



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 05-Apr-2020 | Report No: PIDISDSA28401



BASIC INFORMATION

A. Basic Project Data

Country Cameroon	Project ID P172885	Project Name Additional Financing to the Education Reform Support Project	Parent Project ID (if any) P160926
Parent Project Name CAMEROON Education Reform Support Project	Region AFRICA	Estimated Appraisal Date 18-May-2020	Estimated Board Date 24-Jul-2020
Practice Area (Lead) Education	Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Planning	Implementing Agency Ministry of Basic Education

Proposed Development Objective(s) Parent

The Project Development Objective is to improve equitable access to quality basic education, with a focus on selected disadvantaged areas

Components

Improving Access, Quality and Education System Management
Improving School Effectiveness through Performance-based Financing
Institutional Strengthening and Project Management

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	97.45
Total Financing	97.45
of which IBRD/IDA	45.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	45.00
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IDA Credit	45.00
Non-World Bank Group Financing	
Trust Funds	52.45
Education for All - Fast Track Initiative	52.45

Environmental Assessment Category

B-Partial Assessment

Decision

The review did authorize the team to appraise and negotiate

Note to Task Teams: End of system generated content, document is editable from here. *Please delete this note when finalizing the document.*

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Cameroon is a lower-middle-income country with an estimated population of 23.4 million (2016).** Cameroon’s average annual gross domestic product (GDP) growth, in real terms, ranged between 5.5 percent and 5.9 percent between 2013 and 2015, with GDP per capita estimated at US\$1,429 in 2014.¹ Over the last decade, economic growth has been weak and could not contribute to significant poverty reduction, or promote shared prosperity in a socially and environmentally sustainable way. Between 2001 and 2014, the incidence of poverty declined marginally from 40.1 percent to 37.5 percent, with the poorest 40 percent of the population becoming poorer over the same time.² Despite a significant endowment of natural resources (including oil, high-value timber, and agricultural products) and a comparably well-educated workforce, the pace of economic growth is stymied by poor infrastructure, an unfavorable business environment, and weak governance. Moreover, the current stock of skills in the labor force is poorly aligned with labor market demand. These factors contribute to a challenging environment for poverty reduction.

2. **There are significant regional disparities in poverty.** Poverty is disproportionately concentrated in rural areas and in the northern regions of the country. The 2014 household survey found that 56.8

¹ World Bank. 2016. *Priorities for Ending Poverty and Boosting Shared Prosperity. Cameroon Systematic Country Diagnostic*. Washington, DC: World Bank.

² INS (Institut National de Statistique). 2014. “Fourth Cameroon Household Survey, *Enquête Camerounaise Après des Ménages (ECAM 4)*”. Yaounde, Cameroon.



percent of rural families are poor, compared to just 8.9 percent of urban families.³ Overall, approximately 87 percent of the poor live in rural areas. Moreover, a majority of poor individuals are concentrated in the three northern regions of the country: the Far North, North, and Adamawa regions. More than one-half (56 percent) of all poor inhabitants are located in the Far North and North regions, a significant increase from 34 percent in 2001. While poverty has increased in northern Cameroon, the incidence of poverty in the center-west of the country (in the Littoral, Center, West, and South West regions), as well as in Douala and Yaoundé, has declined.

3. **A rapid increase in poverty in northern Cameroon had been observed before the heightened regional insecurity associated with Boko Haram activities in 2014.** The deterioration of the security environment in northern Cameroon occurred largely over the course of the past three years, following the collection of data in support of the 2014 *Enquête Camerounaise auprès des Ménages* (ECAM – Cameroon Household Survey) household survey. Therefore, ECAM’s poverty estimates for the northern regions should be considered lower bounds, since the impact of an influx of refugees and the closure of markets, roads, and frontiers was not captured. According to the 2014 ECAM, approximately 2.4 million people are deemed food-insecure, and 250,000 people are estimated to be suffering from acute malnutrition, because of the impact of interrupted agricultural activities and trade, population displacement, increased vulnerability, and food insecurity in the Far North region.

4. **The impact of the refugee crisis has reinforced existing patterns of spatial inequity.** As of November 2017, Cameroon was host to 338,505 refugees, over 70 percent of whom originated in the Central African Republic (CAR), 28 percent in Nigeria, and 0.5 percent in Chad, with the remainder originating in other African countries. In general, there are two distinct refugee situations in Cameroon: (a) approximately 248,000 Central African Republic refugees live along the eastern border (the majority of them in the East region and the rest in the Adamawa region, who fled violence in the country) and (b) approximately 91,000 Nigerian refugees who fled violence in north eastern Nigeria live in the Far North region. The destabilizing impact of refugee populations in the Far North region is compounded by the presence of 242,000 internally displaced persons (IDPs) (see annex 6).

5. The humanitarian crisis, resulting from the Boko Haram insurgency and terrorist attacks, and the conflict in CAR, has increased the strain on resources and services in regions that were already disproportionately poor and underserved. Populations in these areas have urgent needs, including those related to physical security, food security, and access to basic social services, including health and education, as well as the need to register refugees. Challenges associated with education are exacerbated by the nomadic culture of many refugees from CAR, of whom only a minority attended primary school in their country of origin. In some instances, cultural practices prioritize children’s cattle rearing and household responsibilities over school attendance. Moreover, many refugee-affected regions already had limited educational infrastructure before the humanitarian crisis and this contributed to a further deterioration in the learning environment and low learning outcomes.⁴

³ INS (Institut National de Statistique). 2014. “Fourth Cameroon Household Survey, *Enquête Camerounaise Auprès des Ménages* (ECAM 4)”. Yaounde, Cameroon.

⁴ *Protection Civile et l’aide humanitaire de l’Union européenne*, United Nations Central Emergency Response Fund, *Organisation Internationale pour les Migrations*. 2017. “*Cameroun | Rapport sur les Déplacements, Région de l’Extrême-Nord*. Round 9 | 26 Juin–7 Juillet 2017.”



6. **Anglophone crisis.** Since October 2016, protests related to use of French in schools, courts, and official documentation have escalated into what has become known as the ‘Anglophone crisis’ in Cameroon’s predominantly English-speaking North West and South West regions. These two regions are home to approximately 20 percent of the population and account for 16,364 km² of the country’s total area of 475,442 km². This crisis has led to the disruption of basic services with political, economic, and social consequences, including the disruption of schooling in these two regions during the 2016/17 academic year, leading to very poor end-of-year results on the official examination. While schools reopened in the affected regions for the 2017/18 academic year, the provision of education services is not robust. Insecurity in these regions caused many students to move to other regions to pursue their education, resulting in a substantial increase in the number of students per class.

Sectoral and Institutional Context

7. **Cameroon’s score on the Human Capital Index (HCI) was very low (0.39) in 2017, placing it below the average for sub-Saharan African countries.** Analysis shows that Cameroon’s HCI score has been decreasing since 2012, when the country scored 0.41. Moreover, the national average masks large regional variations in HCI, ranging from 0.58 in Yaoundé to 0.32 in the Far North. In general, the country’s low HCI ranking is mostly driven by education quality as measured by student learning achievement. While there is no updated data on learning in the conflict-affected areas (leading to school closures as detailed in table 2 below and increased drop-out), a further reduction in the HCI is expected.

8. **The Cameroon learning poverty is very high.** Of children in Cameroon who should be finishing primary school today, 77 percent (adjusted for out-of-school children) are not proficient in reading.⁵ Student learning achievement is low, highlighting the low quality of education provided in primary schools. Large-scale learning assessments of students in Cameroon indicate that 76 percent of primary school-age children do not achieve at least a minimum proficiency level at the end of primary school. At the end of primary school (grade 6), Cameroon students demonstrate only modest mathematic and language skills. About two students in three, compared to an average of three students in five in ten comparator countries, are below the basic threshold of expected skills. For French, which is the language of instruction, nearly one student out of two (51.2 percent) is below the basic threshold of expected skills.

9. **Cameroon continues to face multiple crises that are deeply affecting the provision of education.** In addition to the refugee crisis, the country faces another challenge with massive internal displacement of people following the anglophone crisis. The consequences of these complex crises are important and include the closure of schools, the destruction of school infrastructure, occupation of schools by armed groups (see table 1), and the displacement of hundreds and thousands of children. Currently, there are an estimated 600,000 IDPs in Cameroon, including at least 50,000 enrolled children. Most of these children are in the belt of crisis-affected regions (West Region) or in major cities (Douala and Yaoundé), placing additional pressure on education service delivery.

⁵ “Learning poverty” means being unable to read and understand a short, age-appropriate text by age 10. This indicator brings together schooling and learning. It starts with the share of children who haven’t achieved minimum reading proficiency and adjusts it by the proportion of children who are out of school (Cameroon Learning Poverty Brief, The World Bank, Oct. 2019).



Table 1. Number of schools burned, destroyed, or closed due to crisis

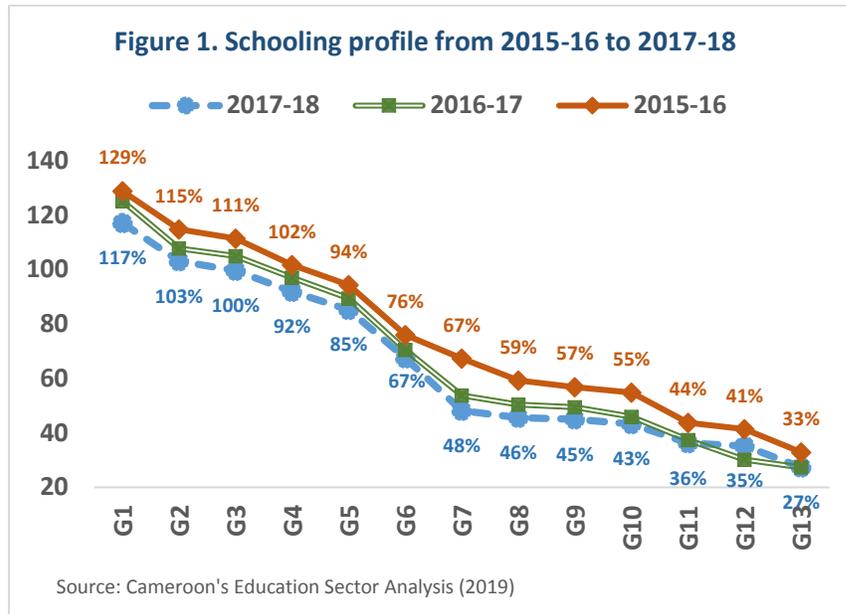
Region	Burnt schools	Destroyed schools	Occupied schools by armed groups	Closed schools
East	1	150	//	130
Far North	19	46	//	70
North West	24	46	12	3,009
South West	77	40	35	659

Source: MINEDUB (2019).

10. The findings from the 2019 ESA revealed the magnitude and persistence of the issues identified in the country’s education sector, providing justification for the proposed AF that will support implementation of key reforms in basic education. Since 2016, during preparation of the ESRP (parent project), the performance of the basic education in Cameroon has declined significantly, specifically:⁶

- a) **Enrollment in pre-school and in primary school has decreased at a national level and drastically in regions affected by the anglophone crisis.** Between 2016 and 2018, pre-school enrollment decreased by 7 percent at the national level, by 29 percent in the South West region, and by 60 percent in the North West region. At the primary level, total enrollment decreased by 5 percent at the national level, 59 percent in North West region and 27 percent South West region. At the national level, enrollment in secondary education also decreased with, respectively, about a 15 percent and 14 percent decrease at the junior secondary and at senior secondary levels over the same period.
- b) **The education system is highly inefficient, repetition and dropout rates are high, and the transition rate from primary to secondary has recently decreased.** The proportion of repeaters is about 14 percent in francophone primary and junior secondary school, while it is less than 5 percent in the anglophone system overall. The proportion of repeaters is higher in senior secondary than in lower levels (primary and junior secondary). As shown in figure 1, the drop-out rate at the primary level is high, and the low and decreasing transition rate from primary (CM2/CL6) to lower secondary (Form 1/6ème) represents a major concern.

⁶ MINEDUB, 2019 Cameroon Education Sector Analysis.



- c) **Children from poor families, in rural areas, and girls are the most disadvantaged groups in terms of low access to school and very low retention at the primary level.** In Cameroon, the primary intake rate among children from the poorest households is 76 percent compared with 98 percent from the wealthiest households. The retention rate at the primary level is as low as 38 percent among the poor compared with 96 percent among the rich and less than 60 percent for students residing in rural areas compared with 88 percent for students residing in urban areas. The retention rate among girls is three percentage points lower than among boys. Although the transition rate from primary to junior secondary is almost the same for boys and girls (55 percent), the difference in transition rates is significant between rural and urban areas (a 22-percentage point difference) and between the poorest and the wealthiest (a 40-percentage point difference).

11. **Although the concept of a priority zone was used in the Education Sector Strategy (ESS) (2006), it did not lead to progress in lagging areas.** Public education spending is unevenly allocated across the country, with the lowest levels of per student spending observed in the areas with the greatest need. Per student spending on teacher salaries is systematically lower in Priority Education Zones (Zones d'Éducation Prioritaires, ZEPs) which include the North, Far North, East, and Adamawa Regions, than in other regions, particularly the Centre, Littoral, and South. Public primary schools in the ZEPs are also much less likely to have access to electricity and potable water than are schools in the Western or Central areas of the country. Despite the designation of ZEPs and at-risk areas such as borderlands, conflict-affected communities, and refugee zones as education priority areas, the distribution of resources remains heavily skewed toward wealthier regions and major cities while the ZEPs and rural areas are systematically underfunded. For this reason, the Government is currently rethinking financing mechanisms to increase the share of education budget directed to the poorest and the rural areas. Allocating the budget according to clear, predetermined criteria, particularly at the school level instead of at a regional level, could improve the equity of education spending and enhance its effectiveness by reorienting funding to areas where it is likely to have the greatest impact on educational outcomes. This direction, supported by ERSP through the provision of support to schools based on effective needs, will be strengthened in the context of the proposed AF.



Alignment with the Government strategy and the CPF

12. **The Government's Education Program is described in its ESS (2013–2020).** It focuses on promoting access and equity, improving quality and relevance, strengthening sector governance and management, and adopting financing mechanisms for education and training, as well as addressing institutional capacity challenges, and modalities for monitoring and evaluation (M&E). In light of the influx of refugees from Nigeria and the Central African Republic, the Government has identified addressing the particular educational needs of refugee children and children in host communities as an additional priority for the education sector. The ESS includes several key initiatives aimed at strengthening the educational system, focusing on decentralization, early childhood development (ECD), and the establishment of a fully integrated EMIS (including the adoption of information and communications technology - ICT). All these are classified in four priority areas (Government priority areas): (i) enhancing equitable access to quality pre-primary and primary education (Priority Area 1); (ii) strengthening education system management (Priority Area 2); (iii) improving service delivery through PBF at the school level; and (iv) supporting the education needs of public schools in host communities with refugees (Priority Area 4). Multiple development partners⁷ support the education sector in Cameroon, in alignment with ESS priorities. The proposed AF will continue to closely coordinate with, and complement, existing initiatives, through the Local Education Group (LEG).

13. **The Government is preparing a new ESS for the 2020-2030 period.** The Government is committed to introducing significant reforms in the education sector while addressing new challenges caused by the multiple crises faced by the country during the implementation of the ESS (2013–2020). In line with the country's overall development strategy under preparation by MINEPAT, the new ESS (2020–2030) is expected to promote profound reforms to address the roots causes of low education outcomes. Specifically, the new strategy is expected to: (i) support efforts to revamp sector financing at both the macro and school levels; (ii) increase spending allocated to primary education to support free primary education; (iii) increase the access of girls, the poor, and children from rural areas to quality education; (iv) provide more equitable services to these groups; and (v) integrate IDPs and refugees into the national system of education service delivery. Building on recent findings from the ESA, the proposed AF is necessary to support the Government in early stages of implementation of the new ESS in both long-term challenges (sector financing, teacher policies, intervention in ECD, and on quality of education) and with new challenges linked to the increased impact of the crisis situation on the education sector.

14. **The proposed AF is fully aligned with the PLR of the CPF and its objectives for FY17–21.** The proposed AF is aligned with the PLR's Pillar 1 (Addressing multiple poverty traps and fragility, with focus on Northern region) and Pillar 3 (Improving Governance). Specifically, the proposed AF will contribute to: (i) Objective 3: enhanced quality of and more equitable access to education (Pillar 1); (ii) Objective 10: Improved efficiency of public expenditure and service delivery (Pillar 3); and (iii) Objective 12: Increased citizen engagement at local level (Pillar 3). In the framework of the IDA18 Refugee Sub-Window (RSW), the operational response to Cameroon's forced displacement crisis focuses on expanding access to health and education services for of refugees and host populations, providing sustainable livelihoods, promoting access to land and water, supporting the provision of identification documents, and reducing sexual and gender-based violence (SGBV).

⁷ PLAN CAMEROON, UNICEF, World Food Program (WFP), UNESCO, UNHR, AFD, EU, Islamic Development Bank).



15. **The response developed under the ERSP consists of an integrated approach to address key issues and will build on the work of ongoing projects and complement projects in the pipeline.** This approach will allow for quick implementation to address pressing needs in affected areas through a reinforced cooperation. The proposed AF aims to strengthen synergies with the three other operations which are benefitting from the IDA18 RSW: Health System Performance Reinforcement Project (P164954), the Social Safety Nets for Crisis Response Project (P164830), and the Community Development Program Support Project Response to Forced Displacement (P164803). It also benefits from the discussions on the Third Fiscal Consolidation and Inclusive Growth Development Policy Financing operation (P168332—pipeline), and the forthcoming Sahel Women's Empowerment and Demographic Dividend (SWEDD) Project (P150080—pipeline). The proposed AF will also benefit from the ongoing Advisory Services and Analytics (ASAs) on: (i) the Human Capital Plan (Programmatic Human Capital Phase 2, P170182); (ii) Civil Service Pay and Human Resources Management for Increased Public Sector Productivity (P167989); (iii) Cameroon Deepening Decentralization to improve Service Delivery (P167932); and (iv) Cameroon Economic and Social Impact Analysis, Anglophone Crisis in the North West and South West Regions (P172197). The proposed AF is also complementary with the proposed IDA-funded Secondary Education and Skills Development Project (SESDP) (P170561) currently under preparation.

Donor Coordination

16. **The LEG, established in 2006, serves as a platform to coordinate technical and financial support to the education sector.** The LEG focuses on the coordination and harmonization of donor-supported interventions in the education sector. The LEG is composed of representatives of the Ministry of Economy, Planning and Regional Development (MINEPAT), Ministry of Basic Education (MINEDUB), Ministry of Secondary Education (MINESEC), Ministry of Employment and Vocational Training (MINEFOP), Ministry of Higher Education (MINESUP), the Ministry of Finance (MINFI), the Government's education technical team, multilateral and bilateral development partners, representatives of civil society, and private education providers. The United Nations Children's Fund (UNICEF) currently serves as the coordinating agency of the LEG.

17. **Specifically related to crisis situations, a strong partnership already exists among development partners engaged in addressing the educational needs of refugees and their host communities and is coordinated through the Education in Emergency (EIE) Group.** These partners will assist in the monitoring of activities to support refugees and IDPs and will ensure complementarity of interventions. Further, in the context of the integrated approach, the project will continue to collaborate with United Nations High Commissioner for Refugees (UNHCR).

18. **The main programs in emergency education are currently implemented by UNICEF and UNHCR.** UNICEF is currently implementing a US\$8.8 emergency grant from GPE. While this funding partially targets the same areas as the ERSP (conflict areas, refugee areas), it has been agreed to focus the GPE-funded program primarily on school construction. In collaboration with its implementing partners, UNHCR intervenes in education for refugees and host populations in the Adamawa, East, North and Far North regions as well in the urban areas of Douala and Yaoundé. Thereby, it contributes to increasing access to quality and conducive education by providing students and teachers with school furniture, teaching and learning materials as well as by covering school fees for most vulnerable children. Through a co-funding with the Education Above All Foundation, UNHCR will start implementing in 2020 an Educate A Child (EAC) project in the Adamawa, East and North regions. Over a period of three years, this project, which aims at



supporting the enrolment at primary level of approximately 13,000 out-of-school children, aims to: (i) build 100 classes and Water, Sanitation and Hygiene (WASH) facilities, (ii) provide school supplies, and (iii) implement awareness-raising activities on the importance of education, etc. Refugees and host communities, including children, parents and teachers, as well education officials will be supported throughout this project.

C. Proposed Development Objective(s)

Note to Task Teams: The PDO has been pre-populated from the datasheet for the first time for your convenience. Please keep it up to date whenever it is changed in the datasheet. *Please delete this note when finalizing the document.*

Original PDO

The Project Development Objective is to improve equitable access to quality basic education, with a focus on selected disadvantaged areas

Current PDO

The Project Development Objective is to improve equitable access to quality basic education, with a focus on selected disadvantaged areas

Key Results

19. The project Results Framework (RF) will be updated to reflect the impact of the scale-up, extended duration, and additional activities. The original project indicators will be retained (with revised targets to account for the proposed AF and an extension in the original project closing date) and a number of new indicators will be added to the RF as shown in Table 3 below. The adjusted PDO-level indicators are as follows:

- Percentage of public primary schools with at least three state-paid teachers (only schools enrolling more than 100 pupils) (nationwide);
- Percentage of students having essential textbooks (based on the new curriculum) at public primary level (nationwide);
- Pre-primary enrollment in CPCs in rural areas;
- Completion of newly developed standardized national assessments for 4th and 6th grade in academic year 2020–2021; and
- Number of public primary schools receiving a package of grant funding and school-level interventions in refugee-affected and IDP-affected areas, with the following sub-indicators:
 - Number of pupils enrolled in public primary schools receiving a package of grant funding and school-level interventions in refugee-affected areas;



- Number of refugee pupils enrolled in public primary schools receiving a package of grant funding and school-level interventions in refugee-affected areas; and
- Number pupils enrolled in public primary schools hosting internally displaced pupils receiving a package of grant funding and school-level interventions.

20. **In addition, new indicators for the proposed AF will include:**

- Transition rate⁸ from primary to secondary education; and
- Share of learners at the end of primary who read at below the minimum proficiency level

21. **Intermediate results indicators will also include the World Bank Corporate Results Indicators as follows:**

- Number of students benefiting from direct interventions to enhance learning;
- Number of large-scale learning assessments completed at the primary or secondary levels; and
- Teachers recruited or trained.

22. **Revision of DLIs and introduction of new DLIs:** The following changes will be introduced to the DLIs:

- DLIs 1, 2, 3, 4, 5, 6, and 7 are updated to reflect the scale-up and changes described above.
- A new DLI—DLI 4b: Increased transition rate from primary to lower secondary—will be added to increase the scope of Priority Area 1: Enhancing Equitable Access to Quality Pre-primary, Primary Education. DLI 4b will incorporate the transition rate from primary to secondary education. The new results area is Results Area 4b.
- A new DLI—DLI 7b: Improved learning environment and quality of education for children in host-community schools with IDPs—will be added to increase the scope of the Priority Area 4: Supporting the Education Needs of Public Schools in Host Communities Affected by Refugees. This DLI 7b will incorporate support to needs of public schools affected by IDPs. The new results area is Results Area 7b. IVA will verify achievement of every respective DLI result of that year.

23. **In compliance with the GPE requirement, variable tranche indicators will be included in the proposed AF to emphasis key expected results of the proposed AF at the sector strategy level.** It has been agreed with the LEG and the GPE to use the three following indicators to trigger the variable tranche:

⁸ Share of learners at the end of primary who read at below the minimum proficiency level, as defined by the GAML in the context of the SDG 4.1.1 monitoring. Grade 6 (CM2 in the Francophone system and Class 6 in the Anglophone system) students in PASEC, and the minimum proficiency is defined as PASEC's level 4 – end of the school year: "students are able to use a comprehensive word processor, to take advantage of narrative, informative texts and documents. On these materials, they are able to associate and interpret several implicit ideas based on their experience and knowledge. In reading literary texts, students are able to identify the author's intent, determine implicit meaning, and interpret the characters' feelings. By reading informational texts and documents, students connect information and compare and contrast data."



(i) transition rate from primary to lower secondary; (ii) share of public primary schools with at least 3 state paid teachers; and (iii) Share of learners at the end of primary who read at below the minimum proficiency level. The rationale for the variable tranche indicator selection and related disbursement mechanism are detailed below and in annex 1. Independent verification will be used to assess and confirm achievement of each of the DLI and variable tranche indicator. As per GPE requirement for the variable tranche, the LEG will be involved in the quality assurance of this validation process.

D. Project Description

Proposed changes

24. **The proposed AF will scale up the activities financed by the parent project, support new activities to complement the existing program, ensure these changes are reflected in indicators, and add an unallocated amount to support regions affected by the crisis.** The theory of change underpinning the parent project remains relevant to the AF. Specifically, the proposed AF will: (i) scale up and strengthen selected existing activities and incentives to harmonize government systems to deliver quality education at pre-primary and primary level for all, including refugees, IDPs and host communities; (ii) introduce a new DLI to address challenges related to low transition rates from primary education to lower secondary education; and (iii) scale up the performance-based school grants program at the school level.

25. **The PDO will remain unchanged. The proposed AF will have the same PDO as the parent project— to improve equitable access to quality basic education, with a focus on selected disadvantaged areas.** No new safeguards policies are triggered under the project requiring no change to the Safeguards category (B). However, existing instruments are being updated to reflect the changes in the scope of the project, as necessary. Interventions to be supported under the proposed AF will entail a mix between systemic institutional measures and more specific/targeted school-based measures. In line with the findings of the ESA and PLR, the proposed AF will also place a special focus on the most disadvantaged areas of the country and those with the lowest education performance, particularly the North, Far North, Adamawa and East regions, as well as other disadvantaged areas selected using needs-based criteria, specifically, areas receiving refugees and IDPs and facing service delivery pressures.

26. **Key institutional aspects of the parent project remain valid and will be kept unchanged in the context of the proposed AF.** Implementation arrangements and fiduciary aspects (procurement and FM) remain relevant and do not require any change. Both the project's first and second components will continue to use a results-based financing (RBF) approach, but the first one will feature IPF DLIs disbursing against independently verified achievement of pre-agreed annual results, and the second, PBF through school grants disbursing to schools against independently verified school achievement of pre-agreed performance indicators. In the same vein, given that the activities will mostly be extended in number, and the scope of the new activities will not be included, safeguards rating will remain unchanged. However, as per the guidelines, safeguards instruments will be updated and a specific PPSD has been prepared and is currently under review by the Bank.

A. Components



27. **The proposed AF will be funded by an IDA credit in the amount of US\$45 million equivalent and a GPE grant in the amount of US\$53.8 million.** The proposed AF will span five years (2020/21–2024/25). The activities to be financed by the proposed AF are described below under each of the Components. In addition, under the proposed AF, an unallocated amount will be added to support regions affected by the Anglophone crisis (*Back to school, North West and South West regions*) if the crisis ends during the lifetime of the project or if adequate implementation and supervision arrangements are agreed between the Government and the Bank.

Component 1: Improving Access, Quality, and Education System Management [amount US\$2.930 million: (Program: US\$2,930 million including original financing IDA: US\$95 million equivalent—IDA Credit: US\$72 million equivalent; IDA Grant: US\$23 million equivalent); proposed AF (US\$57.5 million equivalent—IDA Credit: US\$26 million equivalent; GPE Grant: US\$31.5 million)]

28. Component 1 supports three Government priority areas as defined in ESS: (a) enhancing equitable access to quality pre-primary and primary education (Priority Area 1); (b) strengthening education system management (Priority Area 2); and (c) supporting the education needs of public schools in host communities with refugees (Priority Area 4).

29. **The proposed AF will expand the scope of Priority Area 1: *Enhancing equitable access to quality pre-primary and primary education*, through the following DLIs.**

- a. DLI1: *Improved distribution of teachers recruited by the state in public primary schools* will be expanded to support the achievement of this result for one additional year. While the objective of the DLI1 of three state-paid teachers in each public primary school will remain unchanged to ensure the sustainable implementation of the teacher policy reform, the extended duration of the project justifies an additional effort from the Government. It will be expected that 95 percent of schools having more than 100 students will maintain the presence of at least three state-paid teachers during the lifetime of the project.
- b. DLI2: *Increased capacities of teachers in the effective and efficient use of the new curriculum in pre-primary and primary schools* will be expanded to 14,500 additional primary school teachers. All newly recruited and existing teachers will benefit from innovative training on the new curriculum on content and pedagogy under DLI2. Innovative training would include utilization of digital technology such as computer, smart phone, interactive boards etc., as well as distance learning and utilization of open sources materials. Like the parent project, the teachers targeted by the proposed AF will also include those schools in refugee-affected local councils. The proposed AF will, as such, allow the project to increase the number of teachers trained and to provide the training for two additional years.
- c. DLI3: *Increased availability of essential textbooks in public primary schools* will be expanded to increase the quantity of essential textbooks distributed from at least 50 percent to at least 75 percent of students enrolled in public primary schools until the closing date.



- d. DLI4: *Increased access to pre-school in rural areas through community pre-school according to standards* will be expanded to increase the target for enrollment in community pre-school centers (CPCs) in rural areas. This will help the Government to meet the objectives proposed in the national strategy for pre-school. This strategy intends to increase drastically pre-primary school coverage through community pre-schools. The proposed AF will support the establishment, upgrading, and functioning of an additional 500 CPCs (enrolling about 12,000 additional students) in line with agreed upon standards.

30. **The following new Result Area 4b (RA4b) will be added under Priority Area 1: Increased transition rate from primary to lower secondary.** Building on the finding of the 2019 ESA, the objective of this new results area is to increase the transition rate from primary to junior secondary in targeted areas. The system is highly inequitable in terms of the primary to junior secondary transition rate to the disadvantage of poor and rural students. This new results area will complement activities developed under the proposed SESDP (P170561) currently under preparation and under Components 1 and 2 of the ERSP supporting improvements in the quality of education and an increase in the completion rate at the primary level. The proposed AF will support, in collaboration with the relevant administration and organizations; the provision of birth certificates to rural and poor students; communication campaigns; and reforms to remove barriers (such as grade 6 examination, lower secondary entrance exam, official and unofficial enrollment fees) that prevent primary school children from completing primary education and reaching secondary education. This result will also be supported by the extension of the performance-based financing under Component 2, with a specific indicator at the school level incentivizing provision of birth certificates for primary school children. The related new DLI added under the proposed AF will be: *Increased transition rate from primary to lower secondary (DLI4b).*

31. **The proposed AF will also expand the scope of activities under Priority Area 2: Strengthening Education System Management.** DLI5 (*Establishment of a standardized student learning assessment system for primary and secondary education*) will be expanded through the implementation of an additional assessment in the final year of the project. Under the Results Area 5 (RA5), baseline and end-line data will be collected and analyzed to assess the performance of the system after implementation of reforms supported by the project and to test the robustness of the assessment tools and units within the ministries. Data collection will use cost-effective digital technology such as tablets and smartphones. This Results Area will be linked to a new indicator to be included in the results framework and linked to a *learning poverty index*: Share of learners who read at below the minimum proficiency level primary education.

32. DLI6 (*Integrated education management information system functional and operational*) will be slightly increased to allow Government to finance two additional years of preparation and dissemination of the integrated sectorial statistical yearbook following standards agreed in the related DLI protocol. Cost effective digital technology will also be utilized for data collection, analysis and dissemination.

33. **The proposed AF will scale up Government's efforts to support the educational needs of public schools in host communities affected by all forced displacement (Priority Area 4).** While the parent project only supported host communities receiving refugees, the proposed AF will include support to schools in host communities receiving IDPs. DLI7 (*Improved learning environment and quality of education for children in host-community schools with refugees*) will be expanded to reach public primary schools hosting IDPs. The new RA7b will use the same mechanism used for refugees to target IDPs, including the



provision of psycho-social support for children and specific content in teacher training. For activities for both refugees and IDPs, cost-effective digital technology will be explored to assure cost-effectiveness of interventions. The related new DLI added under the proposed AF will be: *Improved learning environment and quality of education for children in host-community schools with IDPs (DLI7b)*.

Component 2: Improving School Effectiveness through Performance-based Financing (PBF) [new amount US\$36 million equivalent: original financing (US\$15 million equivalent—IDA Credit: US\$12 million equivalent; IDA Grant: US\$3 million equivalent); proposed AF (US\$21 million equivalent—IDA Credit: US\$11 million equivalent; GPE Grant: US\$10 million)]

34. Component 2 aims at improving the quality of schooling, student retention, and school governance, with an emphasis on girls' education. The proposed AF will continue supporting the Government's efforts to improve service delivery through PBF at the school level under Priority Area 3. The objective is to improve service delivery, equity, and education quality at the school level through performance-based school grants, according to an agreed set of criteria, and engagement of school councils. The proposed AF will support a scale-up of this activity by increasing the number of targeted schools up to about 5,000 primary schools. In addition to the initial target of 3,000 primary schools under the original project, about 2,000 additional primary schools will be targeted under the proposed AF.

Component 3: Institutional Strengthening and Project Management [new amount US\$29 million equivalent: Original financing (US\$20 million equivalent—IDA Credit: US\$16 million equivalent; IDA Grant: US\$4 million equivalent); proposed AF (US\$9 million equivalent—IDA Credit: US\$4 million equivalent; GPE Grant: US\$5 million)]

35. Component 3 aims to strengthen the capacity of education sector line ministries and relevant agencies toward the achievement of ESS objectives as well as to provide support to project management.

Subcomponent 3.1: Institutional Capacity Strengthening [new amount US\$23 million equivalent: Original financing (US\$17 million equivalent—IDA credit: US\$14 million equivalent; IDA Grant: US\$3 million equivalent); proposed AF (US\$9 million equivalent—IDA Credit: US\$4 million equivalent; GPE Grant: US\$5 million)]

36. The proposed AF, under subcomponent 3.1, will also support strengthening the capacity of education sector line ministries and relevant agencies, as well as increasing knowledge, improving sector performance, further building systems of accountability, and other activities for overall sector development (including ESS joint reviews, studies, etc.) In addition, the proposed AF will support TA on activities critical for the attainment of DLRs under each results area. The proposed AF will also strengthen innovation and the use of ICT in existing DLIs and PBFs (DLI2 on teacher training and learning materials, DLI5 on learning assessment, DLI6 on EMIS, DLI7 and 7b on refugee/host communities and IDPs) to increase their reach, to promote cost-effectiveness of interventions, and to promote changes in classroom practices through innovative pedagogy using technology.

37. **In addition to improvements in learning environment, school management, allocation and training of teachers, and provision of textbooks and other teaching and learning materials, the**



combination of TEACH⁹ and COACH¹⁰ should positively impact teacher in-classroom practice and performance and student learning achievement. To ensure the effectiveness of teacher training, the proposed AF will also support implementation of a classroom observation tool such as TEACH at least twice during the lifetime of the project. TEACH measures the quality of teaching and can be used as a tool for system diagnostics and for professional development. As a system diagnostic, TEACH allows governments to monitor the effectiveness of their policies to improve teacher practices. As a professional development tool, TEACH is used to identify individual teachers' strengths and weaknesses and allows the ministry to adjust the teacher training content and modalities. The TEACH tool will be adapted for Cameroon and this will be implemented in close collaboration with the LEG, and other stakeholders. When possible, cost-effective digital technology will be used to collect data and train trainers. The proposed AF will thus support the development of a TEACH pilot in selected pre-primary and primary schools as well as the rollout of the survey at the beginning of the AF and toward the end of the project. The proposed AF will support consultancy services, training workshops, tool adaptation, training of trainers, rollout of the classroom observations, and a final report on the pilot.

38. **To complement TEACH classroom observation, Subcomponent 3.1 will also support the piloting of COACH, the coaching tool currently under development by the World Bank.** The objective of the COACH is to accelerate student learning by improving in-service professional development in low- and middle-income settings. COACH is focused on helping teachers improve pedagogical techniques that are relevant to everyday classroom practices; that is, the tool focuses on improving teaching practices, building on what is actually happening in classrooms. Utilizing the findings from the TEACH, the proposed AF will support TA on the piloting of the COACH tool, including a technical report on the pilot. The findings from the COACH will also inform the World Bank piloting of this program in other countries.

Subcomponent 3.2: Institutional Capacity Strengthening [new amount US\$6 million equivalent: Original financing (US\$3 million equivalent—IDA credit: US\$2 million equivalent; IDA Grant: US\$1 million equivalent); proposed AF (US\$3 million equivalent—IDA Credit: US\$2 million equivalent; GPE Grant: US\$1 million)]

39. The proposed AF, under Subcomponent 3.2, will contribute to paying for costs related to project management during the lifetime of the project and activities related to M&E.

Unallocated: Back to school North West and South West regions—NEW [amount US\$9.8 million equivalent: Original financing (US\$0 million); proposed AF (US\$9.8 million equivalent—IDA Credit: US\$3 million equivalent; GPE Grant: US\$6.8 million)]

⁹ TEACH is a free classroom observation tool that captures practices that nurture children's cognitive and socioemotional skills. Teach is the first tool to holistically measure what happens in the classroom including time spent on learning and the quality of teaching practices. The tool is intended to be used in primary classrooms (grades 1-6) and was designed to help low- and middle-income countries track and improve teaching quality.

¹⁰ COACH means: **C**reate an evidence-based approach to improve in-service professional development in low- and middle-income settings; **O**versee adaptation and implementation of this new approach; **A**ct on evidence, closely monitoring implementation and assessing impact of the program; **C**hange teaching at scale by building a learning platform to help countries adapt and adopt this approach; and **H**arness technology wisely to accelerate the impact of the program [source: *Coach Concept Note, World Bank 2019*].



40. Approximately ten percent of project financing (32 percent of which is from the proposed IDA AF and 68 percent of which is from the proposed GPE grant) will be included in the unallocated category. The unallocated funds will be allocated during project implementation to provide potential support to basic education in regions affected by the Anglophone crisis (North West and South West regions) if the crisis ends during the lifetime of the project or if adequate implementation and supervision arrangements are agreed between the Government and the Bank. The project would, in this case, support the Government's efforts to bring out-of-school children of school age back to pre-primary and primary schools and potentially implement accelerated curricula. The use of the unallocated amount under the proposed AF will be discussed and determined during the mid-term review (MTR) of the project. If the crisis continues, thus making direct support to these regions difficult, then the unallocated amount will finance activities to be identified later depending on the evolution of the situation.

41. In addition, the unallocated financing could be used to cover: (a) cost contingencies for planned activities (changes in exchange rates, inflation, and/or required quantities); (b) project activities that produce strong results and demonstrate higher implementation capacity than foreseen at project approval; and/or (c) unforeseen activities that are deemed necessary or desirable to achieve the PDO. Any reallocation of the unallocated portion will follow the guidelines of the GPE and the World Bank. It will require a budget, justification of costs, and an action plan with revision of performance indicators.

E. Implementation

Institutional and Implementation Arrangements

42. The proposed AF will use the same implementation arrangements as the parent project. At the central level, MINEDUB, in coordination with the other three education ministries and MINEPAT, is responsible for the overall implementation and monitoring of the project. The proposed AF will use the same PSC, as well as the same PCMU.

Note to Task Teams: The following sections are system generated and can only be edited online in the Portal. *Please delete this note when finalizing the document.*

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

The AF like the parent project will cover the whole country. However, in line with the Country Partnership Framework, it will put a special focus on the most disadvantaged areas of the country and those with the lowest education performance, particularly the North, Far North, Adamawa and East regions, and other disadvantaged areas selected using needs-based criteria, specifically, areas receiving refugees and IDPs and facing service delivery pressures. In addition, under the AF, an unallocated amount will be added to support regions affected by the crisis (Back to school North West and South West region) if the crisis ends during the lifetime of the project or if adequate implementation and supervision arrangements are agreed between the Government and the Bank. The North, Far North and Adamawa are located in the Sudano-sahelian and Guinean savannah zones (These are dry zones that are mostly affected by pressures such as fuel wood harvesting, land degradation, exposure to floods, which always bring a threat of cholera) where as the East



region is located is covered by thick forests and is inhabited by Indigenous People (the Baka, Bakola, Bagyéli and Bedzang pygmies).

G. Environmental and Social Safeguards Specialists on the Team

Albert Francis Atangana Ze, Environmental Specialist
FNU Owono Owono, Social Specialist
Cyrille Valence Ngouana Kengne, Environmental Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	Yes	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The parent project did not undertake any physical investments and it's then difficult to draw lessons that could enhance E&S performance under the AF. It worth noting that the overall pace of implementation was low. The Bank



cleared on October 28, 2019 ToRs for the recruitment of a safeguards specialist but the process is still underway. Safeguards compliance of the parent project is satisfactory as the main safeguards instruments (IPPF and ESMF) were prepared and disclosed by the borrower. A social audit on refugee children's access to schools in rural areas was also prepared to address social risks on refugees in project areas.

The proposed AF is expected to generate positive social impacts by increasing school attendance, improving the quality of education delivered, and providing critical education materials to targeted populations. There are no significant long-term or irreversible adverse environmental impacts expected from project implementation. The AF is not expected to support any construction activities that would necessitate compensation and resettlement. Thus, OP 4.12 (Involuntary Resettlement) will not be triggered because the project activities will not include school repairs.

Activities of the AF do not include small works such as construction of classrooms, latrines, fencing and housing as previously set at the final preparation stage. No large scale, significant or irreversible negative environmental impact is foreseen to be induced by the project activities. However, this policy is triggered because project activities will impact indigenous peoples (Baka, Bakola, Bagyéli and Bedzang). Based on this potential impact on IPs, the project is maintained as Category B. The borrower has updated and disclosed the Environmental and Social Management Framework (ESMF) in Cameroon as well as at the World Bank's external website on February 18, 2020.

Like the parent project, the AF triggers OP/BP 4.10 (Indigenous People) as few regions, where indigenous people live, will be targeted. The Indigenous Peoples Plan Framework (IPPF), which sets guidelines related to activities to be directed to Indigenous Peoples, was prepared and disclosed on January 17, 2018. The IPPF was then updated and disclosed on February 18, 2020 in Cameroon and on the World Bank's website. An Indigenous Peoples Plan (IPP) will be prepared as an additional safeguards instrument to complement the IPPF. The IPP would align overall project goals to fit into the Indigenous Peoples' context through specific actions and activities, with a focus on DLI. A gender and GBV risks analysis will be conducted with Bank's technical assistance. Based on the recommendations of the risks' analysis exercise, a mitigation plan will be elaborated and will include capacity strengthening and GBV's outreach activities as well as a specific GBV's cases management protocol in case of incidents.

Special attention will be given to Internally Displaced Peoples (IDPs) in the context of the NOSO crisis. Key safeguards instruments as the updated ESMF the key impacts of Internally Displaced Persons (IDPs) on project host communities as well as corresponding mitigation measures. Recommendations of the ongoing Cameroon Economic and Social Analysis in the Anglophone Regions would help to build up specific measures to be applied to this project.

A grievance and redress mechanism (GRM) has been developed by the Client (based on the recently closed Cameroon Equity and Quality for Improved Learning Project) and is currently under WB review. It integrates synergies with the GRMs supported under other projects (Health, Local Governance, Social safety nets) in the context of the IDA refugees window. The GRM would be further updated by the borrower to incorporate Gender/GBV considerations. The project has not recorded complaints from beneficiaries or field operators given that project activities have not yet begun on the ground.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
The AF is unlikely to have any potential indirect and/or long term negative environmental impacts through its future activities. To the extent that the focus is on improving access to quality of education, alongside educational systems strengthening, some unintended positive environmental and social development effects may accrue in project areas. For instance, education awareness for indigenous children may encourage facilitating of registration through greater availability of information, thereby removing a huge barrier to education for many children in rural areas, who have



difficulty later on in presenting for examinations due to not being registered.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

N/A

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

There are adequate legal frameworks in the country to ensure compliance with World Bank safeguards policies triggered by the proposed project. MINEPDED (Central ESIA authority) reviews and approves ESIA's whereas Divisional Committees (multi-stakeholders committee including CSOs, private sector and municipalities) are divisional ESIA authorities in charge of monitoring ESMPs in accordance with national environmental laws and the respective regulations. They have a weak capacity and lack resources to undertake proper compliance monitoring. Their technical capacity will be reinforced, and the costs associated with the operation of divisional committees (supervision and inspection missions) will be supported under component 3. This includes resources to be allocated for training, workshops and seminars as well as environmental supervision, inspection and ESMP follow up missions.

The costs associated with the operation of Divisional committees will be included in the AF. The Ministry of Basic Education does not have prior experience of World Bank safeguards requirements and will rely on the PMU E&S staff to plan and manage environmental, social risks and impacts associated with the AF. The recruitment of a PMU E&S staff is underway and will be completed by March 30, 2020.

During supervision, the WB safeguards team will also verify the project's compliance with safeguards requirements. The project will also mobilize adequate financial resources for safeguards implementation and monitoring. The related TORs has already been reviewed and approved by the Bank.

Special attention should be given to Internally Displaced Peoples (IDPs) in the context of the NOSO crisis. Key safeguards instruments as the ESMF should be updated to reflect the actual situation regarding impacts in host communities and to propose mitigation measures. Recommendations of the ongoing Cameroon Economic and Social Analysis in the Anglophone Regions would help to build up specific measures to be applied to this project.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

During the preparation of the parent project, the stakeholders (affected people, CSOs and public administration partners) were consulted during the preparation of the main safeguards instruments. A workshop was organized in Yaoundé to present the main safeguards instruments (ESMF and IPPF) on January 17, 2018. Since the additional funding activities are a continuation of the parent Project' activities, key actors in the public administration were consulted during the update of the Environmental and Social Management Framework. During the launch of project activities, consultations will be organized in the main project areas to ensure ownership by the main stakeholders of the safeguards instruments. Further consultations will be organized when elaborating the IPP planned and carrying out the social assessment in host communities.



B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank

Date of submission for disclosure

For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors

"In country" Disclosure

Indigenous Peoples Development Plan/Framework

Date of receipt by the Bank

Date of submission for disclosure

"In country" Disclosure

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)

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APPROVAL

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