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Report No: PAD3576

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT
ON

A PROPOSED GRANT
IN THE AMOUNT OF SDR 260.6 MILLION
(US\$356.0 MILLION EQUIVALENT)

AND

A PROPOSED CREDIT
IN THE AMOUNT OF US\$444.0 MILLION

TO THE

DEMOCRATIC REPUBLIC OF THE CONGO

FOR AN

EMERGENCY EQUITY AND SYSTEM STRENGTHENING IN EDUCATION PROJECT

MAY 28, 2020

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective April 30, 2020)

Currency Unit = US\$

US\$1 = SDR 0.73185012

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

ACCELERE	<i>Accès, Lecture, Retention et Redevabilité</i> (Access, Reading, Retention, and Accountability)
BCC	Behavior Change Campaign
BG	<i>Bureau Gestionnaire</i> (School Management Office)
CERC	Contingent Emergency Response Component
CGPMP	<i>Cellule de Gestion des Projets et des Marchés Publics</i> (Project and Public Procurement Management Unit)
COGES	<i>Conseils de Gestion</i> (Management Councils)
COPA	<i>Comités des Parents d'Elèves</i> (Parent Committees)
COVID-19	Coronavirus Disease 2019
CPF	Country Partnership Framework
CSO	Civil Society Organization
CTA	<i>Cellule Technique d'Appui</i> (Technical Assistance Unit)
DAF	<i>Direction des Affaires Financières</i> (Administrative and Financial Department)
DHS	Demographic and Health Survey
DIFORE	<i>Direction de la Formation de l'Enseignant</i> (Teacher Training Directorate)
DIGE	<i>Direction d'Information de Gestion de l'Education</i> (Education Management Information Directorate)
DIPROSEC	<i>Direction Provinciale du SECOPE</i> (SECOPE Provincial Directorate)
DLI	Disbursement Linked Indicator
DLR	Disbursement Linked Result
DPO	Development Policy Operation
DRC	Democratic Republic of Congo
DRH	Department of Human Resources
DRM	Domestic Resource Mobilization
DSA	Debt Sustainability Analysis
DSF	Debt Sustainability Framework
DTE	Decentralized Territorial Entity
EEP	Eligible Expenditure Program
EGMA	Early Grade Math Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ESCP	Environmental and Social Commitment Plan
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESS	Environmental and Social Standards
FBO	Faith Based Organization
FM	Financial Management
FMIS	Financial Management Information Systems
FMS	Financial Management Specialist
FSP	Free Schooling Policy

GBV	Gender Based Violence
GDP	Gross Domestic Product
GPE	Global Partnership for Education
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
HBS	Household Budget Survey
HCI	Human Capital Index
HR	Human Resources
HRM	Human Resource Management
IBM	Iterative Beneficiary Monitoring
IDA	International Development Association
IFR	Interim Financial Report
IGF	<i>Inspection Générale des Finances</i> (General Inspectorat of Finances)
IMF	International Monetary Fund
IPF	Investment Project Financing
IPP	Primary Provincial Inspector
IRR	Internal Rate of Return
IT	Information Technology
IVA	Independent Verification Agency
LMP	Labor Management Procedures
M&E	Monitoring and Evaluation
MEPST	<i>Ministère de l'Éducation Primaire, Secondaire, et Technique</i> (Ministry of Primary, Secondary and Technical Education)
MFMod	Macro-Fiscal Model
MICS	Multiple Indicators Cluster Survey
MOB	<i>Ministère de Budget</i> (Ministry of Budget)
MOF	<i>Ministère des Finances</i> (Ministry of Finance)
MTEF	Medium Term Expenditure Framework
NGO	Non-Governmental Organization
NP	<i>Non Payé</i> (Unpaid)
NPF	New Procurement Framework
NPV	Net Present Value
NU	<i>Nouvelle Unité</i> (New Unit)
OHS	Occupational Health and Safety
PAQUE/ EQUIP	<i>Projet d'Amélioration de la Qualité de l'Éducation</i> (Education Quality Improvement Project)
PARSE	<i>Projet d'Appui à la Réforme du Secteur de l'Éducation</i> (Education Sector Support Project)
PCT	Project Coordination Team
PDO	Project Development Objective
PEFA	Public Expenditure and Financial Accountability
PEMFAR	Public Expenditure Management and Financial Accountability Review
PEQPESU	<i>Projet d'Éducation pour la Qualité et la Pertinence des Enseignements aux niveaux Secondaire et Universitaire</i> (Quality and Relevance of Secondary and Tertiary Education)
PER	Public Expenditure Review

PFM	Public Financial Management
PIM	Project Implementation Manual
PCT	Project Coordination Team
POC	Provincial Oversight Committee
PPSD	Project Procurement Strategy for Development
PROFIT	DRC Strengthening PFM and Accountability (P145747)
PROVED	<i>Province Educationnelle</i> (Provincial Education Directorate)
PRRAP	Public Service Reform and Rejuvenation Project (P122229)
PS	Procurement Specialist
RBF	Results Based Financing
RCF	Rapid Credit Facility
RF	Results Framework
RFP	Request for Proposals
SC	Steering Committee
SCD	Systematic Country Diagnostic
SEA/H	Sexual Exploitation and Abuse/ Harassment
SECOPE	<i>Service de Contrôle et de la Paie des Enseignants</i> (Service of Control and Pay of Teachers)
SEP	Stakeholder Engagement Plan
SG	Secretary General
SIGE	<i>Système d'Information de Gestion de l'Education</i> (Education Management Information System)
SMS	Short Message Service
SOE	Statement of Expenses
Sous-PROVED	<i>Sous Province Educationnelle</i> (Sub-Provincial Education Directorate)
SPACE	Permanent Secretariat of Support and Coordination of the Education Sector
SSA	Sub Saharan Africa
SSA	Smart Supervision App
STEP	DRC Eastern Recovery Project
STEP	Systematic Tracking of Exchanges in Procurement
TA	Technical Assistance
ToR	Terms of Reference
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WASH	Water, Sanitation, and Hygiene
WBG	World Bank Group
WPB	Work Program and Budget



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name		
Congo, Democratic Republic of	DR Congo Emergency Equity and System Strengthening in Education		
Project ID	Financing Instrument	Environmental and Social Risk Classification	Process
P172341	Investment Project Financing	High	Urgent Need or Capacity Constraints (FCC)

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input checked="" type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input checked="" type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input checked="" type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	

Expected Approval Date	Expected Closing Date
11-Jun-2020	31-Dec-2024

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The Project Development Objective is to lower the burden of school fees on households and increase access to primary schooling in the selected provinces; and to strengthen core education systems.



Components

Component Name	Cost (US\$, millions)
Component 1: Enabling Free Access for All	410.00
Component 2: Laying the Foundations for Quality	290.00
Component 3: Strengthening Systems for Results	100.00

Organizations

Borrower: Democratic Republic of the Congo
 Implementing Agency: Ministere de l'Education Primaire, Secondaire, et Technique (MEPST)

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	4,212.00
Total Financing	4,212.00
of which IBRD/IDA	800.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	800.00
IDA Credit	444.00
IDA Grant	356.00

Non-World Bank Group Financing

Counterpart Funding	3,412.00
National Government	3,412.00



IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Congo, Democratic Republic of	444.00	356.00	0.00	800.00
National PBA	444.00	356.00	0.00	800.00
Total	444.00	356.00	0.00	800.00

Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2021	2022	2023	2024
Annual	280	295	185	40
Cumulative	280	575	760	800

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Governance, Macroeconomics, Trade and Investment

Climate Change and Disaster Screening

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

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

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



8. Stakeholders	● Substantial
9. Other	
10. Overall	● High

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

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant



NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

Schedule 2, Section I.A.1(a), (i):

The Recipient shall vest the overall responsibility for the implementation of the Project in the MEPST, and to this end, shall, through the MEPST no later than fifteen (15) days from the Effective Date, or such later date as agreed by the Association, establish within SPACE, and thereafter maintain throughout Project implementation, a project coordination team with composition (including staff appointed, and/or selected in accordance with the Procurement Regulations), integrity, functions and responsibilities and resources acceptable to the Association and further described in the PIM, to be responsible for day-to-day management of the Project (including, but not limited to, the procurement, financial management and disbursement functions, and the environmental and social aspects of the Project).

Sections and Description

Schedule 2, Section I.A.1(a), (ii):

The Recipient shall vest the overall responsibility for the implementation of the Project in the MEPST, and to this end, shall, through the MEPST no later than one (1) month after the Effective Date, or such later date as agreed by the Association, select and hire and thereafter maintain within the PCT, a deputy coordinator and financial management and procurement specialists in numbers and under terms of reference acceptable to the Association and described in the PIM.

Sections and Description

Schedule 2, Section I.A.1(a), (iii):

The Recipient shall vest the overall responsibility for the implementation of the Project in the MEPST, and to this end, shall, through the MEPST no later than three (3) months after the Effective Date, or such later date as agreed by the Association, select and hire and thereafter maintain within the PCT a social and gender-based violence specialist(s) under terms of reference acceptable to the Association and described in the PIM.

Sections and Description

Schedule 2, Section I.A.1(b):

The Recipient shall no later than two (2) months after the Effective Date, or such later date as agreed by the Association, establish, and thereafter maintain throughout Project implementation, a steering committee (“Steering Committee”) with terms of reference, composition and powers acceptable to the Association and



defined in the PIM to provide overall strategic guidance and oversight and approve the Annual Work Program.

Sections and Description

Schedule 2, Section I.A.1(c):

The Recipient shall no later than six (6) months after the Effective Date, or such later date as agreed by the Association, establish in each of the Selected Provinces, a Project oversight committee (“Project Oversight Committee”) with terms of reference, composition and powers acceptable to the Association and defined in the PIM, to coordinate and oversee Project implementation in each of the Selected Provinces for the MEPST.

Sections and Description

Schedule 2, Section I.A.3:

The Recipient, through the MEPST, shall, no later than six (6) weeks after the effective Date, or such later date as agreed by the Association, prepare and adopt a manual acceptable to the Association (“Project Implementation Manual” or “PIM”); carry out the Project in accordance with the requirements set forth in the PIM; and not assign, amend, abrogate, or waive the PIM or any of its provisions, except with the prior written approval of the Association. In case of any conflict between the terms of the PIM and those of this Agreement, the terms and conditions of this Agreement shall prevail.

Conditions

Type

Disbursement

Description

Section III.B.1(b)(iii):

In the case of each DLR#2.2 and DLR#2.3: (1) the audit report of the EEP for the prior Recipient’s fiscal year confirming that, for a given year, at least 90% of primary school teachers, management offices and public primary schools in the Selected Provinces who are in the Recipient’s updated salary payment system have received their salaries or operating budgets, as the case may be, all under terms and conditions acceptable to the Association; and (2) the quarterly reconciliation reports under terms and conditions acceptable to the Association and as set forth in the PIM.



I. STRATEGIC CONTEXT

- 1. The Emergency Equity and System Strengthening in Education Project (ESSE) supports the sustained implementation of free primary schooling in the Democratic Republic of the Congo (DRC), which the Government began rolling out in September 2019.** The Project's objectives are to reduce poor households' spending on primary school fees and enroll additional children in primary school across ten selected provinces, and to strengthen core education and governance systems nationwide. These are critical foundations for reducing learning poverty in the DRC, which at 86 percent is among the highest rates globally. The Project will use a results-based approach through an investment project financing (IPF) with disbursement linked indicators (DLIs). Through a combination of DLIs and technical assistance, the Project will support the Government to (i) sustain free primary schooling by strengthening the teacher salary payments system, reforming local management systems, and putting in place measures to increase safety and inclusion in schools; (ii) lay the foundations for quality primary education by improving the school environment through an equitable school grants program and strengthening recruitment processes for new primary teachers and school directors; and (iii) improve education sector governance by strengthening critical data, human resources, and public financial management.
- 2. The unfolding Coronavirus Disease 2019 (COVID-19) pandemic, which has meant that all schools in the country have been closed until further notice, adds an urgency to the support this Project provides in terms of relief, recovery and building resilience in the system.** It provides relief by using a results-based modality that enables the Government to continue paying salaries to teachers and relieving households from the burden of school fees, thereby providing both teachers and households with a safety net. Second, it supports recovery by ensuring that access is free once the primary education system opens again, which is one of the main ways to limit the effects of the pandemic on children's education.¹ Government's preliminary estimates suggest that approximately 2.5 million additional children nationwide entered the public primary system immediately following the announcement of the free school policy (of which an estimated 95 percent come from poor households), bringing the total number of children in the public system to approximately 17 million nationwide.² In the ten target provinces, the Project will help to ensure the re-enrollment and retention of over nine million children once schools reopen. Furthermore, the Project will have a direct impact on reducing poverty. Pre-COVID-19 estimations suggest that that the immediate impact from the World Bank's engagement through this Project would lead to a two-percentage point reduction in poverty, translating into 1.5 million Congolese moving out of poverty. And lastly, the Project contributes to building the system's resilience in the long run with education sector governance reforms supported through DLIs.
- 3. The scope and scale of this Project builds on lessons learned from the World Bank's prior engagement in the primary education sector in the DRC.** In the past twenty years of World Bank engagement, free primary schooling has been attempted by the Government and supported through the Heavily Indebted Poor Countries (HIPC) initiative. In 2010, DRC achieved the completion point under HIPC (IDA provided debt relief amounting to US\$887 million in nominal terms over 20 years), with debt cancellation in exchange for a policy package that included a basic education strategy with a priority action plan. The strategy included concrete measures to reduce the direct cost of education to households and supported the successful implementation of public financial management (PFM) reforms which the Project will build upon. Although HIPC, together

¹ For example, in Sierra Leone, fees were waived to encourage more children to return to school after the 2014 Ebola crisis. This was a precursor to the eventual enactment of the country's free schooling policy starting in 2018 (Azzi-Huck et al 2016; De la Fuente et al 2019).

² Based on a rapid survey carried out by MEPST with the support of the World Bank.



with other development partner interventions and increased Government spending, led to modest, yet sustained, improvements in primary participation, parent contributions continued to be a major pillar of education financing and over one fifth of primary-school age children remained out of school. The main lessons learned are that a low tax-to-GDP ratio and a lack of political will to enact needed governance reforms translated into an inadequate allocation of resources for primary education and partial implementation of the free education strategy. This Project responds directly to the lessons learned by building on a government-led policy initiative and: (i) incentivizing system strengthening and sustainability through results-based financing that is adequate to cover short- to medium-term resource gaps; (ii) supporting a critical reform package that ensures transparent payment of teacher salaries and critical system strengthening in terms of accountability (data, human resources, PFM); (iii) providing extensive technical assistance to build the necessary capacity to support sustained transformation and implementation; and (iv) coordinating closely with a broader package of World Bank support (the proposed Public Sector Management, Service Delivery, and Transparency Development Policy Operation (P171580) and supporting Multisectoral Technical Assistance Project (P171762)) focused on increased domestic revenue mobilization and governance reforms.

A. Country Context

- 4. Despite being endowed with abundant natural resources, the DRC remains one of the poorest countries in the world, with extremely low levels of human development.** With a surface area the size of Western Europe, the third largest population in Africa, abundant mineral wealth, and largely untapped agricultural and hydropower stores, DRC is one of the most resource-rich countries in the world.³ Yet, in 2019, Gross Domestic Product (GDP) per capita was only US\$564, and an estimated 76.6 percent of the population lived in extreme poverty (on less than US\$1.90 per day).⁴⁵ DRC accounts for 7 percent of the total population of extreme poor globally and ranks third (after India and Nigeria) in terms of absolute number of extreme poor—about 62 million people. Human development indicators are exceedingly low: DRC is ranked 146th out of 157 countries on the 2018 Human Capital Index (HCI), and a child born today is only expected to obtain 4.7 learning-adjusted years of schooling. Climate change is likely to exacerbate these concerns as most agricultural production, which provides livelihoods for most of the population, is rainfed.
- 5. Political instability, poor governance, and the resulting lack of basic service delivery all contribute to limited development and persistent poverty.** DRC's turbulent history, including a prolonged civil war in the 1990s and continued active conflict in parts of the country, has prevented the establishment of stable institutions and constructive power coalitions, while at the same time allowing for elite capture of the country's abundant resources and fueling endemic corruption. In the 2018 Worldwide Governance Indicators, DRC's percentile ranking on voice and accountability was 7.39 (0 corresponds to the lowest rank and 100 to the highest), 5.77 on government effectiveness, 5.77 on regulatory quality, 2.88 on rule of law, and 3.85 on control of corruption. All ratings are significantly below the Sub-Saharan African (SSA) average. Political instability and poor governance are important contributors to DRC's pervasive lack of public service delivery. Only 34 percent of households live less than five kilometers from the nearest road; 15 percent of the population has access to electricity; and 52 percent of the population has access to clean drinking water.⁶ With an annual population

³ World Bank. 2018. Systematic Country Diagnostic.

⁴ World Bank. 2020. DRC Macro Poverty Outlook.

⁵ The most recent household survey was conducted in 2012. The World Bank is supporting the Government to carry out a new household survey under the DRC Statistics Development Project (P150148). Results of this new household survey are expected by 2021.

⁶ World Bank. 2018. Systematic Country Diagnostic.



growth rate of 3.2 percent, even maintaining these low levels of services is a challenge in the fragile context of DRC.

6. **Recent macroeconomic performance has been robust, but the COVID-19 pandemic implies substantial downside risks for the country's growth and fiscal outlooks.** Economic growth averaged 7.5 percent between 2010 and 2015 fueled by strong commodity prices and large inflows of international aid. But as COVID-19 spreads rapidly across the world and reaches the DRC, it is likely to affect growth and fiscal outcomes in a negative way, creating additional challenges for the fiscal sustainability of the Government's free education policy. Simulations suggest that COVID-19 is expected to hit DRC's economy hard with a projected contraction of 2.2 percent in the country's GDP in 2020 due to lower global demand for commodities, and a widening fiscal gap, reaching over US\$685 million, excluding budget support. In this context, the IMF disbursed a Rapid Credit Facility (RCF) in April 2020 (US\$363.3 million), representing 25 percent of DRC's quota, without conditionalities. This followed a first disbursement of another 25 percent of the quota (US\$368 million) in December 2019, which was made with conditionalities and a Staff Monitored Program (SMP) to be completed by the end of May 2020, which is unlikely. The African Development Bank is also committing US\$100 million budget support. The above-mentioned support can help DRC face the short-term additional challenges unfolding from the COVID-19 crisis. However, in the medium to long term, the authorities' efforts to boost domestic revenue mobilization, reprioritize non-essential public spending, and respect the parameters for the fiscal sustainability of the free education policy (e.g., keeping teacher salaries below US\$150/month and incorporating a manageable number of teachers in the payroll) will be paramount. Against this backdrop, and with the expected negative impact of the COVID-19 crisis on households' disposable income, the free education policy is timely as it provides both an implicit cash transfer to the poorest households and an implicit stimulus package from a macroeconomic perspective.
7. **After the first peaceful transition of power since independence, the new Government started implementing its top policy priority - free primary schooling - in September 2019. This is the first high-level political commitment to the education sector in four decades.** According to the DRC's constitution, primary education is compulsory and free in public schools, and the Government and development partners have been working to increase public financing of primary education since the early 2000s. While important progress was made, free primary schooling has never been achieved due to insufficient financing, limited political will, and weak governance.⁷ In particular, the most recent attempt to make primary education free in DRC, made as part of the HIPC completion point commitments, was not successful due to the Government's inability to adequately fund and effectively manage the initiative.^{8,9} The education system therefore remains heavily dependent on fees charged to households, who contribute about two thirds of total education spending in the DRC. As a result, free access to primary school is a pressing social and political issue, and the Government's policy commitment has created high expectations among the population. Unlike previous attempts to make

⁷ From an extremely low public education budget per student of about US\$4.45 in 2002, the Government has increased its financing with significant support from donors including the World Bank through Heavily Indebted Poor Countries Initiative (HIPC) financing and education sector projects. In particular, Heavily Indebted Poor Countries Initiative (HIPC) financing used for education (primary and secondary combined) averaged roughly \$5.40 per student per year in the 2003-2013 period. World Bank projects in the education sector provided an additional US\$2 per student per year in the 2007-2020 period. This support contributed to a steady increase in primary net enrollment rates, from 36.8 percent in 1999 to 51 percent in 2005 to 67 percent in 2012, to 78 percent in 2017.

⁸ IDA provided debt relief amounting to US\$887 million in nominal terms over 30 years, with debt cancellation in exchange for a policy package that included a basic education strategy with a priority action plan. Please see the Lessons Learned section for additional information.

⁹ Cassimon, et al. 2019. "From the Executive Board to the Classroom. What Debt Relief Means for Education in the Democratic Republic of the Congo (DRC)." *International Journal of Public Administration* (42) 14: 1175-1187.

Titeca, et al. 2013. "God and Caesar in the Democratic Republic of Congo: negotiating church-state relations through the management of school fees in Kinshasa's Catholic schools." *Review of African Political Economy* 40(135): 116-131.

World Bank. 2013. *DRC Economic Update*.

IMF. 2010. *Democratic Republic of the Congo: Enhanced Initiative for Heavily Indebted Poor Countries: Completion Point Document and Multilateral Debt Relief Initiative Paper*.



primary schooling free, this is the signature policy priority of the current administration; political commitment is strong at all levels including among key stakeholders such as teacher unions; bold steps have been taken to abolish fees, increase salaries, and bring qualified teachers working in the public system onto the payroll; and the financing and governance challenges have been clearly identified. Furthermore, about 2.5 million children have entered the system since free schooling was announced. These shifts in policy and action make this a critical opportunity to alter DRC's development trajectory.

8. **The Government of DRC is in urgent need of support to finance free primary schooling and strengthen the systems that are essential for successfully rolling out the policy.** Limited planning was done ahead of the September 2019 implementation of the policy, in part due to the seven-month delay in forming a Government. While the 2020 budget foresaw a doubling of education spending, domestic revenues will not increase rapidly enough to fully finance the additional costs in the short term and the economic impacts of COVID-19 are expected to significantly increase external financing needs. Moreover, the complex system of primary schooling and school fees that evolved over the past decades—as a result of the breakdown of the State and its inability to provide public services such as education—requires support to ensure that free schooling prioritizes the poor, builds on the sector's strengths and lessons from the past, and addresses sector inefficiencies. In parallel, assistance is needed to identify the resources that will fund the policy in the medium term through a combination of stronger revenue mobilization and improved governance to increase efficiency.
9. **The mounting health and economic impacts of the COVID-19 pandemic make the free schooling policy an even more critical priority to build the resilience of the Congolese society.** Experience with recent Ebola crises in the DRC and West African countries suggests that COVID-19 will have a long-term negative impact on human capital formation without strong and proactive countermeasures. Children lose substantial amounts of learning time while systems are closed, and many may be unable to re-enter when systems reopen due to household financial hardships that will grow during the crisis.¹⁰ Ensuring that access is free once education systems reopen is one of the main ways to keep children in the education system and limit the effects of the pandemic on human capital.^{11,12} In the interim, while schools remain closed as a containment measure, the Government has developed an education response plan to consolidate and diffuse radio, television, and internet content for students and teachers with the coordinated support of development partners.¹³ Moreover, support to the free schooling policy even when schools are closed is critical to guarantee teachers are being paid—thereby ensuring continued income for at least one segment of the population during a time when many others will be subject to significant loss of income and limited access to safety net measures that could stabilize livelihoods.

B. Sectoral and Institutional Context

10. **In 2018, approximately 17 million children were enrolled in primary education (public and private) in DRC across more than 53,000 schools staffed by 540,000 teachers.** The estimated net primary attendance rate

¹⁰ In Guinea and Sierra Leone, for example, the Primary Gross Enrollment Ratio in the year following school closures was two percentage points below what it had been in the year prior to school closures. UNESCO Institute for Statistics.

¹¹ For example, in Sierra Leone, fees were waived to encourage more children to return to school after the 2014 Ebola crisis. This was a precursor to the eventual enactment of the country's free schooling policy starting in 2018 (Azzi-Huck et al 2016; De la Fuente et al 2019).

¹² World Bank Education Global Practice COVID-19 Response Strategy. Rogers and Sabarwal. 2020.

¹³ The World Bank is supporting the adaptation and diffusion of radio and television content for pre-primary, primary, and secondary education (including technical-vocational) through its existing education projects.



was 78 percent, with over 4 million primary school-age children out of school.^{14,15} Participation varied across provinces, from 55 to 84 percent. The 2018 primary completion rate was 67 percent and learning poverty (the share of 10-year-olds who cannot understand a simple text) stood at 86 percent.¹⁶ Primary participation and completion rates do not vary between girls and boys, but significant gender differences emerge at the secondary level.

- 11. Education quality is low, and the DRC faces a learning crisis.** About 64 percent of fourth graders are unable to read a single word of a simple text in French, and 63 percent are unable to correctly answer a single multiplication problem.¹⁷ There are several major contributing factors to poor learning outcomes. First, many students face significant learning challenges before entering school—43 percent of children under five years of age are stunted.¹⁸ Second, learning materials and physical infrastructure are inadequate. For example, only 30 percent of second graders have a reading textbook, and only 9.8 percent have access to a clean latrine. Third, a very small minority of teachers masters the curriculum they are meant to be teaching and effective professional development is limited.¹⁹
- 12. Violence, sexual harassment, and abuse are prevalent.** According to a 2014 Demographic and Health Survey, 27 percent of women ages 15-49 reported having experienced sexual violence, among whom, 14.4 percent reported that the attack occurred before the age of 15. One percent reported that the perpetrator was a teacher.²⁰ The scarcity of female teachers is believed to contribute to this situation -- across all primary schools, only 29 percent of teachers are female.
- 13. About 84 percent of primary schools are publicly funded and are managed under two regimes: (i) *écoles conventionnées* and (ii) *écoles non-conventionnées*.** Conventienné schools account for 80 percent of public primary schools and are managed by faith-based organizations (FBOs) under a 1977 agreement. The agreement establishes that the State ‘organizes’ education and churches ‘manage’ the schools. The State defines the pedagogical programs, oversees quality, and pays personnel and operating costs. FBOs hire teachers and mobilize additional resources as needed, including for new infrastructure. They have their own administration and inspection services. Non-conventienné schools are managed directly by the Government. Both types of schools are supervised by administrative structures known as management offices (*bureaux gestionnaires* (BGs)). Private schools make up 16 percent of all primary schools and disproportionately serve the better-off (30 percent of their students come from the top quintile, and only 11 percent come from the bottom quintile).²¹
- 14. The primary education system’s heavy dependence on fees disproportionately burdens the poorest and most vulnerable households, and limits children’s access.** Annual cost per primary student in 2019 was US\$65, while public spending per primary student was about US\$25 (Figure 1). Households in the poorest quintile spend close to 10 percent of their per capita consumption on public primary school fees per child. As a result, primary students from the lowest quintile are expelled an average of 3.3 times per year for not paying

¹⁴ World Bank. 2018. Systematic Country Diagnostic; INS/UNICEF. 2019. DRC 2017-18 Multiple Indicator Cluster Survey.

¹⁵ Since September 2019, the Government estimates that about 2.5 million children have entered the system.

¹⁶ INS/UNICEF. 2019. DRC 2017-18 Multiple Indicator Cluster Survey.

¹⁷ Preliminary results of the EGRA and EGMA applied as part of the 9-province Service Delivery Indicator survey.

¹⁸ Demographic and Health Survey (DHS), 2014.

¹⁹ Data comes from a 9-province sample-based Service Delivery Indicator survey carried out under the PAQUE Project (P157922). Teacher mastery over the curriculum is defined as scoring at least 80 percent on an indirect assessment.

²⁰ In other words, of all women ages 15-49 in DRC, 3.9 percent report having experienced sexual violence before the age of 15, and 0.27 percent report having experienced sexual violence where the perpetrator was a teacher. The official ages for primary school attendance are 6-11 years old, but 22.6 percent of students are 12 years old or older (12.8 percent are 12 or 13 years old; 9.8 percent are 14 years or older) according to the 2012 Household Survey.

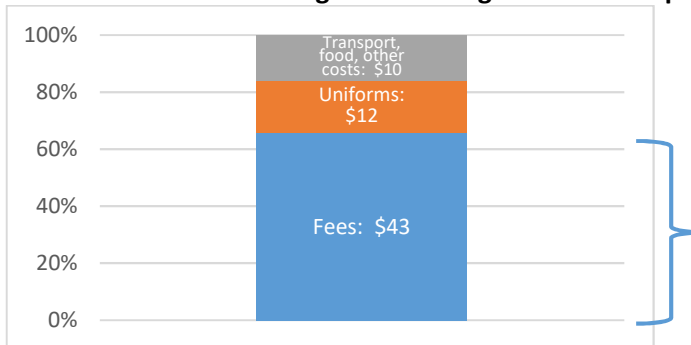
²¹ World Bank. 2015. *Public Expenditure Review of the Education Sector in the Democratic Republic of Congo*.



their fees on time and have a lower than average primary completion rate (62 percent). The cost of primary education is also cited as the main barrier to schooling by 64 percent of households with out-of-school children.^{22,23}

15. Prior to the free schooling policy, Government financing of the primary sector was insufficient and inequitably allocated. DRC’s public spending per primary student has been only 4.5 percent of GDP per capita in recent years, among the lowest in SSA (Figure 2); 40 percent of the overall education budget is allocated to primary education (US\$430 million). Over 80 percent of the 2019 budget of the Ministry of Primary, Secondary and Technical Education (*Ministère de l’Education Primaire, Secondaire, et Technique* – MEPST) was for salaries and other recurring expenditures. Prior to the policy, the Government financed salaries for an estimated 60 percent of public primary teachers, with the remainder financed by households. Operating grants were allocated to 74 percent of public primary schools, without regard for school size or needs. Limited public support to the sector is due, in part, to a 2014 moratorium invoked by MEPST on adding new entities to its payroll. This has resulted in three groups of teachers: (i) those recognized by the payroll system and paid; (ii) those who are in the payroll system but not paid (NPs); and (iii) those not yet recognized by the payroll system, who are in posts with or without official decrees (*nouvelles unités*: NUs). Teachers in the NP category started receiving their salaries soon after the announcement of the free schooling policy in September 2019, whereas up to 190,000 teachers may be in the NU category.²⁴ A similar situation exists for schools themselves, where as many as 13,000 may be NU and not receiving operating grants. For teachers and schools on the public payroll, Government funds were insufficient to cover costs. Prior to the free schooling policy, the monthly salary of a teacher was US\$80, and the monthly school operating grant was US\$30 (regardless of school size), leaving households to fund top-ups.

Figure 1: Average Household Spending per Primary Student



Sources: Estimations based on World Bank 2015; Cambridge Education 2017.

About 60 percent of fees are for:

- Teacher salaries: top-ups for paid teachers and full salaries for teachers not on the public payroll

Remainder of fees are for:

- Mandatory contributions to school and network operating costs, construction funds, FBO network operations
- Province and national fees for exams, identification, and services

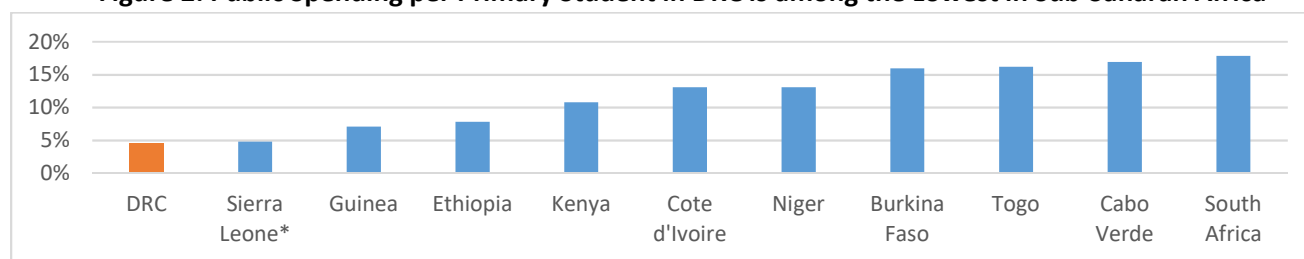
²² World Bank. 2016. *RDC Evaluation de la Pauvrete* (DRC Poverty Assessment)

²³ The World Bank. 2015. *Public Expenditure Review of the Education Sector in the Democratic Republic of Congo*.

²⁴ At Appraisal Stage, the Government was in the process of completing the identification process of NUs.



Figure 2: Public Spending per Primary Student in DRC is among the Lowest in Sub-Saharan Africa



Note: Data come from most recent year available since 2015. Sierra Leone data are from 2017, and the country has enacted its own free schooling policy. Source: World Development Indicators and staff estimates for DRC based on Ministry of Budget and DIGE data.

16. **The legal framework for education, based on the 2014 *Loi-Cadre (Framework Law)*, does not enable effective regulation of the school fee system.** MEPST and FBOs refer to the Framework Law to legitimize the collection of school fees. The law lays out a cost-sharing model in which household support can be solicited to meet specific school needs as a complement to public resources. However, its broad language has provided legal cover to justify deeply entrenched school fee practices.
17. **Management of the education system is weak, with a proliferation of administrative structures, but limited focus on the effectiveness and efficiency of support provided to schools.** BGs, charged with providing operational, financial, or pedagogical oversight and support to schools, have proliferated without adequate planning or funding. To illustrate: between 1990 and 2019, the number of schools increased 3.8 times and the number of teachers multiplied by 3.2, while the number of BGs multiplied by 6.3 and the number of administrative staff increased by a factor of 16.7.²⁵ These offices extract fees from the schools under their management to fund their operations and top up staff salaries.²⁶
18. **MEPST's two main management information systems - SECOPE and SIGE – have strengths but are inefficient and lack quality control.** While SECOPE (*Service de Controle de la Paie des Enseignants*, Teacher Payroll Service) verifies the presence of teachers and maintains the payroll list, its offices are overwhelmed with paper files; information transfers are sometimes delayed or lost; knowledge of official procedures is limited; and there is inadequate information technology capacity.²⁷ The verification system has some built-in controls, but there is no regular, independent audit of the SECOPE database. SECOPE staff has ballooned from 6,000 to 16,000 in the last four years, and local offices (*antennes*) have a minimum of 21 staff, irrespective of workload. Data from SIGE (*Système d'Information de Gestion de l'Education*, Education Management Information System) is used to produce the annual education statistical yearbook, which remains the main complete sectoral data source, particularly considering the moratorium preventing SECOPE from updating its rolls. The SIGE relies on a questionnaire that is manually administered, with centralized data entry and poor-quality control, resulting in irregular publication of data and with significant delay. There is limited access to and confidence in SIGE information, and it is generally not used for decision-making.
19. **Regarding financial management, the Government is making progress in addressing challenges linked to a misalignment between needs and priorities in budget planning and execution.** Management of the education system is officially decentralized, but sectoral financing remains centralized, hierarchical, and precarious in practice. Needs identified by MEPST are not aligned with financing allocated by the Ministry of

²⁵ ACCELERE!2. 2019. *Policy Brief Comment rationaliser les bureaux gestionnaires*.

²⁶ BG is a general term for all administrative structures of MEPST and FBO networks at the provincial and sub-provincial levels.

²⁷ PARSE Project 2011; Cambridge Education 2018.



Budget (*Ministère de Budget – MOB*), and holdups in providing information on funds availability lead to delays in preparing MEPST budget commitment plans. Lack of consistency in the nomenclature used in budget elaboration at different levels and an unclear application of standards further undermine budget planning. Irregular central transfers to the provinces and inadequate local revenue sources are an issue. Priority expenditures are salaries, which, in 2018, were executed at 102 percent, compared to budget execution rates of 0.2 percent for construction and 27 percent for equipment. Administrative and Financial Departments (*Direction des Affaires Financières - DAF*) were created in 2017 to improve budget planning, execution, and monitoring. A Procurement Unit and an Internal Audit Unit²⁸ have been set up at MEPST to strengthen budget execution and public procurement procedures. DAF-MEPST capacity is being bolstered, and in 2017, the DAF-MEPST prepared, for the first time, the budget through a participatory process.

- 20. Human resources are not well managed, with weak recruitment practices and low official salaries contributing to low service quality.** Teachers are hired without clear and consistent merit-based criteria. Schools generally hire teachers and then request they be added to the payroll, exacerbating the issue of unpaid teachers. Similarly, administrators, including school directors and sub-provincial managers, are often not recruited based on merit and clear job descriptions are often lacking. Official salaries are below the public sector average wage - an obstacle to attracting qualified and motivated teachers and a factor behind the fees paid by households.
- 21. A tradition of civic participation and existing local structures offer an opportunity to strengthen accountability in the management of the education system at the local level.** The parent committees (*comités des parents d'élèves - COPA*) aim to ensure parent and community participation in school management, while the management councils (*conseils de gestion - COGES*) seek to ensure management decisions for facilities are taken in consultation with representatives of parents, teachers, and students. Though these structures have their shortcomings, including generally weak management capacities, they are deeply embedded in the institutional structure of schools and offer opportunities for strengthening local accountability mechanisms.²⁹
- 22. The Government's free primary schooling policy faces a crisis.** The Government has taken strong measures to roll out this flagship policy through widespread communications; increasing and paying all teacher salaries and primary school operating grants on the payroll list; abolishing various service fees including salary contributions; and initiating the identification of posts and schools to be added to the payroll list. An estimated 2.5 million out-of-school children entered school in the 2019-20 school year. However, there has been inadequate planning and budgeting. A failure to continue implementation may trigger teacher strikes, system paralysis, and a massive withdrawal of children from schools.
- 23. The Government must fill a sizeable funding gap to successfully implement the free primary schooling policy.** Table 1 shows the cost of key policy elements for the next four years relating to: (1) teachers, with an increase in salaries from US\$80 to US\$150 per month, and payment of NU teacher salaries; (2) schools, with an increase in operating grants from US\$30 to US\$100 per month and funding grants for NU schools; and (3) existing BGs and their administrative staff, with an increase in salaries and operating budgets. Nationally, the total operating cost of free primary education is estimated at over US\$1.05 billion for the first full year of implementation (2021), which is equivalent to a 160 percent increase compared to 2019 public spending on primary education. In the short term, the Government plans to meet these costs through budget reallocation

²⁸ With support from the Public Service Reform and Rejuvenation Project (P122229) and the Strengthening PFM and Accountability Project (P145747).

²⁹ COGES/COPA have also been criticized for being co-opted. Reportedly 50 percent of COPA/COGES may receive financial compensation for their work which compromises their independence (Source: Cambridge Education 2017. The School Fees Landscape in the DRC)



and with financing from development partners. In the medium term, the increased costs will be sustained through an increase in domestic revenue mobilization.

Table 1: Estimated operating costs for free primary schooling (ten provinces; nationwide and project totals)

US\$ MLN	2020	2021	2022	2023
Teacher salaries	379	501	526	552
<i>Cost of government assuming full salary costs for paid teachers</i>	280	294	309	324
<i>Cost of bringing 190,000 teachers onto payroll starting June 2020</i>	98	207	217	228
School operating grants	25	30	32	33
<i>Cost of increased grants for paid schools</i>	20	21	22	24
<i>Cost of bringing 13,000 schools onto payroll starting June 2020</i>	4	9	9	10
BGs (cost of Government assuming salaries and grants)	63	67	70	73
Total operating costs for free primary schooling (10 provinces)	466	597	627	659
Total operating costs for free primary schooling (nationwide)	817	1,045	1,098	1,152
Proposed Project financing (Components 1 and 2 only)	100	315	160	125
As a percentage of nationwide costs	12.2%	30.1%	14.6%	10.9%

Note: 2020 costs assume NU teachers/schools are brought onto payroll starting June 2020. 2022-2024 costs assume salary/grant amounts grow 5% per year due to system expansion driven by population growth. Source: MEPST.

24. The Government has requested World Bank support to (i) undertake the system reforms needed for an equitable and sustainable roll-out of the free primary education policy, and (ii) in a transition period, fill the short-term financing gap, while additional domestic revenues are mobilized. The World Bank’s proposed response through this Project is to support nationwide reforms and to focus specific results on ten selected provinces (see Box 1). The focus on select provinces will make implementation more feasible given the size of the country. The phased strategy adopted by the Project is to implement, assess, replicate, and expand activities to other provinces as and when financing becomes available.

Box 1: A Focus on ten Provinces

The Project will aim to achieve results in **ten provinces through disbursement-linked indicators**: North Kivu, South Kivu, Ituri, Lomami, Kasai, Kasai Central, Kasai Oriental, Kwilu, Kinshasa, and Central Congo. In these ten provinces:

- 59 percent of the country’s population in about 20 percent of the land mass;
- 23,000 public and 6,000 private primary schools;
- 249,000 public and 64,000 private primary teachers;
- Average net primary attendance rate of 76.5 percent, below the national average;
- Approximately 9.5 million primary school students;
- Approximately 2.9 million children of primary-school age are out of school;
- Annual household spending on primary school fees (prior to the announcement of the policy) was approximately US\$425 million.

C. Relevance to Higher Level Objectives

25. The proposed Project is fully aligned with the recommendations made for education in the 2018 Systematic Country Diagnostic (SCD) (Report No.112733-ZR) and the spatial approach proposed as a key feature of the forthcoming DRC Country Partnership Framework (to be presented to the World Bank Board of Directors by the end of calendar year 2020). In particular, the SCD identifies (i) building human capital and (ii) building inclusive institutions and strengthening governance as two of five priority areas where policy actions could spark “cumulative and virtuous cycles to sustain inclusive growth and foster resilience and shared prosperity in the next decade”. The Project’s focus on increased public investment in primary education will support the



SCD recommendation to invest in efficient, quality, and universal primary education in the country. The Project's focus on system strengthening and governance reforms to provide primary education to all will support the SCD recommendation for public administration reforms and support to the less powerful. In addition, the Project's geographic focus will align with the World Bank's strategic engagement in three key areas of the country in the forthcoming CPF: (i) the West, with high population density and high growth potential; (ii) the Grand Kasai, with extremely low development indicators; and (iii) the East, with high population density and fragility.

26. The Project is also aligned with the World Bank's Strategy for Africa, in particular two of its priorities: (i) to invest in people and (ii) to make institutions more efficient and accountable. It also contributes directly to the World Bank Education Global Practice's focus on ending learning poverty, which aims to ensure that, at a minimum, all children go to school and learn to read. The Project will also contribute to the IDA 18 policy commitment related to identifying and addressing institutional bottlenecks to service delivery in key sectors including education.

27. Moreover, the Project will advance progress towards the achievement of the education objectives of the National Strategic Development Plan (2019-2023) and the first strategic axis of the DRC's Education Sector Plan (2016-2025) which aims to expand access and ensure quality, through implementing an effective policy for free primary education.

II. PROJECT DESCRIPTION

28. The Project responds to an urgent need to support the Government's roll-out of its free primary education policy. It is designed to address challenges in the primary education sector through short- and medium-term interventions organized in three mutually reinforcing components, two of which are results-based. The Project uses an IPF with DLIs modality that will put in place the building blocks of a more sustainably financed system which supports improved learning outcomes. The use of an IPF with DLI modality creates an opportunity for the World Bank and, indirectly, other donor partners, to support the Government's implementation of primary education sector reforms which underpin the sustainability of the free primary schooling policy -- strengthening human resource (HR) and data management systems, as well as PFM. In so doing, the operation relieves poor households from paying out-of-pocket school fees, funds which they can use for other critical expenditures.

29. The Project is highly pro-poor. The Project will support a reduction in the burden of public primary school fees on households and increase access for approximately 1.28 million poor children entering the system. This is based on the Government's preliminary estimate of approximately 2.5 million additional children nationwide having entered the public primary system immediately following the announcement of the free school policy,³⁰ of which an estimated 95 percent come from poor households. Approximately 54 percent of these, or 1.28 million poor children, are in the project provinces. The elimination of fees is expected to also benefit poor or near-poor households who will transfer their children from private schools to public ones that are now fee-free. Given that private schools disproportionately serve the better-off, the main impact on the private sector in the short term is therefore likely to be a limited reduction in enrolment and the possible closure of some low-cost schools serving the poor. Over time there may be a further rebalancing in favor of

³⁰ Based on a rapid survey carried out by MEPST with the support of the World Bank.



private schools if the policy negatively impacts quality and as parents who can afford private schools re-assess the relative merits of the options available to them.³¹ In addition, as detailed below in the economic analysis, the implementation of the national free primary education policy, which this Project supports, will result in an immediate 2 percentage point decrease of the national poverty rate. Given the country's lack of social protection systems, shifting the cost of primary schooling from households to Government is one of the most direct and effective ways to improve welfare, while also tackling fundamental governance issues.³²

30. The Project is an integral element of the World Bank's three-pillar approach to increase access to quality primary education. It builds on and leverages other projects to maximize results on the ground. The Project will be complemented by other ongoing and planned World Bank operations across education, social protection, social development, governance and macro-fiscal management sectors. These include a restructured, ongoing education project

(Education Quality Improvement Project (P157922) - EQUIP/PAQUE) which focuses on primary education quality and learning including scripted lessons for mother-tongue instruction, and has a multi-pronged approach to reduce learning poverty nationwide (see Box 2); an Additional Financing to the Eastern Recovery Project (P171821 - STEP) which will provide roughly 40 percent of the classrooms needed in the ten provinces as a result of the free primary schooling policy; and the Gender-Based Violence (GBV) Prevention and Response Project (P166763), which aims to reduce GBV prevalence through GBV prevention programs and utilizing multi-sectoral response services for GBV survivors in the two eastern provinces of North and South Kivu. An ongoing Multi-sectoral Nutrition and Health Project (P168756) will provide

Box 2: Reducing Learning Poverty under PAQUE: short-term interventions to complement systems reform

The World Bank is supporting the Government to reduce learning poverty through an evidence-based, four-pronged strategy focused on early grade reading under the PAQUE Project. First, a new student evaluation unit is being set up and a national evaluation strategy developed, to focus sector efforts on student learning and provide critical data for decision-making. Second, a national policy of teaching in mother tongues in the early grades is being rolled out through awareness-raising campaigns, revision of teaching-learning materials, and other activities. Third, a core set of textbooks will be provided nationwide for students in grades 1 through 4 (including those newly enrolled as a result of *gratuité*), covering mother-tongue reading-writing textbooks and transitional materials such as French-mother tongue dictionaries. Finally, in-service teacher training for teaching early grade reading is being revamped to include scripted lessons and be more practical and focused, leveraging technology where possible, based on global lessons learned.

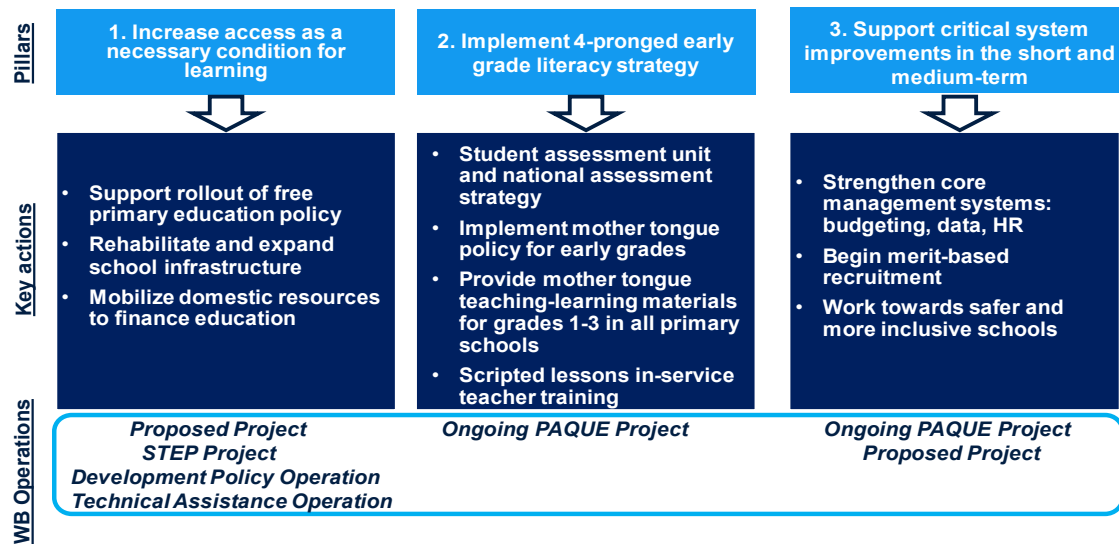
complementary support through micronutrients to early learners/young children as well as nutrient supplements and deworming medication to adolescent girls. The proposed Public Sector Management, Service Delivery, and Transparency Development Policy Operation (P171580) and possible supporting Multisectoral Technical Assistance Project (P171762), will contribute to education sector outcomes by strengthening the legal framework for education (specifically the *Loi Cadre*) and support reforms aimed at increasing domestic resource mobilization through the elimination of tax exemptions, implementing overdue retirement reforms, and improving the efficiency of public spending through e-procurement (See Figure 3).

³¹ (See e.g. Morgan et al., 'Eliminating School Fees in Low Income Countries: A Systematic Review.' *Journal of MultiDisciplinary Evaluation*. Vol. 10, Issue 23, 2014, 26-43.)

³² The DRC does not have a social (poverty) registry and population data continues to be an estimate since the last population census was in the 1980s. Tackling the burden of fees on poor households with a conditional cash transfer is therefore not feasible. In particular, lessons learned from such programs globally point to the essential need for a solid social registry for cash transfer programs to be successful and limit leakages.



Figure 3: Three Pillars of World Bank Support for Increasing Access to Quality Primary Education in DRC



31. The Project will harness technology to strengthen systems at multiple levels. The technologies will include the use of tablets to enable the rapid collection, entry and transmission of data; solar charging solutions to enable system continuity in remote areas; smart-phone and other device-enabled applications for low-cost and widespread user access; cloud computing to amplify server capacities and provide secure, off-site data access and backups; software solutions for advanced information processing and user-friendly access; secure computer-based test instruments to screen candidates for primary education posts; networked biometric recognition devices to enhance the reliability of personnel records; and network solutions that combine different platforms to ensure widespread coverage and redundancy. The technology will help: (i) strengthen and speed up procedures governing the official recognition of schools; (ii) support the development, implementation and monitoring for reform plans optimizing management offices and schools; (iii) introduce merit-based recruitment of teachers and school directors; (iv) automate the payroll list; (v) collect/enter, transmit and analyze/present data for the education management information system; and (vi) register and confirm the identity of teachers. Technology will be employed in the Grievance Redress Mechanism (GRM) for project beneficiaries through the online platform “Allô École” (“Hello School”).

32. The Project will strengthen governance mechanisms at the school level. The Government has developed a well written manual of procedures for the management of funds for operating expenses at the school level, but its implementation is not consistent across all schools. The Project will provide capacity building to improve the implementation of the manual and strengthen the existing governance arrangements at the school level through increasing the participation of parents’ associations and citizens in the management of school-level funds. In addition, the audit of SECOPE will include a review of the effectiveness and efficiency of school level governance mechanisms and the Project will provide support to the implementation of audit recommendations.

33. The Project will put in place the foundations for a safe and inclusive school environment and within this framework, the prevention of sexual exploitation and abuse and sexual harassment (SEA/H) in the education sector. A basic mitigation package will be introduced that includes grievance redressal and service



provision for those in need of it due to SEA/H or other forms of violence in schools.³³ These conditions will lay the groundwork for augmented and more sustainable community-owned measures for safe schooling across DRC. They will also jump-start behavioral change and set a precedent for the way the World Bank and other partners design and implement education interventions.

34. The Project's DLI targets will be for three years, with a focus on DLI results in ten provinces. An additional fourth year of implementation for the input-based interventions will ensure key technical assistance activities are fully realized. This approach will enable the Government and the World Bank to evaluate and learn from the achievement of the DLI targets and support sustainability and scale-up of the reforms.

A. Project Development Objective

35. The Project Development Objectives are to lower the burden of school fees on households and increase access to primary schooling in the selected provinces; and to strengthen core education systems.

36. The PDO Level Indicators are:

1. Reduction in per-student expenditure on primary school fees, among poor households in the ten provinces.
2. Increased primary gross student attendance rate for the select provinces, by gender.³⁴
3. Percentage of newly hired public primary teachers who are recruited on the basis of merit.³⁵
4. Timely and reliable education system data publicly disclosed nationwide.

B. Project Components

Component 1: Enabling Free Access for All (US\$410 million equivalent)

37. This component aims to ensure that fee-free public primary education is accessible to all children in the ten target provinces. The release of funds under this component will be contingent upon the Government taking critical steps to enhance access, management, and inclusiveness of the education system in the ten provinces. Such steps will include strengthening access to education and the salary payments system; optimizing school networks coverage and reforming local management systems; and putting in place measures to increase safety and inclusion in school environments. Financial support under this component will boost overall resilience of communities to various shocks, including climate-related ones.³⁶

38. The objectives under this component will be achieved through DLIs. Specifically, the release of US\$410 million equivalent of IDA funds will be linked to four DLIs:

- DLI 1 (three DLRs): Increase access to primary education.
- DLI 2 (three DLR): Strengthen accountability of salary payments system.
- DLI 3 (two DLRs): Reform local management systems.
- DLI 4 (three DLRs): Create safe and inclusive school environments.

³³ Options for leveraging digital applications promoting safe routes for students to get to school will be explored where feasible.

³⁴ Derived from a household survey that asks if during the school year the child has been attending (*"a fréquenté"*) school, and thus measures if the child is enrolled and has been attending regularly. See results framework for further details.

³⁵ This is a Corporate Results Indicator, with the wording slightly adjusted for the DRC context.

³⁶ See Section G and Annex 2 for further details.



39. *To strengthen access (DLI 1)*, the component links disbursements to *sustained* increases in enrolment that will be achieved through project activities and supports short-term data collection, analysis, and reporting exercises to fill in key information gaps related to policy-induced enrollment surges and their effect on class sizes and needs for new teachers and classrooms. The information will be used to strengthen the Government's action plan to implement the free schooling policy. The plan will incorporate actions to increase schools' physical capacity to absorb increased enrollment including children with physical disabilities, which will be financed with public funds and donor support including an Additional Financing to the Eastern Recovery Project (STEP2, P145196). It will also include climate-smart measures such as flood defense mechanisms, drainage improvement, and the use of energy-efficient technologies and renewable natural resources.
40. *To strengthen the accountability of the salary payments system (DLI 2)*, the Government will lift the 2014 moratorium on including new schools and posts onto the payroll, and the Project will inventory all functioning public primary schools in the ten provinces. It will cover schools that are currently on the payroll list to identify missing posts as well as schools not currently on the list. This exercise will involve major stakeholders such as teacher unions and faith-based organizations who run the school networks. It will verify that persons occupying the posts meet professional requirements for a teacher according to established norms of the country. The Project will also strengthen the process to officially establish and register public primary schools and posts, using information technologies to introduce *e-registration*; this will enable schools and posts to be incorporated onto the payroll list more quickly and reliably, and create a system more responsive to rapidly evolving requirements. A key output will be an updated system that identifies (i) officially recognized teaching posts; (ii) teachers occupying those posts and therefore eligible to receive a salary, and who have been verified to be professionally qualified and legitimately occupying the posts; and (iii) primary schools eligible to receive operating budgets. To reduce opportunity for corruption, in the first year only schools and teachers who were working prior to the July 2019 announcement of the free schooling policy will be eligible to be brought on to the payroll list. For teachers previously uncertain about their incomes, this will result in monthly salary payments which would enhance their resilience to various shocks (including climate-related) and enable them to teach on a regular schedule. For households that bear the burden of education costs – constituted mainly of teacher salaries and administrative overheads - their resilience would be boosted through the elimination of fees, as the resulting increase in available household resources would enhance their adaptive capacity to shocks, including climate-related ones (see Annex 2 for more detail).
41. *To optimize school networks and reform local management systems (DLI 3)*, the Project will support a networks analysis and optimization exercise,³⁷ using a census of schools and education management offices (*bureaux gestionnaires*, BGs) being completed under another World Bank-financed operation (DRC Human Development Systems Strengthening, P145965). The data will provide the location and characteristics of schools and BGs, which will also inform the Government about infrastructure in climate change-prone areas so that steps can be taken to respond to emergencies such as floods and landslides. The networks analysis will identify gaps and redundancies in BG and school coverage. This will be used by decision-makers to develop plans with targets to strengthen and streamline the networks using a mixture of optimization, redeployment and recruitment. The plans will include analyses of legal, human resource management, administrative and financial issues, as well as contingency plans and actions to address these. The Project will use information technology and strengthen capacities to develop, implement and monitor the plans in the

³⁷ Data on the location of schools and BGs is over 10 years old, and in the meantime a large number of schools and BGs have been created. For much of that time, there has been a moratorium on taking new personnel onto the public budget, and as a result it is not clear to what extent communities are served by schooling, and where new schools are needed or where there may be room to optimize the use of existing schools to free up resources. Further, BGs have been operationalized, at times based on norms and standards governing the creation and staffing of a BG that are not needs-based and/or sustainable.



ten provinces. The Project will also revise the BG organigrams, as well as norms and standards governing their creation and functioning, to ensure that BGs are opened and staffed based on needs while also being affordable and sustainable.³⁸

42. *To create the foundations for safe and inclusive school environments (DLI 4)*, the MEPST will revise and adopt a Code of Conduct (CoC), building on the existing CoC and administrative sanctions already in place for civil servants. It will specify prohibited behaviors including sexual, physical, and emotional violence as well as discrimination; and outline the accountability and response framework, including sanctions for non-compliance. It will be signed by all teachers in public primary schools. Further, the MEPST will appoint a female focal point (FP) to be the entry point for SEA/H complaints integrated into the overall GRM, which is supported under Component 3. The FP will manage at school level reported cases of SEA/H and other incidents of violence, ensuring confidential disclosure, basic psychosocial support and referral of sexual assault cases to emergency medical care. Finally, the Project will support awareness building about safe and inclusive school services.

Component 2: Laying the Foundations for Quality (US\$290 million equivalent)

43. This component aims to strengthen the quality of free public primary education in the ten provinces. The release of funds under this component will be contingent upon the Government taking critical steps to improve (i) the quality of the school environment and (ii) the quality of newly recruited primary teachers and school directors in the ten provinces.

44. The objectives under this component will be achieved through DLIs. Specifically, the release of US\$290 million equivalent of IDA funds will be linked to three DLIs:

- DLI 5 (three DLRs): Develop and implement an equitable school grants program.
- DLI 6 (three DLRs): Develop and implement merit-based recruitment program for new teachers.
- DLI 7 (three DLRs): Develop and implement merit-based recruitment program for new school directors.

45. *To improve the quality of the school environment (DLI 5)*, the Project will develop and implement an equitable school grants program. The grants will be used *inter alia* to purchase teaching-learning materials, maintain school facilities, and enable schools to respond to climate hazards.³⁹ The grants will be determined using an equitable formula. The program will be piloted, evaluated and rolled out in the ten provinces. In order to align with the program, the Government will in parallel, revise the legal-regulatory framework governing school grants. Management capacities of key local actors will be strengthened including school directors and the School Management Committees (COGES), to enable them to manage the budget, working in close cooperation with, and reporting transparently to, the community. Capacities will also be built of relevant supervisory and financial management staff at central, provincial and local levels, to support the regular operation, supervision and reporting of the grants program. Citizen's participation will be incorporated, building on existing institutions such as the school Parent Committees (COPA).

46. *To improve the quality of primary teachers and school directors (DLIs 6 and 7)*, the Project will develop and implement a merit-based program to recruit new public primary teachers and primary school directors that includes candidate testing, results-based selection and increased female participation. The Project will

³⁸ The redeployment targets will prioritize assigning BG staff who are formerly practicing teachers to schools where enrolment surges brought about by the *gratuité* policy are resulting in overcrowding and undermining quality.

³⁹ Increasing schools' financial resources may also enable them to invest in context-appropriate electricity access solutions. The Education and Energy Global Practice teams will coordinate on this.



support the development of a valid test as well as mechanisms for its reliable administration and scoring. Where feasible, the merit-based program will use information technologies (e-recruitment) to promote the efficient use of resources, facilitate prompt and accurate test scoring, and expedite the processing of information for decision-making. It will include rules governing the use of test results in candidate selection. The program will be piloted, evaluated and rolled out in the ten provinces. The legal-regulatory framework will be revised to align with the program. A campaign will promote the participation of female candidates, with a view to increasing primary teaching and school director posts occupied by women.

Component 3. Strengthening Systems for Results (US\$100 million equivalent)

- 47.** This component will support the achievement of the PDO and provide overall capacity building of the sector. This entails strengthening national systems related to HR, management information, and PFM. This component also supports the engagement of citizens, a safe and inclusive school environment and overall strengthened management of the sector.
- 48.** This component is input-based and does not use DLIs; it includes the technical assistance and equipment needed to support the achievement of the PDO. There are three sub-components.
- 49. Sub-component 3.1 Strengthening Critical Systems.** The objectives of this sub-component are to ensure that human resources are managed effectively and efficiently, that education system management information is reliable and nationally available on a timely basis, and that budgets are policy-based and effectively executed.
- 50.** *To ensure that human resources are managed effectively and efficiently,* the Project will support the MEPST to review and strengthen its policies on *inter alia* recruitment procedures, remuneration packages, competency frameworks, job descriptions, career paths and capacity building plans for teachers and administrative staff. Functional reviews (FR) will be undertaken of three critical services supporting HR management, namely DRH (Department of Human Resources), SECOPE and DIGE (Department of Education Management Information); and support will be provided to follow-up FR recommendations including to build capacities, strengthen operating procedures, and as needed revise organizational structures and functional profiles.
- 51.** *To ensure the timely availability of reliable management information,* the Project will strengthen two national data systems: the system to generate the payroll list and SIGE. With respect to the payroll list, the Project will first undertake an audit of personnel and institutions on the list (for primary school and BG salaries and for school operating costs. Second, it will introduce IT-based and climate-smart automation of the monthly payroll-related data collection and transmission (*e-payroll*) to 565 decentralized antennas that still operate with manual methods. Finally, the Project will support the development and operationalization of IT tools (*e-teacherID*) to enable the biometric identification of teachers.
- 52.** With respect to SIGE, the Project will introduce an electronic information system (*e-SIGE*) by computerizing data collection and transmission. The annual census questionnaire will first be strengthened to fill critical information gaps, including to capture various dimensions of inclusivity (e.g. access and participation of children with disabilities). The system will use a cluster-based model, where the cluster will be provided with tablets and the Directors will gather annually to enter and transmit the school census data. The lead school will be provided with power charging equipment and a network link, as needed; and with equipment to enable



the geo-localization of all cluster schools. All Directors will be trained to use the system, as will local education officials. The Directorate responsible for SIGE will be provided with IT equipment and secure software solutions for data processing and storage (including back-up); as well as with TA to support system design. The system will include user-friendly interfaces for decision-makers and other stakeholders, to facilitate evidence-based decision-making and stakeholder understanding of the system; and will use identifier codes that enable cross-referencing with other databases. The Project will support capacity building of decision-makers and other stakeholders to use the interface. The education system data will be made publicly available.

- 53.** *To strengthen capacity for financial management*, the Project will support the MEPST to improve budget preparation, execution and controls through several activities, including: (i) review of the budget preparation process to ensure it reflects sectoral priorities both at the allocation and at the execution stage, combined with capacity building on budget preparation; (ii) support to preparing the education budget plan using the MTEF structure; (iii) developing a monitoring system for budget execution at central and provincial level, including indicators for supervision of school expenses and streamlining of expenses reporting requirements for schools; (iv) strengthening the MEPST and provincial authorities' capacities for budget planning, execution, procurement, internal control and audit, as well as public investment management; and (v) improving budget transparency and traceability by strengthening the capacity at DAF at central level and provincial administrations, and by disseminating user-friendly budget information to citizens and creating mechanisms for citizen participation and oversight of education budget spending, including through the use of technology.
- 54. Subcomponent 3.2: Ensuring Safe and Inclusive Schools and Citizen Engagement.** The objectives of this sub-component are to lay the foundations for the creation of safe and inclusive primary school environments, and to enhance citizens' voices and participation in the Project's support of the free schooling policy.
- 55.** *The Project will establish a two-pronged grievance redress mechanism (GRM) to allow affected stakeholders to raise grievances and seek redress when they perceive that a negative impact has arisen from project interventions.* The GRM will incorporate SEA/H-specific channels that allow for the safe and confidential disclosure, documentation, response and management of SEA/H grievances. *At the national level*, the Project will support the operationalization of a mobile platform to provide voice calls and SMS messages free-of-charge for users through a phone hotline. This mobile platform will build on the "Allô École" pilot through scaling up its coverage, strengthening the structure of the GRM back office units both at the national and provincial levels, and building the MEPST GRM focal points' technical capacity. GRM operators will be specially trained on the intake and management of SEA/H complaints, including the referral of survivors to psychosocial care and emergency care in cases of sexual assault, as well as referral of the case to the relevant MEPST department based on the accountability and response framework. The mobile platform will also include mechanisms to support persons with disabilities, and operators will be trained to assist them with resource information and referrals. A communications campaign will be developed and implemented throughout the life of the Project to raise stakeholder awareness and understanding of the GRM.
- 56.** *At the local level*, the Project will establish a GRM committee made up of local stakeholders, with at least one female member. The committee will take up and resolve complaints submitted at the school level, and where needed will escalate complex grievances to their relevant provincial GRM focal points in the MEPST sub-provincial departments (Sous-PROVED). School-level focal points will be trained on how to deal with complaints according to the accountability and response framework, including how to receive complaints,



provide basic psychosocial support and refer sexual assault cases to emergency medical care. The Project will also support awareness-raising sessions for local stakeholders to promote non-violence and inclusion, and to explain sanctions for non-compliance, the monitoring process put in place, and how to submit complaints. The Project will finance a complementary awareness-raising campaign using local radio focused on promoting inclusion and reducing violence, including SEA/H prevention and response. Regarding services for survivors, the Project will also finance psychosocial support, referral to medical care in cases of sexual assault in all ten provinces, and the purchase and repositioning of Post-Exposure Prophylaxis (PEP) kits in Kinshasa, Kwilu and Congo Central provinces.⁴⁰

- 57. *The SEA/H prevention and response measures will be introduced in phases.*** By Project effectiveness (Phase 0), the national hotline will be operational with a basic capacity to refer SEA/H survivors to emergency support services. For the eight provinces where these services do not already operate, the Project will finance the contracting of such services. In Phase 1 (completed by January-April 2021): the CoCs will have been signed; the dedicated SEA/H GRM channel will be operational; the contracted agencies in the ten provinces will be fully operational to provide case management, psychosocial support and referral for emergency medical care (where relevant) at community level; and the PEP kits will be pre-positioned. In Phase 2 (completed by September 2022), school level support will be operational, including a trained female focal point and raised awareness among school and community members, complemented by mass media messaging. As local capacity for psychosocial support is developed in Phase 2, the scope of external agency services operationalized in Phase 1 will be reduced. Details on phasing as well as the full package of measures supported by the Project to prevent SEA/H in education are provided in Annex 4.
- 58. *An engagement and communications strategy will be developed and operationalized to:*** (i) ensure citizens' access to information and encourage broad-based public support for implementation of the free schooling policy; (ii) foster transparent two-way communication; and (iii) integrate stakeholders' feedback to improve the governance of the school system. The Project will identify and engage with key influencers, faith leaders and 'education champions' (constituted as an Advisory Council) to move the free schooling agenda forward. The Advisory Council will be diverse and representative of gender as well as disability and ethnic minorities. A Behavior Change Campaign (BCC) will be undertaken in coordination with awareness-raising campaigns; it will address barriers to change, advocate for the benefits of the educational reforms, counter negative gender and disability norms, and address issues of SEA/H.⁴¹
- 59. *The Project will support the independent verification of measures to promote safety and inclusion implemented under this component,*** through a rolling series of randomized spot checks, following the Iterative Beneficiary Monitoring approach. This process will flag areas where SEA/H measures require corrective actions, which will be addressed through follow-up support of the Project.
- 60. **Subcomponent 3.3 Project Management and CERC.**** The objectives of this sub-component are to ensure efficient and effective project implementation and to address emergencies.
- 61. **3.3.1 Supporting Project Management, Monitoring and Evaluation.**** The objective of this sub-component is

⁴⁰ Psychosocial and medical services supported under the World Bank-financed GBV Prevention and Response Project (P166763) for North and South Kivu will be utilized, and external agencies will be contracted under the Project to provide coverage in the remaining eight provinces. Regarding PEP kits, USAID currently finances them in the remaining seven provinces.

⁴¹ Communications around the basic referral services for SEA/H survivors (Phase 0) will be under implementation by Project effectiveness.



to ensure that capacities and systems are in place to achieve project results while adhering to corporate safeguards and requirements, including those pertaining to fiduciary functions and monitoring, reporting and evaluation, as well as DLR verification. The sub-component will finance advisory, TA and capacity building support (including equipment) to implementing institutions responsible to achieve DLIs and the PDO indicators. It will finance project operating costs, including *inter alia* personnel costs associated with hiring/seconding staff and contracting TA for the Project Coordination Team (PCT), equipment, supervision costs and incremental operating costs at the SECOPE, DIGE, DAF, DRH, DIFORE and other departments associated with the work of staff or TA working on project implementation. Finally, the component will finance activities for monitoring, evaluating and reporting; as well as all third-party verification for the DLIs.

62. 3.3.2 Contingent Emergency Response (CERC) (US\$ 0). A no-cost CERC will be included in accordance with World Bank Investment Project Financing (IPF) Policy (paragraphs 12 and 13) for projects in Situations of Urgent Need of Assistance or Capacity Constraints. This will allow for rapid reallocation of project proceeds in the event of a natural or man-made disaster or crisis that has caused, or is likely to imminently cause, a major adverse economic and/or social impact.

Table 2: DLIs and DLRs with Values (US\$) and Scalability (S/NS)

	YEAR 1 (2020/21)	YEAR 2 (2021/22)	YEAR 3 (2022/23)
Component 1: Enabling Free Access for All			
DLI 1: Increase access to primary education US\$170M	DLR 1.1: 1 million additional students are enrolled in public primary schools in the Selected Provinces in school year 2020-2021, from a baseline of 7.7 million in school year 2017-18 US\$100M (S-Scalable) (Dec. 2020)	DLR 1.2: 1.5 million additional students are enrolled in public primary schools in the Selected Provinces in school year 2021-2022 from the original baseline. US\$50M (S) (Dec. 2021)	DLR 1.3: 2 million additional students are enrolled in public primary schools in the Selected Provinces in school year 2022-2023 from the original baseline. US\$20M (S) (Dec. 2022)
DLI 2: Strengthen accountability of salary payments system US\$100M	DLR 2.1: The salary payment system is updated and approved by the MEPST to include (i) existing public primary school posts created not later than January 1st, 2019 and eligible to be officially recognized and (ii) the list of current qualified teachers occupying said posts, in the Selected Provinces US\$40M (NS–Non-scalable) (Jun. 2021)	DLR 2.2: 50% of primary school teachers occupying posts incorporated onto the updated salary payment system are paid regularly during the period reviewed. US\$40M (NS) (Dec 2021)	DLR 2.3: 90% of primary school teachers occupying posts incorporated onto the updated salary payment system are paid regularly during the period reviewed. US\$20M (S) (Dec.2022)
DLI 3: Reform local management systems US\$70M		DLR 3.1: A reform plan with targets to optimize local management offices and redeploy personnel is approved by MEPST. US\$40M (S) (Dec.2021)	DLR 3.2: 100% of the planned first-year targets included in the approved reform plan are achieved. US\$30M (S) (Jun.2023)



<p>DLI 4: Create safe and inclusive school environments</p> <p>US\$70M</p>	<p>DLR 4.1: 100% of primary school teachers in the Selected Provinces have signed the revised code of conduct that prohibits all forms of violence and discrimination.</p> <p>US\$30 million (S) (Jun.2021)</p>	<p>DLR 4.2: 100% of public primary schools have appointed a safe and inclusive school focal point.</p> <p>US\$25M (S) (Dec.2021)</p>	<p>DLR 4.3: 70% of public primary school personnel and COPA members have successfully passed a knowledge test on safe and inclusive school services.</p> <p>US\$15M (S) (Jun.2023)</p>
Component 2: Laying the Foundations for Quality			
<p>DLI 5: Develop and implement an equitable school grants program</p> <p>US\$90M</p>	<p>DLR 5.1: A program to allocate school grants in an equitable manner based on an agreed formula is approved by the MEPST.</p> <p>US\$30M (NS) (Jun.2021)</p>	<p>DLR 5.2: The approved school grant program is piloted and evaluated in three (3) of the Selected Provinces.</p> <p>US\$40M (NS) (Jun.2022)</p>	<p>DLR 5.3: The approved school grant program is implemented in all the Selected Provinces.</p> <p>US\$20M (S) (Jun.2023)</p>
<p>DLI 6: Develop and implement merit-based recruitment program for new teachers</p> <p>US\$100M</p>	<p>DLR 6.1: The program to recruit new public primary teachers on the basis of merit is approved by the MEPST.</p> <p>US\$30M (NS) (Jun 2021)</p>	<p>DLR 6.2: The program to recruit new public primary teachers on the basis of merit is piloted and evaluated in three (3) of the Selected Provinces.</p> <p>US\$40M (NS) (Jun.2022)</p>	<p>DLR 6.3: At least 75% of public primary teachers hired in each of the Selected Provinces are recruited on the basis of merit.</p> <p>US\$30M (S) (Jun.2023)</p>
<p>DLI 7: Develop and implement merit-based recruitment program for new school directors</p> <p>US\$100M</p>	<p>DLR 7.1: A program to recruit new public school directors on the basis of merit is approved by the MEPST.</p> <p>US\$30M (NS) (Jun.2021)</p>	<p>DLR 7.2: The program to recruit new public school directors on the basis of merit is piloted and evaluated in three (3) of the Selected Provinces.</p> <p>US\$40M (NS) (Jun.2022)</p>	<p>DLR 7.3: At least 75% of public-school directors hired in each of the Selected Provinces are recruited on the basis of merit.</p> <p>US\$30M (S) (Jun.2023)</p>
<p>Total: US\$700M</p>	<p>December 2020: US\$100M June 2021: \$160M US\$260M</p>	<p>December 2021: US\$155M June 2022: US\$120M US\$275M</p>	<p>December 2022: US\$40M June 2023: US\$125M US\$165M</p>

C. Project Beneficiaries

63. All public primary students in the country (14.3 million prior to the announcement of the policy, plus 2.5 million newly enrolled) will benefit from strengthened data, HRM, and PFM systems.⁴² The Project will directly benefit over 9 million students and 200 thousand teachers in 10 provinces (Table 3).

⁴² In addition, the elimination of fees in the public sector is expected to benefit a large number of poor or near-poor households who will transfer their children from private schools into public. Data on this is not yet available so these students are not included in the beneficiary calculations.



Table 3: The Project will directly benefit over 9 million students and 200 thousand teachers in ten provinces

Approximate number of direct beneficiaries of free schooling		
	10 project provinces	Nationwide
1. Out-of-school children who enroll (new students) ⁴³	1,350,000	2,500,000
<i>1a. of whom are poor</i>	<i>1,280,000</i>	<i>2,375,000</i>
2. Current public primary students who benefit from <i>substantially</i> reduced fees ⁴⁴	1,890,000	3,500,000
<i>2a. of whom are poor</i>	<i>1,606,000</i>	<i>2,975,000</i>
3. Current public primary students who benefit from reduced fees ⁴⁵	5,840,000	10,820,000
<i>3a. of whom are poor</i>	<i>4,964,000</i>	<i>9,197,000</i>
4. Public primary teachers already on payroll who benefit from salary increase	148,000	274,000
5. Public primary teachers who benefit from being brought onto payroll and paid salary	54K – 103K	100K-190K
Total students benefitting	9,080,000	16,820,000
<i>Of whom are poor students</i>	<i>7,850,000</i>	<i>14,547,000</i>
Total teachers benefitting	202K – 251K	374K – 464K

⁴³ This estimate differs from the DLI1 targets because it is number of out-of-school children estimated to enroll because of the free schooling policy, while DLI1 accounts for population growth combined with the effects of the policy.

⁴⁴ Nationwide, the minimum and maximum estimates for primary teachers to be brought onto the payroll are 100,000 and 190,000, respectively. Each teacher will have on average 35 children per class, or 3.5 million students (in the minimum scenario of 100,000 teachers) benefitting from a substantial reduction in fees.

⁴⁵ Students whose teachers are already on the government payroll, but who will still benefit from reductions resulting from the abolition of fees and the salary increases that have accompanied the introduction of the free schooling policy.



D. Results Chain (Table 4)

Challenge or constraint	Activities	Intermediate results	Project outcomes	Higher-level objectives
<ul style="list-style-type: none"> At least 3 million children out of primary school – costs cited as the main barrier Fees disproportionately burden the poor – poorest students excluded for not paying and complete school at lower rates 	<p>Component 1: Enabling Free Access for All</p> <ul style="list-style-type: none"> Gather information and develop sustainable action plan to implement free schooling Strengthen salary payments system to incorporate qualified and verified teachers 	<ul style="list-style-type: none"> The salary payment system is updated and approved by MEPST (DLR 2.1) Qualified and verified teachers are regularly receiving their salaries (DLRs 2.2 and 2.3) 	<ul style="list-style-type: none"> At least two million more students are enrolled in primary school (DLRs 1.1, 1.2, 1.3) Per-student expenditure on primary school fees is reduced At least 75% of newly hired public primary school directors and teachers are recruited on the basis of merit in the 10 provinces (DLR 6.3, 7.3) Management and data systems are stronger at the national level (sub comp 3.1) 	<p>More children complete primary education raising the country's level of human capital</p>
<ul style="list-style-type: none"> Proliferation of BGs draining resources and providing limited support to schools Prevalence of violence in and around schools 	<p>Component 1: Enabling Free Access for All</p> <ul style="list-style-type: none"> Perform a network analysis and optimization exercise for management offices and set targets for their reform in the 10 provinces Introduce a package of measures to promote safe and inclusive school environments 	<ul style="list-style-type: none"> BGs strengthened for efficiency, effectiveness and coverage in project provinces (DLRs 3.1, 3.2) In the 10 provinces, all primary school teachers sign revised CoC, all primary schools have a safe and inclusive focal point and there is knowledge of safe and inclusive school services at the school level (DLRs 4.1, 4.2, 4.3) 		
<ul style="list-style-type: none"> Poor physical environments due in part to inadequate and inequitable allocation of monthly school grants Low quality teaching and school leadership due in part to lack of clear, merit-based recruitment 	<p>Component 2: Laying the Foundations for Quality</p> <ul style="list-style-type: none"> Develop an equitable school grants program to enhance quality of school environment Develop a merit based teacher and principal recruitment program which encourages female participation 	<ul style="list-style-type: none"> The program to provide equitable school grants is approved, piloted and rolled out to all public primary schools in the 10 provinces (DLRs 5.1, 5.2, 5.3) The merit based program to recruit new teachers and directors is approved, piloted and evaluated (DLRs 6.1, 6.2, 7.1, 7.2) 		
<ul style="list-style-type: none"> Incomplete, outdated and unreliable PFM, data, and HR systems leading to leakage and accountability issues 	<p>Component 3: Strengthening Systems for Results</p> <ul style="list-style-type: none"> Conduct functional reviews of SECOPE and DIGE Automate data collection for SECOPE and SIGE Improve budget preparation, execution and controls 	<ul style="list-style-type: none"> Informed planning and budgeting at the national level 		
<ul style="list-style-type: none"> Weak governance and management capacity at the local, provincial and central levels 	<p>Component 3: Strengthening systems for results</p> <ul style="list-style-type: none"> Provide TA and equipment to strengthen capacities and achieve the DLIs Set up a grievance redress mechanism Introduce SEA/H prevention and response measures Develop a communication strategy Provide implementation support for fiduciary, monitoring, evaluation, verification and reporting 	<ul style="list-style-type: none"> Project is satisfactorily implemented with stakeholder participation 		



E. Rationale for World Bank Involvement and Role of Partners

- 64. The proposed Project is an emergency response to the Government's request for urgent support to implement and finance its free schooling policy.** While preparation began before the onset of the COVID-19 pandemic, the Project is well-placed to support the Government with a proactive education response. As shutdowns and the economic impacts of the pandemic threaten children's already tenuous attachment to education, making primary school free is an even more critical priority. The World Bank is uniquely positioned to provide the Government with resources to follow through on its commitment and protect education spending through this crisis, while also making important reforms which will contribute to the system's efficiency and resilience.
- 65. The Project has been prepared in accordance with IPF Policy, Paragraph 12 of Section III: Projects in Situations of Urgent Need of Assistance or Capacity Constraints.** Paragraph 12 was triggered for this Project based on the following features of the DRC country context: (i) capacity constraints because of fragility with a rapidly growing population; (ii) a turbulent history and continued violence and insecurity making support towards the provision of basic services part of a stabilization package; (iii) the two recent Ebola outbreaks (9th and 10th respectively); and (iv) continued weak governance which undermines government credibility and transition to peace. These challenges have severely limited the ability of successive governments to establish stable institutions, deliver services, and to improve the living standards of the population.
- 66. The Project will support the Government in meeting its urgent financing needs in the primary education sector by primarily disbursing against DLIs focused on systems strengthening to the MEPST Eligible Expenditure Programs for salaries and school operating grants.** It will provide rapid and critical assistance to the Government, while supporting critical reforms that will ensure the sustainability of the free primary schooling policy and strengthen education sector governance and management in the medium term.
- 67. The World Bank is a leading development partner in the DRC, with the financial and technical capacity in the education sector to provide rapid support at scale, in coordination with other donors that are developing plans to support the free schooling policy.** Development partners have long advocated for free primary schooling and supported its inclusion as a strategic priority in the current sector plan for education. Some donors, including the French Development Agency (AFD) and the Global Partnership for Education (GPE) have also recently supported the incorporation of limited numbers of unpaid teachers onto the payroll. Several partners are currently preparing plans for new support to the primary education sector in DRC, including the United States Agency for International Development (USAID), the United Kingdom Department for International Development (DfID), and AFD. In addition, DRC is eligible for an additional grant of up to US\$145 million from the GPE, which is expected to be prepared in 2021. More recently, UNICEF has become the grant agent for a COVID-19 emergency fund from the GPE to manage immediate COVID-19 related emergency support to the education sector.



F. Lessons Learned and Reflected in the Project Design

- 68. Past engagements in support of free education in the DRC show that strong political will, accompanied by a comprehensive package of reforms that address the underlying causes of high household costs, are needed for successful implementation.** In 2010, DRC achieved the completion point under the HIPC Initiative (IDA provided debt relief amounting to US\$887 million in nominal terms over 30 years), with debt cancellation in exchange for a policy package that included a basic education strategy with a priority action plan. The strategy included concrete measures to reduce the direct cost of education to households, especially households in rural areas. Implementation was considered moderately satisfactory and some education system results improved. To strengthen the monitoring of education expenses, the National Payroll Monitoring Commission (*Commission Nationale de Suivi de Paie*) was buttressed to monitor and address urgent issues having to do with the payment of teachers' salaries and operating costs. Significant progress was also made in shifting the payment mechanism for teacher salaries away from cash handled by multiple actors to direct deposits in individual bank accounts. Furthermore, the budget nomenclature was revised to identify and monitor spending on the poor in the human development sectors. These tools to monitor expenditures and information on how much is spent on the poor in the social sectors remain available and in use. The main lesson learned from the implementation of the strategy was that the low tax-to-GDP ratio did not allow sufficient resources for implementation to be allocated to the social sectors. Indeed, what past experience illustrates is that support to free primary schooling should include sufficient financing; a package of reforms that ensure transparent payment of teacher salaries and critical system strengthening; and extensive technical assistance to support sustained transformation and implementation.⁴⁶ With respect to payment of teacher salaries, lessons have been taken from previous attempts. It was found that a results-based mechanism was effective in reducing the financial burden on households and in incentivizing a degree of commitment from Government. The previous projects limited themselves to teachers and schools officially recognized by the salary payment system. This lesson has been addressed in Component 1 (DLR 2.1) and through the planned audits of the official payroll list under DLRs 2.2 and 2.3.⁴⁷
- 69. Capacity support for project implementation to decentralized levels of the education administration.** In DRC, implementation capacity is weak and there are vast geographic distances that exacerbate service delivery. The targeting of ten provinces to roll out specific reforms, such as merit-based recruitment and formula based financing and the design of technical assistance support, particularly the use of an international consultant firm to provide technical assistance for MEPST in Kinshasa and local governments in the ten provinces and sub-provinces, are a direct response to the implementation and monitoring challenges in the DRC. The technical assistance will work in close cooperation with a Project Oversight Committee that will be established in each of the provinces (see below). This decentralized dimension to implementation is critical to ensuring results, as learned under previous World Bank-supported operations.⁴⁸
- 70. Robust prevention and response to violence in schools including SEA/H require a whole-school approach involving students, teachers, school administrators, and communities.**⁴⁹ Part of the whole-school approach is to put in place a safe school package which includes the promotion of strong messages that GBV/SEA is not acceptable and the enforcing of codes of conduct for school staff and teachers. Global evidence shows that

⁴⁶ Sources include those previously cited in footnote 6 and interviews with Government counterparts involved in previous reform efforts.

⁴⁷ Prior Bank operations that included salary payments: 2009 Emergency Project to Mitigate the Impact of the Financial Crisis (47139-ZR); 2015 Education Sector Project (39740-ZR); and 2017 Education Quality Improvement Project (PAD1789). The main lessons learned (see also ICRs 00001391 and 0003231):

⁴⁸ See e.g. Implementation Completion and Results Report No. ICR2807.

⁴⁹ Fancy and McAslan Fraser, 2014; Tol et al, 2013.



when GBV/SEA does occur, there should be clear, safe, and accessible procedures and mechanisms in place for reporting incidents, assisting victims, and referring cases to the appropriate authorities. Finally, experience shows that by involving influential community members, engaging in dialogue, and launching behavioral change campaigns, community knowledge and capacity to respond to and prevent SEA/H and other misconduct at school level will be strengthened. The Project design reflects these lessons in Sub-component 3.2: Ensuring safe and inclusive schools and citizen engagement and DLI 4 in Component 1.

- 71. Results based financing**, specifically the use of DLIs with predefined implementation progress and performance targets supported by strategically placed technical assistance, is a constructive way to provide incentives to implement sector reforms and transition from an input- based to a results-based way of working. It can also have valuable demonstration effect for specific reforms, where DLIs focus on ten provinces but are scalable based on lessons learned and additional funding from the Government and development partners.
- 72. Clear articulation of linkages in formulating indicators, DLI targets, and protocols**, is important to focus efforts on factors that are critical to the achievement of project objectives. Hence, DLI targets have been formulated based on learning from World Bank-financed projects globally, adapted to the country context, and include carefully crafted language to avoid any ambiguity in the verification of results and to ensure that agreed protocols are followed.
- 73. Capacity Building and Technical Assistance**, combined with continued World Bank implementation support, where the World Bank serves in an advisory capacity, are critical complements to a results-based financing approach. Continuous, intensive, and hands-on technical assistance to implementing agencies generally results in timely identification and resolution of implementation challenges. The Project's implementation arrangements are based on tried and tested arrangements of prior and ongoing projects and will benefit from additional support from ongoing education projects in the DRC. The PCT will be buttressed with additional support from a large international firm. The firm will act as a 'technical assistance arm' of the MEPST and will also build capacity and ownership of reforms at provincial and sub-provincial levels.
- 74. Strengthening data systems to improve the quantity and quality of data in the education system leads to better outcomes.** While several databases exist in the education sector in the DRC, the data is unreliable and there is little cohesion. There is a lack of focus on monitoring the system holistically and little will for the disclosure of data and sector information to the public and other stakeholders. There needs to be a focus on the use of process and outcome information—an essential element in the strengthening of data systems. Capacity building and awareness raising of local communities including the COPA and COGES, members are also key to promoting inclusive and responsive institutions for service delivery, hence the inclusion of such activities in the Project design.
- 75. The use of technology as a key monitoring tool can jump start results on the ground.** Technology-enabled solutions are facilitating more effective human capital investments. The World Bank provides support to innovations and pilots that use technology to improve citizen engagement and accountability and transparency in service delivery (e.g. mobile technology for teacher payment in Chad, tablets to monitor teacher presence in Pakistan). Lessons from these programs will be used to inform this Project's support to improved sector governance.
- 76. Strong institutional capacity at all levels is key to PDO achievement and sustainability.** Building national capacity to manage budgets, procurement, public investment, and human resources is the only viable and sustainable option for the medium to long term development of the DRC. A lack of critical project management capacity and the need for Project implementation to be quick and efficient, will require the hiring of an international firm to support the PCT in the short term. However, the Project will provide support



to strengthen country systems at the level of MEPST and provinces—thereby allowing domestic institutions to take over the budget, procurement, and audit functions, including for the Project, in the medium term.

G. Climate Co-Benefits

- 77. Vulnerability context:** This Project has been screened for climate change risks and a number of vulnerabilities were identified in the process. The overall assessment of potential risks in the Summary Climate and Disaster Risk Screening Report is “moderate” due to temperatures which are projected to increase by about 2.7-3.2°C by the 2100s, as compared to the 1990 baseline. The two other key impacts of climate change affecting DRC are intensifying droughts and seasonal flooding. In the 2016 household survey, over 40 percent of households reported having recently experienced a drought; over 30 percent of households reported having recently experienced a flood.⁵⁰ With limited infrastructure and services, DRC is highly exposed to the consequences of these hazards – for example, 45 percent of all households reported suffering from food insecurity in the previous 12 months, and only 21 percent have access to running water. The poor are particularly vulnerable, as they are net purchasers of food, live in low-quality housing in more exposed areas, and have virtually no access to safety nets⁵¹. Food consumption accounts for over 70 percent of their total expenditures, and three of the most common reported coping mechanisms to climate shocks are reducing food consumption, selling assets, and pulling children out of school to save the fees and have the children work.⁵²
- 78. Intent to address vulnerability and evidence base:** The Government has repeatedly recognized the “profound causes” of weak climate change adaptive capacity to be “non climatic causes” of poverty and low human development, including the lack of free primary education.⁵³ As a result, the Government’s 2019-2023 National Strategic Development Plan includes the need for all sectors to integrate mitigation and adaptation measures in view of increasing climate change risks as one of its five priority pillars. The 2017 DRC Nationally Determined Contributions document also underlines high food insecurity as one of the key detrimental climate effects in DRC and outlines the country’s three-pillar adaptation vision which includes the need to secure the livelihoods of communities, especially women and children. In line with this vision, one of the three key objectives of the Government’s free primary education policy is to reduce the vulnerability of parents, school children and teachers to climate change risks by boosting their financial assets as a result of not having to pay school fees.⁵⁴ This objective is grounded in growing evidence across a range of developing countries showing the link between poor households’ receiving additional income and their increased adaptive capacity to climate-related and other shocks. The extra income (in the case of the proposed Project, the income coming from the elimination of school fees) helps households to meet basic needs and invest in productive assets prior to shocks, thereby reducing their vulnerability when shocks do hit.^{55,56}
- 79. Project financing to bolster climate resilience:** The proposed Project explicitly strengthens the DRC’s adaptive capacity against climate-induced shocks by targeting the country’s most climate-vulnerable population, the poor, and enhancing their capacity to cope with climate shocks by increasing their effective income through

⁵⁰ World Bank. 2016. *RDC Evaluation de la Pauvrete*.

⁵¹ In DRC, poverty is defined as international extreme poverty (US\$1.90 per day).

⁵² Hallegatte, Stephane et al. 2016. *Shock Waves: Managing the Impacts of Climate Change on Poverty*. World Bank. 2016. *RDC Evaluation de la Pauvrete*.

⁵³ Cited in their 2014 National Climate Change Adaptation Plan and 2020 Country Program Document with the Green Climate Fund.

⁵⁴ Letter of MEPST intent regarding reducing climate vulnerability as part of DRC education policy dated Feb 17, 2020.

⁵⁵ Wood, Rachel Godfrey. 2011. “Is there a Role for Cash Transfers in Climate Change Adaptation?”. *IDS Bulletin* 42 (6): 79-85.

Stoeffler, Quentin et al. 2020. “Poor Households’ Productive Investments of Cash Transfers: Quasi-experimental Evidence from Niger.” *Journal of African Economies* 29(1): 63-89.

⁵⁶ Lawlor, Kathleen et al. 2019. “Cash transfers enable households to cope with agricultural production and price shocks: evidence from Zambia.” *Journal of Development Studies* 55 (2): 209-226.



the elimination of school fees. The entirety of Components 1 and 2 will finance the elimination of public primary school fees by funding teacher salaries and school operating grants which are currently paid for by poor households. Therefore, the Project will enable households to better cope with climate change shocks, lessen the impact on food security, livelihoods, and health. In addition, there are specific climate adaptation and mitigation measures included in the project components. These are described in Annex 2.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

- 80. Project and sector strategic oversight.** A Steering Committee (SC) will be established to provide overall direction during project implementation and ensure that the different ministries coordinate as needed to achieve the PDO. The SC will be chaired by the Minister of MEPST and will have as members the Secretary Generals (SGs) of MEPST, MOB and MOF; a delegate of the President's Office; a delegate of the Prime Minister's Office; and the Coordinator of SPACE. The SC will meet twice per year and be established by a government decree within two months of effectiveness.
- 81. Project implementation.** The MEPST is the Government entity responsible for implementing the Project with the administrative and fiduciary support of the existing Permanent Secretariat of Support and Coordination of the Education Sector (SPACE). The MEPST is ultimately accountable for meeting the project objectives, and providing oversight, monitoring and evaluation of project activities with the support of SPACE. The MEPST is also responsible for providing the overall management of the Project and guidance to SPACE, as well as to MEPST Directorates and technical units that will be in charge of implementing project activities within their functional missions. The directorates and technical units will work closely with SPACE, which will provide guidance on fiduciary, administrative and social and environmental aspects. In order to strengthen government capacity and provide needed technical expertise, an international firm will be recruited immediately to provide technical assistance throughout the life of the Project, both to central units in Kinshasa as well as to key government units within each of the ten provinces.
- 82. Project coordination and implementation.** The Secretary General (SG) of MEPST will be responsible for the regular, overall coordination of the Project. SPACE will support the SG to coordinate and facilitate the implementation of project activities by the technical Directorates and Services of MEPST. A PCT will be created by a Ministerial Decree, and it will be constituted within SPACE to support the SG and the implementing Directorates and Services. The PCT will be led by the SPACE Coordinator, who will report to the SG. The Coordinator will have overall responsibility for day-to-day supervision and coordination of project activities, including facilitating discussions and coordination between ministries and Directorates/Services of MEPST. The PCT will be constituted of a team of technical assistance, including: a Deputy Coordinator; project activity specialists to support information and salary payment systems, merit-based recruitment, strengthening school and management offices networks, and public financial management; procurement and FM specialists; specialists responsible for citizen engagement and GBV; safeguards specialists; specialists for monitoring, evaluation and reporting; and provincial-level specialists responsible for implementation oversight, support and monitoring. The PCT will be assisted by a third-party verification agency(ies) to verify disbursement-linked results.
- 83. At the provincial level,** the MEPST Directorates/Services will ensure implementation of project activities at provincial and sub-provincial level through the regular administrative channels. Further, in each of the ten



administrative provinces targeted by the Project, a Project Oversight Committee (POC) will be constituted. The POCs (ten in total) will be responsible to coordinate and oversee project activities at the provincial level, and will report to the SG, the PCT and relevant technical Directorates and Services at central level. The POCs will meet at least on a quarterly basis to review progress and resolve any implementation issues. Each POC will be chaired by the Provincial Minister in Charge of Education. Its membership will include the Provincial Education Directorate (*Province Educationnelle – PROVED*), SECOPE Provincial Directorate (*Direction Provinciale du SECOPE – DIPROSEC*) and Primary Provincial Inspector (IPP); the Head(s) of the *Coordination(s) Provinciale(s) des Ecoles Conventionnées* (Provincial Coordination of “Convention” Schools) that operate(s) in the administrative province; the *Ordonnateur Délégué du Ministère de Finances* (the Authorizing Officer of the Ministry of Finance); and the Provincial PCT Specialist.

84. At the school and community level. Parents and school committees will support implementation of project activities. In particular, they will provide support to budget formation and execution monitoring for school operating fees; to monitor that primary teachers who have been newly put on the public payroll receive their salary; and to monitor that persons filling vacant posts have been hired on the basis of a recruitment test. They will also provide inputs to the development and monitoring of plans pertaining to the strengthening of school and management office networks.

B. Results Monitoring and Evaluation Arrangements

85. The project Results Framework (RF) will be used as the basis for the monitoring and evaluation (M&E) of the Project. The PCT will be responsible for preparing a semi-annual report on the technical, physical and financial progress of the Project, including the latest value of project RF indicators. Data to monitor the Project will be drawn primarily from five main sources: (i) progress reports and information systems of MEPST Directorates and Services; (ii) progress reports and information systems/processes of the PCT; (iii) evaluations; (iv) household surveys; and (v) independent verification exercises.

86. Reports and systems of Directorates/Services. The main sources are the SECOPE, DIGE, DAF and DRH. The SECOPE will report on updating the payroll list and salary payments, as well as on automating its business processes and other project-related activities. The DIGE will report information pertaining to the primary education system, SIGE automation and related activities, and the production of the *Carte Scolaire* data. The Secretary General will report on the development of the plans with targets to be developed in association with the *Carte Scolaire*. The DAF will report on the development of equitable school grants, and on PFM strengthening. The DRH will report on merit-based recruitment for primary teachers and primary school directors. The Project will support through Component 3.1 and 3.3.1 activities to enhance the capacities of SECOPE, DIGE, DAF and DRH to modernize business processes including data collection, processing and reporting, as well as databases integration. This will strengthen their M&E capacities including for project purposes.

87. Reports and systems/processes of the PCT. The PCT will regularly compile implementation progress reports on activities using inputs from PCT staff and technical assistance contracted to support implementing Directorates/Services of the MEPST. The Project will also incorporate the Smart Supervision App and Iterative Beneficiary Monitoring to support remote supervision of activities and improve the capacity of the Government and the PCT to conduct accountable and well-structured M&E.



- 88. Evaluations.** Three evaluations are foreseen: the piloting of equitable school grants; the piloting of merit-based recruitment; and an overall evaluation of the project. The two pilot evaluations will also be used to verify DLRs.
- 89. Surveys.** Two household surveys are foreseen: to determine the primary gross student attendance rate in the ten provinces (Year 3); and to determine per-student expenditures on primary school fees, among poor households in the ten provinces.⁵⁷
- 90. Independent verification exercises.** Several exercises (other than those mentioned above pertaining to evaluations and surveys) will be undertaken by an Independent Verification Agency (IVA) to verify DLRs pertaining to: the updating of the salary payment system and the payment of primary teachers added to the payroll; the achievement of targets for local management systems reform; and the merit-based recruitment of primary teachers and primary school directors. With respect to the DLIs, verification protocols have been established for each DLI/DLR. Within one month of the achievement (or partial) achievement of the DLRs, the MEPST will notify the IVA. The IVA will conduct the verification and submit the verification report within three months, using the DLI/DLRs Verification Protocol. The World Bank will review the documentation submitted along with the verification report and request any additional information considered necessary. Upon approval, the World Bank will send a formal notification to the Recipient.
- 91.** All evaluations, surveys and IVA exercises will be undertaken by third party technical assistance contracted under the Project, and overseen and managed by the PCT. M&E and reporting mechanisms will be amplified in the Project Implementation Manual (PIM).

C. Sustainability

- 92. The proposed Project is an emergency response to the Government's policy decision to introduce free schooling,** which has the potential to transform the role of the state in primary education, increase equity, and substantially improve educational outcomes. However, this operation is taking place against a backdrop of a challenging macro-fiscal situation related to the COVID-19 outbreak and sustainability of Project outcomes fundamentally hinges on (1) the Government's ability to mobilize in the medium term the necessary domestic resources to finance its policy of free primary schooling, and (2) continued Government commitment to implement management, data, and financing systems reforms. The ongoing COVID-19 outbreak has made both conditions more challenging to meet.
- 93. On the macroeconomic side, the free education policy will favorably impact aggregate demand, with positive spillovers on real GDP growth.** This assessment is based on a macro-structural model that emphasizes the short- and medium-term effects of the policy on aggregate demand. The policy would affect the macroeconomic framework through two main transmission channels: (i) an increase in public spending in the education sector, financed partly by the World Bank, until 2023 and partly by treasury bills issued on the domestic financial market; and (ii) a substantial implicit transfer of revenue to households resulting in an equivalent nominal increase in consumption and investment by households and firms, and ultimately raising real GDP. With a country-wide coverage, including the incorporation of 100,000 teachers into the government payroll, the policy would, over the 2020-2025 period, on average lead to a 0.6 percent annual increase in the

⁵⁷ The latter survey will be dropped if a planned World Bank PER-related survey is undertaken in time to generate this information.



level of real GDP compared to the baseline.⁵⁸ With the impact from COVID-19, this is an implicit stimulus package that would partially mitigate the contraction of the economy while providing an implicit cash transfer and social relief for the poorest households that are heavily burdened with education fees. The policy’s fiscal sustainability is analyzed in more details in Annex 3, which addresses the economic analysis.

94. The free education policy is sustainable from a macroeconomic and fiscal point of view, but it will require continued improvements in Domestic Revenue Mobilization (DRM), financial sector deepening, prudent debt management and cautious management of teacher salaries. Spending pressure from the implementation of the policy should be mostly offset by higher domestic fiscal revenues. The full-year cost of the policy is estimated at about 1.4 percent of GDP and is reflected in the adopted budget for 2020. Public spending in education is expected to reach 3.1 percent of GDP (18 percent of the budget) in 2020, compared to 1.5 percent of GDP (13 percent of the budget) in 2019. The COVID-19 outbreak implies a high degree of uncertainty as to the country’s economic outlook, but at this stage domestic fiscal revenues are projected to rise over the 2019-2023 period, from 9.4 percent of GDP to around 11.6 percent of GDP as a result of continued increases in direct tax revenues and improvements in VAT collection (mainly due to a new mining code and higher commodity prices). As the country’s debt is among the lowest in SSA—at 21 percent of GDP—and projected to decline in the baseline, the roll-out of the policy would only marginally affect the debt-to-GDP ratio and DRC’s risk of debt distress should remain moderate. However, in order to strengthen fiscal sustainability, additional efforts are required, including increased mobilization of domestic revenues, further strengthening the domestic bonds market, and not taking on further borrowing on commercial terms.

Table 5: Annual Budget for MEPST in Relative Terms

	2018		2019		2020	
	<i>Voted</i>	<i>Paid</i>	<i>Voted</i>	<i>Paid</i>	<i>Voted</i>	<i>Planned</i>
AS % OF TOTAL BUDGET	12.32	12.14	12.52	12.53	17.87	15.90
AS % OF GDP	1.44	0.99	1.45	1.08	3.10	2.63

95. The World Bank is supporting the authorities to implement reforms aimed at increasing domestic revenue mobilization. The DPO and the Governance TA operation are proposed to complement Project implementation. The DPO would assist authorities in efforts to reform the legal framework of the education sector in favor of free education, enhance revenue mobilization (e.g. reducing tax exemptions, reforming the income tax law and expanding the tax base), reform State Owned Enterprises —both revenue generating (i.e., mining) and service providers (water, electricity)—and unlock investments in water, electricity, and telecommunications. The possible Governance TA Project would also support improvements in tax administration and procurement processes.

96. The Government’s reform efforts are supported through increased IMF engagement aimed at increasing DRC’s resilience in the short term. The IMF has so far provided the RCF of US\$368 million to strengthen international reserves from 2.0 weeks of imports in November 2019 to 3.3 weeks by end-2019. The RCF included prior actions aimed at reducing foreign exchange and monetary vulnerabilities and was supplemented by the SMP that also addresses DRM aspects—with a focus on enhancing VAT revenues. Once implemented, the reforms supported by the World Bank and the IMF have the potential to generate the equivalent of 2.6 percentage points of GDP in additional revenues, compared to 2019 (see Table 6).

⁵⁸ In light of the uncertainty on the number of teachers to be brought into the payroll, 100,000 would represent a low case scenario.



97. The main risks to fiscal sustainability would come from the ongoing COVID-19 outbreak, lower revenue collection, and higher teacher salaries. The economic implications of the COVID-19 outbreak are still unfolding and are hard to project at present, implying substantial downside risks to the scenarios. In addition, slow progress on eliminating tax exemptions, widening the tax base, and modernizing customs and tax revenue administration—owing to capacity limitations and opposition from vested interests — could lead to higher than expected fiscal deficits. In addition, an increase in teacher salaries beyond US\$150 a month would seriously compromise fiscal sustainability. The Government's limited access to financing means that it can sustain only small deficits, which will be financed by government reserves, domestic borrowing, and some concessional borrowing. Hence there is a risk of an accumulation of domestic arrears and central bank financing, which would add to inflationary pressures. In addition, the current account deficit could deteriorate significantly, beyond the lifetime of the project, thereby eroding the country's foreign exchange reserves and putting downward pressure on the exchange rate. To contain these risks, it will be essential that the authorities observe strict adherence to commitments to improve domestic revenue mobilization by 0.5 percentage point of GDP per year between 2020 and 2025, further develop the domestic bonds market to finance a larger fiscal deficit, and refrain from borrowing on commercial terms.

Table 6: Tax Mobilization Reforms and Expected Impacts

Reform	Expected impact on DRM
World Bank (WB) financed DPO Prior Action (PA) 4 & Indicative Trigger (IT) 4: Reforming the Income Tax Law	0.9 percent of GDP / US\$470 million
WB Existing and New TAs: Components on Tax Administration Reform and Capacity Building	
IMF RCF PA 2: Making the DGI responsible for the payment of VAT refunds to mining companies and lifting the suspension of VAT collection for these companies	
IMF RCF PA 3: Enforcing the inter-ministerial circular imposing personal income tax withholding on the totality of civil servant compensation	
WB DPO PA 5 & IT 5: Mainstreaming non-tax revenues and enhancing collection from hydrocarbons, transportation, and for road maintenance	0.2 percent of GDP / US\$100 million
WB DPO PA 6 & IT 6: Managing and reducing tax expenditures	1 percent of GDP / US\$530 million
Government Additional Measures committed during RCF: Cancellation of the compensation process of revenues and transfer of part of special account proceeds to the Treasury (Mining Fund for Future Generations, FONER, RVA)	0.5 percent of GDP / US\$260 million
Total	2.6 percent of GDP / US\$1.36 billion

IV. PROJECT APPRAISAL SUMMARY

A. Technical and Economic Analysis

Technical Analysis

98. The Government's decision to significantly reduce the barriers to accessing primary education by eliminating fees is strongly supported by global evidence as critically necessary for building the country's



human capital, particularly for the poor. As stated in the 2018 World Development Report, “Significant costs prevent children, especially the most vulnerable, from learning.... In many countries, the elimination of school fees has raised enrollments...[and] consistently improved access in the form of enrollment as well as attendance.” In a study of eight countries across SSA and Southeast Asia, the elimination of school fees increased the gross enrollment rate by 10-60 percentage points in the year immediately following the policy change.⁵⁹ Given the 72 percent extreme poverty rate in DRC and the burden that primary school fees place on households, the Government’s policy is expected to significantly increase enrollment rates in the short term, as children who were excluded are now given access, and completion rates in the medium to long term, as fewer students are pushed out of school for their inability to pay.

99. An extensive global literature has clearly established the private and public returns to increased educational attainment.⁶⁰ In DRC, every additional year of completed education is correlated with a 9.1 percent increase in earnings and individuals who have completed primary education earn 27 percent more on average than those who start but do not complete.⁶¹ In addition, multiple non-wage benefits which are harder to quantify, accrue to individuals from increased educational attainment, including better health and family planning decisions, improved education and health of their children, and higher life satisfaction and happiness. Society also benefits greatly from more educated individuals, through stronger economic growth, more engaged citizenry, and greater social cohesion.⁶²

100. Contributions to improving education quality. Increasing access to school is the necessary first step towards delivering quality learning outcomes and increasing human capital. In addition, the Project’s focus on systems strengthening will support improvements in three areas identified in the 2018 World Development Report as key for improving the quality of education and student learning:

- a. **First, the quality of an education system is bound by the quality of its teachers.** There is increasing evidence that the right policies for recruiting, training, supporting, and evaluating teachers can transform the effect that teachers have in the classroom.⁶³ The Project will support tangible measures to strengthen the recruitment process of new teachers by developing and applying standards through a merit-based test. This work will be in coordination with the ongoing PAQUE Project, which is supporting the implementation of evidence-based, in-service teacher training focused on early grade reading.
- b. **Second, there is growing evidence that improving both learning outcomes and efficiency requires strengthening management at all levels of the system,** particularly at local levels where capacity tends to be weaker and resources more scarce.⁶⁴ The Project will support stronger management from the school to the central level through, for example, merit-based recruitment of school and sub-provincial directors;

⁵⁹ The World Bank. 2018. World Development Report: Learning to Realize Education’s Promise.

⁶⁰ Oreopoulos, Philip and Kjell Salvanes. 2011. “Priceless: The Non-Pecuniary Benefits of Schooling.” *Journal of Economic Perspectives* 25(1): 159-184.
Psacharopoulos, George and Harry Patrinos. 2018. “Returns to Investment in Education: A Decennial Review of the Global Literature.” World Bank Policy Research Working Paper No. 8402.

⁶¹ World Bank. 2015. *Public Expenditure Review of the Education Sector in the Democratic Republic of Congo*.

⁶² The World Bank. 2018. World Development Report: Learning to Realize Education’s Promise.

⁶³ Bruns, Barbara and Javier Luque. 2014. *Great Teachers: How to Raise Student Learning in Latin America and the Caribbean*.

Beteille, Tara and David Evans. 2018. *Successful Teachers Successful Students: Recruiting and Supporting Society’s Most Crucial Profession*.

⁶⁴ Blimpo, Moussa, David Evans, and Nathalie Lahire. 2015. “Parental Human Capital and Effective School Management: Evidence from the Gambia.” World Bank Policy Research Working Paper No. 7238.

Bruns, Barbara, Deon Filmer, and Harry Patrinos. 2011. *Making Schools Work: New Evidence on Accountability Reforms*.

Fryer, Roland. 2014. “Injecting Charter School Best Practices into Traditional Public Schools: Evidence from Field Experiments.” *Quarterly Journal of Economics* 129 (3): 1355-1407.

Adelman, Melissa and Renata Lemos. 2019. *Managing for Learning: Measuring and Strengthening Education Management in Latin America and the Caribbean*.



reorganization and strengthening of the management office network (BGs); and enabling more accurate and faster data systems through technology.

- c. **Finally, an emerging literature is quantifying the importance of the physical school environment on learning.**⁶⁵ The Project will support increased, formula-based operating grants for schools to improve conditions, as well as the identification of schools experiencing the biggest enrollment surges to enable the Government to prioritize investments for improving infrastructure and expanding capacity through other donor-financed projects such as the Additional Financing to the STEP2.

Economic Analysis

101. Given the scale of the Project and the broader Government policy that it supports, the economic analysis focuses on (i) the cost-benefit analysis of the Project investments and (ii) the immediate and long-term poverty impacts of free schooling. These complementary analyses show that the Project itself is expected to yield strong positive returns under conservative assumptions, with an expected net present value (NPV) of US\$2.3 billion and internal rate of return (IRR) of 18 percent. In the immediate term, relieving households of the burden of school fees will reduce the national poverty rate by 2 percentage points. In the long term, the Government's policy of free schooling is expected to significantly increase the education levels in the population and contribute to an 11.6 percentage point reduction in the poverty rate by 2050, equivalent to 22.6 million fewer people living in poverty.

102. Project cost-benefit analysis: Many countries across SSA abolished primary school fees between the mid-1990s and 2000s, providing relevant reference points to estimate the likely impacts of the DRC's free schooling policy assuming it is successfully implemented. Research across these countries, as well as countries in other regions, consistently finds that the implementation of free primary schooling leads to immediate surges in primary school enrollment.⁶⁶ Free primary schooling policies also contribute to increasing primary completion rates, albeit at a slower pace and with a lag.⁶⁷ Impacts on the completion of higher levels of education are less established, but some research suggests that these free primary schooling policies may also increase the transition rate to secondary school.⁶⁸

103. Based on these international experiences, a conservative cost-benefit analysis estimates that the Project would contribute to children across the ten target provinces obtaining more years of primary education, and therefore higher earnings over the course of their lifetimes, yielding an expected NPV of US\$2.3 billion and IRR of 18 percent. The analysis is conservative on several fronts, namely: (i) it only considers the expected surge in enrollment during the Project's life; (ii) it does not account for any impacts that the Project's support of free primary schooling could have on primary completion rates or transition to secondary; and (iii) it does not account for any benefits of the Project's support of critical systems strengthening in the education sector.⁶⁹ At the same time, the analysis cannot account for potential aggregate impacts of large increases in

⁶⁵ Ambasz, Diego, Tigran Shmis, Maria Ustinova, and Kumar Vivek. 2019. "Learning environment as third teacher? Evidence on the impact of school infrastructure." Posted at <https://www.ideasforindia.in/topics/human-development/learning-environment-as-third-teacher-evidence-on-the-impact-of-school-infrastructure.html>

⁶⁶ The World Bank. 2018. World Development Report: Learning to Realize Education's Promise.

⁶⁷ Bentaouet, Raja Kattan. 2006. "Implementation of Free Basic Education Policy." The World Bank Policy Research Working Paper 47186.

İşcan, Talan B., Daniel Rosenblum, and Katie Tinker. 2015. "School Fees and Access to Primary Education: Assessing Four Decades of Policy in Sub-Saharan Africa." *Journal of African Economies* 24 (4): 559–92.

The World Bank and UNICEF. 2009. *Abolishing School Fees in Africa: Lessons from Ethiopia, Ghana, Kenya, Malawi, and Mozambique*. Development Practice in Education.

⁶⁸ Al-Samarrai, Samer and Hassan Zaman. 2007. "Abolishing School Fees in Malawi: the Impact on Education Access and Equity." *Education Economics* 15(3):359-375.

World Bank and UNICEF. 2009. *Abolishing School Fees in Africa*.

⁶⁹ The analysis does not consider any impacts beyond the ten target provinces.



educational attainment, such as a reduction in the average returns to schooling. Sensitivity analyses show that the Project maintains an NPV over US\$700 million and IRR over 12 percent even in highly negative scenarios, for example if the impacts on enrollment are half of the SSA average experience, or if general equilibrium effects cut the returns to schooling by 50 percent from their current level.

104. Immediate poverty impacts of free schooling. Simulations utilizing the 2012 household survey data show that the implementation of the free primary education policy will result in a decrease of the national poverty rate by 2 percentage points, meaning that about 1.5 million Congolese people may be lifted out of poverty. The direct consequence of eliminating tuition payment by households is equivalent to an average increase of around 6 percent of income for households that have children attending primary schools. Even for households that are too far from the poverty line to hope escaping poverty, there would be an improvement in well-being since the additional income will reduce the depth of poverty. More specifically, depth of poverty (a proxy of inequality among the poor) will decline by 1 percentage point for the whole country.

105. Long-term poverty impacts of free schooling. Based on the experiences across SSA with free primary schooling, this policy in DRC is expected to contribute to higher attainment rates in the adult population by 2050 than would otherwise be achieved without the policy. The share of the adult population with no education would drop from 10 to 5 percent and with only primary from 40 to 31 percent; while the percentage with at least some secondary would increase from 50 to 64 percent as more children flow through the system. A micro simulation framework is used to assess the long-term effects of these increases in educational attainment on poverty reduction. Increased educational attainment for women and men implies cumulative improvements in mortality and fertility, and together these contribute to increased income per capita growth and poverty reduction rates in the simulations. In 2050, the national poverty rate without the free schooling policy would be approximately 48.2 percent, and 36.6 percent with the policy, an 11.6 percentage point improvement equivalent to 22.6 million fewer people living in poverty.

106. Beyond the effects of reducing the incidence of poverty, beneficial effects are expected on other well-being indicators, in particular those related to equity. In the long term, higher household income and more education especially of mothers are expected to lead to higher investments in other aspects of human capital. In recent work on hunger and nutrition in DRC livelihood zones⁷⁰, when mothers are literate, their children have on average better dietary practices than those whose mothers are illiterate. This also increases their likelihood of having adequate Water, Sanitation and Hygiene (WASH) by 14 percentage points. Moreover, 61 percent of children with literate mothers have access to adequate healthcare while only 4 percent of children with illiterate mothers do.⁷¹ Finally, mothers' literacy accounts for a 5 percentage point difference in stunting rates in DRC livelihood zones. In the long run, these investments in years of schooling and, especially, in reduction in malnutrition and early mortality will increase the human capital index for DRC.

B. Fiduciary

(i) Financial Management

107. The Project will be coordinated by SPACE with a PCT to be established and staffed with qualified fiduciary staff. Prior to the appointment of the PCT fiduciary staff, the Project will rely on the fiduciary team of the

⁷⁰ Adoho et al. 2018. Understanding Hunger and Malnutrition in DRC's Livelihood Zones, Washington DC, World Bank Group.

⁷¹ The WASH components include access to improved water, access to improved sanitation, community level sanitation, access to handwashing facilities and the availability of child's feces disposal. When children meet at least three of the five components, they can then be considered adequate in WASH.



ongoing World Bank financed PAQUE Project within MEPST.

108. Components 1 and 2 (IPF with DLIs) account for 88 percent of the project total cost and the Eligible Expenditure Program (EEP) will consist of salaries to primary schools' teachers and administrative staff (ie BGs); and primary schools operating costs in 10 provinces. The Project will rely on the Government's existing technical and financial management architecture for the EEP, with the Ministry of Budget in charge of payroll and budget transfers, based on the registration and verification protocols of SECOPE regarding teachers' salaries and schools operating costs in the entire country.

109. Qualified fiduciary staff will be appointed within the PCT. Other mitigating measures include : (a) the development of the PIM including DLI verification protocols; (b) the recruitment of an IVA in charge of the verification of the DLIs reported achieved; (c) the implementation of the recommendations of the functional review and the audit of SECOPE; (d) the strengthening of the capacity of the DAF-MEPST and the Internal Audit within the CTA; (e) periodic reviews of the operation of the risk management and internal controls of SECOPE and of the payment processes in the ten provinces to be supported by the Project; and (f) external audit of the project financial statements, including EEP Statements.

110. Disbursements. Given the strong fiduciary arrangements to set up and considering the fact that the DLI components account for over 85 percent the financing, the Project will opt for report-based disbursements. On the RBF components (1 and 2), the World Bank will reimburse the Government, based on the submitted EEP Statement and verification of results (DLIs). For the Component 3, a Designated Account (DA) will be opened. The supportive documentation for the initial advance as well as replenishments of the DA will be the quarterly Interim Financial Reports (IFRs).⁷² Other disbursements methods such as reimbursement, direct payment and special commitment could apply as well. Financial information on the RBF part will derive from information from the Ministry of Budget system and SECOPE database confirmed by funds released by the Central Bank, reconciled against actual payments to teachers and schools. The payment agents (commercial banks and the *Institution Financière pour les Oeuvres de Développement* (IFOD/Caritas, Financial Institution for Development Works/Caritas) issue monthly reports on the funds paid or released to the teachers and schools accounts. The already established funds flow arrangements described in Annex 1 for the payment of teachers and schools will apply.

111. In case of payments to United Nations (UN) Agencies (if any) for expenditures of the Project, disbursements would be made through the payment mechanisms defined in the contract with the UN agency (UN commitment, direct payment, or special commitment). In case the UN commitment disbursement mechanism is used, an application for issuance of UN Commitment is to be submitted by the Recipient. Subsequent payment and documentation of expenditures would be as per the commitment letter to be issued by the Association and the agreement between the Recipient and the UN agency.

112. Financial Reports and Audits. Unaudited IFRs will be prepared on quarterly basis by the Financial Management staff within the PCT and submit to the World Bank within 45 following the quarter. The audit of the project annual financial statements, including EEP Statements will be carried out by an independent external audit firm. The audited financial statements will be submitted to the World Bank within 6 months of the end of the government's fiscal year.

⁷² As stated in the signed Minutes of Negotiations, a designated account cannot be opened and advances cannot be made until ineligible expenditures incurred in World Bank-financed projects are reimbursed, a situation which the Government is in the process of addressing.



(ii) Procurement

113. **Applicable procedures.** Project procurement activities will be carried out in accordance with the World Bank’s procedures specified in the World Bank Procurement Regulations for IPF Borrowers: Procurement in Investment Project Financing Goods, Works, Non-Consulting and Consulting Services dated July 2016 and revised November 2017 and August 2018, and any other provisions stipulated in the Legal Agreement. In addition, the implementation of procurement will be in accordance with the “Guidelines on preventing and combating Fraud and Corruption” stipulated in 2.2a of Annex IV of the Procurement Regulations.

114. **Goods works and non-consulting services** will be procured in accordance with the requirements set forth or referred to in the “Section VI. Approved Selection Methods: Goods, Works, and Non-Consulting Services of the Procurement Regulations”, and **the consulting services** will be procured in accordance with the requirements set forth or referred to in “Section VII. Approved Selection Methods: Consulting Services of the Procurement Regulations”. All these requirements have been be reflected in the Project Procurement Strategy for Development (PPSD) and will also be reflected in the Procurement Plan.

115. **A simplified PPSD has been prepared** with World Bank support aiming to ensure that procurement activities are packaged and prepared in such a way to expedite implementation to meet the project’s objectives. This PPSD provides the basis and justification for procurement decisions, including the recommended procurement approaches for the Project that will be reflected in the Procurement Plan covering the first 12 months of project implementation which was completed prior to negotiations. Because of the urgent nature of the Project, the World Bank has agreed with the Recipient to update the PPSD and Procurement Plan within three months of effectiveness.

C. Legal Operational Policies

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

D. Environmental and Social

116. **The Project is rated Moderate for Environmental risks and High for Social risks.** The relevant Environmental and Social Standards (ESS’s) are: 1 (Assessment and Management of Environmental and Social Risks and Impacts); 2 (Labor and Working Conditions); 3 (Resource Efficiency and Pollution Prevention and Management); 4 (Community Health and Safety); and 10 (Stakeholder Engagement and Information Disclosure).

117. **Environmental issues.** Potential environmental risks are related to the incremental environmental, health and safety impacts of more children being accommodated in existing schools, including use of classrooms and other school facilities. Risks and impacts related to incremental works/activities in existing schools include solid waste, water and sanitation, and Occupational Health and Safety (OHS) for school workers. A Generic Environmental and Social Management Plan will be prepared by the PCT, consulted upon and disclosed during project implementation for the incremental impacts in existing schools.



118. Environmental and Social Commitment Plan (ESCP). The Recipient has prepared jointly with the World Bank an ESCP (disclosed May 8, 2020), which includes environmental and social measures to which the Recipient is committed, including the preparation of environmental and social instruments during project implementation.

119. Social Issues. The Project has a number of social risks (Sexual Exploitation and Abuse/Harassment (SEA/H), labor, stakeholder engagement, grievances, inclusion, disability, social conflict, security, etc.) which will be managed through targeted and complementary measures. One of the key outputs of the Project will be a social assessment, which will assess social risks, such as: school safety and violence against children, including physical, social and sexual violence among and between students and teachers as well as among teaching staff; conflicts in schools, including social impacts of school crowding and bullying, harassment and violence among students and between teachers and students; security risks around and within schools; and social exclusion (for example of girls, disabled students, children from indigenous communities and marginalized groups). The social assessment will include additional mitigation measures which will be incorporated into project activities, as well as provide a baseline for future projects in the sector. The social assessment has commenced preparation, utilizing a consultation strategy adapted to the COVID-19 context, and a draft overview assessment will be completed by effectiveness.⁷³

120. Sexual Exploitation and Abuse/Harassment: The Project has piloted the SEA/H risk assessment tool for the education sector which indicated that SEA/H risk is high. Preliminary risks identified relate to the potential sexual abuse of children by teachers and school staff. The Project will put in place a basic package of risk mitigation measures under Sub-component 3.2 that reflect best practices in preventing SEA/H in education. Considering the lack of existing services, large geographical area, and numbers of schools covered, the Project will follow a phased approach to risk mitigation, including putting in place an external agency to refer survivors to services from project effectiveness and then phasing in interventions over a three-year period. Key features adopted in the design of the SEA/H Action Plan are detailed in Annex 4.

121. Labor Management Procedures (LMP): LMP have been prepared for the PCT staff, who are expected to include direct and contracted workers. The LMP provides guidance on direct and contracted staff, including: terms and conditions of employment; nondiscrimination and equal opportunity; the establishment of any worker's organizations; and OHS measures for employees. The Project will not engage child or forced labor. The LMP includes provisions to ensure that women have equal opportunities to participate in the PCT and includes measures to prevent SEA/H of teachers and other education workers. The LMP also explains where national law and regulations meet ESS 2 requirements and sets out the requirements for a grievance mechanism addressing disputes about labor issues.

122. Stakeholder Engagement: The Stakeholder Engagement Plan (SEP) (disclosed May 8, 2020) includes a comprehensive analysis of stakeholders and an extensive and inclusive outreach program so that all people, especially members of vulnerable groups, particularly indigenous and other marginalized communities living in remote areas, are aware of the availability of free primary schooling. Key stakeholders may include: primary school administrators, teachers, and other staff in public schools and those run by FBOs, teachers unions, parents and parent associations, national, provincial and local MEPST staff, national, provincial and local FBO administrators and staff involved in primary school education, food vendors and other businesses located near primary school premises, health centers located near school premises or serving families with school-

⁷³ The final, comprehensive social assessment will be completed within one year of project effectiveness.



age children, and potentially vulnerable groups and individuals, including indigenous families, disabled parents or parents of disabled/sick children, female head of household parents, and refugee, returnee or internally displaced families. Key stakeholder concerns include: child health and safety issues on school premises and traveling to and from school, impacts of crowding in schools, bullying, harassment and violence among students and between teachers and students (including use of corporal punishment as a disciplinary measure), SEA/H issues affecting students, teachers or other school staff, access to schools and information on school enrollment procedures for marginalized groups. An initial SEP was prepared prior to appraisal and it will be updated prior to effectiveness and periodically thereafter as needed. As described above, the Project will establish a two-pronged GRM to allow affected stakeholders to raise grievances and seek redress if and when they perceive that a negative impact has arisen from project interventions.

V. GRIEVANCE REDRESS SERVICES

123. 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.

VI. KEY RISKS

124. **The overall risk of the Project is High.** Key risks that could adversely affect the achievement of the project development objective and the sustainability of results and risk mitigation measures are described below.

125. **Political and Governance risk is High.** DRC is a post-conflict country with a history of endemic political upheaval with negative effects on operational engagement. In January 2019, the first peaceful presidential elections in the recent history of the country were carried out. The national policy of free schooling, which has been the new President's number one priority, is the basis for the Project's objectives. However, the Government is a coalition that took nine months to form, making political stability tenuous. The Government has declared its willingness to improve management of the public finances and implement structural reforms, but political uncertainty, a parliament dominated by supporters of the former regime, corruption, bureaucratic inefficiency and resistance to reforms may prevent significant progress on this. The Project will mitigate this risk by engaging a broad range of stakeholders at all levels including FBOs that manage the larger part of public schooling, the Presidency and its cabinet of advisors, governors, and provincial administrative departments. All of these groups, including the Catholic Church which manages a large share of all public schools, have shown sufficient and sustained political will to push the reforms for free primary schooling through. Moreover, a subcomponent dedicated to social marketing and communication will help focus reforms, strengthen popular support and provide buy-in and pressure from the bottom up towards



maintaining the momentum of free schooling.

126. Macroeconomic risk is High. Although DRC's economy has recovered in 2018 from the recession owing to favorable domestic and international conditions, government revenue remains low and there are major external vulnerabilities threatening to impair ongoing macroeconomic recovery efforts. These risk factors include the ongoing COVID-19 outbreak, a further drop and volatility in commodity prices, global trade tensions fueled by heightened protectionist measures and a growth slowdown in China. These developments are likely to affect negatively domestic revenue collection from the mining sector, which accounts for around 25 percent of government revenues. With limited scope for fiscal policy to absorb severe external shocks due to the narrow fiscal space, revenue generation plans, and reforms, are critical to cover the costs associated with the free schooling policy (for which the Government has already allocated funds). These risks will be mitigated with close monitoring of the unfolding economic implications of the COVID-19 outbreak, and close implementation and TA support to develop and implement the free education policy, including strategic planning for internal revenue generation. A proposed DPO would support the authorities' efforts to improve domestic resource mobilization, in particular related to eliminating tax expenditures (conservatively estimated at 1.7 percent of GDP or US\$900 million) in order to expand the fiscal space. A potential TA operation would support the implementation of the Government's Public Finance Reform Strategic Plan aimed at increasing domestic revenues by improving the effectiveness of tax policy and strengthening the capacities of the revenue administrations, and implement reforms to improve the efficiency of public spending through e-procurement and anti-corruption measures.

127. The containment measures related to the COVID-19 pandemic risk creating additional barriers to children's access and affecting the Government's ability to fully implement planned reforms. Lessons learned from previous Ebola outbreaks and other shocks on how to limit the impacts of school system shutdowns highlight the importance of coupling an immediate education response plan, which the Government of DRC has already put into motion, with ensuring that access is free once education systems open again and that basic learning conditions are in place as this Project aims to do.⁷⁴ At the same time, containment measures including restrictions on meetings and travel prohibitions may delay Government decision-making and technical assistance activities. The decentralized approach to project implementation, with provincial-level staff of the PCT and of the international technical assistance firm, will help to keep activities moving forward at the local levels even if travel from major hubs is limited. In addition, the PCT and key staff of relevant technical directorates will be supported to work remotely in order to facilitate decision-making.⁷⁵ The World Bank will also continuously monitor conditions and make timely adjustments as the situation evolves.

128. Sector strategies and Policies risk is Substantial. Oversight and implementation are weak across the entire education administration. Decision-making tends to be centralized with low levels of participation and poor communication with decentralized entities. Poor working conditions and relatively low compensation of teachers and administrative staff undermine the promotion of a culture of accountability and creates conditions amenable to inefficient use of project resources. Mitigation measures are embedded in the project

⁷⁴ The immediate education response plan includes a consolidation of radio, television, and internet content for students and teachers with the coordinated support of development partners. This plan, supported in part by the World Bank's current education projects, will provide immediate resources during the current school system shutdown and will also serve as the basis for an education continuity plan in the face of future waves of the pandemic.

⁷⁵ Current World Bank projects in the education sector are moving quickly to provide such remote work capacity to their implementation teams and these experiences will be leveraged.



design. The RBF modality will progressively contribute to increase responsibility and accountability.

129. Technical design risk of the Project is Substantial. The results-based modality of the Project is new to the DRC context. There is however, substantial political will at various levels for the successful roll out of free schooling and therefore the results of this Project. While this modality is apt for a project that aims to build systems and put in place reforms, this will require some hand holding and strong capacity building in the short term. There is also a possible risk with the financing of biometric data collection for teachers, and personal data and privacy rights need to be taken into account. The risk of misuse of teacher personal data would be mitigated by (a) incorporation of the lessons learned from biometrics that were done for voter identification during the 2018 elections and under various World Bank-financed projects for other groups of civil servants, (b) closely monitoring implementation to ensure compliance with national laws and relevant international best practices. In addition, the ongoing PAQUE project will also contribute to achieving these results. Complementary operations focused on improving core government systems will contribute to mitigating this risk.

130. Institutional capacity for implementation and sustainability risk is Substantial. There is limited capacity in the Government as a whole and the education sector institutions involved in the project to implement the school fees policy and achieve the complementary results of the Project. Moreover, as mentioned above, this is the first Project using the DLIs modality in the DRC context. In order to mitigate this risk, the project design will prioritize the strengthening of the operational and technical coordination at the local (schools), sub provincial, provincial, and central levels. TA will be deployed to support capacity building to sustain the reforms being put in place. An international firm will help deliver the TA and will deploy staff at key central and provincial institutions.

131. Fiduciary risk is Substantial. Fiduciary risk has been assessed as High before mitigation actions, and residually Substantial after mitigation actions are implemented. The overall fiduciary environment of the country is weak and the DRC's governance ratings are very low. This is the first project using the IPF with DLIs modality in DRC and so far, the highest amount of funds to disburse within a four-year period with around 90 percent to be disbursed using country systems. The EEPs of the results-based financing part of the Project will consist of salaries to primary schools' teachers and administrative staff of the management offices, and primary schools operating costs in ten provinces. Past external audits of the SECOPE database concluded that the non-compliance rate of the HR management of teachers was below 5 percent. However, a high percentage of the teachers' list is processed manually which makes it prone to errors. The governance arrangements at school level for the management of the operating expenses have to be strengthened. The transparency, risk management and control processes over the management of the SECOPE database also need strengthening. In addition, MEPST capacity to oversee the Project's activities is limited, especially regarding the units responsible for financial management (DAF), internal audit, and procurement. Therefore, qualified financial management and procurement staff will be in place in the PCT within one month of effectiveness and will be able to utilize the experience and resources of the PAQUE project as implementation begins. The other mitigating measures include: (a) the development of the PIM including DLI verification protocols; (b) the recruitment of an IVA; (c) the implementation of the recommendations of the functional review and the audit of SECOPE and optimizing and automating SECOPE processes, including biometric identification of teachers; (d) the strengthening of the capacity of the MEPST's DAF and internal audit; (e) periodic reviews of the risk management and internal controls of SECOPE and payment processes in the ten provinces supported by the Project; (f) external annual audit of project financial statements including EEP Statements; (g) reconciliation



of EEP expenditures against the receipts by teachers and schools; (h) the use of the mobile platform *Allo Ecole* through which teachers, parents and other stakeholders will be able to report instances of misuse of funds, which in turn will be subject to a case management protocol; and (i) frequent World Bank fiduciary implementation support. No complex procurement is foreseen in the Project.

132. Environmental and Social risks: The Project is rated **Moderate for environmental risks and High for social risks**. Potential environmental risks are related to the incremental environmental, health and safety impacts of more children being accommodated in existing schools, including use of classrooms and other school facilities. These include solid waste, water and sanitation, and Occupational Health and Safety (OHS) for school workers. The Project has a number of social risks (Sexual Exploitation and Abuse/Harassment (SEA/H), labor, stakeholder engagement, grievances, inclusion, disability, social conflict, security, etc.) which will be managed through targeted and complementary measures.

133. Stakeholder risk is Substantial. Project preparation will involve consultations with multiple stakeholders at multiple levels and there is acknowledgement from the government, the church groups, the civil society, the teacher unions, of the need for the proposed intervention. The success of the Project requires extensive engagement with stakeholders (teachers unions, school networks, churches and parents' committees) and communities in a very large country and this has been done during preparation and will continue to be done throughout implementation with a strong communication and social marketing strategy under Sub-component 2.2.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

**COUNTRY: Congo, Democratic Republic of
DR Congo Emergency Equity and System Strengthening in Education**

Project Development Objectives(s)

The Project Development Objective is to lower the burden of school fees on households and increase access to primary schooling in the selected provinces; and to strengthen core education systems.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	End Target
Lower the burden of school fees on households in select provinces			
PDOI #1: Reduction in per-student expenditure on primary school fees, among poor households in the 10 provinces (Percentage)		0.00	75.00
Increase access to primary schooling in select provinces			
PDOI #2: Increased primary gross student attendance rate for the select provinces, by gender (Text)		106.3 (Girls: 106.8; Boys: 105.9)	118.3 (Girls: 118.8; Boys: 117.9)
Strengthen core systems			
PDOI #3: Percentage of newly hired public primary teachers who are recruited on the basis of merit (Text)	PBC 6	0%	75% in each of the 10 provinces
PDOI #4: Timely and reliable education system data publicly disclosed nationwide (Text)		Annual school census data are published with substantial delay or not at all	The database of the school census includes information for at least 80% of schools received within the previous 18 months, and its digital reporting interface is accessible to decision-makers



Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	End Target
Component 1: Enabling Free Access for All			
Percentage of teachers occupying posts incorporated onto the updated salary payment system who are paid regularly (Percentage)	PBC 2	0.00	90.00
Percentage of first-year targets achieved pertaining to the optimization of the management offices (BGs) and to the redeployment of management offices (BGs) personnel, by 10 provinces (Text)	PBC 3	0.00	100% in each of the 10 provinces
Percentage of primary teachers in the 10 provinces who sign the revised Code of Conduct that prohibits all forms of violence and discrimination (Percentage)		0.00	100.00
Percentage of public primary school personnel and COPA members who have knowledge of 'safe and inclusive school' services (Percentage)	PBC 4	0.00	70.00
Component 2: Laying the Foundations for Quality			
Percentage of public primary schools provided with an equitable school grant (Percentage)	PBC 5	0.00	100.00
Percentage of newly hired public primary teachers who are female (Percentage)		36.00	41.00
Percentage of newly hired public primary school directors who are recruited on the basis of merit (Percentage)	PBC 7	0.00	75.00
Component 3: Strengthening Systems for Results			
Percentage of SECOPE antennae with automatic processes for data collection/entry and transmission (Percentage)		15.00	100.00
Percentage of public primary schools that enter and transmit annual school census data using digital technology (Percentage)		0.00	80.00



Indicator Name	PBC	Baseline	End Target
Percentage of public primary schools reporting on access for children with disability (Percentage)		0.00	75.00
GRM at the national level operational (Text)		Not operational	National free hotline operational
Percentage of COPAs at local level trained to handle grievances as part of GRM mechanism (Percentage)		0.00	90.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
PDOI #1: Reduction in per-student expenditure on primary school fees, among poor households in the 10 provinces	Difference in per-student payments on primary school fees between baseline and endline, expressed as a percentage of per-student payments on primary school fees at baseline (for students among the bottom 60% of households by consumption enrolled in a public school). Fees at baseline and endline to be expressed in equivalent, real units.	Once, for endline in Year 4. The baseline value is from 2012 (WB PER Education Sector 2015 using HBS 1-2-3, 2012)	Household survey	Household survey using validated instrument and reliable data collection methodology	Survey firm, PCT M&E officer
PDOI #2: Increased primary gross student attendance rate for the select provinces,	Percentage of children currently attending a	Once, for endline in	Household survey	Household survey using validated instrument	IVA-survey firm/DIGE



by gender	primary school for all select provinces taken together, broken down by girls and boys. Calculated by dividing the total number of students who were reported at the time of the survey as having been attending ('a fréquenté') a primary school during the reference academic year by the population of official primary school age (6-11 years), and then multiplying the result by 100.	Year 3. The baseline is from 2017-18 (MICS DRC)		and reliable data collection methodology	
PDOI #3: Percentage of newly hired public primary teachers who are recruited on the basis of merit	The number of newly hired public primary teachers who are recruited based on the results of a valid and reliable recruitment test, as a percentage of the number of newly hired public primary teachers, in the 10 provinces. The period covers the year in which the data is collected, up to the time of data collection.	Once (Year 3)	Independent Verification Agency (IVA) report	Verification survey of newly hired public primary teachers	IVA and PCT M&E officer
PDOI #4: Timely and reliable education system data publicly disclosed nationwide	Measures access to the online-published reporting interface by decision-makers linked to a school census database; as well as	Annual, starting in Year 2	SIGE (DIGE)	DIGE reports on access to interface and percentage coverage of schools in database	DIGE working with PCT M&E officer



	the percentage of schools in the database for which there is data from the current or previous academic year				
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Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Percentage of teachers occupying posts incorporated onto the updated salary payment system who are paid regularly	The number of teachers occupying posts incorporated onto the updated salary payment system after the start of the 2019 school year who are paid regularly, as a percentage of the number of posts incorporated onto the updated salary system after the start of the 2019 school year, in the 10 provinces. See also DL12 protocol.	Twice (year 2 and 3)	EEP audit report; SECOPE payroll list; reconciliation reports	Audit of EEP; IVA verification of SECOPE payroll list; reconciliations of funds transfers between Central Bank, payment agencies and beneficiaries	IVA and PCT M&E Officer
Percentage of first-year targets achieved pertaining to the optimization of the management offices (BGs) and to the redeployment of management offices (BGs) personnel, by 10 provinces	The number of first-year targets met pertaining to the optimization of the management offices and to the redeployment of management office staff, as a percentage of the number	Once (Year 3)	IVA report	Verification survey of management offices and management offices staff targeted for optimization and redeployment in the first year of the plan	IVA and PCT M&E Officer



	of first-year targets pertaining to the optimization of the management offices and to the redeployment of management office staff. The targets are established in plans for strengthening management offices networks based on the analysis of the school map ('carte scolaire') for the 10 provinces. See DLI 3.				
Percentage of primary teachers in the 10 provinces who sign the revised Code of Conduct that prohibits all forms of violence and discrimination	The number of primary teachers at schools officially recognized by SECOPE ('mécatisée') who sign the Code of Conduct revised to include language prohibiting all forms of violence and discrimination, as a percentage of primary teachers at schools officially recognized by SECOPE ('mécatisée'), in the 10 provinces.	Once (Year 1)	Independent verification agency survey report	Survey of administrative files of teachers on the SECOPE payroll list in the 10 provinces	IVA and PCT M&E Officer
Percentage of public primary school personnel and COPA members who have knowledge of 'safe and inclusive school' services	The number of public primary school personnel and COPA members at schools officially recognized by SECOPE ('mécatisée') who can demonstrate they	Once (Year 3)	Independent verification agency survey report	Survey of schools in the 10 provinces.	IVA and PCT M&E Officer, working with DAF



	have knowledge of the ‘safe and inclusive school’ services, as a percentage of the number of public primary school personnel and COPA members at schools officially recognized by SECOPE (‘mécansée’), in the 10 provinces. The services are elaborated in the PIM.				
Percentage of public primary schools provided with an equitable school grant	The number of public primary schools provided with an equitable school grant, as a percentage of public primary schools, in schools on SECOPE payroll list in the 10 provinces.	Once (Year 3)	Independent verification agency survey report	Survey of schools on SECOPE payroll list in the 10 provinces.	IVA and PCT M&E Officer
Percentage of newly hired public primary teachers who are female	The number of newly hired public primary teachers who are female, as a percentage of all newly hired public primary teachers, in the 10 provinces. Nb. The baseline is a proxy: the percentage of primary teachers aged under 30 years who are female teachers, on the SECOPE payroll list in the 10 provinces	Once (Year 3)	Independent verification agency report	Verification survey of the operationalization of merit-based recruitment for primary teachers	IVA and PCT M&E Officer
Percentage of newly hired public primary school directors who are recruited on the	The number of newly hired public primary school	Once (Year 3)	IVA report	Verification survey of primary school	IVA and PCT M&E officer



basis of merit	directors who are recruited based on the results of a valid and reliable recruitment test, as a percentage of the number of newly hired public primary school directors, in the 10 provinces. The period covers the year in which the data is collected, up to the time of data collection.			directors recruited to vacant posts	
Percentage of SECOPE antennae with automatic processes for data collection/entry and transmission	Number of SECOPE antennae using automatic processes for data collection/entry and transmission, as a percentage of the number of SECOPE antennae	Annual (Years 2, 3 and 4)	Work process reports provided by SECOPE	Work process reports are generated a regular business process at SECOPE	PCT M&E Officer
Percentage of public primary schools that enter and transmit annual school census data using digital technology	Number of public primary schools that enter and transmit annual school census data using digital technology, as a percentage of all public primary schools covered by the school census	Annual (Years 2,3 and 4)	Work process reports provided by DIGE.	Work process reports are generated as a regular business process at DIGE	PCT M&E Officer
Percentage of public primary schools reporting on access for children with disability	Number of public primary schools that report information pertaining to access for children with disability on the annual	Annual (Years 2, 3 and 4)	Work process reports provided by DIGE	Work process reports are generated as a regular business process at DIGE	PCT M&E Officer



	school census, as a percentage of all public primary schools covered by the school census				
GRM at the national level operational	Measures if the national-level GRM operates according to its design parameters	Annual (Years 1-4)	Work process reports provided by GRM	Work process reports are generated as a regular business process by GRM	PCT M&E Officer
Percentage of COPAs at local level trained to handle grievances as part of GRM mechanism	Number of COPAs at public primary schools officially recognized by SECOPE ('mecanisée') at local level who have received training on how to handle grievances, as a percentage of all COPAs at public primary schools officially recognized by SECOPE, in the 10 provinces	Once (Year 3)	Activity reports provided by training agency	Training agency will keep records of COPAs at public primary schools trained	PCT M&E Officer

Performance-Based Conditions Matrix

PBC 1	Increase access to primary education			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	170,000,000.00	21.25
Period	Value		Allocated Amount (USD)	Formula



Baseline	7.7 million students were enrolled in public primary schools in the 10 select provinces prior to the announcement of the free schooling policy			
2020/2021	DLR 1.1: 1 million additional students are enrolled in public primary schools in the Selected Provinces in school year 2020-2021, from a baseline of 7.7 million in school year 2017-18		100,000,000.00	Please refer to Verification Protocol
2021/2022	DLR 1.2: 1.5 million additional students are enrolled in public primary schools in the Selected Provinces in school year 2021-2022 from the original baseline.		50,000,000.00	Please refer to Verification Protocol
2022/2023	DLR 1.3: Two million additional students are enrolled in public primary schools in the Selected Provinces in school year 2022-2023 from the original baseline.		20,000,000.00	Please refer to Verification Protocol
PBC 2	Strengthen accountability of salary payments system			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	100,000,000.00	12.50
Period	Value		Allocated Amount (USD)	Formula
Baseline	Since the imposition of a 2014 moratorium, no posts have been added to the salary payment system for public primary school posts.			
2020/2021	DLR 2.1: The salary payment system is updated and approved by the MEPST to include (i) existing		40,000,000.00	The full amount is disbursed if the target is reached



	public primary school posts created not later than January 1st, 2019 and eligible to be officially recognized and (ii) the list of current qualified teachers occupying said posts, in the Selected Provinces.		
2021/2022	DLR 2.2: 50% of primary school teachers occupying posts incorporated onto the updated salary payment system are paid regularly during the period reviewed.	40,000,000.00	The full amount is disbursed if the target is reached
2022/2023	DLR 2.3: 90% of primary school teachers occupying posts incorporated onto the updated salary payment system are paid regularly during the period reviewed.	20,000,000.00	Please refer to Verification Protocol.
PBC 3	Reform local management systems		
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)
Intermediate Outcome	Yes	Text	70,000,000.00
Period	Value	Allocated Amount (USD)	Formula
Baseline	Local management offices are often overstaffed and many have been created based on norms and standards that are not needs-based.		
2020/2021		0.00	
2021/2022	DLR 3.1: A reform plan with targets to optimize local management offices and redeploy personnel is approved by MEPST.	40,000,000.00	The full amount is disbursed if the target is reached



2022/2023	DLR 3.2: 100% of the planned first-year targets included in the approved reform plan are achieved.		30,000,000.00	Please refer to Verification Protocol
PBC 4	Create safe and inclusive school environments			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	70,000,000.00	8.75
Period	Value		Allocated Amount (USD)	Formula
Baseline	Schools can strengthen their environments for safety and inclusiveness			
2020/2021	DLR 4.1: 100% of primary school teachers in the Selected Provinces have signed the revised code of conduct that prohibits all forms of violence and discrimination.		30,000,000.00	Please refer to the Verification Protocols
2021/2022	DLR 4.2: 100% of public primary schools have appointed a safe and inclusive school focal point.		25,000,000.00	Please refer to Verification Protocol
2022/2023	DLR 4.3: 70% of public primary school personnel and COPA members have successfully passed a knowledge test on safe and inclusive school services.		15,000,000.00	Please refer to Verification Protocol



PBC 5				
Develop and implement an equitable school grants program				
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	90,000,000.00	11.25
Period	Value		Allocated Amount (USD)	Formula
Baseline	Monthly school grants are allocated inequitably to public primary schools			
2020/2021	DLR 5.1: A program to allocate school grants in an equitable manner based on an agreed formula is approved by the MEPST.		30,000,000.00	The full amount is disbursed if the target is reached
2021/2022	DLR 5.2: The approved school grant program is piloted and evaluated in three (3) of the Selected Provinces.		40,000,000.00	The full amount is disbursed if the target is reached
2022/2023	DLR 5.3: The approved school grant program is implemented in all the Selected Provinces.		20,000,000.00	Please refer to Verification Protocol
PBC 6				
Develop and implement merit-based recruitment program for new teachers				
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	100,000,000.00	12.50
Period	Value		Allocated Amount (USD)	Formula
Baseline	Primary teachers are recruited into the public system without reference to achievement against a standard that enables merit-based selection			



2020/2021	DLR 6.1: The program to recruit new public primary teachers on the basis of merit is approved by the MEPST.		30,000,000.00	The full amount is disbursed if the target is reached
2021/2022	DLR 6.2: The program to recruit new public primary teachers on the basis of merit is piloted and evaluated in three (3) of the Selected Provinces.		40,000,000.00	The full amount is disbursed if the target is reached
2022/2023	DLR 6.3: At least 75% of public primary teachers hired in each of the Selected Provinces are recruited on the basis of merit.		30,000,000.00	Please refer to Verification Protocol
PBC 7	Develop and implement merit-based recruitment program for new school directors			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	100,000,000.00	12.50
Period	Value		Allocated Amount (USD)	Formula
Baseline	Primary school directors are recruited in the public system without reference to achievement against a standard that enables merit-based selection			
2020/2021	DLR 7.1: A program to recruit new public school directors on the basis of merit is approved by the MEPST		30,000,000.00	The full amount is disbursed if the target is reached
2021/2022	DLR 7.2: The program to recruit new public school directors on the basis of merit is piloted and evaluated in three (3) of the Selected		40,000,000.00	The full amount is disbursed if the target is reached



	Provinces.		
2022/2023	DLR 7.3: At least 75% of public school directors hired in each of the Selected Provinces are recruited on the basis of merit.	30,000,000.00	Please refer to Verification Protocol

Verification Protocol Table: Performance-Based Conditions

PBC 1	Increase access to primary education
Description	This DLI measures the increment over a baseline in students enrolled in public primary schools in the 10 select provinces in the three academic years following the first year of the announcement of the free schooling policy, i.e. in 2020/21, 2021/22 and 2022/23. The baseline value for these 10 provinces is 7,731,137 students enrolled in public primary schools (source: 'Annuaire Statistique de l'Enseignement Primaire, Secondaire et Professionnel. Année Scolaire 2017-2018' published by DIGE.)
Data source/ Agency	MEPST (surveys, DLRs 1.1 and 1.2) : Annuaire Statistique de l'Enseignement Primaire, Secondaire et Professionnel, Année Scolaire 2022-2023 to be published by DIGE (DLR 1.3)
Verification Entity	PCT (for the surveys, DLRs 1.1 and 1.2) and PCT/DIGE (for DLR 1.3)
Procedure	In Year 1 and in Year 2, a survey of all public primary schools is undertaken using a methodology satisfactory to the PCT and validated by the World Bank. The Year 1 survey captures enrolment data in the first half of the academic year 2020/21 and the Year 2 survey captures data in the first half of 2021/22. The survey estimates the total public primary enrolment by province. The survey results are validated each year by the SG-MEPST and provided through official correspondence to the PCT for verification of the Year 1 (DLR 1.1) and Year 2 (DLR 1.2) results. In Year 3 (DLR 1.3), the PCT refers to the <i>Annuaire Statistique de l'Enseignement Primaire, Secondaire et Professionnel, Année Scolaire 2022-2023</i> to be published by DIGE. In each year, the PCT calculates by how many students enrollment in public primary schools in the 10 provinces has increased over baseline. The PCT informs the World Bank, which triggers disbursement provided the evidence is validated by the World Bank. The amount to be disbursed uses the following formula: for each increase equivalent to 10% of the DLR target for the year in question, an amount corresponding to 10% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient, up to the total amount allocated to the DLR. The DLR targets for Years 2 (DLR 1.2)



	and 3 (DLR 1.3) are cumulative and each refer to increases over the baseline value provided above, rather than to increases over the DLR target of the previous year. For example, the DLR 1.2 target is equal to the baseline plus 1.5 million. It is <i>not</i> equal to the baseline plus the DLR 1.1 target plus the DLR 1.2 target (7,731,137 plus 1,000,000 plus 1,500,000).
PBC 2	Strengthen accountability of salary payments system
Description	For the Year 1 DLR (DLR 2.1), the MEPST identifies public primary school posts eligible to be officially recognized but that are not currently officially recognized, as well as the person occupying the post; lifts the 2014 moratorium on officially recognizing public primary school posts; and approves a list of posts (with their current occupant) that is incorporated onto the updated salary payment system of officially recognized public primary school posts. The list (covering the 10 provinces) that is incorporated is independently verified. The DLRs in Year 2 (DLR 2.2) and in Year 3 (DLR 2.3) refer to the percentage of teachers occupying posts in the 10 provinces that were incorporated onto the updated salary payment system after the start of the 2019 school year who receive their salary. That is, the denominator is all primary teaching posts in the 10 provinces that – at the time of verification – have been incorporated onto the updated salary payment system of officially recognized posts after the start of the 2019 school year. The numerator is all persons occupying such an incorporated post (identified in the denominator) who are also on the payment system and receive their salary
Data source/ Agency	IVA and MEPST/SECOPE (DLRs 2.1, 2.2 and 2.3); Independent Auditor of the EEP (DLRs 2.2 and 2.3)
Verification Entity	PCT and IVA (DLRs 2.1, 2.2 and 2.3).
Procedure	For the Year 1 DLR (DLR 2.1), information is gathered to identify posts eligible to be officially recognized once the moratorium is lifted as well as the person currently occupying the post, using a methodology that is acceptable to the PCT, and validated by the World Bank. After consideration by the government, a post-moratorium list of newly officially recognized public primary posts as well as the persons occupying those posts is approved by the Minister of MEPST and incorporated onto the official roster of posts and occupants eligible to receive a salary. A copy of the final report on the information-gathering exercise as well as the MEPST-approved roster ie list of newly officially recognized public primary posts and occupants are sent as official correspondence signed by the Minister to the PCT. An IVA verifies the MEPST-approved salary payment system of posts and persons (covering the 10 provinces), according to a methodology elaborated in the PIM. The salary payment system will be considered verified only if the IVA determines that at least 95% of the persons on the roster are ‘true.’ The definition of ‘true’ is that: the person identified on the MEPST-approved roster is indeed the person occupying the post; and the post the person is occupying was not created after January 1st, 2019 and



was created according to all relevant rules and regulations; and the person occupying the post satisfies the professional requirements for the post and was appointed in accordance with all relevant rules and regulations. Two conditions must be met for DLR 2.1 to be achieved. First, the PCT must be satisfied that the information mentioned above was gathered in accordance with the aforementioned methodology. Second, the IVA must conclude that the MEPST-approved salary payment system is verified, as explained above. Provided these conditions are met and the Bank validates the evidence, disbursement of the full value for DLR 2.1 is triggered. No disbursement can be made against DLR 2.2 or DLR 2.3 unless DLR 2.1 is achieved.

Once DLR 2.1 has been achieved, the MEPST makes accessible to the PCT the full SECOPE database of all (i.e. pre- and post-moratorium) officially recognized primary posts and persons occupying those posts in the 10 provinces who are on the official payroll list (*'liste de paie'*). This list is audited as a Component 3.1 activity using a methodology elaborated in the PIM. No disbursement can be made against the DLR 2.2 or DLR 2.3 unless the audit has been completed and the audit determines that in at least 90% of cases the person listed by SECOPE as occupying a paid primary post corresponds to a real person, correctly identified, working in that post.

For the DLR targets in Year 2 (DLR 2.2) and Year 3 (DLR 2.3): in each of these years it will be verified what percentage of persons occupying posts on the MEPST-approved roster of newly officially recognized public primary school posts (i.e. the list verified for DLR 2.1 as well as any other posts subsequently officially recognized) are on the SECOPE payroll list and receive their salaries. Verification that the result has been achieved entails satisfying three requirements each year. First, the percentage meets a minimum threshold as explained in the formula below. Second, the expenditures of the EEP for the DRC fiscal year prior to the verification must have been audited by an independent external auditor; and the auditor must have concluded that the compliance rate is at least 90%. Third, the IVA must verify that the funds provided by the State for salary payments are reconciled on a quarterly basis against the teacher payrolls. These latter two requirements are further defined in the PIM. For each of Years 2 and 3, if all three verification requirements have been satisfied, the PCT informs the World Bank that the DLR has been achieved. The World Bank disburses in each of Years 2 (DLR 2.2) and 3 (DLR 2.3), according to the formula given below, provided the Bank validates the verification evidence.

In Year 2 (DLR 2.2), the target of 50% must be met for each and every month starting from the month in which newly officially recognized posts are put onto the official payroll list up to and including March, 2021. If this target is achieved, then the total amount allocated to the DLR may be made available for withdrawal by the Recipient. If in any month the percentage falls below 50%, then no amount allocated to the DLR may be made available for withdrawal by the Recipient. In Year 3 (DLR 2.3), the target of 90% must be met for each and every month starting from April, 2021 up to and including March, 2022 in order for the total amount allocated to the DLR to be made available for withdrawal by the



	<p>Recipient. If in any given month, the percentage achieved is less than 90%, then the formula for disbursement is as follows: if the lowest percentage for any month is less than 60%, then no amount allocated to the DLR may be made available for withdrawal by the Recipient; if the lowest percentage for any month is equal to or greater than 60% but less than 70%, then an amount corresponding to 60% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient; if the lowest percentage for any month is equal to or greater than 70% but less than 80%, then an amount corresponding to 70% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient; and so on up to a percentage equal to or greater than 90%, in which case the total amount allocated to the DLR may be made available for withdrawal by the Recipient.</p>
PBC 3	Reform local management systems
Description	<p>The DLI has two parts. First (DLR 3.1), the official publication of a school and management office map that includes plans for at least the 10 provinces for the optimization of the school and management office networks and the redeployment of personnel based on updated organigrams, norms and standards for schools and management offices (BGs). The provincial-level three-year plans in the ten provinces must have quantified yearly targets for the optimization of the school and BG networks (including e.g. targets for the opening/ closure/ fusion/ relocation of schools and BGs) and for the redeployment of school and BG personnel; and must take into account actions and contingencies pertaining to legal, human resource management, administrative and financial issues. Second (DLR 3.2), implementation of the three-year plans in the ten provinces. Implementation refers to achievement of the first-year targets for two categories, pertaining to the optimization of the BGs and to the redeployment of BG staff.</p>
Data source/ Agency	<p>The data source for the map including the plan with targets is the Secretary General of MEPST supported by technical assistance (DLR 5.1). The data source for plan implementation is a data set collected and analyzed by an IVA (DLR 5.2).</p>
Verification Entity	<p>The Verification Entity for the DLR in Year 2 (DLR 3.1) is the PCT. The Entity for verifying the DLR in Year 3 (DLR 3.2) is an IVA.</p>
Procedure	<p>For the Year 2 DLR (DLR 3.1), the SG-MEPST officially approves revised organigrams, norms and standards for schools and management offices. The SG-MEPST and provincial-level education authorities develop the map including the plan and recommendations for networks strengthening with time-bound targets in the 10 provinces. The SG-MEPST and the provincial-level Ministers of Education in the 10 provinces officially approve the map including the plan with time-bound targets for each of the 10 provinces. The SG-MEPST forwards the approved map with time-bound targets for the 10 provinces to the PCT, along with the revised and officially approved organigrams, norms and standards mentioned above. The PCT confirms verification of the DLR, provided: the organigrams, norms and standards have been officially</p>



	<p>revised; and recommendations and targets are in line with the revised organigrams, norms and standards for each province; and actions and contingencies pertaining to legal, human resource management, administrative and financial issues have been identified and foreseen in the each province’s plan, recommendations and targets. PCT verification triggers disbursement, provided the Bank validates the PCT verification. The amount to be disbursed is on a provincial <i>pro-rata</i> basis: for each province where there is a verified plan with recommendations and targets, an amount corresponding to 10% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient, up to the total amount allocated to the DLR.</p> <p>For the DLR in Year 3 (DLR 3.2), an IVA verifies to what extent the first-year targets have been met pertaining to the optimization of the BGs and to the redeployment of BG staff. Provided the Bank validates the IVA report, the amount disbursed is on a provincial <i>pro-rata basis</i>: for each province where the IVA verifies that the province has met 100% of its targets, an amount corresponding to 10% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient, up to the total amount allocated to the DLR.</p>
PBC 4	Create safe and inclusive school environments
Description	Public primary schools in the 10 provinces create safe and inclusive school environments. A safe and include inclusive school entails that inter alia: all the teachers sign a revised Code of Conduct that includes language against violence; each school appoints a female focal point for a safe and inclusive school; personnel at the school and the COPA members become knowledgeable about the services that must be provided under package. Public primary schools under this DLI refer to those schools that are officially recognized (‘mecanisée’) by SECOPE as eligible to receive a monthly operating grant.
Data source/ Agency	Sample-based surveys undertaken by an IVA, in each of Years 1 (for DLR 4.1), 2 (DLR 4.2) and 3 (DLR 4.3).
Verification Entity	IVA (DLRs 4.1, 4.2 and 4.3)
Procedure	<p>Year 1 (DLR 4.1): the Code of Conduct is revised in consultation with the PCT and the Bank; and then is approved by the Minister of EPST. The MEPST through its administrative apparatus ensures that the approved Code of Conduct is provided to all staff working at a public primary school for signature by a certain deadline. When the deadline is reached, an IVA surveys a sample of schools and checks that for all teachers at a surveyed school, their personnel file contains the signed copy of the Code.</p> <p>Year 2 (DLR 4.2): the SG-MEPST elaborates and approves the terms of reference of the focal point, and through the MEPST administrative apparatus orders each public primary school to appoint by a certain deadline a female focal point for a safe</p>



	<p>and inclusive school environment. For each school, the School Director appoints a female member of staff, the COGES or COPA as the focal point. The appointment and acceptance are in writing and are signed by the Director and the Appointee. The signed documents are kept on file at the school. When the deadline is reached, an IVA surveys a sample of schools and for each school verifies that the signed documents of appointment and acceptance are on file.</p> <p>Year 3 (DLR 4.3): an IVA surveys a sample of schools. At each school, a questionnaire is administered to school personnel and COPA members to ascertain if they are knowledgeable about the ‘safe and inclusive school’ services. The services are defined in the PIM.</p> <p>For each of the three surveys, the survey methodology is satisfactory to the PCT and validated by the World Bank, and uses the SECOPE payroll list that is valid at the time of sampling as the sampling frame. Disbursement against DLRs 4.1 and 4.2 is calculated according to the same formula, as follows. If the percentage achieved is less than 40%, then no amount allocated to the DLR may be made available for withdrawal by the Recipient. If the percentage achieved is 40% or greater but less than 50%, then an amount corresponding to 40% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient. If the percentage achieved is 50% or greater but less than 60%, then an amount corresponding to 50% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient; and so on up to a percentage equal to 100%, in which case the total amount allocated to the DLR may be made available for withdrawal by the Recipient.</p> <p>Disbursement against DLR 4.3 is calculated according to the following formula. If the percentage achieved is less than 40%, then no amount allocated to the DLR may be made available for withdrawal by the Recipient. If the percentage achieved is 40% or greater but less than 50%, then an amount corresponding to 40% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient. If the percentage achieved is 50% or greater but less than 60%, then an amount corresponding to 50% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient; and so on up to a percentage equal to or greater than 70%, in which case the total amount allocated to the DLR may be made available for withdrawal by the Recipient.</p>
PBC 5	Develop and implement an equitable school grants program
Description	A program for equitable school grants for public primary schools is developed and approved (DLR 5.1), and a pilot in at least three of the target provinces is completed and evaluated (DLR 5.2). The legal-regulatory framework is revised as needed, and the program is implemented in the 10 provinces (DLR 5.3). The program includes the use of a formula to equitably determine the amount of grant to be allocated to schools.



Data source/ Agency	MEPST provides the approved program (DLR 5.1). The evaluation report is provided by TA (DLR 5.2). The IVA reports on program implementation (DLR 5.3).
Verification Entity	The PCT verifies the DLRs in Year 1 (DLR 5.1) and Year 2 (DLR 5.2); IVA verifies the DLR in Year 3 (DLR 5.3).
Procedure	<p>The MEPST designs the program and approves it for piloting. The SG-MEPST officially provides the PCT the approved program design, enabling the PCT to verify achievement of DLR 5.1. The PCT informs the Bank, which triggers disbursement of the full DLR 5.1 value provided the Bank validates the evidence. Once the pilot is completed, an independent process evaluation using a methodology acceptable to the PCT (and validated by the Bank) is conducted of the pilot phase. For the pilot to be considered completed, at least 60% of public primary schools on the SECOPE payroll list in each of 3 provinces must have received their operating grant for at least 3 consecutive months in accordance with the program’s parameters. The final report of the independent evaluation is provided to the PCT; this enables verification of DLR 5.2. Provided the final report confirms piloting has been completed in at least 3 provinces and is validated by the Bank, disbursement for the Year 2 DLR (DLR 5.2) is triggered. For the Year 3 DLR (DLR 5.3), the MEPST operationalizes the program in all 10 provinces. For the program to be considered operational, the formula must have been applied to schools for at least the 3 consecutive months prior to verification. An IVA verifies what percentage of schools in the 10 provinces on the SECOPE payroll list receive an equitable school grant in line with program design. The PCT informs the World Bank, which disburses (provided it validates the IVA report) according to the following formula. If the percentage achieved is less than 60%, then no amount allocated to the DLR may be made available for withdrawal by the Recipient. If the percentage achieved is 60% or greater but less than 70%, then an amount corresponding to 60% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient. If the percentage achieved is 70% or greater but less than 80%, then an amount corresponding to 70% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient; and so on until 100% is reached. As noted above, the percentage refers to schools who have been receiving their operating grant in line with the formula for at least the 3 consecutive months prior to the time of verification.</p>
PBC 6	Develop and implement merit-based recruitment program for new teachers
Description	A merit-based recruitment program for persons to be recruited to their first post as a primary teacher in a public school is designed and approved (Year 1 DLR 6.1). It is piloted in 3 of the ten provinces, and evaluated upon pilot completion (Year 2 DLR 6.2). The legal-regulatory framework is revised as needed, and the program is subsequently operationalized in the 10 provinces (Year 3 DLR 6.3). The program must include the following characteristics: candidates must sit a test that is designed for validity and is reliably administered; the results of the test must be a criterion in the selection of the successful



	candidate; and the program must promote greater participation of women.
Data source/ Agency	MEPST (DLR 6.1), technical assistance supporting MEPST (DLR 6.2) and an IVA (DLR 6.3).
Verification Entity	The PCT verifies the DLR in Year 1 (DLR 6.1); the PCT verifies the DLR in Year 2 (DLR 6.2), based on an independent evaluation report; an IVA verifies the DLR in Year 3 (DLR 6.3).
Procedure	<p>Program design must be acceptable to the PCT (and validated by the Bank); the design is submitted to the PCT prior to approval, and the PCT (after consultation with the Bank) provides written confirmation to MEPST that the program is acceptable. Documentary evidence of approval of the program by the Minister of EPST is provided to the PCT as verification evidence for DLR 6.1; provided the evidence is validated by the Bank, this triggers disbursement. The pilot proceeds in at least 3 provinces. An independent agency contracted by the PCT conducts a process evaluation of the pilot (once it is completed) using a methodology acceptable to the PCT (and validated by the Bank), and the final evaluation report is formally transmitted to the PCT. Receipt of the evaluation report enables verification of the Year 2 DLR (DLR 6.2), provided that the program has been piloted in at least 3 provinces. This triggers disbursement, provided that the report is validated by the Bank. For the program to be considered piloted, at least 25% of newly hired public primary teachers in the pilot provinces must have been recruited on the basis of merit as per pilot design.</p> <p>For the Year 3 DLR (DLR 6.3), an IVA is contracted to verify that the merit-based recruitment scheme is operational in the 10 provinces. The definition of ‘operational’ in a province is provided in the PIM, and includes the criterion that at least 75% of newly hired public primary teachers are recruited on the basis of merit. The methodology used by the IVA must be acceptable to the PCT (and validated by the Bank). The IVA determines if the program is operational (or not) in each of the 10 provinces. The Bank disburses upon receipt of the IVA’s report (provided that the Bank validates the report) on a provincial <i>pro-rata</i> basis: for each province where the IVA verifies that the program is operational, an amount corresponding to 10% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient, up to the total amount allocated to the DLR.</p>
PBC 7	Develop and implement merit-based recruitment program for new school directors
Description	A merit-based recruitment program for persons to be recruited to their first post as a school director in public schools is designed and approved (Year 1 DLR 7.1). It is piloted in 3 of the ten provinces, and evaluated upon pilot completion (Year 2 DLR 7.2). The legal-regulatory framework is revised as needed, and the program is subsequently operationalized in the 10 provinces (Year 3 DLR 7.3). The program must include the following characteristics: candidates must sit a test that is



	designed for validity and is reliably administered; the results of the test must be a criterion in the selection of the successful candidate; and the program must promote greater participation of women.
Data source/ Agency	MEPST (DLR 7.1), technical assistance supporting MEPST (DLR 7.2) and an IVA (DLR 7.3).
Verification Entity	The PCT verifies the DLR in Year 1 (DLR 7.1); the PCT verifies the DLR in Year 2 (DLR 7.2), based on an independent evaluation report; an IVA verifies the DLR in Year 3 (DLR 7.3).
Procedure	<p>Program design must be acceptable to the PCT (and validated by the Bank); the design is submitted to the PCT prior to approval, and the PCT (after consultation with the Bank) provides written confirmation to MEPST that the program is acceptable. Documentary evidence of approval of the program by the Minister of EPST is provided to the PCT as verification evidence for DLR 7.1; provided the evidence is validated by the Bank, this triggers disbursement. The pilot proceeds in at least 3 provinces. An independent agency contracted by the PCT conducts a process evaluation of the pilot (once it is completed) using a methodology acceptable to the PCT (and validated by the Bank), and the final evaluation report is formally transmitted to the PCT. Receipt of the evaluation report enables verification of the Year 2 DLR (DLR 7.2), provided that the program has been piloted in at least 3 provinces. This triggers disbursement, provided that the report is validated by the Bank. For the program to be considered piloted, at least 25% of newly hired public primary school directors in the pilot provinces must have been recruited on the basis of merit as per pilot design.</p> <p>For the Year 3 DLR (DLR 7.3), an IVA is contracted to verify that the merit-based recruitment scheme is operational in the 10 provinces. The definition of 'operational' in a province is provided in the PIM, and includes the criterion that at least 75% of newly hired public primary school directors are recruited on the basis of merit. The methodology used by the IVA must be acceptable to the PCT (and validated by the Bank). The IVA determines if the program is operational (or not) in each of the 10 provinces. The Bank disburses upon receipt of the IVA's report (provided that the Bank validates the report) on a provincial <i>pro-rata</i> basis: for each province where the IVA verifies that the program is operational, an amount corresponding to 10% of the total amount allocated to the DLR may be made available for withdrawal by the Recipient, up to the total amount allocated to the DLR.</p>



Annex 1: Implementation Arrangements and Support Plan

Overall Project Implementation Responsibility

1. The Project will be implemented within the larger Government program of free schooling over a four-year period. The MEPST is the Government's responsible entity for implementing the Project with the administrative and fiduciary support of SPACE⁷⁶ with a Project Coordinating Team (PCT) that will be established within SPACE and Technical Assistance (TA). The MEPST is ultimately accountable for meeting project objectives, and providing oversight, monitoring and evaluation of Project activities including the management and monitoring of TA inputs. The MEPST is also responsible for providing overall management of the project and guidance to SPACE as well as its Directorates and Services and their technical units which will be in charge of implementing project activities within their functional missions (including budget action plans, terms of reference (TORs), technical reports, etc.).

Project and Sector (Program) Strategic Oversight

2. A Steering Committee (SC) will be established under the Project, to provide overall direction during implementation and ensure that the different ministries coordinate as needed to achieve the project objectives. The SC will be chaired by the Minister of EPST and will have as members the Secretary Generals (SGs) of MEPST, MOB and MOF; a delegate of the President's Office; a delegate of the Prime Minister's Office; and the Coordinator of SPACE. The terms of reference of the SC are to: (i) approve the project annual work plans; (ii) review progress implementation and evaluation reports; (iii) ensure that disbursement-linked results are achieved on time and reported properly to the World Bank so as to enable disbursement; (iv) provide direction to the project, as needed; (v) resolve any inter-ministerial issues that may impede smooth implementation; and (vi) report to the President on the project's contribution to implementing the government's policy on free schooling. The SC will meet twice per year. The SC will be established by a government decree within two months of effectiveness.

Project Coordination and Implementation

3. The Secretary General (SG) of MEPST will be responsible for the regular, overall coordination of the project. SPACE will support the SG to coordinate and facilitate the implementation of project activities by the technical Directorates and Services of MEPST. The Directorates and Services will be provided with technical assistance (TA) financed by the project to support them in implementation, as amplified below. The creation of a project coordination team (PCT) will be authorized by the Minister of MEPST through a Ministerial decree. The PCT will be constituted within SPACE and will support the SG and the implementing Directorates and Services. The PCT will be led by the SPACE Coordinator, who will report to the SG. The Coordinator will have overall

⁷⁶ SPACE is the Permanent Secretariat for Education Sector Support and Coordination (*Secrétariat Permanent d'Appui et de Coordination du Secteur de l'Éducation*). It is a technical body that covers all education sub-sectors including pre-primary, primary, secondary, tertiary, technical and professional, and non-formal education. Its main missions are to support the responsible ministries to develop, plan and implement (including piloting) policies and reforms; to ensure coordination between the different Directorates and Services of the ministries; and to strengthen capacities of the Directorates and Services, particularly for the implementation of the Sectoral Strategy for Education and Training 2016-2025. It also serves as an interface between the Government and sectoral stakeholders including development partners; and facilitates dialogue among the government and stakeholders in order to promote coordination and effective implementation of sectoral reforms. Among its tasks are the oversight and coordination of donor-financed education projects, including those financed and/or supervised by the World Bank. It is thus well suited by its mandate and experience to support the government to implement the proposed project, provided its capacities are amplified with technical assistance.



responsibility for day-to-day supervision and coordination of project activities, including facilitating discussions and coordination between ministries and Directorates/Services of MEPST. The PCT will be constituted of a team of technical assistance with the following functions:

- **Overall coordination:** a Deputy Coordinator to support the SPACE Coordinator in his/her responsibilities to ensure project supervision/coordination including discussions and coordination between ministries and Directorates/Services of MEPST;
- **Information systems and mechanization of new staff:** responsible for supporting and overseeing activities to achieve DLI 2 and to strengthen SECOPE and DIGE, including supporting SECOPE/DIGE to manage technical assistance and facilitate/verify the quality and timeliness of TA deliverables;
- **Merit-based recruitment:** responsible for supporting and overseeing activities to achieve DLIs 6 and 7, including supporting DRH to manage technical assistance and facilitate/verify the quality and timeliness of TA deliverables;
- **Strengthening school and management office networks:** responsible for supporting and overseeing activities to achieve DLI 3, including supporting the SG to manage technical assistance and facilitate/verify the quality and timeliness of TA deliverables;
- **Strengthening PFM:** responsible for supporting and overseeing activities to achieve DLI 5, including supporting DAF to manage technical assistance and facilitate/verify the quality and timelines of TA deliverables;
- **Fiduciary management:** There will be two Financial Management Specialists (FMS, one senior and one junior) and one Procurement Specialist (PS) recruited for the PCT. Until such time that these functions are working smoothly, they will be supported by senior PS and FMS who coordinate and provide support to ongoing World Bank-financed education Projects PEQPESU and PAQUE;
- **Citizen engagement:** two specialists responsible for ensuring that all stakeholders are informed and engaged about project activities and their implementation, including supporting MEPST to manage relevant technical assistance and facilitate/verify the quality and timelines of TA deliverables; and that the GRM is operational;
- **SEA/H:** responsible to support the MEPST to ensure that all activities and safeguards pertaining to SEA/H supported under the project, including within the GRM, are executed and operationalized; and to manage any relevant technical assistance and facilitate/verify the quality and timelines of TA deliverables;
- **Environmental safeguards:** responsible for ensuring that all environmental safeguards are operationalized;
- **Social safeguards:** responsible for ensuring that all social safeguards are operationalized, excluding those pertaining to SEA/H (see above);
- **Monitoring, evaluation and reporting:** two specialists will be responsible for providing regular reports on project implementation; for overseeing and facilitating all activities pertaining to evaluations and the verification of DLRs, including the management of technical assistance to facilitate/verify the quality and timeliness of TA deliverables.



- **Provincial oversight, monitoring and reporting:** a specialist will be hired in each of the 10 provinces, and will be attached to the Provincial Oversight Committee (POC, see below). The 10 specialists will be responsible on behalf of the Deputy Coordinator to oversee and facilitate implementation of all project activities, including *inter alia* working as needed to facilitate the work of technical assistance contracted to support the MEPST Directorates and Services at provincial level; and to monitor and report on the implementation of project activities.
4. The Deputy Coordinator and the fiduciary management specialists (two financial management specialists and one procurement specialist) will be hired no later than one month after project effectiveness; all other PCT staff will be hired within six months of effectiveness. The PCT will be assisted by a third-party verification agency(ies) to verify disbursement-linked results, as detailed in the DLI protocols.

Project Implementation MEPST Departments

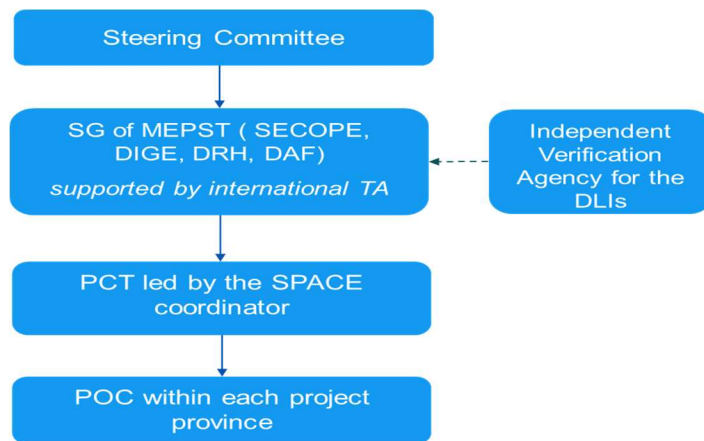
5. Directorates and services with responsibility for project implementation include:
- **Secretary General with support from SPACE/PCT:** lead responsibility to ensure achievement of all DLIs; specifically:
 - DLI 3, including the predicated approval of new norms and standards pertaining to the development of plans for the strengthening of primary school and management office networks;
 - DLI 4 and activities pertaining to citizen engagement and SEA/H (Sub-component 3.2). The SG/SPACE will also assign communications responsibilities to SGC, EducTV and RadioScolaire.
 - **DAF:** lead responsibility to ensure achievement of DLI 5, as well as implementation of budget-strengthening measures supported under Sub-component 3.1;
 - **SECOPE:** lead responsibility to ensure updating the payroll list to enable achievement of DLI 2 as well as implementation of SECOPE-strengthening measures supported under Sub-component 3.1;
 - **DIGE:** lead responsibility to ensure implementation of SIGE-strengthening measures supported under Sub-component 3.1, and to publish the '*carte scolaire*' (education map) which will be used to develop plans for the strengthening of primary school and management office networks (as part of DLI 3);
 - **DRH:** lead responsibility to ensure achievement of DLIs 6 and 7, as well as implementation of measures to strengthen the management of human resources supported under Sub-component 3.1
6. The project will provide technical assistance to support the above-mentioned technical Directorates and Services. The TA will also include persons who are based at the provincial level, working directly at that level to support the technical Directorates and Services.
7. *At the provincial level.* The above-mentioned Directorates/Services will ensure implementation of project activities at provincial and sub-provincial level through the regular administrative channels. Further, in each of the ten administrative provinces targeted by the province, a project oversight committee (POC) will be constituted. The POCs (10 in total) will be responsible to coordinate and oversee project activities at the provincial level, and will report to the SG, the PCT and the relevant technical Directorates and Services at central level; it will meet at least on a quarterly basis to review progress and resolve any implementation



issues. The POC will be chaired by the Provincial Minister in Charge of Education. Its membership will include the PROVED, DIPROSEC and IPP; Head(s) of the *Coordination(s) Provinciale(s) des Ecoles Conventionnées* (Provincial Coordination of “Convention” Schools) that operate(s) in the administrative province; the *Ordonnateur Délégué du Ministère de Finances* (the Authorizing Officer of the Ministry of Finance); and the Provincial PCT Specialist.

- 8. *At the school and community level.* Parents and school committees will help support implementation of project activities. For DLI2, they will monitor that primary teachers who have been newly put on the public payroll receive their salary; for DLI3, they will provide their inputs to the development of plans pertaining to the strengthening of school and management office networks, and monitor the implementation of plans; for DLI5, they will provide support to budget formation and execution monitoring; and for DLIs 6 and 7, they will monitor that persons filling vacant posts have been hired on the basis of a recruitment test.
- 9. The overall implementation arrangements are portrayed in Figure A1.1 below.

Figure A1.1. Implementation Arrangements



SG: Secretary General ; PCT: Project Coordination Team; POC: Provincial Oversight Committee

Procurement Arrangements

- 10. Project procurement activities will be carried out in accordance with the World Bank’s procedures specified in the World Bank Procurement Regulations for IPF Borrowers: Procurement in Investment Project Financing Goods, Works, Non-Consulting and Consulting Services dated July 2016 and revised November 2017 and August 2018, and any other provisions stipulated in the Legal Agreement. In addition, the implementation of procurement will be in accordance with the “Guidelines on preventing and combating Fraud and Corruption” stipulated in 2.2a of Annex IV of the Procurement Regulations.
- 11. **Goods, works and non-consulting services** will be procured in accordance with the requirements set forth or referred to in the “Section VI. Approved Selection Methods: Goods, Works, and Non-Consulting Services of the Procurement Regulations”, and **the consulting services** will be procured in accordance with the requirements set forth or referred to in “Section VII. Approved Selection Methods: Consulting Services of the Procurement Regulations”. All these requirements have been reflected in the Project Procurement Strategy



for Development (PPSD) and are reflected in the Procurement Plan approved by the World Bank.

12. A simplified PPSD has been prepared with World Bank support with the aiming to ensure that procurement activities are packaged and prepared in such a way to expedite implementation to meet the Project’s objectives. This PPSD provides the basis and justification for procurement decisions, including the recommended procurement approaches for the Project that have been reflected in the Procurement Plan covering the first 12 months of project implementation. Because of the emergency situation of the Project, the World Bank agreed with the Recipient to update the PPSD and Procurement Plan within 3 months of effectiveness.

13. Table A1.1 below summarizes the various procurement methods that are foreseen to be used for the main activities financed by the proposed IDA financing.

Table A1.1: Procurement Methods

Type of Procurement	Selection Methods
Goods	Request for Proposals, Request for Bids, Request for Quotations, and Direct Selection
Works	Request for Proposals, Request for Bids, Request for Quotations, and Direct Selection
Non-Consulting Services	Request for Proposals, Request for Bids, Request for Quotations, and Direct Selection
Consulting Services	Quality Cost Based Selection, Fixed Budget Based Selection, Least Cost Based Selection, Quality Based Selection, Consultant’s Qualification Based Selection, Direct Selection, and Selection of Individual Consultants.

14. Procurement Plan. The Procurement Plan, including its updates, shall include for each contract (a) a brief description of the activities/contracts; (b) the selection methods to be applied; (c) the cost estimates; (d) the time schedules; (e) the World Bank’s review requirements; and (f) any other relevant procurement information. The Procurement Plan covering the first 12 months of the project implementation have been prepared by the Recipient and approved by the World Bank. Any updates of the Procurement Plan shall be submitted for World Bank approval. The Recipient shall use the World Bank’s online procurement planning and tracking tools (STEP) to prepare, clear, and update Procurement Plans and manage all procurement transactions and related documentation.

15. Institutional arrangements for procurement. To start the Project, the Recipient will rely on the ongoing PAQUE to recruit (i) the PCT which will be in charge of managing the project in Kinshasa and at the level of the ten provinces, under the coordination of SPACE; and (ii) key initial TA activities. A qualified procurement specialist shall be selected to work within the PCT to handle the project procurement activities.

16. Procurement risk assessment. A simplified PPSD has been prepared considering the urgency of the Project. Considering (a) the country context and associated risk in governance; (b) the low procurement capacity in projects implementation under World Bank’s New Procurement Framework (the NPF) that will be used under the project, the procurement risk is rated **high**. The prevailing risk could be reduced to substantial if the corrective measures identified in Table A1.2 below are implemented.



Table A1.2 - Procurement Risk Assessment and Mitigation Measures

Risk Factor	Description	Mitigation measures
Risk factor 1: Procurement Regulatory Framework and Management Capability	<ul style="list-style-type: none"> • Possible non-technical interference in procurement • The PCT of the PAQUE which is supporting the current stage of the preparation of the project has limited experience in the use of NPF. • A dedicated PCT is not yet in place to handle procurement activities under the EESSE project; • Persistence of COVID-19 resulting extension in closure of air and land borders and/or additional measures, which leads to difficulties in: (i) preparing and submitting of bids/proposals; (ii) executing contracts and (iii) monitoring and supervising of contracts execution 	<ul style="list-style-type: none"> • Clarify/specify in the Project documents (PAD and Legal Agreement) the responsibilities of each actor in the procurement process. • Train the PAQUE Staff in the use of NPF • Create the PCT for the EESSE Project and recruit qualified procurement staff • (i) Put in place secure procedures for submitting bids/proposals remotely (electronically, by third party duly mandated, etc.), (ii) Accept electronic signatures, remote negotiations, (iii) and any other innovative measures that can be identified during the implementation of the project upon agreement with the Bank
Risk factor 2: Integrity and oversight	No risk identified with the current arrangement supported by the PAQUE implementation unit.	Continuous oversight
Risk factor 3: Procurement Process and Market Readiness	<ul style="list-style-type: none"> • 1. Many delays in (i) bidding process due to delay in preparation of technical inputs, and (ii) contracts execution. • 2 Target market is impacted by fraud and corruption risk 	<ul style="list-style-type: none"> • Put in place (i) a mechanism to anticipate the preparation of technical inputs in bidding documents: terms of reference for consulting services, technical specifications for Goods (and eventually works); and (ii) a contract management plan for major contract or critical contract; • Make sure that (i) the World Bank's recommendations on fighting fraud and corruption are included in all bidding documents and contracts, and (ii) there are mechanism to enforce it for Borrower's staff and for private sector operators.
Risk factor 4: Procurement Complexity	<ul style="list-style-type: none"> • Difficulties in executing contracts due to insecurity or inaccessibility in certain project intervention areas 	<ul style="list-style-type: none"> • For areas where there is a high rate of insecurity and/or inaccessibility due to poor transport lane conditions, the project may use local staff from the MEPST (at the level of The Education Provinces and Sub-Divisions) and some local suppliers who are familiar with the terrain, as well as GEMS (Geo-enabling initiative for monitoring and supervision) technology.

Procurement Reviews and Thresholds

Table A1.3: Thresholds for Procurement of Goods and Works and Non-Consulting Services Based on Risk

	Procurement Type	Prior Review Threshold (US\$)	Comments
1	Goods	Above 1,500,000	All
2	Non-consultant Services	Above 1,500,000	All
3	Works	Above 5,000,000	All
4	Consulting Services firm	Above 500,000	All
5	Individual Consultant	Above 200,000	All

17. Training. The PCT Procurement staff will be trained in World Bank-specific procedures.

18. Direct Contract of NGOs and Firms. The direct selection of NGOs or consulting firms will have to be approved by the



World Bank in the procurement plan and based on a justification for the single sourcing. Further, the selected entity shall submit technical and financial proposals based on TORs and using applicable sections of World Bank's Standard Request For Proposals (RFP). For clarity of contractual obligations and required services, these proposals will be part of the signed contract between the Recipient and the Consulting Firm/NGO.

19. An external (UN) agency will be recruited for technical assistance associated with the implementation of Sub-component 3.2. The outputs of this activity will be defined in the agreement to be signed between the Government and the agency. The agreement will use standard direct contracting guidelines and processes already pre-existing between the World Bank and external (UN) agencies. The draft agreement will establish in its annexes technical requirements, terms of reference, procurement procedures to be followed, deliverables, reporting requirements, administered funds and fees, etc. The World Bank will review and clear the agreement prior to its signing.
20. **Disbursement Link Indicators (DLI) and Non-procurable items.** The achievement of DLIs will rely on non-procurable items, including salaries and operating costs under an amount to be fixed in the PIM.
21. **Contract management.** Contract management is key for good implementation of contracts, and therefore, for the project. Additional details on contract management will be inserted by the PCT during updating of the PPSD, which will include Contract Management Plan(s) for major contracts.
22. **Frequency of Procurement Supervision.** In addition to the prior review to be carried out by the World Bank, at least two implementation support missions will be carried out annually, including field visits to conduct post review of procurement actions. As agreed with the Government, contracts will be published on the Web through STEP. Annual compliance verification monitoring will also be carried out by an independent consultant and will aim to (a) verify that the procurement procedures and contract management under the project were in accordance with the Financing Agreement; (b) verify technical compliance, physical completion, and price competitiveness of each contract in the selected representative sample; (c) review and comment on contract administration and management issues as dealt with by the PCT; (d) review the capacity of the PCT in handling procurement efficiently; and (e) identify any needs of improvements in procurement processing and contract management as it may be required.
23. **Summary of PPSD to support the preparation of the PAD.** Key risks within procurement have been identified and corresponding mitigations are proposed above (Table A1.2). The project implementation manual will be drafted accordingly to ensure the proposed mitigations measures are reflected. Procurement arrangements for the first



twelve months are given in the Table below:

Table A1.4: Summary procurement arrangements

No	Contract Name, Description and Category	Estimated cost in US \$	Bank Review	Method :	Evaluation Method
				<ul style="list-style-type: none"> • National • International • Open • Limited • Direct Selection Single source • QCBS, QBS, etc. • Negotiations • BAFO 	<ul style="list-style-type: none"> • Noted criteria (VfM) • Lowest evaluated cost
1	CONSULTING SERVICES				
1.1	Project Coordinating Team for 12 months (Many contracts are concerned: value for individual contracts are below the prior review threshold)	1,400,000	Prior	International/open	Noted Criteria; Publication of a Request for Expressions of Interest (REOI)
1.2	Firm for Primary Education System reforms, including governance	10,000,000	Prior	International/open	Noted Criteria Publication of REOI
1.3	External Agency (UN) related to "safe and inclusive schools"	15,000,000	Prior	Direct Selection	Noted Criteria Publication of REOI
1.4	Firm for verification of DLI's	3,000,000	Prior	International/open	Noted Criteria Publication of REOI
1.5	Firm for monitoring of quality of specific DLIs	3,000,000	Prior	International/open	Noted Criteria Publication of REOI
1.6	External audit of EEP and SECOPE	300,000	Post	International/Open	Noted Criteria Publication of REOI
1.7	Firm for Review of PTAs	100,000	Post	National/Open	Noted Criteria Publication of REOI

Financial Management Arrangements

24. The overall FM risk at preparation is considered **High**. The proposed FM risk mitigation measures for this project are considered adequate to reduce the residual risk to **Substantial** and comply with the provisions of World Bank Directive: Financial Management Manual for World Bank Investment Project Financing Operations, and World Bank Guidance: IPFs with Performance-Based Criteria (PBC).⁷⁷

Country PFM situation and Use of Country Systems

25. The overall fiduciary environment of the country is weak and fiduciary risk including fraud and corruption substantial. The DRC's governance ratings are among the lowest in the world. Budget execution suffers from: (1) redundant and lengthy steps in budget execution processes, including various political interventions in the approval of commitments and payments; (2) abuse in the use of exceptional or emergency procedures; and (3) excessive centralization of budget execution authority in the Ministry of Finance and the Ministry of the

⁷⁷ The World Bank is transitioning from the use of IPF with DLIs to IPF with PBCs. For this Project, the DLI terminology is maintained in the main text of the PAD, but in the Annexes, the DLIs are referred to as PBCs.



Budget.

26. The Public Expenditure Management and Financial Accountability Review and Public Expenditure and Financial Accountability analysis have confirmed the shortcomings pointed out above. To this end, with the support of the donor community, the Government of DRC undertook a series of reforms to strengthening PFM and accountability. Although the country PFM systems continue to pose a serious risk, the Component 1 of the Project (DLIs and result based disbursement) will disburse through the Government system specific to the education sector, which has specific controls already in place and will be strengthened by a number of measures embedded in project design. The Project is also being prepared in parallel with a DPO and multi-sectorial TA project which will contribute to improve existing PFM systems.

27. **Risk Assessment and Mitigation Measures:** The main risks that need to be addressed follow:

Table A1.5: Risks and Mitigating Measures

Risk	Risk rating	Risk Mitigating Measures Incorporated into Project Design	Residual Risk
INHERENT RISK	H		H
Country level Poor governance and slow pace of implementation of PFM reforms that might hamper the overall PFM environment.	H	Some PFM reforms being supported by World Bank financed projects: <ul style="list-style-type: none"> Strengthening PFM and Accountability Project (P145747); and a new Multisectoral Technical Assistance Project (P171762) Commitments at the Government top level to address Corruption and introduce digitalization as a mean to improve transparency 	H
Entity level <ul style="list-style-type: none"> Weak fiduciary capacity Lack of experience in Managing IPF + DLI Weak coordination capacity 	H	<ul style="list-style-type: none"> Lessons learned from recent in-depth fiduciary reviews are incorporated into the design of the project Some key Directorates (DAF, procurement, internal audit, etc.) staff capacity will be strengthened. The World Bank and the Government will communicate on the mechanism of disbursements, which is conditional on meeting DLI targets. Procedures will be documented to clarify roles and responsibilities of the various stakeholders; and describe the process of mobilization of funds. 	H
Project level <ul style="list-style-type: none"> Project Coordinating Team (PCT) including fiduciary team not yet established Lack of prior experience with IPF+DLI 	H	<ul style="list-style-type: none"> PCT will be established and staffed with qualified Financial Management staff PAQUE (Ongoing IDA-financed project housed by the MEPST) FM staff will provide fiduciary support (before the PCT staff is on board) Capacity of the core Directorates will be strengthened (oversight) Manual of Procedures (part of the PIM) will be developed Use of Allo Ecole to report instances of misuse of funds, which in turn will be subject to a case management protocol. 	S
CONTROL RISK	H		S
Budgeting Limited capacity and tools to prepare and monitor the execution of the budget.	H	<ul style="list-style-type: none"> The Manual of Procedures will define the arrangements for budget formulation, execution and control. Quarterly IFR will provide information on budgetary control and analysis of variances between actual performance and budget estimates. 	S
Accounting <ul style="list-style-type: none"> Difficulty to track the Eligible Expenditures Weak capacity may undermine the project capacity to produce accurate and reliable information on time. 	S	<ul style="list-style-type: none"> The PAQUE accounting software (multiple projects) will be used World Bank supervision will review the effectiveness of the accounting system EEP has been clearly defined and the payment, recording and reporting process has been established. 	S
Internal Controls and Internal Audit <ul style="list-style-type: none"> Internal control weaknesses. Payroll controls are largely manual. Weak internal audit 	H	<ul style="list-style-type: none"> The PIM will clarify roles and responsibilities Internal audit unit will be strengthened, and the audit plan will be reviewed by the World Bank Some systems improvement will be embedded in the project 	S



		<ul style="list-style-type: none"> design (automation of the SECOPE databases for instance) External audits of SECOPE (for reference previous audit of the SECOPE database concluded the non-compliance rate of the HR management of teachers were below 5%). Periodic reviews of the risk management and controls over the management of the teachers' salaries and operating expenses (EEP) will be carried out as part of the Project 	
<p>Funds Flow</p> <ul style="list-style-type: none"> Delays in processing and releasing salaries and subsidies to schools with the increase in the number of new teachers to enroll in the Government payment system Loss of funds due to the transportation of cash in remote areas and difficulty to access such areas where no financial institutions are established Delays in releasing funds from the government budget to allow achievement of the DLIs Weak capacity in the disbursement procedures of IDA Delays in payment of the other suppliers since the project activities will be implemented across the country including in remote areas 	H	<ul style="list-style-type: none"> Salaries and subsidies to schools are treated as <i>Depenses Prioritaires</i> and processed in a timely manner. The Government has established the "<i>Comité de Suivi de la Paie</i>" (Payroll Monitoring Committee) that includes key actors involved in the processing of the teachers' salaries to promptly address any issues that could delay processing of the salaries. Automation of some processes in SECOPE to allow transparency and timely processing of the teachers' salaries Payments to teachers and schools in urban areas done through direct deposit in bank accounts The major payment operator intervening mainly in remote areas relies on the network the religious churches in such remote areas. So far, no major issue has been encountered. Funds flow arrangement will be described in the PIM, and the project's staff will be trained on the World Bank's disbursement procedures. 	S
<p>Financial Reporting</p> <ul style="list-style-type: none"> Delays in submitting good quality IFRs and the reports on the achievement of the DLIs Delay in providing information on the EEPs 	S	<ul style="list-style-type: none"> Existing accounting software within PAQUE is capable to accommodate the project's transactions Qualified and experienced FM staff will be recruited within the PCT Key MEPST directorate staff capacity will be strengthened 	S
<p>External Auditing</p> <ul style="list-style-type: none"> Weak capacity of the SAI to audit the RBF and the TA Audit not carried out in compliance with acceptable audit standards, Delays in submitting the audit report and implementing audit reports recommendations 	S	<ul style="list-style-type: none"> Audit ToRs and short list of independent firms will be subject to the World Bank's review Engagement of Independent verification agent IFR will be reviewed to enable the project to improve its quality Close monitoring of the audit recommendations during financial management supervision. 	S
<p>Fraud & Corruption</p> <ul style="list-style-type: none"> Ghost teachers and teachers with qualification not in compliance with the criteria as a result of a lack of transparency and weak control in the process over the identification of teachers Misuse of subsidies (operating expenses) to Schools. Colluding practices as bribes, abuse of administrative positions, mis-procurement 	H	<ul style="list-style-type: none"> Implementation of the action plan resulting from the Functional review of SECOPE including risk management The project will support the development and operationalization of tools to enable the biometric identification of teachers, taking into account lessons learned during similar experiences: Ebola and Statistic Project Automation of some SECOPE processes from data collection, entry and transmission to increase accuracy and timeliness of data for SECOPE and Education Management Information System will contribute reducing opportunities for fraud. Governance arrangement (School Directors and School Management Committees) at school levels be revisited and strengthened, including citizen engagement Internal audit risk-based approach Citizen engagement, <i>Allo Ecole</i>, tool to report misuse of funds at schools. 	H
Overall FM risk	H		S



Table A1.6: FM Action Plan

Action	Responsible	Deadline and conditionality
Appoint Financial Management staff within the PCT	SPACE/PAQUE	No later than 1 month after the effectiveness date
Draft and adopt the PIM including the FM component	SPACE and PAQUE	No later than 6 weeks after the effectiveness date
Periodic reviews of the risk management and controls processes over the management of the teachers' salaries and operating expenses (Eligible Expenditure Program)	SPACE	Beginning in November 2020
Appoint the internal auditor in the Internal auditor unit	Ministry of Civil services	Beginning in September 2020
Recruit an independent external auditor (financial audit and EEP) in line with ToRs approved by the Bank	SPACE/PAQUE	No later than 6 months after the effectiveness date
Recruit an independent verification agency for DLIs in line with TORs approved by the Bank	SPACE/PAQUE	No later than 3 months after the effectiveness date
Extend the automation of SECOPE's data collection and transmission to some decentralized antennas	SPACE/PAQUE	Within 12 months after the effectiveness date
Strengthen the capacity of the MEPST DAF	PRRAP	Within 12 months after the effectiveness date

Details of Financial Management, Disbursements arrangements

- 28. Staffing.** For the implementation of this Project, a PCT will be established within the SPACE and staffed with financial management specialists (PCT-FMS) to be devoted to the project. The PCT-FMS are to be recruited within one month of project effectiveness. Prior to the appointment of the PCT-FMS, the project PCT will rely on the fiduciary unit of PAQUE. An International firm will be recruited as well as some consultants if needed to strengthen the relevant Directorates of the MEPST staff members capacity.
- 29. Budgeting.** The PCT with the DAF MEPST will prepare the project annual work program and budget. The budget execution will be monitored on a quarterly basis through the Interim Financial Report and any variances will be explained and remedial measures indicated. The process to identify the activities to be undertaken and the role of the respective parties in the preparation, implementation, and monitoring of the budget will be developed in the PIM.
- 30. Eligible Expenditures Program:** EEPs for this project are teachers' salaries (primary schools and Bureau Gestionnaire) and grants to cover operating costs of primary schools in the ten targeted provinces (Table A1.7). These expenditures are directly necessary to achieve the PDO. Based on existing arrangements, plus the fiduciary measures included in the Project, adequate accounting systems and controls for recording and auditing the EEPs will be in place during project implementation. SECOPE has been assigned the responsibility to manage the process starting from the enrollment of teachers in the database, the physical verification at schools and the preparation of the payroll; SECOPE perform the same process for the operating costs to schools. The MOB uses this information to populate the payroll system and execute the budget transfers.
- 31.** Several audits were carried out between 2014 and 2019 to determine the non-compliance rate of the teachers to the agreed rules.⁷⁸ Though several weaknesses were found in the SECOPE system and organizational arrangements, the non-compliance rates were below 5 percent (compliance of HR management of teachers

⁷⁸ Audit report 2014 by Mazars; Audit report 2015 by Price Waterhouse and Coopers; Audit report 2016 by COFIMA (Compagnie Fiduciaire de Management et d'Audit); and an ongoing audit by Mazars (draft report issued in January 2020).



to the rules and procedures). However, these audits were not focused on the 10 provinces targeted by the projects. During the project implementation, external periodic reviews will be undertaken to assess the operation of risk management and internal controls in salaries and operating expenses in the provinces supported by the project. For the schools' grants, the government developed tools and procedures to enable the management of such funds, which will be reviewed and monitored during project implementation.

Table A1.7: Current Budget Codes Corresponding to EEPs

Section	38	Enseignement Primaire, Secondaire et Technique
Chapter	38207	Service de Contrôle de la Paie des Enseignants (SECOPE)
Budget Line items	2009800382070000366111090001 2009800382070000366111140001 2009800382070000366111060001 2009800382070000366111070001 2009800382070000366111260001 2009800382070000366111110001 2009800382070000366111180001 2009800382070000366111080001 2009800382070000366111080001 2009800382070000366111210001	Congo central Kasai central Ituri Kasai Kinshasa Kwilu Nord Kivu Kasai Oriental Lomami Sud Kivu

Disbursement and flow of funds arrangements

32. Mandatory Direct Payment pilot. Since this project is prepared under Situations of Urgent Need of Assistance or Capacity Constraints, the PCT will be required to use the Direct Payment disbursement and/or Special commitment disbursement methods for goods, works, non-consulting services and consulting services procured/selected internationally.

33. Disbursements for the IPF in the Component 3 will be made in accordance with the World Bank Disbursement Guidelines for Projects, dated February 1, 2017. The Project will disburse based on the unaudited Interim Financial Reports. For this component, a Designated Account in US\$ will be opened at an acceptable Commercial Bank on terms and conditions acceptable to IDA to receive funds from the World Bank. The advance in the Designated account will represent six months of forecasted expenditures in the Interim Financial Reports. The DA will be replenished through Withdrawal Applications supported with quarterly unaudited IFRs. The PIM will provide details as to the management of the DA. As the country is currently under remedies due to lapsed loans, designated account will open only once the lapsed loans issue is resolved. Until then, the advance disbursement method is not permitted for this Project. The other disbursement methods which are: reimbursements, direct payments and special commitments are still available to the Recipient.

34. Disbursement Arrangements for the DLI-based Financing: Disbursements will be made against the identified EEP Statements and verified DLI results. Decisions on compliance and disbursement against indicators will be made based on reports prepared by SPACE-PCT and the IVA (as per the DLI protocols) with necessary documentation assuring that they have been satisfied. The World Bank will receive the EEP Statement and DLI assessment report and will advise on the amount to be reimbursed to the Government which should be the lesser of the DLI or EEP amounts. A dedicated account in the name of the DRC Public Treasury will be opened



at the Central Bank of Congo to receive disbursement against EEPs and DLIs.

Table A1.8: Disbursement Categories and Eligible Expenditure Program

Categories	Amount of the Financing Allocated US\$	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Eligible Expenditure Program (“EEP”) – Component 1 and 2	700,000,000	Up 100% of amounts spent in compliance with DLI amounts set out in the Agreement as reported under the EEP Statement for each withdrawal
(2) Goods, Non-Consulting Services, Consultants’ Services, Incremental Operating Costs, Training and Workshops – Component 2	100,000,000	100%
(3) CERC	0	
TOTAL AMOUNT	800,000,000	

Table A1.9: Eligible Expenditures Estimated⁷⁹ for the Next Four Years in the Selected Ten Provinces⁸⁰ (US\$ million)

Description/Period	Sources/Codes	Sept. 2019 to August 2020	Sept. 2020 to August 2021	Sept. 2021 to August 2022	Sept. 2022 to August 2023	Total
Salaries to Primary schools’ teachers and salaries to non-teaching staff	Budget system backed by SECOPE database Transfer from the Central Bank to Payment agents, reconciled against individual receipts	298	307	317	325	1247
Subsidies to Primary schools (operating costs)	Budget system backed by SECOPE database Transfer from the Central Bank to Payment agents, reconciled against individual receipts	18	19	20	21	78
Total		316	326	337	346	1325

35. The Government has a system and processes in place for the traceability of expenditures,⁸¹ which will be further strengthened by the Project. SECOPE is the government agency with the main responsibility to manage the process starting from the enrollment of teachers in the database, the periodic physical verification at schools, the preparation of the payroll, and the processing of school operating costs. The MOB uses this information to populate the payroll system and execute the budget transfers. Payments for salaries and operating costs of schools are made via 15 payment agencies (14 commercial banks and IFOD/Caritas). Upon instructions from the MOB, the Central Bank releases funds to the payment agencies, for them to pay the beneficiaries based on the approved lists. Commercial banks transfer funds directly to the beneficiaries’ accounts for around 62 percent of the payments. Beneficiaries in remote areas (around 38 percent of the total

⁷⁹ The estimation does not include the enrolment and the payment of the NU starting April 2020.

⁸⁰ Kinshasa, Kongo Central, Kwilu, Ituri, Sud-Kivu, Nord-Kivu, Kasai-Central, Kasai, Kasai-Oriental, Lomani.

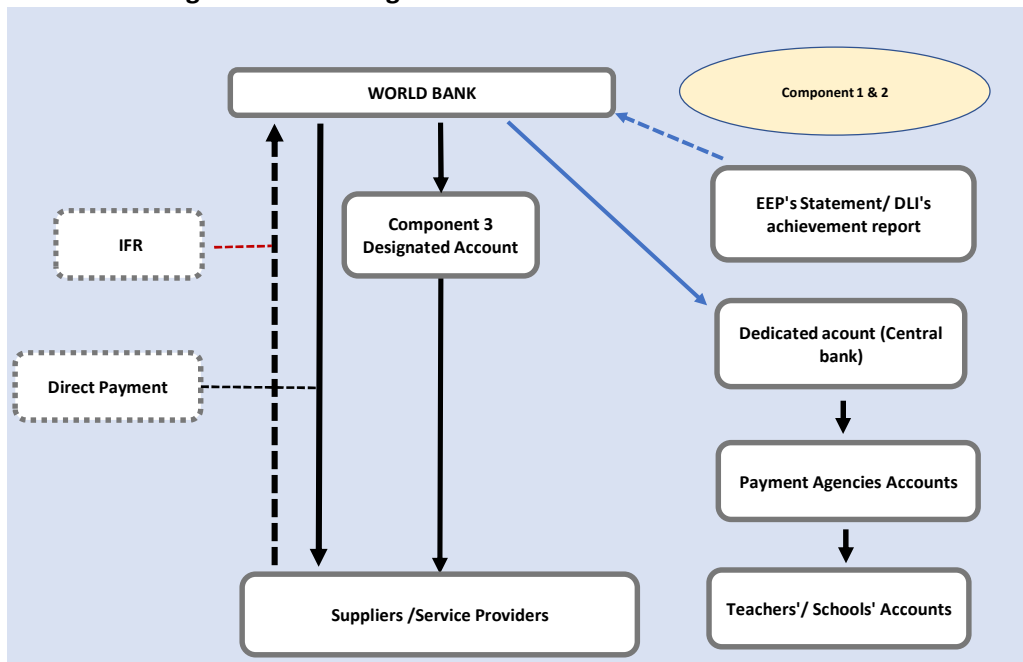
⁸¹ Education expenditures have been monitored successfully during the implementation of the Poverty Reduction Strategy Paper (PRSP). To strengthen the monitoring of education expenses, the National Commission on Monitoring Salary Payments was strengthened to monitor and address issues related to the payment of teachers’ salaries and operating costs. Significant progress was made with the reform of bancarisation which started in 2010, i.e. paying salaries and grants to teachers’ and schools bank accounts. This has contributed to the traceability of payments and the Project will build on this experience. Furthermore, the budget nomenclature has been improved to identify and monitor social spending.



paid) where commercial banks do not operate, are paid by IFOD/Caritas. IFOD is a well-known and trusted operator with unique presence across the country⁸², which is audited annually by independent firms⁸³.

36. To reinforce the systems in place, the Project will help optimize and automate the SECOPE processes, including biometric identification of teachers. World Bank disbursements will be made against independent verification of the DLI targets and submission of the EEP Statement, which will include expenditures duly reconciled against the receipts by teachers and schools. External audits by an independent firm will be conducted on SECOPE processes and on the project financial statements, including confirmation that the EEP Statements conform to the eligible budget line items. Through the *Allô Ecole* app, teachers, parents and other stakeholders will be able to report instances of misuse of funds, which in turn will be subject to a case management protocol.

Figure A1.2. Arrangements for Funds Transfer and Documentation Flows



Legend	Funds transfer	
	Documents flow	

37. Internal controls and Internal audit. The internal controls system and procedures will be detailed in the PIM. The internal audit functions will be performed by the Internal audit unit within the *Cellule d'Appui Technique* (IA-CTA) (Technical Assistance Cell) under the Permanent Secretariat of the MEPST. The *Inspection Générale des Finances* (IGF) (General Inspectorate of Finance) has the right to audit the project. The IA-CTA staff's

⁸² From 2016 onwards, payment of teachers' salaries in remote areas is done by the 'Institution Financière pour les Œuvres de Développement' (IFOD/Caritas), the microfinance company of the Catholic Church, which carries out this mission, in accordance with the obligations of a memorandum of understanding between the Government and the Catholic Church in DRC. IFOD/Caritas was licensed as a Micro Finance Institution in 2015 and started operations in 2016. When it comes to teachers' salaries, the Central Bank releases the funds to the Payment agents in average on the 15th of the month for the teachers' salaries and the 20th of the month for the operating costs. Based on past experience, at least 85 percent of the teachers are paid by the end of the months. This percentage is over 99 percent by the 5th of the following month. IFOD/Caritas issues monthly and quarterly reports on their activities.

⁸³ The FY 2018 audit of IFOD was carried out by Deloitte (audit firm). The auditor provided an Unqualified opinion to the financial statements but raised some concerns as to the business continuity since the equity is lower than the share capital due to net revenue (loss).



professional capacity will be strengthened by the project and the project activities will be included in their work program. The internal audit unit of PAQUE could be required to include the Project in its work program if required.

38. Accounting Policies and Procedures will be documented in the PIM. DRC is now a member of the OHADA, hence adheres to its accounting standards, (Syscohada), in line with the international accounting standards.

- The EEPs related accounting records will be processed in the Ministry of Budget's system, backed by the information in the SECOPE database regarding the 10 provinces.
- For the TA, the "A" financial management software in PAQUE will be used. The Project funds will be accounted separately, and Project chart of accounts will be defined based on Project activities.

39. Unaudited Interim Financial Reports. The financial management team of the PCT will be required to prepare an IFR on a quarterly basis. The IFR will include: (i) sources and use of funds; (ii) use of funds per activity; (iii) DA activities statement and (iv) use of funds according to procurement methods and thresholds. The IFR reports will be submitted to the World Bank 45 days after the close of each quarter.

40. External financial Audit and DLIs monitoring and verification mechanism. The external audit of the Project will consist of two parts – Annual EEPs' Financial Statements (Part1) and the Project Financial Statements for the TA (Part 2). The audit will be carried out by the auditors appointed as per TOR agreed with the World Bank. The short-list will be reviewed by the World Bank. The audit will comply with the International Standards on Auditing. In line with the World Bank access to information policy, the audit reports will be disclosed. The audit report including management letter on the internal control will be submitted to the World Bank, no later than six months following the end of the fiscal year. With regard to the verification of the DLIs achieved, the Project will appoint an IVA, with terms of reference and qualifications satisfactory to the World Bank; or, where applicable⁸⁴, will rely on the PCT with validation by the World Bank. The DLIs Verification protocol will be clearly described in the PIM.

41. The following governance and anti-corruption measures will contribute to enhance transparency and accountability during the project implementation: It includes but not limited to: (i) the use of application-based GRM to report on potential misuse of funds at the school level; (ii) internal audit and external audit; (iii) the PIM will include anti-corruption measures with a specific safety mechanism that will enable individual persons and NGOs to denounce abuses or irregularities; and (iv) measures to encourage participation of civil society and other stakeholders will be strengthened during project implementation.

42. Implementation Support and Supervision Plan. FM implementation support missions will be consistent with a risk-based approach. The implementation support missions will take place at a minimum twice per year, with more frequency foreseen during the first 18 months of implementation.

⁸⁴ As per paragraph 26 of World Bank Guidance – Investment Project Financing with Performance-Based Conditions, issued and effective January 29, 2020 (POSS.03-GUID.155).



Table A1.10: FM Implementation Support

FM Activity	Frequency
Desk reviews	
EEP Statement, Interim financial reports review and the report on the achievement of the DLIs	Quarterly
Audited financial statements	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous as they become available
On site visits	
Review of overall operation of the FM system including the effectiveness of the Governance arrangements at the schools	Implementation Support Mission
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports	As needed
Transaction reviews for the TA Component (if needed)	As needed
Capacity building support	
FM training sessions	Before Project starts and thereafter as needed

Results Monitoring and Evaluation Arrangements

- 43. The Results Framework (RF) will be used as the basis for the monitoring and evaluation of the Project. The PCT will be responsible for preparing a semi-annual report on the technical, physical and financial progress of the project, including the latest value of project RF indicators. Data to monitor the project will be drawn primarily from five main sources: progress reports and information systems of the MEPST Directorates and Services responsible for implementation; progress reports and information systems/processes of the PCT; evaluations; household surveys; and independent verification exercises.
- 44. *Reports and systems of Directorates/Services.* The main sources are the SECOPE, DIGE, DAF and DRH. The SECOPE regularly produces the payroll list for teachers and for schools receiving operating grants (“frais de fonctionnement”), and will report as needed on progress on updating the payroll list and salary payments, as well as on automating its business processes and other project-related activities. The DIGE is responsible for the Education Management Information System (EMIS, or *SIGE* in French). It will report as needed on information required by the project pertaining to the primary education system; on progress in automating the SIGE and related activities; and on progress pertaining to the production of the *Carte Scolaire* data. The Secretary General will report on the development of the plans with targets that are to be developed in association with the *Carte Scolaire*.
- 45. *The DAF* will report as needed on progress in developing, piloting and planning the roll-out of a formula determining the primary school’s operating grant; as well as on activities pertaining to strengthening PFM. The DRH will report on progress on the development and operationalization of merit-based recruitment for primary teachers and primary school directors. The project will support through Component 3.1 activities to enhance the capacities of SECOPE, DIGE, DAF and DRH to modernize their business processes including data collection, processing and reporting, as well as databases integration; all of which will strengthen their capacities in monitoring and evaluation including for project purposes.
- 46. *Reports and systems/processes of the PCT.* The PCT will regularly compile implementation progress reports on activities using inputs from PCT staff and technical assistance contracted to support implementing Directorates/Services of the MEPST. Further, the project will incorporate the Smart Supervision App and Iterative Beneficiary Monitoring (IBM) to support remote supervision of activities and improve the capacity of the Government and the PCT to conduct accountable and well-structured M&E. A mobile application enabling



users to enter and analyze imaging and geo-referencing data so as to provide real-time insight into project progress, the SSA will be made available for non-state actors, such as non-governmental organizations, to help provide an additional layer of oversight over the use of public resources. This will be complemented by IBM, which draws from a randomly selected sample of project beneficiaries to provide implementation-related data that allows project teams to identify issues early and take corrective action.

47. *Evaluations.* Three evaluations are foreseen under the project: of the piloting of the formula determining the primary school's operating grant, in three provinces; of the piloting of the merit-based recruitment schemes for primary teachers and primary school directors, in three provinces; and an overall evaluation of the project to be carried out in the final year of implementation. The two pilot evaluations will also be used to verify DLRs.
48. *Surveys.* Two household surveys are foreseen: to determine the primary gross attendance rate in the ten provinces (in Year 3); and (in the event that a planned World Bank-financed survey for a forthcoming Public Expenditures Review does not go ahead as scheduled) to determine per-student expenditures on primary school fees, among poor households in the ten provinces.
49. *Independent verification exercises.* Several exercises (other than those mentioned above pertaining to evaluations and surveys) will be undertaken by an IVA to verify DLRs pertaining to: the signing by primary teachers of the Code of Conduct containing language against GBV, the appointment of school focal points, and knowledge of primary school personnel and COPA members about safe and inclusive school services; the updating of the salary payment system and the payment of newly mechanized primary teachers; the achievement of BG optimization and personnel redeployment targets; and the merit-based recruitment of primary teachers and primary school directors. With respect to the DLIs, verification protocols have been established for each DLI/DLR. Within one (1) month of the achievement (or partial) achievement of the DLRs, the MEPST will notify the IVA to verify the results. The IVA will conduct the verification of results and submit the verification report within three (3) months, using the DLI/DLRs Verification Protocol. The World Bank will review the documentation submitted along with the verification report and request any additional information considered necessary. Upon approval, the World Bank will send a formal notification to the Recipient.
50. *All evaluations, surveys and IVA exercises will be undertaken by third party technical assistance contracted under the project, and overseen and managed by the PCT. The M&E and reporting mechanisms will be amplified in the PIM.*

Project Implementation Manual

51. A PIM for the Project will be developed no later than six weeks after project effectiveness. The PIM will describe the detailed responsibilities, implementation and coordination arrangements, detailed fiduciary and disbursement arrangements, financial management processes and procedures, action plans, implementation schedule, result indicators, Disbursement Linked-Indicators and monitoring and evaluation and verification protocols for each component/subcomponent will be described in the PIM, taking into account both financing mechanisms used by the project (i.e. IPF and RBF). The PIM will be updated as needed during project implementation.

Strategy and approach for implementation support

52. The implementation support plan for the Project has been developed based on the specific nature of the project activities and the country context, lessons learned from past operations in the country and sector, and the project's risk profile and implementation arrangements. The plan will be reviewed once a year to ensure



that it continues to meet the implementation support needs of the project.

Implementation support

- 53. Before Project effectiveness, staff resources and technical capacity of the ongoing PAQUE Project’s PCT will be used to effectively start implementation. During implementation, the same PAQUE team will support, based on identified needs, the recruitment of PCT and provincial level staff until a fiduciary team is fully operational in the PCT in SPACE.
- 54. The task team, including the Task Team Leader (TTL) and two co-task Team Leaders, an education specialist, a governance specialist, a communications specialist, safeguards specialists including a GBV expert, and procurement and financial management specialists, will play an active role during implementation to support the full implementation and participation of beneficiaries. In collaboration with the task team, other World Bank specialists / consultants are also expected to join the team to provide timely, effective, specific technical expertise to the client. In terms of local support, the TTL, a lead education specialist is based in Kinshasa. Moreover, a governance specialist, a safeguards specialist, a communications specialist, one FM specialist and one Procurement specialist are also based in the World Bank office in Kinshasa with extensive experience in supporting implementation. Given the multi sectoral nature of the Project, its high profile as being part of a large and populist government program, the hybrid nature of the project (a mix of results-based with traditional IPF approach), the presence of the TTL and core specialists in the field will ensure regular and consistent technical and fiduciary oversight and support.
- 55. *Semi-annual and annual reviews.* The Project will have formal semi-annual and annual implementation support reviews which will take place in the country and involve key national stakeholders and development partners. However, given that the core team is Kinshasa-based, the Project will enjoy implementation support as and when needed and regular supervision visits to the 10 provinces. These reviews will be to evaluate the progress made in project implementation, identify potential or actual bottlenecks and make recommendations for improvement. The reviews will also monitor the project toward achievement of project indicators. All finding will be documented in aide-memoires and policy papers, as needed. A project launch mission will take place shortly after project effectiveness (expected by no later than September 2020) which will consist of confirming the Government and stakeholders’ roles and responsibilities in project coordination, implementation, and monitoring and evaluation, and agreeing on the annual work plan for the first year of the project. A comprehensive mid-term review will take place and is also included in the World Bank and MEPST’s implementation support plan.
- 56. *Fiduciary support to the implementation plan.* The Project will be supervised on a risk-based approach. During the COVID-19 pandemic, fiduciary implementation support will be carried out in accordance with the “Streamlined Fiduciary Implementation Support Measures for Active World Bank-financed Operations given Travel Limitations due to COVID-19 Pandemic”.

Table A1.11: Main Focus for Support to Implementation: Years 1-4

Focus	Skills needed	Est. Staff Weeks
• Education Policy, teacher recruitment and overall supervision	• Education Specialist	54
• Procurement	• Procurement specialist	24
• Financial Management / Internal audits	• FM specialist	30
• External audits		
• Education Finance	• Economist	24



Focus	Skills needed	Est. Staff Weeks
<ul style="list-style-type: none">Decentralization of management (formula-based budgets to school)	<ul style="list-style-type: none">Education management specialist	12
<ul style="list-style-type: none">Public Financial Management systems reform	<ul style="list-style-type: none">Governance/PFM specialist	16
<ul style="list-style-type: none">Information systems – Integration of databases	<ul style="list-style-type: none">IT specialist	24
<ul style="list-style-type: none">Decentralization of administration	<ul style="list-style-type: none">Education management /governance specialist	10
<ul style="list-style-type: none">SEA/H and social safeguards	<ul style="list-style-type: none">Social safeguards and GBV specialists	24
<ul style="list-style-type: none">Grievance Redressal Mechanism	<ul style="list-style-type: none">Social Specialist	12
<ul style="list-style-type: none">Communications	<ul style="list-style-type: none">Communication Specialist	4



Annex 2: Climate Co-Benefits Activity Linkages

<p>Results-based financing under Components 1 and 2 (US\$700 million)</p> <p>The primary education system in the DRC is heavily dependent on school fees charged to households, who shoulder about two thirds of education costs. Project financing under DLIs 1-7 will fill the financing gap to guarantee a fee-free education policy. Given that 72 percent of households live in extreme poverty and are most prone to climate change events/impacts, the Project will thereby provide a safety net by eliminating the requirement for these households to pay school fees. The Project’s PDO is “to lower the burden of school fees on poor households and increase access to primary schooling in the Selected Provinces, and to strengthen core education systems.”. This will mean the provision of de-facto targeted cash transfers to beneficiaries most vulnerable to climate change risks. Support under the DLI-based components will boost the adaptive capacity of poor households to cope with the current and future climate change induced events such as droughts, floods that threaten food security, health and livelihoods. Specifically, the majority of agricultural production is rainfed and provides livelihoods for 90 percent of the population. Climate change poses serious threats which include a reduction in the production of crops and a disruption in the supply of products. Lower food production is associated with higher prices and lower living standards for rural populations, who depend heavily on local production for their survival. In the latest poverty assessment, 45 percent of households suffered from food insecurity in the 12 months preceding the household survey. Poor feeding as a result of droughts during the first 1,000 days of a child’s life leads to child malnutrition which can have long-lasting effects on a child’s productive prospects. In addition, food insecurity also holds back human capital formation if families take their children out of school. The same poor households will likely suffer other climate change consequences in terms of their health as climate-sensitive diseases such as malaria and cholera are likely to expand into new areas due to high precipitations in certain areas. Lastly, this financing will also support overall diversification of livelihoods among the extreme poor by increasing their savings potential which can lead to investments in assets, such as livestock.</p>
<p>Component 1: Enabling Free Access for All</p>
<p>DLI 1: Increase access to primary education (US\$140 million)</p> <ul style="list-style-type: none"> • Smart building technologies to be used whenever new schools are built as a result of increased influx of students • The production of the evidence-based list of needs-ranked and provincially categorized schools will allow the government to be better informed of high need zones (those highly vulnerable to climate change impacts) in order to make funds’ allocation decisions accordingly. • Following a needs assessment of these zones, a comprehensive school safety master plan will be developed with school safety guidelines, including evacuation plan, as a direct result of climate change weather events such as flooding and heat. • Climate resilience and adaptation of teaching will be considered as part of the school safety master plan, whereby students learn new knowledge about how to prepare for and respond to disasters in order to change behavior, manage risk and reduce vulnerability to hazards.
<p>DLI 2: Strengthen accountability of salary payments system (US\$100 million)</p> <ul style="list-style-type: none"> • The achievement of this DLI will ensure the government’s ability to integrate all primary teachers into the payroll for salary payment. This will provide them and the poor households with de-facto cash transfers (as households bear 2/3 of education costs, most of which goes to teacher salaries). Hence, the eliminated fees on households will be spent on combatting food insecurity and increased risks to their public health, which is a direct result of climate change.



<ul style="list-style-type: none"> • Newly integrated teachers will benefit from concerted official efforts in their skills development, thereby boosting their ability to act as first defense in schools against extreme climate events. • Teacher training on climate resilience will significantly increase their awareness of climate adaptive measures but also help to spread that knowledge across the community at large.
DLI 3: Reform local management systems (US\$70 million)
<ul style="list-style-type: none"> • The new school and management map will identify classrooms in need of repair. The availability of the information will ensure the government can take measures to rehabilitate these schools so that they meet the minimum climate disaster risk reduction standards.
DLI 4: Create safe and inclusive school environments (US\$100 million)
<ul style="list-style-type: none"> • The focal point for the safe and inclusive schools will maintain the comprehensive school safety master plan with school safety guidelines, including evacuation plan, as a direct result of climate change weather events such as flooding and heat. They will also work to reduce the vulnerability of schools and students through school disaster mapping and hazard simulations.
Component 2: Laying the Foundations for Quality
DLI 5: Develop and implement an equitable school grants program (US\$90 million)
<p>The school grants will target the maintenance of school facilities and their rehabilitation to render them more adequate in responding and mitigating for climate hazards. Energy efficiency measures will be incorporated in the rehabilitation/maintenance of schools including:</p> <ul style="list-style-type: none"> • New appliances and equipment will be required to be energy efficient. • As part of school maintenance, climate-smart, energy efficient measures will be used to alleviate heat and allow for cooling ventilation during heatwaves or protect against flooding and landslides. • Age-appropriate signage will be installed to conserve energy and water in facilities to raise awareness of the importance of conserving these scarce resources.
Component 3: Strengthening systems for results (US\$100 million)
Sub-component 3.1: Strengthening critical systems
<p>For both SIGE and SECOPE, cloud computing will be considered. Since cloud computing would eliminate the need for on-site servers, the data collection and storage system would be less vulnerable to climate risks. If cloud computing can't be used, IT vendors will be required to prepare disaster recovery plans to mitigate potential climate disaster risks, and conduct training on emergencies for the system operators.</p>
Sub-component 3.2: Ensuring safe and inclusive schools, and citizen engagement
<p>The communication and citizen engagement strategy will include plans to boost adaptive capacity of communities to climate change risk through the following measures:</p> <ul style="list-style-type: none"> • A weather/ disaster warning platform will be considered as part of the GRM
Sub-component 3.3: Project management and CERC
<p>Overall project management will ensure that all climate change related activities are implemented as planned. This subcomponent will also include training of the relevant stakeholders to raise their awareness of climate disaster management and co-benefits of climate change mitigation</p>



Annex 3: Short- to Medium-Term Macroeconomic Impacts and Fiscal Sustainability

The assessment of the macroeconomic impact of the free schooling policy shows that it would have a significant short and medium-term impact on the DRC's macroeconomic framework. With a country-wide coverage including the incorporation of 190,000 teachers onto the government payroll, the policy would lead on average, over the period 2020-2025, to a 0.8 percent increase in the level of real GDP a year compared to the baseline, against 0.6 percent with the incorporation of 100,000 teachers. These options could also result in a deterioration of the fiscal and current account deficits compared to the baseline, between 1.1-1.5 percent of GDP and 0.4 percent of GDP in 2025, respectively. The implementation of the free schooling policy would not substantially affect the country's debt ratios, projected to remain low and on a downward trend. The Debt Sustainability Analysis conducted indicates that the DRC's risk of debt distress would remain moderate with the introduction of this policy. However, in order to strengthen the fiscal sustainability of the free schooling policy, additional policy actions would be required, including: the mobilization of an incremental 0.5 percentage point of GDP per year in domestic revenue, further development of the domestic bonds market, and obtention of additional external (concessional) financing from donors.

Methodology and Scenarios

1. The methodology adopted to assess the macroeconomic impact of the DRC Government's free basic schooling policy (FSP) primarily relies on the use of the World Bank MFMOD model, a macro-structural model that emphasizes the short- and medium-term effects of the policy on aggregate demand. The macroeconomic indicators resulting from the simulation of the FSP implementation scenarios are then applied to the Debt Sustainability Framework (DSF) template of the DRC in order to determine the possible effects of the policy on the country's risk of debt distress. The DSF assumes that the primary deficit is financed by the issuance of domestic short-term debt, with no accumulation of arrears, while the current account deficit is financed by medium-term concessional external debt, with no depletion of international reserves.
2. Two main scenarios for the roll out of the free basic schooling policy are simulated, in addition to the baseline scenario generated to depict a reference situation without the implementation of the FSP.
3. **Scenario 1:** The FSP is implemented with a projected incorporation of 100,000 teachers (100K). In light of the uncertainty on the actual number of NUs, this scenario offers a lower bound estimate. The implicit transfer of revenue to households due to the deployment of the FSP is estimated at US\$730 million per year, financed to the tune of US\$60 million, US\$345 million, US\$160 million and \$US135 million by the World Bank between 2020 and 2023 successively, the residual being financed by the DRC Government budget.⁸⁵ The baseline assumes an improvement in domestic fiscal revenue mobilization. It is assumed that the Government would finance any remaining financing gap related the free schooling policy after the termination of the World Bank's financial support in 2023 by issuing domestic short-term debt and external medium-term concessional debt.

⁸⁵ The implicit transfer of revenue to households is calculated as the estimated value of all fees currently paid by households for primary schooling nationwide. This amount is not exactly equal to the cost of the free schooling policy to Government and may not equal the realized implicit transfer, for several reasons, including (i) the Government's policy may not replace all fees paid by households one-for-one, and (ii) some share of households will choose to maintain or send their children to private schools.



- 4. Scenario 2: The free schooling policy is implemented with a projected incorporation of 190,000 teachers (190K). As the number of existing primary teachers who qualify to be incorporated onto the payroll is estimated to be 100,000 – 190,000, this scenario offers an upper bound estimate.

Macroeconomic Transmission Channels

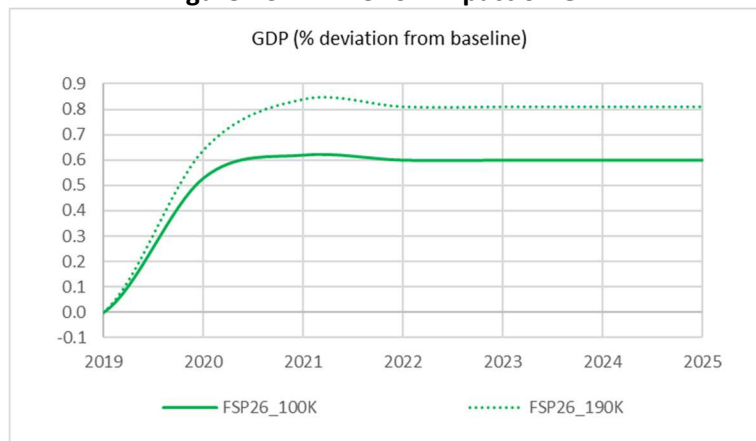
- 5. The free schooling policy would affect the macroeconomic framework through two main transmission channels:
 - a. an increase in public spending in the education sector, partly financed by the World Bank, until 2023, and a wider fiscal deficit financed by treasury bills issued on the domestic financial market;
 - b. a substantial implicit transfer of revenue to households in the beneficiary provinces resulting in an equivalent nominal increase in consumption and investment by households and firms, and ultimately raising real GDP.
- 6. The channels of transmission work as follows: under both scenarios, there is a widening in the budget deficit due to the decline in the implicit tax paid by households for education and an increase in private consumption due to the implicit increase in household’s disposable income, which stimulates GDP growth. All simulations use an average salary of US\$150 per teacher that increases by 5 percent a year to account for inflation.

Short- and Medium-Term Macroeconomic Impact

Impact on Growth

- 7. The impact of the free basic schooling policy on DRC economic growth would be significant (Figure A3.1). The strongest impact is reached in the scenario with the highest level of public spending (under 190K), with real GDP 0.8 percentage point above baseline, on average a year, over the period 2020-2025. Under the 100K scenario, GDP would be slightly lower, 0.6 percentage point higher than in the baseline scenario, on average a year, over the same period of time.

Figure A3.1 : DRC FSP Impact on GDP



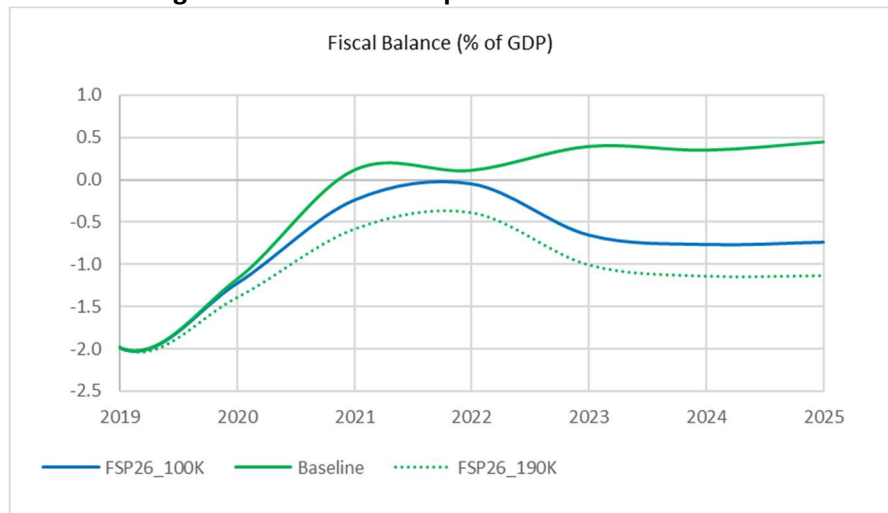
Notes: FSP26_100K refers to the 100K scenario, while FSP26_190K refers to the 190K scenario. Source: World Bank staff estimates.

Fiscal Impact



8. The magnitude of deterioration in the fiscal deficit is estimated to be modest under the 100K scenario while it would be substantially larger under the 190K option. (Figure A3.2). With an incorporation of teachers contained at 100 thousand, the fiscal deficit would be larger by 0.4 percentage point of GDP than in the baseline scenario, on average a year, over the period 2020-2023. It would slightly worsen, with a 1.1 percentage point of GDP gap in the following two years, after the end of World Bank EEP financing in 2023. The fiscal deficit would be significantly wider with the incorporation of 190 thousand teachers. The gap, compared to the baseline would average annually 0.7 percentage point of GDP between 2020 and 2023, and deteriorate to 1.5 percentage points of GDP afterward.
9. In view of the promising early results of the DRC Government’s treasury bill issuance program – launched in October 2019 – the nascent domestic bond market might be able to finance a fiscal deficit of up to 2 percent of GDP. It could therefore meet the financing needs resulting from the implementation of the FSP with the incorporation of 100 thousand teachers. However, the bond market does not yet appear sufficiently developed to finance larger fiscal deficits such as those that would result from the incorporation of 190 thousand teachers. In order to ensure the financing of this latter policy option, the Government would need either to achieve the solid performance of increasing tax revenue by at least 0.5 percentage point of GDP per year, on average, between 2020 and 2025 compared to the baseline scenario projections or rely on additional external financing.

Figure A3.2: DRC FSP Impact on the Fiscal Balance



Notes: FSP26_100K refers to the 100K scenario, while FSP26_190K refers to the 190K scenario. Source: World Bank staff estimates.

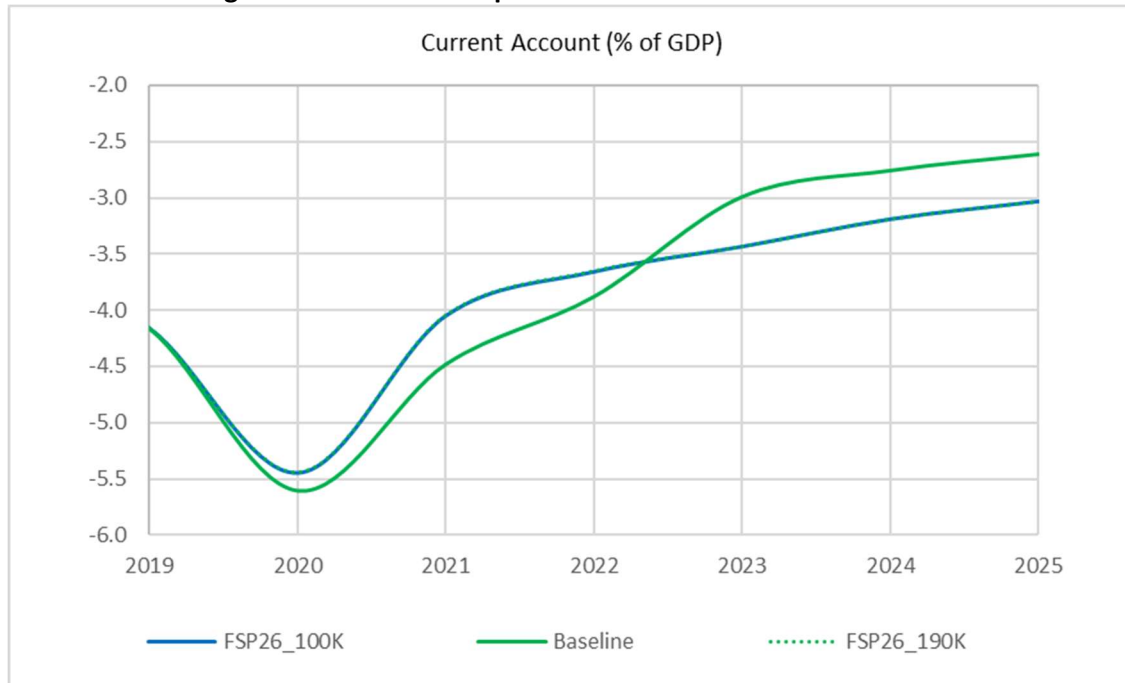
Impact on the Current Account

10. The free schooling policy would not lead to a noticeable deterioration of the current account deficit, compared to the baseline scenario, during the period when it receives the grant component (44.5 percent of the total) of the World Bank’s financial support (2020-2023), but beyond that period, the current account deficit would worsen (Figure A3.3). Thus, between 2023 and 2025, the deficit would be wider under both scenarios compared to the baseline, by 0.4 percentage point of GDP on average a year. The financing of a deficit this size by tapping into the country’s low international reserves is likely to deplete



them before 2025, and trigger a crisis on the foreign exchange market, potentially leading to a collapse of the local currency, an acceleration of inflation, and ultimately to an economic slowdown. To prevent the materialization of such adverse effects, the Government would need to mobilize additional external financing, preferably on concessional terms, in the short-term, and take action to attract more foreign direct investment, in the medium-term. Ideally, the DRC authorities would need to offset the end of World Bank financing of the EEP in 2023 by other external financing sources – including possible World Bank Development Policy Financing.

Figure A3.3: DRC FSP Impact on the Current Account Balance



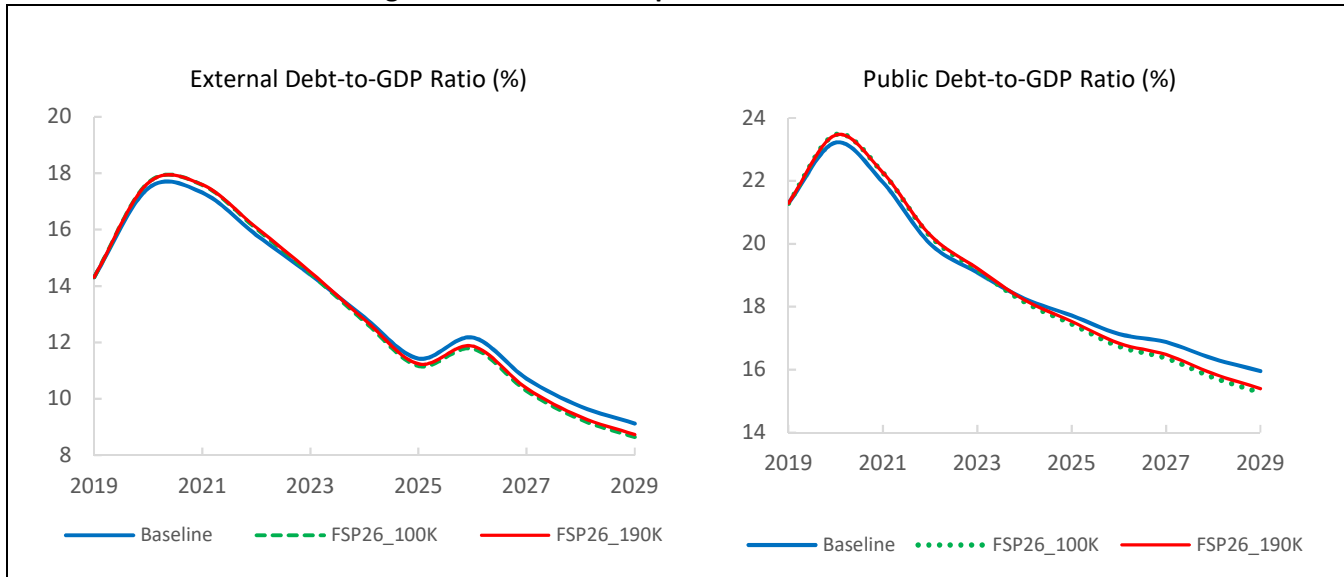
Notes: FSP26_100K refers to the 100K scenario, while FSP26_190K refers to the 190K scenario.
Source: World Bank staff estimates.

Debt Sustainability Analysis

11. As the country's debt is among the lowest in Sub-Saharan Africa and is projected to decline in the baseline, the roll out of the free basic schooling policy – including in the case of the incorporation of 190 thousand teachers – would only marginally affect the DRC's debt-to-GDP ratios (Figure A3.4).



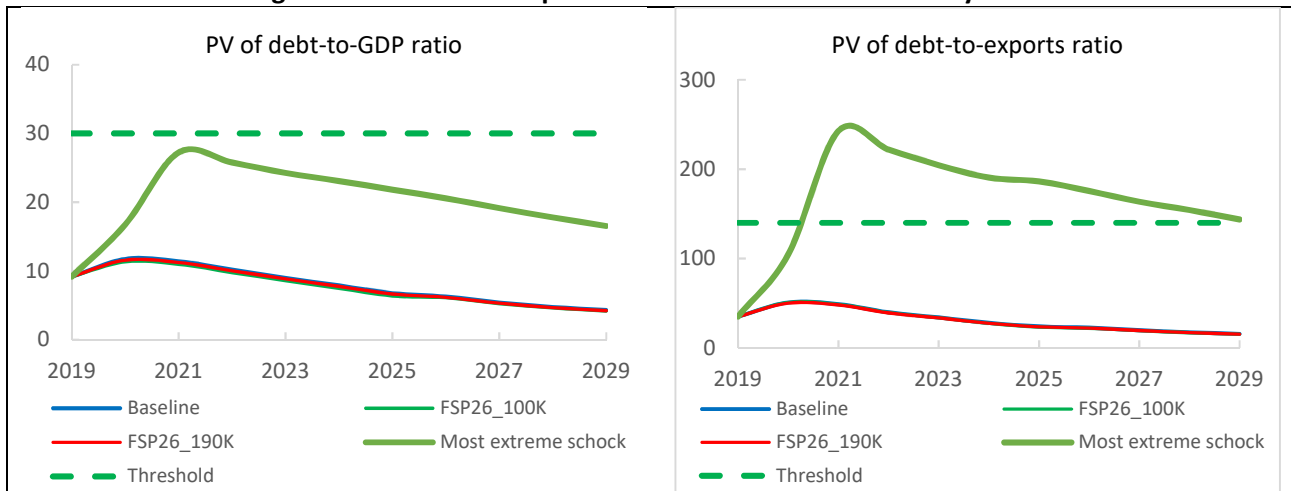
Figure A3.4: DRC FSP Impact on Debt-to-GDP Ratios



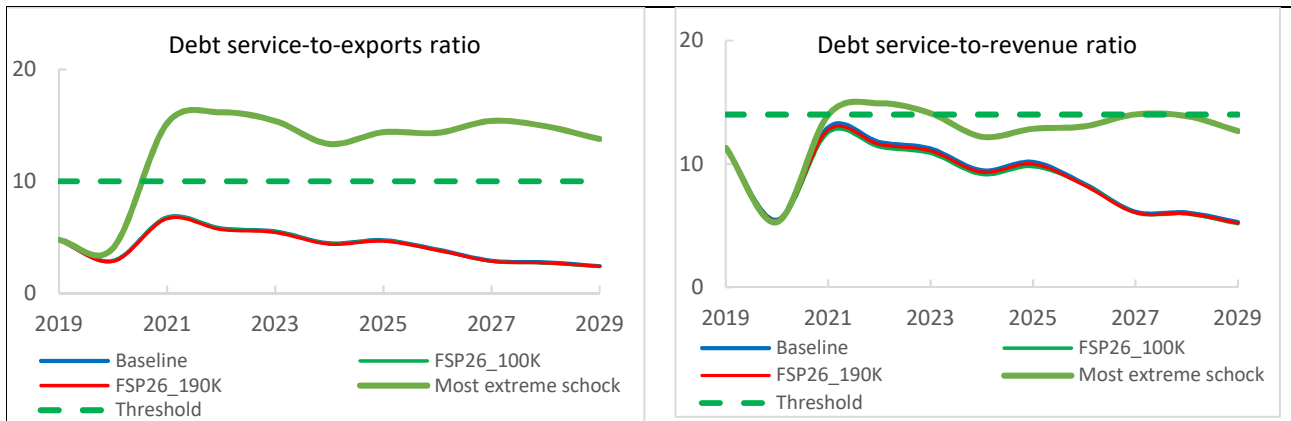
Notes: FSP26_100K refers to the 100K scenario, while FSP26_190K refers to the 190K scenario.
 Source: World Bank staff estimates.

12. The DSA conducted under the various free schooling policy scenarios indicates that the country’s risk of debt distress would remain moderate as all external and public debt sustainability indicators (Figures A3.5 and A3.6) remain below their respective indicative thresholds – with most external debt ratios breaching their thresholds under the scenario with an extreme shock on exports⁸⁶. However, the granular analysis of the risk rating shows that the country still has some space to absorb external shocks.

Figure A3.5: DRC FSP Impact on External Debt Sustainability Indicators

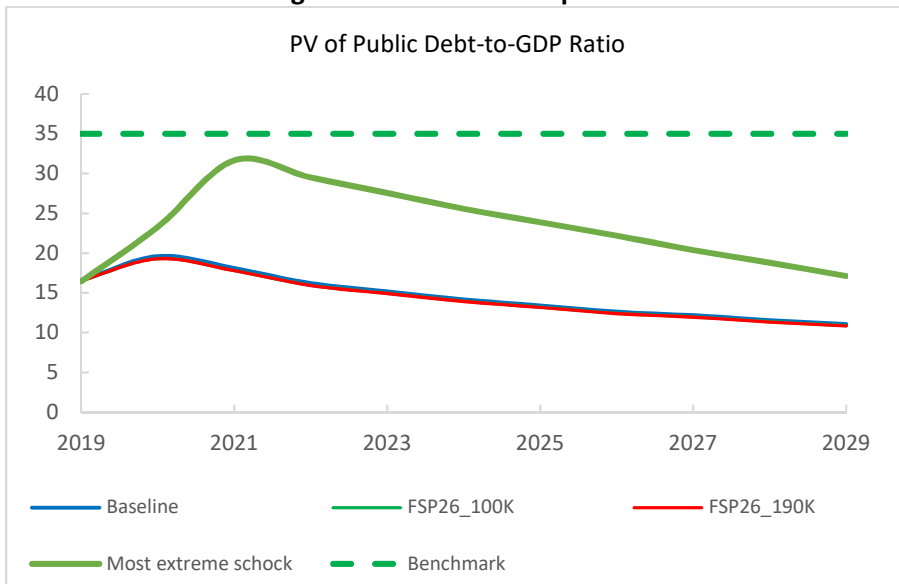


⁸⁶ Nominal export growth (in USD) set to its historical average minus one standard deviation, or the baseline projection minus one standard deviation, whichever is lower in the second and third years of the projection period.



Notes: FSP26_100K refers to the 100K scenario, while FSP26_190K refers to the 190K scenario.
Source: World Bank staff estimates.

Figure A3.6: DRC FSP Impact on Public Debt Sustainability Indicator



Notes: FSP26_100K refers to the 100K scenario, while FSP26_190K refers to the 190K scenario.
Source: World Bank staff estimates.



Table A3.1: MFMOD Key Inputs

Real GDP, % deviation from baseline

	2020	2021	2022	2023	2024	2025
100K	0.53	0.62	0.60	0.60	0.60	0.60
190K	0.64	0.84	0.81	0.81	0.81	0.81

Real private investment, % deviation from baseline

	2020	2021	2022	2023	2024	2025
100K	0.6	0.6	0.9	0.8	0.8	0.8
190K	0.6	0.6	0.9	0.8	0.8	0.8

Government spending on wages and compensations, % deviation from baseline

	2020	2021	2022	2023	2024	2025
100K	16.7	19.5	18.4	18.4	18.4	18.4
190K	19.9	25.6	24.2	23.9	23.6	23.3



Annex 4: Safe and Inclusive Schools Background and Action Plan

- 1. Violence in and around schools is prevalent in DRC and represents a threat to both access and learning.** While school violence exists in countries around the world, rates tend to be higher in Sub-Saharan Africa than in other regions.⁸⁷ Moreover the complex history of the DRC and persistent conflict and insecurity contributes to increased risk, and GBV is widespread. The limited data available show that students in the DRC are at risk of physical, emotional, and sexual forms of violence both in and out of school. Regarding physical violence, according to the 2014 Demographic and Health Survey (DHS), over 25 percent of adult respondents believe that “that the use of corporal punishment is justified to raise and educate a child properly” and 68 percent of children ages 1-14 are punished through psychological aggression while 71 percent are punished physically in the home. In schools, qualitative research suggests that physical and psychological harassment and aggression between students are cited as the most common types of violence experienced in primary schools, and that teachers often use corporal punishment.⁸⁸ Regarding sexual violence, the 2014 DHS shows that 27 percent of women in DRC ages 15-49 reported having ever experienced sexual violence; among these women, 14.4 percent reported that the attack occurred before the age of 15, and 1 percent reported that the perpetrator was a teacher.^{1,89} Additional qualitative research indicated that mothers reported worrying that their daughters would become pregnant through forced sex, either by boys in school or by teachers, which suggests the perceived pervasiveness of forced sex.⁹⁰
- 2. Ethnic status, physical disabilities, and other factors put children at risk for exclusion from school as well as violence when in school.** About 31 percent of children ages 7-9 are identified as being at risk for a handicap according to the 2014 DHS. At the same time, qualitative research highlights that students from ethnic minority groups or with physical or cognitive disabilities are among those most at risk for physical and psychological harassment at school: “Children perceived to be “different” for whatever reason are more likely to be victims of harassment”. At the same time, teachers and school directors report that they are unaware of good practice behaviors to make their schools inclusive and safe for all children.⁹¹

How EESSE will support the public school system to become more safe and inclusive

- 3. The Project will directly address two important contributing factors to violence perpetrated by teachers in schools: teachers relying on students’ households for payments and a limited share of female teachers.** First, qualitative research shows that “transaction points” generate exploitation of students by teachers. In primary school, household payment of fees creates a channel of accountability of teachers to parents, but poor students are often behind on their payments and therefore more vulnerable. Specifically, when students do not pay their fees on time, teachers may verbally or physically abuse, or exploit them in exchange for not sending them away from school. As summarized by a parent in focus group discussions: “Teachers who are not paid well, mistreat children”.⁹² Second, a scarcity of female teachers is believed to contribute particularly to sexual exploitation in schools – across all primary schools, only 29 percent of teachers are female. The

⁸⁷ Wodon, et al. 2020. *Ending Violence in and around Schools: Potential Benefits and Promising Interventions*.

⁸⁸ Nkubonage Rudahindwa, Nadine. 2020. *Etude qualitative sur la violence à l'école et sur le chemin de l'école en République Démocratique du Congo*. Qualitative research study with the World Bank Education team.

⁸⁹ According to the 2012 household survey, 77.4 percent of primary students are 11 years old or younger, and 90.2 percent of primary students are under 14 years old.

⁹⁰ Promundo 2014.

⁹¹ Rudahindwa 2020.

⁹² Rudahindwa 2020.



Project will help address both of these factors by shifting the burden of fees off of poor households and by supporting increased recruitment of female teachers and school directors. More generally, obtaining more education, which the Project directly supports, is negatively correlated with experiencing violence based on the 2014 DHS: overall, 38.1 percent of women with higher than secondary education reported having experienced physical violence compared to 57.3 percent of those who had not completed primary education.

4. **In addition, the Project will take a comprehensive approach that combines both risk mitigation measures and development activities to lay the foundations for safer and more inclusive public schools, with a particular focus on preventing Sexual Exploitation, Abuse, and Harassment (SEA/H), through Sub-component 3.2.** The Project will support a phased approach that puts in place a basic response mechanism from Project effectiveness and builds from there, recognizing that schools are an important environment where non-violence, equity, and inclusiveness can be most effectively promoted. Given the urgent need to establish risk mitigation measures, the Project will seek to balance the urgent need to establish risk mitigation measures with the need to develop local capacities by engaging external agencies (UN agencies, international NGOs, and/or national NGOs) to provide services that do not currently exist, as basic initial capacity is developed at the school level. However, the Project will not work directly with the Ministry of Health or Ministry of Gender, which are being supported by the DRC Gender Based Violence Prevention and Response Project (P166763).
5. **SEA/H: The Project has piloted the SEA/H risk assessment tool for the education sector. The risk screening carried out indicated that the potential sexual abuse of children by teachers and school staff is high.** Based on best practices in prevention of SEA/H in schools and lessons-learned on SEA/H risk mitigation in World Bank operations in the DRC, the Project has developed the set of risk mitigation measures outlined below. Given its large geographic coverage, the Project will put in place a basic package in all 10 target provinces and progressively roll-out complementary risk mitigation measures in a phased manner.
6. **The package of prevention measures integrated in the project design builds on best practices in reducing violence in schools.**⁹³ Key features adopted in the design of the SEA/H Action Plan include: (i) ensuring that Codes of Conduct clearly outlining prohibited behavior as well as the accountability and response framework are complemented by awareness raising measures; (ii) awareness raising and communication activities target students, teachers, parents and communities using multiple channels; (iii) basic support (case management, psychosocial care and emergency medical care where relevant) for survivors is in place and accessible before the establishment of a SEA/H channel in the GM; and (iv) ensuring that emergency psychosocial support is available at school level through a female staff or community member.

Phase 0: to be fully operational by Project effectiveness

7. **The Project will immediately establish a contingency facility with external agencies.** This will allow the Project to have basic capacity to refer SEA/H survivors to emergency support services through a contingency hotline while the Project hotline is being made functional (currently expected within five months of effectiveness). During this period, the Project will leverage existing services where available – primarily in the Kivu and Kasai provinces from humanitarian agencies and the World Bank GBV Prevention and Response

⁹³ The following guidelines and best practices guides lay out the key features of the package adopted by the project: (i) *What Works to Prevent Sexual Violence Against Children*; (ii) *CARE Gender-Based Violence Resources*; (iii) *Global Guidance on Addressing School-Related Gender-Based Violence (SRGBV)*; (iv) *INSPIRE – the Global Partnership to End Violence Against Children*; (v) *Save the Children – Resource on Protection of Children*; (vi) *USAID - Beyond Access: Toolkit for Integrating Gender-based Violence Prevention and Response into Education Projects*; (vii) *Violence Against Women and Girls Resource Guide: Introduction and Education Sector Brief*; and (viii) *Evidence Brief – School-based Interventions to Prevent Violence Against Women and Girls*.



Project (P166763). Given the scarcity of services across the DRC, the Project will also contract external agencies to provide basic emergency services, namely, psychosocial support and medical care in the case of sexual assault.

Basic package (Phase I): to be fully operational 6 months after Project effectiveness

8. The basic package of SEA/H risk mitigation measures includes prevention measures, a set of risk mitigation interventions and mechanisms to monitor implementation as follows, with an implementation timeline in the below chart:
 - a. **Adoption of a revised Code of Conduct (CoC) for primary school teachers by MEPST and signature of CoC by all primary school teachers in the 10 Provinces covered by the Project.** The Code of Conduct will specify prohibited behaviors including sexual, physical, and emotional violence as well as discrimination, and outline the accountability and response framework, including sanctions for non-compliance. The document will be accompanied by a short/informative script that will provide additional information on the rationale for the establishment of CoC, prohibited behaviors and monitoring measures to be put in place to review compliance with the CoC. The updated document will build on the existing CoC and administrative sanctions already in place for civil servants.
 - b. **Establishment of a dedicated SEA/H channel in the GRM.** GRM operators will be trained on the intake and management of SEA/H complaints. Training will focus on immediate referral for psychosocial care as well as emergency medical care in cases of sexual assault. In addition, GRM operators will be trained on how to refer SEA/H complaints to the relevant MEPST department based on the accountability and response framework. A detailed protocol will be developed for GRM operators on both aspects – referral for services and administrative management of SEA/H complaints. In order to ensure coordination between the intake of complaints and referral of survivors to psychosocial support and medical care where relevant, the training of GRM operators would be closely coordinated with the external agency contracted to provide services (as described in the next paragraph).
 - c. **Establishment of contracts for the provision of psychosocial support and referral for medical services (for cases of sexual assault) for survivors in all 10 provinces.** These services will be established ahead of the dedicated SEA/H channel in the GRM, in line with ethical principles for the management of SEA/H cases and to ensure that adequate care can be provided to survivors who come forward with complaints. In North and South Kivu, the Project will refer survivors to existing services under the DRC GBV Prevention and Response Project as outlined above. In the remaining eight provinces, the Project will contract an external agency (or agencies) with the capacity to provide case management, psychosocial support and referral for emergency medical care (where relevant) at community level. As local capacity is developed in Phase II, particularly for psychosocial support, the scope of external agency services will be reduced.
 - d. **Purchase and prepositioning of PEP kits (Post-Exposure Prophylaxis) in three Provinces.** While seven of the 10 provinces are currently covered by PEP kit provision through USAID/IMA health support, this support is not extended to Kinshasa, Kwilu, and Congo Central. In order to ensure that shortfalls of PEP are addressed, and basic medication is available for potential cases, PEP would be procured, stocked and pre-positioned by the external agency contracted for services as described in the previous paragraph.



9. This basic package will face significant operational challenges in the DRC context, considering: (i) the large geographic footprint of the Project; (ii) limited access in some areas of the targeted provinces, i.e. hard to reach communities and schools; (iii) low institutional capacity; and (iv) insecurity in some of the targeted provinces. Therefore, the **rollout of the basic package as well as follow-up measures to be implemented under Phase II will be monitored by an Independent Verification Agency through a rolling series of spot checks on randomly selected samples of targeted schools, following the Iterative Beneficiary Monitoring approach.** This process will flag areas where SEA/H measures require corrective action and strengthening throughout project implementation.

Additional measures (Phase II): to be fully operational 24 months after Project effectiveness

10. **As highlighted above, the Project would progressively complement the phase I services with additional school-level support.** In order to (i) create entry points for complaints and basic psychosocial support at the school level and (ii) carry out more awareness-raising activities at the school and community level, the Project will support the following activities:
- a. Identification and training of a female teacher or COPA member in each school to enable safe and confidential disclosure of SEA/H and other violence incidents, provide basic psychosocial support and referral to emergency medical care for sexual assault cases. These trained focal points will be the entry point for SEA/H complaints integrated into the overall GRM, in addition to the national level hotline. Focal points will be provided with the GRM protocol to ensure they can effectively refer complaints according to the accountability and response framework.
 - b. Conduct awareness-raising sessions for teachers, principals and other school personnel to reinforce the messages in the CoC. These sessions will promote non-violence and inclusion, highlight expected behavior for teachers, and outline sanctions for non-compliance and the monitoring process put in place by the Project. These awareness-raising sessions will also target communities, families of students attending schools, and students, and will leverage successful experiences in the DRC including USAID's Doorways Program.⁹⁴
 - c. Implement broadcast radio programming on reducing violence and promoting inclusion, with a particular focus on SEA/H prevention and response.

11. A summary of the phased measures is provided in the table below.

⁹⁴ <https://www.usaid.gov/documents/1865/doorways-training-manual-school-related-gender-based-violence-prevention-and-response>



Table A4.1: Summary of Phased Measures to Reduce and Respond to Violence in Schools

Measure	Completion date: number of months from Project effectiveness
Phase 0	
The Project will establish both a provisional national hotline as part of the GRM with basic capacity to refer SEA/H survivors to emergency support services, as well as basic services in the target provinces where they are not currently available.	Immediately after effectiveness
Phase I - The basic package of SEA/H risk mitigation measures includes prevention measures, a set of risk mitigation interventions and mechanisms to monitor implementation	
Adoption of an updated ⁹⁵ Code of Conduct for primary school teachers by the Ministry of Education and signature of Codes of Conduct by all primary school teachers in the 10 Provinces covered by the project.	6 months
Establishment of a SEA/H channel in the GRM hotline.	5 months
Establishment of contracts for the provision of psychosocial support and referral for medical services (for cases of sexual assault) for survivors in all 10 Provinces.	6 months
Purchase and prepositioning of PEP in three Provinces currently uncovered by USAID/IMA	6 months
Third-Party Monitor/Independent Verification Agency contracted	6 months
Phase II: The Project would progressively complement the Phase I services with additional school-level support. In order to ensure that: (i) entry points for complaints are available at school level and; (ii) that more robust awareness raising activities are conducted at school and community level.	
Put in place contracts with NGOs focusing on SEA/H prevention to: <ul style="list-style-type: none"> • Identify and train a female focal point in each school; • Conduct awareness raising sessions for teachers, principals and other school personnel to reinforce the messages in CoCs. These awareness raising sessions will also target communities, families of students attending schools and students on SEA/H. • Implement broadcast radio programming (local radios), on SEA/H prevention and response, including codes of conduct and complaint mechanisms. 	By 12 months: completed in 5 provinces By 24 months: completed in 10 provinces

⁹⁵The updated document will build on the existing CoC and HR sanctions already in place by MEPST. Existing Codes of Conduct at MEPST level will be reviewed to be more specific on: (i) the prohibition of SEA/H (SEA of children and SH in the workplace), and (ii) administrative sanctions while complaints are being verified. The latter will be based on the existing administrative ordinances 81 and 82.