
GPE	Global Partnership for Education
GPN	General Procurement Notice
GRS	Grievance Redress Service
GTUCCU	Gambia Teachers’ Union Co-operative Credit Union
HTC	Higher Teacher Certificate
ICT	Information and Communication Technology
IDA	International Development Association
IFR	Interim Financial Report
IHS	Integrated Household Survey
IMF	International Monetary Fund
IFMIS	Integrated Financial Management Information System
IRR	Internal Rate of Return
IsDB	Islamic Development Bank
ISP	Implementation Support Plan
ISR	Implementation Status and Results Report
JPS	Joint Partnership Strategy
LBE	Lower Basic Education
LBS	Lower Basic Schools
LEG	Legal Education Group

MoBSE	Ministry of Basic and Secondary Education
MoFEA	Ministry of Finance and Economic Affairs
MoHERST	Ministry of Higher Education, Research, Science and Technology
M&E	Monitoring and Evaluation
NAO	National Audit Office
NAT	National Assessment Test
NEA	National Environment Agency
NER	Net Enrollment Rate
NJCTL	New Jersey Center for Teaching and Learning
NPV	Net Present Value
PCR	Primary Completion Rate
PCU	Project Coordination Unit
PDO	Project Development Objective
PEFA	Public Expenditure Financial Assessment
PFM	Project Financial Management
PIM	Project Implementation Manual
PPP	Public-Private Partnership
PS	Permanent Secretary
PSI-PMI	Progressive Science Initiative and Progressive Math Initiative
PTC	Primary Teacher Certificate
RAP	Resettlement Action Plan
READ	Results for Education Achievement and Development Project
RED	Regional Education Directorate
RF	Results Framework
RPF	Resettlement Policy Framework
SDI	Service Delivery Indicators
SMT	Senior Management Team
SQAD	Standards and Quality Assurance Directorate
SSS	Senior Secondary Schools
STED	Science and Technology Education Directorate
SW	Staff Week
TCCT	Targeted Conditional Cash Transfer
UBE	Upper Basic Education
UBS	Upper Basic Schools
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
WB	World Bank



**BASIC INFORMATION**

Is this a regionally tagged project? No	Country(ies)	Financing Instrument Investment Project Financing
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- Situations of Urgent Need of Assistance or Capacity Constraints
- Financial Intermediaries
- Series of Projects

Approval Date 28-Mar-2018	Closing Date	Environmental Assessment Category B - Partial Assessment
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Bank/IFC Collaboration No	
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**Proposed Development Objective(s)**

To increase access to early childhood development and basic education and improve quality of teaching and learning.

**Components**

Component Name	Cost (US\$, millions)
Component 1. Enhancing Access to ECD and Basic Education	9.70
Component 2. Improving Quality of Teaching and Learning	18.00
Component 3. Technical and Institutional Support	7.30

**Organizations**

Borrower : The Ministry of Finance and Economic Affairs



Implementing Agency : The Ministry of Basic and Secondary Education (MoBSE)  
The Ministry of Higher Education, Research, Science and Technology

**PROJECT FINANCING DATA (US\$, Millions)**

<input type="checkbox"/> Counterpart Funding	<input type="checkbox"/> IBRD	<input type="checkbox"/> IDA Credit	<input checked="" type="checkbox"/> IDA Grant	<input checked="" type="checkbox"/> Trust Funds	<input type="checkbox"/> Parallel Financing
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Total Project Cost: 35.00	Total Financing: 35.00	Financing Gap: 0.00
	Of Which Bank Financing (IBRD/IDA): 30.00	

**Financing (in US\$, millions)**

Financing Source	Amount
EFA-FTI Education Program Development Fund	5.00
IDA Grant	30.00
<b>Total</b>	<b>35.00</b>

**Expected Disbursements (in US\$, millions)**

Fiscal Year	2018	2019	2020	2021
Annual	4.70	10.20	6.00	9.10
Cumulative	4.70	14.90	20.90	30.00

**INSTITUTIONAL DATA**

**Practice Area (Lead)**

Education



**Contributing Practice Areas**

**Climate Change and Disaster Screening**

This operation has been screened for short and long-term climate change and disaster risks

**Gender Tag**

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

**SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)**

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Moderate
7. Environment and Social	● Moderate
8. Stakeholders	● Moderate
9. Other	
10. Overall	● Substantial



**COMPLIANCE**

**Policy**

Does the project depart from the CPF in content or in other significant respects?

Yes  No

Does the project require any waivers of Bank policies?

Yes  No

**Safeguard Policies Triggered by the Project**

**Yes**

**No**

Environmental Assessment OP/BP 4.01

✓

Natural Habitats OP/BP 4.04

✓

Forests OP/BP 4.36

✓

Pest Management OP 4.09

✓

Physical Cultural Resources OP/BP 4.11

✓

Indigenous Peoples OP/BP 4.10

✓

Involuntary Resettlement OP/BP 4.12

✓

Safety of Dams OP/BP 4.37

✓

Projects on International Waterways OP/BP 7.50

✓

Projects in Disputed Areas OP/BP 7.60

✓

**Legal Covenants**

Sections and Description

Dated covenant: External Auditor

The Recipient shall, no later than six (6) months after the Effective Date, recruit an external independent auditor, with qualifications and under terms of reference acceptable to the Association, to conduct annual financial audits of the Project.

**Conditions**

Type

Effectiveness

Description

The Project Implementation Manual has been adopted in accordance with Section





I.B of Schedule 2 to Financing Agreement	
Type Effectiveness	Description The Co-financing Agreement has been executed and delivered, and all conditions precedent to the effectiveness or to the right of the Recipient to make withdrawals under said Co-financing Agreement have been fulfilled.
Type Disbursement	Description No withdrawal shall be made: (a) for payments made prior to the Signature Date; or (b) under Category 1, until the Co-financing has been fully disbursed

**PROJECT TEAM**

**Bank Staff**

Name	Role	Specialization	Unit
Ryoko Tomita	Team Leader(ADM Responsible)		GED07
Mamata Tiendrebeogo	Procurement Specialist(ADM Responsible)	Procurement	GGOPF
Mouhamadou Kabir Ndoye	Procurement Specialist	Procurement	GGOPF
Mountaga Ndiaye	Procurement Specialist	Procurement	GGOPF
Tahirou Kalam	Financial Management Specialist	Financial Management	GGOAW
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Frank Anthony Fariello	Counsel	Counsel	LEGAM
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Maiada Mahmoud Abdel Fattah Kassem	Team Member	Finance	WFACS
Ruma Tavorath	Environmental Safeguards Specialist	Safeguards	GEN07



**Extended Team**

Name	Title	Organization	Location
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GAMBIA, THE  
THE GAMBIA - EDUCATION SECTOR SUPPORT PROGRAM

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## I. STRATEGIC CONTEXT

### A. Country Context

- 1. The Gambia is a low-income country with an estimated population of about 2 million people (2015) and Gross National Income (GNI) per capita (Atlas method) of US\$430 (2016).** It is a small open economy that relies primarily on tourism, agriculture, and remittance inflows, and is vulnerable to external shocks, as illustrated by the 2014/15 Ebola virus disease crisis and the delayed rainy season, which led to a poor harvest in 2014. From 2010 through 2015, the real gross domestic product (GDP) growth averaged 3.1 percent. In 2016 and early 2017 the macroeconomic situation deteriorated, due to an over-valued exchange rate and a rapidly increasing government domestic debt burden, with total debt over 100 percent of GDP by end 2016, and foreign exchange resources exhausted. The uncertainty in early 2017 around the change of government exacerbated these challenges. However, the new government, led by President Adama Barrow, has now adopted a revised 2017 budget, which seeks to begin the process of tackling fiscal imbalances. The World Bank Group provided US\$56 million through an emergency development policy operation (DPO - June 2017) to support this effort. The International Monetary Fund (IMF) has also agreed access under their Rapid Credit Facility, and other partners are expected to provide similar support. This support is expected to buy the government some breathing space to implement much needed reforms to provide a clear pathway to debt sustainability and macroeconomic balance.
- 2. The key long-term development challenges that The Gambia faces are related to its undiversified economy, small internal market, lack of skills necessary to build effective institutions, high population growth, lack of private sector job creation, and high rate of out-migration.** Resilience to external shocks, such as volatile weather conditions and the effects of climate change, need to be strengthened through (a) diversification of the economy and an improved private sector investment climate; (b) effective civil service reform and improved public management capacity geared toward enhanced service delivery and conditions to support long-term growth and employment; and (c) improved transparency and accountability in public affairs and increased citizen participation.
- 3. In recent years, fiscal strains have mounted substantially because of fiscal slippages and poor performance of state-owned enterprises that have led to a significant buildup of public sector debt.** The fiscal deficit averaged 11 percent as a share of GDP from 2013 through 2015, contributing to a rise in public sector debt to 108 percent of GDP in 2015 from 83.3 percent in 2013. Heavy reliance on costly domestic markets has contributed to rising debt. Interest payments increased from 25 percent of revenues in 2013 to 40 percent in 2015 and reached nearly 50 percent in 2016. Contingent liabilities that reached five percent of GDP in 2014 are also a contributing factor.
- 4. Human development indicators remain low, but have progressed in the last 20 years.** The Gambia ranks 173 out of 188 countries in the world in human development according to the United Nations' Human Development Index (2015). However, between 1990 and 2015 The Gambia has made steady progress in key



human development indicators. For example, life expectancy at birth increased by 8.4 years, mean years of schooling increased by 2.1 years, and expected years of school increased by 3.8 years.

## B. Sectoral and Institutional Context

5. **The Ministry of Basic and Secondary Education (MoBSE) and the Ministry of Higher Education, Research, Science and Technology (MoHERST) manage the public education system.** MoBSE operations are partially decentralized across its six Regional Education Directorates (REDs), which facilitate operational and management issues at the regional levels, whereas financial management remains largely centralized. MoHERST, on the other hand, is centralized at all levels of education.
6. **The two Ministries together have developed the Education Sector Strategic Plan (ESSP) 2016-2030 which outlines the sectors' strategies, targets, and priority areas to ensure consistency across all levels of education.** The ESSP, which forms an integral part of the broader government *Vision 2020*, articulates the implementation and policy priorities for MoBSE and MoHERST, discusses sector-wide issues in education and training, and the linkages between the two ministries on cross cutting activities such as teacher training, and post-basic technical vocational education and training. The ESSP 2016-2030 is a revision of the ESSP 2014-2022 which marked a shift from programs based mainly on cycles of education to a more results-oriented program with emphasis on implementable interventions in priority areas. The ESSP 2014-2022 was revised to take into account the shifting financial realities in the country and to strategically inform the Vision 2020 under new government leadership.
7. **The Gambia's current formal education system follows an ECD-6-3-3-4 structure of early childhood development (ECD) covering ages 3-6, six years of Lower Basic Education (LBE) which officially begins at age 7, followed by three years of Upper Basic Education (UBE).** Together, ECD, LBE, and UBE cover grades 0-9 and constitute the basic education level. This is followed by three years of Senior Secondary education and four years of tertiary or higher education. The Gambia has 978 conventional schools from LBS to SSS, two thirds of which are fully financed and managed by the government. An additional 10 percent are grant-aided schools which are typically former mission schools managed by school boards and financed by the government through a grant to the management body. The remaining 24 percent of private schools do not receive any government funding. In parallel there are 350 government recognized *madrassas*. These institutions provide the same curriculum as those of the public schools plus additional Islamic instruction and receive sub-grants from the government. Government and grant aided schools combined account for more than 70 percent of enrollment at each level. Private schools overall account for 10 percent of enrollment, but are more significant at senior secondary school (SSS) level, accounting for 19 percent of senior secondary enrollment. *Madrassas*, conversely, are more involved at the lower levels, and account for 19 percent of LBS enrollments.
8. **Government commitment to education in The Gambia has historically been strong, however total spending is comparatively low.** Despite the strong commitment to the sector, total spending on all levels of education represented only 3.2 percent of GDP, compared with the recommended level of 4-6 percent and the 4.5 percent Sub-Saharan Africa (SSA) average. However, education spending as a share of total public spending stands at 20.4 percent which is in the recommended range of 17-25 percent depending on the country's situation. Education receives the highest share of the budget in the country but because the total public spending as a share of GDP is low (15 percent), education spending as a share of spending is also low. This is



also one of the key reasons why the sector relies heavily on household and development partner contributions.

9. **Despite fiscal challenges, the sector has benefitted from a consistent and proactive management team during the past several years.** This has been critical in addressing the demographic and socio-economic challenges listed above. The Government has made significant efforts to increase enrollment numbers in all levels of education despite the rapid population growth, and has been successful in reaching near full gender parity throughout basic education. They have made significant efforts to address quality challenges as well, and, for example, have made strides in incentive schemes to even teacher qualification and deployment, introduced a model to integrate public school curriculum into *madrassas*, and piloted technology informed teaching approaches, among others. However, despite these considerable efforts, the sector performance still faces numerous challenges, in terms of equity, access, and quality. The performance of the sector, and key challenges are outlined below.

*Progress has been made in Access and Equity, but many youth continue to be out-of-school and regional disparities persist.*

10. **Enrollment has been increasing in The Gambia, however, the gross enrollment rate (GER) in UBS has remained stagnant.** From 2010 to 2017 there was a 45 percent increase in LBS enrollment (from 228,015 to 329,828) with the GER increasing from 88.3 percent in 2010 to 108.6 percent in 2017, and a 25 percent increase in UBS enrollment (from 75,635 to 94,357) with GER stagnating at 66.2 percent in 2010 and 67.4 percent in 2017. As the enrollment has been increasing at the same pace as the population, the GER in UBS has stagnated. The primary completion rate (PCR) remained at 73.6 percent from 2010 to 2015 because of dropout rates coupled with population growth, although it increased to 78.7 percent in 2017.<sup>1</sup>
11. **Although universal primary completion has not been achieved, gender parity has been met at all levels of education.** The “traditional” gender disparities have been eliminated from ECD to senior secondary schools (SSS) and the gender parity rate is more than 100 percent at the preschool, primary and secondary levels of education. However, the post-secondary education level is still lagging at 69 percent in 2015. Girls register a higher GER and net enrollment rate (NER) at ECD, basic and secondary levels, as well as higher completion rates at lower and upper basic levels, while gender parity in completion rate at SSS has just been met in 2017. The MoBSE started to implement the Gender Equity Initiative in 2000 when the gender parity was an issue by: (i) revising textbooks in a gender sensitive manner; (ii) training teachers in gender responsive pedagogy; and (iii) conducting sensitization campaigns in communities with teachers, parents, and students to bring female students into schools. In addition, Mothers’ Clubs were created in 2001 to organize campaigns and advocacy on enrollment drive at community level and help in the provision of uniforms and books for needy children in schools.
12. **The Gambia has been successful in introducing an ECD program, with play-based curriculum, which provides valuable early years education for children ages 3-6, and enrollment rates have improved considerably from 21 percent in 2006 to 46 percent in 2016.**<sup>2</sup> However, despite the increase in provision,

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<sup>1</sup> Source: EMIS. If IHS data is used, GER is 87 percent, 62 percent and 44 percent in LBS, UBS and SSS respectively in 2015. EMIS uses the population projection from 2003 population data. Gambia Bureau of Statistics (GBoS) is currently working on providing population projection from revised 2013 population data.

<sup>2</sup> Source: EMIS. If IHS data is used, the enrollment rate is lower – 36 percent in 2015.



challenges in ensuring equitable access to early education and quality remain. In region 2 for example, the enrollment rate is 56 percent, while in region 5 the enrollment rate stands at 25 percent. Further, minimum standards, where they exist are not systematically operationalized, and teacher training of ECD teachers is limited. An impact evaluation conducted in 2014, on the effectiveness of the two types of public ECD programs (community-based and annexed), showed positive impacts on learning outcomes using the annexed based approach, rather than the community based approach, both of which are play-based. This points to design and implementation shortcomings in the community based approach which the government will redesign, given the necessity of community based approaches particularly in rural areas. Given the positive impacts of ECD on school readiness, and learning outcomes, the government is committed to expanding quality ECD programs within the country, as part of the ESSP under Program Area 1. Equity and Access “ECD students adequately prepared for teaching and learning,” which aims to focus not only expanding and monitoring access, but also quality inputs such as training and minimum standards.

13. **There are regional disparities in access to education as illustrated by variations in the GER.** The MoBSE divides The Gambia into six administrative regions.<sup>3</sup> Region 2 has the highest GER in preschools (48 percent) and in upper basic schools (79 percent) while Region 5, a remote region with limited education infrastructure, registers the lowest GER in both pre-primary education level (15 percent) and primary education (53 percent). Region 6 also registers low enrollment particularly at the preprimary level (23 percent) and upper basic level (31 percent) (figure 1). The government has been targeting interventions to mitigate socio-cultural and financial barriers that may impact enrollment and completion rates, yet the challenge persists and additional resources are needed to reduce regional inequalities.<sup>4</sup>
14. **Although good data on special needs students is not available, support to these students is limited.** The Gambia has a twin track approach to provision of access for students with special needs. The students who need very special facilities go to one of three special schools located in Banjul (for blind or visual impairment, hearing disabilities, and learning disabilities). As a matter of policy, students with more moderate special needs are accommodated in mainstream schools wherever possible, but specialized equipment (hearing aids, glasses, braille reading materials, lamps, wheelchairs) are rarely available<sup>5</sup>, nor is the provision of teacher training for adequate inclusion of special needs learners, both those with physical and learning disabilities. As part of the ESSP, the government has committed itself to inclusive education, and aims to enhance support to disabled students.
15. **The out-of-school incidence is high, at nearly 30 percent (IHS 2015).** The availability of detailed analysis of equity in enrollment by district, which will allow for better targeting, shows that Region 5 not only has the highest incidence rate overall but also the 7 of the 10 districts with the lowest enrollment rates.<sup>6</sup> There is also low enrollment in region 6. While the out of rate incidence is lower in regions 1 and 2, because they are mostly urban and have higher population density, absolute numbers remain high.

<sup>3</sup> Namely, Kanifing Municipal Council (Region 1), West Coast (Region 2), North Bank (Region 3), Lower River (Region 4), Central River (Region 5), and Upper River (Region 6).

<sup>4</sup> Prior to the fee free education policy which became effective in 2014 at the UBS level and in 2015 at the SSS level, girls received scholarships to incentivize enrollment and a Re-Entry Policy Program was developed to try to reengage girls who had previously left the system.

<sup>5</sup> Provision of some small equipment was provided under the Education for All-Fast Track Initiative Program approved in 2009, however a mechanism for identifying special needs learners year over year is absent.

<sup>6</sup> The districts with the lowest enrollment in Region 5 include: Upper Saloum, Nianjia, Niamina East, Fulladu West, Sami, Niani, and Lower Saloum





16. **Although the government has instituted a fee-free policy<sup>7</sup> by providing sub grants to schools, the cost of education remains a barrier for the poor.** The commitment of households to education has been increasing faster than public spending. On average, household spending on education as a share of their income increased from 1.5 percent in 2010 to 5.9 percent in 2015, whereas public spending as a share of GDP increased from 2.6 percent to 3.2 percent during the same time. Cost of schooling remains a significant burden for the poor, as out of pocket expenditures, e.g. food, uniforms, transportation, learning materials, reduce demand. For example, households from the poorest quintile spend about 98 percent of their income per capita on education, compared with 46 percent for the richest quintile. Development of a targeted cash transfer or incentive program could be effective in reducing the out-of-school incidence and encouraging on time enrollment.
17. **The cultural and religious barriers to formal school are also difficult to overcome and the integration of religious schools remain a key challenge.** There are 350 *madrassas* that are recognized by the government, as mentioned above. Their certification and registration, following government curriculum with subsidized English teaching, has been important in attracting populations to the school system. The government also provides support to 17 *majalis* (Koranic centers), as part of the World Bank funded pilot program under the Results for Education and Development (READ) project, through an annual conditional cash transfer (CCT) on the condition that they teach literacy and numeracy to enrolled children, most of whom would not receive any form of formal schooling otherwise. The grants are typically used to purchase food, as a means toward stymying street begging, and have been found to have made some progress. An assessment was carried out in the Government in 2014 and another one is planned before project effectiveness to measure changes in numeracy and literacy outcomes over time using the Early Grade Reading Assessment/Early Grade Math Assessment (EGRA/EMGA).
18. **The Government has made tremendous efforts to reduce internal inefficiencies related to repetition but other key dimensions of internal efficiency related to delayed entry, survival and completion remain bottlenecks.** For example, about 38 percent of children do not start school at the official school starting age (age 7), and the share of overage children in the last grade of primary reaches 72 percent. A broad range of evidence shows that children benefitting from quality early childhood development programs are more likely to enroll on time, and show higher levels of participation, achievement, and completion in education.<sup>8</sup> Such expanded ECD access is an avenue towards much needed improvements in school readiness, access and completion.

*Quality remains the most significant challenge*

19. **Learning outcomes are still a challenge.** An EGRA assessment in 2007 revealed low reading scores and MoBSE has been conducting lower grade teacher training to improve literacy skills. More recent EGRA tests showed significant improvements in knowledge of letter sounds and word recognition, however reading comprehension is still low. The EGRA 2016 shows that on average in grade 1-3, students answered only one

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<sup>7</sup> The fee-free education policy was introduced in public LBS, UBS, and SSS in 2013, 2014, and 2015 respectively. Initially it was financed through the Results for Education and Development (READ) project, but taken over solely by the government as a sustainability measure.

<sup>8</sup> See for example: Janus, M. and D. Offord, 2000, Readiness to Learn at School. *ISUMA*, 1(2): 71-S; Arnold, C., K. Bartlett, S. Gowani; and S. Shallwani. 2008. Transition to School: Reflections on Readiness. *Journal of Developmental Processes*, 3(2): 26-38.



out of five reading comprehension questions correctly.<sup>9</sup> Additionally, the National Assessment Test (NAT) is conducted semi-annually in grades 3 and 5 and annually in grade 8. The scores, although low, are showing slow improvements. For example, for grade five, NAT scores improved from 47 in English in 2012 to 51 in 2016, and 45 in mathematics in 2012 to 48 in 2016.

20. **A comprehensive curriculum update has not taken place recently, however modifications in the early grades have begun.** In 2009, curriculum was audited and developed for non-core subjects for lower and upper basic schools, and on some core subjects for upper basic schools, and in 2014, The Gambia created a national early grade reading program called The Gambia Reads, building on experiences implementing various reading approaches, and the national languages strategy developed under the Education for All-Fast Track Initiative Project approved in 2009.<sup>10</sup> It places a renewed emphasis on early grade reading and is a biliteracy program consisting of both national languages and English under the revised national language policy which champions a bilingual approach to early grade reading.
21. **Teacher Recruitment and Deployment.** The number of teachers has grown rapidly in the last five years through sustained intervention from the Government to address shortages and increase enrollment of students – a critical step in expanding access. The increase has reduced the pupil to teacher ratio substantially, to 32:1 in basic education and 24:1 in secondary education, although there is some variation by region. Further, a combination of strategic stipends to teacher trainees, and hardship allowances to teachers who teach in designated hardship areas<sup>11</sup> in regions 3-6 has equalized the deployment of qualified teachers throughout the country. Traditionally more remote regions have had higher PTRs and a lower proportion of qualified teachers, however, over the last decade, this situation has changed significantly. In every region, for example, over 95 percent of teachers are considered qualified (as measured by the government policy on teacher certification).
22. **Although these incentives have been effective, some challenges remain.** In practice, the supply of teachers is not wholly based on demand and there is a disconnect between the supply of teacher trainees graduating from The Gambia College and the demand within the sector. In 2015 for example, the supply of teachers outpaced student enrollment. Further, the distribution of teachers and teacher trainees by region and level of education shows variation by region which suggests remaining challenges with deployment, even despite the increase in teachers. Upper level mathematics and science, where qualified teachers are in shorter supply are still difficult to recruit for.
23. **Better strategic planning, including stronger linkages with The Gambia College, and a holistic approach to teacher training and teacher management could help to both: (i) optimize resource utilization and (ii) improve instructional practice.** A further refined teacher recruitment and deployment policy could help optimize resource utilization, especially given that teacher salaries consume the largest share of the education sector budget. At the same time, while pre-service and in-service teacher training has improved over the years in the Gambia, including the introduction of promising pilot approaches which focus on

<sup>9</sup> Further, oral reading fluency (ORF) of grade 2 students was approximately 11 correct words per minute (CWPM). Although not strictly comparable, per the EGRA Barometer, the scores in The Gambia are similar to ORF scores from other countries in SSA including Tanzania (10 CWPM); Liberia (12 CWPM); and Ghana (9 CWPM).

<sup>10</sup> The Gambia has previously applied three different reading approaches, namely, Serholt Early Grade Reading Ability (SEGRA), Jolly Phonics, and a national language program.

<sup>11</sup> Schools are considered hardship schools if they are more than 3km from the main road. There is also an additional “remote” hardship allowance for teachers in schools over 9km from a main road.



interactive teaching methods<sup>12</sup>, the teacher education activities are often delinked and lack an overall strategic framework and coherent set of policies.

*Systems have been strengthened, but can be even further improved for data driven decision making.*

24. Support over time to the development of an education management information system (EMIS), has led to improvements in teacher and student management as well as better targeting mechanisms. However, additional updates are necessary to make the data more reliable by further developing the EMIS. Teacher absenteeism is tracked, but up to date data on teacher qualifications has not consistently been so, and although learning assessments are carried out, additional work is necessary to enhance the use of learning outcomes to inform school based and centrally based decisions. Better monitoring and dissemination of results could help counter this, as could continuous implementation of national and regional assessments. Further, at the post-secondary level, data is limited and data collection is infrequent and The Gambia could benefit from regional benchmarking.

### C. Higher Level Objectives to which the Project Contributes

25. **The Project is aligned with the government's ESSP, which forms an integral part of the broader government Vision 2020.** As mentioned above, the five main program areas are: (i) access and equity; (ii) quality and relevance; (iii) research and development; (iv) science, technology and innovation; and (v) sector management. The project primarily supports results areas in program areas (i), (ii) and (v) through strategic interventions to increase access, improve relevance, and cross cutting system improvements in curriculum and teacher management/training. A detailed mapping of the components and sub-components onto the ESSP key program areas and key results areas is provided in Annex 4.

26. **The proposed project contributes to the goals stated in the Global Partnership for Education's (GPE's) Strategic Plan (2016-2020)** of: (i) improved and more equitable learning outcomes; (ii) increased equity, gender equality and inclusion; and (iii) effective and efficient educational system. The project aims to improve learning outcomes through systematic improvements to teacher training, and curriculum delivery and increase equity and access through a set of both supply and demand side interventions in targeted areas with vulnerable populations and low enrollment. Finally, the project supports improved monitoring and evaluation and data utilization capacity building to support system wide improvements to service delivery.

27. **The project is aligned with the World Bank Group's twin goals of ending extreme poverty and boosting shared prosperity.** Education is a driver of development and a tool for reducing poverty as it contributes to economic growth and development by providing children the opportunity to gain knowledge and skills required to lead successful, healthy, and productive lives. In the same vein, the project is closely aligned with the World Bank Education Sector Strategy 2020 Learning for all (April 2012). The Education Sector Support Program Project is aimed at providing inclusive education for all through interventions which address

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<sup>12</sup>An In-service teacher training program was reorganized, to focus more on ensuring mastery of LBS and UBS content and on developing pedagogical skills based on lessons learned from implementation from a previous in-service training for teachers which was not focused enough on pedagogy. Since then, pre-and post-testing using the new training revealed that the large majority of trainers have sufficient content knowledge and are currently being trained to deliver trainings on more interactive pedagogic methods. In parallel, Gambia College, as part of pre-service training, has developed a new curriculum to improve teacher content knowledge which was introduced in 2017.



regional variations in access and quality, and the needs of vulnerable populations through targeting mechanisms and adaptive interventions. Furthermore, systematic improvements to resource management, and teacher training to improve teaching and learning for all students, combined with investments in early education are principled on the need to *invest early, invest smartly, invest for all*.

28. **The last World Bank Group country assistance strategy for The Gambia was the Second Joint Partnership Strategy (JPS) (FY2013 to FY2016), which was a joint document (Report #72140) of the World Bank Group (WBG) and the African Development Bank (AfDB).** The Bank had been planning to extend the validity of that strategy, but following the change of government in early 2017, decided instead to prepare a Country Engagement Note (CEN) (2018-2020), expected to be delivered later in FY18, explaining how the WBG will engage with the new government, while a Systematic Country Diagnostic is under development. The CEN will include a review of the achievements under the Second JPS and is expected to focus on three areas of engagement: macroeconomic stabilization; restarting growth; and protecting the poorest from the impact of macroeconomic instability. This operation will strongly contribute to this third area.

## II. PROJECT DEVELOPMENT OBJECTIVES

### A. PDO

29. The PDO is to increase access to Early Learning Childhood (ECD) and basic education and improve the quality of teaching and learning<sup>13</sup>.

### B. Project Beneficiaries

30. The project is expected to benefit 411,000 school-aged children: 32,500 in ECD, 272,800 in LBS, 86,200 in UBS and 17,200 in SSS, and 2,300 children in *majalis*.

### C. PDO-Level Results Indicators

Table 1. Key PDO Results

Type	Objective	Indicator
PDO Indicator 1 (core)	Improve the quality of teaching and learning	Students benefitting from direct interventions to enhance learning (disaggregated by gender)
PDO Indicator 2	Increase access to basic education	Increase in GER at LBS in select districts in region 5 (disaggregated by gender)
PDO Indicator 3	Increase access to ECD	Increase in GER at ECD level (disaggregated by gender)
PDO Indicator 4	Improve the quality of teaching and learning	Increase in average score of the Reading Comprehension section of EGRA, Grade 3 in public schools. (disaggregated by gender)

<sup>13</sup> “improve quality of teaching and learning” includes ECD, LBS, UBS and SSS. SSS will be covered through the Progress Science Initiative – Progress Math Initiative (PSI-PMI) and ELA program, which targets about 40% of all public SSS students.



### III. PROJECT DESCRIPTION

#### A. Project Components

31. The Education Sector Support Program Project builds on the successes of the previous Results for Education and Development (READ) project which will close in August 2018, and takes advantage of the government's pilot approaches, analysis of the results and scale based on these lessons learned. Annex 4 fully describes the lessons learned from the READ project and rationale for continuation of particular interventions, however this new project is different in two fundamental ways:
- **It is an education sector support project which provides broader holistic support to the sector**, as is evidenced by the larger funding bucket (US\$35 million) which is substantially higher than the previous US\$18.8 million for the READ project. The project is jointly financed by IDA and GPE in the amount of US\$30 million and US\$5 million respectively. The larger scope is clearest in Component 2 which has the dual aim of: (i) rolling out a comprehensive curriculum overhaul; and (ii) development and implementation of a strategic framework for teacher training, recruitment and deployment. The former integrates the work already done on ECD and early grade reading, while allowing for integration of modern best practices by subject areas; while the latter, takes a broader view of teacher training beyond smaller scale pilots, and limited on-demand trainings. Given the lessons learned in this domain, it is an opportune time, through strategic sector dialogue to further systematize training and deployment of teachers for more effective teaching, and therefore learning outcomes.
  - **There is an even greater emphasis placed on out-of-school and vulnerable children.** In particular, an attempt is made to address both supply and demand side issues related to access and inclusion, including for example, the introduction of a targeted conditional cash transfer program in districts with the lowest enrollment and the poorest communities, building on the targeting mechanisms developed over time with improvement of the EMIS, as well as a nascent pilot second chance program to, hopefully, reintegrate out-of-school children into the system. On a smaller scale, there is a renewed focus on special needs students through teacher training and provision of equipment which may facilitate easier learning in the classroom.
32. The project is also designed to build on the momentum from earlier projects in two critical areas moving forward:
- **Early Childhood Development is scaled further.** ECD is scaled up, not only as a tool to improve learning outcomes over the life of the student, but also to contribute to school readiness, which may have the added effect of higher rates of on time enrollment. Further development of a quality early childhood program, and national standards will be critical to scaling up the approach, and will benefit from building on the pre-established dual approach to public ECD provision (both annexed and community based).
  - **Alternative schooling targets the most difficult to reach populations.** The early work done in delivering basic literacy and numeracy to Koranic centers, as well as integration of *madrassas* into the system remains a key means of engaging with school aged children who were previously absent from the system. Further work in this area will be critical to ensuring that more children are learning.



33. A more detailed project description is provided in Annex 1 as is a diagram of the results chain (figure 1.1).

**Component 1. Enhancing Access to ECD and Basic Education - US\$9.7 million (of which US\$7.7 million IDA and US\$2.0 million GPE)**

34. Although access to education has improved in The Gambia as described above, there continues to be many out-of-school children, and significant disparities amongst regions remain. Lack of public ECD provision, distance to school, poorly outfitted classrooms and financial challenges continue to be barriers for children. As such, Component 1 constitutes a selection of carefully chosen interventions, based on previous pilot approaches and priority areas, to increase access to early and basic education. The aim is to expand inclusive education for all, with an emphasis on geographic and economic disparities, gender, students with disabilities, and other vulnerable groups, through a blend of demand side and supply side interventions.

**Sub-component 1.1 Expanding the network of basic and ECD classrooms (US\$4.6 million)**

35. Although the network of lower basic schools and ECD opportunities have expanded in The Gambia, there is still unmet demand for basic education, and a lack of public ECD provision as described above. As such, this sub-component will support (i) construction of 61 ECD classrooms (20 using the community based approach and 41 using the annexed approach); (ii) construction of 60 LBS and UBS classrooms; (iii) a small fund for special needs modifications; and (iv) transportation to schools in targeted communities.

36. The focus will be primarily on rural areas with the lowest enrollment rates<sup>14</sup> and will include classrooms, provision of furniture for each new classroom, as well as water points and toilet blocks where needed. New schools will be outfitted with ramps, and there will be separate latrines for boys and girls. Additionally, an annual fund will also be made available on a demand-driven basis for provision of small equipment (hearing aids, specialized glasses, braille reading materials, and wheelchairs) for special needs students who are mainstreamed into public schools.<sup>15</sup> Further, donkey carts have been shown to increase access for children in lower grades (ECD and grades 1, 2 and 3) who find the distance cumbersome. Currently approximately 2,000 students (from ages 3-9) rely on about 200 donkey carts as their daily transportation method to and from school. The project finances carts while the government finances the donkeys. The project will expand upon these successes by financing an additional 100 donkey carts to transport 1000 additional early childhood and lower basic students daily in targeted communities.

**Sub-component 1.2. Expanding opportunities and access for out-of-school children (US\$5.1 million)**

37. Sub-component 1.2 is targeted toward out-of-school children and will: (i) introduce a targeted conditional cash transfer program in select districts in Region 5 for children ages from 7-12; (ii) expand support to Koranic centers by supporting integration of teaching of reading and mathematics; and (iii) pilot a second chance

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<sup>14</sup> Although additional classrooms are also needed in urban areas (regions 1 and 2) school construction in these regions is being supported by a philanthropic organization which is expected to build more than 100 classrooms in the immediate term, thus the decision to focus IDA/GPE funding in rural regions.

<sup>15</sup> Strategies for identifying special needs students, assessing what specialized equipment they might need in classrooms, and teaching strategies will be addressed under sub-component 2.1 and 2.2 as part of the revised curriculum and professional development standards. This directly supports the government's policy on inclusive education for all within the new ESSP.



education program to provide valuable schooling to children over the age of 10. The proposed interventions build on analysis of the out-of-school population in The Gambia obtained through a study carried out in 2013<sup>16</sup>, integrated household survey (IHS) data as elaborated in the education sector analysis (ESA) and public expenditure review (PER) carried out in 2017, and additional rapid assessments in targeted districts. Incentive programs are necessary given that even in areas where schools are available, some families are still not sending their school aged children to schools – “a last mile” challenge that is most acute in region 5.

38. The conditional cash transfer (CCT) directly to families will be introduced with the aim of improving school attendance of vulnerable households. It will use a phased in approach, with two districts targeted in year 1 and the remaining communities in years two and three. An impact evaluation will be carried out to assess the impact of the intervention. The fully elaborated scheme is a requirement for the updated project implementation plan as a condition of effectiveness. In terms of targeting, seven districts<sup>17</sup> with the lowest enrollment rates, all based in Region 5, have been selected based on EMIS and IHS data. There are currently 25,000 students in public LBS in these seven districts and with this intervention, it is expected to increase to 30,000 students by the end of the project. The LBS GER in these seven districts is 70.4 percent and the end target is 80 percent. (GER for boys is 63 percent and the end target is 73 percent) (Source: EMIS 2017).
39. The modified CCT program already in place for 17 select *majalis* based on successes from the earlier READ project will also continue to be supported. Delivery of literacy and numeracy through *majalis* continues to be important in The Gambia given that it reaches part of the out-of-school population that for cultural reasons does not attend formal schools and provides small cash transfers to religious leaders on the condition that basic literacy and numeracy is delivered in the centers, the only formal education that many receive. Evidence shows some improvements in EGRA/EGMA, and is a key first step in developing alternative education for these populations. The CCTs also provide a kind of safety net for children in *Majalis* as the funds are often used to purchase food to stymie street begging. The CCT program will be scaled up to include additional 25 *Majalis*.
40. The sub-component will also introduce a second chance education pilot given the significant number of out of school youth, many of whom have missed the education opportunity at the commensurate expected school age. The sub-component will support a feasibility study of options for provision of second chance education in targeted communities, the design of the pilot, and, ultimately, by year two, its implementation. The target will be children ages 10 and above who have left the school system or never attended. The mid-term review will be an opportunity to review the implementation progress, make mid-stream adjustments as needed, and explore opportunities to further scale the program.
41. In parallel, sensitization campaigns and consultations, will be carried out to convey the benefits of education to village and religious leaders, villagers, and parents in the communities, and to better understand community needs through citizen engagement. It will be conducted in collaboration with the Women’s Bureau, Mothers’ Clubs, Regional Education Directorates (REDs), religious leaders, and the gender unit in MoBSE.

## Component 2. Improving Quality of Teaching and Learning - US\$18.0 million (of which US\$15.0 million IDA

<sup>16</sup> See Angela Daly, Basiru Mbenga & Alpha Camara (2013). Barriers to Participation and Retention: Engagement and returning ‘out-of-school’ children in the Gambia. International Journal of Primary, Elementary and Early Years education.

<sup>17</sup> The districts include Upper Saloum, Nianjia, Niamina East, Fulladu West, Sami, Niani, and Lower Saloum.



**and US\$3.0 million GPE)**

42. This component aims to improve the quality of teaching and learning through: (i) sequenced revision of the curriculum for ECD through Grade 9; and (ii) the development of a coherent framework for teacher training and management to improve teacher effectiveness. The aim is to strengthen the curriculum with a focus on core subjects, while in parallel, developing a strategic teacher training and management policy as a means to improve classroom practices and ultimately learning outcomes. The sub-components are briefly described below.

**Sub-component 2.1 Curriculum Revision and Implementation (US\$6.6 million)**

43. The project will support a set of interventions that will lead to the implementation of a revised curriculum for ECD, lower basic, and upper basic schools, with a particular focus on English (including a revised early grade reading program), science, and mathematics. The curriculum revision and implementation will follow a sequenced, phased in approach beginning with the implementation of ECD curriculum (a play-based curriculum which has already been revised under READ), and early grade reading curriculum after which phased in revision and rollout of curriculum for grades 1-9 will be sequenced as follows: grades 1-3 (2019), grades 4-6 (2020); grades 7-9 (2021). Pilot testing with flexibility for adjustments to content will be carried out the year after each curriculum revision is implemented.
44. Concretely, in addition to curriculum review and revision, and establishment of minimum ECD standards, the sub-component will finance publishing all the core subjects' textbooks to all public Grades 1-9 students (there are approximately 310,000 students), teaching and instructional guides to all public LBS and UBS teachers (there are approximately 10,000 teachers), training of at least 4,000 teachers (including 300 at the ECD level), 15 directors and 60 cluster monitors, and the refinement of the classroom observation tool. The revised classroom observation tool, and accompanying sensitization and training, is expected to provide critical feedback on the quality of teachers' pedagogical practice in the classroom, a key means toward improvement of classroom practices.

**Sub-component 2.2 Improved Teacher Training and Professional Development (US\$7.2 million)**

45. The aim of this sub-component is to develop a strategic framework and coherent policy for pre-service and in-service teacher training which views teacher education along a continuum. At the pre-service level the project will finance; (i) introduction of an externally reviewed and overseen teacher competency test to evaluate graduating teachers, which maps onto the teacher training standards in the revised curriculum; (ii) an external review of the revised curriculum and delivery model; (iii) improvements to the curriculum based upon the findings of the evaluation; (iv) linkages to the in-service teacher training.
46. At the in-service level it will finance: (i) an analysis of the current in-service teacher and school director training on offer; (ii) development of a structured framework for Continuous Professional Development (CPD) curriculum; (iii) a set of standards and strategic five-year plan for its operationalization; (iv) a set of compulsory and optional training modules - including general education, specialization, director trainings focused on instructional leadership and school management, and optional modules; and (v) internal and external quality assurance (for continuous improvement, monitoring and evaluation). The revised CPD will include introduction of modules focused on inclusive education. Training will be developed to help teachers





identify children with special needs, and use techniques and skills for inclusive classroom teaching that is adaptive to special needs students, and incorporates use of special equipment, technology to support learning.

47. The teacher and school director training framework will also have provisions for technology supported interactive learning, including scale up of the Progressive Science Initiative-Progressive Math Initiative (PSI-PMI) and English Language of Art (ELA) programs. The Gambia has piloted the innovative PSI-PMI and ELA approach with the New Jersey Center for Teaching and Learning (NJCTL) focused on mathematics and science teaching, where results were historically and relatively weak. The method which was applied to a pilot group of 24 schools has integrated ICT in classrooms and is characterized by a combination of free digital content, instructional materials, and assessment tools to teach sequenced mathematics and sciences courses. The interactive approach combines direct instruction mixed with small group discussion and problem solving, and is supported by integration of technology use in classrooms. An impact evaluation is currently being carried out to further evaluate its effectiveness, and implementation. The method will be broadened to include all students in the current 24 schools by adding 48 equipped classrooms.

### **Sub-component 2.3 Teacher Recruitment and Deployment (US\$4.2 million)**

48. A mix of interventions (e.g. stipends to teacher trainees, hardship allowances to current teachers) to recruit and deploy teachers for difficult-to-fill posts have been successful in helping to evenly deploy qualified teachers across the country, however there remains a shortage in qualified lower basic and upper level science and mathematics teacher, and clear strategic planning between the Ministry and teacher training institutions is sometimes absent which results in a mismatch between supply and demand. As a result this sub-component will finance: (i) strategic planning for matching supply and demand of teachers in the sector; (ii) continued payment of a stipend for non-salaried Diploma in Education and Advanced Diploma in Education trainees at Gambia College (with a higher stipend for those that pursue science and mathematics) to attract qualified candidates into the teaching force, with mid-stream adjustment based on the strategic planning; (iii) provide approximately 75 tuition scholarships annually for University of the Gambia candidates with strong mathematics and science skills who transition to teaching at the senior secondary level to address the shortage of qualified upper level mathematics and science teachers; and (iv) continue to finance the hardship allowance for teachers in schools more than 3 kilometers from the main road in regions 3-6, with additional top-up pay for female and teachers who teach in the remote hardship schools (more than 9 km from the main road) to ensure the even deployment of qualified teachers throughout the country.

## **Component 3. Technical and Institutional Support – US\$7.3 million (IDA)**

### **Sub-component 3.1 Strengthening Capacity for Data Driven Decision Making (US\$3.9 million)**

49. This component will support capacity building for evidence based decision making in the sector. Activities include: (i) enhancing the system for monitoring of student outcomes through continuous implementation of assessment of learning outcomes; (ii) strengthening data systems; (iii) funding of a service delivery indicators (SDI) exercise to provide a regional benchmark of service delivery performance in the sector; and (iv) enhancing capacity to support data driven policies at the national level. A phased in approach to capacity building will accompany the interventions with specific provisions for capacity building at the ministerial level to translate the new teachers' deployment and in-service training policy into operation.



50. The SDI, to be conducted in year 2 and 5 of the project, is expected to provide a valuable benchmark on service delivery of education and measure (i) what providers (teachers) know (provider ability, as measured through: minimum knowledge, and test scores on English, mathematics and pedagogy); (ii) What providers do (provider effort, as measured through teacher absence from school, absence from classroom, time spent teaching); and (iii) what providers have to work with (availability of resources, as measured through students per textbook, equipment availability, infrastructure availability). The assessment is expected to show areas for improvement in the systematic management of teachers and provides a regional benchmark of education service delivery, and will complement the key initiatives in Component 2 which provide a valuable feedback and improvement mechanism through the revised CPD and classroom observation tool.

**Sub-component 3.2 Implementation of Communication Strategy (US\$0.7 million)**

51. In 2016, the MoBSE developed a cohesive communication strategy to support the education sector’s strategic initiatives, including sensitizing communities where school enrollment is particularly low. The proposed project will support the implementation of the communication strategy including procuring equipment, materials, publishing, dissemination, logistics, and administration. It also includes provisions for targeted communication campaigns to support the new interventions under the project including the CCT to incentivize enrollment in region 5 and the second chance education pilot.

**Sub-component 3.3 Project Management and Institutional Support (US\$2.7 million)**

52. Support will be provided to the implementing agency for capacity building initiatives and project management. The sub-component will finance project coordination unit (PCU) salaries and operating costs to coordinate the proposed project, and capacity development for MoBSE and MoHERST staff.

**B. Project Cost and Financing (US\$ millions)**

Project Components	Project cost	IBRD or IDA Financing	Trust Funds	Counterpart Funding
Component 1. Enhancing Access to ECD and Basic Education	9.7 M	7.7M	2.0M	
Component 2. Improving Quality of Teaching and Learning	18.0 M	15.0M	3.0M	
Component 3. Technical and Institutional Support	7.3 M	7.3M	0.0M	
<b>Total Financing Required</b>	<b>35.0 M</b>	<b>30.0M</b>	<b>5.0M</b>	



### C. Lessons Learned and Reflected in the Project Design

53. **The project design takes into account lessons learned from many years of World Bank and GPE engagement in the sector.**<sup>18</sup> The World Bank, and GPE are two of the few donors that are active in the sector and are seen as taking a strategic leadership role in the policy dialogue, and access and quality focus. The government's general approach has been to pilot education interventions informed by analytical studies, a model which lends itself well to potential scale up. As such, the project benefits from the piloting and scale up of numerous innovations. These include for example, the pilot CCT support to Koranic centers, and ECD scheme, both of which will be further scaled up; sustained support to early grade reading which has progressively developed from a national strategy for a biliteracy reading program followed by its development in the previous project and now implementation in this project, as well as an established EMIS, and a performance management system for teachers. Despite remaining challenges in quality and access, these have all contributed to development of a better functioning education sector, and gains can be seen in enrollment and learning outcomes. A detailed overview of lessons learned from the READ project, including IEG recommendations, and their influence in the proposed project design by component and sub-component, as well as the linkages to the ESSP are provided in Annex 4.
54. **Notably, the financing mechanism is shifted away from disbursement linked indicators (DLIs), however the emphasis on results, rather than inputs, is maintained.** DLIs were built into the project design of the READ project to incentivize disbursement, but encountered challenges which resulted in a restructuring package in August 2016 that included cancellation of 5 out of 9 DLIs and reallocation of their funds. This was not due to lack of government effort, or failure to meet targets, in fact, throughout the life of the project, the disbursement rate has continuously remained ahead of schedule as has progress toward end targets, but rather due to the severely constrained macroeconomic environment. The DLI funds were designed to be transferred to the Government's consolidated account in the MoFEA once the MoBSE met the annual DLIs, and indeed for 2 of the 9 DLIs the project funds were transferred to the MoFEA. However, owing to the severely limited fiscal space, the sector did not receive the funds from the central account. In the resource constrained context, the MoFEA were not able to fully execute the budget, meaning that, even in cases where DLIs were fully met, money failed to be transferred from the MoFEA to the MoBSE. As such it was decided that until there is a modicum of financial recovery over the next three to five years, DLIs should not be built into the project design, with the aim to take them up again after 2020 if the economic context has been able to slightly recover, which is a key focus of the new government. Despite not using the DLI mechanism, the ESSP and proposed project continue to emphasize a focus on results, in that the targets are largely focused on learning outcomes and access gains, rather than input/output oriented, and, given that the effective government team remains largely in place, it is expected that disbursement rates will remain satisfactory.

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<sup>18</sup> The most recent education projects supervised by the World Bank in The Gambia include the FT Catalytic Fund (CF) Project (P115427, 2009-2013, US\$28 million GPE); and the ongoing Results for Education and Development (READ) Project (P133079, 2014-2018, US\$18.8 million), READ Additional Financing (P160282, 2016-2018, US\$8.5 million).



## IV. IMPLEMENTATION

### A. Institutional and Implementation Arrangements

55. The proposed project will be implemented over a period of five years, however if the government can disburse in less than five years (given their previous positive implementation record), they can pursue additional IDA financing to the project. As in previous projects, an inter-ministerial senior management team (SMT) will retain oversight of the sector and the project activities. This team comprises the Ministers from the MoBSE and MoHERST, the permanent secretaries, the deputy permanent secretaries, the directors, and the Project Coordination Unit (PCU) manager. Once a year, a representative from MoFEA will be invited by the SMT to discuss sector budget preparation and execution issues.
56. The members in SMT and PCU who implemented the Bank financed projects such as the Third Education Project Phase II (P077903, 2006-13), EFA-FTI Project (P115427, 2009-13), and READ Project (P133079, ongoing) have not substantially changed the last decade, and represent an experienced, technically able group of representatives. The PCU has been functioning in a satisfactory manner in previous Bank- financed projects. With this experience, it is expected that the proposed project will greatly benefit from the arrangement of the MoBSE and PCU and will help in mitigating the residual risks that may exist, and is largely safeguarded from any impacts that result in changing of Ministers.
57. While the MoBSE will be the key implementation agency, the MoHERST will be consulted for all pre-service teacher training activities since Gambia College oversight falls under its mandate and will thus carry joint-responsibility. The Regional Educational Directorates (REDs) will be responsible for supervising all school related interventions via the head teachers and cluster monitors within their respective regions. The directors in the MoBSE Headquarters will oversee all activities related to their mandates including in-service teacher training, planning, curriculum, monitoring and evaluation, early childhood development, standards and quality assurance. The West African Exams Council in partnership with Standards and Quality Assurance Directorate (SQAD) and the Planning Directorate in the MoBSE, will continue to be responsible for assessment related activities.

### B. Results Monitoring and Evaluation

58. The results framework (Annex 1) consists of the project development objective, PDO level indicators, intermediate indicators, baselines and targets, frequency, data source/methodology, and responsibilities for data collection. The approach has been to build capacity of country systems for monitoring as is evidenced through the sustained development of the Education Management Information System (EMIS) year over year. As such, the project, as in previous projects, does not use a stand-alone M&E system, but rather benefits from the M&E arrangements for the ESSP given its close alignment with sector priorities. MoBSE has the critical M&E function of coordination and implementation supported by the EMIS team of the Directorate of Planning.
59. The M&E arrangements in place as defined in the ESSP and medium term plan are generally adequate, although there are some inconsistencies across data sets (IHS, EMIS, etc.). M&E within the sector will benefit from additional capacity building under Component 3 as well as strengthening data information at the post-secondary level which has historically been underdeveloped and includes data collection at The



Gambia College and the University of the Gambia. In addition to regular tracking of the PDO and intermediate level indicators through a variety of sources as referenced in Annex 1, the sector will benefit from an evaluation on the impact of the PSI-PMI initiative, a rigorous impact evaluation on the CCT in region 5, and an evaluation of the pilot second chance program.

### C. Sustainability

60. **Fiscal Sustainability.** The aim of the intervention is to increase access to ECD and basic education as well as improve the quality of teaching and learning. A majority of the project's funding (72 percent) is allocated to quality improvement and capacity building, which has minor implications on the fiscal space of the government. In addition, the project will not jeopardize the government budget because the proposed incremental costs are manageable under the government fiscal space. Both GDP and education spending as a share of GDP are expected to increase based on the projection in table 5 of Annex 5, implying the strong commitment of the government towards the education sector. Therefore, the project is in line with the government's priorities and manageable by the fiscal space of the current budget framework, therefore sustainability of the project is not at risk. At the same time, the interventions which are recurrent expenditures such as stipends to teacher trainees and hardship allowances will be taken over by the Government, in the same way that school grants previously were, and will be minimized due to clearer projections of teachers by region which is expected to result in some efficiency gains.
61. The project also benefits from strong commitment of the Government which has demonstrated that education is a key priority, and the active role the government has taken in preparation of the project. Sustained engagement of key stakeholders through monthly Coordinating Committee Meetings throughout the regions ensures a high level of consultation and engagement with all key players in the sector to ensure ownership of reforms at national, regional and district levels and sustainability of interventions beyond the project cycle.

### D. Role of Partners

62. In addition to the World Bank and Global Partnership for Education (GPE), active donors include the Islamic Development Bank (IsDB), the Arab Bank for Economic Development in Africa (BADEA), the Saudi Fund, the Kuwaiti Fund, the OPEC Fund for International Development (OFID) and UNICEF (see Table 1.3 in Annex 1 for more details). Donor coordination takes place through a local education group (LEG), which was consulted regularly throughout project preparation. The project documents have been shared, discussed, and endorsed by the LEG and have benefitted from regular consultative feedback with key stakeholders.

## V. KEY RISKS

### A. Overall Risk Rating and Explanation of Key Risks

63. The overall risk is assessed as **substantial** based on the *high* risk rating associated with the macroeconomic context and *substantial* ratings related to: (i) political and governance; and (ii) capacity for implementation and sustainability. The other ratings are all assessed as moderate. Limited fiscal space due to the



macroeconomic context presents sustainability challenges which are elaborated below.

64. **Political and Governance.** Political and governance risk is assessed as **substantial**. In December of 2016, the opposition candidate, Adama Borrow, won the presidential election and was sworn in in Dakar, Senegal in January 2017. The election represented The Gambia's first democratic transfer of power in its history. The new government's chief priority is focusing on growing the economy, and the administration is pledging reforms that focus on financial transparency and governance. As with any change in elected leadership, there is an expected period of transition. Delay risks to the education sector have been largely mitigated by a highly experienced PCU and the relatively quick assignment of a new education minister.
65. **Macroeconomic.** Macroeconomic risk is assessed as *high*. As described earlier, fiscal constraints have mounted substantially because of fiscal slippages and poor performance of state-owned enterprises that have led to significant buildup of public sector debt. The fiscal deficit averaged 11 percent as a share of GDP from 2013 through 2015, contributing to a risk in public sector debt to 108 percent of GDP in 2015 from 83.3 percent in 2013. Heavy reliance on costly domestic markets and external donor funding further impact fiscal sustainability.
66. **Institutional Capacity for Implementation and Sustainability.** Risk associated with institutional capacity for implementation and sustainability is assessed as *substantial*. The institutional capacity of the PCU and associated ministries is sound given the extensive experience managing affiliated Bank projects, and strong technical capacity in the sector, however dependence on donor funding to the sector makes the risk to sustainability high. Limited fiscal space due to macroeconomic risks and high national debt can potentially impact the fiscal sustainability of the interventions.

## VI. APPRAISAL SUMMARY

### A. Economic and Financial (if applicable) Analysis

#### *Development impact in terms of expected benefits and costs*

67. The Poverty Global Practice recently supported the government on the national household survey collection as part of their poverty assessment support. The proposed project utilizes the household survey to identify target beneficiaries (both in terms of poverty profile and geographic areas) and to estimate the economic and social benefits of the Project's investment on education. Econometric methods are used to estimate the benefits of the Project support and generate key indicators to carry out the cost-benefit analysis (CBA) and estimate the economic internal rates of return (IRR).
68. In terms of the benefits to education, the Gambian labor market provides a strong signal that investment on education yields important returns to the individual and to the household. In particular, better education is associated with better earnings, an increased probability of wage employment and increased likelihood of finding employment in more productive sectors. For example, estimates from the recent household survey (2015) shows that the attainment of some secondary education is associated with 37 percent more earnings compared with those who have no education.
69. Both the IRR and the net present value (NPV) of costs and benefits of both access and quality related



interventions of the project show that the project is economically viable. The present value of the overall project benefits is estimated to be US\$ 40.23 million while the present value of costs is estimated to be US\$ 25.08 million. The corresponding NPV of the intervention benefits is US\$ 11.00 million. The internal rate of return IRR associated with this NPV is 17.5 percent. Although some benefits are not fully quantifiable to measure the total potential benefit of the project, the NPV of the quantifiable benefits are larger than the NPV costs, thereby strongly supporting investment on the project.

### ***Rationale for public sector provision/financing***

70. Public sector provision of education services, and, as such, public financing of the education sector is indispensable in The Gambia. The Gambia is a low-income country where 48 percent of the population live under the national poverty line and with an estimated GDP per capita of US\$ 472. Poverty is one of the key factors that contribute to the high out-of-school rate, especially since the cost of schooling is one of the key reasons why children are out-of-school and since the incidence is high among children from the poorer households. Given the importance of education in poverty reduction and high inequality in access to education, there is a strong rationale for the government to intervene in the system to ensure inclusive economic growth and development. In particular, without public support, many children from poorer households would not be able to go to school and many households would fall into the intergenerational poverty trap. Through this project, it is expected that the government would reduce inequality across key socio-demographic groups as well as reduce regional inequalities. In terms of capacity, the government provides education services to most Gambian children at lower cost than private schools, and tends to serve the poor more than private schools.

### ***Value added of Bank's support***

71. The Bank has been supporting the Gambia education sector since the 1970's and has been one of the main development partners during the last 40 years. The Bank has a comparative advantage given its consistent engagement in the sector and the successful implementation of several education sector Projects in the past. Through its working experience, the Bank has also gained a better understanding of the education sector issues and has developed strategies and methods to support the government most efficiently. The Bank also conducted several ASAs to better understand the sectors issues and to provide evidence-based support to the government. Furthermore, the current Project is also directly aligned with the World Bank Group's twin goals of reducing poverty and boosting shared prosperity, and the Bank has global experts in relevant areas who would successfully support the implementation of the Project.

## **B. Technical**

72. The key technical operational features of the proposed operation include: (i) a focus on regional and socioeconomic disparities to target marginalized and vulnerable populations; and (ii) scale up of successful approaches under previous projects. Activities were selected based on the evidence developed during the previous several projects, as well as updated data through the IHS and EMIS for better targeting of interventions focused on improving access. Quality inputs are principled on developing high quality teaching in the classrooms, and are underpinned by an improved evidence base which will incorporate findings from



the SDI exercise, as well as improved teacher deployment policy for improved efficiency.

73. A main focus of the project is to increase access for primary school age children (age 7-12) where the out-of-school rate stands at about 30 percent (IHS 2015) and to improve the primary completion rate which is currently at 75 percent. In addition, it seeks to increase participation in ECD where the access rate is currently low with a GER of about 45 percent and where services are mainly provided by the private sector (72 percent). The project mainly targets economically disadvantaged groups and areas where the out-of-school incidence is high and access to education is constrained. Several studies have shown that ECD provision is linked to important benefits. It tends to increase school readiness, reduce the likelihood of being out-of-school, including dropping out from school, increase participation rates and improve the chance of survival through the system, and timely completion of desired level of education. There is a dual-pronged approach to ECD provision which expands the network of ECD centers through use of a school mapping exercise. This provision is focused on rural areas where private provision is lowest, and government provision is the most needed. It also improves upon the quality of ECD by using analysis from the earlier impact evaluation which revealed weaknesses in the community based model, through improved ECD training, monitoring and evaluation, and introduction and implementation of ECD minimum standards. These improvements are expected to build on the momentum from previous projects and improve service delivery in rural communities.
74. In terms of quality improvements, the project seeks to introduce system wide improvements to drive teacher effectiveness in the classroom, linked with improved learning materials with a foundation in the revised curriculum. This is done by introducing a revised CPD scheme which strategically links pre-service and in-service teacher training integrating promising pilot approaches from previous projects, and ensuring textbook provision to every child. The quality of teachers and the availability of learning materials are consistently shown to have large impacts on learning outcomes. The overall approach to teacher training includes provisions for harnessing the positive impacts of the innovative technology based approach to teaching science and mathematics under the READ project, but, more fundamentally, is focused on taking a holistic view of teacher recruitment, deployment, and training, given how closely interrelated they are. As such the intervention is designed to realistically fill system gaps, whether they be related to, for example, a lack of a clear feedback mechanism to improve teacher performance in the classroom, or shortages of teachers in specific subjects. At the same time, training for school directors as well as inspectors is included to ensure more effective school management, which is shown to correlate with teacher and student motivation.

### C. Financial Management (FM)

75. An FM assessment of the implementing agency was carried out to confirm: (a) whether the PCU has adequate financial management arrangements to ensure project funds will be used for purposes intended in an efficient and economical way; (b) project financial reports will be prepared in an accurate, reliable and timely manner; and (c) the project's assets will be safeguarded. The PCU still has adequate financial management arrangements to manage the Project. The PCU is properly staffed with qualified financial specialist, and accountants. The budgeting, funds flows, accounting, financial reporting and audit arrangements are effective. The conclusion of the assessment is that the financial management arrangements for the Project are acceptable and satisfy the Bank's minimum requirements as per Bank Directive and guidance. The overall residual risk rating of the Project is assessed as **Moderate**.





#### **D. Procurement**

76. The Borrower will carry out procurement for the proposed project in accordance with the World Bank's "Procurement Regulations for IPF Borrowers" (Procurement Regulations) dated July 2016 and revised in November 2017 under the "New Procurement Framework (NPF), and the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated July 1, 2016, and other provisions stipulated in the Financing Agreement.
77. The procurement activities for the project will be conducted using the existing institutional arrangements under the PCU for the implementation of the current education sector project (READ). The PCU is fully integrated in the MoBSE and the team is well versed in the IDA procedures, and has handled procurement under previous and on-going IDA programs as well as other donor operations where an executing agency is not in place. The PCU has functioned satisfactorily over the life of the previous IDA/GPE READ project. Based on this experience, it is expected that the sum of expertise gained in the education sector projects will highly benefit the arrangements of the new project and help mitigate any procurement related risk.
78. Procuring entity as well as bidders, and service providers, i.e. suppliers, contractors and consultants shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.
79. As part of the preparation of the project, the Borrower (with assistance from the WB) prepared the Project Procurement Strategy for Development (PPSD) which described how procurement activities will support project operations for the achievement of project development objectives and deliver Value for Money (VfM). The procurement strategies will be linked to the project implementation strategy at sub-regional, country, and the state levels ensuring proper sequencing of the activities. They will consider institutional arrangements for procurement; roles and responsibilities; thresholds, procurement methods, and prior review, and the requirements for carrying out procurement. It also will include a detailed assessment and description of state government capacity for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Other issues taken into account will include the behaviors, trends and capabilities of the market (i.e. Market Analysis) to respond to the procurement plan. A detailed procurement description and institutional arrangements can be found in Annex 2.

#### **E. Social (including Safeguards)**

80. The social impacts of the project, by the nature of its development objective are expected to be positive. The project design includes measures to ensure that barriers to school enrolment and attendance for disabled children are reduced, through a combination of physical measures and curriculum adaptations. In a similar vein, vulnerable households are incentivized through a CCT scheme to increase school attendance.
81. However, as school construction might entail land acquisition, the Involuntary Resettlement policy (OP 4.12) has been triggered and a Resettlement Policy Framework (RPF) has been prepared outlining the policies and procedures to be applied in the event of relocation, or loss of asset/income sources/means of livelihood, as



a result of project activities. Where these cases arise, site-specific Resettlement Action Plans (RAPs) or Abbreviated Resettlement Action Plans will be prepared and disclosed prior to school construction. The RPF was publicly disclosed on February 7, 2018 in-country and at the Bank's website.

#### **F. Environment (including Safeguards)**

82. The project is classified as Category B for Environmental Assessment (EA) purposes. It triggers OP 4.01 Environmental Assessment and Involuntary Resettlement OP/BP 4.12, as some project activities include construction (classroom blocks, extensions, water points and toilets) and may result in small to moderate, site-specific negative impacts on the biophysical environment and the recipient communities. While project activities are not expected to have significant direct impacts on the environment, proper mitigation measures must be put in place to help manage, reduce or eliminate the potential negative impacts. Since the exact locations of the intervention sites will not be known during project preparation, the Borrower has prepared an Environmental and Social Management Framework (ESMF) which provides the standard procedure and institutional arrangements for environmental and social screening, categorization and approval of sub-projects as well as guidelines for the preparation, implementation and monitoring of the site specific environmental work (simplified Environmental and Social Impact Assessments/Environmental Management Plans (ESIAs/EMPs) or environmental measures). These site-specific instruments include environmental clauses to be inserted in contractors' bidding documents. The ESMF has been consulted upon and validated in-country and at the Bank. It was publicly disclosed on February 7, 2018 in-country and at the Bank's website

#### **H. World Bank Grievance Redress**

83. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).



**VII. RESULTS FRAMEWORK AND MONITORING**

**Results Framework**

COUNTRY : Gambia, The

The Gambia - Education Sector Support Program

**Project Development Objectives**

To increase access to early childhood development and basic education and improve quality of teaching and learning.

**Project Development Objective Indicators**

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
<b>Name:</b> Students benefiting from direct interventions to enhance learning	✓	Number	0.00	411000.00	Annual	EMIS. Beneficiaries include students in Majalis, students getting incentives in region 5, students benefiting from donkey carts, students benefiting from ECD interventions and classroom construction, and students benefiting from the expanded PSI-PMI and ELA program. Once LBS and UBS students receive textbooks, beneficiaries will include all public LBS and UBS students. The number	MoBSE Planning Directorate



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
						of students in government and grant aided LBS are 235,277 and that in UBS is 74,401 (EMIS 2017). It is expected to increase by 3% every year.	
Of which female		Percentage	0.00	50.00	Annual	EMIS	MoBSE Directorate

Description:

<b>Name:</b> Increase GER LBS in select districts in Region 5		Percentage	70.40	80.00	Annual	EMIS	MoBSE Planning Directorate
Increase GER LBS in select districts in Region 5, Male		Percentage	63.00	73.00	Annual	EMIS	MoBSE Planning Directorate

Description: Here is the current GER in select districts in LBS (public, Madrassa and private conventional) (EMIS 2017)

total    boy    girl

Fulladu West		
72.1	64.7	79.6

Lower Saloum



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
91.9	77.5	106.6					
Niamina East							
67.4	62.4	72.5					
Niani							
79.2	75.0	83.6					
Nianija							
52.7	39.3	66.2					
Sami							
72.2	66.7	77.7					
Upper Saloum							
47.3	37.8	56.8					
Average							
70.4	63.0	77.8					
<b>Name:</b> Average score of the Reading Comprehension section of EGRA, Grade 3 in public schools		Number	1.23	2.00	Once every two years	EGRA	MoBSE Assessment Unit
Average score of the Reading Comprehension section of EGRA, Grade 3 in public schools, female		Number	1.20	2.00			
Description: EGRA is conducted every 2 years in The Gambia. Average score of the reading comprehension section in Grade 3 was 1.23 out of 5 questions total in 2016							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
(Male 1.27 and Female 1.20). The target for 2020 is 1.6 and for 2022 is 2.0.							

<b>Name:</b> Increase in ECD GER		Percentage	46.50	55.00	Annual	EMIS data	MoBSE Directorate
ECD GER, Male		Percentage	45.20	55.00			

Description:

### Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
<b>Name:</b> Number of ECD (Annexed and Community-based), LBS, and UBS classrooms built		Number	0.00	121.00	Annual	PCU Construction Unit.	PCU Construction Unit

**Description:** The breakdown of the target of 121 classrooms is following. 20 Annexed ECD classrooms to existing LBS, 20 community based ECD classrooms, 60 LBS/UBS classrooms and 21 ECD classrooms annexed to multi-grade schools. 21 ECD classrooms come from the following reason. In the previous and ongoing projects, a total of 48 multi-grade schools were built, which did not include ECD classrooms due to the budgetary constraints. Currently 27 ECD classrooms are being built for these 48 multi-grade schools, funded by the Early Learning Partnership (ELP). This means that remaining 21 multi-grade schools still need ECD classrooms.

<b>Name:</b> Public Lower Basic Schools completing special		Percentage	0.00	75.00	Annual	Completed survey via regional directorate in coordination with cluster	Special needs unit in MoBSE
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Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
needs assessment						monitors	
Description: Percentage of lower basic schools which complete a special needs assessment to identify special needs learners.							
<b>Name:</b> Core subjects' curriculum of Grades 1-6 revised and finalized		Yes/No	N	Y	Annual	Revised and Finalized curriculum submitted by the MoBSE Curriculum Directorate	MoBSE Curriculum Directorate
Teachers trained on the integrated language and literacy curriculum for G1-3		Percentage	0.00	100.00	Annual	MoBSE In-Service Training Unit	MoBSE In-Service Training Unit
Description:							
<b>Name:</b> Review Grade 1-3 English core textbooks to align with the reading curriculum and textbooks made available to Grades 1-3 in % of public schools		Percentage	0.00	100.00	Annual	PCU and MoBSE M&E unit	PCU and MoBSE Curriculum Unit
Description:							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
<b>Name:</b> Community-based ECD model reviewed and revised		Yes/No	N	Y	Annual	Revised ECD model submitted by the ECD Unit of MoBSE	ECD Unit of MoBSE
<p>Description: An impact evaluation of community-based ECD and Annexed ECD attached to LBS showed that there was very little impact on the community-based ECD. However, if community-based ECD does not exist, there would be many children who would not be able to access to Annexed ECD attached to LBS due to the distance. Therefore, it is necessary to review and revise the community-based ECD model to improve quality.</p>							
<b>Name:</b> Pupil textbook (core subjects) ratio at public LBS		Percentage	4.10	1.10	Annual	All G1-9 students in public LBS receive core subjects textbooks	MoBSE M&E function
<p>Description: Unit of Measure is ratio, not percentage (there was no ratio to in the drop-down menu).</p>							
<b>Name:</b> Number of teachers trained under the project		Number	0.00	8000.00	Annual	CPD data from In-Service Education Training Unit (INSET) of MoBSE.	MoBSE Directorate
<p>Description: Every year about 2,000 teachers will be trained. Targets are cumulative.</p>							
<b>Name:</b> Percentage of schools using revised COT		Percentage	0.00	90.00	Annual	Standards and Quality Assurance Directorate (SQAD) of MoBSE is	MoBSE, via cluster monitors and regional





Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
						responsible for data collection and analysis. It will be sample based. Data will be collected from 15% of public LBS.	directorates.
Description:							
<b>Name:</b> Number of HTC teachers receiving tuition scholarships in UTG Mathematics or Science Bachelor's program		Number	0.00	300.00	Annual	UTG admission data and record of scholarships	MoHERST
of which female		Percentage	0.00	30.00	Annual	MoHERST admission data	MoBSE PCU
Description: They will be SSS teachers after getting Bachelor's degree. The targets are cumulative. The target is additional 75 teachers per year. Year 2 target is 150 because 75 teachers from Year 1 will be in the second year of UTG, plus there will be new 75 teachers enrolling in UTG.							
<b>Name:</b> Externally reviewed and overseen end-of-year examination in place for students completing the revised Gambia College programs		Yes/No	N	Y	Annual	Examination report by external party	MoBSE M&E unit



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description:							
<b>Name:</b> Expand EMIS to cover post-secondary level		Yes/No	N	Y	Annual	MoBSE and MoHERST Planning Directorates	MoBSE and MoHERST Planning Directorates
Description: MoHERST EMIS system will be developed and integrated with MoBSE EMIS system.							
<b>Name:</b> Develop unique student IDs and include them in the system		Yes/No	N	Y	Annual	ID development in the system provided by MoBSE Planning Directorate	MoBSE Planning Directorate
Description: Phase 1 will be development of student ID for new entrants and Phase 2 will be for existing students.							
<b>Name:</b> Communities involved in planning and implementation of targeted enrollment interventions in Region 5		Yes/No	N	Y		It will be measured by meeting minutes of annual consultative meetings with school based management committees and community representatives.	
Description:							

**Target Values****Project Development Objective Indicators**

Indicator Name	Baseline	YR1	YR2	YR3	YR4	End Target
Students benefiting from direct interventions to enhance learning	0.00	26300.00	31400.00	53200.00	399000.00	411000.00
Of which female	0.00	50.00	50.00	50.00	50.00	50.00
Increase GER LBS in select districts in Region 5	70.40	72.00	74.00	76.00	78.00	80.00
Increase GER LBS in select districts in Region 5, Male	63.00	65.00	67.00	69.00	71.00	73.00
Average score of the Reading Comprehension section of EGRA, Grade 3 in public schools	1.23	1.23	1.23	1.60	1.60	2.00
Average score of the Reading Comprehension section of EGRA, Grade 3 in public schools, female	1.20	1.20	1.20	1.60	1.60	2.00
Increase in ECD GER	46.50	47.50	49.00	51.00	53.00	55.00
ECD GER, Male	45.20	47.00	48.50	50.50	53.00	55.00

**Intermediate Results Indicators**

Indicator Name	Baseline	YR1	YR2	YR3	YR4	End Target
Number of ECD (Annexed and Community-based), LBS, and UBS classrooms built	0.00	0.00	40.00	121.00	121.00	121.00
Public Lower Basic Schools completing special needs assessment	0.00	20.00	40.00	60.00	70.00	75.00
Core subjects' curriculum of Grades 1-6 revised and finalized	N	N	N	N	N	Y
Teachers trained on the integrated language and literacy curriculum for G1-3	0.00	0.00	0.00	0.00	50.00	100.00
Review Grade 1-3 English core textbooks to align with the reading curriculum and textbooks made available to Grades 1-3 in % of public schools	0.00	0.00	0.00	0.00	0.00	100.00
Community-based ECD model reviewed and revised	N	N	Y	Y	Y	Y
Pupil textbook (core subjects) ratio at public LBS	4.10	4.10	4.10	4.10	1.10	1.10
Number of teachers trained under the project	0.00	2000.00	4000.00	6000.00	8000.00	8000.00
Percentage of schools using revised COT	0.00	0.00	25.00	60.00	90.00	90.00
Number of HTC teachers receiving tuition scholarships in UTG Mathematics or Science	0.00	75.00	150.00	225.00	300.00	300.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	End Target
Bachelor's program						
of which female	0.00	30.00	30.00	30.00	30.00	30.00
Externally reviewed and overseen end-of-year examination in place for students completing the revised Gambia College programs	N	N	N	N	Y	Y
Expand EMIS to cover post-secondary level	N	N	N	Y	Y	Y
Develop unique student IDs and include them in the system	N	N	N	Y	Y	Y
Communities involved in planning and implementation of targeted enrollment interventions in Region 5	N	Y	Y	Y	Y	Y



## ANNEX 1: DETAILED PROJECT DESCRIPTION

### THE GAMBIA:

#### The Gambia - Education Sector Support Program

1. The Education Sector Support Project builds on the successes of the previous Results for Education and Development (READ) project which will close in August 2018, and takes advantage of the government's approach to pilot approaches, analyze the results and scale based on these lessons learned. Annex 4 fully describes the lessons learned from the READ project and rationale for continuation of particular interventions, however this new project is different in two fundamental ways:
  - **It is an education sector support project which provides broader holistic support to the sector**, as is evidenced by the larger funding bucket (US\$35 million) which is substantially higher than the previous US\$18.8 million. This approach is clearest in Component 2 which has the dual aim of: (i) rolling out a comprehensive curriculum overhaul; and (ii) development and implementation of a strategic framework for teacher training, recruitment and deployment. The former integrates the work already done on Early Childhood Development (ECD) and early grade reading, while allowing for integration of modern best practices by subject areas; while the latter, takes a broader view of teacher training beyond smaller scale pilots, and limited on-demand trainings. Given the lessons learned in this domain it is an opportune time, through strategic sector dialogue to further systematize training and deployment of teachers for more effective teaching, and therefore learning outcomes.
  - **There is an even greater emphasis placed on out-of-school and vulnerable children.** In particular, an attempt is made to address both supply and demand side issues related to access and inclusion. Including for example, the introduction of a targeted incentive program in districts with the lowest enrollments and the poorest communities, building on the targeting mechanisms developed over time with improvement of the Education Management Information System (EMIS), as well as a nascent pilot second chance program to, hopefully, reintegrate out-of-school children into the system. On a smaller scale, there is a renewed focus on special needs students through teacher training and provision of equipment which may facilitate easier learning in the classroom.
2. The project is also designed to build on the momentum from earlier projects in two critical areas moving forward:
  - **Early Childhood Development is scaled further.** ECD is scaled up not only as a tool to improve learning outcomes over the life of the student, but also to contribute to school readiness, which may have the added effect of higher rates of on time enrollment. Further development of a quality early childhood program, and national standards will be critical to scaling up the approach, and benefit from building on the pre-established dual approach to public ECD provision (both annexed and community based).
  - **Alternative schooling targets the most difficult to reach populations.** The early work done in delivering basic literacy and numeracy to Koranic centers, as well as integration of *madrassas* into the system remains a key means of engaging with school aged children who were previously absent from the system. Further work in this area will be critical to ensuring that more children are learning.



3. The project consists of 3 components: (1) Enhancing Access to ECD and Basic Education; (2) Improving the Quality of Teaching and Learning; and (3) Technical and Institutional Support. Costs by component and sub-component are provided in the table below.

Table 1.1 Project Costs by Component and Sub-Component (US\$ million)

<b>Components</b>	<b>IDA</b>	<b>GPE</b>
<b>Component 1. Enhancing Access to ECD and Basic Education</b>	<b>7.7</b>	<b>2.0</b>
Sub-component 1.1 Expanding the network of Basic and ECD classrooms	4.6	
Sub-component 1.2 Expanding Opportunities and access for out-of-school children	5.1	
<b>Component 2. Improving Quality of Teaching and Learning</b>	<b>15.0</b>	<b>3.0</b>
Sub-component 2.1 Curriculum Revision and Implementation	6.6	
Sub-component 2.2 Improved Teacher Training and Professional Development	7.2	
Sub-component 2.3 Teacher Recruitment and Deployment	4.2	
<b>Component 3. Technical and Institutional Support</b>	<b>7.3</b>	<b>0</b>
Sub-component 3.1 Strengthening capacity for Data Driven Decision Making	3.8	0
Sub-component 3.2 Implementing Communication Strategy	0.7	0
Sub-component 3.3 Project Management and Institutional Support	2.8	0
<b>TOTAL</b>	<b>30</b>	<b>5</b>

**Component 1. Enhancing Access to ECD and Basic Education (US\$9.7 million, of which US\$7.7 million IDA, and US\$2 million GPE)**



4. Although access to education has improved in The Gambia, there are still a large number of out-of-school children, and significant disparities amongst regions. Lack of public ECD provision, distance to school, poorly outfitted classrooms and financial challenges continue to be barriers for children. As such, Component 1 constitutes a selection of carefully chosen interventions, based on previous pilot approaches and priority areas, to increase access to early and basic education. The aim is to expand inclusive education for all, with an emphasis on geographic and economic disparities, gender, students with disabilities, and other vulnerable groups, through a blend of demand side and supply side interventions.
5. Access will be expanded through construction of new classrooms ECD and LBS classrooms, and continued provision of school transportation in selected communities, as well as through a targeted conditional cash transfer (TCCT) program in selected communities to incentive school attendance, scale up of the preexisting Koranic centers' CCT program, and a second chance pilot program. A sensitization campaign to encourage school attendance will be carried out in parallel.

#### **Sub-component 1.1 Expanding the network of basic and ECD classrooms (US\$4.6 million)**

6. Although the network of lower basic schools and ECD opportunities have expanded in The Gambia, there is still unmet demand for basic education, and a lack of public ECD provision. This sub-component will support (i) construction of 61 ECD classrooms (20 using the community based approach and 41 using the annexed approach); (ii) construction of 60 lower basic schools (LBS) and upper basic schools (UBS) classrooms; (iii) a small fund for special needs modifications; and (iv) transportation to schools in targeted communities.
7. **ECD.** ECD provision is limited in The Gambia, particularly in rural areas. The sub-component will support additional ECD classrooms in rural areas using a blended approach between annexed classrooms and a revised community based approach. Construction will include classrooms, toilets, provision of furniture for each new classroom. The community based model quality inputs (minimum standards for ECD classrooms, revised training for community based teachers) will be supported under sub-component 2.1.
8. **Lower Basic Schools.** At the lower basic education level despite the overall gains in gross enrollment rate (shifting from 88.3 percent in 2010 to 108.6 percent in 2017), through the triangulation of IHS data, EMIS data, and a school mapping exercise several communities (approximately 12 percent) were identified as either still being without a school within 3 kilometers (rural areas), or having a school, but not enough spaces to accommodate school aged children (in urban poor communities in regions 1 and 2). The relatively high gross enrollment rate at the regional level tends to mask the relatively low enrollment rates within districts, which also tend to have a high poverty incidence.<sup>19</sup> The project will therefore support construction of classrooms in these identified communities with unmet demand. The focus will be primarily on rural areas in region 5 given the low enrollment rates.<sup>20</sup> either through the provision of a new school (rural areas), or by adding classrooms onto preexisting schools (urban areas where land is limited). New schools will be outfitted with ramps, and separate latrines for boys and girls. An annual fund will also be made available on a demand-driven basis for provision of small equipment (hearing aids, specialized glasses, braille reading materials, and wheelchairs) for

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<sup>19</sup> For example, in Lower Saloum district in Region 5, 76 percent of the population is below the national poverty line, and GER is 37 percent with large variation by quintile ranging from 23 percent in the poorest quintile to 70 percent for the richest (Source: Integrated Household Survey 2015).

<sup>20</sup> Although additional classroom spaces are needed in urban areas as well, particularly regions 1 and 2, school construction is being supported by a philanthropic organization which is targeting urban areas.





special needs students who are mainstreamed into public schools.<sup>21</sup>

9. Further, donkey carts as described above have been shown to increase access for children in lower grades (ECD and grades 1, 2 and 3) who find the distance cumbersome.<sup>22</sup> The project will expand upon these successes by financing an additional 100 donkey carts to transport 1,000 additional early childhood and lower basic students daily in targeted communities.

### **Sub-component 1.2. Expanding opportunities and access for out-of-school children (US\$5.1 million)**

10. Sub-component 1.2 is targeted toward out-of-school children and will: (i) introduce a targeted incentive program in select districts in Region 5 for children from 7-12; (ii) expand support to Koranic centers; and (iii) pilot a second chance education program. The proposed interventions build on analysis of the out-of-school population in The Gambia obtained through a study carried out in 2013<sup>23</sup>, IHS data as elaborated in the ESA and public expenditure review (PER) carried out in 2017, and additional rapid assessments conducted in targeted districts in 2017. As the targeted incentive program and second chance program are new activities they will be phased in, with design and implementation of the incentive program expected early in year 1 of the project, and design and initial implementation of the second chance program expected by year 2<sup>24</sup>. Incentive programs are necessary given that even in areas where school places are available, some families are still not sending their school aged children to schools – “a last mile” challenge that is most acute in region 5.
11. The conditional cash transfer program will be introduced with the aim of improving school attendance of vulnerable households. It is based on a preliminary rapid assessment financed through project preparation funds which was carried out in select districts in region 5 to better understand the reasons that students do not attend, with a particular focus on exactly what the specific financial and sociocultural barriers are by community (e.g., financial considerations such as food, uniforms, etc. and sociocultural considerations such as religious institution preference). The ministry benefits from accumulated experience implementing CCTs as well as a voucher program for girls thus implementation is expected in year one of the program. The idea would be to phase in districts, with 2 districts in year one and then the remaining districts in years 2 and 3. The fully elaborated scheme is a requirement for the updated manual of procedures as a condition of effectiveness. In terms of targeting, 7 districts<sup>25</sup> with the lowest enrollment rates, all based in Region 5, have been selected based on EMIS and IHS data. There are currently 25,000 students in public LBS in these 7

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<sup>21</sup> Strategies for identifying special needs students, and assessing what specialized equipment they might need in classrooms will be addressed under sub-component 2.1 and 2.2 as part of the revised curriculum and professional development standards. This feeds into the government’s policy on inclusive education for all, and focus on integration of vulnerable populations included children with disabilities.

<sup>22</sup> Currently, approximately 2,000 students (from ages 3-9) rely on donkey carts as their daily transportation method to and from school. The carts explicitly target young school aged children and are cared for by the local school communities.

<sup>23</sup> See Angela Daly, Basiru Mbenga & Alpha Camara (2013). Barriers to Participation and Retention: Engagement and returning ‘out-of-school’ children in the Gambia. *International Journal of Primary, Elementary and Early Years education*.

<sup>24</sup> Once elaborated in the manual of procedures the intervention is expected to be able to be rolled out in implementation year 1 of the project in two districts with the remaining districts added in years 2 and 3. The Ministry has experience carrying out conditional cash transfers, which can be leveraged during implementation. Further, it has the benefit of lessons learned from a CCT health program, and social protection ASA being carried out by the Bank. The second chance education program however will require a longer lead time, given that youth are a new target group for the Ministry and is expected to be implemented in year 2 of the project, after the modality of the second chance intervention is fully elaborated.

<sup>25</sup> The districts include Upper Saloum, Nianjia, Niamina East, Fulladu West, Sami, Niani, and Lower Saloum.



districts (EMIS 2017), and with this intervention, it is expected to increase to 30,000 students by the end of the project. The LBS GER in these 7 districts is 70.4 percent and the end target is 80 percent (GER for boys is 63 percent and the end target is 73 percent).

12. The modified CCT program already in place for 17 select *majalis* based on successes from the current READ project will also continue to be supported. Delivery of literacy and numeracy through *majalis* continues to be important in The Gambia given that it reaches part of the out-of-school population that for cultural reasons does not attend formal schools and provides small cash transfers to religious leaders on the condition that basic literacy and numeracy is delivered in the centers, the only formal education that many receive. Evidence shows some improvements in EGRA/EGMA, and is a key first step in developing alternative education for these populations. The CCTs also provide a kind of safety net for children in *majalis* as the funds are often used to purchase food to stymie street begging. The CCT program will be scaled up to include additional 25 *majalis*.
13. The sub-component will also explore options for an innovative second chance education pilot given the significant number of out of youth, many of whom have missed the education opportunity at the commensurate expected school age. The sub-component will support a feasibility study of options for provision of second chance education in targeted communities, possible models for a pilot, and, ultimately, by year two, implementation of a pilot program based on the findings from the feasibility study. The target would be children ages 10 and above who have left the school system or never attended. A feasibility study has been carried out and will be followed by elaboration of the proposed intervention in the manual of procedures by June 2018. The mid-term review will be an opportunity to review the implementation progress, make mid-stream adjustments as needed, and explore opportunities to further scale the program.
14. In parallel, sensitization campaigns and consultations, will be carried out to convey the benefits of education to village and religious leaders, villagers, and parents in the communities, and to better understand community needs through citizen engagement. It will be conducted in collaboration with the Women's Bureau, Mothers' Clubs, Regional Education Directorates (REDs), religious leaders, and the gender unit in MoBSE.

**Component 2. Improving Quality of Teaching and Learning - US\$18.0 million (of which US\$15.0 million IDA and US\$3.0 million GPE)**

**Sub-component 2.1 Curriculum Revision and Implementation (US\$6.6 million)**

15. The project will support a set of interventions that will lead to the implementation of a revised curriculum for ECD, lower basic, and upper basic schools, with a particular focus on English (including a revised early grade reading program and English Language of Art, ELA), science, and mathematics. The curriculum revision and implementation will follow a sequenced, phased in approach beginning with the implementation of ECD curriculum and early grade reading curriculum, after which phased in revision and rollout of curriculum for grades 1-9 will be sequenced as follows: grades 1-3 (2019), grades 4-6 (2020); grades 7-9 (2021). Pilot testing with flexibility for adjustments to content will be carried out the year after each curriculum revision is implemented. The approach is centered around following core activities:
  - Developing key competencies/learning goals/minimum standards where they do not currently exist



(in the case of ECD)

- Providing adequate accompanying instructional and learning materials (including progressive printing and distribution by education level<sup>26</sup>)
- More systematic monitoring and evaluation, including building upon the previously developed classroom observation tool (COT), to ensure systematic introduction and evaluation of the revised curriculum.

16. More detail is provided below by intervention and level of education.

17. **ECD.** Enhancements to ECD will be made through revitalized teaching and learning materials, the introduction of minimum standards, and accompanying revitalized training. Recently, the Gambia College with support from a consulting firm reviewed and revised the ECD, LBS and UBS level pre-service programs. Teacher trainees were enrolled in the new curriculum in September 2017. In addition, technical assistance will be provided to review the quality of current ECD classroom practices and to inform in-service teacher training (under sub-component 2.2). A proposed revision to the community based approach will be explored to rectify any weaknesses in the earlier model, and subsequently inform changes to and potential scale up of the current community approach potentially including a revised format and development of minimum standards. In addition, ECD teaching and learning materials will be provided for ECD centers which currently do not have adequate materials.

18. **Early Grades.** A revised early grade reading program will be introduced to enhance the teaching of literacy in early grades as part of a national strategy to improve early grade reading. The Gambia has previously applied three different reading approaches, namely, Serholt Early Grade Reading Ability (SEGRA), Jolly Phonics, and a national language program. In 2014, the MoBSE combined these three programs and created The Gambia's national early grade reading program called The Gambia Reads. The Gambia Reads is a biliteracy program consisting of both national languages and English. Currently, the MoBSE with support from international linguists have developed leveled readers in all seven national languages and English for grades 1-3. Subsequently, they revised the Teacher Guide and the Training Manual, and trained trainers of national languages as well as training tutors of the Gambia College English department. The work was completed in late 2017. Teachers will be trained by the trainers under Sub-component 2.2. As such, printing of teacher guides and supporting learning materials, as well as design of pre-service and in-service training will be supported.

19. **Grades 1-9.** A review of the curriculum for all subjects for grades 1-9 will be conducted as well as printing of the next round of corresponding textbooks (English, Mathematics, Science, Social and Environmental Studies, and that national language and French language) for distribution in 2021 and will be aligned with any curricular changes.

20. **Upper Basic and Senior Secondary Levels.** Enhanced approaches to teaching and learning mathematics, science and technology will be supported under the sub-component through strategic support to scale up of the PSI-PMI and ELA initiative which champions interactive teaching methods and Information and Communication Technology (ICT) integration into teaching and learning. Currently only part of students in the 24 schools are participated in the PSI-PMI mainly due to the limited equipped classrooms. It will be

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<sup>26</sup> Textbooks in English and 7 national languages from grades 1 to 3 were revised and printed under the READ project in 2018. After the curriculum revision, newly revised textbooks will be printed under the proposed project.



scaled up to include all the students in these 24 schools. An impact evaluation on learning outcomes of the students who are participating the PSI-PMI initiative is currently being conducted in the initial 24 pilot schools, the results of which will be built upon to make tweaks as needed for the most effective implementation.

21. **Classroom Observation Tool (COT).** Utilization of an improved classroom observation tool will be supported for better oversight of classroom practices and integration of the new curriculum and teaching methods. A standard classroom observation tool was developed, piloted and implemented in the last two years. It was intended to provide a mechanism to encourage more supervision of teachers and to focus that supervision on the quality of teaching. In parallel PSI/PMI developed its own teacher monitoring tool, which is also focused on classroom observation. It is proposed to review both pilot tools and COT from additional countries to develop a standardized, unified instrument. Training and capacity development of cluster monitors will be supported on its use, in addition to training of head teachers and the Regional Education Directorate to facilitate better supervision (including the introduction of standard reporting and observation methods, and effective use of the COT as a feedback mechanism for teachers).
22. Concretely, in addition to curriculum review and revision, and establishment of minimum ECD standards, the sub-component will finance publishing all the core subjects' textbooks to all public Grades 1-9 students (there are approximately 310,000 students), teaching and instructional guides to all public LBS and UBS teachers (there are approximately 10,000 teachers), training of at least 4,000 teachers on the revised curriculums (including 300 at the ECD level), 15 directors and 60 cluster monitors, and the refinement of the classroom observation tool. The revised classroom observation tool, and accompanying sensitization and training, is expected to provide critical feedback on the quality of teachers pedagogical practice in the classroom, a key means toward improvement of classroom practices.

### **Sub-component 2.2 Improved Teacher Training and Professional Development (US\$7.2 million)**

23. While pre-service and in-service teacher training has improved over the years in the Gambia, including the introduction of promising pilot approaches which focus on interactive teaching methods, the teacher education activities are often delinked and lack an overall strategic framework and coherent set of policies. Further, meaningful feedback on teacher performance back to the Gambia College is not readily available to adequately inform improvements in pre-service training; while at the in-service level there is a limited offer of professional development opportunities, which are sometimes ad-hoc. The aim of this sub-component therefore is to develop a strategic framework and coherent policy for pre-service and in-service teacher training which views teacher education along a continuum. In addition to developing a comprehensive framework for teaching training and professional development, the sub-component will support training of teachers, school directors, and cluster monitors responsible for curriculum delivery (including community teachers in the community based ECD model); and defining linkages between levels of education (for example ensuring ECD teachers are sensitized to the early grade reading initiative as a part of school readiness) to closely align with the comprehensive curriculum changes under sub-component 2.1.
24. **Pre-service.** At the pre-service level the teacher training curriculum has just undergone a redesign, with support from the READ project, and will be implemented in academic year 2017/2018. The proposed project will finance (i) an external review of the revised curriculum and delivery model; (ii) introduction of an



externally reviewed and overseen teacher competency test to evaluate graduating teachers which maps onto the teacher training standards in the revised curriculum, and (iii) possible improvements to the curriculum based upon the findings of the evaluation.<sup>27</sup>

25. **In-service.** Building upon several evaluations from current in-service teacher trainings, the sub-component will support: (i) an analysis of the current in-service teacher training on offer; (ii) development of a structured framework for continuous professional development (CPD) curriculum (including key strategies and objectives, taking into account the proposed curriculum redesign by grade and the teacher training curriculum); (iii) a set of standards and strategic five-year plan for its operationalization; (iv) a set of compulsory and optional training modules - including general education, specialization, and optional modules; and (v) internal and external quality assurance (for continuous improvement, monitoring and evaluation).
26. The teacher training framework would have provisions for both inclusive education and technology supported interactive learning, both of which are strongly supported by the government. Training on special education would be newly introduced into the in-service teacher training curriculum, whereas the technology enabled learning would be scaled up based on previous successes in READ. More details are provided below.
27. **Special Needs.** Teacher training on special needs (including physical disabilities and learning disabilities) will be built into the continuous professional development framework, as part of the government's strategy for inclusive education, and the mainstreaming of children with more moderate disabilities into public school classrooms. Training would be developed to help teachers identify children with special needs, and use techniques and skills for inclusive classroom teaching that is adaptive to special needs students, and incorporates use of special equipment, technology to support learning.<sup>28</sup>
28. **Technology enabled interactive classroom learning.** The Gambia has piloted the innovative PSI-PMI and ELA approach with the New Jersey Center for Teaching and Learning (NJCTL) focused on math and science teaching, where results were historically relatively weak. The method which was applied to a pilot group of 24 schools has integrated ICT in classrooms and is characterized by a combination of free digital content, instructional materials, and assessment tools to teach sequenced mathematics and sciences courses. The interactive approach combines direct instruction mixed with small group discussion and problem solving, and is supported by integration of technology use in classrooms. An impact evaluation is currently being carried out to further evaluate its effectiveness, and implementation. The method will be broadened to include all students in the current 24 schools by adding 48 classrooms equipped. Systematic training on the PSI-PMI and ELA approach will be built into the overall CPD framework, and pre-service teacher training in mathematics and science using the method will be introduced. The 48 additional classrooms would be equipped under the project. Based on the previous work completed and capacity building measures, The Gambia now has a group of adept Gambian PSI-PMI and ELA trainers who can effectively facilitate the training to new cohorts of teachers as it is built into the revised CPD program and scaled up, a key

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<sup>27</sup> Incorporation of the PSI-PMI and ELA model may be introduced into pre-service teacher training focused on math and sciences, as now it is only included in in-service teacher training for a select number of schools.

<sup>28</sup> Under sub-component 1.1 a fund for specialized equipment for disabled students will be provided (including provision of equipment such as wheelchairs, specialized readers, hearing aids etc. Strategic for effectively identifying special needs students would be included in the curriculum and linked to the implementation of this sub-component.



sustainability measure for scaling the program.

**Sub-component 2.3 Teacher Recruitment and Deployment (US\$4.2 million)**

29. A mix of interventions (e.g. stipends to teacher trainees, hardship allowances to current teachers) to recruit and deploy teachers for difficult to fill posts have been successful in helping to evenly deploy qualified teachers across the country, however there remains a shortage in qualified upper level science and mathematics teacher, and clear strategic planning between the Ministry and teacher training institutions is sometimes absent which results in a mismatch between supply and demand. In some cases, the student to teacher ratio is too low and does not make the best use of resources. As a result this sub-component will finance: (i) strategic planning for matching supply and demand of teachers in the sector; (ii) continued payment of a stipend for non-salaried Diploma in Education and Advanced Diploma Secondary in Education and Diploma in Education trainees at Gambia College (with a higher stipend for those that pursue science and math) to attract qualified candidates into the teaching force, with mid-stream adjustment based on the strategic planning; (iii) provide approximately 75 tuition scholarships annually for University of the Gambia candidates with strong mathematics and science skills who transition to teaching at the senior secondary level to address the shortage of qualified upper level math and science teachers with an aim of 30 percent of them being female, as the majority of senior secondary schools (SSS) math and science teachers are male; and (iv) continue to finance the hardship allowance for LBS teachers in schools more than 3 kilometers from the main road in regions 3-6, with additional top-up pay for females and teachers who are in remote hardship schools (more than 9 km from the main road) to promote the even deployment of qualified teachers throughout the country, as it is difficult to attract female teachers in very remote areas. The government has been paying the hardship allowance to UBS teachers. The aim is to support the hardship allowance for LBS teachers for the first three years of the project and then to progressively shift their costs over to a line item in the Government budget as a step towards sustainability given they are recurrent costs, while at the same time improving the link with projected numbers of teachers to those trained to avoid oversupply and undersupply in various regions/subject areas.

Table 1.2 Scale of hardship allowance (% of teachers’ base salaries)

	Regions 3 and 4	Region 5	Region 6
Hardship school (>3km from main road), male	30%	35%	40%
Remote hardship school (>9km from main road), male	40%	45%	50%
Hardship school, female (>3km from main road)	40%	45%	50%
Remote hardship school, female (>9km from main road)	50%	55%	60%

**Component 3. Technical and Institutional Support – US\$7.3 million (of which US\$7.3 million IDA)**

**Sub-component 3.1 Strengthening Capacity for Data Driven Decision Making (US\$3.9 million)**

30. This component will support capacity building for evidence based decision making in the sector. Activities include: (i) enhancing the system for monitoring of student outcomes through continuous implementation of assessment of learning outcomes; (ii) strengthening data systems; (iii) funding of a service delivery indicators (SDI) exercise to provide a regional benchmark of service delivery performance in the sector, and (iv) enhancing capacity to support data driven policies at the national level. This will include support to



consolidating regulations and guidelines for a comprehensive teacher training and management policy, in part through better tracking of teachers, as mentioned under sub-components 2.2 and 2.3. A phased in approach to capacity building will accompany the interventions with specific provisions for capacity building at the ministerial level to translate the new teacher deployment and in-service training policy into operation.

31. The SDI, to be conducted in years 2 and 5 of the project, is expected to provide a valuable benchmark on service delivery of education and measure: (i) what providers (teachers) know (provider ability, as measured through: minimum knowledge, and test scores on English, Mathematics and Pedagogy); (ii) what providers do (provider effort, as measured through teacher absence from school, absence from classroom, time spent teaching); and (iii) what providers have to work with (availability of resources, as measured through students per textbook, equipment availability, infrastructure availability). The assessment is expected to show areas for improvement in the systematic management of teachers and provides a regional benchmark of education service delivery, and will complement the key initiatives in Component 2 which provide a valuable feedback and improvement mechanism through the revised CPD and classroom observation tool.

#### **Sub-component 3.2 Implementation of Communication Strategy (US\$0.7 million)**

32. As communication by the education ministry was previously ad-hoc, in 2016, the MoBSE developed a cohesive communication strategy to support the education sector's strategic initiatives, including an internal and external communications strategy, the latter of which is adaptable based on priority interventions. The proposed project will support the implementation of the communication strategy including procuring equipment, materials, publishing, dissemination, logistics, and administration, as well as a targeted sensitization campaign to encourage school enrollment.

#### **Sub-component 3.3 Project Management and Institutional Support (US\$2.8 million)**

33. Support will be provided to the implementing agency for capacity building initiatives and project management. The sub-component will finance project coordination unit (PCU) salaries and operating costs to coordinate the proposed project, and capacity development for MoBSE and MoHERST staff.



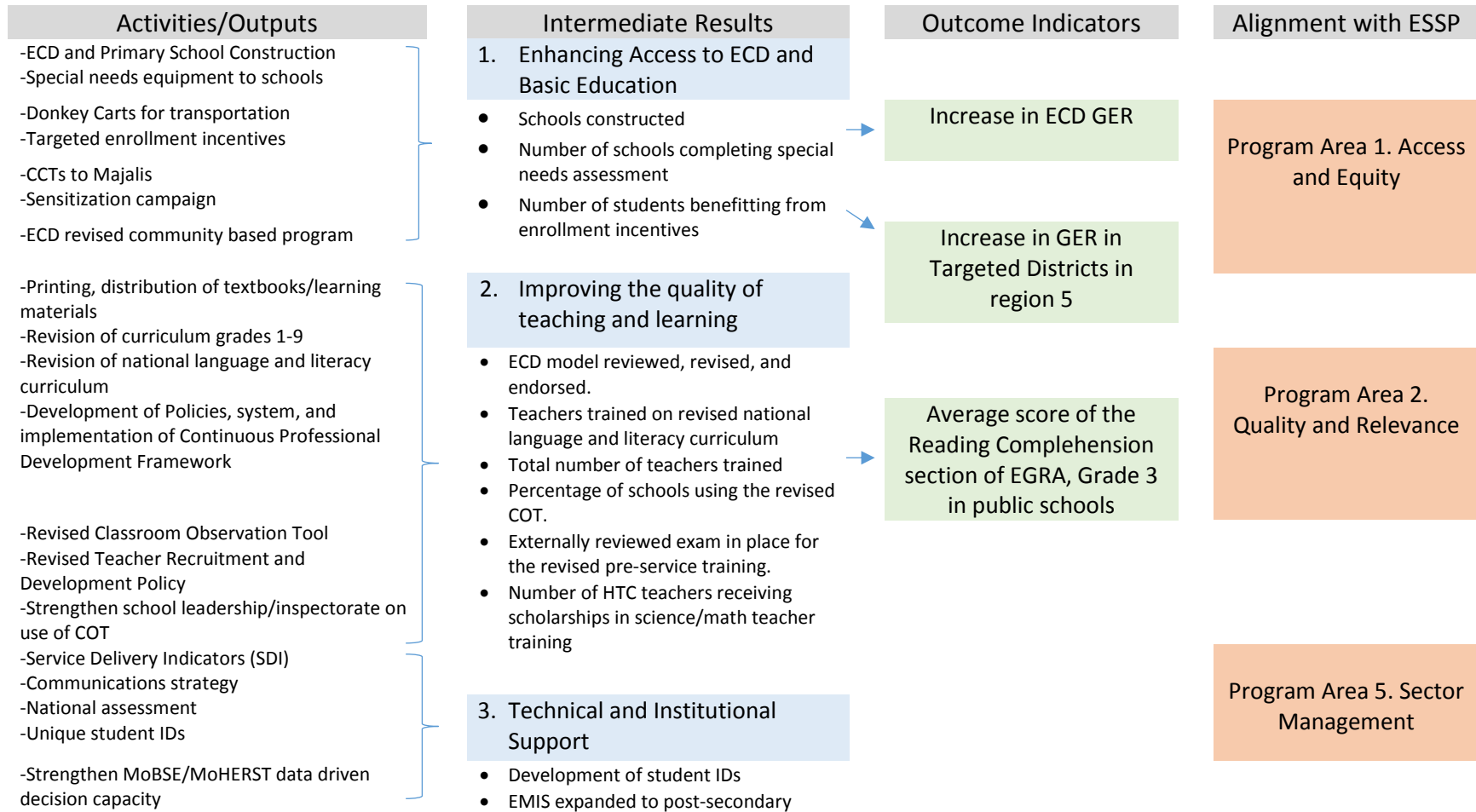
Table 1.3 Donor Funding

	Partner	Area of support	Period	Total Amount (US \$)
<b>Basic (including ECD) and Secondary Education</b>	<b>READ – World Bank (IDA)</b>	Access and quality of education at basic level and ECD, and systems strengthening	2014 - 2018	11.9M
	<b>READ – GPE</b>		2014 - 2018	6.9M
	<b>READ Additional Financing -</b>	School grants, teacher salaries, and ECD	2016 - 2018	7.5M
	<b>IsDB – BILINGUAL</b>	Arabic language	2012 - 2017	10.0M
	<b>Philanthropic organization</b>	School construction at LBS, UBS (regions 1 and 2) and SSS	2015 - 2020	Approximately 25.0 M
	<b>BADEA</b>	School construction at all levels	2015 - 2018	5.0M
	<b>OFID</b>		2015 - 2018	5.0M
	<b>Higher Education</b>	<b>SAUDI FUND</b>	Construction of University of The Gambia	2011 - 2018
<b>KUWAITI FUND</b>		2011 - 2018		14.0M
<b>BADEA</b>		2011 - 2018		7.0M
<b>OFID</b>		2011 - 2018		5.0M
<b>IsDB</b>		2011 - 2018		15.0M
<b>World Bank - ACE</b>		Purchasing services from Africa Centers of Excellence (ACE) countries		2014 - 2018





Figure 1.1 Results Chain





## ANNEX 2: IMPLEMENTATION ARRANGEMENTS

### THE GAMBIA:

#### The Gambia - Education Sector Support Program

#### Project Institutional and Implementation Arrangements

1. The proposed project will be implemented over a period of five years. If the government can disburse in less than five years (given their previous positive implementation record), the government can potentially pursue additional IDA financing to the project. Similar to previous projects, an inter-ministerial senior management team (SMT) will retain oversight of the sector and the project activities. This team comprises the Ministers from the MoBSE and MoHERST, the permanent secretaries, the deputy permanent secretaries, and the Project Coordination Unit (PCU) manager. Once a year, a representative from Ministry of Finance and Economic Affairs (MoFEA) will be invited by the SMT to discuss sector budget preparation and execution issues.
2. The majority of the members in SMT and PCU who implemented the Bank financed projects such as Third Education Project Phase II (P077903, 2006-13), EFA-FTI Project (P115427, 2009-13), and READ Project (P133079, ongoing) has not changed in the last decade, and represent an experienced, technically able group of representatives. The PCU in MoBSE will be responsible for project coordination and procurement, FM, contract management, donor coordination, and compliance with safeguards policies. Second Chance Education activities will be handled by Basic and Secondary Education Directorate (BSE) in MoBSE, especially by Adult and Non-formal education unit (ANFEU) in BSE. The BSE is consisted of Special education unit, ECD unit, ANFEU, Gender education unit, and *Madrassa* unit. The Special education unit and ECD unit will be responsible for special education and ECD related activities, respectively, and Curriculum Research Evaluation Development Directorate (CREDD) in MoBSE will continue to implement the CCT for *Majalis* centers. The intervention to bring out-of-school children into school in Region 5 will be led by the Regional Education Directorate (RED) in Region 5. The M&E unit in MoBSE will be responsible for all sector M&E activities including those related to the proposed project. The PCU is fully integrated into the MoBSE and the team is well versed in IDA procedures including procurement under the previous and on-going IDA programs as well as all other donor operations including AfDB, BADEA, IDB, among others. The PCU has been functioning in a satisfactory manner in previously financed Bank projects. With this experience, it is expected that the proposed project will highly benefit from the arrangement of the MoBSE and PCU and will help in mitigating the residual risks that may exist, and is largely safeguarded from any impacts that result in changing of Ministers. In addition, the PCU comprises a qualified team including (i) a Project Manager and Deputy Project Manager who coordinate the proposed project, a financial controller and two accountants, (iii) a Construction Unit comprising three engineers and six construction monitors and a (iv) Procurement Unit. Thus, the current functions would remain appropriate in the proposed project.
3. While the MoBSE will be the key implementation agency, the MoHERST will be consulted for all pre-service teacher training activities since Gambia College oversight falls under its mandate and will thus carry joint-responsibility. The REDs will be responsible for supervising all school related interventions via the head



teachers and cluster monitors within their respective region. The directors in the MoBSE Headquarters will oversee all activities related to their mandates including in-service teacher training, planning, curriculum, monitoring and evaluation, early childhood development, standards and quality assurance. The WAEC, in partnership with SQAD and the Planning Directorate in the MoBSE, will continue to be responsible for assessment related activities.

4. The Project Implementation Manual (PIM) will be updated for this project and include detailed implementation arrangements and responsibility of the new activities to be implemented in the proposed project, including Second chance education, intervention for out-of-school children, revised community-based ECD, and special needs education. The updated PIM also consists of the following: (i) project administration and management including the structures of SMT and PCU, (ii) procurement management including procedures for the procuring goods and works and the selection of consultants; (iii) financial management including accounting system and procedures, funds flow mechanism, audit and financial statements and reports, (iv) detailed implementation arrangements and procedures of major activities, (v) Monitoring and evaluation procedures and arrangements for the project including M&E methods, roles and responsibilities, reporting and donor supervision.

## Financial Management

### Background

5. The project's activities will be coordinated by the Project Coordination Unit (PCU) established within the Ministry of Basic and Secondary Education (MoBSE). The MoBSE and the Ministry of Higher Education, Research, Science and Technology (MoHERST) are the Credit recipients. An FM assessment of the implementing agency was carried out to confirm: (a) whether the PCU has adequate financial management arrangements to ensure project funds will be used for purposes intended in an efficient and economical way; (b) project financial reports will be prepared in an accurate, reliable and timely manner; and (c) the project's assets will be safeguarded. The assessment complied with the Bank Directive Financial Management Manual for World Investment Project Financing operation effective March 1, 2010 and as last revised on February 10, 2017.
6. **Summary.** The PCU has implemented several World Bank-financed projects in the education sector and is currently implementing the READ project. The PCU has regularly submitted to the Bank though with delay Interim Financial Reports as well as audit reports. The FY2015 et FY2016 audit reports were reviewed and found acceptable. The external auditor issued an unqualified audit opinions and no major internal control issues were raised. The PCU still has adequate financial management arrangements to manage the project. The PCU is properly staffed with financial staff and the budgeting, funds flows, accounting, financial reporting and audit arrangements are effective.
7. The conclusion of the assessment is that the financial management arrangements for the project are acceptable and satisfy the Bank's minimum requirements as per Bank Directive and guidance. The overall residual risk rating of the project in terms of financial management is assessed as **Moderate (M)**.



### **Country Finance Management (FM) Issues**

8. The Gambia has improved the quality of its project finance management (PFM) system in recent years. Since 2007, improvements have been supported by the establishment of an integrated financial management information system (IFMIS) which provides for enhanced transparency and accountability by supporting core budget preparation, execution and reporting functions at the central government level. Progress has been reflected in the 2015 Public Expenditure Financial Assessment (PEFA). The IFMIS has resulted in greater effectiveness in the formulation and implementation of government expenditure programs and its interface at the Central Bank provides access to real-time information on budget shortfalls. However, important weaknesses remain, as the human resources module is not yet integrated into the system, and government contracts are managed outside of the IFMIS.
9. The credibility of the budget has improved but remains weak. The government's use of a multi-year perspective in fiscal planning, expenditure policy and budgeting has significantly improved since 2010. In addition, deviations between budget appropriations and outturns have been steadily decreasing, from 31 percent in 2013 to 6 percent in 2016. Nevertheless, extra-budgetary spending has been a recurrent issue and poses serious fiscal risks to the country, driven by poor governance and financial viability of statement of expenditures (SOEs).
10. Institutional arrangements and modalities of cash management need to be strengthened. Annual cash forecasting is now prepared and updated monthly, but accuracy remains weak. There is an urgent need to establish a complete inventory of central government (and other public sector) bank accounts at both the Central Bank and in the commercial banks, and to consolidate the number of bank accounts.
11. Financial reporting and auditing functions have improved in recent years, but remain underdeveloped. The government has made consistent efforts to clear the backlog of central government financial statements. However, important challenges remain in improving the effectiveness of internal audit and oversight agencies. Financial statements of Master Derivates Agreements (MDAs) are submitted to MoFEA with a delay of several months, which weighs on the preparation of the consolidated government accounts and submission to the Office of the Auditor General (OAG) for review.



FM Risk Assessment and Mitigation

Table 2.1 FM Risk Assessment and Mitigation

Risk	Risk Rating	Risk Mitigating Measures	Residual Risk
<b>Country Level.</b> Weak capacity in public accounting and reporting system, weak internal and external auditing capacity, weak cash management system.	S	Actions are being taken with the support of development partners to address some of PFM issues: A joint matrix for PFM reforms is being finalized, and implementation is planned to be supported by the new Budget Support Group. The World Bank IFMIS AF 2 project provides technical assistance (for improving the use of the IFMIS platform and strengthen controls over key)	S
<b>Entity Level</b>	M	None	M
<b>Project Level</b>	M	None	M
<b>Budgeting</b> Budgets are prepared annually based on guidelines provided by Ministry of Finance. The Budgets are approved by Parliamentary Accounts Committee then submitted to Ministry of Finance	L	PCU has adequate budget preparation and execution capacity. Regular review /monitoring of project budget performance including timely release of project funds will be part of the quarterly interim financial reports (IFRs) to be reviewed by the WB and project implementation team.	L
<b>Internal Control</b> Lack of clarity of role and responsibility between the implementing agencies and with inclusion of new activities	M	The project manual will be updated to reflect inclusion of new players.  Training may be provided if required.	M
<b>Fund Flow</b> Difficulties in the timely submission of acceptable withdrawal applications may delay funds mobilization.	M	Use of direct payment method of disbursement. The PCU team has strong experience and is well versed in WB FM and disbursements procedures.	M

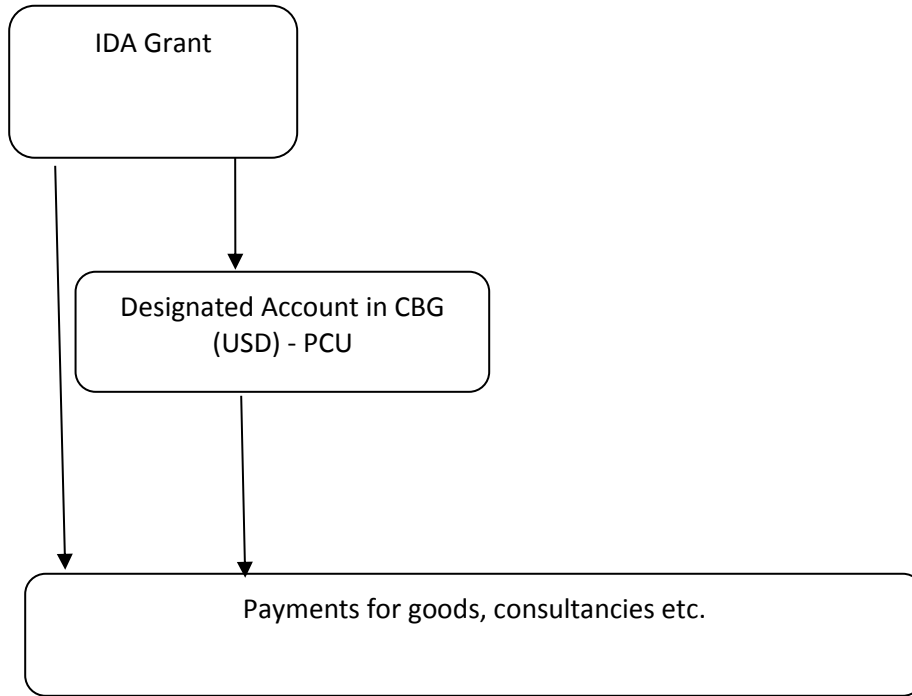


<b>Financial Reporting</b> PCU may have limited capacity to prepare quarterly and annual financial reports.	M	Capacity exists. Some training sessions may be provided by the Bank.	M
<b>Auditing.</b> The national audit office (NAO) has sufficient capacity to audit the project and submit the issue the report before the deadline	S	Independent and qualified external audit firms may be recruited with terms of reference acceptable to IDA under the oversight of the NAO to audit the project’s accounts	M
<b>Overall Control risk rating</b>	<b>M</b>		<b>M</b>
<b>Overall Project risk</b>	<b>M</b>		<b>M</b>

12. **Budgeting Arrangements.** The budgeting arrangements will be described in the manual to be revised. The project will rely on this manual for the Activities Planning and the Budgeting (preparation, approbation and execution monitoring). The project will be required to prepare and submit to the IDA for comments, prior to each new fiscal year, a detailed annual work plan and a budget as well as disbursement forecasts already approved by the steering committee. The PCU will report on budget execution as part of the IFR.
13. **Staffing.** The FM team is led by the financial controller with a team of qualified accountants. Most them have been implementing Bank financed projects for many years.
14. **Accounting and reporting.** The project accounts will be maintained on a cash basis, supported with appropriate records and procedures to track commitments and to safeguard assets. Annual financial statements will be prepared by PCU in accordance with Gambia accounting standards. The READ accounting software will be used. At each reporting period, budget execution systems will be generated from the system and provided to the internal management of both Ministries for planning and decision-making purposes. Unaudited IFRs will be produced by the PCU quarterly. The IFRs will be sent to IDA within 45 days after the end of the quarter. The IFR will have the following contents:
  - A statement of sources and uses of funds for the reported quarterly period and cumulatively since project inception, reconciled with bank and cash balances with a column of project’s Cash flow for the next 6 months.
  - A statement of uses of funds (expenditure) by project activity/component comparing actual expenditure/loan advances against the budget, with explanations for significant variances;
  - The Designated Account Activity Statement, reconciling the receipts into and payments out of the project’s Designated Account;
  - Supporting bank statements and reconciliations for the bank, cash and other fund balances at the end of the quarter.
15. **Funds Flow and Banking Arrangements.** MoBSE as the recipient will open a designated bank account (DA) denominated in United States dollars (USD) at Central Bank of the Gambia (CBG). Payments will be made from the DA, managed by the PCU. The designated account ceiling will be indicated in the disbursement letter. Communication regarding opening the DA and the account signatories should be sent to the Bank before disbursements are made.



Figure 2.1 Funds Flow Chart



16. **External audit.** The annual financial statements of the project will be audited by the Auditor General of The Gambia or an independent auditor approved by the auditor general based on ‘terms of reference’ (TORs) agreed with the Bank. Audited financial statements for the project will be sent to the Bank within six months of the end of the financial year, accompanied by a management letter. A single opinion on the audited project financial statements in compliance with International Federation of Accountants will be required. The management letter will provide observations, comments, and recommendations for improvements in internal control.

17. **Implementation support.** A financial management supervision mission will be conducted at least once every year based on the current risk assessment. The main mission objective is to ensure that strong financial management systems are maintained throughout the life of the project. FM activities during the supervision include but not limited to: (i) review of IFRs, audited financial statement reports, and monitoring of actions taken on issues highlighted in audit reports; (ii) adequacy of the FM arrangements; (iii) transaction reviews (if needed); (iv) capacity building support; and (v) FM risk and performance ratings to ISR.

Table 2.2 Financial Management Action Plan

	Action	When	By Whom
1	Update the PIM	As a condition of project effectiveness	PCU
2	Recruit the project auditor	Within 6 months of project effectiveness	PCU/NAO



## Disbursements

18. Disbursements under this project will be carried out in accordance with the provisions of the Disbursement Guidelines for Investment Project Financing dated February 2017, the Disbursement and Financial Information Letter and the Financing Agreement.
19. Disbursement under DA will be report-based. The first advance will be released after effectiveness based on a budget forecast for the first six months of implementation. The authorized allocation would correspond to the cash forecast for two quarters, as provided for in the Unaudited Interim Financial Report (IFR). The other methods of disbursing the funds (reimbursement, direct payment and special commitment) will also be available to the project. The minimum value of applications for these methods is 20% of the DA ceiling. The project will sign and submit Withdrawal Applications (WA) electronically using the [eDisbursement] module accessible from the Bank's Client Connection website.
20. If ineligible expenditures are found to have been made from the designated and/or operating bank accounts, the borrower will be obligated to refund the same. If the DA remains inactive for more than six months, the borrower may be requested to refund to IDA amounts advanced to the designated account.

## Procurement

21. Procurement for goods, non-consulting, and consulting services to be financed by the Grant will follow the procedures specified in the "World Bank Procurement Regulation of Goods, Works and Non-Consulting Services under "World Bank Procurement Regulations for Borrowers under Investment Project Financing" dated July 1, 2016 revised in November 2017 and the World Bank's Anti-Corruption Guidelines: "Guidelines on Preventing and Combatting Fraud and Corruption in Projects financed by IBRD Loans and IDA Credits and Grants," revised in June 2011 and July 2016.
22. The procuring entity as well as bidders, and service providers, i.e. suppliers, contractors and consultants shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.
23. The Borrower shall prepare and submit to the Bank a General Procurement Notice (GPN) and the Bank will arrange for publication of GPN in United Nations Development Business (UNDB) online and on the Bank's external website. The Borrower may also publish it in at least one national newspaper.
24. The Borrower shall publish the Specific Procurement Notices (SPN) for all goods, works, non-consulting services, and the Requests for Expression of Interest (REOIs) on their free-access websites, if available, and in at least one newspaper of national circulation in the Borrower's country, and in the official gazette. For open international procurement selection of consultants using an international shortlist, the Borrower shall also publish the SPN in UNDB online and, if possible, in an international newspaper of wide circulation; and the Bank arranges for the simultaneous publication of the SPN on its external website.





### **Institutional Arrangements for Procurement**

25. The PCU within MoBSE reports directly to the Permanent Secretary, and will be responsible for procurement implementation under the project.
26. Procurement Management: Headed by a Procurement officer well experienced and versatile in the interpretation of the IDA guidelines (version 2011), the unit will take charge of the overall planning and selection processes as provided for in the Financing Agreements. As the implementation of the various projects relies heavily on the timely procurement of services etc. this unit will effectively utilize cutting edge technology to develop and update detailed Procurement Plans, in order to track and meet timelines as agreed with the donors.
27. The designated Procurement officer will work closely with the Accredited Procurement Specialist of the World Bank Office. He will benefit from procurement clinics and training organized by the Bank in order to be familiar with the new procurement framework.
28. Filing and record keeping: The Procurement Procedures Manual will set out the detailed procedures for maintaining and providing readily available access to project procurement records, in compliance with the Loan Agreement. The Implementing Agencies will assign one person responsible for maintaining the records. The logbook of the contracts with unique numbering system shall be maintained.
29. The signed contracts as in the logbook shall be reflected in the commitment control system of the Borrower's accounting system or books of accounts as commitments whose payments should be updated with reference made to the payment voucher. This will put in place a complete record system whereby the contracts and related payments can be corroborated.
30. The recruitment of civil servants as individual consultants or as part of the team of consulting firms will abide by the provisions of paragraph 3.23 (d) of the Procurement Regulations.

### **Project Procurement Strategy for Development**

31. To determine the adequate and optimal procurement strategy for the best market response, a PPSD in English has been prepared to adequately take into account, among others, the market situation, operational context, past experiences and risks. The PPSD and 18-month procurement plan have been prepared by the Borrower with the support of the Bank and approved. Moreover, the PCU has many years of experience in working with the Bank financed projects and is familiar with the Bank's procurement procedures. The procurement activities for the project will be conducted using the existing institutional arrangements under the PCU for the implementation of the current education sector project. As MoBSE has been managing many donors funded projects, it is capable of ensuring suppliers, contractors and consultant awarded a contract possess the necessary professional and technical qualification and competence and financial resources to complete the tasks. In addition, the PCU procurement unit will continue to closely work with the National Environment Agency (NEA) to meet that environmental requirements.
32. The procurement strategy is linked to the project implementation strategy at the regional level, ensuring proper sequencing of the activities. It will consider institutional arrangements for procurement; roles and



responsibilities; thresholds, procurement methods, and prior review, and the requirements for carrying out procurement. They will also include a detailed assessment and description of state government capacity for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Other issues taken into account will include the behaviors, trends and capabilities of the market (i.e. Market Analysis) to inform the procurement plan. The activities also require strong technical capability to prepare proper technical specifications in order to avert lack of, or inadequate, market response. This capability – or a plan to enhance is considered in the strategies. Also, special arrangements like direct contracting use of SOEs, UN Agencies, third party monitors, local non-governmental organizations (NGOs), force account, or civil servants needs, results based arrangements, need for prequalification, if any, will be considered and addressed.

33. **Special Considerations.** The Gambia is on the harmonized list of Fragile and Conflict affected Situations (FCS) countries and therefore the project will trigger paragraph 12 of the Policy for Investment Project Financing to apply flexibilities and simplification to facilitate procurement implementation. These procurement arrangements therefore draw on the Bank Guidance on Procurement Procedures in Situations of Urgent need of Assistance or Capacity Constraints issued on July 1, 2016.
34. **Procurement Plan.** The Borrower prepared a detailed 18-month procurement plan which was agreed by the government and the Bank during the negotiations. The procurement plans will be updated in agreement with the Bank Team annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.
35. **Scope of Procurement.** The contracts for works consisted mainly of the construction of ECD, LBS, and UBS classrooms, construction of separate toilets for boys and girls and construction Boreholes will be procured through open competition – request for bids and national market approach. The main contracts for goods are the supply of number of vehicles for a budget of about \$786,000, the purchase of school furniture estimated to \$343,00 and IT equipment for about \$160,000. For the vehicles, the project will contract directly with United Nations Office for Project Services (UNOPS) and conduct a national competitive process for the furniture and the IT equipment. Request for quotation (RFQ) method will be used for small contracts for the rehabilitation of schools, printing, and others equipment. Very few contracts for individual consultants have been identified and will be procured using the most appropriate methods.
36. **Operational Costs.** Operational costs financed by the project would be incremental expenses, including office supplies, vehicles operation and maintenance cost, maintenance of equipment, communication costs, rental expenses, utilities expenses, consumables, transport and accommodation, per diem, supervision costs, and salaries of locally contracted support staff. Such services' needs will be procured using the procurement procedures specified in the Project Implementation Manual (PIM) accepted and approved by the Bank.
37. **Procurement Manual (PM).** Procurement arrangements, roles and responsibilities, methods and requirements for carrying out procurement shall be elaborated in detail in the PM which may be a section of the PIM. The PIM shall be prepared by the Borrowers and agreed with the Bank prior to project effectiveness.
38. **Procurement methods.** The Borrower will use the procurement methods and market approach in accordance with the Procurement Regulations.



39. Open national market approach is a competitive bidding procedure normally used for public procurement in the country of the Borrower and may be used to procure goods, works, or non-consultant services provided it meets the requirements of paragraphs 5.3 to 5.6 of the Procurement Regulations.
40. The thresholds for particular market approaches and procurement methods are indicated in the below table. The thresholds for the Bank’s prior review requirements are also provided in the table below.

Table 2.3 Thresholds\*, Procurement Methods, and Prior Review

No	Expenditure Category	Contract (C) Value Threshold* [eq. USD]	Procurement Method	Contracts Subject to Prior Review / [eq. US\$]
1	Works	$C \geq 3,000,000$	Open Competition International Market Approach	$\geq 10,000,000$
		$200,000 < C < 10,000,000$	Open Competition National Market Approach	None
		$C \leq 200,000$	RfQ	None
2	Goods, IT and non-consulting services	$C \geq 300,000$	Open Competition International Market Approach and Direct Contracting	$\geq 2,000,000$
		$100,000 < C < 300,000$	Open Competition National Market Approach	None
		$C \leq 100,000$	RfQ	None
3	National shortlist for selection of consultant firms	$C < 100,000$	for Consulting Services	None
		$C < 300,000$	for Engineering and Construction Supervision	None
4	International shortlist for selection of consultant firms	$C \geq 100,000$	for Consulting Services	$\geq 1,000,000$
		$C \geq 300,000$	for Engineering and Construction Supervision	$\geq 1,000,000$
5	Selection of Individual consultants	All Values	All Approaches	$\geq 300,000$
6	Direct contracting	All Values		As agreed in the Procurement Plan
7	Training,	All Values	Based on approved	Annual Work Plan & Budgets



No	Expenditure Category	Contract (C) Value Threshold* [eq. USD]	Procurement Method	Contracts Subject to Prior Review / [eq. US\$]
	Workshops, Study Tours		Annual Work Plan & Budgets (AWPB)	(AWPB)

41. Procurement Risk Rating: The project procurement risk prior to the mitigation measures is “Substantial”. The risk can be reduced to a residual rating of “Moderate” upon consideration of successful implementation of the mitigation measures.

Table 2.4 Risks and Mitigation Measures

The risks and mitigation measures are provided in the table below Risk Description	Description of Mitigation	Risk Owner
<b>Market</b>		
Participation of unqualified Contractors. Contractors without the requisite qualification to participate in construction contracts will participate by submitting abnormally low tenders.	MoBSE team will prepare bidding documents that will allow enough competition to attract many contractors. We also ensure that parts of the qualification requirements are clearly stated in the advertisement.	Suppliers
Private sector may not be interested in works contracts because of the dispersion of the Construction sites	MoBSE will pack the works in geographic lot that can attract bidders	MoBSE
<b>MoBSE</b>		
Delays in obtaining input from some units	Management will ensure that unit heads respond with urgency to provide technical inputs when required.	PM and DPM
Inadequate technical specifications from units	Beneficiaries will be guided during preparation of technical specification to avoid submitting incomplete specification which sometimes makes process difficult.	MoBSE
Delays in Payment and difficulty with LC may limit the participation of international firms	MoBSE will has a designated account and for contract with international firms, direct payment will apply	MoBSE

Table 2.5 Procurement Plan

Procurement Plan						
	Contract Title, Description and Category	Estimate Cost US\$ and Risk rating	Bank Oversight	Procurement Approach/ Competition	Selection Methods	Evaluation method
1	Construction of Annex ECD Classrooms to Existing, Community Based ECD	2,677,920.00	Post	Open/limited/ National	NCB	Most Responsive



	Classrooms, Multi Grade & ECD classrooms and LBS/UBS classrooms					bid
2	Provision of Furniture for Annex ECD Classrooms to Existing, Community Based ECD Classrooms, Multi Grade & ECD Classrooms and LBS/UBS classrooms	343,220.00	Post	Open/limited/ National	NCB	Most Responsive bid
3	Boreholes with solar pumps and reservoirs	340,000.00	Post	Open/limited/ National	NCB	Most Responsive bid
4	Separate toilets for boys and girls	350,000.00	Post	Open/limited/ National	NCB	Most Responsive bid
5	Fabrication of the Carts	150,000.00	Post	Open/limited/ National	NCB	Most Responsive bid
6	TA support EGRA, EGMA	20,000.00	Post	Open/National	IC	3 or more CVs
7	TA support assessment (NAT3, 5 & 8)	60,000.00	Post	Open /National or international	IC	3 or more CVs
8	Printing of thematic charts & reports, modules, Early grades numeracy & text books, Scripted lessons, Printing of text books & modules for PMI & PSI schools, Teaching & learning materials for GC & readers and Reprinting of materials	91,000.00	Post	Limited	RFQ	Most responsive bid
9	Fuel for coordination and monitoring	168,660.00	Post	Limited	RFQ (To all registered supplier)	Most responsive Bid
10	Supply of stationary	10,830.00	Post	Limited	RFQ	Most responsive Bid
11	Braille embossers & machine, Braille papers, Comb Binders, Scanner, Laptop (braille), Speech reader's software, Hearing aids, eye lenses.	176,250.00	Post	Limited	NCB	Most responsive bid.
12	Motor cycles for Special Needs monitoring	20,000.00	Post	Limited	RFQ	Most responsive Bid
13	Mobile Phones for data collection	80,000.00	Post	Limited	RFQ	Most responsive Bid
14	Computers & Other Accessories for PMI & PSI	24,000.00	Post	Limited	RFQ	Most responsive Bid
15	Classrooms Rehabilitation	100,800.00	Post	Limited	RFQ	Most responsive bid
16	Projectors and boards for PMI & PSI	72,000.00	Post	Open	NCB	Most Responsive



						bid
17	Vehicles (Replacement of Old Ones)	784,670.00	Post	Limited	UNOPS	
18	Acquisition of Office Stationary	10,830.00	Post	Limited	RFQ	Most responsive bid
19	Provision of Teaching & Learning Materials for early grades	40,000.00	Post	Limited	RFQ	Most responsive bid
20	Equipment: Numbering Machine, folding Machine, high capacity printer for WAEC	100,000.00	Post	Limited	RFQ	Most responsive bid
21	TA for WAEC	10,000.00	Post	Limited	IC	3 or more CVs
22	Laptops& Photocopiers for GC, Projectors, Screens, Calendars, Video conference tools, Mobile and Wireless printers for SMT with toners, UPS, Printers, Cameras, Computers/Laptops (hardware and software) for MoBSE	161,170.00	Post	Limited	NCB	Most Responsive bid
23	TA Support Training in Teaching Reading	25,000.00	Post	Limited	IC	3 or more CVs
24	Development of Staff Management Information System (Incl. Individual Staff ID Card, HR Database)	25,000.00	Post	Limited	IC	3 or more CVs
25	TA- Communication Strategy (CS)	30,000.00	Post	Limited	IC	3 or more CVs
26	Equipment (CS)	25,000.00	Post	Limited	RFQ	Most responsive bid
27	TA- EMIS	96,000.00	Post	Limited	IC	3 or more CVs
28	Tablets for Senior managers	25,000.00	Post	Limited	RFQ	Most responsive bid
29	Furniture & Fixture for the PCU	10,000.00	Post	Limited	RFQ	Most responsive bid
30	Financial Auditor	60,000.00	Post	Limited	QCBS	Most responsive bid
31	Financial Management Software	50,000.00	Post	Limited	IC	Negotiation

**Environmental and Social (including safeguards)**

42. The project is classified as Category B for EA purposes. It triggers OP 4.01 Environmental Assessment, as some project activities include construction (classroom blocks, extensions, water points, and toilets) and may result in small site-specific negative impacts on the biophysical environment and the recipient communities. The Involuntary Resettlement Policy (Op 4.12) has also been triggered as school construction might entail land



acquisition. The two safeguards instruments governing the project, the ESMF and the RPF, include institutional arrangements, outlining the roles and responsibilities for the various stakeholder groups involved, for screening, reviewing, as well as implementation and monitoring of mitigation measures.

43. As soon as the implementation sites (sites of new school infrastructure construction) are identified, each project activity will systematically be processed through the environmental and social screening procedures detailed in the ESMF. The screening will be conducted by the environmental and social safeguards focal point of the PCU in collaboration with the National Environmental Agency (NEA). The results of the screening will be processed per the national regulations under the control of the NEA.
44. The environmental and social mitigation measures summarized in the ESMF, will be executed, monitored and reported in: (i) a specific Safeguard Monitoring Report; and (ii) the Environmental and Social Safeguards section of the overall project periodic reports. The responsibility of the follow up is with the PCU, while the NEA will be copied in all related reports. The indicators below will be monitored, as part of the project's global monitoring system:
  - Number of eligible project activities processed through the screening procedure;
  - Number of specific EMPs/RAPs recommended;
  - Percentage of approved specific EMPs/RAPs recommendations and measures implemented timely and appropriately;
  - Number/ Frequency of safeguard supervision and annual project reviews undertaken;
  - Completion of the section on the safeguards implementation in the project periodic reports.
45. The Environmental and social safeguards focal point within the PCU, in collaboration with the NEA, will work upstream with the procurement specialist, to ensure the inclusion of social and environmental safeguards clause in bidding documents and annual work plans, and downstream with the monitoring and evaluation (M&E) specialist on field supervisions to ensure proper compliance of environmental and social safeguards by contractors and beneficiaries.
46. In addition, an RPF has been prepared outlining the policies and procedures to be applied in the event of relocation or loss of asset/income sources/means of livelihood, as a result of project activities. Where these cases arise, site-specific Resettlement Action Plans (RAPs) or Abbreviated Resettlement Action Plans (ARAPs) will be prepared and disclosed prior to school construction.
47. If left unattended, potential long-term negative impacts of school building construction could include soil erosion and loss of vegetation. In addition, if proper legal titles are not acquired by the MoBSE clearly indicating ownership of land that is assigned for schools prior to construction, community disputes around land ownership may arise. Although no large scale, significant and/or irreversible social and environmental impacts are expected to arise directly from project investments the following measures have been recommended to the MoBSE/PCU to minimize adverse impacts during project implementation:
  - Assure full compliance with the safeguards instruments that govern the project – the ESMF and the RPF – and all sub-projects be screened and environmental and social management plans be prepared where needed;
  - Include social and environmental clauses in bidding documents;



- Designate an environmental and social focal point within the PCU who could coordinate the safeguards compliance (in line with the recommendations of the ESMF and the RPF) during project implementation;
- Once appointed, strengthen the capacity of the social and environmental focal point in the PCU through training programs and bringing the focal point up to speed on monitoring and reporting mechanism;
- Project environmental and social compliance monitoring be conducted in collaboration with The Gambia NEA;
- MoBSE should formally acquire and record all land that is assigned to the schools prior to construction. Fending of school property before construction was also recommended.
- Organize a workshop as part of the public disclosure of the safeguards instruments (ESMF and RPF) to inform all stakeholders of the safeguards instruments that govern the project, so they can also be informed and active participants in compliance monitoring during project implementation.

### **Monitoring and Evaluation (M&E)**

48. An assessment of the M&E arrangements, and capacity as outlined in the ESSP, and in relation to this project was undertaken to assess the dimensions of leadership, sustainability, data quality, and use of data. As in the former project the assessment was found to be satisfactory.
49. The M&E arrangements in place as defined in the ESSP and MTP are generally adequate, although there are some inconsistencies across data sets (IHS, EMIS, etc). M&E within the sector will benefit from additional capacity building under Component 3 as well as strengthening data information at the post-secondary level which has historically been underdeveloped and includes The Gambia College and the University of the Gambia. In addition to regular tracking of the PDO and intermediate level indicators through a variety of sources as referenced in section VI, the sector will benefit from an evaluation on the impact of the PSI-PMI initiative, a second evaluation of progress in CCT supported Koranic centers, as well as the pilot second chance program.





### **ANNEX 3: IMPLEMENTATION SUPPORT PLAN**

#### **THE GAMBIA: The Gambia - Education Sector Support Program**

#### **Strategy and Approach for Implementation Support**

1. The implementation support by the Bank will comprise: (i) about two project supervision missions every year, with review findings and recommendations documented in Aide Memoires; and (ii) continued support via virtual communication methods in the periods between the supervision missions. In the previous projects, the missions were undertaken jointly with other development partners such as GPE, UNICEF, ISDB, NGOs among others who attended selected mission meetings. Also, a joint donor review was often conducted jointly by the MoBSE and MoHERST twice a year followed by the Bank's supervision mission. This practice is expected to be continued by MoBSE, MoHERST, and the Bank.
2. The main objectives of semiannual supervision missions will be to: (i) conduct strategic policy dialogue on major sector matters, including examining progress towards the execution of the education sector strategic plan; (ii) review progress of the activities and follow up on implementation bottlenecks to keep project implementation on track and performance at expected levels; and (iii) review school level data to examine the performance indicators.
3. The main semi-annual supervision missions will include field visits in order to collect first-hand, qualitative information on project implementation status, progress, and performance. Findings and recommendations from the semi-annual review missions will be documented in Aide Memoires and shared with MoFEA, MoBSE, MoHERST, and other development partners. Aide Memoires will report on sector issues discussed during missions, program implementation progress and performance including PDO level and intermediate level indicators.
4. In the periods between the supervision missions, the Bank will continue to discuss project implementation progress and performance with PCU/MoBSE and provide technical and advisory support via virtual communications (e.g. video- and audio-conference meetings, email and phone communications). The Bank will also rely on the implementation review and analysis of data and documentation prepared by PCU, MoBSE, or the designated entities as described in the Results Framework.

#### **Implementation Support Plan and Resource Requirements**

5. The following Implementation Support Plan (ISP) has been designed to meet the requirements of the project, in terms of implementation support, fiduciary, and social and environmental safeguards. The ISP will be reviewed at least once a year to ensure that it continues to meet the implementation support needs of the project.
6. The table below lists the areas of focus, skills needed, and staff time requirements for personnel throughout the project cycle. These personnel do not include other staff and consultants that may be brought in, as needed, to advise and support the government of The Gambia on specific program design and



implementation elements and actions.

Table 3.1 Personnel requirements

<i>Time</i>	<i>Focus</i>	<i>Skills Needed</i>	<i>Resource Estimate Staff week (SW)</i>	<i>Number of Trips</i>
Throughout the project implementation period	Overall policy dialogue, project implementation supervision and support management, team management and coordination, and internal reporting.	Task/project/team management, education administration and planning, policy dialogue and analysis	Bank Task Team Leader (36 SW)	2 trips annually
	Review of education systems and education program implementation progress and performance; technical and advisory support for any needed design and implementation improvements.	Education administration and planning, policy dialogue and analysis, experience in the Bank operations	Education specialist /Operations Analyst/Officer (24 SW)	2 trips annually
	Review of financial management, provide technical and advisory support for any needed design and implementation improvements.	Knowledge and experience in FM	FM specialist (8 SW)	2 trips annually
	Review of procurement arrangement and capacity, procurement documents, and provide technical and advisory support for any needed design and implementation improvements.	Knowledge and experience in procurement	Procurement specialist (8 SW)	2 trips annually
	Review of social inclusion and environment management arrangements, implementation progress and performance, and other matters; technical and advisory support for any needed design and implementation improvements.	Technical knowledge of social and environmental issues	Social and environmental specialists (4 SW)	Field trips as required
	Review implementation progress on teacher training related activities, and performance indicators; provide technical and	Technical knowledge of teacher training and teacher policy.	Teacher Training specialist (3 SW)	2 trips annually



	advisory support for teacher training related issues.			
	Review implementation progress on civil work-related activities, and performance indicators; provide technical and advisory support for civil work related issues.	Technical knowledge of civil works.	Civil work advisor (3 SW)	2 trips annually
	Review implementation progress on assessment related activities, and provide technical assistance to the MoBSE Assessment Unit.	Technical knowledge of assessment.	Assessment Specialist (3 SW)	2 trips annually



**ANNEX 4: OVERVIEW OF LESSONS LEARNED FROM PREVIOUS PROJECTS, AND LINKAGES WITH EDUCATION SECTOR STRATEGIC PLAN**

**THE GAMBIA:**  
**The Gambia - Education Sector Support Program**

Table 4.1 Lessons Learned from READ and Impact on Current Project Design

<b>Project Sub-Components</b>			
	<b>Key elements/achievements of READ</b>	<b>Key lessons learned from READ and other recent education projects</b>	<b>Impact on the design of the proposed Project</b>
<b>Component 1. Enhance Access to ECD and Basic Education</b>			
<b>1.1 School Construction</b>	<p>Construction of 40 multi-grade schools (80 classrooms) and water points in remote areas, which do not have a lower basic school within 3 kilometers.</p> <p>Finalization of 36 urban classrooms.</p>	<p>Construction moved quickly and was aligned with the government policy of having a school within 3 km. It reduced the number of communities (originally at 17 percent) which were without LBS.</p> <p>School mapping and EMIS allow for clear insights as to which communities remain without an LBS within 3 km.</p>	<p>[TARGETED SCALE UP]</p> <ul style="list-style-type: none"> <li>- The new project will build 121 classrooms targeted in the remaining communities that do not have a school within 3 km.</li> <li>- School construction will be focused on rural communities (regions 4-6) rather than urban communities (regions 1-2)</li> <li>- A philanthropic organization (which prefers to go unnamed) is focused on constructing approximately 100 classrooms in urban areas which have more students than places.</li> </ul>
<b>1.2 Donkey Carts</b>	<p>Provision of 100 donkey carts using a lighter design to provide transportation for ECD and early grade students who find the 3km walk to school difficult.</p> <p>Government covers the cost</p>	<p>The intervention was well received by communities and regularly monitored.</p> <p>Donkey carts were used daily during the school year to transport approximately 2000 students to LBS.</p>	<p>[TARGETED SCALE UP]</p> <ul style="list-style-type: none"> <li>- The new project will finance an additional 100 donkey carts to scale up the intervention with selection of communities based on school mapping to continue to target improved access/retention, based on the successes of READ.</li> </ul> <p>This initiative remains important given the</p>



	of donkeys, while project financed donkey carts.		school construction in ECD/LBS that will also be supported in the new project.
<b>1.3 Early Childhood Development (ECD)</b>  <b>(originally titled community based early childhood development prior to additional financing)</b>	<ul style="list-style-type: none"> <li>- Training of community based facilitators, learning materials, supervision and monitoring</li> <li>- 29 ECD classrooms (attached to or next to 29 multigrade classrooms)</li> <li>- Evaluation comparing community based and annexed ECD classrooms.</li> </ul>	<p>An Impact Evaluation comparing the annexed ECD and community based ECD approach showed better learning outcomes in the annexed approach.</p> <p>While the evidence shows weaknesses in the community based model (likely due to fewer contact hours, and less training for community based teachers), a successful community based approach is still needed. As a result, the government prefers a blended approach which develops a stronger community based approach and continues to expand the annexed ECD approach.</p>	<p>[TARGETED SCALE UP AND REVISED APPROACH]</p> <ul style="list-style-type: none"> <li>- The new project will support 61 ECD classrooms (20 of which are community based, the rest of which are annexed) under sub-component 1.1 (supply side interventions for access and equity).</li> </ul> <p>Under sub-component 2.1 (curriculum revision and implementation), the new project will support a strengthened community based approach, revised ECD curriculum, and ECD minimum standards. This is meant to strengthen ECD overall in the country, and to address weaknesses in the current community based model.</p>
<b>1.4 Provision of sub-grants to support sub-projects to all LBS/UBS in hardship areas</b>	<ul style="list-style-type: none"> <li>- READ financed a limited number of grants to UBS schools (77) in regions 3-6 while the government financed sub-grants to the remaining UBS schools and to all public LBS schools.</li> <li>- AF financed school grants to all public LBS, UBS and SSS for one year, subsequently the government took it over.</li> <li>- stationery kits were also provided.</li> </ul>	<ul style="list-style-type: none"> <li>- The model worked well, as the government agreed to fully take on sub-grants to schools, following the initial support from the project financing. A similar approach will be used for the teacher incentive allowances in the new project which the government has agreed to take over after the new project close.</li> </ul>	<p>[NOW FULLY FINANCED BY THE GOVERNMENT]</p> <p>Because access remains low particularly in Region 5 (which houses 7 of the poorest performing districts) incentives directly to households is proposed in parallel. This is meant to address the financial barriers that still remain for the region.</p> <p>The new project also benefits from the government’s experience in distribution of stationery kits which is relevant given the possible need to distribute school kits in the</p>



			region.
<b>Component 2. Improve Quality of Teaching and Learning</b>			
<p><b>2.1 Enhancing Teacher Training</b></p>	<ul style="list-style-type: none"> <li>- Restructuring of the primary teacher certification (PTC) and higher teacher certificate (HTC) including redesign of the program and development of a professional examination. Former PTC and HTC are called Diploma in Education and Advanced Diploma in Education, respectively</li> <li>- Done in collaboration with The Gambia College.</li> </ul>	<ul style="list-style-type: none"> <li>- The redesign focused on stronger alignment with the LBS/UBS curriculum, stronger focus on methodology with more opportunities for practice and feedback and a portfolio based approach. It will undergo implementation during the 2017/2018 school year.</li> <li>- The redesign is critical but will require close evaluation in its first year of implementation.</li> <li>- There is also a lack of good feedback mechanism to the teacher training institutions on performance of new teachers in the system.</li> </ul>	<p>[EXPANDED SCOPE AND NEW POLICY INTERVENTION]</p> <ul style="list-style-type: none"> <li>- The new project will build upon the project redesign and will finance the testing and external review of the professional development examination, as well as an external review of the revised curriculum, and any recommended improvements.</li> <li>- Under sub-component 2.1 in the new project a comprehensive teacher training framework will be developed with stronger links between pre-service and in-service teacher training.</li> </ul>
<p><b>2.2 Stipends for teacher students</b></p>	<ul style="list-style-type: none"> <li>- teacher trainee stipends to attract school leavers to advanced teacher training with additional incentives for those in mathematics (1600 HTC and 700 PTC)</li> </ul>	<ul style="list-style-type: none"> <li>- Stipend and hardship allowances have led to better deployment throughout the country.</li> <li>- The mechanism for paying them is well managed, but being a recurrent cost, the aim is to have the government take up this expense for sustainability of the intervention.</li> </ul>	<p>[NEW POLICY INTERVENTION AND SUSTAINABILITY MEASURE]</p> <ul style="list-style-type: none"> <li>- The new project will support the development of a coherent teacher recruitment and deployment policy (including stronger links with teacher training institutes for teacher placement projections); and</li> </ul>
<p><b>2.3 Hardship allowance for LBS/UBS in remote areas</b></p>	<ul style="list-style-type: none"> <li>- hardship allowances for LBS/UBS teachers in remote areas including additional incentives for female teachers (1300 teachers annually).</li> </ul>	<ul style="list-style-type: none"> <li>- Despite better deployment there is still a disconnect between the number of teacher trainees taken in by the teacher training institutions and the places available. Better links are needed to address this issue.</li> </ul>	<ul style="list-style-type: none"> <li>- Continuation of previous interventions;</li> <li>- Plus, addition of tuition scholarships to expand network of qualified science/math teachers.</li> </ul> <p>Importantly the government has agreed that they will take over these recurrent costs after</p>



		<ul style="list-style-type: none"> <li>- Data show a shortage of qualified upper level math and science teachers remain.</li> </ul>	year 4 of the project as a sustainability measure.
<b>2.4 Extended teacher Continuing Professional Development</b>	- demand driven in-service professional development courses, with formal assessments.	<ul style="list-style-type: none"> <li>- Sub-component was successful in that it was flexible and addressed teacher training needs on a demand driven basis (for example training for those that did not have West Africa Senior School Certificate Examination (WASSCE) credits).</li> <li>- The introduction of PSI-PMI was also made possible through intensive training sessions.</li> <li>- Moving forward a more systematic CPD method would be useful that builds upon successful pilots/training methods developed while ensuring even rollout and regular professional development for teachers, as the approach is ad-hoc in nature, even though the training needs have been made evident (subject, pedagogy competencies, etc).</li> </ul>	<p>[EXPANDED SCOPE AND NEW POLICY INTERVENTION]</p> <ul style="list-style-type: none"> <li>- Under the new project (sub-component 2.2) a strategic and coherent framework for Teacher Training (including the whole continuum of pre-service and in-service training) will be introduced which holistically integrates pilot approaches and teacher qualifications assessments from the previous project.</li> <li>- The new project will also support the unification of the various COT models, and its rollout as a regularized feedback and improvement mechanism for teaching.</li> </ul>
<b>2.5 Teacher supervision and support through the use of a standardized classroom observation tool</b>	- development of a simple classroom observation tool used by head teachers, cluster monitors and Standards and Quality Assurance Directorate (SQAD) including requisite training.	<ul style="list-style-type: none"> <li>- Use of the tool was rolled out, however there are two approaches being used and a unified method is needed.</li> <li>- While the process is more or less in place, the actual feedback loop could be stronger to truly benefit teachers and improve classroom practices.</li> </ul>	
<b>2.6 Reading in the early grades</b>	- creation of The Gambia Reads reading program	- the early reading program is critical given low scores particularly in reading	[PHASE 2 OF PREVIOUS PROJECT INTERVENTION AND EXPANDED SCOPE TO



<b>with a focus on building reading abilities</b>	(biliteracy programming consisting of national languages and English). - Textbooks revised and leveled readers developed, with teacher guides and training manuals to follow by project close.	comprehension on EGRA/EGMA. The national languages approach is expected to continue the upward trend in reading comprehension. - The unified approach is important given that previously three different reading programs were implemented in the country. - Training of early grade teachers, in-service training of current teachers, and printing of some of the learning materials would need to be completed for a full rollout of the curriculum. - Revision of curriculum for other grades is also necessary given that no full update has taken place in over 10 years.	INCLUDE FULL CURRICULUM]
<b>2.7 Developing the evidence base for improved reading through a CCT to Koranic Centers (majalis)</b>	- CCTs to 17 majalis (Koranic centers) to support integration of basic literacy/numeracy (including training of facilitates) - Evaluation of CCTs using EGRA/EGMA outcomes. Slight improvements in scores were observed.	- Delivery of literacy and numeracy through majalis continues to be important in The Gambia given that it reaches part of the out-of-school population that for cultural reasons does not attend formal schools. Evidence shows some improvements in EGRA/EGMA, and is a key first step in developing alternative education for these populations. - The CCTs also provide a kind of safety net for children in majalis as the funds are often used to purchase food to stymie street begging.	[SCALE UP BASED ON EVALUATION RESULTS] - Scale up of CCTs to 100 majalis under sub-component 1.2 (demand driven interventions for access and equity) - Additional evaluation of EGRA/EGMA to track results over time.
<b>2.8 LEARNET, a PPP to</b>	- The model was meant to strengthen ICT enabled	- The approach was ambitious and the private sector partnership never came to	[DISCONTINUED – but scale up of technology supported teaching pilot]





<b>integrate ICT in learning and teaching and provide broadband/E-content to public schools</b>	innovations for school management, generate e-content and improve quality of teaching using technology through a PPP (including broadband access, local area network, etc).	<p>fruition to assist with high capital costs (broadband, renewable energy, etc).</p> <ul style="list-style-type: none"> <li>- The project did manage to pilot the PSI-PMI approach which uses an interactive technology supported teaching method and install requisite solar panels on a pilot set of schools, but not along the scale or with the same connectivity as initial proposed.</li> <li>- The project supported the development of ELA from grades 7-12.</li> <li>- Electricity remains a key hindrance and many schools are without it.</li> </ul>	<ul style="list-style-type: none"> <li>- The PSI-PMI approach will be integrated into the pre-service and in-service teacher training. The approach was found to be effective and will be further evaluated. It is a technology supported pedagogical method which focuses on science and math but will be scaled up to include ELA.</li> <li>- Support for connectivity will not be supported under the project given the high capital costs and extensive challenges with the relevant providers. However, a World Bank financed energy project is currently under preparation which has in principle agreed to provide electricity to all public schools and would greatly benefit the sector.</li> </ul>
<b>Component 3. Technical and Institutional Support</b>			
<b>3.1 development and Implementation of a communication strategy</b>	- Development of a communications strategy, including dissemination strategies	- Development of the strategy was useful given that previously it was ad-hoc, but was not rolled out during the life of the project.	<p>[PHASE 2 OF PREVIOUS PROJECT INTERVENTION]</p> <ul style="list-style-type: none"> <li>- The project will support the implementation of the communication strategy.</li> <li>- The aim is also to carry out a sensitization campaign for improved school attendance (sub-component 1.1). The sensitization campaign would build on the dissemination strategies developed under the READ.</li> </ul>
<b>3.2 Institutional Support and Capacity</b>	- Implementation of assessments of learning	Implementation of the assessment of learning outcomes has been critical. Linked NAT assessments have helped allow for a	<p>[CONTINUATION]</p> <ul style="list-style-type: none"> <li>- The EMIS data has allowed for better targeting (which will be used throughout</li> </ul>



<p><b>Building</b></p>	<p>outcomes (NAT, WAEC, EGRA/EGMA);</p> <ul style="list-style-type: none"> <li>- Linking EMIS school level data, HR data, learning outcomes results, and regional data;</li> <li>- PCU salaries and operating costs;</li> <li>- Capacity building</li> </ul>	<p>richer understanding of learning outcomes in Grade 5.</p> <p>EMIS data has also improved, but would benefit by integrating post-secondary data which is not currently captured under one system. Data on teacher absenteeism for example, is now regularly collected using mobile based systems.</p>	<p>the new project) including for example targeting of school construction, CCTs, etc, to the most vulnerable populations.</p> <ul style="list-style-type: none"> <li>- The new project will include provision for improving the EMIS system by integrating post-secondary level data and more efficient school level data collection.</li> <li>- Implementation of learning assessments will also continue as will PCU salaries and operating costs.</li> </ul>
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**Project Linkages with Education Sector Strategic Plan (ESSP)**

Table 4.2. Education Sector Support Program Link to ESSP – Mapping of Components onto ESSP Program Results Areas

		Component 1. Enhancing Access to ECD and Basic Education		Component 2. Improving Quality of Teaching and Learning			Component 3. Technical and Institutional Support		
Government ESSP Program and Results Areas		1.1. Expanding the network of ECD and LBS classrooms	1.2. Expanding opportunities for out-of-school children	2.1. Curriculum Revision and Enhanced Teaching Approach	2.2. Improved Teacher Training and Professional Development	2.3. Teacher Recruitment and Deployment	3.1. Capacity for data driven decision making	3.2. Comms strategy impl.	3.3. Project mngmt. and Inst. Support
<b>Program Area 1. Access and Equity</b>									
1	Schools, <i>madrassas</i> , skills centers, Tertiary and higher education environment conducive for teaching and learning	•		•					



2	ECD students adequately prepared for teaching and learning	•		•					
3	Retention and performance of teaching staff improved								
4	Retention of female students across all levels of education improved	•			•	•		•	
5	Access to all levels of education and training for children with disabilities improved	•							
6	School feeding program								
7	Out-of-school children provided with an alternative form of education through a conditional cash transfer		•						
<b>Program Area 2. Quality and Relevance</b>									
1	Adequate quality and quantity of teaching and learning materials made available for all levels of education and training			•				•	
2	Relevant and up to date curriculum for basic and secondary education operations			•					
3	Literacy and numeracy skills of early grades improved through Early learning Integrated National Languages and Early Grade Numeracy Program			•					
4	Effective and Efficiency School Management								•
5	An effective monitoring and assessment system implemented to support teaching and learning				•				•
<b>Program Area 5. Sector Management</b>									



1	A comprehensive policy agenda and framework developed and implemented						•	•	•
2	Effective financial planning and management ensured						•		•
3	Effective education management information system developed and implemented						•	•	•
4	Effective planning, development and management of human resources ensured					•	•		•
5	Effective monitoring and evaluation of the implementation of the education policy and strategic plan ensured						•		•
6	A harmonized education decentralization within the context of local government						•		•
7	Effective utilization of education facilities and resources to ensure enrollment and retention	•	•						



ANNEX 5: ECONOMIC AND FINANCIAL ANALYSIS

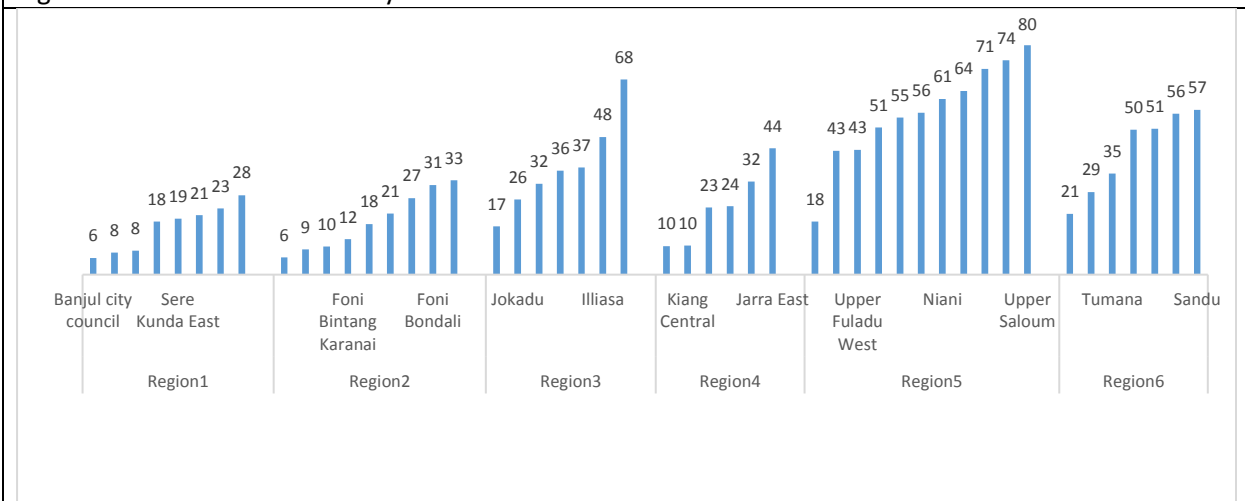
THE GAMBIA:

The Gambia - Education Sector Support Program

1. This section provides the rationale for investing in education in The Gambia and estimates economic internal rates of returns (IRR) on education. First, an analysis of key sector issues, the reasons for investing in the education sector as well as the returns to education are provided. This analysis: (i) highlights key challenges in the education sector; (ii) investigates linkages between educational outcomes and the labor market; (iii) examines whether The Gambia’s labor market provides a positive signal that investing in education yields important returns to both individuals and households; and (vi) provides the rationale for investing in education in terms of access, equity and private benefits of education. Second, the cost-benefit analysis of the proposed project is provided, including a sensitivity and fiscal sustainability analysis.

2. Out-of-school children is one of the key challenges in The Gambia, with about a third of primary school age children (ages 7-12) not attending. The out-of-school incidence varies largely across regions and districts. Out of 330,749 primary school age children, 100,000 were out-of-school in 2015 and 95 percent of those out-of-school have never attended. Figure 1 shows the breakdown of the out-of-school incidence by district in lower basic schools, illustrating variations within regions, and districts with out-of-school rates reaching 80 percent (figure 1). Districts in region 1 and 2 have a lower out-of-school rate, although it varies across districts. The disparities between select districts is staggering. For example, the out-of-school rate is lower in Banjul City council district in Region 1, at 5.8 percent, while it reaches 80 percent in the Upper Saloum district in region 5. Overall, there is at least one district in each region with an out-of-school rate below the national average (30.3 percent). Except in region 1, all regions also have a district with an out-of-school rate above the national average.

Figure 5.1 Out-of-school rate by district at LBS level

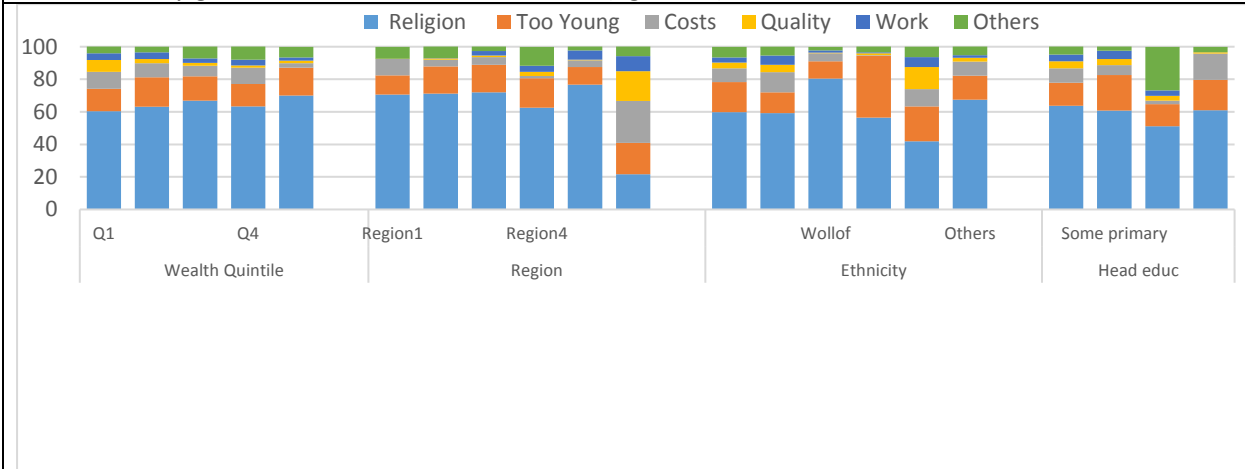


Source: Authors’ estimations based on IHS 2015



3. While many factors contribute to the out-of-school incidence, religion is cited as the main reason for being out-of-school across wealth quintiles, regions, and ethnic groups and varies depending on the level of education of the household head. This is the reason most often cited by (i) wealthiest households with children not attending (although this number is low); (ii) those located in region 5, (iii) the Wolof ethnic group and (iv) children coming from households in which the head has no formal education (figure 5.2).

Figure 5.2 Reasons for out-of-school by wealth quintile, region, ethnicity and head education breakdown by gender and area of residence, LBS (age 7-12)

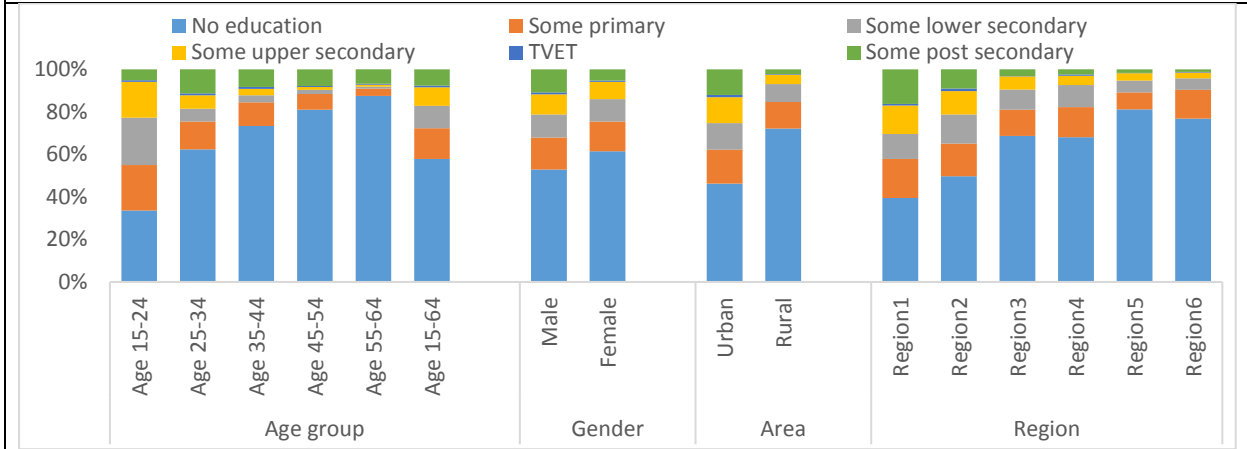


Source: Authors' estimations based on IHS 2015

4. On average, less than half of The Gambia's working age population has completed primary education and more than half of the population has no formal education – a concern for future economic growth and global competitiveness. The Gambian working-age population tend to have weaker educational attainment. In 2015, the average years of schooling equaled 3.7 at the national level, 5.3 among the youth population and 1.4 among the older cohort. Similarly, the distribution of the working population in terms of age group shows that although educational attainment of the labor force in The Gambia is growing, about 58 percent of the working age population have no formal education. For instance, 34 percent of the youth cohort has not received any formal education - a significantly lower proportion than the adult cohort with no formal education which stands at 87 percent. When the distribution of the working age population is disaggregated by gender and geographic location, the following are evident: (i) there are more women (63 percent) than men (53 percent) who have not received a formal education. This gender gap is likely going to be a constraint to productivity, trapping a segment of the population in low productivity sectors that do not require a high level of skills, which are usually developed through schooling. To increase economic growth, barriers that prevent adolescent girls and women from going to school need to be removed, and The Gambia's efforts to reach gender parity are a positive step. (ii) Rural areas, especially Region 5, have the highest percentage of working age people with no education. For example, 81 percent of the population in Region 5 has not received any formal education and 72 percent of the rural population has no education. This suggests that the labor market is likely composed of workers with low skills who have not completed primary education and this increases the likelihood of working in the informal sector which hinders the productivity of the country.



Figure 5.3 Distribution of the Working Population by level of education in terms of age group, gender, area and region (%)



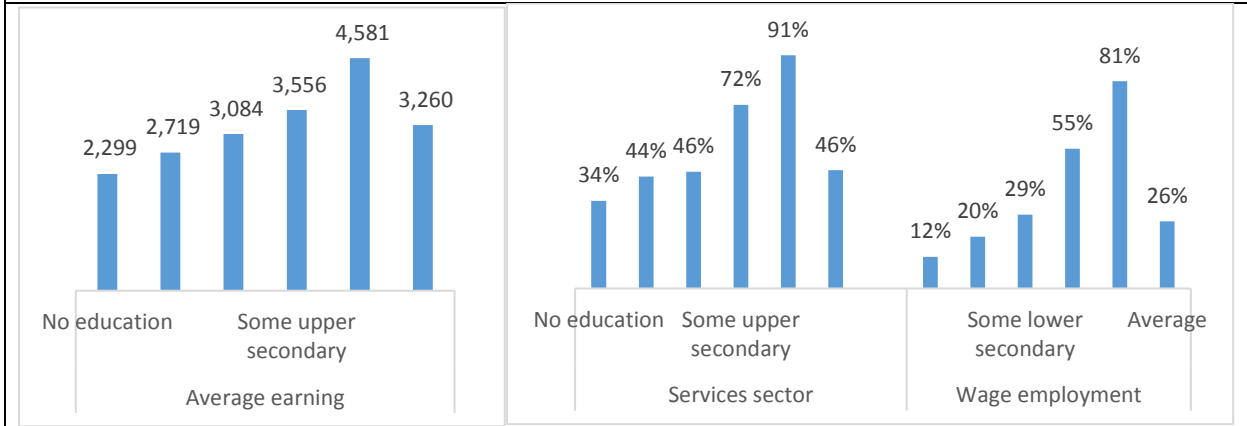
Source: Estimations based on IHS 2015

### Returns to education

5. **In terms of investment on education, The Gambia’s labor market signals higher returns and better employment opportunities for higher level of skills.** While education has direct and indirect economic and social impacts, this section only focuses on the economic effects. As such the efficiency of the education sector is measured in terms of the value that education offers through earnings and employment opportunities. For example, the average estimated earnings increase from GMD2299 for the working age population with no formal education to GMD4581 for those with a post-secondary education level (Figure 4). A high share of wage employment appears to be in the services sector and the poverty rate among wage employees is generally low. In The Gambia, more educated individuals tend to work in the services sector since it offers better economic benefits and formal employment. Only 34 percent of the working age population with no education work in the service sector whereas 91 percent of the labor force working in the service sector has a post-secondary education. On average, 12 percent of working age population have wage paying jobs, and of those, the proportion of the working age population with a post-secondary education is high at 81 percent.



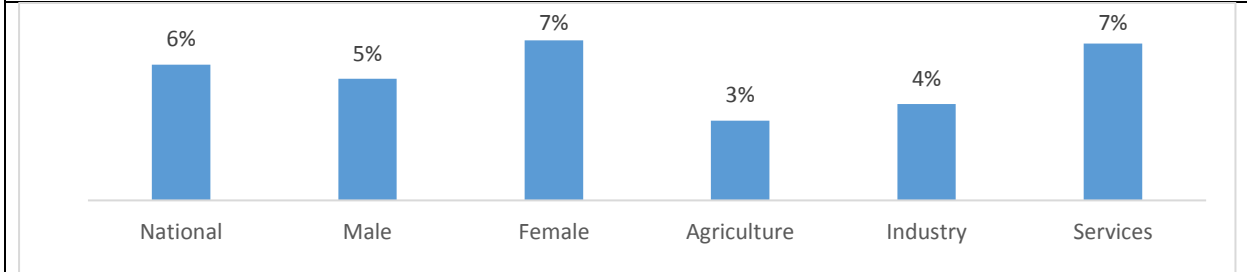
Figure 5.4 Average monthly earning in GMD (left) and distribution of employment by sector and type (right), by level of education



Source: Authors' estimations based on IHS 2015

6. **The estimates of the returns on an additional year of schooling broken down by gender and sector of activity are positive and indicate better return for women and high productive sectors.** At the national level, an additional year of schooling yields a 6 percent return (figure 5.5). For the same amount of education, women have a higher rate of return (7 percent) than men (5 percent). This suggests that there are less educated women than men in the labor force. The rate of returns on education in the service sector is higher than in the other sectors suggesting that productivity in the services sector is higher.

Figure 5.5 Rate of returns on additional years of schooling by gender and employment sector



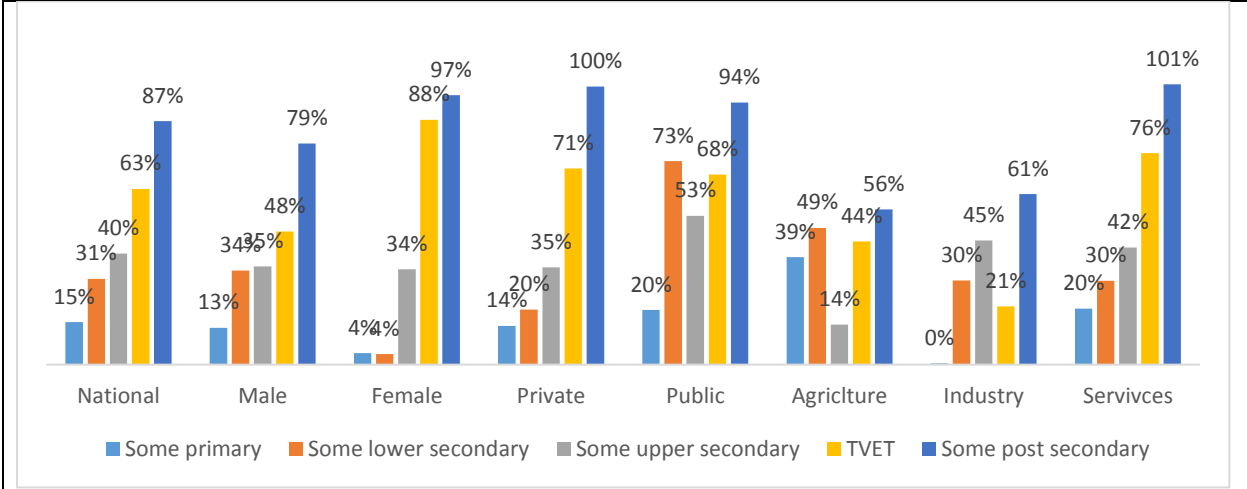
Source: Authors' estimations based on IHS 2015

7. **Higher levels of education are also associated with higher rate of returns as the rate of returns on education increases with each successive level of education attained, confirming that education is a key determinant of livelihoods.** At the national level, the rate of returns ranges from 15 percent for lower basic education to 87 percent for higher education. Higher education is the level that leads to remarkably high returns in all categories: 79 percent for male, 97 percent for female, 100 percent for those that work in the private sector and 101 percent in the services industry (Figure 5.6).





Figure 5.6 Rate of returns on education by level of education, gender, sector of employment and employer type

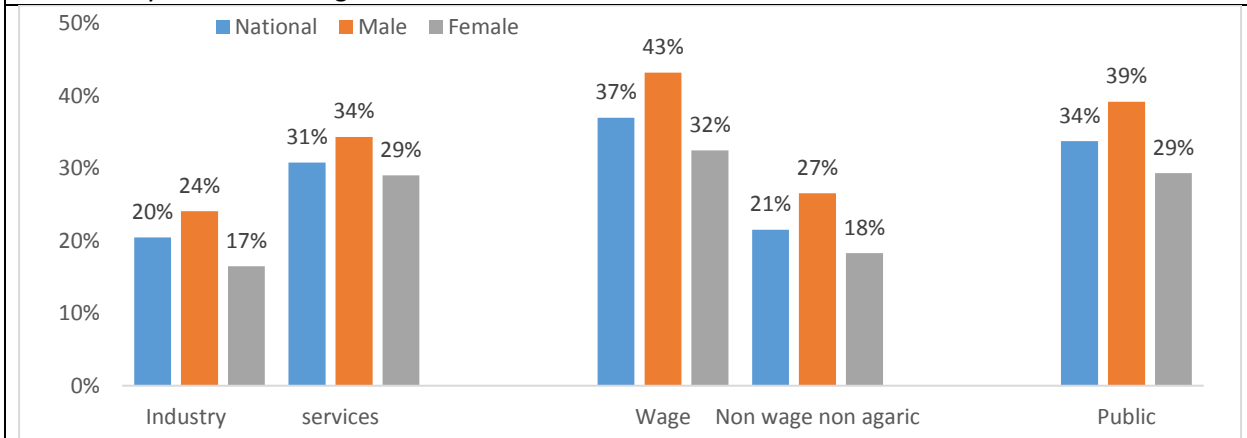


Source: Authors' estimations based on IHS 2015

8. **Lastly, education is a strong predictor of wage employment and employment in more productive sectors.** It increases the chances of employment in sectors with high returns, and gaining contract employment which offers greater stability (Figure ). An additional year of education increases the probability of working in wage employment and in non-wage-non-agriculture employment by 37 percent and 21 percent respectively. Similarly, an additional year of education increases the likelihood of working in industry and services by 20 percent and 31 percent respectively, compared to the agricultural sector. Additionally, differences in employment opportunities are found by gender and the sector of activity. For instance, a man with an additional year of education has a higher likelihood than a woman of finding employment in industry (7 percent more) and services (5 percent more). Relative to working in the private sector, an individual has a 34 percent greater chance of working in the public sector with an additional year of schooling. Women are 10 percent less likely than a man to be employed in the public sector.



Figure 5.7 Probability of employment in better return sector, employment type and employer for additional year of schooling



Source: Authors' estimations based on IHS 2015

### Cost-benefits Analysis

9. **The project aims to increase access and improve the quality of services delivery with more than 70 percent of the funding allocated to improving quality.** As such, the economic analysis attempts to capture the benefits of both access and quality, however, some of the benefits of the project, particularly those related to quality are not fully quantifiable. The benefits of the project are divided into three categories: access, quality of teaching and learning, and capacity building. The cost-benefit analysis only captures the economic benefit streams of the project beneficiaries realized in terms of lifetime earnings because of better learning, as well as the intermediate benefits of the interventions. Semi-tangible benefits are benefits that are mostly associated with the quality component of the project and they are estimated based on standard benefit findings from similar interventions in other countries. Overall, the cost benefit analysis uses two different approaches of benefit stream estimates--access and quality.

10. The first approach of the cost benefit analysis focuses on the access intervention aspects of the project. This section captures the benefits associated with construction of ECD centers, basic education level classrooms, and demand side interventions for onboarding out-of-school children in remote regions. It is worthwhile to mention that some of the investments affect both the quality and quantity aspects of the beneficiaries' outcomes, and should not be assumed as double counting the benefits. For example, constructing ECD centers not only contributes to school readiness at the start of primary schooling but it also increases the quality of school.

11. The second approach focuses on the impact of interventions on quality improvement. This examines both the direct and indirect impact of interventions. The impact of direct interventions looks at student learning improvement through the provision of learning materials, and learning assessments while the indirect channels of student learning improvement include curriculum development, incentivizing teachers in hardship areas, teachers training and ECD development. The analysis builds on various studies showing the relationship between education interventions and student learning outcomes



(mainly test scores)<sup>29</sup> and the impact of learning outcomes (particularly cognitive skills) on labor market outcomes (mainly earnings)<sup>30</sup>. The summary results of the relevant interventions to this project are presented below in detail.

12. The cost-benefit of access and quality are calculated separately, then combined to obtain the overall cost-benefit estimates which are weighted by the cost allocated to each category.

### ***General assumptions for cost-benefit analysis***

13. **To derive the cost-benefit analysis, the model makes several assumptions about the project, the associated costs (incremental and running costs) and benefits.** Since the analysis considers only quantifiable benefits and lowest scenarios of model assumptions, it is assumed that the internal rate of return (IRR) and NPV are the lower bound for the impact of the project under the base scenario. The sensitivity analysis looks forward to envision the potential benefits of the project. The benefits of quality related interventions are estimated based on various findings on the relationship of educational interventions and learning outcomes<sup>31</sup>, as well as learning outcomes and labor market outcomes<sup>32</sup>. The lower margins of the benefits of both access and quality are assumed to ensure the lower bound IRR and NPV for the project. The sensitivity analysis section will present better potential returns that the project could envision with effective implementation and system management. Below are key assumptions used for the lower bound IRR and NPV:

- Data: The 2015 IHS and EMIS data are used to estimate the number of beneficiaries, class size and STR.
- Age: ECD starting age is 3, primary school starting age is 7 and labor market entry age is 18 (to allow delayed entry and accommodate those who start school on time to complete secondary).
- Survival/retention: Although the project is expected to increase survival rates, the current survival rates are used for the lower bound of IRR and NPV (grade 6: 56.3 percent, grade 9: 42.9 percent, and grade 12: 23.9 percent).

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<sup>29</sup> The impact of intervention on learning outcomes is based on findings from an international expert interview on 40 education interventions. Ernesto Schiefelbein, Laurence Wolff, Paulina Schiefelbein, (1998): "Cost-Effectiveness of Education Policies in Latin America: A Survey of Expert Opinion". The authors have also extended this methodology to the English-speaking Africa countries, but it only captured six countries' experience. This analysis uses the broader coverage of the Latin American experience as the base scenario while the African experience is considered as part of the sensitivity analysis.

<sup>30</sup> There is body of literature on the impact of cognitive ability (as measured by test scores) on earnings (Patrinos and Sakellariou 2007; Green and Riddell 2001; Moll 1998; Glewwe 1996; Murnane 1995; Jolliffe (1998), Vijverberg (1999), Boissiere, Knight and Sabot (1985); Knight and Sabot (1990), and on average, incremental earning ranges from low 13 percent to 20 percent per one standard deviation o test score.

<sup>31</sup> As stated above, the analysis uses research by Schiefelbein et al. (1998 and 2007) on the impact of education interventions, and research findings on learning outcomes and labor market relationships from developing countries. Although average measures are used to calculate the base scenario estimates, the estimated values can be affected by country specific context, implementation efficiency and school management system which require alternative scenarios to validate the analysis as robust. For example, Schiefelbein et al.'s study shows that out of the 40 interventions assessed, a divergence of one standard deviation from the mean had an average impact of 10.3 percent on the learning outcome (test score). They further estimated the probability of adequate implementation of the intervention to be at 62.8 percent - leading to an overall actual impact of 6.5 percent (10.3\*62.8 percent).

<sup>32</sup> Findings from the labor market indicate that one standard deviation from the mean in cognitive skills (learning outcome or test score) results in 0.17 to 0.22 proportional increases in wages. Therefore, the ideal intervention with these profiles increase earnings by 1.1% (6.5 percent\*0.17) to 1.4 percent (6.5 percent\*0.22).



- Rates: A 15 percent discount rate is used (although the current lending rate is around 10 percent for lower bound of IRR and NPV), the inflation rate assumed for the project lifetime is 5 percent, the maintenance cost assumed for the life time of the construction is 5 percent. The 2015 official exchange rate is set at 43.4 GMD per USD and 5 percent inflation remains the same.
- Earnings: A wage rate is estimated for different levels of education and age, using the 2015 IHS—the earnings rate and cognitive skills remains the same over the lifetime of benefits, except for inflation adjustment.
- Employment: The probability of employment remains the same and is it is estimated by level of education using the 2015 IHS. Unemployment rate by level of education will remain the same although quality improvement might increase the chance of employment to take the lower bound of the benefits.
- Life span of the project: The beneficiaries of the project engage in the labor market for a period of 30 years except for those benefiting from capacity building. The schools provide services for 30 years in the base scenario.
- Associated/Incremental cost: Since the targeted intermediate and direct beneficiaries are school age children, there will be an opportunity cost associated with the quantifiable program benefits. Incremental spending incurred after the end of project is calculated based on public and household unit costs using data from the 2017 PER.
- Evidence from other countries: the probability of project implementation used is 62.5 percent, which is an average of 40 interventions in Latin America— this is assumed to be the lower bound, since The Gambia has very high capacity in project implementation based on the Bank engagements. The correlation between the intervention and cognitive skills (10) and the impact of the project (4.5 percent) are the average of 40 projects. Correlation between earning and cognitive skills were taken of the lowest bound of the range stated above (0.17 to 0.23).

14. Table 1 below presents the cost-benefit analysis results for the base scenario which is the lowest the project could achieve based on the strictest conservative assumptions. Both the internal rate of return and the net present value of costs and benefits of both access and quality related interventions of the project show that the project is economically viable. The present value of the overall project benefits is estimated to be US\$ 40.23 million while the present value of costs is estimated to be US\$ 25.08 million. The corresponding net present value (NPV) of the intervention benefits is US\$ 11.00 million. The internal rate of return (IRR) associated with this NPV is 17.5 percent. Although some benefits are not fully quantifiable to measure the total potential benefit of the project, the NPV of the quantifiable benefits are larger than the NPV costs, thereby strongly supporting investment on the project.

Table 5.1: Internal Rate of Return (IRR) and Net Present Value (NPV) in millions of USD

	Access	Quality	Total
IRR	15.7%	17.7%	17.5%
Discounted cost (present value of costs)	\$5.1	\$19.98	\$25.08
<b>O/w project cost</b>	<b>\$5.0</b>	<b>\$19.98</b>	<b>\$24.98</b>
<i>Maintained/incremental costs</i>	<i>\$1.3</i>	<i>\$.00</i>	<i>\$1.31</i>
<i>school fees (household and public)</i>	<i>\$.10</i>	<i>\$.00</i>	<i>\$.10</i>
Present value of incremental benefits	\$9.7	\$30.53	\$40.23



NPV	\$ .45	\$10.6	\$11.0
Benefit/cost ratio	1.9	1.5	1.6

Source: Authors' estimations based on IHS 2015 and EMIS

### Sensitivity Analysis

15. **The sensitivity analysis was conducted by changing key assumptions from the already defined assumptions used in the base scenario.** Given that the above IRR of the base scenario is generated based on strict conservative assumptions on the benefits, the sensitivity analysis shows the improvement in the access and quality of education that could result from a better implementation and management of the project under two scenarios. To come up with these scenarios, we relax certain assumptions on the benefits and costs associated with the sustainability of facilities and other key parameters. Table 2 summarizes the key assumptions which have been relaxed, table 3 and table 4 present the results of the second-best and first-best scenarios of the simulation models considered for the sensitivity analysis. The cost benefit analysis was re-estimated by changing the main parameters, leading higher NPV and IRR under a second-best scenario and a first-best scenario (table 3 and 4). The results of the sensitivity analysis imply that the project could achieve more if successfully implemented and well managed.

Table 5.2 Summary of the key assumptions considered for the sensitivity analysis

Sensitivity parameter	base scenario	second-best scenario	first-best scenario
Probability retention/survival			
LBS	56.3	61.93	68
UBS	42.9	47.19	51
SSS	23.9	26.29	29
Maintenance rate	5%	3%	1%
Discount rate	15%	12%	10%
Probability of employment			
LBS	80%	88%	96%
UBS	75%	83%	90%
SSS	75%	83%	90%
Higher	75%	83%	90%
Probability of implementation of the project	63%	70%	80%
Life span of the building	30	40	50
Years in the labor market	30	40	50
Class size			
Basic education-60 classrooms	50	60	70
ECD 20 centers	100	120	140
ECD 41 annexed class	50	60	70

Source: Authors' estimations based on IHS 2015 and EMIS



Table 5.3 Net Present Value (NPV) in millions of USD and Internal Rate of Return (IRR) based on second-best scenario in table 6.5

	Access	Quality	Total
IRR	19.4%	19.5%	19.5%
Discounted cost (present value of costs)	\$5.54	\$21.26	\$26.80
<i>O/w project cost</i>	\$5.32	\$21.26	\$26.58
<i>Maintained/incremental costs</i>	\$1.10	\$0.00	\$1.10
<i>school fees (household and public)</i>	\$0.22	\$0.00	\$0.22
Present value of incremental benefits	\$22.30	\$68.91	\$91.21
NPV	\$8.63	\$47.65	\$56.28
Benefit/cost ratio	4.0	3.2	3.3

Source: Authors' estimations based IHS 2015 and EMIS

Table 5.4 Net Present Value (NPV) in millions of USD and Internal Rate of Return (IRR) based on first-best scenario in table 6.5

	Access	Quality	Total
IRR	23.3%	21.4%	21.6%
Discounted cost (present value of costs)	\$5.98	\$22.19	\$28.17
<i>O/w project cost</i>	\$5.55	\$22.19	\$27.74
<i>Maintained/incremental costs</i>	\$0.47	\$0.00	\$0.47
<i>school fees (household and public)</i>	\$0.44	\$0.00	\$0.44
Present value of incremental benefits	\$51.64	\$134.79	\$186.44
NPV	\$29.29	\$112.60	\$141.89
Benefit/cost ratio	8.6	6.1	6.3

Source: Authors' estimation based on IHS2015 and EMIS

### Fiscal Sustainability Analysis

16. **The financial sustainability of the project depends primarily on the government's capacity to support the education sector in a sustainable manner.** The aim of the intervention is to increase access to ECD and basic education as well as improving the quality of teaching and learning. Much of the project's funding (71.4 percent) is allocated to the quality improvement and capacity building, which has minor implication on the fiscal space of the government. In addition, the project will not jeopardize the government budget because the proposed incremental costs are manageable under the government fiscal space. Both GDP and education spending as a share of GDP are expected to increase based on the projection in table 5 below, implying the strong commitment of the government towards the education sector. Therefore, the project is in line with the government's priority and manageable by the fiscal space of the current budget framework. As such, sustainability of the project is not at risk.

Table 5.5 Projection of Government Resources for Education Expenditure

Assumptions	2015	2016e	2017f	2018f	2019f	2020f
Nominal GDP (millions of Dalasi)	38,581	42,252	47,164	52,403	57,789	63,565



Total Government Revenue (% of GDP)	21.6	20	22.9	24.1	24	23.6
Domestic Revenue (% of GDP)	17.6	16.7	15.2	16.9	17.6	18.2
Government Expenditure (% of GDP)	29.7	29.8	29.8	28.2	25.9	25.4
Government spending on education (% of GDP)	3.2%	3.2%	3.2%	3.3%	3.4%	3.5%
Total education spending (millions of dalasi)	1,221	1,333	1,521	1,739	1,977	2,242
Allocation of education spending by level						
ECD	4.2%	4.4%	4.5%	4.5%	4.6%	4.6%
Primary	43.9%	44.6%	45.4%	45.9%	46.3%	46.3%
Lower Secondary	23.2%	22.4%	22.0%	21.8%	21.8%	21.9%
Senior secondary	14.3%	13.8%	13.5%	13.2%	13.0%	12.9%
Higher Education	14.5%	14.8%	14.8%	14.6%	14.4%	14.2%