



FOR OFFICIAL USE ONLY

Report No: PAD3577

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A
PROPOSED GRANT

IN THE AMOUNT OF SDR 11 MILLION (US\$15.0 MILLION EQUIVALENT)

AND A GRANT

IN THE AMOUNT OF US\$2.2 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE
DEMOCRATIC REPUBLIC OF SÃO TOMÉ AND PRÍNCIPE

FOR A
GIRLS EMPOWERMENT AND QUALITY EDUCATION FOR ALL PROJECT

November 12, 2020

Education Global Practice
Eastern and Southern Africa Region

This document has a restricted distribution and may be used by recipients only in the performance of their official duties. Its contents may not otherwise be disclosed without World Bank authorization.



CURRENCY EQUIVALENTS
(Exchange Rate Effective June 30, 2020)

Currency Unit = Novas Dobras (NDb)

NDb22.50 = US\$1

US\$1.3838 = SDR 1

FISCAL YEAR
January 1 - December 31

Regional Vice President: Hafez M. H. Ghanem

Country Director: Jean-Christophe Carret

Regional Director: Amit Dar

Country Manager: Olivier J. Lambert

Practice Manager: Muna Salih Meky

Task Team Leader: Leandro Oliveira Costa



ABBREVIATIONS AND ACRONYMS

AALEB	Large-scale Assessment of Basic Education (<i>Avaliação Aferida de Larga Escala no Ensino Básico</i>)
AALES	Large-scale Assessment of Secondary Education (<i>Avaliação Aferida de Larga Escala no Ensino Secundário</i>)
AFAP	Project Fiduciary and Administrative Agency (<i>Agência Fiduciária de Administração de Projetos</i>)
CERC	Contingent Emergency Response Component
COSSIL	Procurement and Coordination and Supervision Office (<i>Coordenação e Seguimento do Sistema de Licitações</i>)
CPS	Country Partnership Strategy
CPF	Country Partnership Framework
DAE	Directorate of Education Administration (<i>Direcção de Administração Escolar</i>)
DAF	Directorate of Administration and Finance (<i>Direcção de Administração Financeira</i>)
DEB	Directorate of Basic Education (<i>Direcção do Ensino Básico</i>)
DESTP	Directorate of Secondary and Technical and Vocational Education (<i>Direcção de Ensino Secundário e Técnico-Profissional</i>)
DP	Development Partner
DPE	Directorate of Preschool (<i>Direcção de Educação Pré-Escolar</i>)
DPIE	Directorate of Planning and Education Innovation (<i>Departamento de Planeamento e Inovação Educacional</i>)
EEP-COVID-19	Education Emergency Plan of COVID-19
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
E&S	Environmental and Social
ESA	Education Sector Analysis
ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESP	Education Sector Plan (<i>Carta de Política Educativa</i>)
ESS	Environmental and Social Standard
FA	Financial Agreement
FM	Financial Management
FS	Financial Statement
GBV	Gender-based Violence
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GPE	Global Partnership for Education
GRM	Grievance Redress Mechanism
HDI	Human Development Index
ICR	Implementation Completion and Results Report



IDA	International Development Association
IOF	Poverty Assessment (<i>Inquérito aos Orçamentos Familiares</i>)
IGE	General Inspectorate of Education (<i>Inspeção Geral da Educação</i>)
IPF	Investment Project Financing
IRR	Internal Rate of Return
ISEC	Teacher Training Institution (<i>Instituto Superior de Educação e Comunicação</i>)
JSR	Joint Sector Review
LEG	Local Education Group
LMP	Labor Management Procedure
M&E	Monitoring and Evaluation
MEES	Ministry of Education and Tertiary Education (<i>Ministério da Educação e Ensino Superior</i>)
MELQO	Measuring Early Learning Quality and Outcomes
MPFEA	Ministry of Planning, Finance, and Blue Economy (<i>Ministério do Planeamento, Finanças e Economia Azul</i>)
MHM	Menstrual Hygiene Management
MTSFFP	Ministry of Labor, Solidarity, Family, and Professional Training (<i>Ministério do Trabalho, Solidariedade, Família e Formação Profissional</i>)
NCE	National Certificate Exam (<i>Exame Nacional</i>)
NPV	Net Present Value
PASEC	Program for Analyzing Education Systems (<i>Programme d'Analyse des Systèmes Educatifs de la CONFEMEN</i>)
PCU	Project Coordination Unit
PFM	Public Financial Management
PFS	Project Financial Statements
PLR	Performance and Learning Review
POM	Project Operations Manual
PPAs	Performance and Policy Actions
PPSD	Project Procurement Strategy for Development
QEFA	Quality Education for All
RAP	Autonomous Region of Príncipe (<i>Região Autónoma do Príncipe</i>)
SCD	Systematic Country Diagnostic
SEA	Sexual exploitation and abuse
SEP	Stakeholder Engagement Plan
SMC	School Management Committee
SOEs	State Owned Enterprises
SRGBV	School-related Gender-based Violence
SRH	Sexual and Reproductive Health
SSA	Sub-Saharan Africa
STP	São Tomé and Príncipe
TA	Technical Assistance
TLM	Teaching and Learning Material
UNICEF	United Nations Children's Fund
VAT	Value Added Tax



VFP	Vulnerable Families Program
WASH	Water, Sanitation, and Hygiene
WHO	World Health Organization



TABLE OF CONTENTS

DATASHEET.....	1
I. STRATEGIC CONTEXT	6
A. Country Context.....	6
B. Sectoral and Institutional Context.....	7
C. Relevance to Higher Level Objectives.....	15
II. PROJECT DESCRIPTION.....	17
A. Project Development Objective	17
B. Project Components	17
C. Project Cost and Financing	26
D. Project Beneficiaries.....	28
E. Results Chain.....	28
F. Rationale for Bank Involvement and Role of Partners.....	31
G. Lessons Learned and Reflected in the Project Design.....	31
III. IMPLEMENTATION ARRANGEMENTS	34
A. Institutional and Implementation Arrangements	34
B. Results Monitoring and Evaluation Arrangements.....	34
C. Sustainability.....	35
IV. PROJECT APPRAISAL SUMMARY	36
A. Technical, Economic and Financial Analysis	36
B. Fiduciary.....	40
C. Legal Operational Policies.....	42
D. Environmental and Social.....	42
V. GRIEVANCE REDRESS SERVICES	46
VI. KEY RISKS	47
VII. RESULTS FRAMEWORK AND MONITORING	48
ANNEX 1: Implementation Arrangements and Support Plan.....	59
ANNEX 2: ESP 2019–2023 Programs	72
ANNEX 3: Impact of the COVID-19 Crisis and the Government’s Response.....	74

DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Sao Tome and Principe	Girls Empowerment and Quality Education for All Project	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P169222	Investment Project Financing	Moderate

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 type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input checked="" 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)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
04-Nov-2020	31-Dec-2025

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The Project Development Objective are to equip girls with life skills and improve student learning outcomes for all.

Components

Component Name	Cost (US\$, millions)
----------------	-----------------------



Empowering Girls through the Acquisition of Life Skills and the Promotion of a Safe School Environment	5.65
Tackling Learning Poverty	7.97
Reaching the Most Vulnerable	1.14
Project Coordination, Monitoring and Evaluation, and Capacity Building	2.44
Contingency Emergency Response Component (CERC)	0.00

Organizations

Borrower:	Democratic Republic of Sao Tome and Principe
Implementing Agency:	Ministry of Education and Tertiary Education (Ministerio da Educacao e Ensino Superior)

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	17.20
Total Financing	17.20
of which IBRD/IDA	15.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	15.00
IDA Grant	15.00

Non-World Bank Group Financing

Trust Funds	2.20
Education for All - Fast Track Initiative	2.20

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Sao Tome and Principe	0.00	15.00	0.00	15.00



National PBA	0.00	15.00	0.00	15.00
Total	0.00	15.00	0.00	15.00

Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2021	2022	2023	2024	2025	2026
Annual	0.80	2.12	2.87	3.36	3.48	2.37
Cumulative	0.80	2.92	5.79	9.15	12.63	15.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Health, Nutrition & Population, Social Protection & Jobs, Water

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



COMPLIANCE

Policy

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

☐ Yes ☒ No

Does the project require any waivers of Bank policies?

☐ Yes ☒ No

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

No later than two months after the Effective Date, customize its accounting software to maintain separate records



and ledger accounts for the Project;

Sections and Description

No later than three months after the Effective Date, sign an amendment of the existing contract with external auditors to include the audit of the Project financial statements;

Sections and Description

No later than three months after the Effective Date, hire an internal auditor.

Conditions

Type	Description
Effectiveness	The Operations Manual has been adopted by the Recipient and AFAP in form and substance satisfactory to the Association.
Effectiveness	The Subsidiary Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of AFAP to make withdrawals under it (other than the effectiveness of the Financing Agreement) have been fulfilled.
Effectiveness	The Grant Agreement has been executed and delivered and all conditions precedent to its effectiveness have been fulfilled.
Disbursement	<p>The Recipient shall undertake no activities under the Emergency Response Part unless and until the following conditions have been met in respect of said activities:</p> <p>(a) the Recipient has determined that an Eligible Crisis or Emergency has occurred, has furnished to the Association a request to include said activities in the Emergency Response Part in order to respond to said Eligible Crisis or Emergency, and the Association has agreed with such determination, accepted said request and notified the Recipient thereof; and</p> <p>(b) the Recipient has ensured the preparation and disclosure of all environmental and social instruments as may be required for said activities in accordance with the CER Manual and the ESCP, the Association has approved all said instruments, and the Recipient has ensured the implementation of any actions which are required to be taken under said instruments.</p>



I. STRATEGIC CONTEXT

A. Country Context

1. **Sao Tome and Principe (STP) is a low middle-income and small-island country that faces challenges typical of small states.** The country consists of two main islands in the Gulf of Guinea with a surface area of 1,001 km². STP is a multiparty democracy and a unitary state, and its total population is approximately 200,000 people, with 42.6 percent of the population at or below the age of fourteen. In 2019, the country's per capita gross national income was estimated at US\$3,430 in purchasing power parity (PPP), and its per capita Gross Domestic Product (GDP) was US\$1,960. The 2017 Poverty Assessment (*Inquérito aos Orçamentos Familiares, IOF*) found that about two-thirds of the population lived in poverty according to national poverty methodology, including 34.4 percent living on less than US\$1.90 in PPP 2011 per person per day, the global poverty line. STP's development challenges are typical of small island nations, including a high fixed cost of public goods limiting effective investments in human development and geographic isolation and small market size as an obstacle to dynamic, competitive markets.

2. **From 2000 to 2010, the average annual GDP growth was 5 percent, though this contributed only slightly to a reduction in poverty.** STP experienced an economic upswing during the 2000s because of increasing capital and productivity growth. Growth rates began to decline, however, in 2011 from an annual average of 4.4 percent to an estimated 2.4 percent in 2019. This decline can be attributed to many factors, including a low level of domestic revenue mobilization and a reduction in government spending, given decreasing external grants and loans, which accounted for 95 percent of public investments in 2018. Inequality has grown in recent years as evidenced by the Gini coefficient which increased from 30.8 in 2010 to 56.3 in 2017. The unemployment rate was 9.1 percent in 2017 and the majority (68.7 percent) of the population was working in the informal sector. The IOF also found that 31 percent of the country's labor force was employed in the tertiary sector while 14.2 percent were working in agriculture and/or fisheries.

3. **The COVID-19 pandemic has caused a health emergency, an economic crisis, and schools' closures in STP.**¹ STP reported the first case of COVID-19 on April 6, 2020. As of October 1, 2020, there were an estimated 911 cases, resulting in fifteen deaths. The estimated economic impacts have included a 9.5 percent reduction in GDP and an increase in poverty from 66.7 percent to 78 percent². The Government of STP closed schools on March 20, 2020 for an indefinite period, further challenging an already weak education system with poor learning outcomes. Indeed, the education challenges that STP faced pre-COVID-19 have, if anything, become more acute in the current context.

4. **Human development outcomes in STP are low and will be negatively impacted by the COVID-19 pandemic.** Trends since 2010 show slight improvements, though school closings as a result of COVID-19 may reverse those gains. STP's United Nations Development Programme (UNDP) Human Development Index (HDI) value increased from 0.542 to 0.609 between 2010 and 2018, placing it above the average for Sub-Saharan Africa (0.537), but below the average for other countries in the medium human development level group (0.645). Strong gains in the country's HDI are largely attributable to an increase in average life expectancy, a reduction in infant mortality, and an increase in the average years of schooling. From 2010

¹ The impact of the COVID-19 crisis and the government's response is discussed in Annex 3.

² World Bank (2020). COVID-19 Pandemic – Potential Poverty and Social Impacts in STP.



to 2017, life expectancy at birth has increased from 65.9 years to 66.8 years, the infant mortality rate has decreased from 33.5 to 25.2 (out of 1,000 live births), and the expected years of schooling and the mean years of schooling have increased from 10.6 to 12.5 and from 4.9 to 6.3, respectively.³

5. **Improvements in human development outcomes are, however, limited due to gender inequalities.** One-third of women, ages 15–26 years, reported not going to school because they had a child or became pregnant (IOF 2017). Adolescent mothers are more likely to die in childbirth and have children who have a lower birth weight when born, more likely to be stunted due to lack of nutrition, and in turn, are at a disadvantage from the very early years of their life. Furthermore, a policy that was recently abandoned prohibited pregnant girls from attending regular school. Women are less likely to enter the labor market due to fewer work opportunities and a skills mismatch between the skills they possess and those needed by the labor market. Furthermore, the unemployment rate among women is three times higher than that among men (14.5 percent compared to 5 percent) (IOF 2017).

6. **In 2007, the government of STP adopted a National Strategy for Gender Equality and Equity, but for many years after that line ministries have been slow in enacting policies which promote and implement effective interventions that contribute to women's empowerment.** This project is a departure from business as usual regarding women's empowerment. It is different because it leverages a change in legislation which allows pregnant girls to attend regular schooling, which they were previously barred from doing by school level regulation. This change in the internal regulation of schools was possible due to strong World Bank and other donor policy dialogue, including advocacy and stakeholder consultations, during the preparation of this project and the STP COVID-19 Human and Economic Response, Recovery and Resilience Development Policy Operation (P168335). The change in the internal regulation provides a great opportunity not only to get girls back to school and stay in school, but to jump-start interventions that will lead to behavioral change in the medium to longer term. With the backdrop of schooling and improved learning, these interventions will equip girls and boys with life skills through, for instance, the mainstreaming of Sexual Reproductive Health (SRH) education and the promotion of a safe school environment (including mitigation measures for gender-based violence (GBV)). As such, this project has the potential to significantly impact the empowerment of women in STP.

B. Sectoral and Institutional Context

7. **The structure of the country's pre-tertiary education sector was modified by the 2018 National Education System Law which mandates 11 years of compulsory education (comprising two years of pre-school and nine years of basic education) divided into three cycles.** Some of the changes introduced under the 2018 law are: (i) a transfer of daycare responsibilities (for children ages 0-3) from the Ministry of Education and Tertiary Education (*Ministério da Educação e Ensino Superior* – MEES) to the Ministry of Labor, Solidarity, Family and Vocational Training (*Ministerio do Trabalho, Solidariedade, Família e Formação Profissional* - MTSFFP); and (ii) the reclassification of lower secondary education as the third cycle of basic education, limiting secondary education to grades 10 to 12. The current education system includes (a) two years of preschool (ages 4–5 years); (b) nine years of basic education divided into three cycles (grades 1 to 4 [ages 6–9 years], grades 5 to 6 [ages 10–11 years], and grades 7 to 9 [ages 12–14 years]); and (c) three years of secondary education (grades 10 to 12 [ages 15–17 years]).

³ STP is not yet included in the Human Capital Index of the World Bank because it does not have internationally comparable data on learning outcomes.



8. **The education system has seen positive trends in access for both boys and girls in recent years.** Table 1 provides an overview of student enrollment from preschool through secondary education as well as teacher qualifications in STP.

Table 1. Number of Schools, Teachers, and Students 2018/2019

	Preschool		Basic education (first and second cycles)		Basic education (third cycle)		Secondary education	
	Number	%	Number	%	Number	%	Number	%
Schools	114	44	95	37	31	12	19	7
Public	91	80	90	95	29	94	17	89
Private	23	20	5	5	2	6	2	11
Enrollment	11752	16	38781	52	15754	21	7728	10
Male	5756	49	20036	52	7592	48	3517	46
Female	5996	51	18745	48	8162	52	4211	54
Public	10850	92	38210	99	15362	98	7411	96
Private	902	8	571	1	392	2	317	4
Teachers - (Public system)	655	22	1231	41	774	26	360	12
Male	39	6	546	44	488	63	247	69
Female	616	94	685	56	286	37	113	31
Education degree	14	2	411	33	269	35	191	53
Non-education degree	180	27	106	9	191	25	140	39
No degree	461	70	714	58	314	41	29	8

Source: STP Statistical Annual Report 2018/2019.

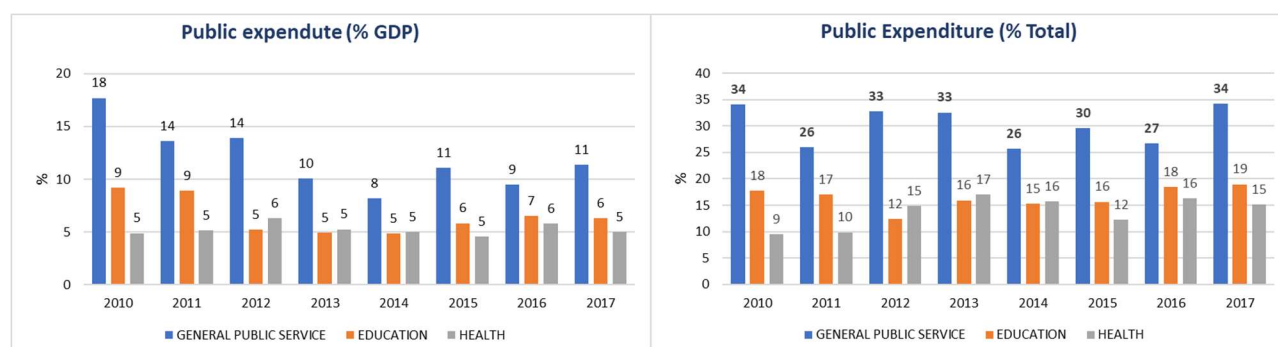
Note: Education degree = certified teachers; non-education degree = teachers with tertiary education but not in a field of education (engineers, lawyers, nurses, and so on); no degree = teachers without a tertiary education degree.

9. **Most basic and secondary schools in STP are public.** In 2019, of the 114 preschools, 91 (or 80 percent) were public and of the 95 schools providing the first and second cycles of basic education, 90 (or 95 percent) were public. Of the 31 schools providing the third cycle of basic education, only two were private and of the 19 secondary education schools, only two were private. The percentages are similar in terms of student numbers – with only five percent of students across these levels being enrolled in private schools.

10. **Public expenditure on the education sector was six percent of GDP in 2017 – accounting for 19 percent of total public expenditure (see Figure 1).** The expenditure per GDP in education in STP was above the average for Sub-Saharan Africa (SSA) countries but, in terms of share of total public expenditure, is aligned with the SSA average. In 2017, recurrent expenditures accounted for about 80 percent of overall public spending on education, of which approximately 70 percent was on staff salaries. The expenditure on teachers' salaries constituted the largest share of the public service wage bill, accounting for 40 percent in 2017.



**Figure 1. Public Expenditure on general public service, health and education
(% of GDP and % Total Public Expenditure)**



Source: STP Boost data.

11. **STP's education system is facing three main issues:** (a) girls' education outcomes are constrained by high rates of early pregnancy, among other factors; (b) learning levels in STP are low for boys and girls, due to system-wide weaknesses; and (c) vulnerable children in and out of schools are not supported in their efforts to reach their full human potential. Each issue is summarized below.

Issue 1. Girls' retention and completion are constrained by high rates of early pregnancy, among other factors

12. **Although there are no gender disparities against girls in access, performance, or retention rates at any level, a large portion of girls do not complete their education.** According to data in the IOF 2017, one of the main reasons that girls dropped out of school was adolescent pregnancy. While the overall fertility rate has declined in recent years, it remains high among adolescent girls (96 births per 1,000 women ages 15–19 years). With the policy on internal Disciplinary Regulation of Basic, Secondary and Vocational Education (*Regulamento Disciplinar para o 2o. Ciclo do Ensino Básico, Ensino Secundário e para Ensino Profissional*) that prohibited pregnant girls from continuing their studies in the regular education system after the first trimester of pregnancy, 86 percent of pregnant adolescent girls dropped out of school in 2018. Although the policy was recently overturned, the cultural barriers and social norms continue to impede pregnant girls from continuing their schooling.⁴ Poverty and cost of schooling, distance to schools, and girls' child labor (taking care of younger siblings and household chores) are other factors that limit girls' education outcomes.⁵

13. **High fertility rates among adolescent girls drive a host of negative health and development outcomes, including direct correlations with already high disability rates among children in STP** (UNICEF, 2016)⁶. While data is limited, extensive research has demonstrated the cascade of negative effects of teenage pregnancy on their children's physical, social, and emotional health. Children of teenage mothers often experience low birth weight and greater risks of fatal and/or debilitating accidents in their first year

⁴ In 2014, 502 out of girls aged 12 to 17 gave birth to at least one live child (UNICEF, 2015).

⁵ National Institute of Statistics (2016). Sao Tome and Principe Multiple Indicator Cluster Survey 2014, UNICEF (2015) Report. And UNICEF (2015). Análise da situação das crianças e das mulheres em São Tomé e Príncipe em 2015, UNICEF (2016) Report.

⁶ UNICEF. (2016). Reaching children with disabilities or at risk of development in Sao Tome and Principe (*Sinalização de crianças com deficiência ou em risco de desenvolvimento em São Tome e Príncipe*).



of life. Often, they experience lower IQ and academic achievement, and diagnoses of a physical, cognitive, or social emotional disability (Gueorguieva et al., 2001; Khatun et al., 2017)^{7,8}.

14. **Other barriers that girls face in enrolling in and staying in school are long distances to school, GBV, poor sanitation/lack of facilities, and limited perceived value of girls' education.** For girls from rural areas, walking long distances to school increases the likelihood of their dropping out. Also, girls are at an increased risk of GBV including sexual exploitation and abuse (SEA), for example, as a result of the prevalent and widely accepted practice of sex-for-grades. Most schools have limited sanitation/toilets and provide little, if any, support for menstrual hygiene management (MHM), preventing consistent school attendance. Finally, accepted social and cultural norms place limited value on girls' education and their future economic independence.

15. **Relatedly, access to contraception and knowledge of SRH is limited.** One in three women who seek to space or limit their childbearing report not having access to contraception. Information related to sexually transmitted diseases, for example, is low, with only 40 percent of young people (ages 15–24 years) being able to correctly identify options for avoiding the transmission of HIV (UNICEF 2016). SRH services are not integrated into the education system and the STP government has only implemented limited such interventions when funds have been made available by international donors, including for the distribution of contraceptives at health centers. As a result of this situation, the project will work to include SRH in the regular primary and secondary curriculum and empower girls and boys in vulnerable communities to effectively access education services. For instance, the girls and boys clubs, based on global best practice, aim to protect girls from early pregnancy, prevent pregnant girls from lagging behind and dropping out, and promote positive masculinity by bringing girls and boys together, overseen by a local counselor, to address the challenges confronting them at school and at home in the pursuit of their education.

Issue 2. Learning outcomes are low for boys and girls

16. **Since achieving universal basic education in 2010, the past decade has seen education coverage at the preprimary and third cycle of basic education expand massively.** According to the 2018 education sector analysis (ESA), enrollment at all levels of education has increased, especially in preschool, the third cycle of basic education, and at the secondary level. Between 2007 and 2017, the preprimary gross enrollment rate (GER) more than tripled from 21.4 percent to 71.4 percent. For the third cycle of basic education, the GER increased from 68 percent to 114 percent, while at the secondary level the GER increased from 20.3 percent to 62.6 percent, representing an annual growth rate of 19.2 percent. The enrollment rates by gender and type of school (public and private) are presented in Table 1.

17. **Learning outcomes are low, however, and characterized by important geographic disparities.** The 2016 Large-scale Assessment of Basic Education (*Avaliação Aferida de Larga Escala no Ensino Básico*, AALEB), supported under the recently closed World Bank and Global Partnership for Education (GPE)-financed STP - Quality Education for All (QEFA) Project (P146877) found that 51 percent of grade 2 students did not have the minimum competencies in mathematics required for that grade. Figure 2 shows

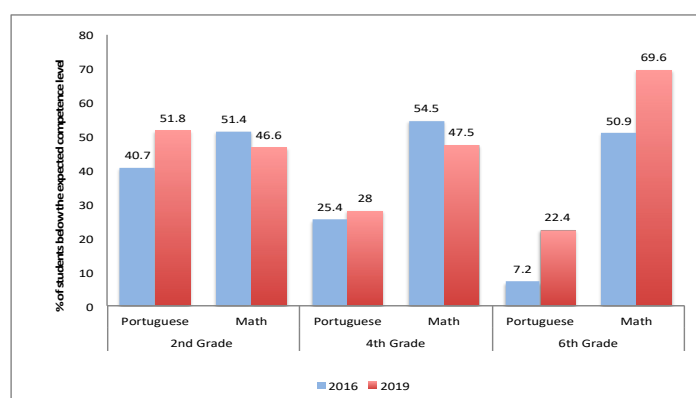
⁷ Gueorguieva, R., Carter, R., Ariet, M., Roth, J., Mahan, C., & Resnick, M. (2001). Effect of teenage pregnancy on educational disabilities in kindergarten. *American journal of epidemiology*. 154. 212-20. 10.1093/aje/154.3.212.

⁸ Khatun, M., Al Mamun, A., Scott, J., William, G.M., Clavarino, A., & Najman, J.M. (2017). Do children born to teenage parents have lower adult intelligence? A prospective birth cohort study. *PLoS One*. 12(3). E0167395. 10.1371/journal.pone/0167395



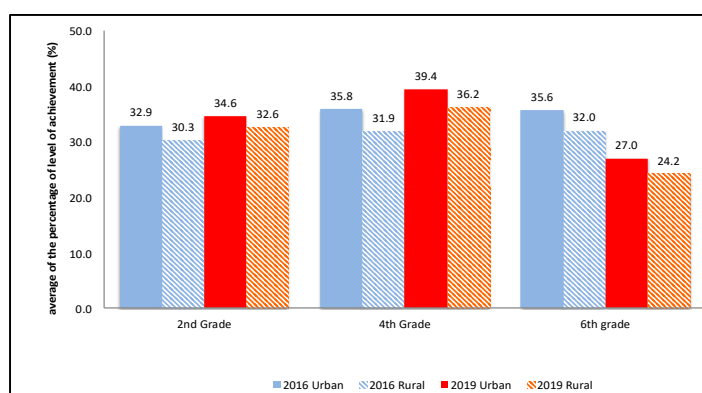
the percentage of students in grades 2, 4, and 6 below the expected competency levels in both 2016 and 2019. According to the findings of the 2019 Large-Scale Assessment of Secondary Education (*Avaliação Aferida de Larga Escala no Ensino Secundário*, AALES) supported by the Portuguese Cooperation, 95 percent of grades 9 and 12 students did not have basic competencies in Portuguese and mathematics. Results from the 2017 National Certificate Exam (*Exame Nacional*, NCE) showed that 36 percent of grade 9 and 49 percent of grade 12 students were repeaters (taking the exam for another time) indicating that a large portion of students do not pass the exam the first time. Figure 3 shows the average percentage of level of achievement of students in grades 2, 4, and 6 by rural/urban status.

Figure 2. Proportion of Grades 2, 4, and 6 Students Below the Expected Competency Levels in Portuguese and Mathematics (2016 and 2019)



Source: STP AALES 2016 and 2019 reports.

Figure 3. Average Level of Achievement in Grades 2, 4, and 6



Source: STP AALES 2016 and 2019 reports.

18. **There are multiple systemic factors contributing to low learning outcomes.** These factors include: (a) ineffective teacher management, resulting in a low-quality teaching force; (b) poor learning conditions in schools; (c) ineffective school leadership and lack of accountability for learning at the school level; (d) limited assessment and monitoring and evaluation (M&E) systems; and (e) a lack of adequate and sustainable financing. It is expected that COVID-19 will further exacerbate these constraints to learning as schools close, and students are left at home with few options for pursuing their learning. The school closures are also expected to result in increased dropout rates, mainly among poor children and



girls, and reduce earnings and labor productivity. Conservative estimates indicate that this loss in earnings would be equivalent to 15 percent of future GDP.⁹ Each of these factors listed above is further summarized in the following paragraphs.

- (a) **Ineffective policies for teacher management, resulting in poorly qualified teachers.** Policies for teacher management are largely absent, especially with regards to recruitment and deployment. Hiring of teachers is undertaken largely on an ad hoc basis with little consideration for their efficient deployment. Although a new teacher certification process is underway, it has not yet been implemented, resulting in recruitment practices that are neither merit-based nor guided by an objective assessment of pedagogical skills or competencies. To fill gaps, the Government hires temporary teachers to address overcrowding (driven in part by high repetition rates) without validating their qualifications or ensuring that they meet basic minimum standards. Additionally, there is no induction program for newly hired teachers nor a probationary period after which teachers are tenured. The Government uses a single salary pay scale for teachers based on experience, degrees, and working conditions (class size and location) with no extra incentives provided to encourage teachers to teach effectively and to work in rural and hard-to-reach areas. Consequently, only 21 percent of qualified teachers are working in rural areas. Further, because only those teachers at the secondary level receive additional payments for larger classes, teachers have an incentive to leave basic education, further reducing the number of qualified teachers at that level.
- (b) **Poor learning conditions.** Most schools are characterized by overcrowding and have dilapidated classrooms and limited equipment and materials for students and teachers. Although the average classroom size is 39 students (preschool) and 64 students (basic), there is a significant variation by region. At the preschool level, the classroom size ranges from 18 students in the Autonomous Region of Príncipe (*Região Autónoma do Príncipe*, RAP) to 70 students in Agua Grande. In basic education, the classroom size ranges from 42 students in Caue to 75 in Agua Grande. Access to toilets is also limited with one toilet for 98 students at the preschool level and 177 students per toilet in basic education.¹⁰ In addition, although relatively few schools in the country are without electricity (14 percent) and without water (7 percent), these proportions reach 46 percent in the district of Lobata and 20 percent in the district of Cantagalo.

With regard to teaching and learning materials (TLMs), most are outdated and the availability of textbooks is limited. Textbooks also are not free, with most students being unable to purchase them or cover the cost of photocopying them. Moreover, the Ministry does not have a well-defined or financially sustainable textbook procurement and management system; textbooks often reinforce pervasive gender stereotypes that undervalue girls' and women's contributions to broader society. Finally, there are few opportunities for teachers and students to use digital technology which would both increase their access to TLMs and facilitate the acquisition of digital skills among teachers and students.

⁹ Collis and Patrinos (2020). Lost Wages: The COVID-19 Cost of School Closures. World Bank report.

¹⁰ The World Health Organization (WHO) and UNICEF recommended standards of student per toilet at schools are 25 girls and one for female staff; one toilet plus one urinal (or 50 cm of urinal wall) per 50 boys, and one for male staff. J. Adams et al., W. (2009). Sanitation and Hygiene Standards for Schools in Low-cost Settings (Geneva; WHO, 2009).



- (c) **Ineffective school leadership and lack of accountability for learning at the school level.** Selection of school management staff, including principals, is usually based on political appointment. As a result, a large portion have no experience in the education sector and there is a high degree of turnover among them. The principals are also not held accountable for school management and performance and, in turn, their supervision is also inadequate, resulting in suboptimal teaching and learning practices. Although a central school supervision system exists, it requires further strengthening. At the school level, for example, principals do not oversee teachers' time-on-task, or otherwise hold teachers accountable for their performance. The 2018 ESA found that approximately 44 percent of the third cycle basic education teachers and more than half of secondary school teachers teach fewer than 14 hours per week, 70 percent of the time they are expected to be teaching in the classroom.
- (d) **Few assessments and limited use of data to guide decision-making.** Data from the national student learning assessment are not systematically used to improve teaching and guide decision making. While a national assessment system has recently been established, further work is needed to strengthen its ability to provide timely feedback and use the data to guide teaching and other decision-making in the sector. Currently, there are limited links between students' learning outcomes and teachers' performance and the assessment system is unable to identify low-performing teachers. Finally, STP does not participate in any international assessments, which impedes any efforts to benchmark performance against established international standards. While an Education Management Information System (EMIS) was established in 2018 and is functional, additional efforts are needed to enable this system to provide data to guide real-time decision making. Also, greater quality control to ensure data accuracy is required and measures to mitigate the absence of electricity and internet connectivity are not available.
- (e) **Lack of adequate, sustainable financing.** Because the Government is facing low levels of domestic revenues and reductions of external funds, the lack of sustainable financing for the education sector hampers the continuation and increase in the coverage of programs developed in collaboration with development partners (DPs). Teachers' salaries represent the greatest proportion of the education budget (74 percent), followed by subsidies and transfers for tertiary education (20 percent). Of the spending on teachers' salaries, 45 percent is used to cover the cost of overtime for teachers who teach in a different school or who teach in crowded classrooms (50 students or more) at the secondary level. This leaves limited discretionary resources available for investments in those inputs which will lead to improvements in education quality, increases in access and retention, and guarantee of continuation of basic educational programs. Even though the government continues to charge fees (including for registration, school feeding, and school uniforms, etc.), services are not necessarily provided. For instance, in December 2018, the school feeding program was discontinued in most schools because of lack of funds – although fees were still charged.

Issue 3. Vulnerable children in and out of school are not supported to reach their full potential

19. **High repetition rates and overage enrollment plague the system, causing inefficiencies and overcrowding and leading to dropouts.** Repetition is high at all levels of education and is higher than the average found in other SSA countries. In 2017, 14 percent of STP students enrolled in basic education were repeaters. This is much higher than the average repetition rate in SSA of 9.9 percent (first and second



cycles) and 13 percent (third cycle). The percentage of repeaters is significantly higher in grade 2 (23 percent), grade 4 (17 percent), and grade 6 (15 percent), when the NCE is mandatory and determines promotion to the next grade level. The practice of holding children back is even more common at the secondary level (an estimated 25 percent of children are held back each year), driving high dropout rates. Teachers have the autonomy of deciding whether to retain a student in the same grade or to promote him/her to the next grade. Often, teachers weigh nonacademic factors more heavily than academic performance (for example, disruptive behavior, lack of attention, and gender discrimination). The high repetition rates, combined with late entry of students, result in high rates of age/grade distortion; approximately 48 percent of students in grade 4 and 70 percent in grade 6 are overage for their grade.

20. **These internal inefficiencies result in low completion rates at the secondary level.** Once youth, especially pregnant girls, leave school or are out of school, they have few opportunities to acquire skills that will serve them in work and life. Completion rates at the secondary level are only 39.7 percent for girls and 28.9 percent for boys. The overall secondary completion rate decreased from 40.5 percent in 2017 to 34.3 percent in 2019.

Education Sector Plan and Education Emergency Plan for COVID-19

21. **In response to the challenges described above, the Government has developed a comprehensive Education Sector Plan (*Carta de Política Educativa*, ESP) (2019–2023), based on findings of the 2018 ESA, both funded by the GPE.** The ESP was endorsed by the Government and the Local Education Group (LEG) in November 2019. The ESP is the result of a participatory and inclusive development process that reflects the changes introduced in the 2018 National Education System Law and represents the vision of the Government, DPs, and civil society for the sector for the next four years. The ESP priorities are to address the learning crisis facing all levels of education and improve the efficiency and equality of the country's education system. The MEES has also prepared a COVID-19 response strategy (Education Emergency Plan for COVID-19 – EEP-COVID-19) to introduce emergency measures in the short-term, such as school closings, and protocols for deep cleaning of schools prior to their reopening and the return of students.

22. **The World Bank will support the EEP-COVID-19 in the short and medium-term.** The World Bank and United Nations Children's Fund (UNICEF) worked in close partnership to support the preparation of the EEP-COVID-19 by the MEES. The Project is expected to contribute to the EEP-COVID-19 in the short term through the development of activities to prevent and address GBV (including SEA), an inclusive remote learning strategy via TV and radio, a communications campaign to prevent school dropout (focusing on girls), and psychosocial support for student and teacher. The project will also support the medium- and long-term strategy for the recovery phase to facilitate catching up and accelerated learning, distance learning for teachers' professional development and Water, Sanitation, and Hygiene (WASH) interventions to support the reopening of schools. It will be done in close coordination with the STP COVID-19 Emergency Response Project (P173783) on communication strategies. This project (US\$2.5 million equivalent) was approved on March 29, 2020 with the objective of preventing, detecting and responding to the threat posed by COVID-19 and strengthening national systems for public health preparedness in São Tomé e Príncipe.



C. Relevance to Higher Level Objectives

23. **The proposed Girls' Empowerment and Quality Education for All Project is well aligned with the Government's priorities and strategies.** It will support the implementation of the Government's ESP, focusing on selected critical issues in basic and secondary education.
24. **The Country Partnership Strategy (CPS) (Report No. 83144-ST) for FY14–FY18 remains relevant in the current context.** The CPS was broadened and extended by two years (to FY20) through a 2019 Performance and Learning Review (Report No: 112944-STP). The strategic objectives to (i) promote broad-based and sustainable economic growth, (ii) strengthen governance, public institutions and human capital remain relevant, and will guide the country program until a Country Partnership Framework (CPF) can be prepared.
25. **The World Bank program has been adjusted to address the impact of COVID-19.** IDA19 allocation is being front loaded to provide timely support. This includes (i) advancing with an augmented first operation of a new series of Development Policy Operations (DPO) of US\$10 million which is focused on a set of reforms to mitigate the socio-economic impact from the COVID-19 pandemic and laying the foundations for a stronger recovery, and (ii) providing a set of three Additional Financings (AF) to health, social protection and capacity building projects. In the health sector, an AF of US\$940,000 from the Pandemic Emergency Facility has been approved to supplement the STP COVID-19 Emergency Response Project (P174880) to further support the emergency response activities (procurement of supplies, equipment) and the World Bank multi-sectoral "One Health" interventions focused in the water sector for WASH activities. In social protection, an AF of US\$8 million to the Social Protection and Skills Development Project (P163088) will cover the needs arising from the Social Protection COVID-19 response by scaling up the coverage of the cash transfer program. An AF of US\$7 million is also being processed for the Institutional Capacity Building Project (P162429) for payments systems modernization to enable digital payments and avoid physical contacts. In addition, this project is financing a COVID-19 Household Survey which will gauge the impact of the pandemic to inform future policies and interventions. Finally, the program is also assessing the applicability of "burden-sharing" aspects such as Performance and Policy Actions (PPAs) under the Sustainable Development Finance Policy and Debt Service Suspension Initiative in line with guidance.
26. **The new education project is aligned with the CPS theme of 'Reducing Vulnerability and Strengthening Human Capacity' and will contribute to the COVID-19 response.** The proposed activities will strongly support the achievement of outcome 9 of this theme: 'improved training of teachers in primary education'. The education project will support a timely COVID-19 response with the implementation of key emergency measures: (i) community outreach strategies for GBV prevention and SRH education; (ii) WASH activities and deep-cleaning of schools in order to prepare them for the return of students; (iii) distance learning and training using different channels (television, radio, and internet).
27. **The World Bank is preparing a Systematic Country Diagnostic (SCD) that will consider the impact of COVID-19.** Focusing on the most promising opportunities, the SCD is proposing that STP take four mutually reinforcing paths to sustained inclusive growth and poverty reduction considering the impact of COVID-19: (i) improve macroeconomic management and an effective fiscal policy are a prerequisite for the necessary transformations to revamp growth and accelerate poverty reduction, (ii) fully exploit existing economic opportunities, (iii) widen access to services and expand human capital, (iv) promoting social inclusion and strengthening resilience.



28. **The proposed project's focus corresponds to the priorities of the Africa Region Strategy, the Africa Human Capital Business Plan (April 2019), and the World Bank's Gender Strategy.** The report "World Bank Group gender strategy (FY16-23): gender equality, poverty reduction and inclusive growth" emphasizes the importance of gender equality in achieving the World Bank's twin goals of ending extreme poverty and boosting shared prosperity and explicitly endorses interventions that can reduce the gender gap in key areas. The proposed project design includes targeted interventions to address identified gender gaps related to life skills development, such as confidence, knowledge, and negotiation. The project's design is also consistent with the GPE's strategic goals. In line with the GPE focus areas, the project will support investments to improve the quality of basic education while aiming to bring transformative changes in equity and efficiency of the system.

29. **The proposed project will be financed by an IDA grant in the amount of US\$15 million and a US\$2.2 million grant (Maximum Country Allocation) from the GPE.** Efforts will be taken to ensure that other programs supported during this period will be aligned with the proposed project and the ESP 2019–2023. The LEG has been involved in supporting the design and preparation of the proposed project, while ensuring alignment and potential integration with the ongoing and future bilateral and multilateral assistance.

30. **STP, a grant-only IDA country due to its small-state status and debt distress situation, has an active IDA program.** The country benefited from the increase in the IDA18 base allocation that more than tripled the country's envelope, allowing IDA to increase the size of DPOs and finance transformational projects in energy and transport, while upgrading current engagements on education and social protection as well as capacity building for public administration. The Power Sector Recovery Project (P157096) and its AF (P169196) are supporting rehabilitation and expansion of the hydropower plant and distribution network and improvements on management, planning, and regulation at the local utility, sectorial ministry, and energy regulator. The Transport Sector Development Project (P161842) is rehabilitating parts of the main national road with a climate resilience approach. The Institutional Capacity Building Project (P162129) is providing support to the Central Bank (BCSTP) for financial sector stability and inclusion, the Ministry of Finance for Public Financial Management (PFM), Value Added Tax (VAT), and State Owned Enterprises (SOEs) reforms, the National Statistics Agency (INE) and Property Registry at the Ministry of Justice. The Social Protection and Skills Development Project is supporting the introduction of a modern social safety net and upgrades on vocational training. IDA is also supporting the proposed Girls' Empowerment and Quality Education for All Project. All these projects are also aligned with IDA19 themes, especially governance and institutions, gender and jobs and economic transformation, as it supports policy reforms to help the Government to improve institutions in health and education, strengthen governance of public finances, and implement growth-enabling reforms in the financial sector, business environment, and infrastructure.



II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

31. **The Project Development Objectives (PDO) are to equip girls with life skills and improve student learning outcomes for all.**

PDO-Level Indicators

32. Progress toward achievement of the PDO would be measured by the following indicators:

- (a) Percentage of girls improving life skills under the project;
- (b) Percentage of teachers trained under the project that demonstrate improved teaching practices in the classroom;
- (c) Dropout rate in basic and secondary education (disaggregated by gender).

33. PDO-level indicators are aligned with the two GPE pillars of learning (indicator 2) and efficiency (indicator 3). The Results Framework includes the abovementioned PDO-level indicators and several intermediate results indicators (see section VII. Results Framework and Monitoring). The Results Chain can be found in section II. E.

B. Project Components

34. **The Girls Empowerment and Quality Education for All Project seeks to empower girls¹¹ and tackle learning poverty in STP, especially among the most vulnerable.** Boosting shared prosperity in STP requires increased human capital, currently constrained by low levels of learning and poor labor market outcomes for women. The project will help address these key challenges by:

- (a) **Building the resilience of the education sector to respond to COVID-19.** This includes actions to cope with school closures, manage the reopening in the short-term, and improve or accelerate learning in the medium/long term;
- (b) **Equipping girls with the confidence, knowledge, and negotiation skills (among other life skills)** that will raise aspirations and foster agency to take control over life choices, through activities such as counselling in schools girls' and boys' clubs;

¹¹ In this context, empowerment means improving the ability of girls and women to make strategic life choices (Malhotra et al 2009), by boosting the status of women through literacy, education, training, and raising awareness (Alvarez and Lopez 2013). The references are: (a) Malhotra et al., 2009. Innovation for Women's Empowerment and Gender Equality. International Center for Research on Women (ICRW). North Washington, D.C; (b) Alvarez and Lopez, 2013. From unheard screams to powerful voices: a case study of Women's political empowerment in the Philippines. In: 12th National Convention on Statistics (NCS) EDSA Shangri-la Hotel, Mandaluyong City October 1 and 2, 2013.



- (c) **Providing safe learning spaces**, including implementing plans to combat school-related gender-based violence (SRGBV) and infrastructure for water, sanitation, and ensuring adequate hygiene (WASH) known to boost school attendance and be conducive to girls practicing good MHM;
- (d) **Working with families and communities** such that empowered girls are supported in the context of traditional gender and social norms;
- (e) **Tackling learning poverty** through activities at the student, teacher, school, and system levels to promote school readiness in preschool, effective literacy and numeracy teaching, and school leadership and accountability.; and
- (f) **Reaching the most vulnerable children**, both in school and out of school. Children in school in need of special support will be identified through an early warning system and accompanied by corresponding remedial tutoring to accelerate learning. Out-of-school adolescents and youth would be connected to second chance learning opportunities and skills development programs.

35. **The project's design also draws on lessons learned from previous and ongoing World Bank and Development Partner (DP) support to education in STP.** Overall, the project aims to empower girls and tackle learning poverty by supporting girls in acquiring life skills and supporting the Government in undertaking system-wide interventions to tackle poor learning outcomes, with the focus on the most vulnerable children.

36. **The project has five components, which together aim to empower girls, and tackle learning poverty by supporting the acquisition of life skills for girls and system-wide activities to tackle poor learning outcomes.** The project also aims to support a more inclusive and conducive learning environment for girls and the most vulnerable. The scope of the project is general education (covering preschool through secondary education), but each component focuses on different levels of education to achieve the development objectives as described in the following paragraphs.¹² The project's fifth component is a Contingent Emergency Response Component (CERC) with a US\$0 allocation which would 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.

Component 1: Empowering Girls through the Acquisition of Life Skills and the Promotion of a Safe School Environment (IDA US\$5.15 million, GPE US\$0.50 million equivalent)

37. This component aims at promoting the acquisition of life skills and strengthening SRH education through girls' and boys' clubs and community outreach strategies. The component will also support the sustainable provision of safe and sanitary spaces, water supply, and MHM in schools through school-based WASH interventions. Integral to safer school environments are those activities that strive to make schools free of SEA and sexual harassment (SH) in all its forms. The key objective is to foster behavioral changes of educators and boys and girls in the third cycle of basic education and secondary education to ensure the empowerment of girls.

Subcomponent 1.1: Imparting life skills and sexual and reproductive health (SRH) education (US\$0.65

¹² Components 1 and 2 focus on improving the quality of preschool and basic education while Component 3 focuses on improving access and retention in basic and secondary education.



million equivalent)

38. The subcomponent will support the following activities at 63 schools in STP with students in grades 7 to 12:

- (a) Establishment of girls' and boys' clubs programs tailored to each context with the objective of protecting girls at risk of early pregnancy; prevent pregnant girls from lagging behind, and dropping out and to prevent GBV; promote positive masculinity; and support online meetings and social networks (e.g., Facebook and WhatsApp) strategies, according to the EEP-COVID-19;
- (b) Strengthening of the existing SRH education program and psychosocial support with gender-sensitive TLMs (ensuring that teacher training plans include SRH) to reduce early pregnancy and mitigate the impact of the COVID-19 crisis. These activities will sensitize and inform about the risks and disadvantages of early pregnancy and promote the distribution of contraceptives, and gender-sensitive instructions, such as boys' and girls' socioemotional skills, girls' aspirations and empowerment, GBV, and positive masculinity; and
- (c) Community outreach strategies aligned with the EEP-COVID-19 (including TV, radio and free call-center) to raise awareness among the school community about the value of education for all and the negative effects of dropping out, with an emphasis on fighting gender stereotypes and the prohibition of schools creating their internal regulations that hinder pregnant girls from studying during the day, through behavior change campaigns, students' vocational fairs, community meetings and identifying female role models.

39. The establishment of girls' and boys' clubs aims to improve study skills, prevent adolescent pregnancy, and increase the likelihood of pregnant girls being successful in school. The girls' and boys' clubs will be overseen by a well-trained female or male guidance counselor who will also serve as a key focal point at schools to whom students can raise any concerns related to SRGBV or incidents that they might experience or witness. The girls' and boys' clubs will also be sensitized to unacceptable behaviors and how to seek help and report possibly harmful incidents.¹³ The SRH program and teacher training will draw on good practices in other settings to ensure that training provided and related TLMs are gender-sensitive and promote girls' empowerment. At the community level, awareness-raising campaigns will be supported to strengthen the local community's engagement in promoting girls' education and addressing gender discriminatory social norms and stereotypes.

Subcomponent 1.2: Fostering a safer school environment (US\$5.0 million equivalent)

40. This subcomponent aims to make the school environment safer and more attractive to students, in order to promote girls' and boys' well-being and corresponding desire to attend school. One activity which will be supported is a WASH program in 40 schools to ensure separate, clean, and safe facilities for girls and boys.¹⁴ The schools will be determined based on an updated school mapping/diagnostic exercise. The integrated approach to WASH aims to reduce the prevalence of water-related diseases among the

¹³ The design of the girls and boys club intervention in STP will draw from the lessons learned in the Uganda Supporting Children's Opportunities through Protection and Empowerment' (SCOPE) Project (P161704).

¹⁴ The STP government will target schools according to the results of the school infrastructure diagnostic and the confirmation of other donors' contributions during the first year of project implementation. The project will also consider that WASH interventions have already been supported by a Europe Union project in 26 primary schools since 2018.



student and school community, and to reduce female absenteeism in schools. This will entail support to: (a) the design and construction of bathrooms with adequate sanitation and water supply systems including separate facilities for girls and boys;¹⁵ (b) institutional maintenance and oversight—providing support to the Government to institutionalize systematic cleaning and maintenance; and (c) resupplying (toilet paper, soap, menstrual hygiene products, etc.) school bathrooms in an efficient manner.¹⁶ This subcomponent also supports the deep-cleaning of schools before reopening and hand washing materials aligned with the EEP-COVID-19. The project will support hygiene training and behavior change among project beneficiaries and awareness for students and families, including MHM, handwashing behaviors, menstrual social acceptance, and ensuring a respectful and safe environment. Finally, the project will explore the introduction of measures to accommodate for pregnant girls in the classrooms. The measures and their suitability to the country context will be determined during the first year of implementation through stakeholder consultations at the community level and subsequently funded. The Project Operations Manual (POM) will describe the WASH program to be supported under the proposed project in further detail and will be updated to include the above measures once consultations have been concluded.

41. This subcomponent would also support some interventions to make schools safer in terms of child protection and preventing and addressing SEA and SH, as part of the Ministry's unambiguous zero-tolerance approach to SRGBV. Experiences from countries hit by the COVID-19 pandemic indicate that specific forms of GBV are likely to increase in the context of the isolation and quarantine often accompanying COVID-19 responses.¹⁷ The key activities are: (a) design and implementation of a Code of Conduct for teachers and other education personnel; (b) awareness-raising of the prevalence of GBV and its impact; and (c) a coaching program to prevent GBV. The code of conduct for teachers and other education personnel will delineate roles and responsibilities of all actors at the school level and in the education management chain. This will include key definitions of specific types of SRGBV and expected conduct towards GBV and child protection. Dedicated mechanisms for reporting, addressing, monitoring and sanctioning cases of abuse will be introduced.

Component 2: Tackling Learning Poverty (IDA US\$7.27 million, GPE US\$0.70 million equivalent)

42. The objective of this component is to tackle learning poverty in STP by: (i) increasing school readiness in preschool; (ii) promoting effective teaching of literacy and numeracy in grades 1–6; (iii) improving the country's teacher management system; and (iv) promoting school leadership and accountability.¹⁸ To achieve these objectives, this component will adopt a multipronged approach to

¹⁵ Specifically, this means that the project will rehabilitate and/or build bathrooms in schools to ensure efficient functionality, safety, and privacy following best WASH practices in schools (separation of washrooms for boys and girls, light requirements, space distributions, handwashing facilities, facilities for handicapped students, menstrual hygiene facilities, and so on). This activity will also include maximizing school connections to water supply systems, by rehabilitating or building access/connections in selected schools.

¹⁶ This will also include interventions to improve sanitation conditions following principles of city-wide inclusive sanitation, selecting adapted solutions based on the context of each school (septic tanks, sewage connections, fecal sludge management, and so on). This dimension will consider budgeting issues and interrelationships between schools and national agencies (also, linked to medical care, pain management, and counseling).

¹⁷ In Sao Paulo, Brazil, violence against women increased an estimated 44 percent during the first month of the COVID-19 pandemic. China and South Africa also reported that during the emergency domestic violence's cases tripled.

¹⁸ Learning poverty measures refers to children being unable to read and understand simple text by age 10. STP was not able to have a learning poverty measure because of the lack of international student assessment data.



boost students' performance in Portuguese and mathematics in the early grades of basic education, focusing largely on interventions which target/support low-performing teachers, improve the prestige of the teaching profession, and hold teachers and principals accountable for student performance.

Subcomponent 2.1: Teacher professional development and provision of TLMs (US\$4.88 million equivalent)

43. This subcomponent aims to improve teaching practices and student learning outcomes in preschool and the first and second cycles of basic education by upgrading STP's teacher professional development program. Building on the lessons learned under the QEFA Project, it will support further upgrading of the distance learning program for both preschool and basic education schoolteachers in collaboration with other DPs (including UNICEF and the Portuguese Cooperation). It will also support the development and distribution of radio and TV materials aligned with EEP-COVID-19. For preschool teachers, the proposed project will support the upgrade and rollout of a distance learning program including relevant teaching materials (teachers' scripted manuals with the new curriculum guidelines).¹⁹ This in-service teacher training will benefit all of the 655 preschool teachers in STP. For basic education teachers, the proposed project will support the development of structured pedagogical and coaching programs and teaching materials (for example, lesson plans, printed and for tablets) to teach basic skills in literacy and numeracy. These structured pedagogical and coaching programs will be focused on a set of key principles with the overall goal of improving teacher-student interactions in the classroom. The pedagogical and coaching programs will be tailored, focused, practical, easy to understand, and continuous. Approximately 1,800 teachers in grades 1 to 6 are expected to benefit from this intervention.

44. This subcomponent will also support the provision of TLMs associated with the structured pedagogical teachers' training in preschool and basic education, aligned with the EEP-COVID-19. Specifically, the project will provide play and learning materials for preschool children and supplementary learning materials such as student manuals and workbooks for students in grades 1 to 6. It will also promote training and use of digital technologies, such as energized books, tablets, and educational software, in a sample of 31 third cycle basic education schools and all 19 secondary education schools to improve the digital skills of teachers and students. Finally, it will support the purchase of call-center tools (such as computers, headsets, and software) and the provision of communication services.

45. The project will explore the use of technology to overcome the country's capacity and structural constraints, such as electricity shortage and limited connectivity, and promote more exposure to digital content and the development of digital skills for teachers and students. For example, some strategies that might be used are solar-powered tablets and software that can be used off-line.

Subcomponent 2.2: Strengthening teacher management and school leadership (US\$0.91 million equivalent)

46. This subcomponent will prepare the groundwork in basic education schools (grades 1–9) for holding teachers, principals, and supervisors accountable for students' performance. The first objective of this subcomponent is to strengthen policies for better teacher management and accountability. Specifically, under this subcomponent, the proposed project will support the design and implementation of merit- and need-based teacher recruitment and deployment policies. It also seeks to strengthen the capacity of the MEES to monitor and evaluate teacher performance and practices. In the area of teacher

¹⁹ The STP preschool curriculum guidelines were developed with the support of UNICEF in 2018.



management, this would include: (a) revising the MEES human resource policies to define standards for teachers, implementing entry and qualification requirements (certification), and designing educators' career structure; and (b) developing a nonmonetary reward program for basic education teachers based on the outcomes of the classroom observations and student learning assessments, developed under Subcomponent 2.1, and progress in reducing repetition. Together, these activities aim to hold teachers accountable for the quality of teaching in the classroom and the achievements of students in preschool, basic, and secondary schools.

47. The second objective of this subcomponent is to strengthen school leadership, governance, and management. Under this subcomponent, the project will support: (a) the development and implementation of a professional leadership training program for school principals for basic education; (b) the design and implementation of a policy governing the meritocratic recruitment and deployment of basic school principals; and (c) the establishment of school management committees (SMCs) for effective participatory school management and improved accountability. The alignment of the recruitment, deployment, and training processes of principals aims at identifying and certifying school principals with competencies in school management. The certified school principals will be responsible for school management, providing pedagogical support to teachers, and student learning outcomes—these will be detailed in the school principal's results agreement. Also, MEES will monitor the percentage of schools with principals who possesses certified competencies in leadership and school management. Additional information about the supervision of school principals will be provided in the POM. The SMCs will provide oversight in schools to ensure the achievement of results, accomplishment of requirements, and the active participation of the school community. The project will provide training to school stakeholders and support efforts to strengthen school leadership, governance, and management.

48. In line with efforts to address SRGBV, a coaching program will also integrate modules on preventing SEA and SH for teachers, school directors, and inspectors. Furthermore, the project will ensure that well-trained female or male guidance counselors will support the schools to serve as entry points for any complaints, and to assist with ongoing sensitization to the school community.

Subcomponent 2.3: Classroom observation and Learning assessment systems (US\$2.18 million equivalent)

49. The objectives of this subcomponent are to develop classroom observation and strengthen the learning assessment systems of basic education schools (grades 1–9). The upgrading and strengthening of a national assessment strategy will be developed as a tool to improve teaching and education policy decision making. The key activities of this subcomponent are to (a) develop a classroom observation system, (b) strengthen the current learning assessment system, and (c) upgrade the EMIS. First, the project will support the development of a digital classroom assessment system based on the TEACH classroom observation tool to provide immediate feedback to support teaching and learning, including on the quality of teacher-student interactions.²⁰ This systematic approach to evaluation will create incentives for the establishment of teacher (peer) learning communities within schools to promote the exchange of good practices and lateral accountability among teachers. This also offers a good opportunity to ensure that teachers implement positive methods of disciplining in their classroom, as an alternative to corporal punishment.

²⁰ TEACH is a free classroom observation tool designed by the World Bank team intended to be used in primary classrooms (grades 1–6) to help low- and middle-income countries track and improve teaching quality.



50. Second, this subcomponent will support the MEES in carrying out three types of student learning assessments: (a) the international assessment Program for Analyzing Education Systems [*Programme d'Analyse des Systèmes Educatifs de la CONFEMEN*, PASEC]); (b) AALEB and AALES, also supported under the QEFA Project; and (c) formative assessments (to be used by the MEES), aligned with the structured pedagogical and coaching program supported under Subcomponent 2.1 and the targeted intervention to prevent students from dropping out under Component 3. The project will support the student learning assessments to be carried out, analyzed, disseminated, and used for program development and decision making.

51. Third, the project will support the upgrade of the EMIS that was developed under the QEFA Project (*Sistema Integrado de Gestão Escolar*, SIGE) specifically to be able to (a) use the new learning assessment system for timely decision making, and (b) facilitate exchange of data to monitor the conditionalities of the Vulnerable Families Program (VFP). The EMIS will be redesigned by information system specialists to incorporate these new features. The upgraded EMIS will be used as an entry point to the social registry and identification of beneficiaries for the VFP.

Component 3: Reaching the Most Vulnerable (IDA US\$0.39 million, GPE US\$0.75 million equivalent)

52. Component 3 will support targeted interventions to prevent students from dropping out and to promote their success in school. This will be possible with the provision of targeted support to low-performing students who are at risk of failing and dropping out—promoting their learning, reducing the likelihood that they will drop out, and increasing the likelihood that they will succeed in school.

53. This component aims to support improved learning outcomes among students who are lagging behind by preventing them from repeating and dropping out of school and to reduce the number of out-of-school children. Under this subcomponent, the project will support (a) the development of an early warning system based on the formative assessment reports to identify students at high risk of school dropout/failure and support those students, (b) implementation of an adaptive learning course (on tablets) for at-risk students, and (c) implementation of remedial and acceleration programs and related policies.

54. Under this component, the project will support the MEES to develop a model to identify and monitor students with learning difficulties who are at high risk of school failure and dropout, focusing on students lagging behind, including due to the COVID-19-related school closures. It will also support the MEES in developing an adaptive learning program using digital technology (tablets which can be used off-line) and providing training in remedial teaching to basic education students. The remedial teaching will emulate the approach of 'teaching at the right level' (TARL) developed in India. This subcomponent will also finance the development of accelerated education programs focused on overage students and related teacher training, given that children who are overage are more likely to drop out of school. Finally, it will include the revision of corresponding policies for improving grade promotion rates.

55. Component 3 will also promote technical cooperation between the MEES and the Ministry of Labor, Solidarity, Family, and Professional Training (*Ministerio do Trabalho, Solidariedade, Família e Formação Profissional*, MTSFFP) to implement the VFP that provides economic support to poor households, by delivering bimonthly cash transfers conditioned on school attendance of school-age family members. The VFP was developed under the IDA-financed Social Protection and Skills Development Project. The MEES will collaborate with the monitoring of school attendance of children ages 6–17 years



and students who drop out after the COVID-19 crisis. The project will include: (a) the alignment of the M&E systems to strengthen conditionalities monitoring; and (b) capacity-building activities on the importance of demand-side interventions to promote girls' empowerment.

Component 4: Project Coordination, Monitoring and Evaluation, and Capacity Building (US\$2.19 million, US\$0.25 million equivalent)

56. This component will consist of two subcomponents: (i) project coordination and monitoring and evaluation; and (ii) capacity development, research and policy analysis.

Subcomponent 4.1. Project Coordination and Monitoring and Evaluation (M&E) (\$1.02 million)

57. **The main objective of this subcomponent is to support the MEES in effective project coordination, procurement, financial management (FM), M&E, environmental and social safeguards, and project communications.** It will support the establishment and maintenance of a Project Coordination Unit (PCU) that would be responsible for coordinating project-supported activities and overseeing implementation of the project. The fiduciary activities will be carried out by the Project Fiduciary and Administrative Agency (*Agência Fiduciária de Administração de Projetos*, AFAP) which is supported by a number of DPs in STP. This subcomponent will cover the costs of project coordination, fiduciary requirements, monitoring of environmental and social, and M&E activities, including operational costs by the PCU and AFAP as well as M&E activities.

Subcomponent 4.2. Capacity development, research and policy analysis (US\$1.42 million)

58. **This subcomponent will support efforts to strengthen the institutional capacity of the MEES to support girls' empowerment and quality education for all in basic and secondary education.** Technical assistance (TA) will be provided for capacity development pertaining to key education areas/activities and to finance studies/research on critical topics, including: (a) the effectiveness of phonetic and constructivist literacy strategies; (b) the effects of repetition on socioemotional skills; (c) the impact of programs on changing teachers' mindsets with regard to student failure and repetition; and (d) revision of the legislation pertaining to overtime payment for teachers, working conditions, working time requirements, and task profiles. At the preschool level, the project will support the establishment of an M&E system based on the Measuring Early Learning Quality and Outcomes (MELQO) instrument. The project will also support an evaluation study on the pilot of two alternative types of preschool service delivery: community and public private partnership, which will guide future education interventions.

59. **This subcomponent will also support the strengthening of second chance and inclusive education.** The objective of this subcomponent is to strengthen the second chance education for out of school adolescents and adults in the 2nd cycle of basic education and secondary education. The key activities are: (i) to develop an in-service teacher training program, and (ii) provide TLMs for second chance education, both gender sensitive. Also, the proposed project will promote inclusive education through: (i) inclusion of indicators in the EMIS to capture disability/functioning status for better decision-making about inclusive education; and (ii) support the implementation of the existing Development Strategy for Special Education.



Component 5: Contingent Emergency Response Component (CERC) (US\$0)

60. **This component is included in accordance with Bank Policy/Directive: Investment Project Financing, paragraphs 12 and 13, for contingent emergency response to an eligible crisis or emergency, as needed.** It will allow the Government to request the World Bank to provide rapid reallocation of project funds to respond promptly and effectively to an eligible emergency or crisis that is 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. If the World Bank agrees with the determination of the disaster and associated response needs, this component will draw resources from the categories financing Components 1, 2, 3, and 4 and/or allow the Government to request the World Bank to recategorize and reallocate financing from other project components to cover emergency response and recovery costs. Disbursements will be made against a positive list of critical goods or the procurement of works and consultant services required to support the immediate response and recovery needs. A Contingent Emergency Operations Manual will apply to this component, which will be part of the POM, detailing FM, procurement, environmental and social safeguards, and other necessary implementation arrangements.

Payment of Stipends

61. **Components 1 to 4 can provide meal and transport stipends to teachers, school administrators and MEES staff during the development and implementation of capacity building activities.** The objective is to cover minor additional costs with transport and meal and stimulate the increase in the attendance rate of participants. The eligibility criteria of beneficiaries for the payments of stipends are: (i) being previously selected to participate in the project capacity building activities; (ii) confirming the participation by signing the attendance list and the verification of MEES; (iii) selecting beneficiaries based on the skills, attributes, knowledge and qualifications defined by the MEES as being essential for development and implementation of approved project capacity building activities. The beneficiaries of the stipend are expected (not mandated) to purchase transport or meal expenses. AFAP will make the payments to the bank accounts of the beneficiaries after confirming the participation of each individual. The detailed arrangements, including payment methods, deadlines, and verification mechanisms for the payment of stipends will be described in the POM.

Cross-cutting Areas

62. **COVID-19 response.** The project will support a timely COVID-19 response under Components 1, 2 and 3, with the implementation of the following emergency measures: (i) community outreach strategies for GBV prevention and SRH education; (ii) WASH in schools, including deep-cleaning of schools in order to prepare them for the return of students once schools reopen; (iii) distance learning and training using different channels (television, radio, and internet); (iv) increase in connectivity and adaptive learning programs using tablets for the most vulnerable; and (v) delivery of materials with instructions to parents (e.g., scripted manuals, homeschooling supplies, reading books). The duration of each intervention will take into consideration the impact of the COVID-19 response on the education sector.

63. **Gender and equity consideration in project design.** A gender-sensitive social screening has been carried out as part of the project preparation to identify main constraints faced by girls and boys in the education system. The screening informed the project design, which reflects a gender-sensitive approach throughout its proposed interventions with a specific focus on girls' educational, social, and psychological



empowerment. The proposed gender approach includes keeping girls in school and promoting their return after pregnancy, positive female role modelling to promote behavior change, reducing girls' stigmatization and gender-based preconceptions, and increasing girls' self-esteem to negotiate their relationships and make healthier decisions. Through these activities the proposed project aims to address gaps in human endowments and enable women's voice and agency – both of which are pillars of the World Bank's Gender Strategy. Through project-supported interventions it is expected that girls will be more likely to stay in school and that they will be further empowered – with increased agency and voice, to make decisions about their own lives. Further, these shifts will be captured through indicators included in the project's results framework - measuring the acquisition of life skills among girls benefitting from the project and the reduction in dropout rates among girls, more generally.

64. **Citizens' engagement.** Citizen engagement (CE) will be crucial to achieving the project's objectives, addressing risks and building citizens buy-in to enhance sustainability. It is embedded in the project design through various activities, including consultations, collaboration, a school-based management approach, beneficiary feedback surveys, and a grievance redress mechanism (GRM). The project will support the establishment of SMCs at schools under Subcomponent 2.2. SMCs will be responsible for facilitating dialogue among school stakeholders and decision making at the school level. A Stakeholder Engagement Plan (SEP) was disclosed on April 15, 2020 on World Bank website and in country during project preparation to ensure that a high degree of engagement is maintained throughout project implementation.

65. **Digital technology.** The use of disruptive technologies and the development of digital skills will be promoted under the proposed project. The project design will aim to strengthen the information system and interoperability standards of the MEES to devise innovative and efficient solutions for accelerated teaching and enhancing students' experience in the classroom. For example, the project will promote an adaptive learning program to support teachers' and students' use of tablets and energized textbooks to promote distance education for teacher training and access digital content and the development of digital skills of teachers and students in basic education. Tablets and energized textbooks are practical, focused, and easy to understand. The project will also promote low-cost technological solutions, such as open source software, to guarantee sustainability of the activities.

66. **Inclusive education.** The project proposes a cross-cutting approach to support special education in the MEES, including support to teachers and disabled students to achieve a more inclusive education system. Also, the project will support inclusive education by supporting capacity-building activities of the small special education team of the MEES. The following interventions will be supported under the project: (a) inclusion of indicators in the EMIS to capture disability/functioning status; (b) TA to the Government to further strengthen the existing Development Strategy for Special Education; and (c) capacity building of MEES staff on inclusive education. The project design will reflect the World Bank Group's Commitment on Disability and Inclusive Development and will support the Government's aim in promoting inclusive education.

C. Project Cost and Financing

67. **The proposed project will be financed through a proposed IDA Grant in the amount of US\$15 million equivalent and a proposed GPE Grant in the amount of US\$2.2 million.** The proposed project uses an Investment Project Financing (IPF) lending instrument, and therefore, all aspects of project



implementation will follow the World Bank's policies and procedures for IPF. The project funds will be used based on regularly updated procurement and training plans, which will be reviewed by the World Bank. The implementation period for the project is five years with the Closing Date of December 31, 2025. The implementation period for the GPE grant is three years with the Closing Date of August 31, 2023. The project costs by component, including contingencies, is presented in Table 2.

Table 2. Project Cost by Component and Source of Financing (US\$, million)

Project Component	IDA	GPE	TOTAL
Component 1: Empowering Girls through the Acquisition of Life Skills and the Promotion of a Safe School Environment	5.15	0.50	5.65
Component 2: Tackling Learning Poverty	7.27	0.70	7.97
Component 3: Reaching the Most Vulnerable	0.39	0.75	1.14
Component 4: Project Coordination, Monitoring and Evaluation, and Capacity Building	2.19	0.25	2.44
Component 5: Contingent Emergency Response Component	0	0	0
Total Cost	15.00	2.20	17.20

68. **GPE Grant co-financing.** The GPE Grant fund in the amount of US\$2.2 million will co-finance disbursements related to activities under all components. The funds will be used in the first three years of project implementation. Based on the feedback provided by the GPE Quality Assurance Review and the external appraisal of the ESP, the proposed arrangements for co-financing of the GPE Grant Funds are described in Table 3.²¹

Table 3. Co-financing Plan for the GPE Grant (US\$, million)

Themes	Year 1	Year 2	Year 3
	(FY20/21)	(FY21/22)	(FY22/23)
Learning	Subcomponent 1.2: Fostering a safer school environment		
			0.5
	Subcomponent 2.1: Teacher professional development and provision of TLMs		
	0.7		
Efficiency	Component 3: Reaching the most vulnerable		
	0.3	0.1	0.35
Capacity building and TA	Subcomponent 4.1. Project Coordination and Monitoring and Evaluation		
	0.1		
	Subcomponent 4.2. Capacity development, research and policy analysis		
		0.15	
Total	1.1	0.25	0.85

²¹ A supervision fee of US\$0.3 million has been deducted from the total grant envelope of US\$ 2.5 million to cover grant agent supervision costs.



69. **Development partners.** DPs, other than IDA, are not expected to provide funds for the project. However, three DPs have committed US\$14.1 million to finance the ESP. The World Bank and the LEG will support the MEES throughout the implementation of the ESP. GPE Grant funds will also be used to build the capacity of the MEES to carry out the Joint Sector Review of the ESP. Annex 2 summarizes the design of the ESP and its financing.

D. Project Beneficiaries

70. **The direct project beneficiaries include approximately 74,000 students, 2,800 teachers, and 240 basic and secondary school principals.** About 12,000 girls and 11,000 boys from grades 7 to 12 will benefit specifically from the girls' empowerment activities supported under Component 1. Over the medium term, the project will support communities and local/school key stakeholders in building their capacity and promoting ownership and accountability.

E. Results Chain

71. **Figure 4 shows the Results Chain for the proposed project and illustrates how the project's activities and results outputs are linked to the PDO.** The long-term outcomes to which the proposed project is expected to contribute are to improve the quality of education for all in STP and to increase girls' empowerment through education. It is expected that over time girls' empowerment through education will ultimately lead to a reduction in adolescent pregnancy and early marriage and an increase in women's political and labor force participation. To achieve these longer-term goals, the project will focus on improving student learning outcomes, strengthening school management and accountability, and empowering girls to succeed in primary and secondary education through multipronged interventions based on rigorous evidence and documented successful experiences.

72. **The proposed project activities are designed to promote the achievement of the PDO.** The expected short-term outputs or outcomes are: (a) enhanced teacher knowledge and pedagogical skills; (b) improved students' learning competencies; (c) a meritocratic teacher recruitment and deployment system; (d) a monitoring system for student learning; (e) strengthened school leadership; (f) decreased student dropout and repetition rates; (g) improved internal efficiency of the education system; (h) more girls being empowered and staying in school. The Project will also provide support for the MEES to strengthen project coordination and M&E. The project will help promote changes in teachers' behaviors and teaching practices in the classroom, improve teacher-student interactions and, consequently, foster student learning in the medium and long term. The project will also finance activities to develop managerial competencies of principals and promote accountability at the school and district levels, assuming that will bring about enhanced school management and governance and an improved learning environment. The proposed project will also provide demand- and supply-side interventions to prevent students from dropping out of school, promote success in school and support girls. This is expected to contribute to increased retention of students in school, reengagement of out-of-school children, improved internal efficiency of the education system, and empowerment of girls to succeed in education.

73. **The critical assumption associated with the PDO-level indicator 'percentage of girls improving life skills under the project' is related to the expected role of Component 1 that will support demand-**



and supply-side interventions to strengthen girls' voices and agency and equip girls with confidence, knowledge, and negotiation skills.²² It is expected that activities at the school and community levels will be effective at influencing social norms, promoting girls' retention and re-engaging out-of-school girls, increasing their educational and professional aspirations. The risks are related to the social norms and gender stereotypes that could prevent the school community from implementing or participating in the project activities. For example, local communities could be convinced that an educated girl makes a better marriage partner.²³

74. **The critical underlying assumption of the Results Chain related to the PDO-level indicator 'Percentage of teachers trained who demonstrate improved teaching practices in the classroom' is that activities under Component 2 will promote changes in the behavior of teachers inside the classroom, improve teacher-student interactions and, consequently, foster learning in the early grades in the short and medium term.** This approach is based on recent impact evaluations that found significant positive impact on literacy and numeracy of multipronged interventions in Brazil and Gambia designed to provide scripted training and coaching for teachers in an adequate learning environment to change the behavior and practices of teachers (Costa and Carnoy 2015; Bouy et al. 2019).^{24 25} The key risks associated with achieving this outcome are the possibility of inadequate and ineffective implementation of the professional development activities, misuse of the TLMs, and rejection of the improvements to teacher management by the teachers' union.

75. **The critical assumption associated with the PDO-level indicator 'dropout rate in basic and secondary education (disaggregated by gender)' is related to the expected role of activities under Component 3 in reaching the most vulnerable and mitigating the negative impact of COVID-19 on increasing dropout, mainly of vulnerable girls.** It is expected that the remedial and second chance education will be effective in retaining low-performing students and promoting the reengagement of out-of-school boys and girls who drop out as a result of COVID-19 and related school closures. The impact of targeted interventions on the reduction of repetition and dropouts provide the rationale for these activities (World Bank 2014). The risks of not achieving the sought outcomes are related to: (a) difficulty in shifting teachers' mindsets and schools' culture of blaming students, families, and the socioeconomic context for students lagging behind and failing at school, and (b) the lack of spaces and teachers to teach extra classes.

²² Graham and Lloyd. 2015. "Empowering Adolescent Girls in Developing Countries: The Potential Role of Education."

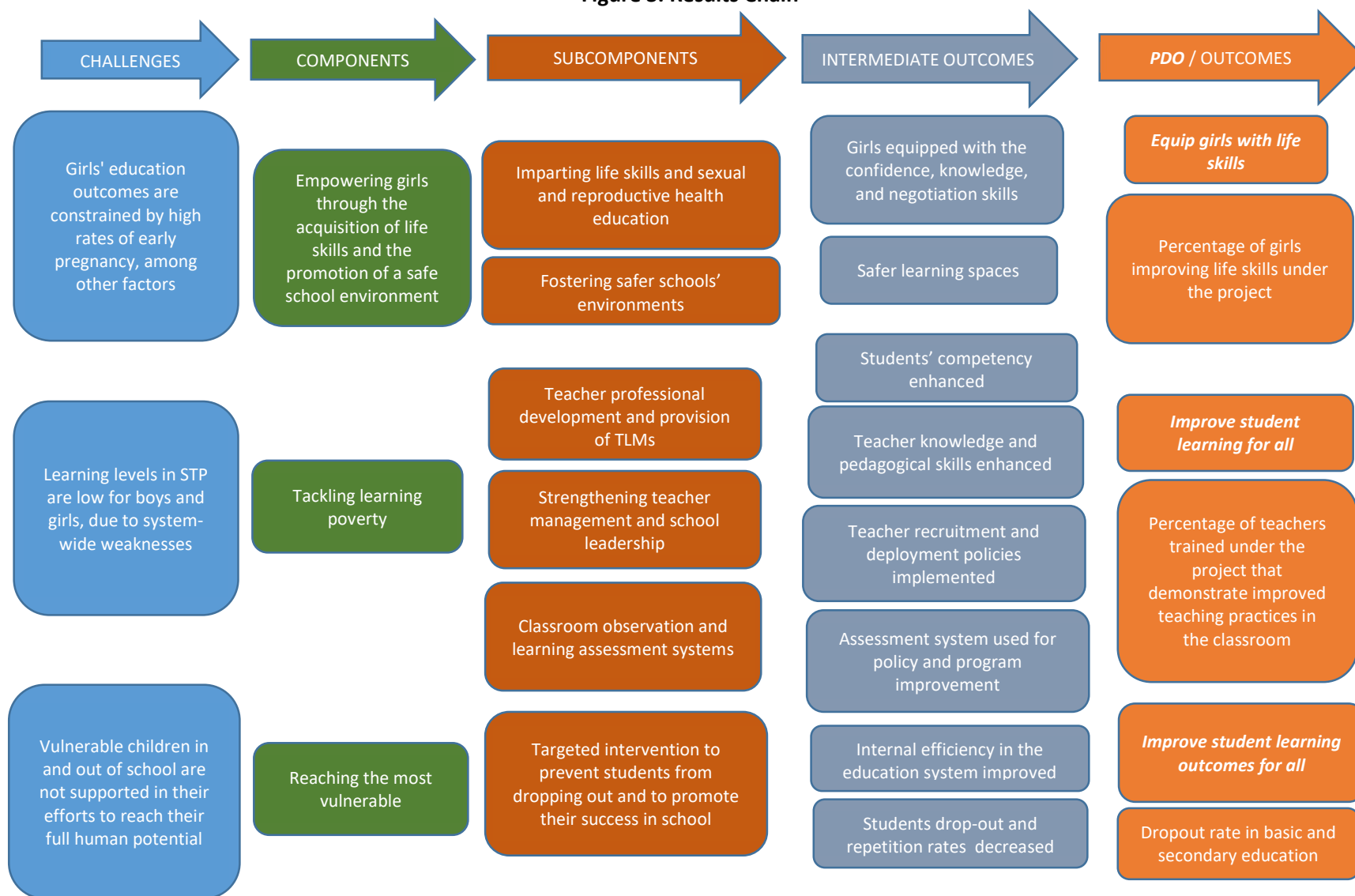
²³ UNICEF, 2016. Addressing social norms and gender in support of equity in education. UNICEF Programme Brief.

²⁴ Costa, L. O., and Carnoy, M. (2015). The effectiveness of an early-grade literacy intervention on the cognitive achievement of Brazilian students. *Educational Evaluation and Policy Analysis*, 37(4), 567-590.

²⁵ Bouy, M. B., Sivaraman, M., Hsieh, J., Jayanty, C., Brady, T., Gawron, P., and Elbourne, D. (2019). How Much Can We Remedy Very Low Learning Levels in Rural Parts of Low-Income Countries?



Figure 3. Results Chain





F. Rationale for Bank Involvement and Role of Partners

Rationale for Bank Involvement

76. **The value-added of World Bank support is its financial and technical support to the country's education sector to date, its experience with evidence-based approaches, and its strong convening power among development partners.** The World Bank has been engaged in the country's education sector for more than 25 years, which has facilitated a sector-wide approach to supporting education in the country. The recently closed QEFA Project has laid the foundation for many of the proposed project's interventions, including teacher training, targeted support to building preprimary education, and strengthening the information management and assessment systems. During this period, the Government acquired significant experience and knowledge of the World Bank processes and procedures. The World Bank was also able to build and maintain strong collaboration among other DPs through the LEG to ensure a harmonized approach to achieving the sought-after sector outcomes. The World Bank also has technical expertise in areas which are essential to achievement of the PDO, including education, health, social protection and jobs, and water and sanitation. Finally, the World Bank has the institutional knowledge and in-house financial and technical expertise to administer the GPE-funded Grant.

Role of Partners

77. **The project design has been developed in coordination with DPs to avoid overlapping of efforts.** Given its analytical work and its experience with small-scale interventions in STP in the areas of early childhood education, out-of-school children, and girls' empowerment, UNICEF will be a key partner involved in support to the proposed project. The Bank will also coordinate closely with Portuguese Cooperation to avoid overlap and build synergies, mainly related to activities that they are supporting in secondary education and school management. The project will also promote cooperation with small non-governmental organizations (NGOs) that currently provide support to the education sector in STP.

G. Lessons Learned and Reflected in the Project Design

78. **The project builds on experience and capacity acquired by the MEES through the implementation of several World Bank-supported efforts, including the QEFA Project.** The technical design and focus of the project have also benefited from regional and global evidence focusing on girls' empowerment and education quality and lessons learned from similar operations in other countries. Specific lessons and their application to the project design are as follows: (a) the proposed teacher professional development strategy incorporates distance learning in order to improve the reach of the program; (b) the learning assessment interventions are being modernized to bring them in line with proven international processes; and (c) the distance learning program and the upgrade of the EMIS will have offline capabilities built-in to account for the power outages and unreliable Internet connectivity. Given that the proposed project aims to bring to scale several activities in the education sector, including those which rely on new approaches in the STP context, the project will support capacity-building at the central level as well as at the school level.

79. **The QEFA Project implementation tackled the limited coordination in the sector across all levels (central, district, and school).** The lesson learned outlined in the Implementation Completion and Results Report (ICR) of QEFA Project, published on December 24, 2019, found that the new project needs to



continue to tackle the inefficient use of pedagogical, administrative, financial, material and human resources within the education system through capacity building activities and the development of management and supervision systems. The remaining lack of coordination at the school level leads to the establish of poor management models. This can exacerbate disparities between districts and foster a lack of accountability. Further, there is limited community involvement in school management. Some schools have parents' associations, but their roles are limited to organizing events and discussing the school calendar. The project will work to standardize these processes across the system.

80. Government ownership is fundamental to guarantee the sustainability of project activities. Implementation arrangements need to be clear and require dedicated personnel within the MEES for smooth implementation and coordination among the different agencies involved in the project. In the QEFA Project, project coordination represented an extra task to staff assigned to support project activities, rather than being perceived as central to the roles and responsibilities of ministry staff. Coordination with the fiduciary agency, AFAP, was also strained at times. For the proposed project, implementation arrangements have been carefully examined to ensure that selected staff are fully dedicated to providing technical support to the project and strong coordination with AFAP. If needed, external support will be provided, at least during the early stages of the project.

81. The project design should be based on a strong system diagnostic to improve targeting and mitigate risks related to the implementation capacity of the government. Some of the issues encountered under the QEFA Project might have been avoided had there been an in-depth analysis of the system capacity. First, the criteria used to select teachers for training was objective and based on education attainment. However, the competency needs assessment found that many of the already 'qualified' teachers also had very low content knowledge in basic Portuguese and mathematics and could also have benefited from project activities. Second, in relation to the challenges of operating the distance learning centers and establishing the new EMIS, besides the structural challenges related to the lack of power supply for schools and the cost of Internet access, the digital skills of teachers are extremely limited. The project will ensure that these realities of the current context will be considered, and will introduce technological innovations that are tailored, practical, and easy to understand.

82. Support to reforms and initiatives are critical to bring about change in the education system. School directors, supervisors, department heads, and others are politically appointed. At the end of the QEFA Project, this introduced high risks to the continuity of project activities. It is critical that the system become less politicized. For this reason, the proposed project will support reforms and initiatives to introduce a merit-based selection/recruitment policy within the education system in STP, so that investments in capacity building and institutional strengthening are likely to be sustainable and produce better learning outcomes. In the design of the project, the experience of town of Sobral in Brazil is considered as a benchmark for a transformative reform in a limited resources environment. The key Sobral lesson is the reduction of political influence in management of the education system (including schools).²⁶

83. Empowering girls can have significant social and economic effects. The impact of girls' empowerment interventions on reducing the rates of adolescent pregnancy and early marriage and on increasing women's political and labor force participation provide the rationale for these activities (World

²⁶ Becskehazy, I. (2018). Institutionalization of the right to quality education: the case of Sobral, CE (Doctoral dissertation, University of São Paulo).



Bank 2014)²⁷. Systematic reviews of evidence on what works to improve girls' education undertaken by Evans and Yuan (2019) suggest that interventions targeted at girls make the most sense when addressing constraints that are unique to girls. Several project-supported interventions are expected to contribute to girls' empowerment and overall success in education.²⁸

84. **Investing in the early years is critical.** Evidence from a growing body of research and lessons from operational work to date highlight the importance of supporting interventions targeting the early years. A growing body of research has found lasting impacts of high-quality preschool on students' school performance (better learning outcomes and reduced failure and dropouts). Interventions in preschool education are also preventative and increase the productivity of later human capital investments (Almeida, Fitzsimons, and Rogers 2015).²⁹

85. **Structured pedagogical programs combined with coaching techniques for teachers can have a positive impact on the quality of education provided and, in turn, learning outcomes.** Studies have shown the positive impact in student learning outcomes as measured by the Early Grade Reading/Mathematics Assessment (EGRA/EGMA) in areas such as phonemic awareness, fluency of familiar words, reading fluency, and reading comprehension for grades 2 and 3 students in Liberia (Piper and Korda 2011).³⁰ Similarly, the provision of scripted material without the provision of teachers' support has had more modest results, as studies in Kenya and Uganda demonstrated (Lucas et al. 2014).³¹ Programs that enable teachers to receive individualized feedback from classroom observations and coaching to improve time management had an impact on changing teachers' behavior and improving students' learning (Bruns, Costa, and Cunha 2018).³²

86. **Internal inefficiency limits the MEES's ability to increase access to secondary education and reduce the large number of out-of-school children, especially pregnant girls.** Teachers have autonomy in deciding whether to retain a child in the same grade or to promote them to the next grade, which often results in teachers weighing non-academic factors (e.g., disruptive behavior and lack of attention) more heavily than academic performance. This high-level of discretion and the lack of an effective policy to inform such decisions (and to support struggling students), combined with pervasive gender discrimination, contribute to the country's high repetition rates. The project introduces measures specifically to reduce repetition rates which would ensure that decisions on promotion or retention are based on factors, such as student performance and attendance, and education system parameters.

²⁷ Klugman, J.; Hanmer, L.; Twigg, S.; Hasan, T.; McCleary-Sills, J.; and Santamaria, J. 2014. Voice and Agency: Empowering Women and Girls for Shared Prosperity. Washington, DC: World Bank Group. © World Bank. <https://openknowledge.worldbank.org/handle/10986/19036> License: CC BY 3.0 IGO.

²⁸ Evans, D. K., and Yuan, F. (2019). What We Learn about Girls' Education from Interventions that Do Not Focus on Girls. The World Bank.

²⁹ Almeida, R., Fitzsimons, E., and Rogers, H. (2015). How to Prevent Secondary-School Dropout: Evidence from Rigorous Evaluations. Washington, DC: Banco Mundial. Informe previo al estudio "Ninis en América Latina." <https://openknowledge.worldbank.org/handle/10986/22349>.

³⁰ Piper, B., and Korda, M. (2011). EGRA Plus: Liberia. Program Evaluation Report. RTI International.

³¹ Lucas, A. M., McEwan, P. J., Ngware, M., and Oketch, M. (2014). Improving early - grade literacy in East Africa: Experimental evidence from Kenya and Uganda. *Journal of Policy Analysis and Management*, 33(4), 950-976.

³² Bruns, B., Costa, L., and Cunha, N. (2018). Through the looking glass: Can classroom observation and coaching improve teacher performance in Brazil? *Economics of Education Review*, 64(1), 214-250.



III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

87. **The MEES will be responsible for the overall implementation of the proposed project.** MEES will work closely with other education and non-education agencies on project implementation, including the Ministry of Planning, Finance, and Blue Economy (*Ministério do Planejamento, Finanças e Economia Azul* - MPFEA) and AFAP. The PCU will be established under the MEES and housed in the Directorate of Planning and Education Innovation (*Departamento de Planejamento e Inovação Educacional* – DPIE) to strengthen the technical capacity of the MEES. The staff of the PCU will include experts in project coordination and M&E. Once the project becomes effective, the PCU will also hire short-term consultants to support implementation, as needed. AFAP will provide support focused on fiduciary management and environmental and social (E&S) safeguards activities of the project. Specifically, AFAP will be responsible for disbursements, procurement, financial management, and the E&S safeguards.

88. **To assist the MEES with project implementation, AFAP will be designated as a fiduciary agency and will be responsible for procurement and FM under the project.** AFAP will liaise with the directorates responsible for the implementation and procurement of the project activities and will report on the progress made on a quarterly basis. AFAP will also provide training and technical support to the MEES to implement the project. The FM activities will be conducted by the current team of AFAP.

89. **The technical directorates of the MEES will be responsible for implementing their activities according to the POM and action plan.**³³ A review of the POM and action plan implementation achievements and constraints will be carried out annually and will form the basis for the preparation of the action plan for the subsequent year, according to priorities and potential economic and social changes. The description of the roles and responsibilities of each institution is provided in Annex 1.

B. Results Monitoring and Evaluation Arrangements

90. **The project's Results Framework will be used as the basis for M&E of the Project.** Project M&E activities will be coordinated, overseen, and implemented by the MEES. The MEES will continue to organize its regular annual EMIS data collection, through which key data on students, teachers, schools and resources are collected. Based on inputs received from schools, the MEES will be responsible for consolidating and analyzing data, to produce data on indicators and a detailed M&E report (annually) on project implementation by component, including a summary description of activities at the national, regional and school levels. The project will strengthen the M&E system to monitor key education indicators on teaching and learning to improve data quality and timeliness of analysis and reporting on the Results Framework.

91. **The PCU will be responsible for preparing progress reports on the technical, physical and financial progress of the project, including the latest value of project Results Framework indicators.** This will also allow the MEES to oversee the M&E of the ESP and the Joint Sector Reviews (JSR). Component 4 will support capacity building activities of the PCU on M&E and planning, articulated with the governance

³³ The action plan is a course of action or strategy to achieve one or more goals of the project.



structure of the ESP. An M&E specialist will be recruited by the PCU to work closely with the MEES relevant units to ensure data collection, cleaning, analysis, and reporting are completed according to the project and ESP requirements.

92. **The ESP and the M&E framework of the project are aligned, since the project will support the achievement of key results of the ESP.** Given the strong alignment between the proposed project's results and the government's education priorities as described in the ESP, monitoring of project results will be incorporated into the EMIS and will be tracked as part of standard monitoring under the technical supervision and support of the DPIE of MEES.

93. **Data on implementation performance will be drawn primarily from three sources:** (a) progress reports and information systems of MEES; (b) progress reports and information systems/processes of the PCU and AFAP; and (c) evaluations and assessments conducted by the MEES.

- **Progress reports and information systems of MEES.** The main sources are the MEES statistical reports based on key education data collected by EMIS.
- **Reports and systems process of the PCU and AFAP.** Both PCU and AFAP will regularly compile implementation progress reports on activities using inputs from PCU staff and technical assistance contracted to support implementing Directorates of the MEES.
- **Classroom observation and student assessment.** The project will also finance activities to strengthen the capacity of the MEES to carry out classroom observation and the national learning assessment system. Teacher practices and learning assessment results will be monitored and utilized for quality improvement.

94. **The World Bank will provide implementation support, including fiduciary and E&S safeguards oversight during project implementation.** Implementation support missions will be undertaken by the World Bank at least every six months to assess the project's progress towards achievement of its development objectives. Project performance and its status will be shared and discussed with the LEG on a regular basis. A midterm review (MTR) will be undertaken at the project implementation midpoint which will provide an opportunity to assess overall progress in project implementation, update the RF as necessary, review fund allocations across components, reassess the risks, and propose corrective measures to ensure achievement of the PDO.

C. Sustainability

95. **The sustainability of the proposed project interventions will be enhanced by several factors.** First, the Government is committed to advancing girls' empowerment and reducing learning poverty, supported under the proposed project, as reflected in the ESP. Second, the design of the project is based on international experience and research, taking into account the local context. Third, several key interventions, which focus on system-level reforms (e.g., design and implementation of a meritocratic teacher recruitment and deployment policy, school principal development) and capacity development, will improve the effectiveness of service delivery and strengthen the capacity of the MEES to plan, manage and monitor for more effective service delivery and accountability beyond the duration of the project.



Finally, the fiscal impact of the project is estimated to be small since additional recurrent expenditures are not expected beyond the duration of the project.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Technical Analysis

96. The project's focus on improving the quality of education for all to improve learning outcomes and empower girls is aligned with the Government's priorities for the sector as evidenced in the recent ESP and is informed by the latest available data from the 2018 ESA. Also, the project is aligned with the flagship reports of the World Bank for education, such as the 2018 World Development Report (WDR 2018), Facing Forward: Schooling for Learning in Africa (2018), the Human Capital Index initiative report (HCI 2018), and Ending Learning Poverty: What Will It Take? (2019). Each of the proposed project-supported activities was selected based on evidence of their impact in supporting achievement of the PDO as follows:

- (a) **Targeted interventions to empower girls through the education sector.** The project's support to the WASH program, MHM, and access to toilets reflects research that has demonstrated the positive impact of improved school infrastructure (particularly water and sanitation) and MHM support on girls' exam pass rates (Dumitrescu et al. 2011; Kazianga et al. 2013)³⁴ ³⁵and increased attendance rates, respectively (Marcus and Page 2016). Research has also found that girls' clubs (or extracurricular life skills clubs) can help girls develop the skills needed for academic success. Bandiera et al. (2018), for example, evaluated a Ugandan girls' club intervention that provided them with vocational training together with information on SRH and marriage decision.³⁶ The study found a more than 30 percent reduction in teen pregnancy and the share of girls reporting sex against their will, as well as a rapid decrease in early entry into a marriage/cohabitation as a result of the intervention. Efforts to promote gender-responsiveness among teachers have led to improved learning outcomes among boys and girls (Marcus and Page 2016). As SRGBV is a hindering factor for girls' retention and performance, the project will integrate activities at several levels, from engaging leadership and teachers through in-service training, Codes of Conduct, and incentives, as well as ensuring students' awareness of prohibited behavior and how to safely report it pursuant to a Whole School Approach to address SRGBV. Finally, the use of awareness-raising campaigns to promote girls' participation is an intervention endorsed/supported in many countries' ESPs or action plans (GPE 2017).³⁷
- (b) **Support to preprimary education.** Early childhood education, according to United Nations Educational, Scientific, and Cultural Organization (UNESCO), refers to the "holistic development

³⁴ Dumitrescu, A., Levy, D., Orfield, C., and Sloan, M. (2011). Impact evaluation of Niger's IMAGINE program. Mathematica Policy Research.

³⁵ Kazianga, H., Levy, D., Linden, L. L., and Sloan, M. (2013). The effects of "girl-friendly" schools: Evidence from the BRIGHT school construction program in Burkina Faso. American Economic Journal: Applied Economics, 5(3), 41-62.

³⁶ Bandiera, O., Buehren, N., Burgess, R., Goldstein, M., Gulesci, S., Rasul, I., and Sulaiman, M. (2018). Women's empowerment in action: evidence from a randomized control trial in Africa. World Bank.

³⁷ Global Partnership for Education (2017). Girls' Education and Gender in Education Sector Plans and GPE funded Programs report. This kind of program was included in 23 of the 26 ESPs reviewed (which had cited barriers to girls' schooling).



of a child's social, emotional, cognitive, and physical needs in order to build a solid and broad foundation for lifelong learning and wellbeing.” Its important role in the development of emotional, cognitive, and behavior skills and future academic achievements is well-documented in available literature. A review of 55 studies undertaken by the Independent Evaluation Group (IEG) (2015) concluded that “early childhood interventions can lead to benefits later in life in the areas of cognition, language, socioemotional health, education and labor market.”³⁸

- (c) **Improving teacher quality and management.** Teachers are the most important school-based factor for student learning, and they can make decisive changes in the lives of the students they teach (Beteille and Evans 2019³⁹; Chetty, Friedman, and Rockoff 2014⁴⁰; Hanushek and Rivkin 2010).⁴¹ Recent evidence points to four key principles of what works in teacher professional development to improve student learning (Darling-Hammond, Hyler, and Gardner 2017⁴²; Kraft, Blazer, and Hogan 2018⁴³; Popova, Evans, and Arancibia 2016⁴⁴). First, high quality in-service professional development must be tailored to teachers’ needs. Second, it must be practical, not just theoretical. Third, it must be focused—it needs to be selective and strategic in scope. Finally, it must be ongoing. One-off professional development is not effective; teachers need to receive continuous support over a sustained period to ensure that new skills and knowledge are consolidated and internalized. In addition, research also highlights system-level shifts that are required to produce equality among teachers: (i) policies to recruit better teachers, (ii) programs to groom teachers and improve their skills once they are in service, and (iii) stronger incentives to motivate teachers to perform their best throughout their career (Bruns and Luque 2015)⁴⁵.
- (d) **Strengthening school leadership/accountability.** The proposed project’s support to build the capacity and strengthen the leadership skills of principals/school heads is consistent with research that underscores the positive impact of effective school leadership on student learning outcomes and teacher retention, for example. Some researchers maintain that ‘leadership is second only to classroom instruction as an influence on student learning’ (Louis et al. 2010)⁴⁶. The emphasis on building leadership skills of school principals to manage schools and provide support to teachers under the proposed project is expected to induce a shift in overall school functioning and, in the longer term, improve student learning outcomes.

³⁸ Tanner, J. C., Candland, T., and Odden, W. S. (2015). Later impacts of early childhood interventions: a systematic review. Washington: Independent Evaluation Group, World Bank Group.

³⁹ Beteille, T., and Evans, D. (2019). Successful Teachers, Successful Students: Recruiting and Supporting Society’s Most Crucial Profession. World Bank.

⁴⁰ Chetty, R., Friedman, J. N., and Rockoff, J. E. (2014). Measuring the impacts of teachers II: Teacher value-added and student outcomes in adulthood. *American economic review*, 104(9), 2633-79.

⁴¹ Hanushek, E. A., and Rivkin, S. G. (2010). Generalizations about using value-added measures of teacher quality. *American*

⁴² Darling-Hammond, L., Hyler, M. E., and Gardner, M. (2017). Effective teacher professional development.

⁴³ Kraft, M. A., Blazar, D., and Hogan, D. (2018). The effect of teacher coaching on instruction and achievement: A meta-analysis of the causal evidence. *Review of Educational Research*, 88(4), 547-588.

⁴⁴ Popova, A., Evans, D. K., and Arancibia, V. (2016). Training teachers on the job: What works and how to measure it. The World Bank.

⁴⁵ Bruns, B., and Luque, J. (2014). Great teachers: How to raise student learning in Latin America and the Caribbean. The World Bank.

⁴⁶ Louis, K., Dretzke, B., and Wahlstrom, K. (2010). How does leadership affect student achievement? Results from a national US survey. *School effectiveness and school improvement*, 21(3), 315-336.



- (e) **Targeted interventions to reduce repetition.** Having a mechanism in place to identify students at risk of dropping out of school is a major prerequisite to having effective support mechanisms in place (MINEDUC Rwanda and UNICEF 2017)⁴⁷ Remedial learning interventions can be targeted directly at children who are at risk of dropping out or repeating to help them catch up with their peers and achieve a level of academic performance that prevents them from repeating and thus from dropping out (MINEDUC Rwanda and UNICEF 2017).
- (f) **Supply-side interventions to support disadvantage students.** A number of studies have highlighted positive outcomes associated with supply-side measures. For example, Okurut (2018)⁴⁸ found negative effects of an automatic promotion program in Uganda on the probability of dropping out. Menezes-Filho et al. (2009)⁴⁹ also found that the support for low-performance students to remain in school, provided through the implementation of a lenient promotion program in Brazil, can lead to future income gains which more than compensate for the income loss due to the performance negative impact.

Economic and Financial Analysis

97. **The project is expected to generate higher growth in the longer term by improving the level of human capital in STP.** The interventions to improve teaching quality are likely to translate into better education quality that will lead to increasing learning outcomes, thus contributing to increased future productivity and earnings of the individuals who will benefit from the project.

98. **Public sector financing of education is justified for several reasons.** Public intervention is fundamental to ensuring equitable and affordable quality education for all. The benefits of improved quality education accrue not only to individuals in terms of better labor market outcomes, but also to the society in terms of externalities, including increased women's empowerment within the society. Yet, STP's education sector has several market failures to ensure universal equitable and affordable quality basic and secondary education, such as (a) upfront costs of education and credit constraints for poor households; (b) lack of information on education costs and benefits among parents, especially for girls' education; and (c) lack of competition among school providers in the country, where the public sector is the main provider, especially in rural areas. Providing good quality basic and secondary education opportunities for all school-age children is a key government objective which requires public intervention to ensure that children from disadvantaged and marginalized communities have access to good quality education opportunities. Therefore, public sector financing together with strengthened public sector service delivery are essential to ensuring universal, equitable, and affordable quality education for all. In addition, the high economic and social benefits of education provide a strong rationale for the proposed project investment. The economic returns of education as an investment in human capital is extensively evidenced. Global evidence shows that the average rate of return to education is estimated around 10 percent per year of schooling. For STP, according to preliminary results of the IOF, the average rate of return to education is estimated at 14 percent.

⁴⁷ UNICEF (2017). Situation Analysis of Children in Rwanda.

⁴⁸ Okurut, J. M. (2018). Automatic Promotion and Student Dropout: Evidence from Uganda, Using Propensity Score in Difference in Differences Model. *Journal of Education and Learning*, 7(2), 191-209.

⁴⁹ Menezes-Filho, N., Vasconcellos, L., Werlang, S. R. C., and Biondi, R. L. (2009). Avaliando o impacto da progressão continuada nas taxas de rendimento e desempenho escolar do Brasil. In *Sixth Economics Seminar in Belo Horizonte*. Available on <https://pdfs.semanticscholar.org/5de6/6ca73a91c7c7215046c948fa6031d994083c.pdf>.



99. **The project will contribute to improvements in the quality of education, promoting the internal efficiency of the education system and the retention of girls in school.** It also aims to improve learning outcomes and increase school accountability at the basic education level as key steps to address the high levels of repetition and dropouts. In doing so, the project will contribute toward higher completion rates and hence an increased number of years of schooling, thus contributing positively to the level of human capital. Additionally, the project will reduce gender inequality by promoting girls' education and by supporting the return of pregnant teenagers to school, a factor which accounts for more than half of the girls' dropout rate. As a result, the project is expected to contribute to increasing girls' retention and completion rates and improving their learning achievement, as well as having positive effects on reducing early pregnancy and GBV. In the long term, this will contribute to the productivity of future generations and poverty reduction, not only through an increase in women's participation in economic activity, but also through lower fertility rates as well as improved health and education of future generations. An efficient education system is fundamental to improving the learning outcomes, but weak links in the spending-learning chain prevail due to many reasons, such as lack of capacity to use funding effectively.⁵⁰ Hence, the project aims to contribute to the fiscal sustainability of the education sector through promoting efficient use of resources and strengthening the spending-learning chain in STP.

100. **Project development impact.** To achieve a private sector growth-led model and reduce poverty incidence, STP needs to invest more on human capital. An STP growth model based on public expenditures financed by grants and external capital is no longer sustainable. Therefore, to sustain a growing economy, STP will need to shift to a more balanced growth pattern in which the private sector drives economic activity. The private sector-led growth model requires an available stock of qualified workforce. However, the highest proportion (71 percent) of the qualified workforce in STP is employed in public administration. Thus, the private sector ends up hiring low skill and low productivity workers, which may prevent foreign direct investment. Education increases the chances of finding a job and increasing productivity and thus earning higher returns, but education only makes a big difference in individual professional lives starting from the secondary level of education. As such, efforts to reduce poverty should focus on dropouts and increasing the transition rate to the secondary level of education.

101. **A higher level of education attainment translates to higher returns of education and lower prevalence of poverty.** The rates of return to education vary significantly according to the level of education attainment. In the secondary level, the average rate of return is estimated at around 9 percent, while for the post-secondary level, the average rate more than doubles, estimated at about 20 percent. There are strong long-term poverty reduction effects from increasing years of schooling. The prevalence of poverty tends to decrease with higher levels of education of the household head. Data from the IOF indicate that 57.2 percent of the households have a household head who completed primary school, corresponding to a poverty rate of around 65 percent; only 36.5 percent of the households have a household head who completed secondary school, experiencing 50 percent of poverty rate; and 6.3 percent of the households have a household head with post-secondary education, recording less than 5 percent of poverty rate. Additionally, social returns to education are expected to more than exceed the investment costs due to the positive externalities on crime, fertility, health, intergenerational mobility, and citizen participation.

⁵⁰ World Bank. 2018. *World Development Report 2018: Learning to Realize Education's Promise*. Washington, DC: World Bank.



102. **Cost-benefit analysis.** The net present value (NPV) of the project is estimated at about US\$16 million and the equivalent internal rate of return (IRR) is 19 percent, considering only the impact on the future wage increase from the additional years of schooling of the expected beneficiaries of the project and the reduction of the repetition rates. The cost-benefit analysis for the project uses the standard methodology for computing the aggregated private returns to education of the students benefiting from project interventions. Because the method does not consider the expected positive externalities and other potential beneficiaries, it underestimates the full NPV of the project. The improvement in the quality of teachers supported under Component 1 and the reduction in repetition rate supported by Component 3 are expected to benefit annually on average 11,993 students. Assuming a 5 percent discount rate, the discounted benefits of the future wages increase is estimated at about US\$31 million, while the discounted total cost of the project is US\$14.6 million, which generates an NPV that more than covers the project investment. The corresponding IRR is 19 percent. However, as mentioned earlier, the estimated NPV and the IRR of the project should be considered very conservative estimates.

103. **Financial analysis.** STP's public expenditures in the education sector have been strongly concentrated in current expenditures, which are mainly teachers' wages, leaving reduced fiscal space to invest in education. In 2017, current expenditures represented around 80 percent of education expenditures, of which about 71 percent were payroll costs. Thus, fiscal resources allocated toward improving the quality of education are limited, or worse, nonexistent. To achieve a more sustainable future economic growth led by the private sector, public sector financing for improving the quality of education is more than justified. Since the government has invested annually on average 6.2 percent of GDP in the education sector between 2015 and 2017, which is equivalent to US\$22 million, the share of the project investment corresponds to about 80 percent of the annual spending in the education sector.

104. **Value-added of the World Bank's Support.** The World Bank value-added derives from the provision of global knowledge and experience and the local operational experience as a result of its long-term engagement in the STP education sector. The World Bank has financed and implemented a vast range of quality education interventions in many countries with characteristics similar to those of STP and has adequate expertise to support this type of operation in a context of limited capacity. Furthermore, the World Bank has developed a strong engagement with the Government, having supported education projects and other lending and analytical projects for many years.

B. Fiduciary

(i) Financial Management

105. **A Financial Management (FM) Assessment was undertaken to evaluate the adequacy of the financial management arrangements for the implementation of the proposed project.** In so doing, the Assessment was carried out in accordance with the Directives and Policy for Investment Project Financing and the World Bank Guidance on FM in World Bank IPF Operations issued on February 28, 2017. AFAP, established under the Ministry of Planning, Finance, and Blue Economy, will provide FM support to the MEES for the implementation of the proposed project. The Ministry has experience in implementation of World Bank-financed projects. However, a PCU will be established under the MEES and housed in the DPIE to strengthen the technical capacity of the MEES. AFAP, which was established to handle the fiduciary matters of the Social Sector Support Project (P075979) in 2003, has a good track record in the implementation of World Bank-financed projects. Currently, it is providing fiduciary support for the



implementation of six World Bank-financed operations, including one regional integration project, with total commitment amounting to US\$72 million. The recent review of the agency's FM arrangements concluded that, for the implementation of the ongoing projects, it continues to maintain acceptable FM arrangements that will apply to the project.

106. **Disbursement of IDA and GPE will be made on a transaction basis (statements of expenditures [SOEs]).** The proposed project will make use of the following disbursement methods: advance, direct payment, reimbursement and special commitment. The World Bank will offer the flexibility of lowering the threshold for direct payment to facilitate payments to foreign providers of goods and services due to some challenges for commercial banks based in the country to make payments to foreign providers of goods and services and contractors. AFAP will prepare semi-annual unaudited interim financial reports (IFRs) and provide such reports to the Bank within 45 days of the end of each calendar semester. The project financial statements will be audited by the independent external auditor in accordance with International Standards on Auditing (ISA) as issued by the International Auditing and Assurance Standards Board (IAASB) within IFAC. The overall FM arrangements were assessed to be adequate to ensure the project activities are handled and financed with due consideration to efficiency and economy. The overall FM risk is Substantial due in part to country risk, capacity issues in the country, and involvement of various beneficiaries. The following mitigation measure has been agreed with AFAP and MEES: (i) preparation and adoption of the POM, including FM procedures by effectiveness; (i) recruitment of the internal audit with three months after project effective date; (ii) customizing the accounting software to maintain separate records and ledger accounts for the proposed project within two months after project effective date; and (iii) signing addendum of the external auditor's contract to include the audit of the proposed project financial statements within three months after the project effectiveness.

(ii) Procurement

107. **Procurement procedures.** Procurement under the project will be carried out in accordance with the World Bank's 'Procurement Regulations for IPF Recipients' (Procurement Regulations) dated July 2016 and revised in November 2017 and August 2018; the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated July 1, 2016; and other provisions stipulated in the Financing Agreement. Annex 1 provides details as procurement categories and procedures that will apply for this project.

108. **Procurement arrangements.** The project will be implemented by the MEES, which will have overall technical responsibility of the project activities, while AFAP will provide support through a subsidiary agreement and will have fiduciary responsibility of the project, including the procurement function.

109. **Project Procurement Strategy for Development (PPSD) summary.** The recipient prepared the PSD. Works for construction and rehabilitation of schools (bathrooms and water supply) will be procured through request for bids in the national market, as several local contractors can competitively provide such services. Procurement of large number of IT equipment and didactic material will use the international market approach because the national market has a limited number of suppliers and prices are usually significantly higher than international market, although national suppliers shall be interested in competing and will have the opportunity to do so. The quality and cost-based selection will be used for most of the selection of consulting firms to support the quality enhancement of teachers and girls' empowerment programs. Regardless of the amount, all direct contracts/selections will be prior reviewed



by the World Bank during the first year of project implementation. At the end of that period, an assessment will be done in order to review the need for this requirement.

110. **Procurement capacity.** Procurement activities will be carried out by AFAP, which has been handling fiduciary matters of World Bank-funded projects. AFAP has adequate capacity to handle procurement activities under this project, with a procurement department composed of three staff with experience in World Bank procurement procedures. Considering the nature of this project, AFAP is in a position to provide adequate procurement support. However, timely support may be required if the workload at AFAP increases for specific periods, in which case additional procurement staff would be needed. Specific procedures for the project will be detailed in the POM, which will be prepared and adopted by project effectiveness. A key factor for effective procurement performance will be the ability of the MEES and AFAP to work in close collaboration, as the MEES will have to provide technical inputs for the preparation of the Procurement Plan and provide all required information (terms of reference and technical specifications) to allow AFAP to start procurement processes and participate in the evaluation processes.

111. Besides risks identified, including the need for close cooperation between the MEES and AFAP and the number of the projects handled by AFAP, the implementation of mitigation measures as identified in the precedent paragraph (additional procurement staff for critical periods, preparation of POM and clear and effective collaboration mechanism between AFAP and MEES) makes the residual risk for the project as Moderate.

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

112. The following World Bank Environmental and Social Standards (ESSs) are relevant to the proposed project: ESS1 Assessment and Management of Environmental and Social Risks and Impacts, ESS10 Stakeholder Engagement and Information Disclosure, ESS2 Labor and Working Conditions, ESS3 Resource Efficiency and Pollution Prevention and Management, ESS4 Community Health and Safety, and ESS8 Cultural Heritage.

113. **Environmental.** The project will include rehabilitation and/or construction of WASH infrastructure (water points and sanitary facilities) in selected schools throughout the country; however, no major civil works are envisaged. During the rehabilitation and/or construction phase, key environmental risks are related to noise; dust; and community health and safety of workers, students, and teaching staff. During the implementation phase, potential environmental risks and impacts will likely be related to solid waste and wastewater management. These potential adverse impacts are not likely to be significant and are expected to be site specific, predictable, temporary, and/or reversible and the project activities do not entail land acquisition. The recipient has no experience or capacity in applying the Environmental and Social Framework (ESF). Significant efforts will be required to build the capacity of the PCU and familiarize



the MEES and AFAP with the World Bank ESF during project implementation. The Environmental and Social Commitment Plan (ESCP), disclosed in country and on World Bank's website on April 15, 2020 reflects the recommendations for actions and measures to be taken under the project. As a result, the environmental risk is considered Moderate.

114. **Social.** During project preparation, a gender-sensitive social analysis was conducted to identify the project's social risks and potential impacts. As part of the social analysis, focus group discussion were held separately with female and male students, teachers, and students' parents to explore school and family environments, gender dynamics, and disability issues and to screen potential vulnerable groups. The social analysis highlighted the project's key social risks, which are mainly related to: (a) institutional and contextual risk, given the recipient's first exposure to the new ESF and its low capacity in managing E&S issues; and (b) teenage pregnancy, GBV, SRGBV, disability, and the sensitiveness of working on these issues and on aspects of behavioral change. Teenage pregnancy and financial constraints are among the main causes of the low enrollment for secondary education among girls and boys, respectively. Girls drop out because of pregnancy and boys are often engaged in remunerative activities to support their family's income. Early sexual and co-living relations between girls and boys surfaced also as a risk that could hinder the project's achievement of its aims to increase retention and reduce dropout rates. In STP, early co-living is a generalized social phenomenon, with high negative impacts on girls' school attendance. Early sexual relations also pose major challenges to girls' education as it increases the likelihood of teenage pregnancy and girls subsequently dropping out of school. In addition, disability adds an additional layer to the complexity of children's lives and education. In STP, an estimated one out of ten children are disabled, and one-half of children with disabilities do not attend school due to the shortage of ad hoc social services, marginalization, and discrimination.

115. Based on the social analysis, four main vulnerable groups have been identified: (a) students, including children and adolescents, from poorer families; (b) girls at risk of dropping out, especially due to early childbearing; (c) boys at risk of dropping out to engage in income-generating activities to support their vulnerable families; and (d) children with disabilities at risk of not reaching their full potential.

116. Although WASH investments are included in the project, they are unlikely to lead to land acquisition and/or restrictions on land use as they will be limited to small civil works interventions within the physical space of existing schools on confined public land. As such, the social risk is considered Moderate.

117. **ESF instruments.** An Environment and Social Commitment Plan (ESCP) has been prepared. During the preparation phase, it will be updated to a project ESCP to set out a summary of measures and actions to address potential E&S risks and impacts, as well as targeted training and support to the E&S specialists. It will also outline the recipient's commitments to screen all the activities during implementation and prepare associated Environmental and Social Impact Assessments (ESIAs) and Environmental and Social Management Plans (ESMPs), as may be required. If needed, the ESCP will be updated to consider findings of the subsequent environmental and social assessment, World Bank E&S due diligence, and results of engagement with stakeholders. The recipient also prepared an SEP consistent with ESS10 requirements during the preparation of the project. The ESCP and SEP were disclosed in-country and on the World Bank's website before appraisal. The Environmental and Social Management Framework (ESMF) and Labor Management Procedures (LMPs) shall be finalized, consulted upon, and disclosed in-country and on the World Bank's website after Board Approval, and before project effectiveness.



118. Given the moderate E&S ratings of the project, the recipient will prepare, consult upon, and disclose an ESMF and LMP after World Board approval. The ESMF will provide guidance on mainstreaming E&S issues related to the civil works and recommendations on preparation of the corresponding site-specific ESMPs, once the exact locations are known. The ESMF will include an assessment of girls' and boys' main social risks in the education system. This shall include, at a minimum, an assessment of the GBV risks, including SRGBV and sexual and GBV risks, related to the rehabilitation of small WASH infrastructure, and risk and preventive factors influencing girls' and boys' dropout and retention, such as teenage pregnancy. The ESMF will also include a behavioral diagnostic to better understand the barriers and/or drivers leading to teenage pregnancy, GBV, and SRGBV; identify those norms and stereotypes influencing boys and girls' behaviors; and propose ad hoc recommendations to address them. The ESMF shall also include identification of disadvantaged and vulnerable people in the context of the project and an analysis of disability and inclusive education as well as monitoring commitments. The preparation of the project specific ESMP will start once the preliminary engineering designs are concluded and shall be reviewed by the World Bank before the launching of the bidding process for the respective activities. The approved ESMP with the E&S clauses will be included in the civil works bidding documents and shall guide the preparation of specific contractor ESMPs before commencement of civil works.

119. **Organizational capacity and know-how.** The DPIE within the MEES will be responsible for project implementation. The project will ensure that an E&S specialist is hired and trained to cover the project's overall E&S aspects as part of the PCU. Although there have been previous engagements between the World Bank and the education sector in STP, the recipient is not familiar with the new ESF requirements. In addition, this is the first World Bank-funded project in STP that applies the new ESF. During project identification, a capacity assessment was undertaken and the recipient's institutional capacity to implement the project's E&S aspects is considered weak. The ESCP, to be updated, shall set guidance for regular and specific training of the E&S team and relevant stakeholders to ensure effective implementation of the ESF. The World Bank will work closely with any recruited staff to strengthen their capacity.

120. **Data Collection and Processing.** Large volumes of personal data, personally identifiable information and sensitive data are likely to be collected and used in connection with the management of students and teachers data under circumstances where measures to ensure the legitimate, appropriate and proportionate use and processing of that data may not feature in national law or data governance regulations, or be routinely collected and managed in the education information systems. In order to guard against abuse of that data, the Project will incorporate best international practices for dealing with such data in such circumstances. Such measures may include, by way of example, data minimization (collecting only data that is necessary for the purpose); data accuracy (correct or erase data that are not necessary or are inaccurate), use limitations (data are only used for legitimate and related purposes), data retention (retain data only for as long as they are necessary), informing data subjects of use and processing of data, and allowing data subjects the opportunity to correct information about them, etc.



Climate and Disaster Screening

121. **Climate and disaster risk screening has been completed for the project.** The exposure rating is High, the impact rating is Moderate, and the outcome/service delivery rating is Low as the impacts can be mitigated by integrating appropriate risk reduction measures. STP is vulnerable to the adverse effects of climate change. The most frequently reported natural hazards in the country are heat waves, hurricanes/storms, floods, and droughts. Gradual changes in climate, affecting water, food, and air quality, also have a negative influence on humans. The project covers the entire country, which has experienced climate and geophysical hazards in the past and may be expected to experience these in the future with high intensity, frequency, or duration. The project will finance construction/rehabilitation of school WASH facilities. It is expected that potential environmental impacts from the proposed physical interventions will not pose major or irreversible environmental impacts, given its nature and small or medium scale. A comprehensive ESMF provides the framework of principles as well as regulatory and institutional arrangements to mitigate negative E&S impacts. The construction/rehabilitation of the WASH facilities will use safe and resilient design, as feasible. Capacity enhancement and awareness programs for school and community stakeholders will be provided for better monitoring and maintenance.

Climate Co-benefits

122. **The project includes activities to minimize anticipated risk from climate hazards and promote a safe, sustainable, resilient, and climate-friendly learning environment.** The project will support the WASH infrastructure under Component 1. Schools in some areas may be vulnerable to the adverse effects of climate change and disaster. The project will provide technical support to mainstream climate change adaptation and risk reduction into education infrastructure. The WASH facilities will be managed and maintained by schools. Capacity enhancement and awareness programs will be provided to school stakeholders who are involved in the monitoring and maintenance to reduce the risk impact. The project also has several other soft activities to mitigate the impact of climate change. For instance, teacher training and leadership training will incorporate a program on climate hazards and disaster risk mitigation and adaptation techniques in the training modules. To reduce the impact of climate change on girls' access to and completion of education, the project will provide support to girls to improve their transition and completion rates. Finally, the project includes a CERC (as Component 5), that will enable the Government to respond on time to any natural disaster that may occur during the life of the project. A comprehensive ESMF will be developed to ensure due diligence to E&S aspects. Combined, these features will reduce the anticipated risk from climate and geophysical hazards.

Disability Inclusion

123. A disability analysis was undertaken during project preparation. In STP, there are 709 children between 0 and 11 years who are disabled and/or at risk of development. Half of these disabled children do not attend school due to the shortage of ad hoc services, marginalization, and discrimination. The types of disabilities vary from visual, hearing, and motor to cognitive, communication, and speaking. Boys represent the highest percentage of this subpopulation compared to girls (61 percent and 39 percent, respectively). Children with disabilities tend to have limited access to school and lower completion and retention rates than their peers without disabilities. Most of the schools are not able to provide specific services to accommodate this subpopulation's needs. There is no formal system to identify children with disabilities and teachers have insufficient training to respond to the specific needs of these children while managing large classes. In addition, disabled children and adolescents are sometimes left out of school



because parents are worried about them being discriminated against and/or marginalized, or believe it is not worthwhile to invest in their education. The law on special education for children and adolescents with disabilities is under review. A dedicated governmental body, the 'Coordination Body to Support Inclusion', is already in place to guarantee the rights of disabled children and youth to access education and succeed at school, but due to lack of funds and a legislative framework it is currently facing challenges in developing its mandate.

124. Based on the findings of the disability analysis, the project will support ad hoc activities to strengthen the institutional framework to promote inclusive education under Subcomponent 4.2. Specific interventions will be (a) inclusion of indicators in the EMIS to capture disability/functioning status for better decision making about inclusive education, (b) TA to the Government to further strengthen the existing Development Strategy for Special Education, and (c) support to capacity building of the MEES staff on inclusive education.

Citizens' Engagement

125. **Citizens' engagement has been embedded in the project design through various activities, including consultations, collaboration, a school-based development approach, and GRMs** that will be deployed at various stages of the project cycle. Throughout the proposed project, citizens will be consulted and opportunities will be provided to collaborate with the project and discuss the project activities and sustainability. A SEP, disclosed both in country and World Bank website, on April 15, 2020, will be used to ensure that a high degree of engagement is maintained throughout project implementation. Project activities, such as advocacy and awareness-raising on the value of education, and the counselling program to support girls at risk of early pregnancy, will be implemented at the school level with the help of communities and parents. The project will support capacity building of school stakeholders in key areas such as gender sensitization awareness. Moreover, the project will establish a project-level GRM for complaints uptake. The complaints related to GBV or SEA/SH will be treated as confidential. The RF includes an indicator related to citizens' engagement: the number of grievances received and addressed through the project the GRM system.

V. GRIEVANCE REDRESS SERVICES

126. 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

127. **The overall risk of the project is considered Substantial.** Key risks that could adversely affect the achievement of the PDO and the sustainability of results are as follows (also see Systematic Operations Risk-Rating Tool in Datasheet):

- **Political and governance: Substantial.** The political risk is Substantial in light of the country context and the current political situation. A new government came to power in November 2018. Although the policy environment has been stable, the political situation remains delicate. Also, the stability of the economy has been compromised by the COVID-19 pandemic which has resulted in the reduction in government revenues, continuation of public policies reduction of the population income and increase in unemployment. Improving the country's overall human development outcomes and promoting economic growth in the medium to long term are government priorities. Continued government commitment through the provision of resources and implementation of sector reforms will be critical in achieving project objectives. To mitigate this risk, the project will (a) provide TA to the Government to carry out the necessary education reforms; (b) support the development of stronger institutions, including the establishment of the PCU; (c) ensure wide stakeholder involvement in project implementation; (d) support the implementation of the EEP-COVID-19; and (e) support the design and implementation of an integrated communication strategy to promote participation and social responsibility.
- **Technical design of the project: Substantial.** The project's overall design is aligned with the government priorities for the sector as summarized in the ESP. The technical design risks may be related to: (a) a considerable number of activities resulting in the complex design of the project; and (b) the design and implementation of assessment, teacher management, school management, and access and efficiency reforms which are likely to make the design complex. The project is designed considering the limited capacity and resources available in the education sector, particularly in the MEES and at the school level, and will provide necessary support and guidance at the local and school levels.
- **Institutional capacity for implementation and sustainability: Substantial.** Although STP has implemented IDA-financed education projects, implementation of the proposed project might be hampered by lack of familiarity among government staff with the World Bank fiduciary and E&S safeguard processes and procedures. The risk might also be increased due to the need of different government institutions to switch their attention to focus on COVID-19. However, AFAP has proven experience in the fiduciary activities of IPF projects. Mitigation measures will include the provision of TA built into the project to the MEES, as well as building on and enhancing, as much as possible, interventions that were developed and begun under the QEFA Project but need funding for scale-up. A PCU will be established and strengthened by TA as needed. A POM, with a clear and well-described implementation plan, will be developed during preparation and will clarify the roles and responsibilities of the implementing institutions and agencies. The POM will be completed by Negotiations.
- **Fiduciary: Substantial.** Fiduciary risks are Substantial given the limited institutional capacity and experience of the MEES in fiduciary management of investment projects. To mitigate against this risk, AFAP will assist the MEES through carrying out the fiduciary activities of the project.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Sao Tome and Principe

Girls Empowerment and Quality Education for All Project

Project Development Objectives(s)

The Project Development Objective are to equip girls with life skills and improve student learning outcomes for all.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Empowering girls through the acquisition of life skills							
Girls improving life skills under the project (Percentage)		0.00	0.00	5.00	10.00	15.00	25.00
Improving student learning outcomes for all							
Teachers trained under the project who demonstrated improved teaching practices in the classroom (Percentage)		0.00	0.00	0.00	4.00	10.00	16.00
Dropout rate in basic and secondary education (disaggregated by gender) (Text)		Basic girls 3%, Basic boys 5%, Secondary girls 29%, Secondary boys 31%	N/A	Basic girls 5%, Basic boys 7%, Secondary girls 29%, Secondary boys 31%	Basic girls 3%, Basic boys 5%, Secondary girls 25%, Secondary boys 27%	Basic girls 3%, Basic boys 4%, Secondary girls 22%, Secondary boys 25%	Basic girls 3%, Basic boys 3%, Secondary girls 20%, Secondary boys 22%



Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Empowering girls through the acquisition of life skills and safe schools’ environments							
Increase in girls’ career aspirations (Percentage)		0.00	0.00	5.00	10.00	15.00	20.00
Completion rate of girls in secondary education (Percentage)		45.00					50.00
Basic and secondary schools participating in the WASH Program (Number)		0.00	0.00	0.00	5.00	10.00	15.00
Tackling the learning poverty							
Grade 3 students who have improved grade-level competencies in literacy (Percentage)		0.00	0.00				7.00
Grade 3 students who have improved grade-level competencies in numeracy (Percentage)		0.00	0.00				9.00
Preschool teachers receiving in-service training under the project (Percentage)		0.00	0.00	5.00	10.00	15.00	20.00
Teachers trained in literacy and numeracy through structured training (Percentage)		0.00	0.00	5.00	15.00	25.00	35.00
Development of meritocratic selection of principals and leadership training (Text)		N/A	Revise policy	Review/discuss policy	Adopt policy	Implement policy	Implement policy
Revise and adopt MEES Human Resources Policy (Text)		Revise policy	Review/discuss policy	Adopt policy	Implement policy	Implement policy	Implement policy



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Carry out 2 large scale national assessments (AALEB, AALES) (Text)		N/A	Prepare surveys/study	Carry out AALEB and AALES	Analyze and disseminate results	Carry out AALEB and AALES	Analyze and disseminate results
Carry out PASEC, analyze results and disseminate findings (Text)		Baseline carried out PASEC 2020	Analyze and disseminate results of 2020 test	Disseminate results of 2020 test	Prepare survey of PASEC 2024	Carry out PASEC 2024	Analyzed and disseminated PASEC 2024
Teachers recruited or trained (CRI, Number)		0.00	0.00	0.00	120.00	240.00	378.00
Teachers recruited or trained - Female (RMS requirement) (CRI, Number)		0.00	0.00	0.00	80.00	160.00	258.00
Number of teachers trained (CRI, Number)		0.00	0.00	0.00	120.00	240.00	378.00
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	0.00	0.00	24,600.00	49,200.00	74,015.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00	0.00	0.00	18,000.00	36,000.00	37,144.00
Large-scale learning assessments completed at the primary or secondary levels (Number)		0.00	0.00	0.00	2.00	0.00	4.00
Reaching the most vulnerable							
Schools providing remedial program (Percentage)		0.00	0.00	15.00	20.00	30.00	40.00
Repetition rate in basic and secondary education (disaggregated by gender) (Text)		Basic girls 23%, Basic boys 28%; Secondary girls 26%, Secondary boys 28%					Basic girls 15%, Basic boys 16%; Secondary girls 16%, Secondary boys 18%
Technical assistance, project coordination, capacity building and monitoring and evaluation							



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Carry out beneficiary survey (Text)		NA	NA	Carry out survey	Disseminate survey	Carry out survey	Disseminate survey
Ministry staff trained in Inclusive Education (Number)		0.00	0.00	5.00	10.00	15.00	20.00
Number of grievances received and addressed through the project the GRM system (Number)		0.00	10.00	15.00	20.00	25.00	30.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Girls improving life skills under the project	Percentage of girls improving life skills under the project. The improvement in life skills will be measured based on pre and pos assessments of the beneficiaries of Subcomponent 1.1 interventions. The life skills that will be prioritized for girls' empowerment are those that raise aspirations and	Annually	Project Report	Project Report	Department of Planning and Innovation in Education



	foster agency to take control over life choices, such as financial literacy, knowledge about SRH, and negotiation skills.				
Teachers trained under the project who demonstrated improved teaching practices in the classroom	The ratio between number of teachers that demonstrate better teaching practices in the classroom, and number of teachers who received training in literacy and numeracy under the project. The classroom observation will use the TEACH instrument that will be conducted in annual surveys.	Annually	PASEC	PASEC	Department of Planning and Innovation in Education
Dropout rate in basic and secondary education (disaggregated by gender)	Percentage of students (boys and girls) in basic education that are dropping-out their grade (Ratio between number of student in basic education who are dropping-out the grade and number of students enrolled in basic education)	Annually	Project report	Project report	Department of Planning and Innovation in Education



Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Increase in girls' career aspirations	Percentage of girls with career aspirations to start tertiary education after graduating secondary education. Measured using the data collected in the students socioeconomic questionnaire of ALLEB and ALLES for 9th and 12th graders (average).	Annually	Project report	Project report	Department of Planning and Innovation in Education
Completion rate of girls in secondary education	Completion rate of girls in secondary education	Annually	Project report	Project report	Department of Planning and Innovation in Education
Basic and secondary schools participating in the WASH Program	Number of basic and secondary schools participating in the WASH Program	Annually	Project report	Project report	Department of Education Management
Grade 3 students who have improved grade-level competencies in literacy	Percentage of grade 3 students who have grade-level competencies in literacy in the PASEC student assessment - Ratio between number of grade 3 students who achieved grade-level competencies in literacy in the PASEC, and number of students enrolled in grade 3	PASEC is conducted every four years (2020, 2024)			



	eligible for the PASEC student assessment				
Grade 3 students who have improved grade-level competencies in numeracy	Percentage of grade 3 students who have grade-level competencies in numeracy in the PASEC student assessment - Ratio between number of grade 3 students who achieved I grade-level competencies in numeracy in PASEC, and number of students enrolled in grade 3 eligible for the PASEC student assessment	PASEC is conducted every four years (2020, 2024)			
Preschool teachers receiving in-service training under the project	This is corporate core indicator - teachers trained. Percentage of teachers of preschools receiving in-service training with provision of TLMs under the project (Ratio between number of teachers of preschool receiving in-service training under the project, and number of preschools teachers).	Annually	Project report	Project report	Department of Preschool
Teachers trained in literacy and numeracy	The ratio between the	Annually	Project	Project report prepared	Department of Basic



through structured training	number of teachers of basic education schools trained in literacy and numeracy through structured training under the project, and the number of teachers in basic education schools		report	by MEES using the data from the PCU and EMIS published at the Education Annual Statistical Report (<i>Boletim Estatístico</i>)	Education
Development of meritocratic selection of principals and leadership training	Development of meritocratic selection of principals and leadership training for basic schools principals	Annually	Project report	Project report	Department of Basic Education
Revise and adopt MEES Human Resources Policy	Revise and adopt MEES Human Resources Policy, such as recruitment, deploy, career path, retirement	Annually	Project report	Project report	Department of Planning and Innovation in Education
Carry out 2 large scale national assessments (AALEB, AALES)	Carry out AALEB for 2nd, 4th, 6th, and 9th graders of basic schools, AALES for 12th graders of secondary schools, analyze results, and disseminate findings for all basic and secondary schools	Progress will be monitored annually. National assessments will be conducted every year.	Project report	Project report	Department of Planning and Innovation in Education
Carry out PASEC, analyze results and disseminate findings	Carry out PASEC, analyze results, and disseminate findings	Annually	Project report	Project report	Department of Planning and Innovation in Education
Teachers recruited or trained		Annually	Project Report	Number of teachers trained under the	DPIE



				project	
Teachers recruited or trained - Female (RMS requirement)		Annually	Project Report	Number of female teachers trained under the project	DPIE
Number of teachers trained		Annually	Project report	Number of female teachers trained under the project	DPIE
Students benefiting from direct interventions to enhance learning		Annually	Project report	Number of students benefiting from interventions under Component 2	DPIE
Students benefiting from direct interventions to enhance learning - Female		Annually	Project report	Number of female students benefiting from interventions under Component 2	DPIE
Large-scale learning assessments completed at the primary or secondary levels	Number of national learning assessments (AALEB and AALES) and international learning assessment (PASEC) completed	National learning assessments (AALEB and AALES) - every 3 years International learning assessment (PASEC) -			



		every 4 years			
Schools providing remedial program	Percentage of basic schools providing remedial program (Ratio between number of basic schools providing remedial program, and number of basic schools)	Annually	Project report	Project report	Department of Basic Education
Repetition rate in basic and secondary education (disaggregated by gender)	Percentage of students (boys and girls) in basic education that are repeating their grade (Ratio between number of student in basic education who are repeating the grade and number of students enrolled in basic education)	Annually			
Carry out beneficiary survey	Carry out beneficiary survey. The beneficiary survey will be incorporated to the ALLEB and ALLES students and teachers socioeconomic questionnaires.	Year 2 and Year 4	Project report	Project report	Department of Planning and Innovation in Education
Ministry staff trained in Inclusive Education	Number of ministry staff trained in Inclusive Education	Annually			



Number of grievances received and addressed through the project the GRM system	This indicator tracks the number of grievances received and addressed using the grievance redressal mechanisms that currently exist or will be established by each participating state.	Quarterly	Progress reports	GRM system	PCU



ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: São Tomé and Príncipe

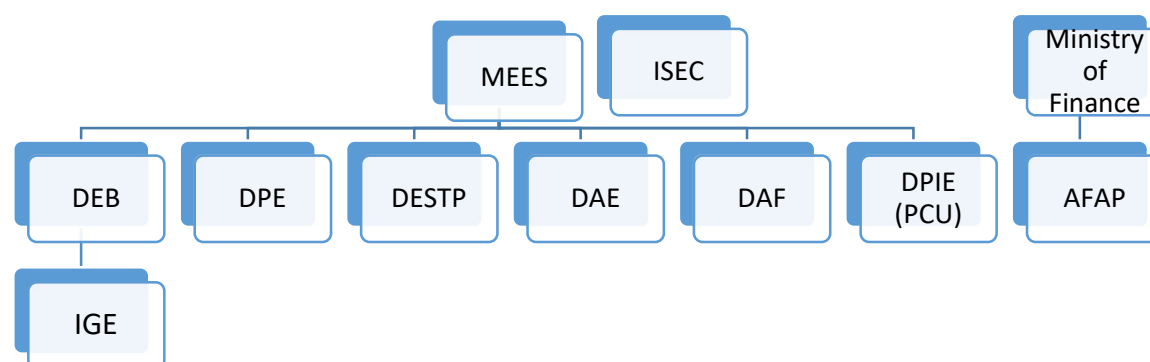
Girls Empowerment and Quality Education for All

A. Project Institutional and Implementation Arrangements

1. **The implementation of the project will be led by the MEES, implemented by its relevant directors and institutions, and supported by the PCU) and AFAP.** It will also coordinate with the MTSFFP to implement the VFP. The project implementation arrangements are summarized below.

2. **The PCU** will be responsible for the coordination of the project. It will be headed by the Director of the DPIE who will oversee project implementation and support the communications and management of operational, fiduciary, and E&S safeguards activities. He/she must have adequate experience and expertise in planning and management. The PCU will also hire a Project Coordinator who will lead overall coordination, and report to the Director of the DPIE. There will also be M&E and E&S specialists hired by the PCU who will be responsible to build the capacity of the MEES team and coordinate the analysis related to the monitoring of the Results Framework, JSRs, statistical reports, and technical analyses. The PCU will also have focal points from the line directorates to jointly coordinate interventions. The project implementation organogram is presented below (Figure A1.1).

Figure A1.1. Project Implementation Organogram



3. **The DPIE** is responsible for compilation and publication of data to inform education policy and investments. The DPIE will host the PCU and will be responsible for ensuring planning and coordination in the implementation of project activities in liaison with all the relevant directorates and structures of the MEES and AFAP. It will also be in charge of the M&E of the project (including the results framework) and JSRs for GPE. In that capacity, the DPIE will ensure technical coordination in the development of the POM and action plan, development of terms of reference (TORs) for consultancies and training activities, and implementation and reporting of activities. The DPIE will also be directly responsible for implementation of activities under Subcomponent 1.1 (imparting life skills and SRH education); Subcomponent 2.3 (Classroom observation and Learning assessment systems); and Component 4 (Project Coordination, Monitoring and Evaluation and Capacity Building) and will collaborate with other directorates to implement other subcomponents.



4. **The Directorate of Basic Education (*Direcção de Educação Básica* - DEB)** is the MEES structure responsible for implementing the MEES program for basic education defined in the ESP and manage the primary school level. The scope of its activities also covers inclusive education. The DEB will be responsible for ensuring that project activities related to these areas, including teacher training, and will closely monitor their implementation and follow-up. The DEB will be in charge of implementing Subcomponent 2.1 and Subcomponent 2.2 and will support on the design and supervision of interventions of Component 3.
5. **The Directorate of Preschool (*Direcção do Pré-escolar* - DPE)** has the mandate to manage the pedagogical and administrative activities at the preschool level. It will be responsible for overseeing the pedagogical strategy and training teachers working in preschool centers. The training of preschool teachers and providing TLMs for preschools under Subcomponent 2.1 will be implemented by the DPE in collaboration with other directorates.
6. **The Directorate of Secondary Education (*Direcção de Ensino Secundário e Técnico-Profissional* - DESTP)** is the coordination structure of the MEES in charge of the pedagogical and administrative supervision of secondary schools. The DESTP will be in charge of overseeing the implementation of the activities developed to improve internal efficiency and promote girls' empowerment of Subcomponent 1.1 and Component 3. These activities will be developed in collaboration with other directorates.
7. **The Directorate of Education Administration (*Direcção da Administração Escolar* - DAE)** has the mandate to manage all the infrastructures and school equipment of the MEES. In that capacity, for the proposed project, the DAE will be responsible for the management of equipment to be procured under the project, such as computers and computer materials, as well as furniture and other equipment related to each of the project components. In addition, the DAE will be in charge of supporting the development and implementation of the WASH and rehabilitation programs under Subcomponent 1.2.
8. **The Directorate of Administration and Finance (*Direcção da Administração Financeira* - DAF)** is responsible within the MEES for FM of education resources, comprising budget planning, execution, and reporting. The DAF will be responsible for providing information on budget execution and working with AFAP on issues pertaining to eligible expenditure programs, FM, and project reporting. Also, the DAF will be responsible for the purchase of TLMs, such as play and learning materials, tables, and educational software under Subcomponent 2.1.
9. **The General Inspectorate of Education (*Inspeção Geral da Educação* - IGE)** is responsible for ensuring administrative and pedagogical monitoring of schools, principals, and teachers. The GIE will work, in collaboration with the DEB, on building the system's capacity to monitor and evaluate teaching based on systematic classroom observations and implement entry and qualification requirements for teacher and principals (certification) under Subcomponent 2.3 and Subcomponent 2.2.
10. **Teacher Training Institution (*Instituto Superior de Educação e Comunicação* - ISEC)** is the MEES structure responsible for pre-service and in-service teacher training. The ISEC will work in collaboration with the DEB and DPE to implement teacher professional development activities under Subcomponent 2.1. The ISEC will contribute to the upgrading of the distance learning program, for both preschool and basic schoolteachers, and will conduct in-service structured training and coaching programs and the creation of scripted teaching materials (lesson plans, printed and for tablets).



11. **AFAP**, an autonomous fiduciary agency, under the oversight of MPFEA will support the MEES with fiduciary implementation of the project and will work collaboratively with the PCU in the DPIE. AFAP will be in charge of capacity-building activities on fiduciary procedures for the MEES team and will conduct the fiduciary activities. The fiduciary role will include procurement and FM of the project activities under the proposed project. Contracts will be signed by AFAP and MEES official representatives and by the service/goods provider representative. The majority of IDA-funded projects in STP are currently managed by AFAP based at the MPFEA. The performance of AFAP on these operations is currently found to be Satisfactory. The agency is resourced with experienced and qualified procurement and FM officers, procurement specialists and a project coordinator, among other core staff. As mentioned earlier, it is expected that an additional procurement specialist will be required to work exclusively on the project activities, considering the number of high-value contracts expected to be procured under the proposed operation.

B. Financial Management

Appraisal summary

12. **An FM assessment was undertaken to evaluate the adequacy of the FM arrangements for the implementation of the proposed project.** This Assessment was carried out in accordance with the Directives and Policy for IPF, and the World Bank Guidance on FM in World Bank IPF Operations issued on February 28, 2017. AFAP, which was established under the Ministry of Planning, Finance, and Blue Economy, will provide FM support to the MEES for the implementation of the proposed project. The Ministry has experience in implementation of Bank-financed projects. However, a PCU will be established under the MEES and housed in the DPIE to strengthen the technical capacity of the MEES. AFAP, established to handle the fiduciary matters of the Social Sector Support Project in 2003, has a good track record in the implementation of World Bank-financed projects. Currently, it is providing fiduciary support for the implementation of six World Bank-financed operations, including one regional integration project, with a total commitment amounting to US\$72 million. The recent review of the agency's FM arrangements concluded that, for the implementation of the ongoing projects, it continues to maintain acceptable FM arrangements that will apply to the project.

13. Disbursement of IDA and GPE funds will be carried out on a transaction basis (statements of expenditure [SOEs]). The proposed project will make use of the following disbursement methods: advance, direct payment, reimbursement and special commitment. The World Bank will offer the flexibility of lowering the threshold for direct payment to facilitate payments to foreign providers of goods and services due to some challenges for commercial banks based in the country to make payments to foreign providers of goods and services and contractors. AFAP will prepare semi-annual unaudited interim financial reports (IFRs) and provide such reports to the World Bank within 45 days of the end of each calendar semester. The project financial statements will be audited by the independent external auditor in accordance with ISA as issued by IAASB within IFAC. The proposed FM arrangements were assessed to be adequate to ensure that the project activities are handled and financed with due consideration to efficiency and economy. The overall FM risk is Substantial due in part to country risk, capacity issues in the country, and involvement of various beneficiaries.

14. **FM Risk Assessment and Mitigation.** The risks and mitigation measures are described in the table below.



Table A1.1. FM Risk Assessment and Mitigation

Risk factors/Description of Risk	Risk Rating	Risk Mitigating Measures Incorporated into the Project Design	Residual Risk Rating
Inherent Risk:			
Country level: The country faces human resource constraints; outdated legal framework on budgeting, internal and external auditing functions; limited coverage of IFMIS and Single Treasury Account.	S	The Government of STP is committed to implement reforms of the country's PFM with support of the development partners, these include: implementation of Integrated Financial Management System (IFMIS), expand the coverage of the Single Treasury Account, and capacity building to key PFM institution. The World Bank is supporting PFM reform initiatives through Institutional Capacity Building Project in collaboration with other cooperating partners. The ring-fencing of the project funds under AFAP will mitigate these weaknesses.	S
Entity level: While the MEES has experience in handling Bank-financed operations, managing the project support to quite a large number of beneficiaries under the project may be challenging for the Ministry	S	The coordination mechanism in place at the education sector will be used to smooth the reach and calibrate support to beneficiaries. The good practices of coordination in other sectors (e.g. health sector) will also be used in the implementation of the project. In addition, a PCU will be established within MEES to strengthen its capacity for the implementation of the project. AFAP will provide fiduciary support to the MEES and a POM providing guidance to the implementation of the project will be prepared and adopted by AFAP and MEES.	M
Project level: The decentralized nature of the activities of this project may jeopardize sound project implementation.	S	A POM will describe the project implementation arrangements, including the beneficiaries and coverage of the project. The administrative and financial procedures described in the POM and the existing AFAP Financial Manual will be employed in the implementation of the project as part of the POM. Frequent Bank technical team and FM implementation support.	S
Control Risk:			
Budgeting: MEES may not be able to produce realistic and comprehensive budget due to capacity constraint and involvement of significant number of beneficiaries.	S	The POM including planning and budgeting procedures will be prepared and adopted. AFAP staff has capacity to support MEES on planning and budgeting and to ensure that the fiduciary reports are produced on time. The Bank will review the draft budget as well as the semi-annual IFRs and provide comments.	M
Accounting: Project funds, expenditures, and resources are not properly recorded since AFAP is accounting for other projects and may be confused in handling record of the project transactions	S	AFAP will make use of the existing automated accounting package to account for project funds, expenditures and resources, which is currently in use by the ongoing operation. In so doing the accounting package will be customized for separately record of project transactions and production of financial reports. The AFAP FM capacity is adequate and the head of the finance unit has overall responsibilities for all projects, supported by finance team members capable of performing their duties and responsibilities.	M



Risk factors/Description of Risk	Risk Rating	Risk Mitigating Measures Incorporated into the Project Design	Residual Risk Rating
Internal control: Noncompliance with internal control activities at the Ministry of Education and Tertiary Education such project expenditures authorization, proper documentation, and safeguards of assets.	S	<p>The PCU will strengthen its capacity in the implementation of the project, including to ensure proper planning and budgeting, project expenditures authorization, and proper documentation.</p> <p>A POM will document the internal control procedures to be employed in the implementation of the project.</p> <p>AFAP will support the MEES to ensure adequate internal control activities such approval of expenditures and receipt of goods and services.</p> <p>World Bank's regular FM implementation support through desk reviews and field visits will make recommendations to address any internal control deficiencies to be identified to improve the project internal control system</p> <p>The AFAP internal auditor, whose recruitment is underway, will conduct regular ex-post review of the project transactions. Discussions are ongoing and support is being provided to AFAP to ensure the recruitment process is completed not later than three months after the project becomes effective.</p>	S
<p>Funds flow: Delays in availability of funds for project activities benefiting most vulnerable beneficiaries.</p> <p>The failure by commercial banks to make payments in foreign currency may impact negatively the implementation of project activities.</p>	S	<p>The disbursement arrangements will be documented in the POM and the DFIL.</p> <p>AFAP will prepare regular withdrawal application to ensure that there are enough funds in the Designated Account to finance project activities.</p> <p>The PCU at the MEES in collaboration with AFAP will make use of the current coordination mechanism within the government, in particular in the education sector to ensure that funds are available to finance project activities without delays.</p> <p>Lower minimum threshold for the use of direct payments method of disbursement will be applied.</p> <p>Disbursements of project funds will be handled by AFAP since their FM specialists are familiar with Bank's disbursement procedures.</p>	S
Financial reporting: Delay may be noted in the submission on time of project IFRs produced by AFAP due to several IFRs to be produced at the same time.	S	<p>IFR and annual financial statements formats and contents will be similar to those in use for ongoing operations.</p> <p>AFAP will use the existing automated accounting package that will enable the efficient and timely generation of financial information as it is multiple project version that can accommodate up to ten projects.</p>	M
<p>Auditing: AFAP not being able to prepare several Financial Statements (FS) plan for the audit adequately to ensure all audit reports are submitted on time</p> <p>The auditor (same for all) being able to audit and submit all reports on time.</p>	M	<p>AFAP FM unit has enough staff to prepare Project Financial Statements (PFS) on time.</p> <p>An audit plan will be developed to capture the duties and responsibilities of the AFAP and auditors, including the deadlines for each audit cycle. An addendum of the external auditor's contract to include the audit of the proposed project financial statements will be signed.</p>	M
Governance and Accountability: Possibility of corrupt practices including bribes, abuse of administrative and political positions, mis-procurement and misuse of funds and so on, are a critical issue.	S	<p>Robust FM arrangements (including a comprehensive annual audit of project accounts, Bank FM supervision including review of transactions and asset verification) designed to mitigate the fiduciary risks in addition to AFAPs' overall internal control systems.</p> <p>Recruitment of an internal auditor for AFAP is underway.</p>	S
OVERALL FM RISK	S		S

Note: IFMIS = Integrated Financial Management System; S = Substantial; and M = Moderate



Financial Management Action Plan. To mitigate FM risks, the following measures should be taken.

Table A1.2. Measures to Mitigate FM Risks

No	Action	By whom	Completion Date
1	Finalize the recruitment of AFAP internal auditor	AFAP	Within three months after project effectiveness
2	Conduct regular implementation support missions (at least twice times per year through desk reviews, field visit, virtual meetings, etc.)	World Bank	During implementation
3	Customize the accounting software to maintain separate records and ledge accounts for the proposed project.	AFAP	Within two months after project effectiveness
4	Sign the addendum of the external auditor's contract to include the audit of the proposed project financial statements.	AFAP	Within three months after project effectiveness

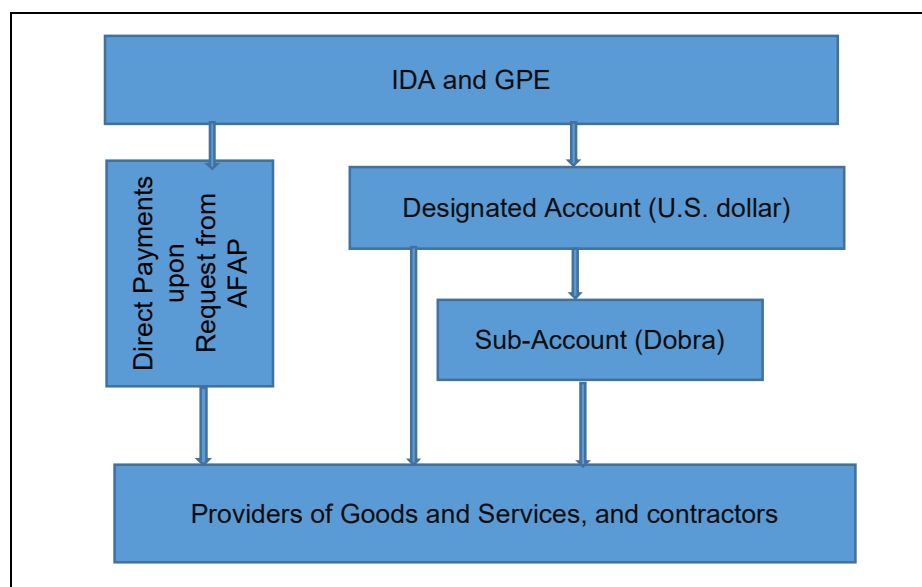
FM arrangements

15. **AFAP's current budgeting, accounting, internal control, and financial reporting arrangements will apply to the project.** As AFAP is handling several World Bank-financed projects and it is expected to manage other projects to be financed by other DPs, it is recommended that a qualified and experienced internal auditor should be engaged by AFAP to support the achievement of the project development objective. Recruitment of an internal auditor for AFAP will be completed within three months after project effectiveness. AFAP will produce and submit to the World Bank semi-annual IFRs within 45 days after the end of the calendar semester. In addition, the World Bank's FM review and the borrower's external and internal audit reviews of the project activities will include field visits and physical verification of the fixed assets purchased with project proceeds and to verify the work completed on the ground. The workplan of AFAP's internal auditor should include field visits and physical verification of projects' activities including verification of fixed assets purchased with project proceeds.

16. **Funds Flow and Disbursement Arrangements.** AFAP will establish and maintain a segregated Designated Account (DA) to receive advances from IDA, in U.S. dollars at a commercial bank under terms and conditions acceptable to the Bank. In addition, a sub-account will be established and maintained at the same commercial bank for the DA to facilitate payments in local currency. Funds in the DA and sub-account will be used to finance the project's eligible expenditures in accordance with the Financing Agreement (FA) and the Disbursement and Financial Information Letter (DFIL). The figure below depicts the funds flow mechanism for the project activities to be financed by IDA and GPE funds.



Figure A1.2. Fund Flows



17. **Disbursement arrangements.** Disbursements of IDA and GPE funds will be done on a transaction basis (Statement of Expenditures [SOEs]). An initial advance to be indicated in the will be made into DA upon the Project effectiveness. The option of disbursing the IDA and GPE funds through direct payment, reimbursement, and special commitment will also be available. To facilitate the payments of contractors, suppliers and consultants, a lower minimum threshold for the use of direct payment and reimbursement methods of disbursement will be applied for this operation due to challenges of commercial banks to make payments to foreign providers of goods and services and contractors. The payment of stipends for transport and meals to the teachers, school administrators, and MEES staff will be done by AFAP to the bank accounts of the beneficiaries. The details regarding these stipends, including the selection criteria, payment modalities, and frequency will be outlined in the POM.

18. **Auditing.** The project will be audited annually by AFAP external auditors. A single private audit firm is appointed as external auditor of all World Bank-financed operations handled by AFAP. Therefore, AFAP will sign the addendum of the external auditor's contract to include the audit of the proposed project financial statements within 3 months after project effectiveness. The TORs of the external auditors will be prepared by AFAP and reviewed and cleared by the World Bank. The scope of the work of the external auditors should include field visits and physical verifications of the assets purchased with projects' proceeds on the ground.

19. **Effectiveness conditions.** The Conditions of Effectiveness consist of the following:

- (a) The Operations Manual has been adopted by the Recipient and AFAP in form and substance satisfactory to the Association.
- (b) The Subsidiary Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of AFAP to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.



- (c) The Grant Agreement has been executed and delivered and all conditions precedent to its effectiveness have been fulfilled.

20. **Dated covenants.** The following FM actions are dated covenants: (i) customize the accounting software to maintain separate records and ledger accounts for the proposed project within two months after the project effectiveness date; (ii) appoint a qualified and experienced internal auditor for AFAP within three months after the project effectiveness date; and (iii) sign the addendum of the external auditor's contract to include the audit of the project financial statements within 3 months after project effectiveness.

21. **Implementation Support Plan.** Based on the current overall residual FM risk of this operation, the project will be supervised twice a year or at more frequently as needed. The FM implementation support will include field visits, desk-based reviews (review of IFR, progress reports prepared by the Recipient), and remote support as needed (via phone, Webex or Skype).

C. Procurement

22. **Applicable procedures.** Procurement of input-based (procurable) items under the project will be carried out in accordance with the World Bank's 'Procurement Regulations for IPF Borrowers' (Procurement Regulations) dated July 2016 and revised in November 2017 and August 2018; the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated July 1, 2016; and other provisions stipulated in the Financing Agreement (FA).

23. **Procurement strategy.** The Recipient prepared the PPSD. The World Bank provided the necessary support and guidance to the recipient in preparing the PPSD.

24. **Procurement arrangements.** The project will be implemented by the MEES, which will have overall technical responsibility for the project activities, while AFAP will provide support through a Subsidiary Agreement and will have fiduciary responsibility for the project, including the procurement function.

25. **Procedures for selection of consultants.** Open competition will be the main approach for the selection of consultants. Components 1, 2 and 4 will include educational services, such as the development of teacher training processes for pre-school (US\$770,000) and basic level (US\$1,260,000), the preparation of girls empowerment program (US\$420,000), TA for teaching cycle and large-scale assessments of primary and secondary school students' learning (US\$840,000), conduct PASEC international comparative learning assessment (US\$490,000) and technical assistance for the development of the Accelerated Education Program (US\$ 1,183,000), which will be procured through Quality and Cost Based Selection method. Smaller studies may require the Consultants Qualifications based Selection method, i.e. the student learning assessment (US\$80,000) and the development of a M&E system for pre-school (US\$ 150,000). The recruitment of an external financial auditor will follow the Least Cost Selection method. The initial PASEC assessment (US\$400,000) will be done through the use of direct contracting, because it is continuation of activities that are initiated in the Quality Education for All project. Individual consultants for the PCU (e.g., Project Coordinator, M&E specialist, E&S specialist and technical specialists) will be recruited competitively in accordance with the agreed procurement plan.



26. **Procedures for goods, non-consulting services, and works.** Open competition will be the main approach. IT equipment (e.g., computers, projectors) and software (US\$300,000) and teaching and learning materials (US\$1,176,000) will be procured through the international procurement approach, through the Request for Bids (RFB) method. Construction and rehabilitation of bathrooms and water supply in schools (US\$1,600,000) will be procured through the national procurement approach, RFB. Purchase of a power generator for the MEES all of which will be done through the national market approach, request for quotation, in separate procurement processes (although goods of same nature will be bundled as practicable as possible). Purchase of Internet service for MEES will be procured with a Direct Contract because only one local telecommunication company can provide this service in the country.

27. **The Procurement Plan** for the inputs-based activities will be managed through the World Bank's tracking system, Systematic Tracking of Exchanges in Procurement. During project implementation, the Procurement Plan will be updated as required, but, at a minimum, on an annual basis, to reflect actual program implementation needs and improvements in institutional capacity.

28. **Capacity of the agency to implement procurement.** Procurement activities will be carried out by AFAP, which has been handling fiduciary matters of the World Bank-funded projects since its establishment in 2003. Currently, it is supporting the implementation of all World Bank-financed projects in the STP portfolio: the Social Protection and Skills Development Project, Power Sector Recovery Project, Transport Development and Coastal Protection Project, Institutional Capacity Building Project, and Regional Integration's West Africa Coastal Areas Resilience Investment Project (P162337). AFAP has adequate capacity to handle procurement activities under this project, with a procurement department comprising three staff with experience in World Bank procurement procedures. Considering the nature of this project, AFAP is in a position to provide adequate procurement support. However, additional support may be required if the workload at AFAP increases for specific periods of time. Specific procedures for the project will be detailed in the POM, which will be prepared and adopted by the MEES. A key factor for good procurement performance will be the ability of the MEES and AFAP to work in close collaboration, as the MEES will have to provide inputs for the preparation of the Procurement Plan and provide all required information (terms of reference and technical specifications) to allow AFAP to start procurement processes and participate in the evaluation processes.

29. **Review by the World Bank of procurement decisions.** Table A1.3 indicates the initial values for prior review by the World Bank for activities in the Procurement Plan (input-based window). Activities estimated to cost below these amounts shall be treated as post review and will be reviewed by the World Bank during the implementation support mission under a post-procurement review exercise. All direct contracting/single source will however be subject to prior review during the first year of project implementation. The World Bank may, from time to time, review the amounts based on the performance of the implementing agency, including the requirement for prior reviewing all direct contracts.

**Table A1.3. Prior Review Thresholds**

Procurement Type	Prior Review (US\$)
Works	5,000,000
Goods and non-consulting services	1,500,000
Consultants (firms)	500,000
Individual consultants	200,000

30. **Frequency of procurement reviews and supervision.** The World Bank's prior and post-reviews will be carried out based on thresholds indicated in table A1.3. The World Bank will carry out implementation support missions every six months and annual post-procurement reviews; the standard post-procurement reviews by World Bank staff should cover at least 20 percent of contracts subject to post-review. Post-reviews consist of reviewing technical, financial, and procurement reports on project procurement actions by World Bank staff or consultants selected and hired by the World Bank according to procedures acceptable to the World Bank. Project implementation support missions shall include a World Bank procurement specialist or a specialized consultant. The World Bank may also conduct an Independent Procurement Review at any time until two years after the closing date of the project.

31. **Training, workshops, and conferences.** Training (including training material and support), workshops, and conference attendance will be carried out based on an approved annual training and workshop/conference plan. A detailed plan giving the nature of training/workshop, number of trainees/participants, duration, staff months, timing, and estimated cost will be submitted to the World Bank for review and approval before initiating the process. The appropriate methods of selection will be derived from the detailed schedule. After the training, beneficiaries will be requested to submit a brief report indicating what skills have been acquired and how these skills will contribute to enhance his/her performance and contribute to the attainment of the project objective.

32. **Operational costs.** Operating costs financed by the project are incremental expenses, including office supplies; vehicles operation and maintenance; maintenance of equipment; communication costs; supervision costs (that is, transport, accommodation, and per diem). They will be procured using the procurement procedures specified in the POM.

33. **Assessment of national procedures.** A Procurement Law (Law 8/2009 of August 26, 2009) enacted a Procurement Regulation and the creation of a procurement supervisory body, the Procurement and Coordination and Supervision Office (COSSIL). The COSSIL is a body mandated to centralize procurement information, assist the decentralized procurement units, and ensure uniformity and quality across government procuring units. However, the STP Procurement Law, since it was enacted, has not been revised or updated to incorporate lessons learned or adopt the latest international best practices (the World Bank is supporting modernization of the public procurement framework through the Institutional Capacity Building Project).

34. **The country's regulations** are generally consistent with international best practices for the following reasons: (a) there is adequate advertising in national media; (b) procurement is generally open



to eligible firms from any country; (c) contracts documents have an appropriate allocation of responsibilities, risks, and liabilities; (d) it requires publication of contract award information in local newspapers of wide circulation; (e) the national regulations do not preclude the World Bank from its rights to review procurement documentation and activities under the financing; (f) there is an acceptable complaints mechanism; and (g) maintenance of records of the procurement process. However, standard bidding documents are not used consistently and capacity in the country is limited in the public sector (ministries, institutes). Therefore, and considering AFAP's experience in using World Bank's procedures, procurement activities under this project will be implemented using the World Bank's Procurement Regulations.

35. Procurement information and documentation—filing and database. Procurement information will be recorded and reported as follows: (a) complete procurement documentation for each contract, including bidding documents, advertisements, bids received, bid evaluations, letters of acceptance, contract agreements, securities, related correspondence, and so on, will be maintained at the level of respective ministries, in an orderly manner, and will be made readily available for audit; (b) contract award information will be promptly recorded and contract rosters as agreed will be maintained; and (c) comprehensive quarterly reports indicating (i) revised cost estimates, where applicable, for each contract; (ii) status of ongoing procurement, including a comparison of originally planned and actual dates of the procurement actions, preparation of bidding documents, advertising, bidding, evaluation, contract award, and completion time for each contract; and (iii) updated Procurement Plans, including revised dates, where applicable, for all procurement actions.

36. Advertising procedures will include the following:

- (a) General Procurement Notice, Specific Procurement Notices, Requests for Expression of Interest, and results of the evaluation and award of contracts should be published in accordance with the advertising provisions in the Procurement Regulations.
- (b) Requests for Bids and Request for Proposals that involve international consultants, and contract awards, shall be published in United Nations Development Business in line with the provisions of the Procurement Regulations.

37. For goods and works, information to be published shall specify (a) the name of each bidder who submitted a bid; (b) bid prices as read out at bid opening; (c) the name and evaluated prices of each bid that was evaluated; (d) the name of bidders whose bids were rejected and the reasons for their rejection; and (e) the name of the winning bidder, and the price it offered, as well as the duration and summary scope of the contract awarded.

38. For consultants, the following information must be published: (a) the names of all consultants who submitted proposals; (b) technical points assigned to each consultant; (c) the evaluated prices of each consultant; (d) the final point ranking of consultants; and (e) the name of the winning consultant and the price, duration, and summary scope of the contract. The same information will be sent to all consultants who submitted proposals. For other contracts, the information should be published in the national gazette periodically (at least quarterly) and in the format of a summarized table covering the previous period with the following information: (a) name of the consultant to whom the contract was awarded, (b) price, (c) duration, and (d) scope of the contract.



D. Strategy and Approach for Implementation Support

39. The strategy for implementation support is informed by the project design, capacity assessments, identified risks, and World Bank policies and requirements. The World Bank will ensure implementation support through a number of activities which will be implemented in close coordination with the Government: (a) implementation support missions, to include field visits, with specialized technical support as needed (for central and school levels); (b) joint review missions; (c) continued participation and close collaboration with the LEG; (d) JSRs; (e) regular progress reports submitted by the PCU, including monitoring of project-supported activities and indicators; (f) regular meetings of the task team and PCU, to include other experts as needed; and (g) internal audits and FM reporting.

E. Implementation Support Plan and Resource Requirements

40. During the first two years, it is expected that stronger engagement will be required in terms of operational support and M&E. Special attention will be paid to the strategic development and monitoring activities of the MEES and the delivery of services at the local and school levels. The World Bank will ensure timely, efficient, and effective implementation support to the client. Tables A1.4 and A1.5 provide the implementation support plan and the skills mix required for the project.

Table A1.4. Main Focus in Terms of Implementation Support

Time	Focus	Skills Needed	Resource Estimate (Staff Weeks)
First 12 months	<ul style="list-style-type: none"> Team leadership Governance/public sector expertise Institutional arrangements Implementation support and supervision Fiduciary support and management E&S safeguards monitoring and reporting 	<ul style="list-style-type: none"> Technical expertise for education, teacher training, gender, WASH program, accountability, and gender Project supervision and monitoring and reporting Procurement training and supervision E&S monitoring and reporting Institutional capacity building 	<ul style="list-style-type: none"> Task team leader: 30 Education/operations specialists: 20 WASH specialists: 6 Procurement: 6 FM: 5 Environmental: 5 Social: 5 Administrative support: 10
Years 2 to 5	<ul style="list-style-type: none"> Team leadership Technical review/support Implementation support and supervision Fiduciary support and management E&S safeguards monitoring and reporting Monitoring and reporting 	<ul style="list-style-type: none"> Technical support Procurement management FM and disbursement-related support Monitoring and reporting E&S monitoring and reporting Institutional capacity building Project supervision and monitoring and reporting 	<ul style="list-style-type: none"> Task team leader: 90 Education/operations specialists: 80 WASH specialists: 30 Procurement: 40 FM: 30 Environmental: 30 Social/gender: 30 Administrative support: 30

**Table A1.5. Required Staff Skills Mix for the Task Team**

Skills Needed	Number of Staff Weeks Per Year	Number of Trips	Comments
Task team leader	25	Field trips as required	Based in region
Education specialist	10	Field trips as required	HQ-based or based in region
Education economist/operations specialist	10	Field trips as required	HQ-based or based in region
FM specialist	6	Field trips as required	Based in region
Procurement specialist	5	Field trips as required	CO-based
Social development specialist	4	Field trips as required	HQ-based
Environmental specialist	4	Field trips as required	Based in region
WASH specialist	6	Field trips as required	Based in region
Gender/social development specialist	5	Field trips as required	HQ-based or based in region
Administrative support	10		Based in region

Note: CO=Country Office; HQ = Headquarters.



ANNEX 2: ESP 2019–2023 Programs

COUNTRY: São Tomé and Príncipe Girls Empowerment and Quality Education for All

1. The ESP (2019–2023) was built on an evidence-based ESA undertaken in 2018 that identified significant achievements and challenges faced by the education sector. In the last five years, the Government of STP has been investing in infrastructure to expand access, especially for preschool and secondary education. The results showed that the GERs have increased. However, STP's education system still faces serious problems with regards to quality, efficiency, and equity.
2. The ESP 2019–2023 covers the entire education system and is the result of a participatory and inclusive process that represents the vision of the Government, DPs, and STP society for four years. The ESP 2019–2023 includes programs on (a) preschool education; (b) primary education; (c) secondary and technical and vocational education and training; (d) adult education (including overaged education); (e) higher education; (f) teacher training and management; (g) efficient management and building capacity; and (h) cross-cutting themes, including inclusive education, school health and feeding programs, and technology and innovation programs. It prioritizes strategic actions related to quality, efficiency, and equity. The ESP 2019–2023 focuses on (a) improvement of the levels of literacy and numeracy, (b) reducing repetition and dropout rates, and (c) closure of the disparities, mainly urban/rural and gender. The priorities are related to improving the efficiency of school management and teacher training.
3. The DPs signed a commitment to fund the ESP 2019–2023 with financial support and commitment from DPs such as UNICEF, Portuguese Cooperation, Brazilian Cooperation Agency, the World Bank and GPE. During the period of ESP implementation, it is expected that the country will also receive support from the Embassies of China, Japan, and Angola to improve school infrastructure.
4. The IDA and GPE -financed project is clearly aligned with the ESP 2019–2023. In total, the ESP 2019–2023 includes an action plan with 203 activities. The project will support 51 activities (43 percent in amount) of the ESP 2019–2023 programs. The financing of the ESP 2019–2023 is highly dependent on external financial support. The proposed project provides will substantial financial support for the following programs: preschool education, primary education, and teacher training and management programs. Table A2.1 provides the estimated total cost for the four years for each ESP 2019–2023 program.



Table A2.1. Estimated Total Cost for Each ESP 2019–2023 Program

ESP 2019–2023 Programs	Total Financing (US\$, %)						
	Total (US\$)	Internal Financing (US\$)	(%)	External Financing (US\$)	World Bank/GPE Project (US\$)	%	Other DPs (%)
Preschool	779,523	190	0.0	779,333	773,000	99	0.8
Primary education	6,324,342	6,047	0.1	6,318,295	6,256,390	99	1.0
Secondary and technical and vocational education and training	5,397,414	650,809	12.1	4,746,604	1,137,652	21	66.9
Adult education	623,952	23,952	3.0	600,000	600,000	97	0.0
Higher education	475,238	182,380	38.4	292,857		0	61.6
Teacher training and management	3,809,052	9,428	0.2	3,799,623	3,682,957	97	3.1
Efficient management and building capacity	13,309,119	19,833	0.1	13,289,285	4,200,000	32	68.3
Inclusive education	158,095	15,238	9.6	142,857	100,000	63	27.1
School health and feeding program	1,449,092	195,172	13.5	1,253,920	300,000	21	65.8
Technology and innovation	747,619	597,619	79.9	150,000	150,000	20	0.0
Total	32,973,449	1,700,672	5.2	31,272,777	17,200,000	53	42.0



ANNEX 3: Impact of the COVID-19 Crisis and the Government's Response

1. **The COVID-19 pandemic has impacted STP directly, as the country experienced a severe outbreak of the virus.** With 901 cases and 15 death as of September 11, 2020. The COVID-19 outbreak in STP shows one of the highest attack rates (441/100,000 people) in the Africa region. The country still has limited capacity to handle the COVID-19 outbreak in country. With an overall Global Health Security Index score of 17.7 (192/195 countries) and a recent JEE assessment showing significant fragilities in terms of public health emergency preparedness and response, COVID-19 has been particularly difficult to manage in country. STP was unable to quickly establish laboratory capacity to diagnose COVID-19 due to the interruption of commercial flights to the island in the begging of the Pandemic. After several months without having laboratory capacity to diagnose COVID-19, early efforts to contain local transmission (first case diagnosed on April 6, 2020) were hindered by incapacity to confirm diagnosis and isolate cases, perform contact tracing and slow transmission. This capacity was finally established in July, alongside with improved hospital capacity to manage cases and trained surveillance teams to perform contact tracing. Notwithstanding the fact that STP is now better prepared to diagnose, isolate, treat and track COVID-19 contacts, the capacity in country is still limited and a significant and more comprehensive strategy to use COVID-19 to strengthen public health systems will be key in ensuring that COVID-19 and future epidemics will be properly managed.

2. **The COVID-19 pandemic has severely affected STP's economy, primarily through losses in the tourism industry.** On top of the direct impact of the pandemic, STP's economy was hit by a near-total drop in foreign tourist arrivals since March 2020. The tourism industry, which has been a driver of private sector growth in recent years and is responsible for a large share of formal employment, came to a standstill, resulting in a loss of labor earnings, foreign exchange and fiscal revenues. In addition, the agricultural sector has been adversely affected by the global supply-chain disruptions. A spike in newly detected COVID-19 cases in May 2020 forced the Government to put in place rigorous social distancing, tightening restrictions on domestic activities that create opportunities for contagion. These measures further depressed economic activity, while scarce government capacities and resources had to be redirected to strengthen the overwhelmed health care system.

3. **In addition to its heavy health and human toll, the coronavirus outbreak further clouds an already fragile global economic outlook and can further set back the fight against poverty.** Potential tightening of credit conditions, weaker growth and the diversion of expenditures to fight the outbreak are likely to cut into government revenues and governments' ability to invest to meet education, health and gender goals. The poor will be hit particularly hard. Current estimates suggest that a one percent decline in developing country growth rates traps an additional 20 million people into poverty. STP is already facing an adverse macroeconomic situation given its fiscal and external vulnerabilities, which has been hampering economic activity. GDP growth rate is estimated at 2.7 percent in 2018 from 3.9 percent in 2017, with expectations of further slowdown in 2019. Consequently, the poverty rate has remained unchanged at 34.4 percent. The COVID-19 outbreak can pose additional risks to the already fragile economic situation, which can contribute to rising poverty levels.

4. **The COVID-19 pandemic has caused a health emergency, an economic crisis, and schools' closures in STP.** STP reported the first case of COVID-19 on April 6, 2020, with an acceleration of new cases from mid-May to July 2020. The expected economic impacts is a 6.5 percent reduction in GDP, a budget deficit of 4.6 percent of GDP, current account deficit of 26.3 percent of GDP, a budget deficit of 4.6 percent of GDP, current account deficit of 26.3 percent of GDP, and a debt-to-GDP ratio of 105.3.



Poverty rate is estimated to increase from 66.7 percent to 78 percent. The Government of STP closed schools on March 20, 2020 for an indefinite period.

5. **The Government has mounted a robust response to the COVID-19 crisis (Table 1).** Since the beginning of the crisis, the STP has announced a series of measures to address the health emergency and cushion the economy. The total fiscal cost of the government's response to the COVID-19 crisis is estimated at around 3.1 percent of GDP, however the Government has also enacted monetary and regulatory measures.

Table A3.1: STP's Measures to Address the Impact of COVID-19

Health, sanitary, and infrastructures measures:
• Adoption of the National Contingency Plan;
• Rehabilitation of existing health facilities, and preparation of areas for a field hospital and increase the supply of medicines and hospital equipment;
• Increase the resources for water and sanitation projects and implement alternative mechanism for water supply, and permanent solid waste collection;
• Installation of hand washing infrastructures in public markets;
• Implementation of teleworking in the public administration.
Fiscal measures:
• Reallocation of budgeted funds to the health and agriculture sector;
• Suspension of tax payments, and moratorium on interest on tax debts and acceleration of the payment of government arrears;
• Reduction by 20 percent of wage-bill expenditures by Statement of Expenditures (SOEs), and the public sector wage-bill;
• Creation of a Resilience Fund financed mainly by a "solidarity tax" on public and private employees (less affected by the crisis) with a duration of 6 months.
Monetary and financial measures:
• Loosening of monetary policy through a reduction of the liquidity facility interest rate, and a reduction in minimum reserve requirement;
• Temporary increase in flexibility of prudential ratios and creation of credit lines guaranteed by the government;
• Moratorium on debt service for bank loans for 6 months;
• Reduction in the fees for financial services and plans for the creation of a credit guarantee fund.
Private sector measures:
• Implementation of a temporary lay-offs regime;
• Job protection program for the tourism sector through a government wage subsidy;
• Creation of an entrepreneurship fund to support SMEs;
• Prioritization of imports of basic foodstuff, medicines and medical equipment, oil products, and inputs for the agriculture and fisheries sector;
• Reinforce the logistical capacity and inputs supply to the primary and secondary sector;
• Implementation of electronic payment for utility services.
Social protection and education measures:



<ul style="list-style-type: none">• The Government provided immediate support through the delivery of advanced payments to existing social safety net program beneficiaries for the equivalent of four months to increase purchasing capacity, which helped as well with social distancing;• Implementation of a temporary Shock Response Program for COVID-19 for nine months to ensure food consumption stabilization of directly affected households and indirectly households affected; with an estimated coverage of 20,000 households;
<ul style="list-style-type: none">• Creation of reception centers for social services; and financial support to informal workers, conditional on registering with employment services and social security;
<ul style="list-style-type: none">• Definition of an Education Emergency Plan of the COVID-19 to address the measure to mitigate the school closure and plan the reopening of schools;
<ul style="list-style-type: none">• Development of activities to prevent GBV and SEA, an inclusive remote learning strategy via TV and radio, interventions to prevent school dropout (focusing on girls), and psychosocial support for student and teacher;
Economic recovery measures:
<ul style="list-style-type: none">• Accelerate the implementation of approved projects financed by external partners;
<ul style="list-style-type: none">• Consider creating an investment fund for recovery, and credit line to support import of capital goods;
<ul style="list-style-type: none">• Expedite the implementation of the medium-term development plan for the primary sector;
<ul style="list-style-type: none">• Improve the business environment and implement an e-governance system.