REPORT NO.: RES43182

RESTRUCTURING PAPER

ON A

PROPOSED PROJECT RESTRUCTURING

OF

GUINEA-BISSAU: THE QUALITY EDUCATION FOR ALL PROJECT

APPROVED ON JULY 31, 2018

TO

THE REPUBLIC OF GUINEA-BISSAU

EDUCATION

AFRICA WEST

Regional Vice President:	Ousmane Diagana
Country Director:	Nathan M. Belete
Regional Director:	Dena Ringold
Practice Manager/Manager:	Meskerem Mulatu
Task Team Leader(s):	Emily Elaine Gardner

ABBREVIATIONS AND ACRONYMS

DGE	Directorate of General Education (*Direcção Geral do Ensino*)
DGRH	Directorate General of Human Resources (*Direcção Geral de Recursos Humanos)*
EMIS	Education Management Information System
FM	Financial Management
GEPASE	Department of Planning and Statistics (*Gabinete de Estudos, Planeamento, e Avaliação do Sistema Educativo*)
GPE	Global Partnership for Education
GRM	Global Redress Mechanism
IAI	Interactive Audio Instruction
IGE	General Inspection in Education (*Inspecção Geral em Educação*)
INDE	National Institute for Education Development (*Instituto Nacional para o Desenvolvimento da Educação*)
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
PASEC	Program in Support of Education Systems of CONFEMEN Countries (*Programme d'Appui aux Systems Educatifs des Pays de la CONFEMEN*)
PIU	Project Implementation Unit
SDI	Service Delivery Indicator
SIP	School Improvement Plan
SMC	School Management Committee
SORT	Systematic Operations Risk Rating Tool
TA	Technical Assistance

BASIC DATA

Product Information

Project ID	Financing Instrument
P160678	Investment Project Financing
Original EA Category	Current EA Category
Not Required (C)	Not Required (C)
Approval Date	Current Closing Date
31-Jul-2018	31-Oct-2023

Organizations

Borrower	Responsible Agency
The Republic of Guinea-Bissau	The Ministry of Education and Higher Education

Project Development Objective (PDO)

Original PDO

The Project Development Objective is to improve the teaching and learning environment in grades 1-4 in targeted schools in Guinea-Bissau.

Summary Status of Financing (US$, Millions)

Ln/Cr/Tf	Approval	Signing	Effectiveness	Closing	Net Commitment	Disbursed	Undisbursed
IDA-D3640	31-Jul-2018	03-Oct-2018	21-Dec-2018	31-Oct-2023	10.70	2.29	8.44
TF-A7392	11-Jul-2018	03-Oct-2018	21-Dec-2018	31-Oct-2023	4.30	.63	3.67

Policy Waiver(s)

Does this restructuring trigger the need for any policy waiver(s)?
No

I. PROJECT STATUS AND RATIONALE FOR RESTRUCTURING

A. Project Status

1. **Overall.** The Quality Education for All Project in Guinea-Bissau (*Projeto Educaçao de Qualidade para Todos – PEQT)* is comprised of two grants totaling US$15 million: US$10.7 million financed by the International Development Association (IDA) and US$4.3 million financed by the Global Partnership for Education (GPE). The project development objective (PDO) is to improve the teaching and learning environment in grades 1-4 in targeted schools in Guinea-Bissau. The five targeted regions are Bafatá, Bissau, Cacheu, Oio, and Quinara. As of November 2020, the project had disbursed US$2.34 million (15.6 percent of the total). Implementation progress has been slower than expected and these delays have been mainly due to: (i) political instability; (ii) teacher strikes during the 2018/19 school year which closed most of the schools; (iii) the COVID-19 global pandemic; and (iv) delays in establishing the project implementation unit (PIU) for education. As a result of these challenges, the project ratings for achievement towards the PDO and implementation progress have both been *Moderately Unsatisfactory* over the past year. At this stage, the project is significantly off-track and highly unlikely to successfully achieve the targets set out in the project's original design.

2. **Relevancy.** The project aims to help the Ministry of Education improve learning outcomes and reduce learning poverty in primary education in Guinea-Bissau. The PDO and activities supported by the project continue to be closely aligned with the Government of Guinea-Bissau's priorities for the education sector and are also closely linked to the World Bank's Country Partnership Framework for Guinea-Bissau FY18-FY21. Guinea-Bissau has one of the lowest performing education systems in the world, further complicated by the ongoing political instability as well as pervasive teacher strikes which have, at times, paralyzed the education system. The existing education system has also struggled to respond to the crisis created by the COVID-19 global pandemic and related forced school closures. There is an urgency to accelerate as quickly as possible the development of distance learning programs, such as the Interactive Audio Instruction (IAI) program, already included in the Project's original design. Additionally, any support to help the Government implement the new Teacher Career Law and try to prevent further teacher strikes should be prioritized.

3. **Progress.** Over the past year, significant progress has been made, including the establishment of a strong PIU to support implementation and the adoption of a national policy on School Management Committees (SMCs). However, as a result of implementation delays, many key activities have not yet been launched and progress toward the achievement of targets for all of the PDO-level indicators are currently off-track. The time remaining for project implementation is insufficient to achieve all of the PDO-level and intermediate indicator targets. However, by simplifying the project design, reducing the number of separate activities, making adjustments in the design of the teacher training program due to COVID-19, and including a 12-month extension, the PDO could still be achievable. A summary of key activities, accomplishments and challenges facing each component are summarized below.

4. **Component 1 - Strengthen School-Based Management Practices and Empower Communities.** This component aims to improve the teaching and learning environment in targeted schools by: (i) encouraging greater community participation in school management; (ii) providing fiscal resources at the school-level; and (iii) strengthening the inspectorate system in order to monitor and strengthen school performance.   This component includes three subcomponents: (1.1) Establishment of SMCS; (1.2) School Grants Program; and (1.3) School Inspection and System Monitoring and Evaluation. As of November 2020, only the policy and manual regarding SMCs had been completed. Travel restrictions for the international consultant required to design the flow of funds and procedures for the

school grants has kept this activity from advancing and the work to develop the template for School Improvement Plans (SIPs) has not yet to begun. The purchase of the motorcycles required to support the inspectorate system has also been stalled due to issues related to higher-than-expected costs and the lack of available providers.

5. **Component 2 - Improve the Quality of Instruction**. Component 2 aims to improve the teaching and learning environment in grades 1-4 by supporting activities focused on the successful implementation of the new curriculum in public primary schools. This component includes four subcomponents: (2.1) Teacher Certification; (2.2) In-service Teacher Training; (2.3) Interactive Audio Instruction (IAI); and (2.4) Learning Materials for the New Curriculum for Grades 1-4. Nearly all activities related to Component 2 are dependent on the new curriculum in grades 1-4 being ready to be piloted. Turnover in leadership at INDE (*Instituto Nacional para o Desenvolvimento da Educação*) and delays in finalizing these materials have prevented activities under subcomponents 2.2-2.4 from advancing as originally planned. Over the past several months, the University of Minho has been urgently providing additional TA to complete the manuals. The pilot materials for grade 1 are now ready and grades 2 – 4 will be ready in the next few months; the pilot of the new curriculum in at least grade 1 will begin in January 2021. Due to new social distancing requirements and limitations on international travel, it has been necessary to modify the original design of the face-to-face in-service teacher training sessions. The project will now support using distance learning platforms to deliver these trainings. The other challenge related to Component 2 relates to teacher strikes. While the project initially planned to support teacher certification for pre-service teachers, pervasive teacher strikes lead to a change in priorities to focus first on the successful implementation of the new Teacher Career Law. If the frequency of teacher strikes are not reduced and classrooms do not actually include teachers, it is highly unlikely that the teaching and learning environment in schools will improve. With the support of the project, the Ministry of Finance and Ministry of Education began to implement the new Teacher Career Law in 2019. Due to these efforts, the 2019/20 school year started with nearly no teacher strikes. However, significant support will continue to be needed to put in place systems and procedures to support this massive teacher policy reform.

6. **Component 3- Strengthen Education Sector Management Capacity.** Component 3 aims to improve the overall functioning of the education system by increasing the availability of data to guide decision-making and by strengthening the overall capacity of the Ministry of Education. Activities under this component are organized into two subcomponents: (3.1) Sector Studies; and (3.2) Project Management. With the establishment of the PIU, the overall performance of Component 3 has improved significantly and every activity for Component 3 that was part of the work plan and budget for November 2019-June 2020 was met in full. However, several of the sector studies are delayed and there is a need to reduce the number of activities and support the collection of basic education data particularly for the five regions targeted by the Project (Bafatá, Bissau, Cacheu, Oio and Quinara). There is no new data on the number of schools, teachers, students, etc. since 2015. This lack of data is creating a serious bottleneck and preventing the Ministry from adequately planning and implementing activities under the other two components.

7. **Financial Management (FM).** FM has been continuously rated as *Moderately Satisfactory*. All FM staff for the PIU specific to education have been recruited, the accounting software has been set-up, and the external auditors have been recruited. The required Interim Financial Reports have systematically been submitted on-time and quality of the reports is improving. The first audit report was submitted in July 2020 without qualifications.

8. **Procurement**. Procurement is currently rated as *Moderately Satisfactory*. The majority of the delays in procurement are due to: (i) limited capacity to prepare terms of reference; and more recently (ii) travel restrictions and identifying available international firms in the context of COVID-19. For some key issues, such as printing learning materials, it was agreed that the Project Procurement Strategy Document will be updated. Given the considerable

implementation challenges, procurement of key activities has been delayed. In order to help improve implementation, the number of different activities and contracts required will be reduced with this restructuring.

B. Rationale for Restructuring

9. **Changes in Context.** This Level 2 restructuring aims to improve project performance by simplifying the project's original design and aligning the project with the current context in Guinea-Bissau. Project implementation has been slower than expected and many activities are off track due to the above-mentioned challenges and changes in context since Project approval, mainly: (i) political instability; (ii) teacher strikes; and (iii) the COVID-19 global pandemic. The high turnover in government leadership and continuous changing of key counterparts, coupled with the limited capacity of technical staff, has caused delays in implementation; teacher strikes in 2018/2019 caused schools to shut down across the country and an almost complete paralysis of the education system; and in March 2020 schools were once again closed due to the COVID-19 global pandemic. As of November 2020, the schools have reopened but there is the possibility that they may close again due to an increasing number of cases of COVID-19.

10. **Simplifying and Making Adjustments to the Project's Original Design**. In order to improve project performance and increase the likelihood of achievement of the PDO, this restructuring includes the following: (i) a reduction in the number of different project activities in order to focus on those activities expected to have the greatest impact on the teaching and learning environment; (ii) simplification of the results framework to account for the weak monitoring and evaluation (M&E) system and lack of data; (iii) an extension of the closing date in order to provide sufficient time to complete all key project-supported activities and to increase the chances of successfully achieving the PDO; (iv) adjustments in the design of key activities like the teacher training program and use of technology to account for the new context related to COVID-19; and (v) a reallocation of funds across components to account for financing gaps partially due to under-costed activities and the repayment of the Project Preparation Advance (PPA) for the West Africa Region Fisheries Project (see Restructuring Paper from November 2019- Report No. RES39210.)[1]

II. DESCRIPTION OF PROPOSED CHANGES

11. **Proposed Changes.** The proposed restructuring includes: (i) changes to components and costs; (ii) an extension of 12 months; (iii) a revised implementation schedule and disbursement estimates; (iv) changes to the results framework; and (v) changes to the overall risk rating. The proposed restructuring does not include any changes to the PDO, safeguards category, or a reallocation of resources between disbursement categories.

12. **Changes in Components and Costs**. As explained above, the restructuring does however include a reallocation of resources across components to: (i) ensure greater focus on activities identified as most crucial to successfully achieving the PDO; (ii) modify activities to address challenges related to the COVID-19 global pandemic; and (iii) address financing gaps. Further details on all proposed changes in activities by component and costs are described below summarized in Tables 1 and 2.

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[1] In November 2019, a first restructuring of PEQT was processed to enable the Government of Guinea-Bissau to make payment on a Project Preparatory Advance for expenditures totaling US$644,000 made against the West Africa Region Fisheries Project which was canceled by World Bank management.

a. *Component 1.* The project will continue to support: (i) the new policy and manual for SMCs as well as the training of key government stakeholders (subcomponent 1.1); and (ii) the School Inspection unit with the purchase of motorcycles for the inspectors in the five regions targeted by the project in order to ensure the routine monitoring and supervision of school-level activities (subcomponent 1.3). However, the school grants program (subcomponent 1.2) will be canceled given the elevated risks and complexities in establishing and monitoring this program, especially in light of the current context. As a result of the cancelation of the school grants program, the scope and financing allocated to subcomponents 1.1 and 1.3 will also be reduced as the establishment of the SMCs and school grants programs will no longer be included and inspection will no longer need to verify this program.

b. *Component 2.* Component 2 activities were designed to be carried out as part of the Ministry of Education's efforts to introduce a new school curriculum in grades 1-4. Of all of the activities under the Project, Component 2 activities are the most critical to improve the quality of the teaching and learning environment and to achieve the PDO. As such, the restructuring includes a greater emphasis and reallocation of funds from Component 1 to Component 2. Under subcomponent 2.1 (Teacher Certification), the planned support for teacher certification will be replaced by new activities to support implement the new Teacher Career Law, including: (i) communication campaigns; (ii) an improved human resource management database; and (iii) and establishment of procedures and instruments for conducting effective teacher evaluations. Subcomponent 2.2 (In-service Teacher Training) will also receive additional funds in order to equip the five teacher training institutes with needed technology to support distance-learning given COVID-19 restrictions. Subcomponent 2.3 (Interactive Audio Instruction) will remain unchanged. Finally, additional funds will be reallocated to subcomponent 2.4 (Learning Materials for the New Curriculum) in order to address a financing gap and fully support the printing of all new materials related to the new curriculum (i.e. student manuals, student workbooks, teacher guides, etc.) for both the pilot and the expansion to all schools in the five regions targeted by the Project. (The original costs allocated to this subcomponent were underestimated given that the materials were still being developed. Now that drafts of the new curriculum and associated materials have been finalized, the costs for printing and distribution can more accurately be estimated.)

c. *Component 3.* Component 3 will largely remain the same, however some sector studies under subcomponent 3.1 will be canceled and a greater focus will be placed on: (i) ensuring the availability of reliable basic education statistics on an annual basis for at least the five regions targeted by the Project; (ii) measuring levels of student achievement both in 2021 and 2024 to be able to determine a realistic baseline and impact of project interventions; and (iii) creating better working conditions in key departments within the Ministry of Education to better support Project implementation.

Table 1. Changes in Cost Estimates by Subcomponent

	Original Budget	Actual Expenditures (until 9/2020)	Planned Expenditures (after 9/2020)	New Budget
	15,000,000	661,840	13,694,160	15,000,000
COMPONENT 1 - School Management	**3,860,000**	*125,553*	*460,447*	**586,000**
1.1 Establishment and Training for SMCs	2,300,000	*53,218*	*157,782*	211,000
1.2 School Grants	800,000	-	-	-

1.3 School Inspection/M&E	760,000	*72,335*	*302,665*	375,000
COMPONENT 2 - Quality of Instruction	**7,850,000**	*102,567*	*10,877,433*	**10,980,000**
2.1 Teacher Certification (Policies/ECD)	350,000	*37,060*	*462,940*	500,000
2.2 In-service Teacher Training	3,260,000	*65,507*	*3,844,493*	3,910,000
2.3 Scripted Lessons and IAI	3,000,000	*-*	*3,000,000*	3,000,000
2.4 Learning Materials for New Curriculum	1,240,000	*-*	*3,570,000*	3,570,000
COMPONENT 3 - Education Sector Mgt Capacity	**2,790,000**	*433,720*	*2,356,280*	**2,790,000**
3.1 Sector Studies	1,190,000	*-*	*700,000*	700,000
3.2 Project Management	1,600,000	*433,720*	*1,656,280*	2,090,000
CONTINGENCY	**500,000**	*-*	*644,000*	**644,000**

13. **Extension of Project Closing Date/Revised Implementation Schedule**. The proposed restructuring includes a 12-month extension of the current closing date from October 31, 2023 to October 31, 2024. Given the initial delays in implementation, it is no longer possible to implement the project and reach the PDO in the existing timeframe. A revised implementation plan which takes into account delays during the first two years of implementation, all existing and newly proposed activities, and the planned 12-month extension can be found in Annex 1. Adding another year is essential to be able to implement both the pilot and expansion of the new curriculum and conduct the required learning assessments and measure improvements for both the teachers and students included under the project. As shown, an additional 12-months will allow achievement of the PDO and all remaining activities to be implemented in full.

14. **Revised Disbursement Estimates**. Based on the revised implementation schedule and cost estimates prepared jointly by the World Bank and the Government, yearly estimates for the remainder of the project (including the proposed additional 12-months) have been calculated. The revised disbursement estimates take into account actual expenditures to date, and the revised implementation plan for each project activity including the proposed 12-month extension. (See revised disbursement estimates by component in Section IV and by subcomponent in Annex 2.)

15. **Changes to the Results Framework**. The result framework needs to be modified to reflect: (i) changes in project activities, particularly under Component 1; (ii) limitations in the existing M&E system; and (iii) updated figures and data from the Ministry of Education on the estimated number of beneficiaries and average number of teachers per schools the five regions targeted by the project. All of the proposed changes are summarized in Table 3. (While the results framework automatically generated from the portal shows all indicators being revised, this is only due to the change in all indicator end target dates to reflect the planned extension.)

Table 2. Summary of Proposed Changes in Activities by Subcomponent

Original Description	Original Cost Estimate	Proposed Changes	Revised Cost Estimate
Component 1. Strengthen School-Based Management Practices and Empower Communities			
1.1 Establishment of School Management Committees (SMCs). This subcomponent supports: (i) development and adoption of a	$2,300,000	This subcomponent will continue to support (i) the development and adoption of a national SMC policy and manual. However,	$211,000

national SMC policy and manual; (ii) establishment of SMCs through ongoing support and training provided by local NGOs; and (iii) carrying out community sensitization campaigns.		training will be limited to Ministry officials at the central and regional levels. Training by local NGOs and community sensitization campaigns will no longer be directly supported.	
1.2 Schools Grants Program. This subcomponent supports building the capacity of SMCs to develop simple School Improvement Plans (SIPs) and providing financial resources to schools through school grants.	$800,000	To be canceled due to the elevated risks related to monitoring the school grants under the new context.	$0
1.3 School Inspection and System M&E. This subcomponent supports the inspection system to be able to implement: (i) routine monitoring and supervision of school-level activities; (ii) offer pedagogical support to teachers; (iii) monitor the use of school resources including textbooks and other learning materials; (iv) ensure timely delivery of school-level data; and (v) provide support to SMCs in the development and implementation of their SIPs.	$760,000	The project will continue to support the inspection system but the scope has been reduced to only include the 5 regions targeted by the project. In these regions, the project will support the purchase of motorcycles and training for inspectors to be able to: (i) conduct regular monitoring and supervision of school-level activities; (ii) offer pedagogical support to teachers; and (iii) monitor the use of school resources including textbooks and other learning materials.	$375,000
Total for Component 1	**$3,860,000**		**$586,000**
Component 2. Improve the Quality of Instruction			
2.1 Teacher Certification. This subcomponent supports the development of a system for teacher certification in order to harmonize the system for teacher training and clarify aspects of the "Carreira Docente."	$350,000	Instead of supporting teacher certification, this subcomponent will now support implementation of the new Teacher Career Law. This includes: (i) a communication campaign; (ii) the development of a database to manage human resources; and (iii) the development of instruments/procedures to conduct evaluations for in-service teachers.	$500,000
2.2 In-service teacher training. This subcomponent supports training teachers to be able to effectively implement the new curriculum in grades 1-4. The project will finance: (i) operational costs of the training; (ii) costs to hire the *Universidade de Minho* to support INDE to develop the training program, conduct training sessions and administer the pre-/post-tests; and (iii) printing training materials.	$3,260,000	No changes to key activities. (Additional funds allocated to accommodate design changes due to COVID-19 including: (i) purchase of equipment at the 5 teacher training centers and tablets for training participants; and (ii) the development of an online learning platform for the teacher training program.)	$3,910,000
2.3 Scripted teaching lessons and IAI. This subcomponent uses the roll-out of the new curriculum to introduce an IAI program to guide/complement instruction in Portuguese and Mathematics. The project will finance: (i) TA to develop a detailed program design document for the IAI program; (ii) TA to oversee the development of the 200 teaching scripts, train INDE staff, hire voice actors/musicians, and develop simple teacher training materials; (iii) costs to rent studio space to record the lessons via	$3,000,000	No changes.	$3,000,000

digital editing equipment; and (iv) the purchase of solar powered radios and other equipment.			
2.4 Learning materials for the new curriculum in grades 1-4. This subcomponent supports: (i) the printing and delivery of the new teacher guides and student manuals developed as part of the new curriculum; (ii) school kits that support literacy and numeracy skills in grades 1-4; and (iii) TA to develop a textbook policy and dissemination plan.	$1,240,000	No changes to key activities. (Additional funds allocated to cover a financing gap related to printing the new curriculum.)	$3,570,000
Total for Component 2	**$7,850,000**		**$10,980,000**
Component 3. Strengthen Education Sector Management Capacity			
3.1 Sector Studies. This subcomponent supports activities to improve the availability of data in order to guide reforms, improve efficiency, and monitor education quality. This includes: (i) a school mapping exercise; (ii) a national learning assessment in grades 2 and 5; (iii) an adapted Service Delivery Indicator (SDI) survey; and (iv) the creation of an online portal for the Ministry of Education.	$1,190,000	Based on current priorities, this subcomponent will now support: (i) a learning assessment of grade 2 students in regions targeted by the project (2021) in addition to a nationally representative learning assessment of grades 2 and 5 (2024); and (ii) an annual rapid survey to collect basic education statistics. The project will no longer support the adapted SDI survey or the online portal. (Due to fiscal constraints, the school mapping will continue but be financed under a new GPE grant.)	$700,000
3.2 Project Management. This subcomponent will finance the costs associated with management of the project and the additional expertise to be recruited. Costs include salaries for PIU staff, external auditors, other M&E costs, operating costs (i.e., rental space, transportation, utilities, and basic IT equipment), and training activities for Ministry of Education staff.	$1,600,000	No changes to key activities. This subcomponent will continue to support the PIU and other operational costs including an additional year of implementation. It will also support the purchase of equipment/ internet/ vehicles for key departments to create better working conditions to improve project implementation.	$2,090,000
Total for Component 3	**$2,790,000**		**$2,790,000**
Contingency	**$500,000**		**$644,000**
GRAND TOTAL	**$15,000,000**		**$15,000,000**

Table 3. Revised Project Results Framework – Indicators, Targets, and Definitions

PDO Indicators	Original Target	Revised Target	Comments
Percentage of recipient schools executing school grants according to school improvement plans	70%	Deleted	Removed due to cancellation of related activities under Component 1.
Percentage of teachers who received in-service training under the project with improved content knowledge in Portuguese and Mathematics	70%	No change	
Percentage of grade 2 students in targeted schools with improved content knowledge in Portuguese and Mathematics	60%	No change	
Net enrollment rate in grade 1 in targeted regions (female)	41% (41%)	Deleted	The only project-related activity expected to have a direct impact on student enrollment was the community sensitization activities. Attribution of the other project activities is weak.
Number of Direct Project Beneficiaries • Percentage of which are female • Students benefitting from direct interventions to enhance learning	105,854 50% New	77,090 47% 73,408	The target number of beneficiaries has decreased due to: (i) cancellation of the school grants and removal of beneficiaries from community schools in Oio and Bafatá; and (ii) the most recent data on the average number of teachers per school being 6 not 8 teachers. The number of female students in grades 1-4 is 49% while the percentage of inspectors, teachers, etc. which are female are all significantly less. Hence, this target has been reduced slightly to 47%. The sub-indicator tracking the number of students benefitting has been added as a mandatory corporate indicator.
Intermediate Indicators	**Original Target**	**Revised Target**	**Comment**
Component 1			
Development and adoption of school management committee policy and manual	Yes	No change	
Number of school management committees established (disaggregated by region)	459	Deleted	Removed due to cancellation of related activities under Component 1.
Percentage of school management committees supported by the Project where 30 percent of the members are female	80	Deleted	Removed due to cancellation of related activities under Component 1.
Number of schools with approved school improvement plans	459	Deleted	Removed due to cancellation of related activities under Component 1.
Number of schools receiving school grants (annually)	459	Deleted	Removed due to cancellation of related activities under Component 1.

Number of school inspectors' visits to targeted schools in Oio and Bafatá	3,744	2,024	School inspection visits were originally focused on supporting the school grants program. This indicator has been modified to account for the removal of the schools grants and to focus the measurement of visits to support implementation of the new curriculum and in all 5 regions targeted by the project (not just Oio and Bafatá). The target includes at least two visits per year to the 10 schools in the pilot – 40 visits; and two visits per year to the 496 public primary schools in the expansion –1,984.
Component 2			
National teacher certification processes/procedures established	Yes	Yes	To reflect the change in activities under Component 2.1, this indicator will measure the establishment of the national teacher evaluations processes/procedures instead of the teacher certification system.
Evaluation of teachers' using the new school curriculum in grades 1-4 in the pilot completed	Yes	No change	
Number of in-service teachers in grades 1-4 trained in the new curriculum and IAI Teachers recruited or trained • Teachers recruited or trained (female #)	3969 New	2976 535	Restated as "Teachers recruited or trained" to directly align with the required corporate indicator. There is no current data on the number of teachers in the targeted schools. The original estimate assumed an average of 8 teachers per school for grades 1-4. A recent data set indicates that the average number of teachers per school in the 5 regions targeted by the project is 6 not 8. Hence, the target has been revised assuming 6 teachers on average in 496 public primary schools. According to this same dataset, 18% of primary school teachers in these regions are female.
Number of IAI lessons in grades 1 and 2 in Portuguese and Math developed	200	No change	
Number of primary schools with grades 1-4 using the new curriculum and IAI	496	No change	
National textbook policy and dissemination plan adopted	Yes	No change	
Learning materials for the new curriculum delivered to all public primary schools with grades 1-4 in targeted regions	Yes	No change	
Number of textbooks purchased and distributed to targeted schools	297,600	Deleted	There is no current data available on the number of students in targeted schools. Given the size of some of the new textbooks, they may also be divided into separate books. Without knowing the number of students or the number of textbooks per grade, it is not possible to determine a realistic target for this indicator. Since there is already an indicator which measures the delivery of learning materials to the schools, it is suggested that this indicator be dropped.

Component 3			
Completion of school mapping and costed plan for expansion of primary schools	Yes	Deleted	Removed due to cancellation of related activities under Component 3 of the existing project.
Education statistics in the 5 project regions available annually	New	Yes	Added to ensure the collection of basic data needed to support implementation of project.
PASEC II learning assessment in grades 2 and 5 conducted and results disseminated	Yes	No change	
Implementation of adapted Service Delivery Indicators (SDI) survey during the Project	Yes	Deleted	Removed due to cancellation of related activities under Component 3.
Establishment of online portal and key education information (i.e., national policies, laws, statistics, etc.) publicly available	Yes	Deleted	Removed due to cancellation of related activities under Component 3.
Percentage of total grievances received through the GRM established under the project which are addressed	75%	No change	

16. **Changes in the SORT and Risk Rating.** The original overall risk rating for the project was <u>high</u>. During implementation, there have been a number of mitigation measures taken to reduce the level of risk and improve the likelihood of the project being able to be successfully implemented. As agreed with the Country Management Unit, with the removal of high risk activities like the school grants program, making further adjustments that account for weak implementation capacity and high turnover in governments, it is proposed to reduce the overall risk rating from high to substantial. COVID-19 is introducing a number of new unforeseen risks. While not all of these new risks can be addressed, this restructuring also makes key changes to the Project design to enable activities to proceed in a new context of social distancing and limitations in the ability of TA to travel internationally. A summary of the original risk ratings, mitigation measures and the proposed new ratings are provided in Table 4.

Table 4. Updated SORT and Rationale for Reduced Risk Rating

Risk Type	Original Risk Description/Rating	Risk Mitigation Action/New Rating
Political and governance	**High:** The country continues to experience a difficult political environment with frequent changes in government and on-going tensions between parties. These short-lived governments make it difficult to ensure the leadership and stability required to oversee significant legislative and policy reforms.	**Substantial:** Due to high levels of turnover, the Project is recruiting additional external TA to be based at the Ministry of Education in the key departments supported by the Project. They are expected to provide technical support and some continuity between governments.
Macroeconomic	**Substantial:** The narrow focus of the economy on cashews makes the macroeconomic base extremely vulnerable to shocks. Financing in the education sector is already low and the inability of the state to pay teachers will paralyze the system.	**Substantial:** Close coordination and policy dialogue with the Ministry of Finance and Ministry of Education has led to being able to implement the new Teacher Career Law, pay salary in arrears for teachers, and increase the amount of financing to education substantially. However, the new fiscal challenges introduced by COVID-19 are putting at risk the sustainability of these increases in budgetary resources.

Sector strategies and policies	**Substantial:** In 2017, a new Education Sector Plan (ESP) was finalized and broadly endorsed by the Government donor community. The Project interventions align directly with the priorities and objectives outlined in this plan. Although, due to political instability, often the implementation of strategies is particularly weak with no monitoring to oversee implementation. Collaboration between the Ministry and donor community will be maintained throughout implementation through regular local education group meetings and yearly joint sector reviews.	**Moderate:** The Project has been making strong efforts to ensure the local education group remains active despite the ongoing political instability. This has resulted in opportunities to discuss and broadly endorse new policies such as the new policy on SMCs, the Teacher Career Law, etc. Additionally, the World Bank team has recently helped the Government conduct a Joint Sector Review and prepare a new costed action plan for 2021. As a result the sector is becoming less fragmented and donor support more harmonized to support broadly endorsed policies to govern the sector.
Technical design/ Institutional capacity	**Substantial/High:** Capacity within the Ministry of Education is weak and it is often difficult to recruit technical specialists due to the remoteness of the country and language barriers.	**Moderate:** The Bank recruited a local Education Analyst to provide on-going support throughout implementation. This in-country presence has been essential to provide continuity, and harmonize efforts with other donors. However, the context for implementation has become increasingly complicated. This restructuring reduces the number of activities and the scope of the project to account for implementation challenges and weak capacity within the Ministry.
Fiduciary	**Substantial:** Weak human resource capacity, unclear institutional and policy frameworks, and a lack of proper regulations. The risk is particularly an issue for the school grants given weak accountability mechanisms.	**Moderate:** A PIU to oversee all fiduciary aspects of the project has been established and the financial management team is comprised of staff with significant experience managing other World Bank projects. However, the planned school grants program would have required close monitoring and support which is not possible in the current context. Hence this activity is to be dropped.
Environmental and social	**Low**	**Low:** This is a Category C Project and the impact of the Project is expected to be positive from both an environmental and social standpoint.
Stakeholders	**High:** Guinea-Bissau has a very politicized education system. One of the main stakeholders in the system are the Teachers Unions who frequently go on strike and ultimately paralyze the education system.	**Substantial:** Considerable efforts have been paid to ensure active participation and strong coordination with the Teachers Union. The change from teacher certification to supporting implementation of the new Teacher Career Law will help to address Teacher Union concerns and prevent strikes. However, the strikes are not always directly related to issues directly under the control of the Ministry of Education. Hence, this risk still remains substantial and will continue to be closely monitored.
Others	**New:** COVID-19 is creating major disruptions in education sector due to forced school closures. Training of teachers, training of school management committees, reopening the school and implementation of the new curriculum all included meetings in large groups which is no longer permissible. Unfortunately the existing	**Substantial:** The Project is being restructured among other changes to include: (i) redesigned training activities to use distance learning platforms when possible; (ii) provide additional on-going full-time support as to require fewer small contracts for international TA. Despite these changes, the risk still remains elevated due to potential continued school

	infrastructure in Guinea-Bissau does not easily lend itself to distance learning programs. These risks put in jeopardy reaching all of the PDO indicators.	closures and difficulties providing support at a distance when international travel is not possible.
OVERALL	**HIGH**	**SUBSTANTIAL**

III. SUMMARY OF CHANGES

	Changed	Not Changed
Results Framework	✓	
Components and Cost	✓	
Loan Closing Date(s)	✓	
Disbursement Estimates	✓	
Overall Risk Rating	✓	
Implementation Schedule	✓	
Implementing Agency		✓
DDO Status		✓
Project's Development Objectives		✓
PBCs		✓
Cancellations Proposed		✓
Reallocation between Disbursement Categories		✓
Disbursements Arrangements		✓
Safeguard Policies Triggered		✓
EA category		✓
Legal Covenants		✓
Institutional Arrangements		✓
Financial Management		✓
Procurement		✓
Other Change(s)		✓
Economic and Financial Analysis		✓
Technical Analysis		✓
Social Analysis		✓

Environmental Analysis		✓

IV. DETAILED CHANGE(S)

COMPONENTS

Current Component Name	Current Cost (US$M)	Action	Proposed Component Name	Proposed Cost (US$M)
1. Strengthen School-Based Management Practices and Empower Communities	3.86	Revised	1. Strengthen School-Based Management Practices and Empower Communities	0.59
2. Improve the Quality of Instruction	7.85	Revised	2. Improve the Quality of Instruction	10.98
3. Strengthen Education Sector Management Capacity	2.79	Revised	3. Strengthen Education Sector Management Capacity	2.79
4. Contingency	0.50	Revised	4. Contingency	0.64
TOTAL	**15.00**			**15.00**

LOAN CLOSING DATE(S)

Ln/Cr/Tf	Status	Original Closing	Revised Closing(s)	Proposed Closing	Proposed Deadline for Withdrawal Applications
IDA-D3640	Effective	31-Oct-2023		31-Oct-2024	28-Feb-2025
TF-A7392	Effective	31-Oct-2023		31-Oct-2024	28-Feb-2025

DISBURSEMENT ESTIMATES

Change in Disbursement Estimates
Yes

Year	Current	Proposed
2019	544,662.10	202,567.00
2020	1,264,065.90	1,451,335.00

2021	2,501,018.00	2,573,500.00
2022	3,152,915.50	5,872,500.00
2023	3,237,338.50	2,707,500.00

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating at Approval	Current Rating
Political and Governance	● High	● Substantial
Macroeconomic	● Substantial	● Substantial
Sector Strategies and Policies	● Substantial	● Moderate
Technical Design of Project or Program	● Substantial	● Moderate
Institutional Capacity for Implementation and Sustainability	● High	● Moderate
Fiduciary	● Substantial	● Moderate
Environment and Social	● Low	● Low
Stakeholders	● High	● Substantial
Other		● Substantial
Overall	● High	● Substantial

Results framework

COUNTRY: Guinea-Bissau
Guinea Bissau: The Quality Education for All Project

Project Development Objectives(s)

The Project Development Objective is to improve the teaching and learning environment in grades 1-4 in targeted schools in Guinea-Bissau.

Project Development Objective Indicators by Objectives/ Outcomes

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
To improve the teaching and learning environment in grades 1-4 in targeted schools								
Percentage of recipient schools executing school grants according to school improvement plans (annually) (Percentage)		0.00	0.00	40.00	50.00	60.00	70.00	70.00
Action: This indicator has been Marked for Deletion								
Percentage of teachers who received in-service training under the project with improved content knowledge in Portuguese and Mathematics (Percentage)		0.00	0.00	0.00	0.00	50.00	50.00	70.00
Action: This indicator has been Revised								
Percentage of grade 2 students in targeted schools		0.00	0.00	0.00	0.00	0.00	60.00	60.00

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	**2**	**3**	**4**	**5**	
with improved content knowledge in Portuguese and Mathematics (Percentage)								
Action: This indicator has been Revised								
Net enrollment rate in grade 1 in targeted regions (Percentage)		31.00	31.00	31.00	33.00	37.00	41.00	41.00
Action: This indicator has been Marked for Deletion								
Net enrollment rate in grade 1 in targeted regions (female) (Percentage)		31.00	31.00	31.00	33.00	37.00	41.00	41.00
Action: This indicator has been Marked for Deletion								
Number of Direct Project Beneficiaries (Number)		0.00	0.00	0.00	0.00			77,090.00
Action: This indicator has been Revised								
Percentage of which are female (Percentage)		0.00	15.00	15.00	20.00	47.00	47.00	47.00

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	**2**	**3**	**4**	**5**	
Action: This indicator has been Revised								
Students benefitting from direct interventions to enhance learning (Number)		0.00	0.00	0.00	1,480.00	1,480.00	73,408.00	73,408.00
Action: This indicator is New								

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	**2**	**3**	**4**	**5**	
Component 1: Strengthen School-Based Management Practices and Empower Communities								
Development and adoption of school management committee policy and manual (Yes/No)		No	Yes	Yes	Yes	Yes	Yes	Yes
Action: This indicator has been Revised								
Number of school management committees established (disaggregated by region) (Number)		0.00	110.00	220.00	459.00	459.00	459.00	459.00
Action: This indicator has been Marked for Deletion								

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Number of school management committees in Oio (Number)		0.00	50.00	100.00	231.00	231.00	231.00	231.00
Action: This indicator has been Marked for Deletion								
Number of school management committees in Bafata (Number)		0.00	60.00	120.00	228.00	228.00	228.00	228.00
Action: This indicator has been Marked for Deletion								
Percentage of school management committees supported by the Project where 30 percent of the members are female (Percentage)		56.00	70.00	80.00	80.00	80.00	80.00	80.00
Action: This indicator has been Marked for Deletion								
Number of schools with approved school improvement plans (Number)		0.00	0.00	110.00	220.00	459.00	459.00	459.00
Action: This indicator has been Marked for Deletion								

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Number of schools receiving school grants (annually) (Number)		0.00	0.00	110.00	220.00	459.00	459.00	459.00
Action: This indicator has been Marked for Deletion								
Number of school inspectors' visits to targeted schools (Number)		0.00	0.00	0.00	20.00	40.00	1,032.00	2,024.00
Action: This indicator has been Revised								
Component 2: Improve the Quality of Instruction								
National teacher evaluation tools and processes/procedures established (Yes/No)		No	No	No	No	No	Yes	Yes
Action: This indicator has been Revised								
Evaluation of teachers' using the new school curriculum in grades 1-4 in the pilot completed (Yes/No)		No	No	Yes	Yes	Yes		Yes
Action: This indicator has been Revised								
Number of in-service teachers in grades 1-4 trained in the new		0.00	88.00	176.00	1,664.00	3,969.00	3,969.00	3,969.00

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
curriculum and IAI (Number)								
Action: This indicator has been Marked for Deletion								
Teachers recruited or trained (CRI, Number)		0.00	0.00	0.00	60.00	60.00	2,976.00	2,976.00
Action: This indicator is New								
Teachers recruited or trained - Female (RMS requirement) (CRI, Number)		0.00						535.00
Action: This indicator is New								
Number of IAI lessons in grades 1 and 2 in Portuguese and Math developed (Number)		0.00	0.00	0.00	50.00	100.00	200.00	200.00
Action: This indicator has been Revised								
Number of primary schools with grades 1-4 using the new curriculum and IAI (Number)		0.00	0.00	0.00	10.00	10.00	496.00	496.00
Action: This indicator has been Revised								

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	**2**	**3**	**4**	**5**	
National textbook policy and dissemination plan adopted (Yes/No)		No	No	No	No	Yes	Yes	Yes
Action: This indicator has been Revised								
Learning materials for the new curriculum delivered to all public primary schools with grades 1-4 in targeted regions (Yes/No)		No	No	No	No	Yes	Yes	Yes
Action: This indicator has been Revised								
Number of textbooks purchased and distributed to targeted schools (Number)		0.00	0.00	0.00	148,800.00	297,600.00	297,600.00	297,600.00
Action: This indicator has been Marked for Deletion								
Component 3: Strengthen Education Sector Management Capacity								
Completion of school mapping and costed plan for expansion of primary schools (Yes/No)		No	No	Yes				Yes
Action: This indicator has been Marked for Deletion								
Basic education statistics for 5 regions targeted by		No	No	No	Yes	Yes	Yes	Yes

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	**2**	**3**	**4**	**5**	
the project available annually (Yes/No)								
Action: This indicator is New								
PASEC II learning assessment in grades 2 and 5 conducted and results disseminated (Yes/No)		No	No	No				Yes
Action: This indicator has been Revised								
Implementation of adapted Service Delivery Indicators (SDI) survey during the Project (Yes/No)		No	No	No	No	No	Yes	Yes
Action: This indicator has been Marked for Deletion								
Establishment of online portal and key education information (i.e., national policies, laws, statistics, etc.) publically available (Yes/No)		No	No	No	Yes	Yes	Yes	Yes
Action: This indicator has been Marked for Deletion								
Percentage of total grievances received through the GRM established under		0.00	40.00	55.00				75.00

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	**2**	**3**	**4**	**5**	
the project which are addressed (Percentage)								
Action: This indicator has been Revised								

Annex 1. Revised Implementation Schedule

		20	2021				2022				2023				2024		
	ACTIVITY	T4	T1	T2	T3	T4	T1	T2	T3	T4	T1	T2	T3	T4	T1	T2	T3
CEGB	Finalize CEGB manual	■	■														
	Train Ministry officials from DGE and IGE and all 9 Regional Directorates of Education		■	■													
Inspection/M&E	Purchase and deliver 90 motorcycles	■	■														
	Conduct school visits and overall M&E				■	■	■	■	■	■	■	■	■	■	■	■	■
Teacher Career Law	Communications campaign		■	■													
	Conduct diagnosis of the needs of the database for human resources		■	■													
	Develop the database for human resources				■	■											
	Develop tools and procedures for teacher evaluations						■	■	■								
	Train Ministry officials to conduct teacher evaluations										■	■	■				
New Curriculum (Teacher Training and Learning Materials)	Purchase tablets and equipment for the teacher training centers and print grade 1 school manuals for the pilot	■															
	Finalize contract with the Universidade do Minho	■															
	Implement training during monthly teacher planning sessions for pilot schools	■	■	■	■	■											
	Pilot - Create curriculum, administer pre-tests and implement 1st week of teacher training	■															
	Pilot - Implement the new curriculum in grade 1		■	■													
	Pilot - Create curriculum and implement 2nd week of teacher training			■	■												
	Define textbook policy and procurement and dissemination plan				■	■	■										
	Pilot - Print student manuals for grades 1-4				■												
	Pilot - Create curriculum and implement 3rd week of teacher training				■	■											
	Pilot - Implement the new curriculum in grades 1-4					■	■	■									
	Pilot - Create curriculum, implement 4th week of teacher training and administer post-tests							■									
	Incorporate feedback to draft manuals and print manuals for grades 1-4 in the expansion							■	■								
	Purchase kits, shelves, equipment for IAI for expansion schools								■	■							
	Implement training during monthly teacher planning sessions for expansion schools										■	■	■	■	■	■	
	Expansion - Implement pre-test for teachers and 1st week of teacher training									■							
	Expansion - Implement the new curriculum in grades 1-4										■	■	■	■	■	■	
	Expansion - Implement 2nd and, 3rd weeks of teacher training											■	■				
	Expansion - Implement 4th week of teacher training and administer post-tests														■		
Interactive Audio Instruction (IAI)	Finalize contract with firm to develop IAI program	■															
	Develop lessons for grade 1 (50 - Mathematics; 50 - Portuguese)		■	■	■												
	Develop lessons for grade 2 (50 - Mathematics; 50 - Portuguese)				■	■	■										
	Train grade 1 and 2 teachers in expansion schools on IAI program										■	■			■		
	Implement IAI program in expansion schools										■	■	■	■	■	■	

The World Bank

Guinea Bissau: The Quality Education for All Project (P160678)

		20	2021				2022				2023				2024		
	ACTIVITY	T4	T1	T2	T3	T4	T1	T2	T3	T4	T1	T2	T3	T4	T1	T2	T3
PASEC	PASEC I - Recruit technical assistance	■															
	PASEC I - Prepare instruments/sample for grade 2 students and teachers in 5 regions of the project		■														
	PASEC I - Administer the assessment (May)			■													
	PASEC I - Analyze the data and publish and disseminate final report				■	■											
	PASEC II - Recruit technical assistance												■				
	PASEC II - Prepare instruments/national sample for grade 2 and 5 students and teachers													■	■		
	PASEC II - Administer the assessment (May)															■	
	PASEC II - Analyze the data and publish and disseminate final report																■
Education Statistics	Prepare instruments with SMS tools	■															
	Administer survey	■			■			■					■				
	Validate data and conduct field visits		■			■			■					■			
Project Management	Update the Project Implementation Manual	■															
	Submit Interim Financial Report	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
	Submit external audit report				■			■				■				■	
	Submit annual work plan and budget	■			■				■			■					
	Submit semi-annual progress report		■		■		■		■			■		■			
	Prepare final project report															■	■

Annex 2 . Revised Disbursement Estimates until October 31, 2024 (in USD)

	New Estimated Total	2019	2020	2021	2022	2023	2024
	15,000,000	202,567	1,451,335	2,573,598	5,872,500	2,707,500	2,192,500
COMPONENT 1 - School Management	586,000	-	172,335	413,665	-	-	-
1.1 Establishment and Training for SMCs	211,000	-	100,000	111,000	-	-	-
1.3 School Inspection/M&E	375,000	-	72,335	302,665	-	-	-
COMPONENT 2 - Quality of Instruction	10,980,000	102,567	35,000	1,549,933	5,412,500	2,297,500	1,582,500
2.1 Teacher Certification (Policies/ECD)	500,000	37,060	-	112,940	225,000	125,000	-
2.2 In-service Teacher Training	3,910,000	65,507	-	551,993	1,057,500	1,392,500	842,500
2.3 Scripted Lessons and IAI	3,000,000	-	-	700,000	780,000	780,000	740,000
2.4 Learning Materials for New Curriculum	3,570,000	-	35,000	185,000	3,350,000	-	-
COMPONENT 3 - Education Sector Mgt Capacity	2,790,000	100,000	600,000	610,000	460,000	410,000	610,000
3.1 Sector Studies	700,000	-	-	275,000	75,000	75,000	275,000
3.2 Project Management	2,090,000	100,000	600,000	335,000	385,000	335,000	335,000
CONTINGENCY	644,000	-	644,000	-	-	-	-