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Report No: PAD2968

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT  
IN THE AMOUNT OF EUR 33.40 MILLION  
(EQUIVALENT US\$40.00 MILLION)

PROPOSED GRANT  
IN THE AMOUNT OF SDR 28.00 MILLION  
(US\$40.00 MILLION EQUIVALENT)

AND  
PROPOSED GRANTS FROM THE GLOBAL PARTNERSHIP FOR EDUCATION  
IN THE AMOUNT OF  
US\$44.78 MILLION EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT  
US\$9.14 MILLION REGULAR ACCELERATED FUNDING  
US\$6.78 MILLION COVID-19 ACCELERATED FUNDING

TO THE  
REPUBLIC OF MALI  
FOR THE  
MALI IMPROVING EDUCATION QUALITY AND RESULTS FOR ALL PROJECT

January 28, 2021

Education Global Practice  
Western and Central Africa Region

This document is being made publicly available prior to Board consideration. This does not imply a presumed outcome. This document may be updated following Board consideration and the updated document will be made publicly available in accordance with the Bank's policy on Access to Information.

## CURRENCY EQUIVALENTS

Exchange Rate Effective: November 30, 2020

Currency Unit = EURO

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US\$1 = EUR\$0.834

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US\$1 = SDR 0.699

## FISCAL YEAR

January 1 - December 31

Regional Vice President: Ousmane Diagana

Country Director: Soukeyna Kane

Regional Director: Dena Ringold

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## ABBREVIATIONS AND ACRONYMS

<b>AE</b>	Regional Education Office ( <i>Académie d'Enseignement</i> )
<b>AFD</b>	French Development Agency ( <i>Agence Française de Développement</i> )
<b>CADDE</b>	Decentralization/Deconcentration of Education Support Unit ( <i>Cellule d'Appui à la Décentralisation/Déconcentration de l'Éducation</i> )
<b>CAP</b>	Professional Competency Certificate ( <i>Certificat d'Aptitude Professionnel</i> )
<b>CGS</b>	School Management Committee ( <i>Comité de Gestion Scolaire</i> )
<b>CNCS</b>	National Center for School Canteens ( <i>Centre National des Cantines Scolaires</i> )
<b>CONFEMEN</b>	Conference of Ministers of Education of French Speaking Countries ( <i>Conference des Ministres de l'Education des Etats et Gouvernements de la Francophonie</i> )
<b>COVID-19</b>	Coronavirus Disease
<b>CPF</b>	Country Partnership Framework
<b>CPS</b>	Planning and Statistics Unit ( <i>Cellule de Planification et de Statistiques</i> )
<b>CRM</b>	Crises Response Manual
<b>DA</b>	Designated Account
<b>DFM</b>	Fiduciary Department ( <i>Direction des Finances et du Matériel</i> )
<b>DP</b>	Development Partner
<b>DPO</b>	Development Policy Operation
<b>DNACPN</b>	National Directorate of Sanitation, Pollution, and Noises Control ( <i>Direction Nationale de l'Assainissement et du Contrôle des Pollutions et des Nuisances</i> )
<b>DNEF</b>	National Directorate of Basic Education ( <i>Direction Nationale de l'Enseignement Fondamental</i> )
<b>DNEN</b>	National Directorate of Teacher Training ( <i>Direction Nationale de l'Enseignement Normal</i> )
<b>DNEPS</b>	National Directorate of Preschool and Special Education ( <i>Direction Nationale de l'Enseignement Préscolaire et Spécial</i> )
<b>DNESG</b>	National Directorate of General Secondary Education ( <i>Direction Nationale de l'Enseignement Secondaire Général</i> )
<b>DNP</b>	National Directorate of Pedagogy ( <i>Direction Nationale de la Pédagogie</i> )
<b>ECE</b>	Early Childhood Education
<b>ECOWAS</b>	Economic Community of West African States
<b>EGRA</b>	Early Grade Reading Assessment
<b>EMIS</b>	Education Management Information System
<b>EMOP</b>	Modular and Permanent Survey of Households ( <i>Enquête Modulaire et Permanente auprès des Ménages</i> )
<b>ENSUP</b>	Teachers' Training College for the Secondary Cycle ( <i>Ecole Normale Supérieure</i> )
<b>ESMF</b>	Environmental and Social Management Framework
<b>ESP</b>	Education Sector Plan
<b>FM</b>	Financial Management
<b>GBV</b>	Gender-based Violence
<b>GDP</b>	Gross Domestic Product
<b>GEMS</b>	Geo-enabling for Monitoring and Supervision
<b>GER</b>	Gross Enrollment Rate
<b>GoM</b>	Government of Mali
<b>GPE</b>	Global Partnership for Education

<b>GPN</b>	General Procurement Notice
<b>GRM</b>	Grievance Redress Mechanism
<b>HCI</b>	Human Capital Index
<b>IBM</b>	Iterative Beneficiary Monitoring
<b>ICT</b>	Information and Communications Technology
<b>IDB</b>	Islamic Development Bank
<b>IFC</b>	International Finance Corporation
<b>IFM</b>	Teacher Training Institution ( <i>Institut de Formation des Maitres</i> )
<b>IPF</b>	Investment Project Financing
<b>IRR</b>	Internal Rate of Return
<b>JICA</b>	Japan International Cooperation Agency
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MEN</b>	Ministry of Education ( <i>Ministère de l'Éducation Nationale</i> )
<b>MEFB</b>	Ministry of Economy, Finance, and Budget ( <i>Ministère de l'Economie, des Finances et du Budget</i> )
<b>MEFP</b>	Ministry of Employment and Vocational Training ( <i>Ministère de l'Emploi et de la Formation Professionnelle</i> )
<b>MIQRA</b>	Mali Improving Education Quality and Results for All
<b>NGO</b>	Non-governmental Organization
<b>NPF</b>	New Procurement Framework
<b>NPV</b>	Net Present Value
<b>OP/BP</b>	Operational Policy/Bank Policy
<b>2PFU</b>	Project/Program Facilitation Unit
<b>PASEC</b>	Program of Analysis of Education Systems of CONFEMEN ( <i>Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN</i> )
<b>PBC</b>	Performance-based Condition
<b>PBCT</b>	Performance-based Condition Target
<b>PDO</b>	Project Development Objective
<b>PER</b>	Public Expenditure Review
<b>PGI</b>	Higher Education Sector Information System ( <i>Proiciel de Gestion Intégrée</i> )
<b>PIM</b>	Project Implementation Manual
<b>PIY</b>	Project Implementation Year
<b>PPSD</b>	Project Procurement Strategy for Development
<b>PRA</b>	Prevention and Resilience Allocation
<b>PRED</b>	Public Expenditure Recovery Program ( <i>Programme de Relance des Dépenses Publiques</i> )
<b>PRODEC</b>	Ten-year Education Sector Development Program ( <i>Programme Décennal de Développement de l'Éducation</i> )
<b>RAP</b>	Resettlement Action Plan
<b>RBF</b>	Results-based Financing
<b>RESEN</b>	Education Sector Analysis ( <i>Rapport d'Etat du Système Éducatif National</i> )
<b>RfQ</b>	Request for Quotation
<b>RPF</b>	Resettlement Policy Framework
<b>SCD</b>	Systematic Country Diagnostic
<b>SDR</b>	Special Drawing Rights
<b>SEA</b>	Sexual Exploitation and Abuse

<b>SEZ</b>	Special Economic Zone
<b>SH</b>	Sexual Harassment
<b>SIP</b>	School Improvement Plan
<b>SME</b>	Small and Medium Enterprise
<b>SPN</b>	Specific Procurement Notice
<b>STEM</b>	Science, Technology, Engineering, and Mathematics
<b>SWEDD</b>	Sahel's Women's Empowerment and Demographic Dividend Project
<b>TA</b>	Technical Assistance
<b>ToR</b>	Terms of Reference
<b>UIS</b>	UNESCO Institute for Statistics
<b>UNDB</b>	United Nations Doing Business
<b>UNESCO</b>	United Nations Educational, Scientific, and Cultural Organization
<b>UNICEF</b>	United Nations Children's Fund
<b>USAID</b>	United States Agency for International Development
<b>WB</b>	World Bank
<b>WBG</b>	World Bank Group



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## DATASHEET

**BASIC INFORMATION**

Country(ies)	Project Name	
Mali	Mali Improving Education Quality and Results for All Project (MIQRA)	
Project ID	Financing Instrument	Environmental Assessment Category
P164032	Investment Project Financing	B-Partial Assessment

**Financing & Implementation Modalities**

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input checked="" type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input checked="" type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input checked="" 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
19-Feb-2021	30-Jun-2027

Bank/IFC Collaboration

No

**Proposed Development Objective(s)**

The Project Development Objective is to increase learning outcomes in early primary education in targeted areas, to promote girls' access to lower and upper secondary education in underserved areas, and to enhance the governance of the education system.

**Components**

Component Name	Cost (US\$, millions)
Accelerating Learning through Improved Quality	56.50
Building Stronger Pathways for Girls Education Success	38.89
Strengthening the Governance and Resilience of the Education System	39.39
Contingent Emergency Response	0.00
Strengthening Monitoring and Evaluation and Supporting Project Management	5.91

**Organizations**

Borrower:	Republic of Mali
Implementing Agency:	Ministry of Education

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

Total Project Cost	140.70
Total Financing	140.70
of which IBRD/IDA	80.00
Financing Gap	0.00

**DETAILS****World Bank Group Financing**

International Development Association (IDA)	80.00
IDA Credit	40.00
IDA Grant	40.00

**Non-World Bank Group Financing**

Trust Funds	60.70
Miscellaneous 1	60.70

**IDA Resources (in US\$, Millions)**

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
<b>Mali</b>	40.00	40.00	0.00	80.00
National PBA	40.00	40.00	0.00	80.00
<b>Total</b>	<b>40.00</b>	<b>40.00</b>	<b>0.00</b>	<b>80.00</b>

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

WB Fiscal Year	2021	2022	2023	2024	2025	2026	2027
<b>Annual</b>	2.91	5.47	8.89	14.78	21.99	25.97	0.00
<b>Cumulative</b>	2.91	8.38	17.27	32.04	54.03	80.00	80.00

**INSTITUTIONAL DATA****Practice Area (Lead)**

Education

**Contributing Practice Areas****Climate Change and Disaster Screening**

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

**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	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Moderate



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

**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

Have these been approved by Bank management?

☒ Yes ☐ No

Is approval for any policy waiver sought from the Board?

☐ Yes ☒ No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	✓	
Performance Standards for Private Sector Activities OP/BP 4.03		✓
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11	✓	
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12	✓	
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓



Projects in Disputed Areas OP/BP 7.60



**Legal Covenants**

Sections and Description

The Recipient shall establish and thereafter, throughout Project implementation, maintain the 2PFU within the MOE in form and substance and with adequate resources, functions, responsibilities, and staff with qualifications and experience, all satisfactory to the Association, including a full-time coordinator, four thematic leads (two for quality of education, one for governance in education delivery, and one for equitable access in education), and, by no later than sixty (60) days from the Effective Date, an environmental specialist and a social safeguards specialist. (FA, Schedule 2, Section I, A, ,2)

Sections and Description

The Recipient shall maintain, throughout Project implementation, the DFM within the MOE, in form and substance and with adequate resources, functions, responsibilities, and staff with qualifications and experience, all satisfactory to the Association, including a financial management specialist, and, by no later than ninety (90) days from the Effective Date, a procurement specialist, two senior accountants, an internal auditor. (FA, Schedule 2, Section I, A, ,4)

Sections and Description

The Recipient shall not later than three (3) months after the Effective Date, install and thereafter maintain within the DFM throughout the Project implementation period, an accounting software for the Project acceptable to the Association. (FA, Schedule 2, Section I, B, 2 (a))

Sections and Description

The Recipient shall, not later than one hundred eighty (180) days after the Effective Date hire, an external auditor for the Project with experience, qualifications and on terms of reference acceptable to the Association. (FA, Schedule 2, Section I, B, 2 (b))

**Conditions**

Type	Description
Effectiveness	The 2PFU has been established in a manner and with staff and terms of reference satisfactory to the Association, including a full-time coordinator, a financial management specialist, and four thematic leads (two for quality of education, one for governance in education delivery, and one for equitable access in education), as further referred to in Section I.A.2 of Schedule 2 to this Agreement.
Effectiveness	The Recipient has prepared and adopted the PIM, in form and manner satisfactory to the Association, with the specifications described in Section I. B of Schedule 2 to this Agreement.



Type Effectiveness	Description The Recipient has established and publicized the availability of Project grievance mechanisms, in form and substance satisfactory to the Association, to receive and address fairly and in good faith all complaints raised in relation to the Project and take all measures necessary to implement the determinations made by such grievance mechanism in a manner satisfactory to the Association.
Type Effectiveness	Description The GPE Grant Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.
Type Effectiveness	Description The execution and delivery of this Agreement on behalf of the Recipient have been duly authorized or ratified by all necessary governmental action.
Type Effectiveness	Description The financing agreement dated the same date as this Agreement, between the Recipient and IDA, providing a credit and a grant in support of the Project ("Financing Agreement"), has been executed and delivered and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.



## I. STRATEGIC CONTEXT

### A. Country Context

1. **Rapid population growth is the biggest challenge in reducing poverty and improving social services in Mali.** Mali is a land-locked country in the Sahel region in West Africa and has a national territory that spans 1,240,000 km<sup>2</sup>. The population is currently estimated at 20.3 million (2020), with an annual population growth rate of about 3 percent.<sup>1</sup> Approximately 90 percent of the Malian population live in its five southern and central regions and particularly the capital district of Bamako, which together occupy about the third of the country. The remainder of the population is spread across the three remote and mostly rural northern regions of Timbuktu, Gao, and Kidal<sup>2</sup> (Public Expenditure Review [PER] 2017). Mali's population is extremely young with the median age standing at 16.2 years compared to the global average of 30 years, as many as 11.7 million Malians (66 percent of the population) are estimated to be under the age of 24 (PER 2017). Under moderate projections, this number will reach nearly 18 million by 2030 and double by 2045. This young population will put enormous pressure on the education system and the labor market. Although sparsely populated, with only 10 percent of its people living in the north, high population growth rates and drought have fueled food insecurity, poverty, and instability. The delivery of services in such a large territory is challenging, affecting geographic equity and social cohesion. Whether the population growth will be able to generate economic growth will depend on many factors, chief among them being the younger population's foundational cognitive and non-cognitive skillsets and training levels.

2. **Despite continued and growing security concerns in the country, there is renewed hope for Mali.** Following significant social unrest which led to the August 18, 2020 coup d'état in Mali, a new transitional government has been established. Peace negotiations between the Government of Mali (GoM) and two rebel coalitions, known as the Platform and Coordination groups in the north, resulted in the signing of an agreement on May 15 and June 20, 2015, with the international community represented in the peace agreement implementation oversight committee. The agreement includes important provisions to strengthen decentralization and integrate former armed groups into Mali's army as well as a development zone and program of accelerated development (*Programme de Développement Accéléré du Nord*). It is a promising development for the country and anticipates support from development partners (DPs) to identify immediate and longer-term recovery and development priorities and accompany their implementation. Yet security, critical to poverty reduction and economic recovery, remains fragile, with attacks by armed groups on the United Nations force and the Malian army continuing, mostly in the north. In addition, the coronavirus disease (COVID-19) pandemic makes the social and economic recovery efforts even more challenging.

3. **Mali is ranked fifth to last in the World Bank Human Capital Index (HCI) (2020).** Before the 2012 political and security crisis, Mali had succeeded in reducing poverty. Between 2001 and 2010, the country experienced an overall drop in national poverty from 56 percent to 43 percent. In 2020, the poverty rate however rebounded to 42 percent. Regional differences also persist. Poverty is much lower in urban areas, with 90 percent of all poor households living in rural areas, and concentrated in the south, an area where

<sup>1</sup> World Population Dashboard, 2020.

<sup>2</sup> Ménaka and Taoudéni are now established as separate regions; the PER considered the earlier structure with three regions in the north.



the population density is highest. For instance, the Sikasso area has the highest incidence of poverty (83.2 percent). The widespread poverty in Mali was exacerbated by the 2011 political crisis and most recently, by the COVID-19 pandemic that threatens the country's socio-economic potential. Approximately 27 out of 100 Malian children are stunted and are at risk of cognitive and physical limitations that can last a lifetime. In addition to low health outcomes, only one in three Malians between the ages of 15-24 years is literate. Today's children who start school at age 4 are expected to complete, on average, just 5.2 years of school by their 18th birthday. Poverty, malnutrition, and a high level of morbidity disproportionately affect women, children, and the displaced. Mali is among the countries with the highest rate of maternal mortality and an extremely high rate of adolescent fertility—with 169 children being born to every 100 young women under the age of 20. A large number of girls either never enroll or quickly drop out of school to help at home or get married. According to the United Nations Children's Fund (UNICEF), more than half of Malian girls are already married by the age of 18. The HCI (2020) shows that Malians born today will only reach 32 percent of their productivity potential, due to deficiencies in human capital formation. Human capital development can be further weakened by the ongoing COVID-19 pandemic.

4. **Mali will likely experience serious socio-economic impacts as a result of the COVID-19 global pandemic.** As of January 21, 2021, Mali has detected 7,880 cases of COVID-19, with the first cases registered on March 25, 2020. The Government adopted containment measures with the suspension of flights and closure of borders, cancelation of large events, and prevention of gatherings of more than 50 people. A health contingency plan has been put in place and a first World Bank-financed COVID-19 Emergency Response Project (P173816) has been delivered in an amount of US\$25.8 million. The COVID-19 Emergency Response Project (P173816) is helping to improve access to health care services and promote an integrated response to COVID-19 through greater screening, detection, and treatment of patients as well as improved laboratory capacity and surveillance. While COVID-19 is primarily affecting public health, spillover effects are being observed in the education sector, stemming largely from extended school closures. To date, COVID-19-driven school closures are affecting almost 3.9 million students throughout the country. Despite the low rates of infection among children, school closures remain a critical pillar of the broader social-distancing measures in place to mitigate the spread of the disease and avoid an acceleration of cases that will put additional strain on health services.

5. **Despite the security crisis, Mali's economy has remained resilient.** In 2019, the country recorded 5 percent real Gross Domestic Product (GDP) growth (driven by gold and cotton production), a budget deficit of 3.1 percent of GDP, and 0.4 percent inflation (African Development Bank, 2020)<sup>3</sup>. Inflation is projected to be moderate for as long as agricultural production keeps food prices controlled. Tertiary sector growth has been robust (at about 6 percent since 2014) following renewed dynamism in the information and communications technology (ICT) sector. Economic growth is projected to stay robust at about 5 percent over the medium term, in line with Mali's long-run potential growth rate. Agricultural growth is underpinned by favorable weather and positive effects from input subsidy reform. Services growth will continue in telecoms, transport, and trade. Yet, regardless of the 2015 peace agreements, the north is still difficult for the Government to control, and insecurity has spread to the center and southern regions. Furthermore, the COVID-19 pandemic is expected to have a significant impact on socio-economic growth.

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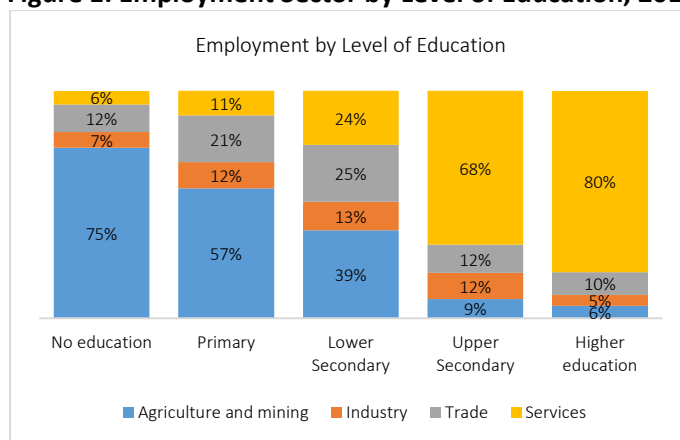
<sup>3</sup> African Development Bank. 2020. African Economic Outlook 2020.



6. **The Malian labor market outlook indicates that all economic sectors are expected to contribute to GDP growth in the coming years, albeit in varying degrees.** The primary sector—combining both agriculture and mining—accounted for 67 percent of employment in Mali in 2014 (PER 2017). Trade and services collectively accounted for 15 percent in the same year. Manufacturing and industrial jobs collectively constitute up to 14.8 percent of the economy and are mostly concentrated in Bamako, at twice the national level. Almost half of Bamako’s workers are engaged in trade compared to 15 percent of workers elsewhere in the nation. In Mali, like in many Sub-Saharan Africa countries, employment varies by education level. Malians without schooling are more likely to be found among agricultural workers (Figure 1). Better-educated Malians who have completed Mali’s basic education cycle (lower secondary) are more likely to engage in trade or in the service sector. Those who have completed their higher education predominantly have service sector jobs. Relatedly, the share of wage or salaried workers increases with education level, from 5 percent among those with no or little education to nearly 11 percent among those who have completed primary education. This share rises to 76 percent among those who have completed secondary education and 79 percent for Malians who hold a university degree.

7. **A large share of Mali’s labor force has no education.** Since the political tensions in 2011, improvements in educational achievement at every level declined, and the share of the labor force with no education has increased as more students drop out of school and enter the work force (PER 2017). Completion data, though limited at the primary level, indicate that rates among 15–17-year-olds declined by 5 percentage points by 2013, indicating worsening efficiency and quality at schools during the crisis. The average years of schooling also dropped to 2.4, erasing all the gains since 2009. In a context where basic literacy and numeracy are so low even among those who complete basic education, further strengthening primary and secondary education is a crucial step for all subsequent skills development to meet the needs of the economy at large.

**Figure 1. Employment Sector by Level of Education, 2014**



Source: Adapted from PER 2017, INSTAT 2015.

## B. Sectoral and Institutional Context

8. **The Malian formal education system is administered by three main ministries:** the Ministry of Education (*Ministère de l’Education Nationale, MEN*), the Ministry of Higher Education and Scientific Research (*Ministère de l’Enseignement Supérieur et de la Recherche Scientifique*), and the Ministry of Employment and Vocational Training (*Ministère de l’Emploi et de la Formation Professionnelle, MEFP*).



The system follows a 3-6-3-3/2-3-2-4 structure, with three years of preprimary education and six years of mandatory primary education (premier cycle, *enseignement fondamental*) followed by three years of lower secondary (second cycle, *enseignement fondamental*) and three years of upper secondary education (general or technical) or two years of vocational training. With the institutionalization of the *license-masters-doctorat* (LMD) system, students then follow a first cycle of three years for a license (the traditional undergraduate degree), a second cycle of two years for a master's degree, and a last cycle of four years for a PhD.

9. **In a context of high levels of poverty, insecurity, and demographic growth, Mali has made progress in improving access to education overall.** Between 1999/2000 and 2015/2016<sup>4</sup>, the gross enrollment rate (GER) increased from 1.7 percent to 4.4 percent in preprimary, from 57.4 percent to 77 percent in primary, from 21.5 percent to 54.2 percent in lower secondary, and from 7.4 percent to 17.7 percent in general secondary education. In addition, Mali has more than doubled access to technical secondary education, technical vocational education and training, and higher education. However, data from the 2015/2016 academic year clearly indicate that the situation is still far from universal coverage, particularly in basic education which remains compulsory for all, and show a sharp decline in performance, in comparison to GERs that were much higher before the crisis.

10. **When compared to other neighboring countries, Mali remains far behind in achieving universal access to education.** At the primary level, Mali performs poorly with a 77 percent GER compared to the Economic Community of West African States (ECOWAS) average of 98 percent and only outperforms Niger. UNESCO<sup>5</sup> Institute for Statistics (UIS) for Statistics (UIS) data report similar trends for the higher levels of education. Mali performs below the ECOWAS average at the upper secondary level with a 30 percent GER (2013/2014 school year) which stands at a 2 percentage points below the regional average (Education PER 2017). Mali performs the poorest at higher education. In 2012/2013, the total number of tertiary education enrollees in Mali was only 2 percent of the school-age population and one-fifth of the regional average of 11 percent (Education PER 2017).

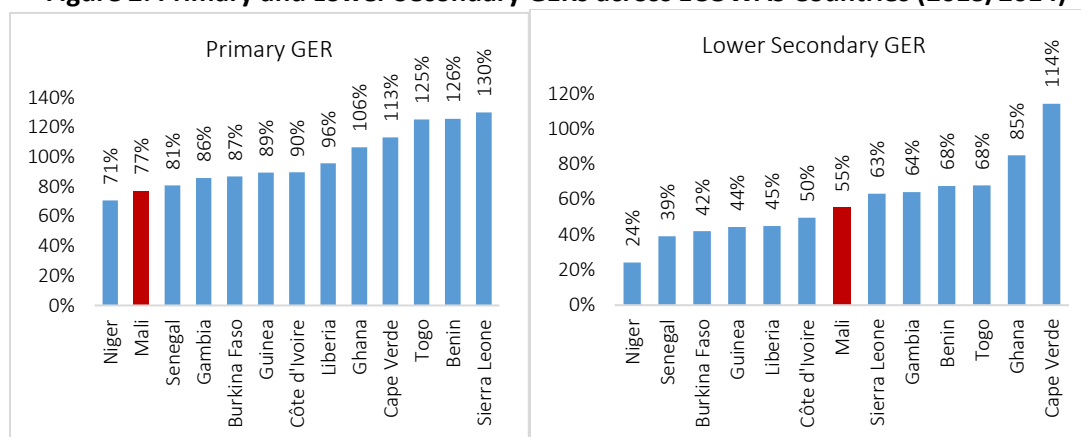
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<sup>4</sup> Data from 2015/2016 academic year represent the most comprehensive education sector data available used for the Education Sector Analysis (*Rapport d'Etat du Système Éducatif National, 2017*). For consistency purpose, these same data points used for the preparation of the Ten-year Education Sector Development Program are used under this project.

<sup>5</sup> UNESCO = United Nations Educational, Scientific, and Cultural Organization.



**Figure 2: Primary and Lower Secondary GERs across ECOWAS Countries (2013/2014)**



Source: Adapted from Education PER 2017.

Note: Data from UIS 2013/2014 academic year except for the primary GER for Sierra Leone (2013) and the secondary GERs for Togo (2011) and Senegal (2008).

11. **The impact of the political and security crisis continues to reverberate today.** The crisis has negatively affected the education system as a whole: first, the crisis has compromised access to education for thousands of school-age children, particularly in the north of the country, due to massive population displacements and school closures, which continue to be a key challenge in Mali. As of February 20, 2020, 1,129 schools<sup>6</sup> (out of a total of 9,121 existing schools) have closed because of conflict and insecurity, depriving 338,700 students of schooling. Since the Government gave the instruction to unconditionally accommodate displaced students in the south, classes became overpopulated, creating problems in the classroom, principally affecting the quality of instruction. The crisis has also led to the destruction of school infrastructure and equipment. In Gao and Mopti for instance, schools were occupied by the armed groups and displaced populations and were being used as shelters, which led to the degradation and destruction of school infrastructure and equipment. In addition, several classrooms and administrative offices have been converted into animal shelters. In most schools in the occupied areas, instructional materials were deliberately damaged and information technology and science laboratory equipment taken away.

12. **The current global health pandemic has resulted in the nationwide closure of schools.** On March 18, 2020, the GoM adopted containment measures related to the COVID-19 pandemic, including the closure of more than 23,000<sup>7</sup> public, private, and faith-based schools at all levels —preprimary, primary, secondary, and tertiary—for an initial period of three weeks. Mali is experiencing a period of uncertainty in the duration of COVID-driven school closures, whereby over 3.9 million students are directly affected. Furthermore, more than 130,000 teachers are affected by the school closure due to COVID-19. After an initial phased reopening, followed by a second closure of schools on December 14, 2020, all schools have newly reopened on January 25, 2021. Teachers, educators, facilitators, and education personnel and their families are affected by the COVID-19 crisis in the same way as other community members. Teachers are often seen as natural community leaders and in this unprecedented global health crisis are called on to play an integral part in the preparedness and response.

<sup>6</sup> These schools are located in the following regions: Koulikoro, Segou, Mopti, Gao, Menaka, Taoudeni, and Kidal.

<sup>7</sup> MEN, 2020.



13. **Extended interruption of education disengages students from the teaching-learning process and has the potential of reversing gains in learning outcomes, especially if school closures are extended over a long period.** It may also likely come at a higher cost for students with learning disadvantages (academic or socioeconomic) who may not effectively cope with remote learning strategies. In secondary schools, particularly, longer school closures could result in an increased risk of dropout for youth, particularly from lower-income groups. It may also affect the ability of students to participate in high-stakes national examinations. School closures also increase the burden on parents, who need to stay home or find new arrangements for childcare. In addition to the difficulties this may cause, parents may not be adequately prepared or equipped to support home-based learning for their children. School closures, and broader social distancing measures, also imply that teachers and education staff will face challenges in providing continued support to student learning, perhaps even after schooling resumes.
14. **Growth in the number of school-age children is to be the most pressing constraint on Mali's education sector in the coming years.** Even under moderate estimates, the number of youth and children between the ages of 5 and 19 years is expected to increase from 7 million in 2015 to 9.4 million in 2025 (PER 2017). Currently, approximately 3 million youth and children are enrolled at primary, lower secondary, and upper secondary schools across Mali, suggesting that participation is under 50 percent. Even if Mali were to double its capacity by 2025, participation would only go up to 66 percent, which is still a dismal outcome, demonstrating that increasing resources available to the sector are insufficient to improve performance. Mali needs more schools, more qualified teachers, and updated teaching materials. All of these are directly linked to the availability of robust and sustainable funding. Assuming that current GERs held steady without any improvements or deteriorations, the growth of school-age population would increase new enrollments just at the basic level by 1.4 million by 2025 (PER 2017).
15. **Education remains the top priority sector of the GoM, continuing to be the largest source of public funding.** Mali has increased funding for education since 2004. In 2015, Mali spent approximately CFAF 242 billion (roughly US\$504 million) of public resources on current and capital expenditures in education (PER 2017). Public education expenditures have accounted for an average 4.8 percent of GDP since 2010. It bears mentioning that in 2012, while the overall government expenditure declined because of the political crisis, the share of education expenditure in GDP remained relatively stable. The GoM chose to protect education expenditures during economic downturns and the most recent political crisis, despite cutting expenditures in other sectors even when international aid has been temporarily suspended following the 2011 coup. As a result, in 2012, the share of education expenditure in all government spending increased to 27 percent, while in other years public education expenditures in total public expenditure (excluding debt service) hovered around 20 percent. However, the poor performance of Mali's education sector continues to directly relate to funding shortages and weaknesses in public management. While the Government carries the bulk of the burden in funding the operating expenditures, donors still play a very important role in supporting capital investments, especially at the basic level.
16. **Building on its resilience, in 2015, the Government introduced a reform of the education sector in line with the Sustainable Development Goals.** This reform underlies the long-awaited Education Sector Plan (ESP) and its Ten-year Education Sector Development Program Second-Generation for 2019–2028 (*Programme Decennal de Développement de l'Éducation Deuxième Génération*, PRODEC II) with the ultimate objective of improving the quality of education delivery by revamping the education sector as a whole. The program covers all levels of education, from early childhood to primary and secondary to



tertiary education and aims to improve access and quality and enhance the governance of the education system. Gender is a cross-cutting theme of the program and would be a key element of this project. This program is being supported by all the relevant education stakeholders, including the donor community. In addition, given the potential COVID-19-related challenges ahead, the Government developed its response strategy to fight COVID-19 (*Stratégie de lutte contre la pandémie du COVID-19 en milieu scolaire*) with timely inputs from key education stakeholders. The strategy recognizes the significant impact of the pandemic on student learning and comprises two main pillars: (a) ensuring the continuity of learning in a protective and inclusive environment; and (b) preparing for the reopening of schools in a safe and inclusive environment. The strategy further commits to allow all students, regardless of where they live, to have equitable access to educational resources disseminated through different delivery channels (radio, television, and online). The level of funding needed continues to be very high compared to the Government's current capacity.

**17. Despite the Government's strong commitment and ongoing efforts, important challenges persist related to the quality of education delivery, equity, and the overall management of the sector.** A sectoral assessment (2017) noted that Mali continues to have some of the lowest education indicators in the region. The key issues in the education sector remain: (a) inadequate and inequitable access to the full cycle of basic (primary and lower secondary) and upper secondary education, particularly for girls and disadvantaged populations coupled with the global pandemic (COVID-19); (b) low education quality as shown by low learning outcomes; and (c) weak governance of the sector. Mali needs to overcome these challenges (as outlined in the following paragraphs) in line with the priorities of PRODEC II.

#### ***Inadequate Access to the Full Cycle of Basic and Secondary Education***

**18. Unfinished access agenda in primary and lower secondary education.** In 2015/2016, the primary education GER and the completion rate reached 77 percent and 58 percent, respectively. Available data show that an estimated 1.9 million primary school-age children are not in school, which represents nearly 40 percent of the primary school-age population (2015/2016). Both demand and supply factors explain this high rate of out-of-school population such as unaffordable costs of education to households, long distances to school, poor quality of physical facilities, high repetition, and lack of parental interest or perception that the existing education system does not lead to a job. In addition, high rates of chronic malnutrition and the low access to early childhood education (ECE) mean that children also enter school poorly prepared. As a result, learning outcomes are low and the poor quality of education provided is insufficient to compensate. This unfinished access agenda has been further exacerbated by the ongoing COVID-19-driven school closures in the country.

**19. Unmet demand for upper secondary education.** Upper secondary education is divided into two streams: general and technical. Between 1999/2000 and 2015/2016, enrollment in general upper secondary quadrupled from almost 53,000 to 197,000, an increase of nearly 8.6 percent per year over the period. Over the same period, the secondary GER rate rose from 7.4 percent to 17.7 percent. While this is substantial progress, the GER has not shown any increase since 2011/2012 leaving the vast majority of youth over the age of 12 locked out of educational opportunities. Private schools fueled this earlier increase in upper secondary enrollment. In the 2013/2014 academic year, among the existing 701 upper secondary schools, 90 percent were private. There was a 76 percent growth in enrollment, with 200 new schools more than doubling their count and enrolling 56,000 new students. Mali added only 20 more public high schools, since 2006, and 8,400 new students (PER 2017). It bears mentioning that the share of



the private general secondary education provision has increased significantly from 25 percent in 2000 to 80 percent in 2017.

20. **While private schools have helped increase capacity, this policy resulted in a systemic disorder and led to greater disparities between the urban areas in and around Bamako and the rest of the country.** Due to a lack of sufficient capacity after primary education (that is, second cycle of *fondamental*), the GoM places a number of secondary students in private institutions. Currently, more than 80 percent of general secondary students are enrolled in private institutions and their education is being paid for by the Government due to the lack of available public general secondary schools. The Government's decision to subsidize students in private schools to expand enrollment quickly resulted in growth in the number of enrollments in private schools. The GoM directly pays these schools either through targeted subsidies toward the remuneration of their teaching staff (for Catholic private schools) or by directly paying tuition fees for each student enrolled (for private secular schools). In 2013, for example, Bamako and Koulikoro had 453 out of 633 private high schools, accounting for 74 percent of all private enrollment.<sup>8</sup> Figure 3 shows the estimated survival rates from Grade 1 through Grade 12: only 35 percent of students who have completed lower secondary education (*deuxieme cycle de l'enseignement fondamental*) make it to upper secondary and only 34 percent survive through upper secondary education.

21. Between 2005 and 2010, tuition paid to private schools increased by 47 percent, while partial scholarships increased only by 1.5 percent (PER 2017). To explain this discrepancy, the GoM commissioned an audit of private schools in the 2009/2010 academic year, which found that many of the students for whom the state pays subsidies are ghosts, with no presence at schools. Moreover, enrollments are expected to nearly double in both private and public sectors relative to their 2015/2016 numbers due to a growing demand for secondary education. It is therefore the Government's responsibility to address the limited provision of private secondary education by filling the gap in rural areas with public provision.

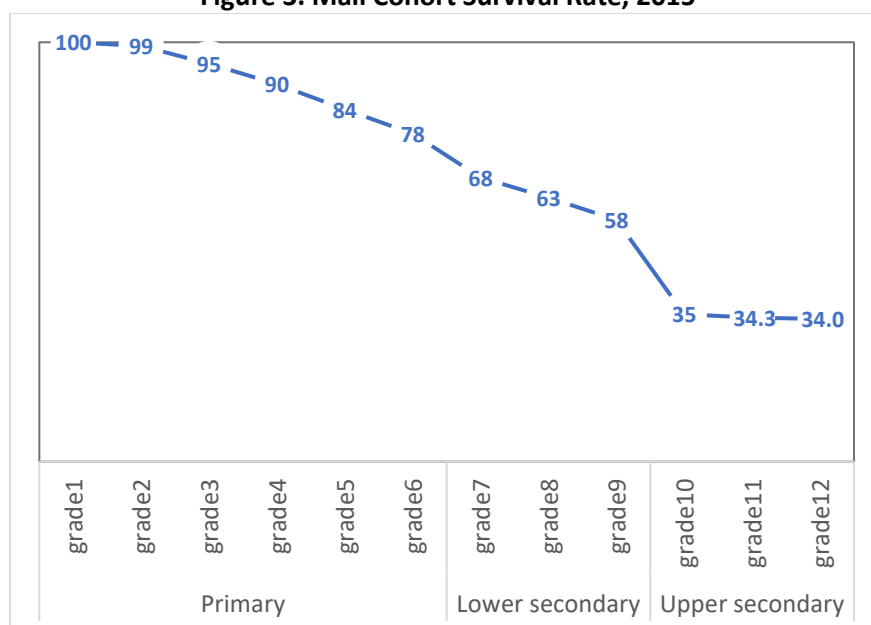
22. **The quality and relevance of general secondary education, particularly, is by all accounts low.** The general secondary education curriculum is tilted toward specializations with little relevance to the needs of the Malian economy (but mimics the specialization trends in universities). During the 2013/2014 school year for instance, two-thirds of students in the final year of their upper secondary education specialized in social sciences, arts, and letters or languages; only 20 percent specialized in sciences and another 14 percent specialized in economics (PER 2017).

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<sup>8</sup> Private schools have helped expand schooling availability in urban areas, but they operate in inferior buildings. There is also little administrative control over the quality of their personnel and teachers.



Figure 3. Mali Cohort Survival Rate, 2015



Source: Mali Multiple Indicator Cluster Survey 2015.

23. **A chief cause of low secondary enrollment is the cost barrier: many households cannot afford access to either public or private schools, while those who can are spending a large amount of their household incomes on these fees.** Physical access also poses barriers, particularly in rural areas where the majority of primary school completers do not have an accessible secondary school. Family income also affects outcomes, with retention rates being twice as high among wealthy students as they are among the poorest. These disparities are unfortunately exacerbated by an unbalanced distribution of teachers that favors urban settings. Improving the provision of the education sector is one of the most pressing challenges to socioeconomic progress in Mali. By 2025, the number of school-age children is expected to grow by 50 percent, reaching 9.4 million. Just maintaining the current school participation rate over the next 10 years would require an additional 1 million spaces in primary and lower and upper secondary schools, half of which are needed at the upper secondary level (PER 2017).

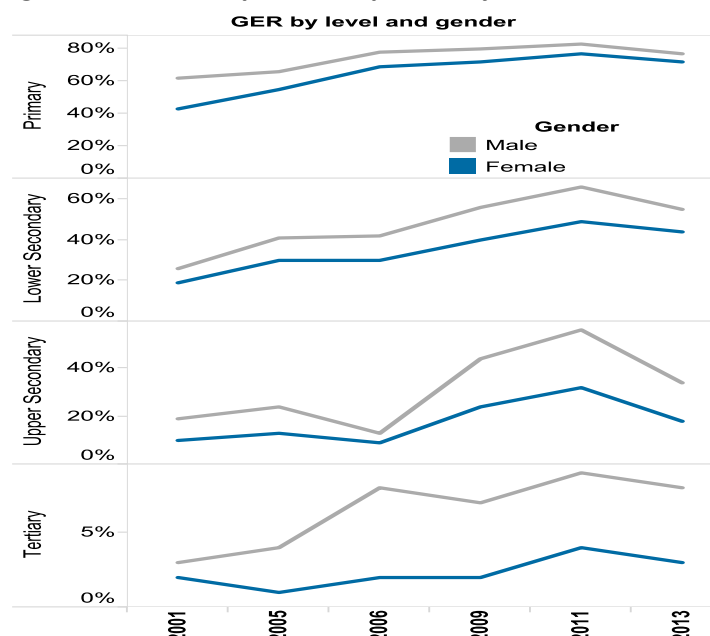
#### ***Inequitable Access for Girls and Disadvantaged Populations***

24. **While boys and girls have almost equitable access at the preprimary level, girls are disadvantaged in all other levels of education (Figure 4).** The Malian education system is far more favorable toward male students and gender disparities are wider as one moves up the education ladder. In 2014/2015, girls were 5 percent less likely to be enrolled in the first and second cycles of basic education (*fondamental*); 4 percent less likely to be enrolled in secondary education (general, technical, and vocational); and 18 percent less likely to access higher education. The use of administrative data supports these same findings. Overall, girls benefit from a lower level of schooling with a GER of 72 percent in the first cycle of basic education (compared to 82.2 percent for boys), 47.5 percent in the second cycle of basic (compared to 60.7 percent for boys), and 14.6 percent in general secondary education (compared to 20.7 percent for boys). The data suggest that efforts to keep girls in school have yet to be expanded beyond the primary school level. Girls are routinely excluded from education, especially in rural areas where they are expected to help with household chores or are married in their early teens. In addition, long distance



to school, lack of resources, and lack of parental interest in education explain these low levels of girls' enrollment and transition to secondary (RESEN<sup>9</sup> 2017).

**Figure 4. Gender Gap in Participation, by Level of Education**

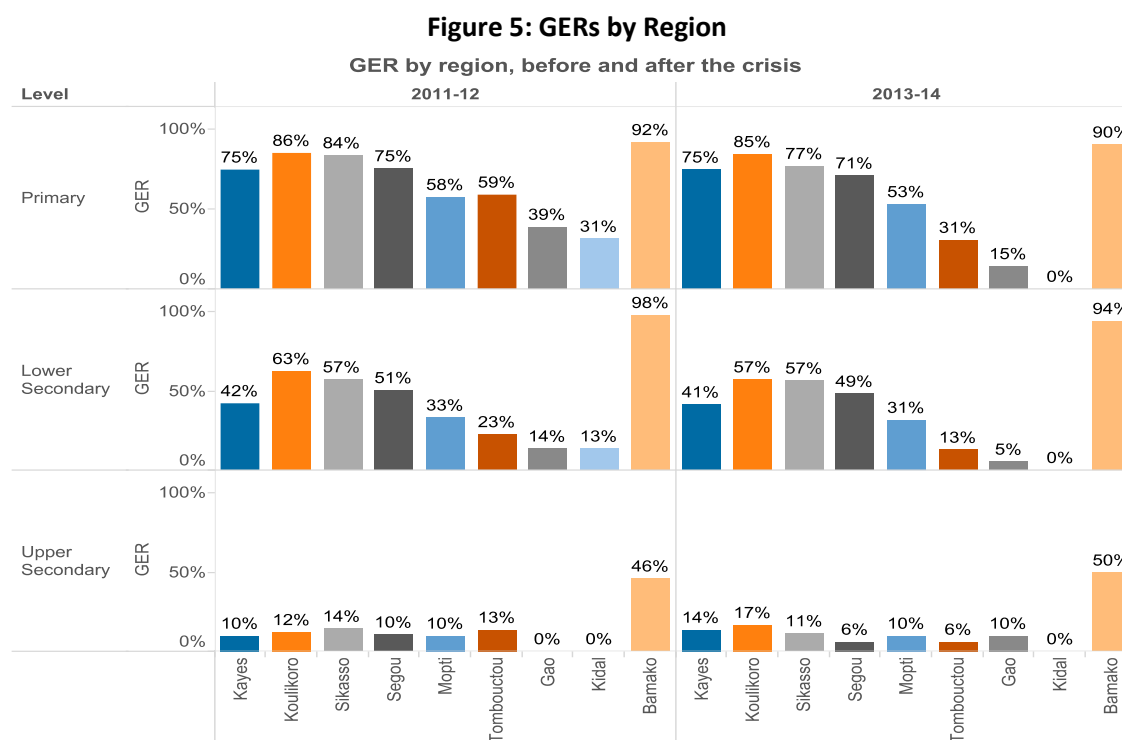


Source: Adapted from PER 2017. Data from Demographic Health Survey 2001 and 2005, ELIM 2009, and Modular and Permanent Survey of Households (*Enquête Modulaire et Permanente auprès des Ménages* (EMOP) 2011 and 2013.

Note: 2013 figures exclude the three northern regions.

25. **Great disparities exist across household wealth.** Disadvantaged students from the poorest quintile are generally poorly represented at all education levels. Enrollment increases progressively by household income. In 2011, the GER for children from the lowest income quintile was 56 percent at the primary level, 39 percent at lower secondary, and only 13 percent at upper secondary (PER 2017). The poorer children did not benefit as much from the enrollment increases between 2001 and 2011. At the lower secondary level in particular, the GER for the poorest households went down to approximately 30 percent—a 10-point decline from 2011. The richest quintile had already achieved full primary access a decade prior and the rates remained around full access both in pre- and post-crisis periods. At higher education levels, differences in terms of access to education across quintiles become even more stark. While students from the poorest quintile account for 23 percent of the 4–24-year-olds school-age population, only 2.5 percent of them have access to higher education. Compared to children from the richest quintile, students from the poorest quintile have 76 percent less chance to access secondary education and are 157 percent less likely to access higher education.

<sup>9</sup> RESEN = Education Sector Analysis (*Rapport d'Etat du Système Éducatif National*, 2017).



Source: Adapted from PER 2017. Administrative data from various years.

26. **Significant disparities exist in access and participation across geographical regions.** Urban children and youth are more likely than rural children and youth to enroll and attend school. As shown in Figure 5, the primary GER in Bamako was 90 percent during academic year 2013/2014—20 percentage points above the national average reported in administrative summaries (PER 2017). Similarly, at the lower secondary level, Bamako reported a GER of 94 percent—nearly twice the national level (Figure 5). Access to lower secondary education among rural children and youth was growing much faster until 2011; by this time Mali had closed 60 percent of the urban-rural gap at this level (the gap went down from 50 percentage points to 20 percentage points). In 2013, participation among rural children and youth reverted to its 2009 level, but urban children and youth continued to gain ground. As one moves north, the participation metrics decline rapidly. The three northern regions of Gao, Kidal, and Timbuktu, and the neighboring Mopti, have always lagged the nation in participation measures. These regions have fallen even further behind since the crisis in 2012. For example, in Timbuktu, at the primary level, the GER declined from 59 percent to 31 percent, and in Gao, from 39 percent to 15 percent. In Kidal, the education sector has nearly collapsed. Koulikoro, which surrounds Bamako, has a primary GER that is only 5 percentage points behind Bamako, but lags by 37 percentage points at the lower secondary level. In fact, Bamako and Kayes were the only areas that did not experience a decline in participation since 2011.

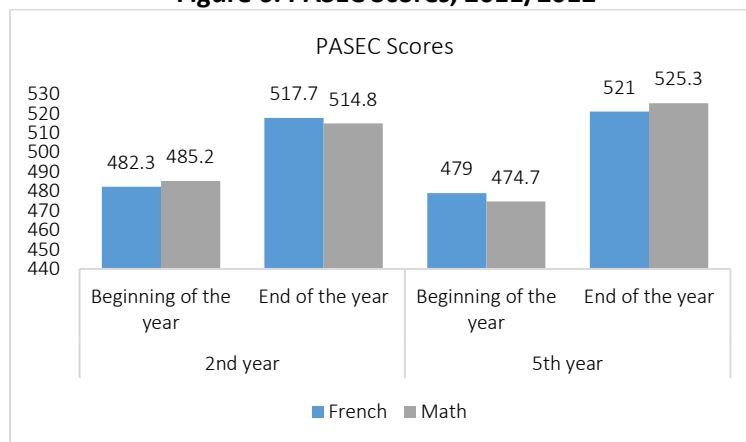
### **Low Quality of Education Service Delivery Translated into Low Learning Outcomes**

27. **Results from national and international assessments show weak learning outcomes.** Results obtained from the 2015 national student assessment show that the level of knowledge acquisition in Malian schools is generally very weak and needs to be significantly improved. Nearly 80 percent of Malian students' complete basic education (*le fondamentale*) without the basic knowledge required. For example,



only 41 percent and 38 percent of second grade students in Mali perform satisfactorily in reading comprehension and math, respectively, while the results of sixth grade students are 48 percent in French and 31 percent in math, respectively. Program of Analysis of Education Systems of CONFEMEN<sup>10</sup> (PASEC) assessments (2011/2012) also show that more than half of second grade students and nearly 90 percent of fifth grade students do not acquire the expected skills for their levels. One in five Malian students in second grade cannot understand a sequence of simple sentences, two-thirds cannot perform several complex tasks in reading and writing, and only a third of the students meet grade requirements.

Figure 6. PASEC Scores, 2011/2012



Source: Preliminary report on PASEC.

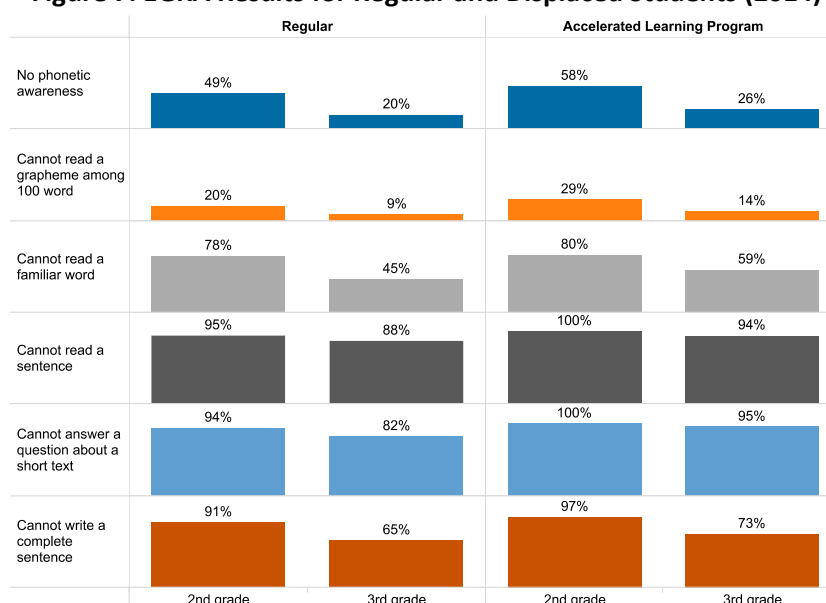
28. Early grade reading assessments (EGRAs) from 2015 show that more than two-thirds of Malian students complete the second year of primary school without basic reading skills (Figure 7). Similar findings are observed in other national examinations such as the *Baccalaureat*, Specialized Competency Certificate (*Brevet Technique*), and Professional Competency Certificate (*Certificat d'Aptitude Professionnel*, CAP). Moreover, Mali's education system faces a severe loss of instructional time because of teaching and learning conditions. A study concluded that students in Mali only benefited from 122 days of learning in 2009/2010 out of a total of 172 official days planned by MEN, thus losing almost 30 percent of learning time. This is much lower than the Sub-Saharan African median of (173 days) or the recommended annual 850 –1,000 hours.

29. **Weak French and math learning coupled with low literacy rates.** Overall mastery of science and math subjects is low. In math, 44 percent of the second graders show mastery of all skills, but many students cannot apply mathematical concepts beyond basic levels. Over a third of the students have difficulties in solving problems and abstract thinking. Outcomes are even worse among older students: half the students at the end of their fifth year lack basic skills in low-level math; the comparable rate for oral and written comprehension and writing is 16 percent. Among those students, only one in 10 have mastered all grade-appropriate skills in French and math. As illustrated by the increasing repetition rates and worsening schooling environment, it is likely that learning outcomes have further decreased (CONFEMEN 2014).

<sup>10</sup> CONFEMEN = Conference of Ministers of Education of French Speaking Countries (*Conférence des Ministres de l'Education des Etats et Gouvernements de la Francophonie*).



**Figure 7. EGRA Results for Regular and Displaced Students (2014)**



Source: Adapted from Education PER 2017. Data from 2015 EGRA Rapid Assessment in Mali.

### ***Dearth of Teachers Hindering the Education Sector***

30. **The dearth of teachers at primary and lower and upper secondary education levels significantly hinders the success of Mali's education sector.** Mali already has too few teachers and its teacher training capacity cannot meet the needs of the country. The needs at primary and lower secondary education level are estimated at 5,000<sup>11</sup> new teachers every year while existing teaching institutes can only produce half that number. The training institutes are overcrowded and poorly managed and still use curricula from the 1980s. Territorial employment remains unattractive, particularly because the current system offers little incentives for serving in underserved areas. As a result, teacher quality is very low. This has been exacerbated by the very low entry-level standards required by the teacher training institutes. Teachers are recruited after having completed a four-year teacher training (post-ninth grade level) and after having passed the entrance examination to enter the civil service. With four years of training at the institutes, candidate teachers still have limited qualifications and incentive to become teachers. Moreover, once on the job, teacher absenteeism is also very high. The quality of the limited learning time available is adversely affected by a shortage of textbooks and other instructional materials and low teacher qualifications. Furthermore, it is not uncommon to find teachers who have not mastered the content of primary-level education.

31. **The regional distribution of teachers varies substantially from year to year, particularly because of the displacement of teachers from the north because of the political crisis.** The crisis has exacerbated the problem of teacher shortage in Mali and increased difficulties in effective teacher deployment and management. In the rural areas of the north, many teachers who were initially deployed were also displaced because of conflict and insecurity and no longer want to return, thus aggravating the lack of teaching staff in these areas. In addition, several requests for transfer were made, resulting in a surplus

<sup>11</sup> Simulation model for the Ten-year Education Sector Development Program Second-Generation for 2019–2028.



of teachers in urban areas and especially in some of the northern cities. Although this phenomenon of under- and over-staffing of teachers between rural and urban areas predates the crisis, the security situation in the north has aggravated the situation. More well-qualified polyvalent teachers and a greater number of subject specialists (such as in math and science) are needed. The greatest deficits, particularly in upper secondary education, are for math and science teachers. Professional teacher training has not been keeping up with the need. In both public and private secondary schools, the majority of teachers lacked professional qualifications. This makes the school visitation, in-service training, and coaching services that the education system provides even more critical. Moreover, there are pressing concerns about the teacher payroll management system that is in place. Coordination between relevant government agencies has not been harmonized. The process of teacher management (appointments, transfers) in schools, issues of payroll, and the absence of a digitized management system for teacher allocation and deployment continue to plague the system.

### ***Inadequate Learning Conditions Coupled with Limited Institutional Capacity***

32. **Educational facilities are broadly inadequate.** While there is only limited data on what actually happens in the classroom, an assessment of learning outcomes by civic organizations across Mali through the *Beekunko* Program (OMAES<sup>12</sup> 2014), which uses grassroots organizations to assess the basic reading and math skills of children ages 6–14 years, provides some insights. These grassroots assessments suggest that in about 12 percent of the classes observed on the day of the assessment, children were sitting on the floor, and in 18 percent of the classroom desks were holding more children than they were designed for. Desks were broken or in disrepair in 11 percent of the classrooms, and in one out of five classrooms there was no schedule or timetable displayed for the children or the teacher. Similarly, only a limited number of public schools have a school canteen, and few of them operate all year round. Only 45 percent of the schools have separate latrines for boys and girls. At the secondary level, only select schools have a library and science laboratories or equipment. The policy should be focused on revamping the existing operating model of general secondary schools for more effective school-based management. Effective collaboration will be needed among the relevant public and private entities involved in the delivery of general secondary education. Robust quality assurance mechanisms should be put in place, particularly given the prominence of the private secondary education provision. The critical issues of teachers and workforce control should also be addressed.

33. **There is limited institutional capacity of decentralized entities.** The Government has made tremendous efforts toward decentralization of school and sector management. Although the last law on decentralization, which was approved in 1996, states roles and responsibilities for central and decentralized entities on paper, in practice, responsibilities of local authorities are not always clear. For instance, some deconcentrated units of the Ministry of Economy, Finance, and Budget (*Ministère de l'Economie, des Finances et du Budget*, MEFB) and MEN continue to carry out functions which are legally the responsibility of local authorities. As a result, the effective use of limited budget resources has been somewhat negatively affected by the centralization of the execution of some budget lines. In particular, the management of school funds has led to continued inefficiencies in the system with schools being deprived of essential teaching and learning materials. Managers of funds for school materials at the central level are often not aware of these schools' needs, which has led to acquisition of materials which

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<sup>12</sup> Malian Aid for Children in the Sahel, 2014. (*Oeuvre Malienne d'aide à l'Enfance du Sahel*, 2014).



did not fully match schools' needs. In addition, the logistical problems related to the distribution of materials procured at the central level have been difficult and expensive to overcome.

### **C. Relevance to Higher Level Objectives**

34. The proposed MIQRA Project supports the third strategic objective of the Country Partnership Framework<sup>13</sup> (CPF) (FY16–FY19) and the Country Engagement Note<sup>14</sup> currently under preparation, which is to develop human capital to achieve economic transformation and increase resilience. The project is also fully in line with the Systematic Country Diagnostic<sup>15</sup> (SCD) (2015) for Mali which explicitly recognizes the importance of addressing Mali's low levels of human capital to facilitate a process of economic transformation in the long run. Human capital is the most important driver of economic development and an improved human capital base is a precondition for economic transformation in Mali. The proposed project is consistent with both the SCD and CPF and aims to deliver a holistic approach to improving primary, lower, and upper secondary education. Its strategy is to increase access to primary, lower secondary, and general upper secondary education in underserved areas, with specific attention to girls, the poorest, and the most disadvantaged, while supporting improved quality of education, service delivery, and higher efficiency.

35. The proposed interventions under MIQRA directly contribute to the World Bank's twin goals of ending extreme poverty and increasing shared prosperity and the World Bank Education Sector Strategy 2020. The literature on human capital has well documented the positive correlation between investment in human capital and socioeconomic development, and education has a particularly important role to play in poverty reduction. In the Malian context specifically, improvements in human capital are strongly associated with higher levels of welfare, particularly in rural areas. International and national estimates suggest that each additional year of education in Mali increases earnings by about 6 percent to 7 percent (CPF 2015). In the agricultural sector alone, being literate is associated on average with a 40 percent increase in consumption in rural areas and completing primary school is a consistently significant predictor of higher earnings (by about 40 percent). In addition, post-primary education and vocational training for wage workers in agriculture could greatly improve productivity and earnings within this sector.

36. The proposed interventions are also fully in line with the thematic pillars of the World Bank Group COVID-19 Crisis Response Approach Paper (2020). Specifically, the project is aligned with: (i) the first pillar - 'saving lives' - through the provision of school health education and hygiene interventions to support students and teachers with improved sanitation and hygiene practices; the second pillar - 'protecting the poor and vulnerable' - through the project's focus on equity (and girls education in particular) and the delivery of distance learning programs for continued education and remote training of teachers and education sector actors; and the fourth pillar - 'strengthening policies and institutions' – through the planned support to enhance the resilience of the education system including the design and implementation of COVID-19 relief, recovery, and resilience measures. For additional details on the adjustments to the Mali Country Program in response to COVID-19, see Annex 3.

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<sup>13</sup> World Bank. 2015. Country Partnership Framework for the Republic of Mali for the Period FY16–FY19. Report No. 94005-ML.

<sup>14</sup> The Country Engagement Note is expected to cover the period from July 2021 to December 2022.

<sup>15</sup> World Bank. 2015. Priorities for Ending Poverty and Boosting Shared Prosperity. Systematic Country Diagnostic. Report No. 94191-ML.



37. MIQRA is an important contributor to the achievement of the Government's interim national education sector development program (*Programme Interiminaire de Relance du Secteur de l'Education et de la Formation Professionnelle*) (2015–2018) and its recently endorsed PRODEC II with the ultimate objective of improving the quality of education delivery by revamping the education sector. The program covers all levels of education, from early childhood to tertiary education and aims to improve access and quality and enhance the governance of the education system. Gender is a cross-cutting theme of the program and would be the focus of this project.

## **II. PROJECT DESCRIPTION**

### **A. Project Development Objective**

#### **PDO Statement**

The Project Development Objective (PDO) is to increase learning outcomes in early primary education in targeted areas, to promote girls' access to lower and upper secondary education in underserved areas, and to enhance the governance of the education system.

#### **PDO Level Indicators**

38. **Progress toward the achievement of PDO will be measured through the following indicators:** (a) proportion of second grade students who have at least the minimum required literacy skills in targeted areas (disaggregated by gender); (b) proportion of second grade students who have at least the minimum required numeracy skills in targeted areas (disaggregated by gender); (c) transition rate from primary to lower secondary for girls, (d) transition rate from lower to upper secondary for girls; (e) proportion of private general upper secondary schools that meet the minimum standards established; and (f) direct project beneficiaries (of which percentage of female).

### **B. Project Components**

39. The project design is based on the following principles as agreed with MEN: (a) the project is fully aligned with PRODEC II and will support government programs that will continue beyond the project's life cycle; (b) the project supports the necessary education sector response measures to the COVID-19 pandemic; (c) the project focuses on preprimary, primary, lower secondary, and general upper secondary education based on the principles of selectivity and complementarity with ongoing operations financed by the World Bank and other DPs in the sector; (d) for secondary education, both public and private secondary schools will be supported given the prominence of the private sector in general secondary education provision; (e) the project is national in scope with select interventions strategically targeted to specific areas; (f) MEN is the Government's responsible entity for implementing the project through its technical departments with adequate capacity-building support; and (g) part of the project funding depends on meeting specific conditions.

40. More specifically, the project will address: (a) COVID-19-driven school closures nationwide; (b) access to lower and upper secondary education with a focus on the most marginalized, specifically girls and rural youth; (c) quality of education through a package of school-level interventions and strengthened



quality assurance mechanisms for both public and private secondary schools; (d) improved provision of pre- and in-service teacher training; and (e) institutional strengthening of education service delivery systems both at the national and decentralized levels. The project will also support a series of promising innovations using targeted and cost-effective smart solutions to improve the quality of teaching and learning (Box 1).

### Box 1. Harnessing Technology for More and Better Learning

#### Student level

- Remote learning solutions to address COVID19-driven school closure: continuous learning programs through the use of television, radio, community radio, and high-speed internet for online learning
- Initiation to Science, Technology, Engineering, and Mathematics through the development of robotics: finding local solutions to local problems through science and technology (*MaliRobots*)
- Student performance tracking: using digital solutions to regularly collect and analyze detailed information on what students have learned in the classroom for providing remedial education

#### Teacher level

- Distance learning programs for community-based early childhood educators
- Distance training programs for community-volunteers in conflict affected areas to address school closure
- Integration of the existing computerized teacher training monitoring system into a harmonized Education Management Information System

#### System level

- Unique student identifier introduced into the Education Management Information System (EMIS) for enhanced monitoring
- Technology-based school feeding tracking system: expanding the digital monitoring application developed for the school feeding programme, primarily verifying attendance of the participating children (*Real Time Data*)
- Digital solutions to ensure the convergence of the multiple data systems scattered in the different departments and units within the Ministry of Education into a holistic and integrated EMIS (*Actionable Analytics*)
- Geo-enabling for monitoring and supervision: using simple and low-cost technology for remote supervision, and monitoring and evaluation (M&E)
- Iterative Beneficiary Monitoring: improving project efficiency and increasing beneficiary satisfaction and engagement through the collect of data from direct beneficiaries for timely course correction

41. While the project is national in scope, some key interventions will focus on select targeted areas for greater efficiency including: (a) school construction: in line with the existing demand for general secondary education and based on available information from school mapping, the project will target areas with the biggest deficit in terms of girls' transition to and retention in secondary education and where early marriage is prevalent and (b) school closure: given the evolving nature of the conflict and



insecurity-driven school closure phenomenon, the team will work closely with the education cluster<sup>16</sup> led by UNICEF to provide just-in-time support in areas of conflict and insecurity.

**Component 1: Accelerating Learning through Improved Quality (US\$56.50 million of which Performance-based Condition [PBC] [US\$38.65 million] - IDA US\$31.13 million and Global Partnership for Education [GPE] US\$25.37 million)**

42. The component aims to improve the quality of primary and lower secondary and upper secondary schools by directly supporting a package of activities to enhance the inadequate teaching and learning conditions. The component will focus on specific quality issues including (a) curriculum reform; (b) provision of adequate pre- and in-service teacher training; (c) improvement in the availability of instructional materials and laboratories; (d) school-level quality improvement initiatives; and (e) establishment of quality standards governing secondary schools.

***Subcomponent 1.1: Improving Quality in Primary and Lower Secondary Schools (GPE US\$25.37 million – partly PBC-based)***

43. This subcomponent will support the following key activities:

(a) **Curriculum reform and instructional materials.** The project will support (i) the implementation of new programs and pedagogical guides through training provision to various key actors (teachers, supervisors, and trainers of trainers), and (ii) the development of new programs and pedagogical guides for specific grades not yet covered. In addition, all relevant available information highlights the lack of textbooks, pedagogical guides and instructional materials in schools, particularly in math and science. Based on lessons learned from the support provided by Canada in this area, the project will finance the acquisition of these materials based on a specific list of instructional materials being developed.

(b) **Teacher training.** The project will train teachers to improve their pedagogical practices in the classroom by supporting the following activities:

- (1) Focusing on new teaching methods in math and science and fostering the use of technology
  - At the preprimary level, this subcomponent will support innovative training programs for community-based early childhood educators to improve their teaching practices. The use of technology-based digital innovations in the provision of distant learning will be explored. At the primary and lower secondary education level, this subcomponent aims to improve in-service teacher training. It will support the existing school-based, small-scale, but cost-effective initiatives, particularly communities of peers (*Communautes d'Apprentissage*)<sup>17</sup> already established in most primary schools to (i) analyze the pedagogical practices in a school; (ii) identify the needs for in-service teacher training for the teaching staff; (iii) develop an annual action plan for in-service teacher training; (iv) mobilize the necessary resources and

<sup>16</sup> A working group has been set up by MEN in collaboration with all education sector DPs to prepare a strategy for addressing school closure in the country. This working group is led by UNICEF.

<sup>17</sup> '*Communautes d'apprentissage*' refer to the community of teachers in a school or a group of schools with their director and their surrounding community established to (a) analyze the pedagogical practices in a school; (b) identify the needs in in-service teacher training for the teaching staff; (c) develop an annual action plan for in-service teacher training; (d) mobilize the necessary resources and implement the action plan; and (e) evaluate annual in-service teacher training activities.



- implement the action plan; and (v) evaluate annual in-service teacher training activities. Based on lessons learned from the Nigeria Partnership for Education Project (P143842) under implementation, the project will explore the use of structured lessons plans and the provision of digital instructional materials for teachers.
- This subcomponent will also facilitate the expansion of the pilot experiment of Mali Robots, a national collaborative center for robotics education in Mali. Mali Robots works with a dedicated team of young Malians to build capacity and initiate youth in robotics and STEM, with the aim of creating a desire among Malian youth to discover the world of science and technology to find local solutions to local problems. The project will support Mali Robots' expansion strategy and the associated action plan for the development of robotics as an extracurricular activity. The project will finance rehabilitation and equipment of premises, training of trainers, and operating costs and will provide technical assistance (TA).
- (2) Supporting teacher training institutes. For pre-service training, the project will support the leading Teachers' Training College for the Secondary Cycle in Bamako (*Ecole Normale Supérieure*, ENSUP) and existing teacher training institutions (*Instituts de Formation des Maîtres*, IFMs).
- (c) **Evaluation and student assessment.** This subcomponent will support the development of a reliable student assessment system to monitor progress in learning and improve education quality. The project will finance a series of interrelated activities as follows:
- (1) Regular tracking of student learning outcomes through the implementation of standardized tests in core subjects (French, math, and science) at primary level. A digital solution will be developed to allow close monitoring of learning outcomes at the local, regional, and national levels. This new approach of close monitoring and tracking of student learning outcomes is intended to provide 'hands-on and timely feedback for teachers to enable them improve classroom instruction. It will first be piloted in the Koulikoro region before expanding nationwide. In addition, the project will support two standardized learning outcomes testing. The first one will be conducted on a representative sample of students in two grades of primary in the region of Segou, and the second one will be conducted nationwide on representative samples of students in two grades of primary.
  - (2) Provision of TA to support the MEN examination and student assessment unit, the acquisition of materials and equipment to undertake testing and studies, and training of staff and teachers.
44. Using performance-based financing, this subcomponent will partly finance project expenditures (as indicated in Section III), in support of improving equity, efficiency, and learning in primary and lower secondary education service delivery. The release of US\$7.52 million of GPE grants will be linked to the achievement of specific performance-based condition targets (PBCTs) related to the agreed to PBCs (as detailed in Annex 5).
- Subcomponent 1.2: Improving the Quality and Governance in Upper Secondary Education (IDA US\$31.13 million – PBC-based)**
45. **Improving quality in public secondary schools.** This subcomponent will support activities to: (i) ensure school compliance with quality standards governing the provision of secondary education issued



by the MEN; (ii) enhance school performance in national school examinations; and (iii) strengthen internal efficiency. This subcomponent will focus on various activities that are critical to improve quality at the school level such as the following:

- (a) Quality standards will be operationalized so they can serve as a framework for pulling the education delivery system upward by putting every school in a position where it can perform well in terms of student success.
- (b) In-service teacher training will be improved, with a particular focus on math and science teachers where the gap is large. The project will support various small-scale but effective activities (such as updating courses, use of digital solutions) and the establishment of a continuous teacher training platform based on a distance learning system.
- (c) Instructional materials will be made available, with a focus on science teaching and the development and availability of nationally designed booklets (*fascicule*).
- (d) School Management Committee (*Comite de Gestion Scolaire*, CGS) in each secondary school will be established and School Improvement Plans (SIPs) will be prepared and implemented by each CGS, addressing the poor quality of teaching and learning conditions, effectively responding to the COVID-19 pandemic, and enhancing math and science teaching to ensure that the overall education system is more science and technology oriented.

46. **Improving quality in private secondary schools.** This subcomponent will support the relevant unit within MEN (*Inspection generale*) in charge of the design, specification, and operationalization of quality standards (*cahier de charges*) governing private secondary schools. The definition of quality standards will cover the key parameters that influence the performance of schools such as governance; teacher competency; qualification and aptitude of the school management personnel; adequacy of the student body, including pupil/teacher and pupil/classroom ratios; and instructional materials. The objective of this subcomponent will be achieved through two main activities: (i) improved governance framework for the management of private general secondary schools and (ii) improved teaching and learning conditions in these same private secondary schools.

47. **Governance framework for the management of private general secondary schools.** Available data show that about 70 percent of general secondary students are enrolled in private institutions. According to the current policy, the Government pays the tuition fees for about 80 percent of the students who successfully complete lower secondary, who are then placed in private upper secondary schools. The selection of students and the payment of tuition fees are directly handled by the Government. This policy has key implications on not only the regulation of the number of students placed in these schools but also on the efforts that these private schools should make to better attract students. These implications negatively affect the quality of education provided in these private secondary schools. This subcomponent will support two interrelated activities to improve the existing governance framework: (i) the definition of eligibility criteria for the Government's scholarship program and (ii) the certification of private secondary schools based on agreed quality standards and the adoption of legal texts to regulate the assignment of beneficiary students solely to certified schools. Parents and communities will be widely informed about the certification of the eligible private schools.

48. **Improved teaching and learning conditions in private general secondary schools.** This subcomponent will use a performance-based financing modality to incentivize private secondary schools' efforts in complying with existing quality standards. The project will also support the development and



utilization of existing technological applications for more effective computerized teacher management and student enrollment in secondary education (as discussed in Component 3). This activity would build upon the existing application developed under the Mali Higher Education Support Project (P151318) for online registration and management of higher education enrollments. Each secondary student will have a unique identifier.

49. Using performance-based financing, this subcomponent will finance project expenditures (as indicated in section III) in support of improving quality and governance in general upper secondary schools. The release of US\$31.13 million of IDA funds will be linked to the achievement of specific PBCTs related to the following agreed to PBCs (as detailed in the PBC Matrix). On failure to achieve the agreed to PBCTs, the release of funds will be prorated to actual targets achieved.

- PBC1: Improved governance framework for the delivery of quality public general secondary education
- PBC2: Improved governance framework for the delivery of quality private general secondary education
- PBC3: Upper secondary in-service teacher training upgraded
- PBC4: Secondary CGS Established and Functional

**Component 2: Building Stronger Pathways for Girls Education Success (US\$38.89 million: IPF - IDA US\$32.33 million and GPE US\$6.56 million)**

50. This component aims to directly respond to the unfinished access agenda in primary and lower secondary education and address the critical challenges of the low enrollment, transition, and retention of girls in lower and upper secondary (*Second cycle du Fondamental et Lycée*) and the increase of the number of out-of-school youth. The component will address both supply- and demand-side factors, including school feeding programs in line with the education sector's post-crisis recovery efforts.

***Subcomponent 2.1. Improving Conditions for Girls Participation and Completion of Secondary Education (US\$36.73 million - IDA US\$30.17 million and GPE US\$6.56 million)***

51. To address the unmet demand for lower and upper secondary education and in full complementarity with the support provided by other DPs,<sup>18</sup> this subcomponent will focus on expanding the supply of lower and upper secondary education, with a focus on areas having the most deficit in terms of girls' transition to and retention in secondary education and where early marriage is prevalent, which has been a central objective of the Government's post-primary education reform. It will respond to the following identified challenges hindering progress in the primary and lower secondary and upper secondary education subsector: (a) distance to schools (physical access) which poses a major barrier for girls' transition to and participation in the lower secondary level, (b) acute shortage of public lower and upper secondary schools, and (c) inadequate regional distribution of existing schools. The objective of this subcomponent will be achieved through the construction and equipment of (a) new schools in underserved areas, closer to the residence of beneficiary girls to increase their chances to complete secondary through facilitating their physical access and (b) two new schools specialized in STEM.

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<sup>18</sup> Federation of NGOs working in Mali (*Federation des ONGs intervenant au Mali*) support primary school construction (*fondamental I*).



*(a) School construction in underserved areas*

52. **Lower secondary school construction (*colleges de proximite*).** School construction activities for basic education (*le fondamentale*) will be limited to existing schools that have an incomplete cycle (that is, schools that currently offer only the first cycle of basic education [primary education] because of limited capacity). Based on unit costs proposed by MEN, the project will support the construction and equipment of 450 classrooms attached to 150 existing primary schools that are facing a high unmet demand for lower secondary education. Each constructed lower secondary school (*College de proximite - Fondamental 2*) will be expected to have three classrooms fully equipped and two blocks of three separate latrines (for boys/girls and students/teachers) with full accessibility to handicapped children, an administrative office, a water well, and an energy source, where possible, solar energy. Sports equipment will also be included in the package.

53. **Upper secondary school construction (*lycées*).** The project will finance the construction and equipment of 11 new upper secondary schools and the construction and equipment of 30 additional classrooms in existing schools that are facing a high unmet demand. Each constructed or expanded upper secondary school (*lycée*) will be expected to have 12 classrooms fully equipped, four blocks of three separate latrines, one block of two laboratories, a library, a computer room, and a multifunctional playing field with full accessibility to handicapped children as well as a water point and an energy source, where possible, solar energy. Sports equipment will also be included in the package.

*(b) STEM high school construction*

54. The project will support the construction of two specialized STEM high schools (*lycées d'Excellence*), the specificities of which would be developed and made available by MEN before the start of construction activities. It will also fully equip these two STEM high schools with ICT-rich classrooms as a useful tool for introducing teaching and pedagogical reforms in the system. These schools are expected to meet high-quality standards in math and science teaching and learning to serve as a model for other upper secondary schools in the country. The aim will be to create an educational environment that stimulates creativity and innovation and promotes best practices in teaching math and sciences by using technology-based, interactive pedagogical approaches. These two schools will be located in the suburbs of Bamako and Segou to facilitate the availability of high-quality teachers. Both locations also have the potential to serve several other surrounding areas.

***Subcomponent 2.2. Incentivizing Transition and Retention of Girls in Secondary Education (IDA US\$2.16 million)***

55. This subcomponent aims to improve the transition to and retention of girls in lower and upper secondary schools, with a focus on disadvantaged girls and vulnerable children living in food-insecure areas. The objective of this subcomponent will be achieved through the implementation of a set of interrelated activities: school feeding<sup>19</sup> and remediation programs in support of girls' education. In line with ongoing activities supported by the regional Sahel's Women's Empowerment and Demographic Dividend Project (SWEDD, P150080) and based on global best practices on programs for girls, the project

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<sup>19</sup> The required waiver to finance food expenditures under the proposed Project has been secured from the Regional Vice President's office.



will also support sensitization and awareness raising activities through training of CGSs, particularly *les Associations des Mères Educatrices*, to increase girls' participation and retention in school.

56. Based on lessons learned from the implementation of the Mali Education for All Emergency Project (P123503), which closed in December 2017, and in complementarity with ongoing efforts by DPs, such as the World Food Programme, the project will support the establishment of new school canteens to provide school meals for around 10,000 students per year. The project will also explore the expansion of a user-friendly digital application tool that has been developed and tested under the Education for All Emergency Project to monitor the school feeding intervention, including the efficient transfer of funds to the beneficiary schools.

**Component 3: Strengthening the Governance and Resilience of the Education System (US\$39.39 million: of which PBC US\$6.184 million - IDA US\$12.60 million, GPE country allocation US\$10.87 million, GPE accelerated funding US\$9.14 million, GPE COVID-19 accelerated funding US\$6.78 million)**

***Subcomponent 3.1. Improving Education Service Delivery and the Resilience of the Education System (US\$23.62 million - IDA US\$3.61 million, GPE country allocation US\$10.87 million, and GPE US\$9.14 million accelerated funding)***

57. This subcomponent aims to address the issue of weak management and supervision of education services at the grassroots level. The objective of this subcomponent will be achieved through (a) better school-based management, including (1) effective implementation of SIPs, and (2) (i) monitoring of school activity in conflict-affected areas, (ii) training of CGS members and school principals, and (iii) payment of contractual teachers' salaries and (b) smart solutions to address school closures in conflict-affected areas. The GPE accelerated funding will solely support the expansion of the planned innovative solutions to address school closure in areas affected by conflict and fragility. **This subcomponent will be partly PBC based.**

58. Improving the delivery and the resilience of the education system through (a) better school-based management, including (1) support to implementation of SIPs and (2) (i) monitoring of school activity in conflict-affected areas; (ii) training of CGS members and school principals and (iii) payment of contractual teachers' salaries and (b) smart solutions to address school closures in conflict-affected areas.

(a) **School-based management.** This subcomponent will finance, in close collaboration and complementarity with the World Bank-financed Mali Fiscal Decentralization for Better Service Delivery Project (P164561), (1) the enhanced implementation of SIPs in around 400 schools in 100 communes targeted by the abovementioned decentralization project, which will support the establishment of CGSs in these schools, following the Japan International Cooperation Agency (JICA)-supported model, which has been tested and already implemented in more than 1,200 schools across the country; and (2) (i) monitoring of school activities related to security, student and teacher attendance, girls' enrollment and participation, and school canteens in conflict-affected areas; (ii) the training of CGS members and school leads; and (iii) payment of contractual teachers' salaries. In addition to the standard training provided to CGS members and school leads, the project aims to enhance the capacity of communities to be resilient in situations of crisis and ensure a safe and friendly school environment as well as address the educational needs of populations that are moving. CGS members will be trained on how to better respond to crisis situations and keep children in



school. At the upper secondary level, each secondary school will set up a CGS based on the existing model at the primary education level and adapt it to the reality of secondary education (as discussed in Component 1).

(b) **Smart solutions to address school closures.** This subcomponent will also support innovative solutions to address school closures in areas of conflict to strengthen the resilience of the education system. To help address the issue of displaced teachers because of the crisis, the project will finance the design and implementation of appropriate measures and innovative solutions that would allow children to continue schooling in crisis situations. This subcomponent will finance:

- (i) Distance learning interventions through the development of digital teaching content, provision of equipment, and remote training of teachers and education sector actors;
- (ii) School health and hygiene interventions to support students and teachers;
- (iii) Provision of school supplies, food for canteens, and salaries for contractual teachers;
- (iv) Acquisition of tablets and interactive boards for students in unsecured areas;
- (v) Construction of and equipment for approximately 40 classrooms in existing educational establishments receiving students from unsecured areas;
- (vi) Rehabilitation of classrooms and the establishment of pop-up schools for internally displaced populations in secured areas surrounding conflict-affected regions;
- (vii) Provision of equipment, supplies, and operating costs to the Recipient's technical committee in charge of managing schooling in unsecured areas; and
- (viii) Provision of support to non-profit organizations to organize and supervise schooling in unsecured areas.

59. A hackathon will be launched to bring together technology start-ups to propose digital solutions for continuous schooling in crisis situations. In addition, the project will support the integration of peace education as a potential long-term solution to address inter-community conflicts.

60. School continuity activities supported by the GPE accelerated funding will be completed in the first 12 months of project implementation.

61. Using performance-based financing, this subcomponent will partly finance project expenditures (as indicated in Section III) in support of improving equity, efficiency, and learning in primary and lower secondary education service delivery. The release of US\$6.184 million of GPE grants will be linked to the achievement of specific PBCTs related to the agreed to PBCs (as detailed in Annex 5).

***Subcomponent 3.2. Supporting the Education Sector's Response to COVID-19 (US\$6.78 million - GPE COVID-19 accelerated funding)***

62. This subcomponent will be implemented in the first 18 months of project implementation and will finance the necessary COVID-19 response measures in line with the Government's approved strategy and identified priority actions structured around its main two pillars.

(a) **Continuity of learning in a protective and inclusive environment.** This subcomponent will support a range of activities aimed at ensuring the continuity of learning during the pandemic.



- (i) Enhancement of the immediately established remote learning platforms within MEN in the aftermath of the pandemic
  - (ii) Development of digital teaching content for each education level in full alignment with the existing curricula
  - (iii) Establishment of a virtual library with an inventory of national and international teaching resources to be used for remote learning programs to be delivered through existing channels (radio, television, mobile phone, and internet)
  - (iv) Development, printing, and distribution of teaching and learning materials adapted to remote learning programs for each education level to complement remote learning programs
  - (v) Establishment of a recording studio at the central level
  - (vi) Provision of necessary support to allow equitable access to remote learning programs and platforms (such as the provision of radio sets to disadvantaged households, contracts with community radios and internet service providers, and planification of broadcastings)
  - (vii) Development and dissemination of gender-sensitive prevention, protection, and psychosocial support messages against violence, abuse, and exploitation as part of the remote learning programs as well as through WhatsApp to reach key target groups (teachers and principals)
  - (viii) Development and dissemination of gender-sensitive sensitization messages targeting children, parents, religious and community leaders, and the entire community to promote continuity of learning with a special focus on girls and most vulnerable children
  - (ix) Establishment of psychosocial support programs for children (including girls, internally displaced/returnee children, and children with disabilities), parents, and teachers
  - (x) M&E of COVID-19 response activities
- (b) **Reopening of schools in a safe and inclusive environment.** This subcomponent will support a range of activities aimed at preparing the effective reopening of schools. These include the following:
- (i) Implementation of the COVID-19 prevention and control protocols including the printing and dissemination of information related to hygiene practices, social distancing measures, and emergency contacts
  - (ii) Equipment of schools with handwashing and hygiene kits and a thermo flash
  - (iii) Training of teachers and CGS members on prevention and symptoms of COVID-19 and hygiene practices aligned with safe school protocols as well as on psychosocial support to students adapted to the COVID-19 context
  - (iv) Sensitization and awareness campaigns to mobilize parents, caregivers, and community leaders on reopening of schools and children's full participation and 'back to school'
  - (v) Development and implementation of remedial education, accelerated learning programs, and revision of the academic calendar and examination schedules to allow effective school continuity.

***Subcomponent 3.3. Improving Evidence-based Decision-making through the Use of Actionable Analytics (IDA US\$8.99 million)***

63. This subcomponent aims to address the lack of data management both at the central and decentralized levels and institutional capacity building at all levels. To this end, the project will support the key activities detailed under this subcomponent.



64. **Harmonized and integrated EMIS.** This subcomponent will support the consolidation and integration of the different existing EMISs at the central and decentralized levels for more accurate data production and improved decision-making. Building on what already exists and in accordance with the newly adopted national strategy for the development of education statistics (2020–2024), the project will finance the necessary technological solutions to ensure the convergence of the multiple data systems scattered in the different departments and units within MEN into a holistic and integrated platform including the database run by the Planning and Statistical Unit (*Cellule de Planification et Statistique, CPS*) in charge of the production of the statistical yearbook; the teachers database run by the Human Resources Department, which covers the whole spectrum from preprimary to tertiary education; the data management system on in-service teacher training for preprimary and primary teachers run by the National Directorate of Teacher Training (*Direction Nationale de l'Enseignement Normal, DNEN*); the financial statistics system managed by the Directorate of Finance and Procurement (*Direction des Finances et du Matériel*); and the most recently established higher education sector information system (*Proiciel de Gestion Integree, PGI*) under the ongoing Higher Education Support Project (P151318) which includes a unique identifier for each student. The project will explore the expansion of PGI to the primary, lower and upper secondary subsectors. Establishing a unique identifier for each student and teacher in the entire education system will also be a game changer to address the ongoing issue of ghost students and ghost teachers hindering the education system.

65. This subcomponent will further finance regional education bureaus to (a) collect data, analyze, and produce a regional statistical yearbook summarizing results achieved in their respective regions and (b) promote the effective establishment of CGSs.

#### **Component 4. Contingent Emergency Response (IDA US\$0)**

66. A contingent emergency response component, in accordance with the IDA Immediate Response Mechanism, will allow to provide an immediate response to an eligible crisis or emergency, as needed. The fund will enable the effective implementation of flexible and adaptable measures in a situation of crisis in line with the needs of displaced populations. A Crises Response Manual (CRM) will be developed for activities to be financed under this fund, detailing streamlined financial management (FM), procurement, safeguards, and other implementation arrangements as necessary.

#### **Component 5. Strengthening Monitoring and Evaluation (M&E) and Supporting Project Management (US\$5.91 million: IPF - IDA US\$3.93 million and GPE country allocation US\$1.97 million)**

67. This component aims to strengthen institutional capacity and M&E systems, including compliance with agreed PBCs. It will support the necessary TA and capacity-building activities, carefully selected and designed to effectively address project implementation and capacity constraints. It will finance the following project management-related activities: (a) the provision of goods and services, including auditing and training, and operating costs associated with project management and implementation including M&E; (b) TA for specific activities, such as data collection, school construction, school feeding management, and so on; and (c) specific analytical studies to generate more evidence and knowledge for the education system.

68. **Geo-enabling for Monitoring and Supervision (GEMS).** Given the security context, a suitable M&E system will be designed and implemented to better monitor project activities in hard-to-reach beneficiary



regions. The project will put in place low-cost technological solutions for real-time digital data collection for improved project monitoring and supervision in close collaboration with the GEMS team. The project will use data collection tools, such as KoBo Toolbox, designed to work in difficult conditions.

69. **Iterative Beneficiary Monitoring (IBM).** The project will also integrate IBM in close collaboration with the Poverty Global Practice. This activity will monitor beneficiaries (direct, indirect, and intermediaries) of the project starting at the beginning of implementation with the objective to improve project efficiency and increase beneficiary satisfaction and beneficiary engagement. IBM is implemented by the Poverty Global Practice team to collect information on project implementation across all sectors, even in insecure settings. It is light, low-cost, and rapidly complements project supervision. The approach is problem oriented and provides feedback to project teams through different iterations with the aim of catalyzing improvements in project implementation. IBM collects data directly from beneficiaries but keeps data collection efforts to a minimum by relying on few research questions and small samples. IBM will be used to collect data to identify shortcomings that can hinder implementation of the project. While a traditional M&E system will be used to continuously monitor overall implementation progress and produce voluminous progress reports every six months, IBM will produce short reports, will be repeated as often as needed, and will focus on diagnosing specific barriers to effective implementation.

### C. Project Beneficiaries

70. The proposed project will directly benefit over 4 million individuals, including students attending targeted beneficiary schools and teachers in preprimary, primary, lower secondary and upper secondary schools nationwide and students attending targeted schools. MIQRA will reach approximately (i) 1.5 million students, teachers, and parents benefitting from COVID-19 response interventions; (ii) 697,000 students, teachers, CGS members and school directors who will benefit from a diverse range of interventions to ensure school continuity in areas affected by conflict and insecurity; (iii) 200,000 students who will benefit from accelerated learning programs, remedial courses, and pedagogical and learning materials; (iv) 44,000 students (at least 46 percent female) who will benefit from newly constructed lower secondary schools (*colleges*); (v) 11,000 students (at least 46 percent female) who will benefit from newly constructed upper secondary schools (*lycées*), (vi) 5,800 students (at least 46 percent female) in targeted upper secondary schools who will benefit from newly constructed additional classrooms; (vii) 700 students (50 percent female) who will benefit from the two newly constructed STEM 'high-schools'; (viii) 10,000 students in food insecure areas who will benefit from school feeding; (ix) around 1.5 million primary and lower secondary students who will benefit from textbook acquisition; (x) 25,500 teachers (25 percent female for primary and lower secondary education and 20 percent for upper secondary education) who will be enrolled in pre- and in-service teacher training programs; and (xi) 500 early childhood educators. In addition, MIQRA is expected to directly benefit approximately 10,000 CGS members who will be trained in school-based management and MEN staff nationwide who will benefit from institutional capacity building activities. Furthermore, given that schools targeted under the proposed project will provide adequate infrastructure for the next several years, the overall number of students benefiting indirectly is expected to reach over 25,000 students in lower and upper secondary schools in the targeted underserved regions.

### Gender

71. **Gap identified:** Girls lower access/enrollment in education across all levels.



72. **Analysis of driving factors:** Mali is among the countries with the highest rate of adolescent fertility—with 169 children born to every 100 young women under the age of 20. Girls are routinely excluded from education and are disadvantaged at all levels of education. They either never enroll or quickly drop out of school. Overall, girls benefit from a lower level of schooling with a GER of 72 percent in the first cycle of basic education (compared to 82.2 percent for boys), 47.5 percent in the second cycle of basic education (compared to 60.7 percent for boys), and 14.6 percent in general secondary education (compared to 20.7 percent for boys). The data suggest that efforts to keep girls in school have yet to be expanded beyond the primary school level. In the 2014/2015 academic year alone, girls were 5 percent less likely to be enrolled in the first and second cycles of basic education (*fondamental*); 4 percent less likely to be enrolled in upper secondary education (general, technical, and vocational); and 18 percent less likely to access higher education. The primary factors that contribute to girls' low levels of enrollment and transition to secondary schools include (a) early marriage, with more than half of Malian girls getting married by the age of 18 according to UNICEF; (b) household chores, particularly in rural areas where girls are expected to substantially help their families at home and with farming in the field; (c) long distances to school; (d) lack of resources; and (e) lack of parental interest in education (RESEN 2017). Furthermore, the gender-based violence (GBV), sexual exploitation and abuse (SEA) and sexual harassment (SH) assessment was conducted by the World Bank and has identified the GBV/SEA/SH risk level for the project to be High.

73. **Actions:** The project aims to reduce the gender gap in access/enrollment rates between boys and girls. The project directly responds to the unmet demand for lower secondary and general upper secondary education and addresses the critical challenges of the low enrollment and retention of girls in secondary schools. Component 2 of the project is dedicated to reducing gender disparities through specific actions addressing both supply- and demand-side factors. On the supply side, the project will support the construction of lower secondary (colleges) and upper secondary schools (*lycées*) in underserved areas, targeting geographical areas having the most deficit in terms of girls' participation in lower and upper secondary education and closer to the residence/villages of beneficiary girls to facilitate their physical access. Each newly constructed school will be expected to have separate latrines for girls and boys. In addition, the project will target a larger share of female teachers in the provision of pre- and in-service teacher training. On the demand side, the project will implement school feeding and remediation programs in support of girls' education to incentivize their retention. School feeding has shown to alleviate short-term hunger or reduce micronutrient deficiencies in children, both of which can improve student cognition, concentration, ability to perform complex tasks and test scores<sup>20</sup>. It has been widely documented that school health and nutrition interventions can be an effective way of enhancing the overall well-being and cognitive capacity of students, which in turn, increases their chances of attending school and becoming active learners<sup>21</sup>. The project will also support sensitization and awareness raising activities, closely engaging *les Associations des Mères Educatrices* to increase girls' participation and retention in school. Furthermore, GBV will be addressed through established CGSs as part of a package of interventions to improve learning conditions in schools.

74. **M&E:** Given the project's focus on promoting girls' education, the project will include specific PDO-level indicators ((i) transition rate from primary to lower secondary for girls and (ii) transition rate from primary to lower secondary for girls) and intermediate outcome indicators to monitor gender

<sup>20</sup> African Union. (2018). *Sustainable School Feeding Across the African Union*. Addis Ababa: African Union.

<sup>21</sup> Drake L, Russo R and Defeyter MA (2017) Editorial: *The Impact of School Food Consumption on Children's Cognition, Educational Attainment and Social Development*. *Front. Public Health* 5:204.



impact. The project's Results Framework overall comprises mechanisms to monitor gender disaggregated data analysis and assess gender impact. All other proposed PDO-level indicators will be disaggregated by gender as relevant.

#### D. Project Financing

75. The project will be financed through a US\$80 million IDA credit (50 percent) and grant (50 percent) and a US\$60.70 million Grant from the GPE (which includes US\$44.78 million education sector program implementation grant, US\$9.14 million regular accelerated funding, and US\$6.78 million COVID-19 accelerated funding) using an IPF lending instrument with PBCs and following the funding model introduced by the GPE in 2014. The GPE grant will solely finance activities supporting primary and lower secondary education. The project will have two parts. The first part, consisting of Subcomponent 1.1 and Components 2, 3, 4, and 5 will follow a traditional reimbursement mode based on statements of expenditures after the completion of activities. The second part of the project, consisting of Subcomponent 1.2 and the variable part of the GPE grant and partly implemented under Subcomponents 1.1 and 3.1, will use a PBF modality to progressively improve the sector's governance and financing structure. However, unlike typical results-based financing (RBF) projects, disbursements will be made to a Designated Account (DA) of MEN conditional on pre-specified conditions, as measured by PBCs. The PBF approach is expected to increase transparency and accountability within the education system, and thus is a critical contributor toward the establishment of a more efficient and performance focused financing structure for the sector.

76. The GPE funding model introduced a variable part with the objective of leveraging GPE funding and catalyzing transformational policies that will have a long-lasting impact on the education sector. Of the overall GPE project financing, the variable part will account for at least US\$13.71 million. To access resources under the variable part, the Government will have to verifiably prove that implementation of preidentified actions will lead to greater impact in the following three key thematic areas: (a) equity; (b) efficiency; and (c) learning outcomes, using a set of corresponding indicators that demonstrate transformative sectoral strategies in these three domains. Indicators can be process, output, or outcome based. A clear link between the strategies and the expected outcomes will need to be proven and the attainment of the indicators will need to be credibly verified.

77. The variable part will be used to finance sectoral activities of the project aimed at incentivizing the Government to accelerate transformational reforms and undertake actions within a defined timeline and have the funds to support the comprehensiveness of PRODEC II implementation. The following indicators are identified, with more details in Annex 5:

- **Equity.** Percentage increase of girls' participation in lower secondary.
- **Efficiency.** Increase of the share of education budget transferred<sup>22</sup> to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*), complemented with the credit notification rate (*Taux de notification*) registered in the Finance Law (*Loi des finances*) for deconcentrated and decentralized levels.

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<sup>22</sup> The term 'Transfer' is a terminology used by the MEFB for 'credits registered (*crédits inscrits*) in the Finance Law (*Loi des Finances*) for decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*)'.

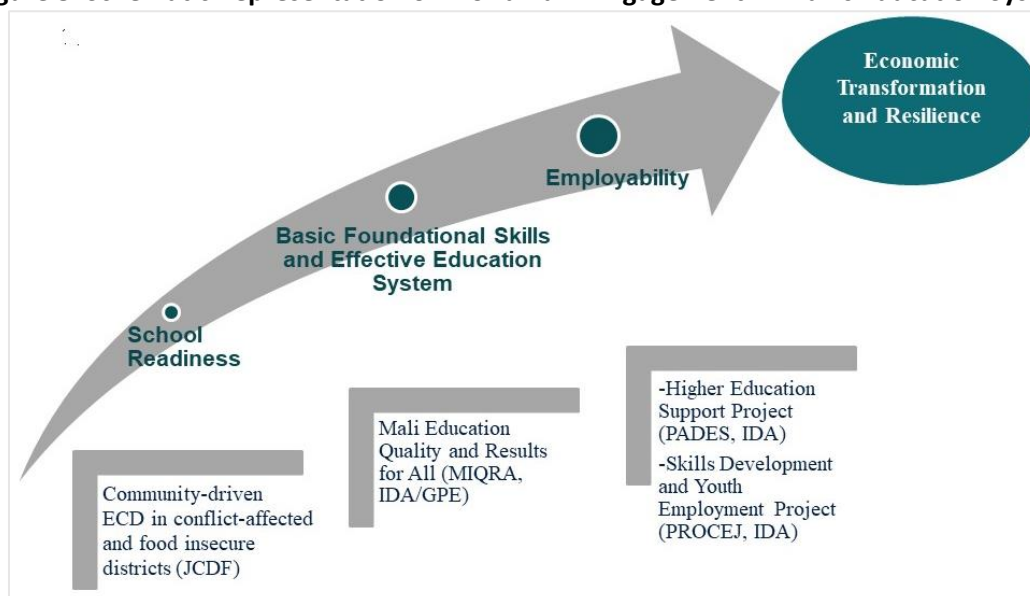


- **Learning.** Learning assessment system enhancement.

#### E. Rationale for World Bank Involvement and Role of Partners

78. The World Bank's support to the education sector in Mali has focused on the following key areas: emergency and crisis response, reinforcing the foundation for the effective development of the education system, and improving employability (Figure 8). The GPE-funded Education for All Emergency Project (P123503) (administered by the World Bank and which closed in December 2017) ensured that displaced children from the north and those in the south, especially those affected by the crisis, continued to have access to good quality education through direct investments in the education system, including social and pedagogical aspects that would help keep children in school and promote learning. The ongoing IDA-financed Skills Development and Youth Employment Project (P145861) focuses on supporting education and training for greater employability and private sector-led job opportunities for Malian youth. Similarly, the existing IDA-financed Higher Education Support Project (P151318) focuses on improving the relevance of higher education programs in line with labor market needs and the stewardship of the Malian higher education system for greater employability. This combined IDA/GPE investment in primary and lower secondary and general upper secondary education will fill the existing critical gap in the World Bank's education sector engagement in Mali. MIQRA is expected to expand access to lower and secondary education by bringing a sharper focus on quality, equity, and education system governance as a whole and strengthening the capacity of national and decentralized institutional actors to be more performance-oriented and assess learning and teaching practices to improve the delivery of quality primary, lower secondary, and upper secondary education.

**Figure 8. Schematic Representation of World Bank Engagement in Mali's Education System**



79. MIQRA will also complement various ongoing interventions by DPs (Table 1). While MIQRA focuses mainly on basic and general secondary education, project interventions by DPs focus generally on other subsectors, with a large focus on primary education primarily. Specifically, UNICEF, the French



Development Agency (*Agence Francaise de Développement, AFD*), and the European Union provide support to basic education through their respective projects addressing access, quality, equity, and overall education system strengthening in Mali. In addition, the Suisse Development Agency provides technical support to the MEN decentralization and implements a vocational training quality improvement project. The United States Agency for International Development (USAID) implements several targeted education interventions focused on early grade reading, girls' leadership and empowerment, education delivery in conflict-affected areas, and disability and inclusion. The Islamic Development Bank (IDB) further supports bilingual education (*Franco-Arabe*) and its mainstreaming into the national education system as well as the Government's efforts to address the issue of out-of-school children (with co-financing from the Education Above All Foundation (EAA), Qatar).

**Table 1. Education Support Projects by DPs, the World Bank, and Other Donors**

Agency	Support
<b>AFD</b> Basic Education Access and Quality Improvement Project (€10 million) Education Diversification and Improvement Support Project (€0.27 million)	Increase access to quality basic education and enhance institutional capacity of education bureaus  Diversify and improve the supply of education in Mali
<b>IDB</b> Bilingual Education Support Project (US\$10 million) <i>EAA Foundation QATAR for out of school children (Projet d'accès à l'éducation pour tous les enfants au Mali)</i> (IDB: US\$33.3 million; EAA: US\$40 million; counterpart funding and non-governmental organization [NGO] contribution)	Equitable expansion of quality basic education with a focus on strengthening Koranic schools Support the Government's efforts to ensure access to quality primary education to out-of-school children
<b>European Union</b> Basic Education Support Program (€20 million) and Inclusive Education Program (€40 million)	Improve quality of basic education, strengthen the decentralized management of the education system, and increase access for out-of-school children
<b>UNICEF</b> Quality and Equitable Basic Education Project (US\$0.74 million)	Support for quality and equitable basic education
<b>UNESCO</b> Teacher Enhancement Project (US\$400,000) <i>Projet d'autonomisation des adolescentes et jeunes filles par l'éducation</i> (US\$5 million)	Enhance teachers' capacity through effective national policy and strategy development <i>Autonomiser les adolescentes et jeunes filles</i>
<b>USAID</b> Girls' Leadership and Empowerment through Education Project (US\$23.9 million) Food for Education Project (US\$29.9 million)	Increase access to quality education with a focus on girls' participation Support for school feeding and quality of education

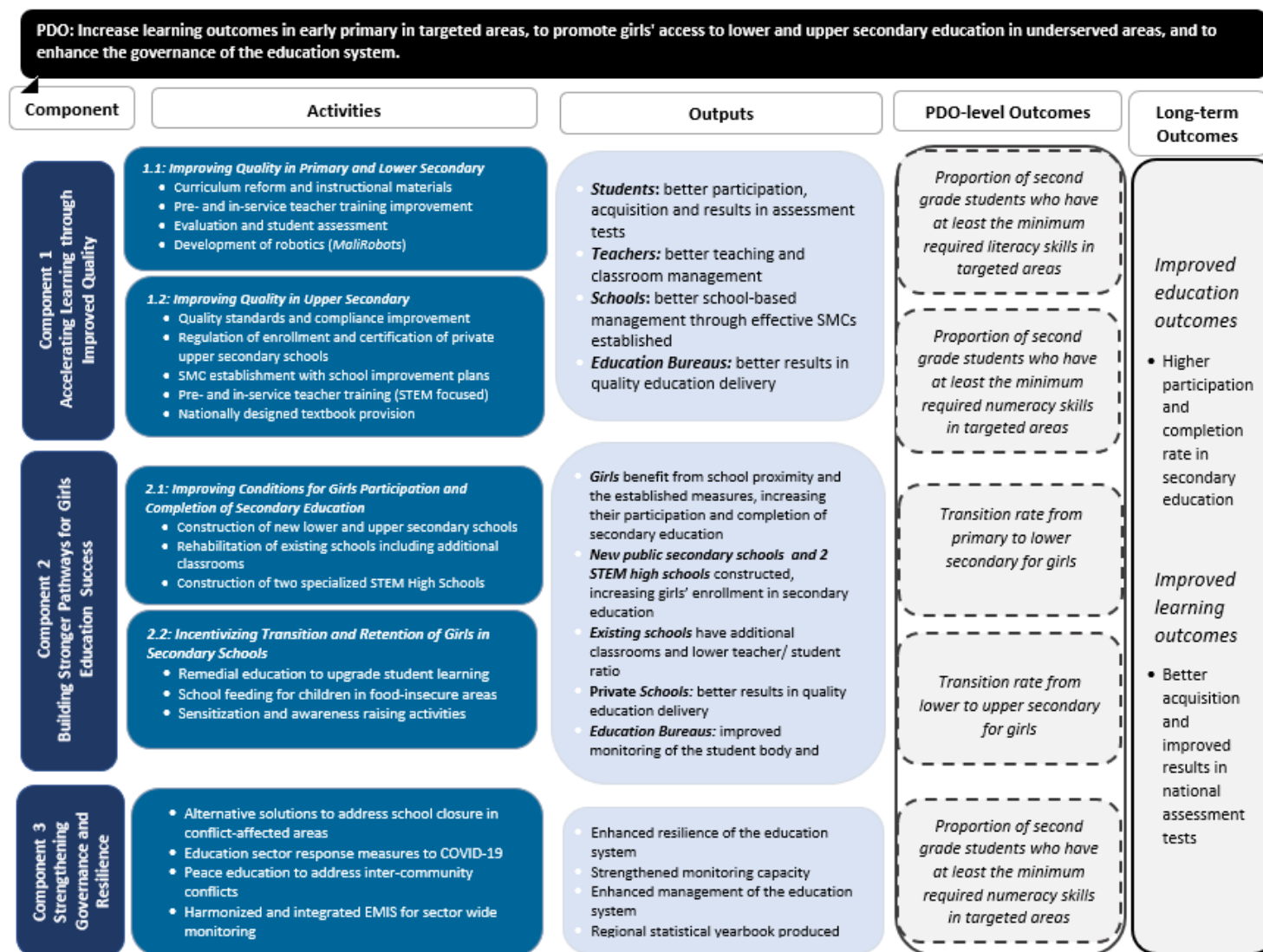


Emergency Response Education Support Project (US\$14.5 million) Early Grade Reading Project (US\$50.7 million)	Increase equitable access to education for children affected by the conflict in the targeted regions Improve early grade reading skills in the targeted regions
<b>SUISSE</b> Technical and Vocational Training Support Project (€9 million) Education Decentralization Support Project (€4 million) Skills Improvement for Local Development Project (€4 million)	Improve quality of technical and vocational training Strengthen the decentralized management of education delivery Support local development in targeted regions
<b>CANADA</b> Learning Assessment and Teacher Professional Development Project (US\$18.5 million)	Enhance learning assessment and strengthen in-service teacher training programs
<b>World Bank</b> Skills Development and Youth Employment Project (US\$63 million) Higher Education Support Project (US\$33 million)	Support education and training for greater employability and private sector led job opportunities Improve the relevance of selected higher education programs and the stewardship of the higher education system in Mali.

Note: This table does not provide a comprehensive list of education projects in Mali, but rather presents a snapshot of the major education interventions that have a national or multi-regional scope.



Figure 9. Results Chain for MIQRA Components 1–3





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

80. The proposed project is well informed by various analytical works on the critical need to invest in quality education, including the recently completed RESEN 2017. The project incorporates key lessons learned from the ongoing education projects in Mali: the GPE-funded Education for All Emergency Project (P123503), the Higher Education Support Project (P151318), and the Skills Development and Youth Employment Project (P145861). The project also builds upon the World Bank's global experience in secondary education and in the implementation of IPF-PBCs operations in the region and globally. Key lessons learned that have been incorporated into MIQRA's design are detailed in the following paragraphs.

81. **Strong government buy-in is essential to project sustainability.** To ensure buy-in, the PDO is fully aligned with the main objectives of PRODEC II (2019–2028). In addition, the existing institutional arrangements are being used for project implementation to strengthen institutional ownership and internal coordination. Project activities will be managed and implemented by MEN, through its existing organizational structure as opposed to through a separate Project Coordination Unit. Relying on its own institutional arrangements will create stronger ownership of MEN and internal alignment toward the desired results.

82. **Effective teachers are critical to learning.** A high quality and motivated teaching workforce is the single most important factor in improving learning. A series of good or bad teachers over several years can widen gaps in student learning. In a context where there is a dearth of teachers at all levels of education and where it is not uncommon to find teachers who have not mastered the content of primary education, it is not arguable that the project should have clearly defined activities to train and equip teachers based on national policy recommendations. Mali needs more qualified teachers along with an enhanced teacher management system to harmonize the process of teacher appointments, transfers, and payments issues which continue to plague the system.

83. **Simplicity of project design is essential to its effective implementation.** The project should be simple by design, with a well-developed and clearly stated PDO. The project aims to provide comprehensive support to specified subsectors (that is, basic education comprising primary and lower secondary and general upper secondary education) through mutually supportive activities focused on a set of achievements and specific conditions designed to improve education delivery.

84. **Focus on performance.** The PBC approach, when striking the right balance between ambition, realism, flexibility, and course correction, can sharpen a government's focus on performance. Developing a culture of service delivery efficiency through more focus on performance and, relatedly, rewarding their achievement can help enhance accountability. Through the use of PBCs for mainly Subcomponent 1.2, MIQRA will support the ministry's efforts in improving quality of learning, as the disbursement of funds will be based on the achievement of specified quality-related conditions agreed as PBCs. Each PBC, which contains a specific set of PBCTs, disbursement arrangements, and a verification protocol, will guide the amount of disbursement and the related timing. This performance-based approach is expected to gradually be institutionalized.

85. **Incentives are key.** PBCs are designed to serve as triggers for performance-based payments within Subcomponent 1.2. PBCs are meant to incentivize the relevant actors at all levels of the decentralized education system (from national to local levels) to improve performance in areas that are critical for quality learning. Generally, PBCs are expected to lay the foundation for systemic performance-based management approaches and education delivery systems. More specifically, there are key actions needed to address specific constraints to



achieving development objectives, and can be a blend of process, output, and outcome indicators. As disbursements are linked to the achievement of tangible and verifiable condition targets, this approach provides the Government with incentives to achieve key project results and improve performance. The key guiding principles for design of PBCs include (a) linking incentives to key points within the project's results chain; (b) focusing incentives as closely as possible on key actors accountable for their achievement; (c) ensuring simplicity and manageability in the number and framing; (d) ensuring the likelihood of being achieved in the time frame and within the Government's span of control; and (e) placing an emphasis on process indicators and system improvements in the early years of project implementation and increased focus on outcome indicators in the last years of the project.

**86. Addressing institutional capacity constraints is a priority.** In a context of decentralization, providing education systems with adequate resources and accountability mechanisms is crucial to enhance the impact of education interventions. Particularly, given the ministry's capacity constraints, the introduction of a new performance-based financing instrument is envisaged, and building on lessons learned from the implementation of the ongoing Higher Education Support Project (P151318), which has a component financed through PBCs, and closely engaging the relevant FM specialists will ensure effective design and implementation.

**87. Strong risk mitigation measures are required for successful project implementation.** In a volatile security environment like Mali, lessons from the implementation of the Mali Emergency Education for All Project (P123503) showed the need to have adequate planning measures to mitigate risks, maintain communication, and ensure monitoring of project interventions on the field. The Government and World Bank had agreed to wait for improved security conditions in the north before implementing project interventions in this area. Despite this, occasional resurgence of insecurity in the north and in central Mali affected the pace of implementation, requiring the momentary interruption of some of the activities until security was restored. This partly explains why some of the activities were completed at a later stage and an extension of the project closing date was required. Additionally, while field visits were restricted or suspended, the World Bank and the ministry resorted to third-party monitoring to ensure appropriate monitoring of construction and school canteens by local communities and NGOs from the education emergency cluster, which ensured continued project supervision.

**88. Successful implementation of construction activities requires context-specific measure.** Timely completion of construction programs in a large territory facing a volatile security environment, such as Mali, requires specific measures, especially in a context of low institutional capacity. Significant delays were experienced during the first construction phase under the Mali Emergency Education for All Project because of the weak capacities of construction manager agencies and poor on-site monitoring of activities. Three key measures were introduced before the second phase to mitigate risks. First, it was decided to soften the selection criteria in the tender documents to allow for the participation of local firms in the bid. This was especially valuable in affected regions, such as Gao and Tombouctou where a strong understanding of the local context was essential to complete construction on time. Another measure was the limitation of the number of contracts awarded to each firm (maximum two allotments per firm) to take into account the weak capacities of construction firms. Finally, the organization of weekly meetings to monitor contract execution and construction progress, in the presence of the Secretary General and the World Bank task team leader, successfully contributed to reducing implementation delays at the end of the first construction phase and during the second phase.

**89. Strong involvement of the Secretary General.** The personal involvement of the Secretary General in daily project management of the Mali Emergency Education for All Project ensured adequate ownership of the project by the ministry's team and close monitoring of project implementation. During 2014 and 2015, weekly meetings



were organized under the leadership of the Secretary General with the participation of the World Bank's task team leader, the technical team consisting of representatives from all the directorates involved in the project, and contracting agencies. When regular, those meetings constituted a successful troubleshooting mechanism and contributed in removing bottlenecks and speeding up project implementation.

90. **Climate-resilient design and climate co-benefits.** The project will incorporate appropriate measures of climate resilience in the design of school and classroom construction activities. The planned new schools will be built to be resilient to climate risk. Key climate adaptation and mitigation co-benefits have also been identified for the planned civil works, including the utilization of solar energy in the newly built schools and classrooms to be more energy efficient. The project will help the Government select appropriate sites for school construction taking into account any hazard risks caused by climate change and include other mitigation measures, as needed.

### III. IMPLEMENTATION ARRANGEMENTS

#### A. Institutional and Implementation Arrangements

91. Building on lessons learned and experience gained from the Mali Emergency Education for All Project (P123503), which was implemented from July 2013 to December 2017, the proposed project will retain the same project implementation and institutional arrangements. MEN will have overall responsibility and accountability for project coordination and implementation. It will assume both strategic coordination and technical implementation of the project including FM and M&E. The project's integration into the ministry's existing administrative line is meant to build institutional capacity and ensure sustainability of project activities.

92. At the highest level, the ministry's Secretary General (*Segal*) has overall responsibility for the oversight of the education sector program to streamline policy development, strategic planning, and alignment with the Government's priorities. Under his leadership, two committees are already in place to coordinate activities within the program and ensure communication within and outside the ministry. First, a weekly meeting of the Council of Cabinet (*le Conseil de Cabinet*) is held comprising all ministry directors and senior advisers led by the *Segal*. The *Conseil de Cabinet* will serve as the project's Steering Committee and the primary decision-making body for the project. It will examine overall program implementation issues and solutions proposed by the various implementing units of the ministry and provide guidance accordingly. The *Conseil de Cabinet* ensures overall technical consistency of program activities and sound communication across units of the ministry. During the *Conseil de Cabinet*, the Project/Program Facilitating Unit (2PFU) team will report on any issue that could hinder project implementation and will share good practices. The team will take advantage of this committee to seek guidance and support from all technical units within the ministry. Second, a monthly meeting (*Le cadre partenarial*) is held to share the program implementation status with DPs, bilateral donors, the ministry technical units, and other relevant stakeholders to provide strategic guidance on the overall program and share areas of interventions and support by donors for better harmonization of the various interventions in the sector. The *cadre partenarial* is co-chaired by the *Segal* and the coordinating agency. In addition, the *cadre partenarial* approves the annual work program and any substantial changes to the ministry intervention. Joint annual program reviews are organized by the *cadre partenarial* to assess progress made and issues that need attention. These joint reviews are used to monitor the evolution of the sectoral context and adjust the project interventions as needed.

93. At the national level, implementation arrangements have been designed to ensure a holistic education policy direction for the targeted basic and secondary subsectors and its effective implementation through the coordination of the relevant General Directors. The *Segal* who is in charge of the ministry program will be the



technical project coordinator and act as MEN's liaison officer to the World Bank. His key role will be to ensure adequate link of the project activities with the sector policy and institutional reforms and more specifically, oversee overall project implementation including (a) endorsing MIQRA's budget allocations and related activities and (b) ensuring compliance with agreed guidelines. Project implementation will be carried out by the existing technical units within MEN.

94. A 2PFU will be set up, based on lessons learned from implementation of the Mali GPE-financed Emergency Project (P123503) that closed in December 2017, to ensure daily coordination and oversight of the project and its alignment with the national ESP (PRODEC II). The 2PFU will be under the direct administrative responsibility of the MEN *Segal*. The 2PFU will allow a more focused coordination of project activities and its strategic oversight in line with the national program (PRODEC II) implementation.

95. Details on the implementation arrangements and planned institutional support are presented in Annex 1.

### **Financial Management**

96. The Ministry's fiduciary department (*Direction des Finances et du Matériel, DFM*) will manage all fiduciary aspects of the project. The project fiduciary unit within the DFM will be responsible for overall coordination and consolidation of FM and disbursement information. More specifically, the DFM will be in charge of preparing quarterly and annual financial statements, which will include the project's consolidated financial statements. The quarterly interim financial reports will be sent to the Association 45 days after closing of each quarter. Financial audits will be conducted yearly. Annual audits will be conducted by independent auditors acceptable to the World Bank in accordance with international auditing standards. Audit reports will be sent to the Association within six months after the end of the audit period.

97. MEN will assign to the project, within the DFM (a) an FM specialist and (b) two senior accountants who will be members of the task team. An FM specialist with qualifications and experience acceptable to the World Bank will be appointed or recruited (under terms of references (ToRs) approved by IDA) to complement the existing staffing within the DFM to ensure adequacy of support, particularly for the effective implementation of PBCs.

### **Financial Management Action Plan**

98. The FM Action Plan described in Table 2 has been developed to mitigate the overall FM risks.

**Table 2. FM Action Plan**

Issue	Remedial Action Recommended	Responsible Body	Completion Date	FM Disbursement Conditions
Staffing	Appointment/recruitment of a dedicated FM specialist familiar with World Bank FM procedures	MEN/2PFU	Prior to effectiveness	Yes
	Recruitment of two accountants familiar with World Bank FM procedures completed and contracts signed	MEN/2PFU	Not later than three months after effectiveness	No
Information system	Acquisition and installation of an accounting software for the project and	MEN/2PFU	Not later than three months	No



Issue	Remedial Action Recommended	Responsible Body	Completion Date	FM Disbursement Conditions
accounting software	training of the users		after effectiveness	
Administrative accounting and financial manual	A draft of PIM including FM and administrative procedures has been submitted to the World Bank for approval	MEN/2PFU	Prior to effectiveness	Yes
Internal auditing	Appointment of an internal auditor (individual consultant or audit firm)	MEN/2PFU	Not later than three months after effectiveness	No
External auditing	Appointment of the external auditor completed, and contract signed	MEN/2PFU	Not later than 180 days after effectiveness	No

### ***Disbursement Arrangements and Funds Flow***

99. **The MEFB is the assigned representative of the Recipient for the mobilization of IDA funds.** Withdrawal Application requests will be prepared by the FM unit within MEN, signed by designated signatories, and sent to the World Bank for processing. This procedure applies to all World Bank-financed projects in Mali.

100. **Funds will flow from the IDA account through a DA in accordance with the World Bank Disbursement Guidelines for Projects.** This operation will follow tailored disbursement arrangements as detailed below.

101. **Disbursements under non-PBC components.** Disbursement procedures will be detailed in the accounting, administrative, and financial procedures and the disbursement letters. Upon project effectiveness, transaction-based disbursements (that is, replenishment, direct payment, reimbursement, and special commitments) will be used for Components 2, 3, 4, and 5. An initial advance up to the ceiling of the DA (US\$2 million equivalent) and representing four months forecasted project expenditures will be made into the DA and subsequent disbursements will be made on a monthly basis against submission of statement of expenditure or records as specified in the Disbursement Letter. In addition to the 'advance' method, the option of disbursing the funds through direct payments to a third party, for contracts above a predetermined threshold for expenditures (for example, 20 percent of the DA ceiling), will also be available for the DA. Another acceptable method of withdrawing proceeds from the IDA grant is the special commitment method, whereby IDA may pay amounts to a third party for expenditures to be paid by the Recipient under an irrevocable Letter of Credit.

102. **Disbursements under PBC components.** Disbursements under Subcomponent 1.2 and the variable part of the GPE grant will be made upon satisfactory evidence of achievement of specified PBCs/PBCTs. The PBCs are preidentified indicators that once achieved by MEN, and the related results (PBCTs) verified by an independent third-party verification agency, a set amount pre-determined for that specific PBC will be disbursed to a DA. Specifically, disbursements up to a capped amount will be made to cover agreed project expenditures. The full set of PBCs and their allocated amounts are listed in the PBC Matrix. A report documenting expenditures ('Spending and Assessment Report') will be provided to IDA along with each application for withdrawal. The PBCs will be applied, following an IDA 'no objection' on the assessment report, against reimbursement of non-procurable expenditures line items up to an aggregated amount not exceeding the total of the annual amount indicated for PBCs.



103. **PBCs and project expenditures.** An analysis of the program budget identified the following budget lines as suitable for project financing: salaries and goods and services related to relevant education program developments. Expenditures under the project to achieve the PBCs will cover salaries and goods and services related to (a) Basic Education Program Development and (b) General Secondary Education Program Development.

**Table 3. Project Expenditures**

Project Expenditures Budget Line	Finance Law 2018	Expenditures Amount (US\$, millions)						
	Initial Allocation Calendar Year 2019	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total
Basic Education Program Development								
Salaries (budget line 661108)	214.2	235.7	259.2	285.2	313.7	345.1	379.6	1,818.6
Goods and Services (budget lines 601301, 606903, 609113)	18.01	23.8	23.8	23.8	23.8	23.8	23.8	143.0
General Secondary Education Program Development								
Salaries (budget line 661109)	14.1	18.4	23.9	31.0	40.3	52.3	67.9	233.9
Goods and Services (budget lines 606304 and 606306)	6.3	13.7	14.4	15.3	16.3	17.5	18.9	96.3
Total (US\$, millions)	252.9	291.6	321.5	355.4	394.2	438.8	490.3	2,292.0

104. **Verification protocols.** PBCs comprise scalable and non-scalable PBCTs. An independent verification agent will be recruited to verify the condition targets before their submission to the World Bank. The World Bank will retain the right to make the final decision on whether a PBC has been achieved or not and may undertake regular independent quality assurance checks of selected PBCs to ensure continued robustness of the verification system.

## **B. Results Monitoring and Evaluation Arrangements**

105. **Results Framework.** A Results Framework has been developed in close consultation with the Government. It defines the PDO and the intermediate performance indicators and their related baseline and targets to assess progress toward the achievement of the PDO.

106. **M&E System.** The project will provide implementation support to strengthen overall M&E system at the ministry level and in regions and academies targeted by the project. Specifically, building on lessons learned from the ongoing Higher Education Support Project, the project will support the development of a computerized Management Information Systems that will enhance the M&E system for the secondary education subsector. The primary output will be the production of an annual regional statistical yearbook summarizing results achieved in the respective regions, which will subsequently be incorporated into the ministry statistical report. Regarding PBCs, MEN and the World Bank will work together to closely monitor a focused performance framework which corresponds to the agreed PBCs and related PBCTs. The proposed PBCs and PBCTs and corresponding data reporting verification protocols are detailed in the PBC Matrix.

107. **Reporting.** The CPS of MEN will be responsible for monitoring the results indicators of the project and reporting on the progress made in terms of implementation of agreed activities. The CPS will also produce an



annual statistical report summarizing major trends in the subsector. Data related to output indicators will be provided semiannually based on quarterly reports discussed during the *cadre partenarial* using information collected by academies and CAP at the local level. MEN will provide outcome-related data annually. Where feasible, data collected will be disaggregated by gender and by subnational and CAP levels to be able to have a full understanding and effectively respond to specific issues. The progress in meeting the results indicators will be thoroughly reviewed by the World Bank semiannually. In addition, a midterm review will be carried out approximately three years after effectiveness for an in-depth assessment of the project's implementation status. Where appropriate, data reporting efforts will be integrated into standard financial and statistical reporting arrangements within MEN.

### C. Sustainability

108. The sustainability of the project derives from several factors described in the following paragraphs.

109. **Full alignment with the Government's Education Sector Development Program.** The project is intended to directly contribute to the achievement of the Government's national education sector development program goals defined through an extensive consultation process with all key stakeholders. This process ensured government ownership and stakeholders' buy-in of the education sector reform agenda, which is critical to long-term sustainability. Only select activities have been selected by MEN for achieving the basic and general upper secondary subsector goals, fully in line with the sector priorities. In addition, the design of project activities was informed by best practices, supported by relevant TA, and took into consideration capacity constraints.

110. **Government strong financial commitment to the education sector.** The Government has demonstrated renewed commitment to implementing education sector reforms. Over the past few years, despite the political and security turmoil in the country, the Government has consistently increased financing to education.

111. **Project embedment in existing structure and technical and operational support to guide effective project implementation.** To address capacity constraints for executing project activities, a PIM will be developed and adopted before project effectiveness. This manual provides MEN staff with a comprehensive set of policies and procedures to effectively implement the project, including guidelines for routine tasks, record management, operational documentation such as PBC protocols, and administrative activities. Additional technical and fiduciary TA will be provided to assist MEN in daily implementation activities. The project's full integration into MEN's existing administrative line coupled with the technical and operational support is intended to build institutional capacity and ensure sustainability of project activities.

## IV. PROJECT APPRAISAL SUMMARY

### A. Technical, Economic and Financial Analysis

#### Technical

112. **The project design has benefited from extensive technical analysis done in-country and based on the global research of literature and good/best practices from the region.** The project has been informed by RESEN (2017) a comprehensive diagnostic of the education sector. The World Bank-supported PER (2017) was also consulted, particularly pertaining to the strengthening of governance and service delivery throughout the system.



Further, a large body of research on teaching-learning practices and the underlying need for teaching-learning resources underpins the teacher and curriculum interventions while another focus is on the benefits of ECE for quality improvement. Certain aspects of design have benefited from lessons learned regionally and nationally, particularly through the recently closed GPE-funded Education for All Emergency Project (P123503), the Higher Education Support Project (P151318), the Skills Development and Youth Employment Project (P145861), and SWEDD (P150080). Finally, the use of PBCs is based on the World Bank's international experience of their effectiveness as tools to strengthen systems, deployed here particularly to strengthen policy foundations for quality general upper secondary education service delivery through strategic approaches targeting both public and private general upper secondary schools.

113. The main focus of the project is to increase equitable access to quality primary and lower secondary education for girls, where access is low and standing at 43 percent (EMOP 2016/2017) and improve the lower secondary completion rate, which is currently at 52 percent. The project mainly targets economically disadvantaged groups and areas where access to education is constrained. Emphasis is placed on incentivizing retention of girls at the lower secondary level as the dropout rate for girls tends to be high (13 percent), which contributes to the lower completion rate for girls (49 percent). In addition, the project seeks to support training for early childhood educators. Several studies have shown that ECE provision is linked to important benefits. It tends to increase school readiness; reduce the likelihood of being out-of-school, including dropping out from school; increase participation rates; and improve the chance of survival through the system and timely completion of desired level of education.

114. In terms of quality improvements, the project seeks to introduce system-wide improvements to drive teacher effectiveness in the classroom, linked with improvement in the availability of learning materials with a foundation in the curriculum reform. This is done by providing training to preprimary, primary, and lower secondary teachers to improve teaching practices and ensuring textbook provision to every child. The quality of teachers and the availability of learning materials are consistently shown to have large impacts on learning outcomes. The overall approach to teacher training includes provisions for harnessing the positive impacts of the innovative technology-based approach to teaching science and math with the expansion of the Mali Robots pilot, but, more fundamentally, is focused on taking a holistic view of teacher recruitment, deployment, and training, given how closely interrelated they are. As such the intervention is designed to realistically fill system gaps, whether they are related to, for example, the lack of a clear feedback mechanism to improve teacher performance in the classroom or shortages of teachers in specific subjects. At the same time, training for school leads and CGS members is included to ensure more effective school management, which is shown to correlate with teacher and student motivation.

## **Economic and Financial Analysis**

### ***Development Impact in Terms of Expected Benefits and Costs***

115. The proposed project uses the 2016/2017 household survey, EMOP, and recent administrative data, to identify target beneficiaries (both in terms of poverty profile and geographic areas) and estimate the economic and social benefits of the project's investment on education. Econometric methods are used to estimate the benefits of the project support and generate key indicators to carry out the cost-benefit analysis and estimate the economic internal rates of return (IRRs).



116. In terms of the benefits to education, the Malian labor market provides a strong signal that investment in education yields important returns to the individual and the household. In particular, better education is associated with better earnings, an increased probability of wage employment, and increased likelihood of finding employment in more productive sectors. For example, estimates from the recent household survey (2016/2017) show that in comparison to having no formal education, the attainment of some lower secondary education is associated with 59 percent additional returns.

117. Both the IRR and the net present value (NPV) of costs and benefits of both access- and quality-related interventions of the project show that the project is economically viable. The present value of the overall project benefits is estimated to be US\$446.54 million, while the present value of costs is estimated to be US\$79.28 million. The corresponding NPV of the intervention benefits is US\$367.26 million. The IRR associated with this NPV is 37 percent. Although some benefits are not fully quantifiable to measure the total potential benefit of the project, the NPV of the quantifiable benefits are larger than the NPV costs, thereby strongly supporting investment in the project (Table 4.1 of Annex 4).

### ***Rationale for Public Sector Provision/Financing***

118. Public sector provision of education services and public financing of the education sector are indispensable in Mali. Since 2012, the country has been affected by multiple severe internal conflicts leading to the country being the least developed economy in terms of Human Development Index, GDP per capita, poverty incident rate, and a low HCI as Mali ranks 153 out of 157 countries (HCI 2020). Given the importance of the role of education in peacebuilding and poverty reduction, there is a strong rationale for the Government to intervene in the system to ensure inclusive economic growth and development. For example, the primary access rate for the poorest quintile stands at 62 percent as opposed to 102 percent for the richest quintile. The inequality in access to post-primary education at the regional level is large with most services being concentrated in the capital (Bamako) and major urban areas. Moreover, there exist gender gaps in access to education in Mali as girls register lower access rates than boys. Given the fragile and conflict context, the education system would not be able to thrive without strong public support. In terms of capacity, the Government provides education services to most Malian children at a lower cost and serves the poor more than private schools. The provision of education by private schools is limited to Bamako and major urban areas, particularly at the secondary level. Due to the limited provision of public upper secondary schools, the GoM pays for approximately 80 percent of students enrolled in private schools. If current trends persist, it is highly likely that the demand for secondary schools will crowd in the secondary level and the Government needs to be prepared to accommodate the demand to enable the economy to increase its productivity.

### ***Value Added of World Bank's support***

119. The World Bank has been supporting Mali's education sector in the last decades and has been one of the main DPs in the sector. The World Bank has a comparative advantage over other DPs given its consistent engagement in the sector and successful implementation of several education sector projects in the past. With over 15 years of experience, the World Bank also has gained a better understanding of the education sector issues and has developed strategies and methods to support the Government efficiently. The proposed project will leverage the World Bank's experience in neighboring countries as well as lessons learned from previous and ongoing projects in similar settings. The World Bank also conducted several Advisory Services and Analytics to better understand the issues in the relevant subsectors and provide evidence-based support to the Government. Furthermore, the project is also directly aligned with the World Bank's twin goals of ending extreme poverty and



boosting shared prosperity, and the World Bank has global expertise that would successfully support implementation of the project.

## **B. Fiduciary**

### **(i) Financial Management**

120. The FM arrangements of this project will be built on the existing FM arrangements already in place under the recently closed Mali Education for All Emergency Project (P123503). The DFM is expected to dedicate two senior accountants regularly trained under the supervision of an experienced FM specialist appointed or recruited on the basis of ToRs approved by IDA beforehand. The accounting software, to be in place within three months before the proposed project effectiveness, will be configured to meet project requirements and will be customized for the bookkeeping of this project. In addition, to maintain continuous reliability of information produced by the DFM and to safeguard assets and funds, an internal auditor (external and part-time consultant) will be appointed to carry out quarterly internal control reviews.

### **(ii) Procurement**

121. The Recipient will carry out procurement for the proposed project in accordance with the World Bank's 'Procurement Regulations for IPF Borrowers' (Procurement Regulations), dated July 2016 and revised in November 2017 and August 2018 under the New Procurement Framework (NPF), and the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by The International Bank for Reconstruction and Development (IBRD) Loans and International Development Association (IDA) Credits and Grants.' dated October 15, 2006, and revised in January 2011 and as of July 1, 2016.

122. The DFM from MEN will be directly in charge of all consultant selection and all procurement activities.

123. Disbursement for Subcomponent 1.2 is linked to agreed conditions (PBCs) while Subcomponent 1.1 and Components 2, 3, 4, and 5 are non-PBC based.

124. **Retroactive financing.** Retroactive financing of up to 20 percent (i.e. procurement prior to project effectiveness) will be applied to contracts procured in advance for the purpose of this project and financed through the (i) GPE COVID-19 Accelerated Grant to an aggregate amount not to exceed US\$1.355 million made from March 31, 2020; and (ii) GPE Regular Accelerated Grant to an aggregate amount not to exceed US\$1.828 million from December 7, 2020. This retroactive financing may be applied to the contracts procured in advance for the purpose of this project objective using procurement procedures consistent with Sections I, II and III of the World Bank's Procurement Regulations and consistent with the Financing Agreement.

125. **Project Procurement Strategy for Development (PPSD).** A streamlined PPSP acceptable to the World Bank has been prepared and shared with the World Bank and will be further improved during the first three months of implementation. An initial procurement plan for the first 18 months has been agreed with the Recipient and will be updated during implementation.

126. **The Recipient shall use the World Bank's online procurement planning and tracking tool (Systematic Tracking of Exchanges in Procurement [STEP])** to plan, prepare, clear, record, and track its Procurement Plans and conduct all procurement transactions.



127. A detailed procurement description and institutional arrangements can be found in Annex 1, Implementation Arrangements.

### C. Safeguards

128. **Project location and salient physical characteristics relevant to the safeguard analysis.** The project will be nationwide. Specific sites are not yet known, but all classroom construction activities will be focused in the public domain. Some zones of project implementation are in remote areas with limited access. The security status is volatile in some of these zones.

129. **Safeguard policies triggered:** Due to fact that the project will finance the construction of classrooms in existing and new secondary schools, Operational Policy (OP) 4.01 (Environmental Assessment), OP 4.11 (Physical Cultural Resources) and OP 4.12 (Involuntary Resettlement) have been triggered as these activities will induce some minor environmental and social concerns during the construction and exploitation phases. As concerned sites are unknown, the MEN has prepared an Environmental and Social Management Framework (ESMF) which was approved by key stakeholders and posted on the Ministry's website and the World Bank's external website on October 23, 2019 and November 21, 2019 respectively. Mali is known as having a huge potential of Physical Cultural Resources, as a precautionary measure, "chance finds procedures" have been included in the ESMF. Finally, to mitigate impacts of activities that may potentially involve involuntary taking of land, loss of assets or access to assets, loss of income sources or means of livelihood, a Resettlement Policy Framework (RPF) has been prepared, approved by key stakeholders and posted on the Ministry website and the World Bank's external website on October 23, 2019 and November 21, 2019 respectively.

130. For activities related to the construction and equipment of the two new '*Lycees d'Excellence*' with ICT-rich classrooms, an Environmental and Social Impact Assessment (ESIA) and the associated Environmental and Social Management Plans (ESMP) have been prepared, approved by stakeholders and disclosed on the Ministry's website and the World Bank's external website on October 23, 2019 and November 21, 2019 respectively.

131. In reference to the World Bank's OP/ Bank Policy (BP) 4.01 on Environmental Assessment, given the fact that the effects of the proposed project and its investments will be limited, not irreversible, and easily controllable and manageable, the project is classified as **Environmental Category B**.

132. **GBV.** The GBV/SEA/SH risk level for the project is rated as High. Drivers of risk include high rates of child marriage, human trafficking in conflict affected areas, and lack of legislation on domestic violence and SH. These drivers of risks interplay with project-specific risks, which include potential exacerbation of gendered stereotypes and civil works that could place children at risk of SEA/SH perpetrated by those associated with the construction of school facilities. In response to these realities and aligned with the requirements outlined in the SEA/SH Good Practice Note and a survivor-centered approach, the project will further assess risks of GBV/SEA/SH as part of the social assessment and reflect them in key safeguard instruments, contractual obligations, and other key documents regulating project implementation. As part of the social assessment, the Recipient will map GBV prevention and response services available in project implementations areas and a survivor-centered response protocol will be established to ensure the timely, safe, and ethical referral of all survivors that may disclose



GBV/SEA/SH incidents to the project and timely access to the available services (health, psychosocial, legal support).

133. Awareness raising activities on project-related GBV/SEA/SH risks of and mitigation strategies will be included in key safeguards documents and will target communities and project workers, school staff, and teachers, while contractual obligations in terms of GBV/SEA/SH mitigation will be enforced through the integration of specific provisions on codes of conduct<sup>23</sup> addressing GBV/SEA/SH at work sites and the training of workers. Community sensitizations will take place so that communities are aware of prevention and response measures. Furthermore, the project will address any potential GBV at the school level through the engagement of CGS and effective implementation of SIPs as part of a package of interventions to improve learning conditions in schools, including ensuring there are separate quality WASH facilities for women and men/boys and girls. Capacity building activities will be specifically designed to increase technical knowledge and practical skills of school staff on how to deal with and respond to SEA/SH including working on communication skills and key ethical principles when supporting children survivors of SEA/SH.

134. **Citizen engagement:** Under the current context of threat and insecurity, citizen engagement is fundamental to ensure the success of the project. Schools continue to be the primary target of attacks and threats. Citizen engagement will form an integral part of the implementation of the project to ensure an effective dialogue between citizens and government officials from the education sector. The project explicitly supports the engagement and participation of stakeholders and beneficiaries through consultative processes, engagement in local-level planning and monitoring, and feedback mechanisms, as well as access to education opportunities, especially for those who are most vulnerable, thus contributing to achieving project outcomes and sustainability. Feedback mechanisms will be developed to ensure transparency, accountability, and learning, as well as a continuous dialogue with local-level beneficiaries and other stakeholders. During implementation, particular attention will be given to the capacity of local structures (such as the CSOs and consultation with traditional/local leaders to incorporate traditional and local knowledge in education) to close the feedback loop and report on actions taken in this regard. The specific elements of the framework for citizen engagement include: (i) support for the engagement of local communities in the activities, including monitoring; (ii) support for community engagement in determining local actions; (iii) a project-level feedback and grievance mechanism from stakeholders and beneficiaries, designed to process concerns and questions from beneficiaries and other stakeholders at various levels (regional to local), with a view of resolving these concerns and questions within specific timeframes. The protocol and mechanisms for elements of the citizen engagement framework will be detailed in the Project Implementation Manual (PIM). The quality of its implementation and progress will be monitored at both the regional and national levels, through supervision and dialogue.

135. **Grievance redress mechanism (GRM).** The project's GRM will be established prior to project effectiveness to allow stakeholders and all interested parties to bring up any concern regarding project implementation issues to the 2PFU with the aim of finding solutions. The GRM will be based on three modalities: (i) an amicable resolution mechanism, (ii) an official registration of complaints, and (iii) provisions for recourse to the administration and justice. The GRM will be GBV-sensitive and will incorporate specific provisions to allow safe, ethical, and

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<sup>23</sup> Code of Conduct (CoC) clearly defines and explicitly prohibits sexual contact with children, sexual harassment in and around schools, and all forms of sexual abuse.



confidential registration, documentation, and management of complaints including GBV/SEA/SH complaints. A specific reporting mechanism of GBV response protocol will be established that includes targeted and regular involvement of women and other groups at-risk in stakeholder engagement.

136. **Recipient's institutional capacity for safeguard policies.** Mali has a legislative and regulatory framework that is conducive to good environmental and social management. Mali has signed a number of international treaties and conventions and has experience with the World Bank's safeguard policies due to World Bank-funded projects across different sectors. However, implementation capacity remains limited. Environmental policies and their compliance are governed by the Ministry of Environment, Sanitation, and Sustainable Development through the National Directorate of Sanitation, Pollution, and Noises Control (*Direction Nationale de l'Assainissement et du Contrôle des Pollutions et des Nuisance*, DNACPN). DNACPN is responsible for safeguards compliance of all projects in the country. This directorate is familiar with the World Bank safeguard instruments such as the ESMF, Environmental Impact Assessments, Environmental and Social Management Plans (ESMPs), RPF, and Resettlement Action Plans (RAPs). The ESMF and RAP have been prepared, adopted, and disclosed in-country on October 23, 2019, and on the World Bank's website on November 21, 2019. However, DNACPN is understaffed and has limited capacity. Despite several donor-funded capacity-building initiatives, DNACPN is still largely relying on donor funds to carry out its field supervision duties. DNACPN has deconcentrated units named Regional Directorate of Sanitation, Pollution, and Noises Control (*Direction Regionale de l'Assainissement et du Contrôle des Pollutions et des Nuisance*) (DRAPCN) that are in charge of reviewing and validating environmental and social notices. These regional bodies often do not have the equipment necessary to monitor social and environmental impacts, their staff lacks training, and management capacity is very thin. The environmental assessment archives system of DNACPN remains weak and is mainly manual.

137. At the level of MEN, the capacity to implement environmental and social safeguards satisfactorily remains weak despite their experience in implementing the Mali Emergency Education for All Project (P123503). A full-time and skilled environmental safeguard specialist and a full-time social development specialist will complement the Ministry's team within sixty days of project effectiveness. These two safeguards specialists within the ministry will work closely with DNACPN and other stakeholders, including NGOs.

138. As specific sites of project constructions are not known yet, the 2PFU will develop safeguards frameworks, ESMF and RPF, to guide project activities during implementation.

## V. GRIEVANCE REDRESS MECHANISMS

139. 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](http://www.inspectionpanel.org). For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org)

## VI. KEY RISKS

140. The general risks associated with the project are summarized in the Systematic Operations Risk-Rating Tool (SORT). Considering the strong commitment demonstrated by the GoM and specific residual risks mainly stemming from the fragility and conflict situation, general political and institutional instability, macroeconomic context, and implementation capacity and sustainability, the overall project risk is rated Moderate.

141. **Political and governance.** Political and governance risks are rated Substantial for Mali. The significant social unrest in 2020 has led to a political change mostly welcomed by the Malian population and the civil society. Following the recent coup, in August 2020, the country has established a new transitional government. Lack of progress in improving the security situation in the north and recent upticks in violence in the center could distract the Government's attention and divert resources from the country's recovery and development agenda. The Government security apparatus has so far been unable to counter this trend, and there is a real risk of a growing divide within Mali's population. Recent experience shows how quickly public support for the Government can shift. Growing levels of insecurity in central regions and recurring protests and crime levels overall are evidence of the likelihood of such a shift. While the proposed project does not include any direct measures to mitigate such risks or their impact, close monitoring of project implementation, clear reporting arrangements, and third-party monitoring arrangements, as well as compliance with all security procedures will be ensured. The residual risk is assessed to be substantial.

142. **Macroeconomic.** The macroeconomic environment in Mali is assessed at a Moderate risk rating. The Government has been relatively successful in maintaining macroeconomic stability in the face of significant internal crisis. Despite Mali's sound fiscal management situation, the country's projected macroeconomic outlook is less favorable following the outbreak of the COVID-19 pandemic, the destabilization of the country following the recent coup, and the continued security threat. Public fiscal management reforms and declining oil prices coupled with a further drop in gold prices also have the potential to negatively affect budget execution and domestically financed public investment, possibly generating an accumulation of expenditure arrears. While the Government continues with a prudent management of the economy and master shocks, the high demographic growth coupled with limited opportunities and stressed institutions is an important risk factor that needs to be addressed. The Government places high priority on education given that the security situation of the country is highly related to youth unemployment. In addition, the planned allocation for supporting project management and the government's continued commitment to address schooling, learning, youth skills development and employability seem adequate for optimal project implementation. Close policy dialogue will continue so that sector funding will at least be maintained at current levels. The residual risk is assessed to be moderate.

143. **Sector strategies and policies.** The sector strategies and policies risks are assessed at a Moderate risk rating. The country has finalized its long-awaited PRODEC II. This program is being supported by all the relevant education stakeholders, including the donor community. The level of funding needed continues to be very high compared to the current capacity. Without donor support, it is unlikely that the country will have enough resources to effectively implement the envisioned program. Consultations were held with all key stakeholders throughout identification, preparation, and appraisal and this will continue during implementation. In addition, key roles and responsibilities will be clearly defined for implementing entities. Given the PDO's full alignment with the Government's present strategic agenda, the residual risk is assessed to be moderate.



144. **Technical design of project.** Technical design of the project is assessed as a Moderate risk rating. The proposed project is based on clearly identified needs and priorities and program complementarity to fill the existing gaps in the education sector. The recently endorsed education sectoral strategies will remain the key framework documents governing the sector. Given that donor support—both in terms of technical advice and financing for the education sector—have been sustained throughout project preparation and following the outbreak of the COVID-19 pandemic and the latest coup, the residual risk is assessed to be moderate.

145. **Institutional capacity for implementation and sustainability.** Institutional capacity for implementation risks are considered Substantial. The executing agencies continue to exhibit significant constraints in the capacity to implement externally funded projects. In addition, project activities involve different agencies at the central and decentralized levels, including communities. There is also a risk associated with staff moving out of the ministry without being replaced by experienced ones. However, building upon lessons learned from the implementation of the Mali Emergency Education for All Project (P123503), which has been fully implemented by MEN itself, the ministry team has gained extensive experience with both the strategic and technical coordination of the project, including the fiduciary, safeguards, and M&E responsibilities. In this context, the Ministry will be given the authority and capacity to coordinate all project activities along with the necessary TA to ensure effective project implementation.

146. **Fiduciary.** Based on experience from other IDA-funded projects executed in Mali, the fiduciary risks are assessed as Substantial. The implementation arrangements, including those for FM and procurement, will largely remain the same as under the Mali Emergency Education for All Project. The MEN's DFM will manage all fiduciary aspects of the project. The project fiduciary unit within the DFM will be responsible for overall coordination and consolidation of FM and disbursement information. All the necessary technical and capacity-building support will be provided to complement the existing staffing within the DFM, which is not adequate.

147. **Environment and social.** The environmental and social risks are considered to be Moderate. Similar activities in the education sector have been implemented in the recent past and their impacts on the environment is low, while on the social side they are generally judged to be positive. However, GBV risks remain high.

148. **Stakeholders.** The risks related to stakeholder involvement are assessed as Moderate, because the project design is the result of a participatory exercise involving all stakeholders, and it is based on solid technical assumptions developed in close collaboration with local, national, and international partners.

149. **Other.** This risk category refers to the current high risk related to COVID-19. While the pandemic is primarily affecting public health, spillover effects are already being observed in the education sector, stemming largely from extended school closures in the country. On March 19, 2020, all schools in Mali were closed due to COVID-19. Despite the low rates of infection among children, school closures are considered as a critical pillar of the broader social distancing measures in place to mitigate the spread of the disease and avoid an acceleration of cases that will put a strain on health services. In addition, project-specific activities are likely to be negatively affected, particularly given the uncertainty around the longevity and potential impact of the COVID-19 global health crisis. The task team has been closely working with the client to mitigate the negative impacts of COVID-19 by immediately establishing alternative remote learning solution platforms to address COVID-19-driven school closure. These efforts will continue in close collaboration with education sector DPs to establish effective mitigation measures during the pandemic and adequately prepare for COVID-19 conscious reopening of schools after the pandemic.



## Results Framework

COUNTRY: Mali

Mali Improving Education Quality and Results for All Project (MIQRA)

### Project Development Objectives(s)

The Project Development Objective is to increase learning outcomes in early primary education in targeted areas, to promote girls' access to lower and upper secondary education in underserved areas, and to enhance the governance of the education system.

### Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Increase learning outcomes in early primary education								
Proportion of second grade students who have at least the minimum required literacy skills in targeted areas (Percentage)		22.00			24.00			27.40
(of which % girls) (Percentage)		0.00						25.00
Proportion of second grade students who have at least the minimum required numeracy skills in targeted areas (Percentage)		21.70			29.20			34.20
(of which % girls) (Percentage)		0.00						32.00
Promote girls' access to lower and upper secondary education in underserved areas								



Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Transition rate from primary to lower secondary for girls (Percentage)		71.50	72.00	72.50	74.30	76.20	78.10	80.00
Transition rate from lower to upper secondary for girls (Percentage)		45.80	46.30	46.80	48.10	49.40	50.70	52.00
<b>Enhance the governance of the education system</b>								
Improved governance framework for the delivery of quality private general secondary education (Text)	PBC 2	TBD in year 2 upon completion of certification of private general upper secondary schools		Results from certification of private general upper secondary schools available	20.00	50.00	70.00	80.00
<b>Unlinked indicator</b>								
Direct project beneficiaries (Number)		0.00						4,100,000.00
(of which % of female direct beneficiaries) (Percentage)		0.00						40.00

### Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Accelerating Learning through Improved Quality								
Number of early childhood educators trained as a		0.00	500.00	1,000.00	1,500.00	2,000.00	2,500.00	2,500.00



Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
result of project intervention (Number)								
Improved governance framework for the delivery of quality public general secondary education (Percentage)	PBC 1	0.00	20.00	20.00	20.00	50.00	70.00	90.00
Upper secondary school in-service teacher training upgraded (Percentage)	PBC 3	0.00	40.00	60.00	80.00	80.00	80.00	80.00
Textbook to pupil ratio of core textbooks in grades 1-2 in public primary schools (Number)		0.80	0.80	1.50	2.00	2.00	2.00	2.00
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00						1,500,000.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00						600,000.00
Large-scale primary/secondary learning assessments completed (Number)		0.00						2.00
<b>Building Stronger Pathways for Girls Education Success</b>								
Number of additional classrooms built at lower secondary level resulting from project interventions (Number)		0.00	0.00	0.00	350.00	350.00	500.00	500.00



Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Number of additional classrooms built at upper secondary level resulting from project interventions (Number)		0.00	0.00	0.00	30.00	150.00	186.00	186.00
Number of children benefiting from school canteens as a result of project (Number)		0.00	6,500.00	13,000.00	19,500.00	26,000.00	32,500.00	40,000.00
Gender Parity for upper secondary level (Number)		0.87	0.88	0.89	0.90	0.91	0.91	0.92
<b>Enhancing the Governance and Resilience of the Education System</b>								
Number of grant-supported schools that ensured continuity of learning (Number)		0.00	250.00	500.00	800.00			800.00
Number of children who benefitted from distance/homebased learning (Number)		0.00	1,000,000.00	2,300,000.00				2,300,000.00
Of which female (Number)		0.00						40.00
Number of schools supported by the Project with established minimum hygiene standards for COVID-19 prevention (Number)		0.00	500.00	2,500.00				2,500.00
Establishment of an integrated and functional Education Management Information System		No	No	No	Yes	Yes	Yes	Yes



Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
(Yes/No)								
Proportion of textbooks purchased and distributed through GPE grants out of the total planned (Percentage)		0.00						23.00
Proportion of teachers trained through GPE grants out of the total planned (Percentage)		0.00						27.00
Proportion of teachers trained through regular accelerated funding from GPE (Percentage)		0.00						9.00
Proportion of classrooms built or rehabilitated through GPE grants out of the total planned (Percentage)		0.00						9.00
Proportion of classrooms built or rehabilitated through regular accelerated funding from GPE (Percentage)		0.00						7.00
Number of children provided access to programs and sensitization campaigns that aim at minimizing the negative impacts of school closure (Number)		0.00						500,000.00
Of which female		0.00						40.00



Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
(Percentage)								
Number of teachers trained in using distance learning methods and/or provided materials to support distance learning (Number)		0.00		15,000.00				15,000.00
Of which female (Percentage)		0.00						30.00
Number of teachers trained to provide accelerated programs to mitigate loss of learning during school closure (Number)		0.00						5,400.00
Of which female (Number)		0.00						30.00
Number of primary school children whose learning was assessed to evaluate loss of learning during school closure (Number)		0.00						5,000.00
Of which female (Percentage)		0.00						40.00
<b>Strengthening Monitoring and Evaluation and Supporting Project Management</b>								
Establishment of M&E tools for distant project monitoring (Yes/No)		No	No	Yes	Yes	Yes	Yes	Yes
Results of beneficiary engagement surveys and plans for course-corrections formulated based on beneficiary inputs and		No		Yes		Yes		Yes



Indicator Name	PBC	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
shared publicly (Yes/No)								

#### Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Proportion of second grade students who have at least the minimum required literacy skills in targeted areas	This indicator refers to the proportion of second grade students who have at least the defined minimum literacy competencies. Minimum required competencies correspond to a 40 percent pass rate in a standardized test.	Twice (Years 3 and 6)	Student learning assessment survey	Evaluation study (test administration, results analysis)	2PFU; CPS/DNP
(of which % girls)	Baseline does not exist at this stage.				
Proportion of second grade students who have at least the minimum required numeracy skills in targeted areas	This indicator refers to the proportion of second grade students who have at least the defined minimum numeracy competencies. Minimum required competencies correspond to	Twice (Years 3 and 6)	Student learning assessment survey	Evaluation study (test administration, results analysis)	2PFU; CPS/DNP



	a 40 percent pass rate in a standardized test.				
(of which % girls)	Baseline does not exist at this stage.				
Transition rate from primary to lower secondary for girls	Number of new female entrants to the first grade of lower secondary (College) expressed as a percentage of the students enrolled in the last grade of primary (Fondamental 1) in the previous year.	Annual	Statistical yearbook	Survey data through questionnaire administration	2PFU; CPS
Transition rate from lower to upper secondary for girls	Number of new female entrants to the first grade of upper secondary (Lycee) expressed as a percentage of the students enrolled in the last grade of lower secondary (College) in the previous year.	Annual	Statistical yearbook	Survey data through questionnaire administration	2PFU; CPS
Improved governance framework for the delivery of quality private general secondary education	The proportion of private general upper secondary schools that meet the minimum standards established by the Government in the newly adopted quality framework governing public and private general upper secondary education	Annual	Progress Reports	Third-party verification as per PBC protocol	2PFU; CPS/Verification Agency (TA)



Direct project beneficiaries		Annual	Progress Reports (For civil works and training activities, project records and school visit reports will be used).	Compilation of information from project records and monitoring reports	2PFU; CPS
(of which % of female direct beneficiaries)					

#### Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of early childhood educators trained as a result of project intervention	The number of early childhood educators ('meres educatrices') trained as a result of project intervention	Annual	MEN Teacher Training Reports	Compilation of numbers recorded in attendance lists	2PFU; CPS/DNEN/DNEPS
Improved governance framework for the delivery of quality public general secondary education	The proportion of public general upper secondary schools that meet the minimum standards established by the	Annual	Progress Reports	Third-party verification as per PBC protocol	2PFU; CPS/Verification Agency (TA)



	Government in the newly adopted quality framework governing public and private general upper secondary education				
Upper secondary school in-service teacher training upgraded	The proportion of upper secondary school teachers who have benefitted from at least one in-service upgrading program – in line with the newly adopted national strategy for upgrading the qualifications of general upper secondary teachers with a focus on math and science teaching	Annual	Progress Reports	Third-party verification as per PBC protocol	2PFU; CPS/DNESG/Verification Agency (TA)
Textbook to pupil ratio of core textbooks in grades 1-2 in public primary schools	This indicator refers to the number of textbooks required by core subject per student in grades 1-2 in public primary schools (Fondamental 1). It is calculated as follows: the number of textbooks by core subject per student in grades 1-2 in public primary schools divided by the total number of grades 1-2 students	Annual	Statistical yearbook	Annual school census	2PFU; CPS
Students benefiting from direct interventions to enhance learning		Annual	Progress Reports	Compilation of information from	2PFU;CPS



				project records and monitoring reports	
Students benefiting from direct interventions to enhance learning - Female		Annual	Progress Reports	Compilation of information from project records and monitoring reports	2PFU; CPS
Large-scale primary/secondary learning assessments completed	Number of Bank-supported completed large-scale assessment rounds at the primary or secondary levels. "Completed large-scale assessment rounds" refers to rounds of a large-scale assessment, for which the results are made publicly available within 2 years of the assessment administration.	Every two years	Student learning assessment survey	Evaluation study results available	2PFU; CPS/DNP
Number of additional classrooms built at lower secondary level resulting from project interventions	The number of lower secondary classrooms constructed and fully equipped – as defined by existing school construction policy – and officially handed over to Government	Annual	Progress Reports	Compilation of handing over acts ( <i>Actes de reception provisoire</i> )	2PFU; CPS/CADDE
Number of additional classrooms built at upper secondary level resulting from project interventions	The number of upper secondary classrooms constructed and fully equipped – as defined by	Annual	Progress Reports	Compilation of handing over acts ( <i>Actes de reception provisoire</i> )	2PFU; CPS/CADDE



	existing school construction policy – and officially handed over to Government				
Number of children benefiting from school canteens as a result of project	The number of children who benefit from school canteens	Annual	Progress Reports	Compilation of numbers of beneficiaries	2PFU; CPS/CNCS
Gender Parity for upper secondary level		Annual	Statistical yearbook	Survey data through questionnaire administration	2PFU; CPS
Number of grant-supported schools that ensured continuity of learning	The number of schools supported by the Project that ensured continuity of learning.	Annual	Progress Reports	Compilation of information from decentralized education bureaus ( <i>Academies d'Enseignement et Centre d'Animation Pédagogique</i> ) and monitoring reports	2PFU; CPS/DNEF/DNESH
Number of children who benefitted from distance/homebased learning	The number of children who benefitted from distance/homebased learning established by the project.	Bi-annual	Progress Reports	Compilation of information from decentralized education bureaus ( <i>Academies d'Enseignement et Centre d'Animation Pédagogique</i> ) and monitoring reports	2PFU; CPS/DNEF/DNESH



Of which female	This sub-indicator will track the proportion of female school children who benefitted from distance/homebased learning established by the project..	Bi-annual	Progress reports	Compilation of information from decentralized education bureaus (Academies d'Enseignement et Centre d'Animation Pédagogique) and monitoring reports	2PFU; CPS/DNEF/DNESHG
Number of schools supported by the Project with established minimum hygiene standards for COVID-19 prevention	The number of schools supported by the Project that have established minimum hygiene standards for COVID-19 prevention.	Bi-annual	Progress Reports	Compilation of information from decentralized education bureaus (Academies d'Enseignement et Centre d'Animation Pédagogique) and monitoring reports	2PFU; CPS/DNEF/DNESHG
Establishment of an integrated and functional Education Management Information System	A binary (yes/no) indicator indicating whether or not an integrated and functional Education Management Information System has been established.	Once (Year 3)	Progress Reports	Compilation of information from project records and monitoring reports	2PFU; CPS
Proportion of textbooks purchased and distributed through GPE grants out of the total planned	This indicator tracks the proportion of school textbooks that were purchased and distributed with the support of GPE	Annual	Progress Reports	Compilation of information from MEN report on textbook acquisition and distribution, and	2PFU; CPS



	grants during the reporting period. Textbooks are books designed for instructing pupils in specific subject areas. The indicator includes textbooks that have been distributed to schools and have either been distributed to pupils on loan or kept in schools for use in the classroom.			monitoring reports	
Proportion of teachers trained through GPE grants out of the total planned	This indicator tracks the proportion of teachers who received and completed formal training, according to national standards, with the support of GPE grants during the reporting period. The indicator refers to formal teacher training designed to equip teachers with the knowledge, attitude, behavior, and skills required for teaching at the relevant level and perform their tasks effectively. Teachers are comprised of professional teaching/instructional personnel who are directly involved in teaching students. They include	Annual	Progress Reports	Compilation of information from teacher training and monitoring reports	2PFU; CPS



	classroom teachers; special education teachers; and other teachers who work with students as a class in a classroom, in small groups in a resource room, or in one-to-one teaching inside or outside a regular classroom.				
Proportion of teachers trained through regular accelerated funding from GPE	This sub-indicator tracks the proportion of teachers who received and completed formal training, according to national standards, with the support of the GPE regular accelerated funding during the reporting period. The sub-indicator refers to formal teacher training designed to equip teachers with the knowledge, attitude, behavior, and skills required for teaching at the relevant level and perform their tasks effectively. Teachers are comprised of professional teaching/instructional personnel who are directly involved in teaching students. They include classroom teachers; special	Annual	Progress Reports	Compilation of information from teacher training and monitoring reports	2PFU; CPS



	education teachers; and other teachers who work with students as a class in a classroom, in small groups in a resource room, or in one-to-one teaching inside or outside a regular classroom.				
Proportion of classrooms built or rehabilitated through GPE grants out of the total planned	This indicator tracks the proportion of classrooms that were built and/or rehabilitated with the support of GPE grants during this reporting period. Data on classrooms should be reported upon completion of the building or rehabilitation during the reporting period. Classrooms comprise rooms in which teaching or learning activities can take place. They are semi-permanent or permanent physical structures and may be located in a school.	Annual	Progress Reports	Compilation of handing over acts (Actes de reception provisoire)	2PFU; CPS/CADDE
Proportion of classrooms built or rehabilitated through regular accelerated funding from GPE	This sub-indicator tracks the proportion of classrooms that were built and/or rehabilitated with the support of the GPE regular accelerated funding during	Annual	Progress Reports	Compilation of handing over acts (Actes de reception provisoire)	2PFU; CPS/CADDE



	the reporting period. Data on classrooms should be reported upon completion of the building or rehabilitation during the reporting period. Classrooms comprise rooms in which teaching or learning activities can take place. They are semi-permanent or permanent physical structures and may be located in a school.				
Number of children provided access to programs and sensitization campaigns that aim at minimizing the negative impacts of school closure	This indicator will track the number of children provided access to programs and sensitization campaigns that aim at minimizing the negative impacts of school closure like psychological impacts, gender-based violence, and issues related to unequal social norms.	Annual	Progress Reports	Compilation of information from monitoring reports	2PFU; CPS
Of which female	This sub-indicator will track the proportion of female students provided access to programs and sensitization campaigns that aim at minimizing the negative impacts of school closure like psychological impacts, gender-based violence, and	Annual	Progress Reports	Compilation of information from monitoring report	2PFU; CPS



	issues related to unequal social norms.				
Number of teachers trained in using distance learning methods and/or provided materials to support distance learning	The number of primary and lower secondary teachers who have been trained in using distance learning methods and/or provided materials to support distance learning	Annual	Progress Reports	Compilation of information from teacher training and monitoring	2PFU; CPS
Of which female	This indicator will track the proportion of female primary and lower secondary teachers who have been trained in using distance learning methods and/or provided materials to support distance learning	Annual	Progress reports	Compilation of information from teacher training and monitoring report	2PFU; CPS
Number of teachers trained to provide accelerated programs to mitigate loss of learning during school closure	This indicator will track the number of teachers trained to provide accelerated programs to mitigate loss on learning during school closure.	Annual	Progress reports	Compilation of information from teacher training and monitoring reports	2PFU; CPS
Of which female	This sub-indicator will track the number of female teachers trained to provide accelerated programs to mitigate loss on learning during school closure.	Annual	Progress reports	Compilation of information from teacher training and monitor reports	2PFU; CPS
Number of primary school children whose learning was assessed to evaluate loss of	The indicator will track the number of primary school	Annual	Assessment report	Compilation of information from	2PFU; CPS



learning during school closure	children whose learning was assessed to evaluate loss of learning during school closure			student assessment report	
Of which female	This sub-indicator will track the number of female primary school children whose learning was assessed to evaluate loss of learning during school closure	Annual	Progress reports	Compilation of information from student assessment report	2PFU; CPS
Establishment of M&E tools for distant project monitoring	A binary (yes/no) indicator indicating whether or not M&E tools for distant project monitoring have been established.	Once (Year 3)	Progress Reports	Compilation of information from project records and monitoring reports	2PFU; CPS
Results of beneficiary engagement surveys and plans for course-corrections formulated based on beneficiary inputs and shared publicly	This indicator refers to the effective engagement of beneficiaries and/or communities in the implementation of project interventions. Results of beneficiary engagement surveys and course correction plans in response to beneficiary inputs will be shared publicly.	Every two years	Progress Reports	Beneficiary engagement surveys and reports on publication	2PFU; CPS



**Performance-Based Conditions Matrix**

<b>PBC 1</b>	Improved governance framework for the delivery of quality public general secondary education			
<b>Type of PBC</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Intermediate Outcome	Yes	Text	4,500,000.00	5.61
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	No baseline			
Year 1: 2020/2021	PBCT#1.1: MEN has elaborated and adopted a quality standards framework governing public and private general upper secondary education.		1,100,000.00	
Year 2: 2021/ 2022			0.00	
Year 3: 2022/2023	PBCT 1.2: At least 40 percent of public general upper secondary schools meet the quality standards elaborated under PBCT 1.1.		1,400,000.00	
Year 4: 2023/2024			0.00	
Year 5: 2024/2025			0.00	
Year 6: 2025/2026	PBCT 1.3: At least 90 percent of public general upper secondary schools meet the quality standards elaborated under PBCT 1.1.		2,000,000.00	



<b>PBC 2</b>	Improved governance framework for the delivery of quality private general secondary education			
<b>Type of PBC</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Intermediate Outcome	Yes	Text	7,900,000.00	4.01
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	No baseline			
Year 1: 2020/2021	PBCT 2.1: MEN has adopted criteria for awarding tuition fees and semi- scholarships to students at private schools.		900,000.00	
Year 2: 2021/ 2022			0.00	
Year 3: 2022/2023	PBCT 2.2: At least 50 percent of private general upper secondary schools meet the quality standards elaborated under PBCT 1.1 and are certified.		2,000,000.00	
Year 4: 2023/2024			0.00	
Year 5: 2024/2025	PBCT 2.3: Between 50 and 80 percent of private general upper secondary schools meet the quality standards elaborated under PBCT 1.1 and are certified		4,000,000.00	
Year 6: 2025/2026	PBCT 2.4: Between 80 and 100 percent of students in the general secondary education stream who are recipients of scholarships are enrolled in certified private general upper secondary schools.		1,000,000.00	



<b>PBC 3</b>	Upper secondary school in-service teacher training upgraded			
<b>Type of PBC</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Intermediate Outcome	Yes	Text	8,900,000.00	2.80
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	No baseline			
Year 1: 2020/2021	PBCT 3.1: MEN has adopted a strategy for upgrading the qualifications of general upper secondary teachers with a focus on math and science teaching along with an implementation plan and operational manual		1,500,000.00	
Year 2: 2021/ 2022			0.00	
Year 3: 2022/2023	PBCT 3.2: At least 50 percent of upper secondary school teachers have benefitted from at least one in-service upgrading program.		3,400,000.00	
Year 4: 2023/2024			0.00	
Year 5: 2024/2025			0.00	
Year 6: 2025/2026	PBCT 3.3: Between 50 and 80 percent of upper secondary school teachers have benefitted from at least one in-service upgrading program and have access and use pedagogical resources.		4,000,000.00	



<b>PBC 4</b>	<b>Secondary School Management Committee Established and Functional</b>			
<b>Type of PBC</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Output	Yes	Text	9,800,000.00	4.41
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	No baseline			
Year 1: 2020/2021	PBCT 4.1: MEN has adopted a regulatory framework governing the status and function of secondary school management committee		1,800,000.00	
Year 2: 2021/ 2022			0.00	
Year 3: 2022/2023	PBCT 4.2: At least 50 percent of general upper secondary schools have a functional school management committee and have elaborated a school improvement plan (SIP).		3,000,000.00	
Year 4: 2023/2024			0.00	
Year 5: 2024/2025			0.00	
Year 6: 2025/2026	PBCT 4.3: Between 50 and 90 percent of general upper secondary schools have a functional school management committee and have elaborated a SIP.		5,000,000.00	



<b>PBC 5</b>	Improved participation of girls in lower secondary (Fondamental II)			
<b>Type of PBC</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Output	Yes	Text	5,000,000.00	4.01
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	47.1 percent (2018-2019)			
Year 1: 2020/2021			0.00	
Year 2: 2021/ 2022	PBCT 5.1: Percentage of girls in lower secondary (Fondamental II) has reached 48.6 by end of Academic Year 1.		2,500,000.00	
Year 3: 2022/2023			0.00	
Year 4: 2023/2024	PBCT 5.2: Percentage of girls in lower secondary (Fondamental II) has reached 50.1 by end of Academic Year 4.		2,500,000.00	
Year 5: 2024/2025			0.00	
Year 6: 2025/2026			0.00	
<b>PBC 6</b>	Improved transfer of education financial resources to decentralized and local entities			
<b>Type of PBC</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Process	Yes	Text	5,000,000.00	4.01
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>



Baseline	The current share of education budget transferred to decentralized education entities (Services deconcentres) and to the communes (Collectivités Territoriales) is 84 percent (2019) and the average credit notification rate over the past three years (2017, 2018, and 2019) is 98 percent.		
Year 1: 2020/2021	PBCT 6.1: (i) Share of education budget transferred to decentralized education entities (Services deconcentrés) and to the communes (Collectivités Territoriales) does not fall below 84 percent or is increased and (ii) The credit notification rate is at least 88 percent by end of PIY 1.	1,666,667.00	
Year 2: 2021/ 2022	PBCT 6.2: (i) Share of education budget transferred to decentralized education entities (Services deconcentrés) and to the communes (Collectivités Territoriales) does not fall below 84 percent or is increased and (ii) The credit notification rate is higher than the credit notification rate at the end of the previous year, by end of PIY 2.	1,666,667.00	
Year 3: 2022/2023	PBCT 6.3: (i) Share of education budget transferred to decentralized education entities (Services deconcentrés) and to the communes (Collectivités Territoriales) does not fall below 84 percent or is increased and (ii) The credit notification rate is higher than the credit notification rate at the end of the previous year,	1,666,666.00	



	by end of PIY 3.			
Year 4: 2023/2024			0.00	
Year 5: 2024/2025			0.00	
Year 6: 2025/2026			0.00	
PBC 7	Enhanced learning assessment system			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Process	No	Text	3,710,000.00	2.97
Period	Value		Allocated Amount (USD)	Formula
Baseline	No baseline			
Year 1: 2020/2021	PBCT 7.1: A national student assessment unit is operational within MEN.		2,000,000.00	
Year 2: 2021/ 2022			0.00	
Year 3: 2022/2023	PBCT 7.2: The national student assessment unit has conducted a learning assessment in a specific region of Mali (local representative sample)		1,500,000.00	
Year 4: 2023/2024	PBCT 7.3: A learning assessment is conducted on a national representative sample		210,000.00	
Year 5: 2024/2025			0.00	
Year 6: 2025/2026			0.00	



**Verification Protocol Table: Performance-Based Conditions**

<b>PBC 1</b>	Improved governance framework for the delivery of quality public general secondary education
<b>Description</b>	PBCT1.1. A quality framework governing public and private general upper secondary education is elaborated and adopted. Upon completion, MEN will produce a report providing the quality standards established. For the framework to be acceptable to the Bank, it must clearly stipulate specific norms and standards pertaining to the provision of quality general upper secondary education. PBCT1.2 and PBCT1.3. The proportion of schools meeting the standards established refer to public general upper secondary schools that meet the quality standards enacted in the newly adopted quality framework.
<b>Data source/ Agency</b>	PBCT1.1. Quality framework and Ministerial administrative order ( <i>Arrete ministeriel</i> ): Project/Program Facilitating Unit (2PFU) PBCT1.2 and PBCT 1.3. Reports on general upper secondary schools meeting quality standards: MEN verification reports and independent evaluation report: third-party independent verification agency
<b>Verification Entity</b>	World Bank Supervision Team will verify the elaboration and adoption of the quality framework A third-party independent verification agency will conduct a compliance verification with established quality standards of public general upper secondary schools in accordance with the norms and quality standards enacted.
<b>Procedure</b>	PBCT1.1. A copy of the quality framework adopted by the relevant authority and the related Ministerial administrative order ( <i>Arrete ministeriel</i> ) are provided to the Bank. PBCT1.2 and PBCT 1.3. The third-party independent verification agency verifies that public general upper secondary schools meet the quality standards in accordance with the newly adopted quality framework. The third-party verification is conducted to verify the condition targets for Year 3 and subsequent years. The methodologies of the third-party verification agency will be submitted to the Bank for review and approval prior to the start of any verification or evaluation. For the third-party verification agency methodology to be acceptable to the Bank, it must be able to determine whether or not the targets for Year 3 and subsequent years have been met.
<b>PBC 2</b>	Improved governance framework for the delivery of quality private general secondary education
<b>Description</b>	PBCT 2.1. Scholarship award criteria for students at private schools are elaborated and adopted. Upon completion, MEN will produce a report providing the specific criteria for awarding scholarships for students at private schools. PBCT 2.2 and PBCT 2.3. The proportion of schools meeting the standards established refers to private general upper secondary schools that



	meet the quality standards enacted in the newly adopted quality framework and that are certified. Certification refer to the accreditation of private general upper secondary schools according to the new quality framework governing general upper secondary schools. MEN will produce a report providing details of the private school certification criteria and protocol. PBCT 2.4. The proportion of students in the general secondary education stream who are recipients of scholarships who enrolled in certified private general upper secondary schools refers to the orientation of students towards certified schools.
<b>Data source/ Agency</b>	PBCT 2.1. Ministerial administrative order ( <i>Arrete ministeriel</i> ) on scholarship award eligibility criteria. PBCT 2.2 and PBCT 2.3. Certification criteria and protocol for private general upper secondary schools published in the official journal; Ministerial decision ( <i>Decision ministerielle</i> ) providing the list of certified private general secondary schools published in the MEN website and local newspapers: Project/Program Facilitating Unit (2PFU); Reports on general upper secondary schools meeting quality standards: MEN verification reports; and Independent evaluation report: third-party independent verification agency PBCT 2.4. Minutes of decision meetings on scholarship beneficiary students' orientation stating clearly the list of schools where scholarship beneficiary students are oriented
<b>Verification Entity</b>	World Bank Supervision Team will verify the elaboration and adoption of the scholarship award criteria and certification protocol A third-party independent verification agency will conduct a compliance verification with established quality standards of private general upper secondary schools in accordance with the quality norms and standards enacted and subsequent certification of eligible private general upper secondary schools.
<b>Procedure</b>	<p>PBCT 2.1. A copy of the scholarship award criteria as defined in the PIM and adopted by the relevant authority and the related Ministerial administrative order (<i>Arrete ministeriel</i>) are provided to the Bank.</p> <p>PBCT 2.2. and PBCT 2.3. A copy of the certification protocol and the related Ministerial administrative order (<i>Arrete Ministeriel</i>) and a copy of the list of certified schools (<i>Decision Ministerielle</i>) approved by the relevant authority are provided to the Bank. In addition, the third-party independent verification agency verifies that private general upper secondary schools meet the quality standards in accordance with the newly adopted quality framework and are certified as a result. The third-party verification agency is conducted to verify the condition targets for Year 3 and subsequent years. The methodologies of the third-party verification agency will be submitted to the Bank for review and approval prior to the start of any verification or evaluation. For the third-party verification agency methodology to be acceptable to the Bank, it must be able to determine whether or not the targets for Year 4 and subsequent yearads have been met.</p> <p>PBCT 2.4. A copy of the list of certified schools (<i>Decision Ministerielle</i>) approved by the relevant authority and a copy of the minutes of decision meetings on scholarship beneficiary students' orientation stating clearly the list of schools where scholarship beneficiary students are oriented are provided to the Bank.</p>



<b>PBC 3</b>	Upper secondary school in-service teacher training upgraded
<b>Description</b>	<p>PBCT 3.1. A strategy, a costed action plan, and operational manual on in-service training and support, acceptable to the Bank, are elaborated and adopted. The strategy's overall objective will be to upgrade the qualifications of general upper secondary teachers with a focus on math and science teaching. Its design will be acceptable to the Bank. Upon completion, MEN will produce a report providing lessons and recommendations. PBCT 3.2. The proportion of teachers trained refer to the total number of upper secondary school teachers who benefitted from at least one in-service upgrading training by Year 3. Number of teachers trained will be verified by a third party using a method acceptable to the Bank. If the proportion of teachers trained in a given year exceeds the target, the excess will be counted towards the target for the following year. All teachers trained will be from public upper secondary schools. PBCT 3.3. The proportion of teachers trained refer to the total number of upper secondary school teachers who benefitted from at least one in-service upgrading training starting from Year 4 and who also have access and use pedagogical resources. Number of teachers trained and having access to and using pedagogical resources, will be verified by a third party using a method acceptable to the Bank. If the proportion of teachers trained in a given year exceeds the target, the excess will be counted towards the target for the following year. All teachers trained will be from public upper secondary schools.</p>
<b>Data source/ Agency</b>	PBCT 3.1. Strategy, costed action plan, and operational manual: Project/Program Facilitating Unit (2PFU) PBCT 3.2 and PBCT 3.3. Reports on teachers trained: MEN verification reports and Independent evaluation report: third-party independent verification agency
<b>Verification Entity</b>	World Bank Supervision Team will verify the development of the strategy, action plan, and operational manual. A third-party independent verification agency will conduct a verification of the upgrading trainings and availability and use of pedagogical resources. An independent evaluation agency will conduct an evaluation of teaching-learning practices among a representative sample of teachers who benefitted from the upgrading program.
<b>Procedure</b>	<p>PBCT 3.1. A copy of the strategy approved by the relevant authority, the costed action plan, and operational manual as defined in the PIM; and the evaluation report are all provided to the Bank. For the strategy to be acceptable to the Bank, it must stipulate norms and standards pertaining to the regular in-service training and at-school pedagogical support of upper secondary teachers.</p> <p>PBCT 3.2 and PBCT 3.3. The third-party independent verification agency verifies that the teachers have been trained in accordance with the new strategy; that they receive at-school pedagogical support in line with the new strategy; and that they use pedagogical resources (including new technologies) provided by the project. The third-party verification agency is conducted to verify the condition targets for Year 3 and subsequent years.</p>



	<p>An independent evaluation of teaching-learning practices is carried out in Year 4 on a representative sample of teachers who were trained in Year 4 and use pedagogical resources. The evaluation investigates inter alia to what extent teachers use the knowledge and skills informed by the upgrading training provided, the pedagogical support at school, and use new technologies provided by the project. The final report of the independent evaluation is provided to the Bank, along with the minutes of the discussion held by MEN senior management.</p> <p>The methodologies of the third-party verification agency and of the independent evaluation agency will be submitted to the Bank for review and approval prior to the start of any verification or evaluation. For the third party verification agency methodology to be acceptable to the Bank, it must be able to determine whether or not the targets for Year 3 and subsequent years have been met.</p>
<b>PBC 4</b>	Secondary School Management Committee Established and Functional
<b>Description</b>	<p>PBCT 4.1. A regulatory framework governing the status and function of secondary school management committee is elaborated and adopted. PBCT 4.2 and PBCT 4.3. The proportion of general upper secondary schools with a functional school management committee (comite de gestion scolaire - CGS) refers to the total number of CGSs that have been established according to the criteria adopted in the regulatory framework and that function in accordance to the stated norms. If the proportion of functional CGSs in a given year exceeds the target, the excess will be counted towards the target for the following year. All CGS established will be in public general upper secondary schools.</p>
<b>Data source/ Agency</b>	<p>PBCT 4.1. Validation workshop report on CGS establishment criteria for general secondary education: Project/Program Facilitating Unit (2PFU); Ministerial Decree (Decret ministeriel) adopting the status and function of secondary school management committee: Project/Program Facilitating Unit (2PFU); and Independent evaluation report: third-party independent verification agency PBCT 4.2 and PBCT 4.3. Reports on CGS established and functional: MEN verification reports and Independent evaluation report: third-party independent verification agency</p>
<b>Verification Entity</b>	<p>World Bank Supervision Team will verify the validation of criteria and establishment of the regulatory framework. A third-party independent verification agency will conduct a verification of the effective establishment and function of CGS in general upper secondary schools and the effective implementation of agreed core activities (remediation, GBV, sports and cultural activities).</p>
<b>Procedure</b>	<p>PBCT 4.1. A copy of the validation workshop report and the regulatory framework approved by the relevant authority is provided to the Bank. For the framework to be acceptable to the Bank, it must stipulate norms and standards pertaining to the effective establishment and functionality of CGSs in general upper secondary schools. The verification entity will verify</p>



	the passing of the regulatory framework and/or decree establishing the status and function of secondary school management committee, based on an official copy of the regulatory framework approved by the relevant authority. PBCT 4.2 and PBCT 4.3. The third-party independent verification agency verifies that CGS have been established and function in accordance with the regulatory framework. The third-party independent verification agency will conduct school visits. The third-party verification agency is conducted to verify the condition targets for Year 3 and subsequent years.
<b>PBC 5</b>	Improved participation of girls in lower secondary (Fondamental II)
<b>Description</b>	PBCT 5.1. and PBCT 5.2. Girls participation in lower secondary has increased.
<b>Data source/ Agency</b>	PBCT 5.1. and PBCT 5.2. Statistical yearbook: Project/Program Facilitating Unit (2PFU); Report on girls participation in education: MEN verification reports; and Independent evaluation report: third-party independent verification agency
<b>Verification Entity</b>	World Bank Supervision Team will verify the available national statistical data on girls education. A third-party independent verification agency will conduct a verification of the increase of girls' participation in lower secondary on an annual basis.
<b>Procedure</b>	PBCT 5.1. and PBCT 5.2. A copy of MEN statistical yearbook detailing girls' participation and MEN report on girls' participation in education are provided to the Bank. The verification entity will verify the annual increase of girls' participation in lower secondary, based on MEN statistical yearbook and MEN verification report. The third-party verification is conducted to verify the condition targets for Years 2, 3, and 4.
<b>PBC 6</b>	Improved transfer of education financial resources to decentralized and local entities
<b>Description</b>	PBCT 6.1., PBCT 6.2., and PBCT 6.3. The share of the education budget transferred to decentralized education entities (Services Deconcentres) and to the communes (Collectivités Territoriales) is maintained or increased. This indicator is defined as : Budget of the Ministry of Education, Higher Education, and Scientific Research (MEN) allocated to decentralized education entities (Services déconcentrés) and to the communes (Collectivités territoriales) (Numerator) / Total budget of MEN (Denominator). This definition is further complemented with the credit notification rate (Taux de notification) registered in the Finance Law (Loi des finances) for deconcentrated and decentralized levels. The credit notification rate is defined as the sum of credits (credits ouverts) notified for decentralized education entities and to the communes (Numerator) / sum of credits allocated as registered in the Loi des finances for decentralized education entities and to the communes (Denominator).



<b>Data source/ Agency</b>	PBCT 6.1., PBCT 6.2., and PBCT 6.3. Budget allocation (Loi des Finances): Project/Program Facilitating Unit (2PFU); Ministerial administrative order (Arrêtés Ministériels) on the amount of allocated funds and notified credits to decentralized education entities and to the communes: Project/Program Facilitating Unit (2PFU); and Independent evaluation report: third-party independent verification agency
<b>Verification Entity</b>	World Bank Supervision Team will verify the standard budget allocation in the Loi des Finances and the allocations and notifications in the ministerial decisions. A third-party independent verification agency will conduct a verification of the total allocations and notifications (both under the Loi des Finances and the ministerial administrative orders (Arrêtés Ministériels).
<b>Procedure</b>	PBCT 6.1., PBCT 6.2., and PBCT 6.3. A copy of the <i>Loi des Finances</i> and a copy of ministerial administrative order ( <i>Arrêtés Ministériels</i> ) on the amount of funds allocated and credits notified to decentralized education entities and to the communes are provided to the Bank. The third-party verification is conducted to verify the condition targets in Years 1, 2, and 3.
<b>PBC 7</b>	Enhanced learning assessment system
<b>Description</b>	PBCT 7.1. The operationalization of the national learning assessment unit with adequate staffing. PBCT 7.2. The conduct of a learning assessment in a specific region of Mali (local representative sample) by the national student assessment unit. PBCT 7.3. The conduct of a learning assessment on a national representative sample by the national student assessment unit.
<b>Data source/ Agency</b>	PBCT 7.1. Ministerial Decision on the assignment of staff (Decision d'affectation): Project/Program Facilitating Unit (2PFU); Staff development plan (Plan de renforcement de l'unité): Project/Program Facilitating Unit (2PFU); and terms of reference for a technical assistance (TA) to the national student assessment unit PBCT 7.2. Student assessment report - learning achievements in the Segou region: Project/Program Facilitating Unit (2PFU) and Independent evaluation report: third-party independent verification agency PBCT 7.3. Student assessment report – learning achievements in Mali: Project/Program Facilitating Unit (2PFU) and Independent evaluation report: third-party independent verification agency
<b>Verification Entity</b>	World Bank Supervision Team will verify the available regulatory texts on the operationalization of the national assessment unit and the actual assessment reports. A third-party independent verification agency will conduct a verification of the operationalization of the national assessment unit.
<b>Procedure</b>	PBCT 7.1. A copy of the ministerial decision pertaining to the assignment of staff to the national assessment unit ( <i>Decision d'affectation de personnel</i> ), a copy of the staff development plan terms of reference for a TA to the national student



assessment unit are provided to the Bank.

PBCT 7.2. and PBCT 7.3. The student assessment reports are provided to the Bank.

The third-party verification is conducted to verify the condition targets in Years 1, 3, and 4.



## Annex 1: Implementation Arrangements and Support Plan

### Project Implementation

1. The project will be implemented over a six-year period. MEN is the Government's responsible entity for implementing the project, ultimately accountable for meeting the project objectives and providing oversight and M&E of project activities. It will assume both strategic coordination and technical implementation of the project including FM and M&E. MEN's Secretary General (*Segal*) is the strategic coordinator, different from the project coordinator, and has the overall responsibility for the oversight of the education sector program to streamline policy development, strategic planning, and alignment with the Government's priorities. MEN is also responsible for providing the overall management of the project and guidance to all its central directorates and their technical units which will be in charge of implementing project activities within their functional missions (including budget action plans, ToRs), technical reports, and so on).

### Project Coordination

2. The national ESP recently approved by the Government and endorsed by education sector donor partners is a 10-year program (2019–2028) to be implemented in three phases. The first phase is a four-year plan (2019–2022) expected to be implemented by two ministries in charge of the education sector (MEN and MEFP). Donor coordination through the local education group, which meets regularly, and joint sector reviews ensure that execution of each donor intervention is consistent with the ESP. MIQRA is fully consistent with and will support the implementation of the ESP.

3. Under the leadership of MEN's *Segal* and using existing entities, the project implementation arrangement will ensure (a) sector wide strategic coordination and oversight through (i) the *Conseil de Cabinet* and (ii) the *Cadre Partenarial* and (b) technical coordination of project activities through (i) the 2PFU and (ii) MEN technical departments.

### *Strategic Coordination and Sector Oversight*

4. Under the leadership of MEN's *Segal*, the existing entities will be used to ensure sector wide strategic coordination and oversight: (a) the *Conseil de Cabinet* and (b) the *Cadre Partenarial*.

5. **Le Conseil de Cabinet.** The council will serve as the project's Steering Committee and the primary decision-making body for the project. A weekly meeting of the council is held comprising all ministry directors and senior advisers led by the *Segal*. Its specific roles and responsibilities include (a) examining overall program implementation issues and solutions proposed by the various MEN implementing units and providing guidance accordingly and (b) ensuring overall technical consistency of program activities and sound communication across MEN implementing units of the ministry. The 2PFU team will report to the *Conseil de Cabinet* on any issue that could hinder project implementation and will share good practices. The team will also take advantage of this council to advance project activities and seek guidance and support from all technical units within the ministry.



6. **Le Cadre Partenarial.** The *Cadre Partenarial* is co-chaired by the *Segal* and the coordinating agency. Regular meetings are held to share the program implementation status with DPs, bilateral donors, the ministry technical units, and other relevant stakeholders to provide strategic guidance on overall program and share areas of interventions and support by donors for better harmonization of the various interventions in the sector. The *Cadre Partenarial* approves the annual work program (PRODEC II) and any substantial changes to the ministry intervention. Joint program reviews are organized by the *Cadre Partenarial* every year (April) to assess progress made and issues that need attention. These joint reviews are used to monitor the evolution of the sectoral context and adjust the project interventions as needed.

#### *Technical Coordination of Project Activities*

7. **2PFU.** Based on lessons learned from the implementation of the Mali GPE-financed Emergency Project that closed in December 2017, the 2PFU will be set up before project effectiveness to ensure the daily coordination and oversight of the project and its alignment with the national ESP (PRODEC II). The 2PFU will be under the direct administrative responsibility of the MEN *Segal*. The 2PFU will allow a more focused coordination of project activities and its strategic oversight in line with the national program (PRODEC II) implementation.

8. The core technical team of the preparation of PRODEC II (*Equipe Technique*) will constitute the key members of the 2PFU to allow continuity and successful implementation of the national program and of the project and ensure continued sector wide coordination with the various stakeholders. The unit will comprise a full-time coordinator and four technical leads from the *Equipe Technique*. A member of this core technical team will be the technical coordinator of the project within the 2PFU. Other key members of the core technical team will be engaged to coordinate specific project components and PRODEC II programs, with the technical support of the MEN directorates that oversee the direct implementation of project activities in their functions. Given the diverse range of activities of Component 1 related to education quality improvement, two coordinators will be assigned to this task. Regarding M&E activities, a technical assistant will be recruited within the 2PFU to support the planning unit (CPS) to perform this function for the benefit of the project and the national program as a whole.

9. Specific roles and responsibilities of the 2PFU include (a) before project effectiveness, preparing a PIM, acceptable to the World Bank, that describes how the project as a whole and each component will be implemented, outlining roles and responsibilities of each implementing unit and their collaboration (matrix of responsibilities); (b) facilitating the daily technical coordination of the project and ensuring strategic alignment with PRODEC II; (c) supporting MEN technical departments in consolidating budgeted annual action plans for MIQRA and for PRODEC II and producing of progress reports; (d) facilitating communication among all relevant entities; (e) supporting M&E focal points in MEN technical departments in charge of specific components/subcomponents; and (f) any other activities supporting PRODEC II/MIQRA as requested by the *Conseil de cabinet*.

10. **MEN technical departments.** Under the leadership of the MEN *Segal*, the head (director) of each relevant technical MEN department will be responsible for the implementation of project activities in one component or subcomponent. The specific roles of MEN technical departments are described in Table 1.1. The director of each department will be responsible for the timely implementation and performance of the component or subcomponent under its responsibility. When two or more departments are



involved, only one department will ensure the leadership of the activity, as defined in the roles and responsibility matrix in the PIM which will be developed before project effectiveness. The director will be guided by the overall six-year project implementation plan agreed upon at appraisal and the annual work programs approved annually. Each department will report on progress toward the objectives of the project and the annual work programs to the MEN *Segal*. The CPS will have, in addition to its regular planning and monitoring function, the overall responsibility of project M&E and will benefit from TA from the 2PFU.

**Table 1.1. MEN Technical Entities for Project Implementation by Component/Subcomponent**

Component/Subcomponent	Lead Government Entity	In Coordination with Technical MEN Departments
<b>Component 1: Accelerating Learning through Improved Quality</b>		
1.1. Improving Quality in Primary and Lower Secondary Schools	National Directorate of Basic Education ( <i>Direction Nationale de l'Enseignement Fondamental</i> [DNEF])	National Directorate of Pedagogy ( <i>Direction nationale de la pédagogie</i> [DNP]), National Directorate of Teacher Training ( <i>Direction Nationale de l'Enseignement Normal</i> [DNEN]), National Directorate of Preschool and Special Education ( <i>Direction Nationale de l'Enseignement Préscolaire et Spécial</i> [DNEPS]), and ENSUP
1.2. Improving the Quality and Governance in Upper Secondary Education	National Directorate of General Secondary Education ( <i>Direction Nationale de l'Enseignement Secondaire Général</i> [DNESG])	ENSUP, Inspection Générale
<b>Component 2: Building Stronger Pathways for Girls Education Success</b>		
2.1. Improving Conditions for Girls Participation and Completion of Secondary Education	Decentralization/Deconcentration of Education Support Unit ( <i>Cellule d'appui à la décentralisation/déconcentration de l'éducation</i> [CADDE])	CPS ( <i>Cellule de planification et de statistiques</i> ), DFM, DNEF, and DNESG
2.2. Incentivizing Transition and Retention of Girls in Secondary Education	DNEF/DNESG	National Center for School Canteens ( <i>Centre national des cantines scolaires</i> , CNCS)
<b>Component 3: Strengthening the Governance and Resilience of the Education System</b>		
3.1. Improving Education Service Delivery and the Resilience of the Education System	CADDE	DNEF, DNESG, and CPS
3.2. Supporting the Education Sector's Response to COVID-19	DNEF/DNESG	All relevant technical units



Component/Subcomponent	Lead Government Entity	In Coordination with Technical MEN Departments
3.3. Improving Evidence-based Decision-making through the Use of Actionable Analytics	CPS	All relevant technical units
<b>Component 4: Contingent Emergency Response</b>		
Emergency Response	DNEF/DNESHG	All relevant technical units
<b>Component 5: Strengthening M&amp;E and Supporting Project Management</b>		
Coordination/Supervision	MEN's 2PFU, and CPS	The project is anchored at MEN. Under the authority of the MEN <i>Segal</i> , the 2PFU will be in charge of coordinating the implementation of project activities and will work closely with MEN technical implementing structures.

## Financial Management Arrangements

11. The FM arrangements of this project will be built on the existing FM arrangements already in place under the recently closed Mali Education for All Emergency Project. The ministry's DFM will manage all fiduciary aspects of the project including (a) commissioning and approving required reports and (b) ensuring that audit requirements are satisfied as agreed. The project fiduciary unit within the DFM will be responsible for overall coordination and consolidation of FM and disbursement information. More specifically, the DFM will be in charge of preparing quarterly and annual financial statements which will include the project's consolidated financial statements. The quarterly interim financial reports will be sent to IDA 45 days after the closing of each quarter. Financial audits will be conducted yearly. Annual audits will be conducted by independent auditors acceptable to the World Bank in accordance with international auditing standards. Audit reports will be sent to IDA within six months after the end of the audit period.

12. MEN will assign to the project, within the DFM (a) procurement specialists; (b) an FM specialist with qualifications and experience acceptable to the World Bank (under ToR approved by IDA) prior to project effectiveness to complement the existing staffing within the DFM to ensure adequacy of support, particularly for the effective implementation of PBCs; and (c) two senior accountants regularly trained under the supervision of an experienced FM specialist prior to project effectiveness. The accounting software in place will be configured to meet project requirements within three months of project effectiveness and will be customized for the bookkeeping of this project. In addition, to maintain the continuous reliability of information produced by the DFM and the safeguard of the assets and funds, an internal auditor (external and part time consultant) will be appointed to carry out quarterly internal control reviews.

13. **External auditing.** The external audit of the project's funds will be done by a private audit firm acceptable to the World Bank on the basis of ToRs cleared by the World Bank. The audit will be carried out in accordance with the International Standards on Auditing. The audit report together with the Management Letter will be submitted to the World Bank within six months after the end of the financial



year. The financial years for preparing audited accounts will follow the financial year of the implementing entity. Audit reports will be publicly disclosed by the World Bank in accordance with the World Bank disclosure policy.

*Disbursement Arrangements and Funds Flow*

14. **The MEFB is the assigned representative of the Recipient for the mobilization of IDA funds.** Withdrawal Application requests will be prepared by the FM unit within MEN, signed by a designated signatory or signatories (the signature authorization letter is signed by the Minister of Finance), and sent to the World Bank for processing. This procedure applies to all World Bank-financed projects in Mali.

15. Funds will flow from the IDA account through DAs in accordance with the World Bank Disbursement Guidelines for projects. This operation will follow tailored disbursement arrangements as detailed in the following paragraphs.

16. **Disbursements under non-PBC components.** Disbursement procedures will be detailed in the accounting, administrative, and financial procedures and the Disbursement Letters. Upon project effectiveness, transaction-based disbursements (that is, replenishment, direct payment, reimbursement, and special commitments) will be used for Components 2, 3, 4, and 5. An initial advance up to the ceiling of the DA (US\$2 million equivalent) and representing four months forecasted project expenditures paid through the DA will be made into the DA and subsequent disbursements will be made on a monthly basis against submission of statement of expenditure or records as specified in the Disbursement Letter. In addition to the 'advance' method, the option of disbursing the funds through direct payments to a third party, for contracts above a predetermined threshold for expenditures (for example, 20 percent of the DA ceiling), will also be available for the DA. Another acceptable method of withdrawing proceeds from the IDA grant is the special commitment method whereby IDA may pay amounts to a third party for expenditures to be paid by the Recipient under an irrevocable Letter of Credit.

17. **Disbursements under the PBC component.** Disbursements under Subcomponent 1.2 will be made upon satisfactory evidence of achievement of specified PBCs. Funds will be disbursed upon achievement to a DA conditional on satisfactory achievement of PBCs and verification of the EP. Achievement will be assessed through verification by an independent third-party verification agency (on the basis of the PBCs monitoring protocol). Specifically, disbursements up to a capped amount will be made to cover agreed EP. The full set of PBCs and their allocated amounts are listed in the PBC Matrix. A report documenting expenditures ('Spending and Assessment Report') will be provided to IDA along with each application for withdrawal. The PBCs will be applied, following an IDA 'no objection' on the assessment report, against reimbursement of expenditures line items up to an aggregated amount not exceeding the total of the annual amount indicated for PBCs. MEN will recruit a consultant with a strong education background and audit skills to perform a review of the assessment report before the payment.

*Verification Protocol for Performance-based Conditions*

18. For the performance-based portion of the project, MEN will contract one or more Independent Verification Agencies with sufficient technical and sectoral expertise to handle the verification of achievements of PBCTs. Verification protocols have been established for each PBCT. The verification



process will be managed by the 2PFU which will be entrusted to compile the project's annual financial statements and provide any ad hoc financial reports to follow on the project's financial activities. Within ninety days of the achievement (or partial achievement) of the PBCTs, MEN will notify the independent verification agency to verify condition targets. The agency will conduct the verification of condition targets and submit the verification report within sixty days, using the PBC/PBCTs verification protocol. The World Bank will review the documentation submitted along with the verification report and request, as needed, any additional information considered necessary. Upon approval, the World Bank will send a formal notification to the Recipient.

### **Procurement Arrangements**

19. The Recipient will carry out procurement under the proposed project in accordance with the World Bank's Procurement Regulations dated July 2016 and revised in November 2017, August 2018 and November 2020 under the NPF, and the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006, and revised in January 2011 and as of July 1, 2016.

20. All procuring entities as well as bidders and service providers, that is, suppliers, contractors, and consultants, shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and annex IV of the Procurement Regulations.

21. The Recipient shall prepare and submit to the World Bank, a General Procurement Notice (GPN) and the World Bank will arrange for publication of the GPN in United Nations Development Business (UNDB) online and on the World Bank's external website. The recipients may also publish it in at least one national newspaper.

22. The Recipient shall publish the Specific Procurement Notices (SPNs) for all goods, works, and non-consulting services and the Requests for Expressions of Interest on their free-access websites, if available, and in at least one newspaper of national circulation in the Recipient's country, and in the official gazette. For open international procurement selection of consultants using an international short list, the Recipient shall also publish the SPN in UNDB online and, if possible, in an international newspaper of wide circulation; and the World Bank arranges for the simultaneous publication of the SPN on its external website.

23. The DFM from MEN will be responsible for project planning and financial and procurement management. The coordinator will be responsible for decision-making during the procurement process. Procurement implementation will be undertaken by the 2PFU.

24. **Filing and record keeping.** The Procurement Procedures Manual will set out detailed procedures for maintaining and providing readily available access to project procurement records, in compliance with the Loan Agreement. The Project Implementation Unit will assign one person responsible for maintaining the records.



25. **PPSD.** A streamlined PPSP acceptable to the World Bank has been prepared and shared with the World Bank and will be further improved during the first three months of implementation. An initial procurement plan for the first 18 months has been agreed with the Recipient and will be updated during implementation. Special arrangements such as direct contracting of UN Agencies, direct contracting of firms as appropriate and use of NGOs, will be considered and addressed. The recruitment of civil servants as individual consultants or as part of the team of consulting firms will abide by the provisions of paragraph 3.23 (d) of the Procurement Regulations.

26. **Procurement Plan.** The first 18-month Procurement Plan has been agreed by the Government and the World Bank. The Procurement Plan will be updated in agreement with the World Bank team annually or as required to reflect the actual project implementation needs and improvements in institutional capacity. The implementing agency will carry out procurement for project needs to implement the project as included in the Procurement Plan and agreed with the World Bank.

27. **Training, workshops, study tours, and conferences.** Training activities would comprise workshops and training, based on individual needs, as well as group requirements, on-the-job training, and hiring consultants for developing training materials and conducting training. Selection of consultants for training services follows the requirements for selection of consultants. All training and workshop activities (other than consulting services) would be carried out on the basis of an approved annual work plan/training plan that would identify the general framework of training activities for the year, including (a) the type of training or workshop; (b) the personnel to be trained; (c) the institutions which would conduct the training and reason for selection of this particular institution; (d) the justification for the training, how it would lead to effective performance and implementation of the project and or sector; (e) the duration of the proposed training; and (f) the cost estimate of the training. A report by the trainee(s), including completion certificate/diploma upon completion of training, shall be provided to the project coordinator and will be kept as parts of the records and shared with the World Bank if required.

28. A detailed training and workshops plan giving the nature of training/workshop, number of trainees/participants, duration, staff months, timing, and estimated cost will be submitted to IDA for review and approval before initiating the process. The selection methods will derive from the activity requirement, schedule, and circumstance. After the training, the beneficiaries will be requested to submit a brief report indicating what skill has been acquired and how these skills will contribute to enhance their performance and contribute to the attainment of the project objective.

29. **Operational costs.** Operational costs financed by the project would be incremental expenses, including office supplies, vehicles operation and maintenance cost, maintenance of equipment, communication costs, rental expenses, utilities expenses, consumables, transport and accommodation, per diem, supervision costs, and salaries of locally contracted support staff. Such services' needs will be procured using the procurement procedures specified in the PIM accepted and approved by the World Bank.

30. **Procurement manual.** Procurement arrangements, roles and responsibilities, and methods and requirements for carrying out procurement shall be elaborated in detail in the procurement manual which may be a section of the PIM. The PIM shall be prepared by the Recipient and agreed with the World Bank prior to project effectiveness.



31. **Procurement methods.** The Recipient will use the procurement methods and market approach in accordance with the Procurement Regulations. Open National Market Approach is a competitive bidding procedure normally used for public procurement in the country of the Recipient and may be used to procure goods, works, or non-consultant services provided it meets the requirements of paragraphs 5.3 to 5.6 of the Procurement Regulations. The thresholds for particular market approaches and procurement methods, as well as the thresholds for the World Bank's prior review requirements are indicated in Table 1.2.:

**Table 1.2. Thresholds for Procurement Methods and Prior Review**

No	Expenditure Category	Contract (C) Value (US\$ Threshold equivalent)	Procurement Method	Contracts Subject to Prior Review (US\$ equivalent)
1	Works	$C \geq 15,000,000$	Open Competition, International Market Approach, and Direct Contracting	$\geq 10,000,000$
		$200,000 < C < 15,000,000$	Open Competition and National Market Approach	None
		$C \leq 200,000$	RfQ	None
2	Goods, IT, and non-consulting services	$C \geq 3,000,000$	Open Competition, International Market Approach, and Direct Contracting	$\geq 2,000,000$
		$100,000 < C < 3,000,000$	Open Competition and National Market Approach	None
		$C \leq 100,000$	RfQ	None
3	National short list for selection of	$C < 200,000$	For consulting services	None



No	Expenditure Category	Contract Threshold equivalent)	(C) Value (US\$	Procurement Method	Contracts Subject to Prior Review (US\$ equivalent)
	consultant firms	$C \leq 400,000$		For engineering and construction supervision	None
4	International short list for selection of consultant firms	$C \geq 200,000$		For consulting services	$\geq 1,000,000$
		$C > 400,000$		For engineering and construction supervision	$\geq 1,000,000$
5	Selection of individual consultants	All values		All approaches	$\geq 300,000$
6	Direct contracting	All values			As agreed in the Procurement Plan
7	Training, workshops, study tours	All values		Based on approved Annual Work Plan and Budgets	Annual Work Plan and Budgets

Note: a. The thresholds are for the initial Procurement Plan for the first 18 months. The thresholds will be revised periodically based on reassessment of risks. All contracts not subject to prior review will be post reviewed.

32. Procurement Risk Rating: The project procurement risk prior to the mitigation measures is Substantial. The risk can be reduced to a residual rating of Moderate upon consideration of successful implementation of the mitigation measures contained in the action plan for strengthening procurement capacity provided in table below.

No.	Key Risks	Mitigation actions	By whom	By when
1	Lack of a procurement procedures manual based on "World Bank Procurement Regulations for IPF Borrowers" dated July 2016	Develop a Project Implementation Manual (PIM) of procedures with a section on procurement detailing all applicable procedures, instructions, and guidance for handling procurement, the standard bidding documents, and other standard procurement documents to be used. The PIM will outline the	2PFU	Prior to effectiveness



No.	Key Risks	Mitigation actions	By whom	By when
		interaction between the project stakeholders responsible for procurement.		
2	Timeouts in the implementation of some activities, mainly evaluation committee management and awarding of contracts	Closely monitor and exercise quality/control of all aspects of the procurement process, including evaluation, selection, and contract award in line with the provisions of the procurement manual.	2PFU	Throughout project implementation
3	Need for PPSD improvement	The streamlined PPSD which describes how fit-for-purpose procurement activities support project operations for the achievement of project development objectives and deliver value for money will be further improved.	2PFU	No later than 3 months after effectiveness

### Results Monitoring and Evaluation Arrangements

33. **Results Framework.** The project Results Framework will be used as the basis for M&E of the project. The PDO and intermediate outcome indicators will be monitored through official government data, surveys, and progress reports produced by the 2PFU.

34. **M&E system.** The project will provide implementation support to strengthen the overall M&E system at the ministry level and in regions and academies targeted by the project. Specifically, building on lessons learned from the ongoing Higher Education Support Project, the project will support the development of a computerized management information system that will enhance the M&E system for the secondary education subsector. The primary output will be the production of an annual regional statistical yearbook summarizing results achieved in the respective regions which will subsequently be incorporated into the ministry statistical report. Regarding PBCs, MEN and the World Bank will work together to closely monitor a focused performance framework which corresponds to the agreed PBCs and related PBCTs.

35. **Reporting.** The CPS will be responsible for monitoring the results indicators of the project and report on the progress made in terms of implementation of agreed activities. The CPS will also produce an annual statistical report summarizing major trends in the subsector. Data related to output indicators will be provided semiannually based on quarterly reports discussed during the *cadre partenarial* using information collected by academies and CAP at the local level. MEN will provide outcome-related data annually. Where feasible, data collected will be disaggregated by gender and by subnational and district levels to be able to have a full understanding and effectively respond to specific issues. The progress in meeting the results indicators will be thoroughly reviewed by the World Bank semiannually. In addition, a midterm review will be carried out approximately three years after effectiveness for an in-depth



assessment of the project's implementation status. Where appropriate, data reporting efforts will be integrated into standard financial and statistical reporting arrangements within MEN.

36. **Data collection.** Data to monitor the project will be drawn from three main sources: (a) statistical data from annual government publications; (b) surveys; and (c) progress reports from the 2PFU. The CPS has the overall responsibility of providing the data needed to analyze the progress of the project, including the statistical data and surveys, with the support of the decentralized structures (*Académie d'Enseignement* [AEs] and CAPs) and schools. At the decentralized level, the proposed project will support the use of technologies such as tablets and smartphones for a more efficient, real-time, collection of data (through the implementation of GEMS).

### **Project Implementation Manual (PIM)**

37. A PIM for the project will be developed and adopted before project effectiveness. The PIM will describe the detailed responsibilities, implementation and coordination arrangements, detailed fiduciary and disbursement arrangements, FM processes and procedures, action plans, implementation schedule, result indicators, PBCs and M&E and verification protocols for each component/subcomponent, taking into account, both financing mechanisms used by the project (that is, the IPF and RBF). The PIM will be updated as needed during project implementation.

### **Implementation Support**

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

39. Before project effectiveness, it will be critical to ensure that project staff resources and technical capacity are fully in place to effectively start implementation. During implementation, the project will support, based on identified needs, the recruitment of additional experts to assist the 2PFU and MEN entities in the coordination and implementation of project activities. The project will also support a number of activities that will contribute to build the capacity of the 2PFU and MEN technical entities as needed.

40. The World Bank task team, including the task team leader and safeguards specialists and procurement and FM specialists, will play an active role during implementation to support the effective implementation of the project. In collaboration with the task team, other World Bank specialists/consultants are expected to provide specific and timely technical expertise to the client. Given the use of a performance-based approach in the project (traditional IPF with PBCs), the presence of these five World Bank specialists in the field will ensure regular and consistent technical and fiduciary support.

41. **Semi-annual and annual project supervision and implementation support.** A project launch mission will take place shortly after project effectiveness. During this mission, the Government and stakeholders' roles and responsibilities in project coordination, implementation, and M&E will be confirmed and the Annual Work Plan for the first year of the project will be officially established. After



the launch, the project will conduct semi-annual and annual implementation support missions which will take place in the country and involve key national stakeholders and DPs. These missions will evaluate the progress made in project implementation, identify potential or actual bottlenecks and make recommendations for improvement. The supervision missions will also monitor achievement of project indicators. All findings will be documented in Aide-Memoires. A comprehensive midterm review will take place and is also included in the implementation support plan (Table 1.2).

**Table 1.2. Main Focus for Implementation Support**

<b>Project Timeline</b>	<b>Focus</b>	<b>Skills Needed</b>
<b>Years 1–6</b>	Preparation of civil works, including review of design, plans, and costs	Architect/engineer
	School construction and maintenance strategy	Architect/engineer
	EMIS – Integration of MEN databases	IT specialist
	Procurement	Procurement specialist
	FM/internal audits	FM specialist/accountants
	External audits	FM specialist
	M&E	M&E specialist
	Development of teacher professional development/in-service training	Teacher training and professional development specialist
	School-based management	Education management specialist
	Emergency Education Fund	Specialized NGO



## **Annex 2: Detailed Project Description**

1. The PDO is to increase learning outcomes in early primary education in targeted areas, to promote girls' access to lower and upper secondary education in underserved areas, and to enhance the governance of the education system.

2. The project is structured with the first component aiming to improve the inadequate teaching and learning conditions in primary, lower secondary, and upper secondary schools. The second component seeks to increase access to lower and upper secondary education, particularly for disadvantaged girls. The third component aims to enhance the decentralized education management system, including through effective and timely response to the growing concern of school closures. The fourth component allows the provision of immediate response to an eligible crisis or emergency, as needed. Lastly, the fifth component supports institutional capacity building and M&E.

### **Component 1: Accelerating Learning through Improved Quality (US\$56.50 million: IDA US\$31.13 million and GPE US\$25.37 million)**

3. This component aims to improve the quality of primary, lower secondary and upper secondary schools by directly supporting a package of activities to enhance the inadequate teaching and learning conditions. In response to the Government's request for a comprehensive approach in addressing quality of primary, lower secondary and general upper secondary education and fully in line with PRODEC II strategic focus, the component will consist of the following two subcomponents: (i) *Improving Quality in Public Primary and Lower Secondary Schools (Le Fondamental)*; and (ii) *Improving Quality in Upper Secondary Schools (Secondeire General)*.

#### ***Subcomponent 1.1: Improving Quality in Primary and Lower Secondary Schools (GPE US\$25.37 million)***

4. This subcomponent aims to address the low quality of public primary and lower secondary schools. Using an investment financing approach, the subcomponent will finance the following activities through consulting services, goods, and works: (a) curriculum reform and provision of instructional materials; (b) teacher training to improve pedagogical practices in the classroom particularly focusing on (1) new teaching methods in math and science, and fostering the use of technology and (2) support to teacher training institutes for improved teacher training; and (c) enhancing student assessment through (1) managing and using student learning outcomes and results from school examinations and (2) supporting the MEN team in charge of evaluation of student learning. The subcomponent will be partly PBC-based. It will support the following key activities:

**(a) Activity 1: Curriculum reform and provision of instructional materials.** To complement the Government's ongoing curriculum reform efforts, the project will finance the development of the remaining new programs and pedagogical guides for specific grades not yet covered and will support the implementation of the new programs and pedagogical guides already developed through training various implementing actors (trainers of trainers, teachers, and supervisors). In addition, all relevant available information highlights the lack of textbooks, pedagogical guides, and instructional materials in schools, particularly in mathematics and science. The project will finance the acquisition of these materials based on a specific list of instructional materials being developed by MEN.



**(b) Activity 2: Teacher training.** The project will support innovative teacher training programs at the preprimary and primary and lower secondary education levels focusing on (1) new teaching methods in math, science and fostering the use of technology and (2) supporting teacher training institutes.

- (1) Focusing on new teaching methods in mathematics and science and fostering the use of technology
  - **Training of community-based early childhood educators.** PRODEC II recognizes the importance of ECE as a critical step to prepare young children to be ready for primary school. ECE programs, accompanying guides, and related training modules have already been developed, validated, and tested. Community-based approaches were favored to allow a growing number of young children, particularly those from low-income disadvantaged families, to have early childhood opportunities and be ready for school. At the current stage of project preparation, the DNEPS is planning to undertake a quantitative and qualitative evaluation of community-based early childhood educators (*meres educatrices*) already practicing in existing and functional early childhood development centers (*Centre de Développement de la Petite Enfance*) across the country.<sup>24</sup> Based on the findings and recommendations of this evaluation, MIQRA will train around 2,500 *meres educatrices* to build their capacity and improve their ECE practice in the centers. The use of digital innovations in the provision of distant learning will be explored.
  - **In-service training of primary school teachers.** international literature overwhelmingly points to the benefits for student learning of well-designed teacher support programs that combine training and instructional materials, improved pedagogies and equipping teachers with inexpensive instructional tools. The project will support existing school-based, small-scale, but cost-effective initiatives, particularly communities of peers (*Communautes d'Apprentissage*)<sup>25</sup> already established in most primary schools to (i) analyze the pedagogical practices in a school; (ii) identify the needs for in-service teacher training for the teaching staff; (iii) develop an annual action plan for in-service teacher training; (iv) mobilize the necessary resources and implement the action plan; and (v) evaluate annual in-service teacher training activities. Based on lessons learned from the Nigeria Partnership for Education Project (P143842) under implementation, the project will explore the use of structured lessons plans and the provision of digital instructional materials for teachers.
  - **Development of robotics.** The project will facilitate the expansion of the pilot experiment of Mali Robots, a national robotics education center in Mali. Mali Robots works with a dedicated team of young Malians to build capacity and initiate youth in robotics and STEM, with the aim of creating a desire among Malian youth to discover the world of science and technology to find local solutions to local problems. The project will support Mali Robots'

<sup>24</sup> The planned evaluation will cover the following regions: Ségou, San, Mopti, Douentza, Sikasso, Bougouni, Koutiala, Koulikoro, Kati, Dioïla, Kayes, Kita, Nioro, and District of Bamako.

<sup>25</sup> '*Communautes d'apprentissage*' refer to the community of teachers in a school or a group of schools with their director and their surrounding community established to (a) analyze the pedagogical practices in a school; (b) identify the needs in in-service teacher training for the teaching staff; (c) develop an annual action plan for in-service teacher training; (d) mobilize the necessary resources and implement the action plan; and (e) evaluate annual in-service teacher training activities.



expansion strategy and the associated action plan for the development of robotics as an extracurricular activity. The project will finance rehabilitation and equipment of premises, training of trainers, and operating costs and will provide a TA.

- (2) *Supporting teacher training institutes:* the project will improve pre-service training through providing support to the leading ENSUP in Bamako, and existing IFM).

**(c) Activity 3: Evaluation and student assessment.** The subcomponent will support the development of a reliable student assessment system to monitor progress in learning and improve education quality. The project will finance a series of interrelated activities as follows:

- (1) Regular tracking of student learning outcomes through the implementation of standardized tests in core subjects (French, math, and science) at primary level. A digital solution will be developed to allow close monitoring of learning outcomes at the local, regional, and national levels. This new approach of close monitoring and tracking of student learning outcomes is intended to provide hands-on and timely feedback for teachers to enable them improve classroom instruction. It will first be piloted in the Koulikoro region before expanding nationwide. In addition, the project will support two standardized learning outcomes testing. The first one will be conducted on a representative sample of students in two grades of primary in the region of Segou and the second one will be conducted nationwide on representative samples of students in two grades of primary.
- (2) Provision of TA to support the MEN examination and student assessment unit, the acquisition of materials and equipment to undertake testing and studies, and training of staff and teachers.

5. Using performance-based financing, this subcomponent will partly finance project expenditures (as indicated in section III) in support of improving equity, efficiency, and learning in primary and lower secondary education service delivery. The release of US\$7.52 million of GPE grants will be linked to the achievement of specific PBCTs related to the agreed to PBCs (as detailed in Annex 5).

6. **Scope and beneficiaries.** This subcomponent will be national in scope and will directly benefit 2,500 community-based early childhood educators and 25,500 primary and lower secondary teachers. In addition, the subcomponent will benefit the entire student and teacher body of primary and lower secondary education who will benefit from the curriculum reform, the provision of instructional materials, and the operationalization of a reliable student assessment system.

7. **The MEN unit responsible for implementation** is the National Directorate of Basic Education (*Direction Nationale de l'Enseignement Fondamental*).

***Subcomponent 1.2: Improving the Quality and Governance in Upper Secondary Education (IDA US\$31.13 million)***

8. This subcomponent aims to address the low quality and governance of upper secondary education. Both public and private schools will be targeted given the prominence of the private sector in secondary education provision. Using a performance-based financing approach (through PBCs), the project will finance expenditures in support of strengthening quality and governance of upper secondary education. This approach is expected to (a) ensure school compliance with quality standards governing



the provision of secondary education issued by MEN; (b) enhance school performance in national school examinations; and (c) strengthen internal efficiency.

9. **Activity 1. Improving quality in public secondary schools.** The project will incentivize various activities that are critical to improve quality at the school level including (a) operationalizing quality standards so they can serve as a framework for pulling the education delivery system upward by putting every school in a position where it can perform well in terms of student success; (b) improving in-service teacher training, with a particular focus on math and science teachers where the gap is large. The project will support various small-scale but effective activities (such as updating courses, use of digital solutions) as well as the establishment of a continuous teacher training platform based on a distance learning system; and (c) making available instructional materials, with a focus on science teaching and developing and making available nationally designed booklets (*fascicule*).

10. The project will also incentivize the establishment of a CGS in each secondary school and the implementation of SIPs which would be prepared by each CGS annually, with the technical support of NGOs hired by the ministry. PBCs will be gradually established with upper secondary schools, directly supporting the implementation of a package of interventions aimed at improving the quality of teaching and learning conditions as well as activities improving governance and the quality of programs. Each SIP will effectively address the poor quality of teaching and learning conditions, while enhancing math and science teaching to ensure that the overall education system is more science and technology oriented.

11. SIPs will include specific actions such as (a) providing adequate instructional materials and laboratories; (b) organizing remedial courses to upgrade students with learning difficulties, with a focus on early grades French and math teaching; (c) ensuring safety, health, and sanitation measures in response to COVID-19; (d) addressing early pregnancy and GBV in schools; and (e) developing sports and cultural school activities. The remedial courses will be inspired by the community-based approach developed by the NGO Pratham in India and successfully implemented in Niger through the implementation of a minimum package of interventions focused on quality (*Paquet Minimum Axe sur la Qualite*). The project will finance the development of instructional materials and the training of the relevant actors involved in the design and delivery of these remedial courses. Each school will receive a grant for the implementation of its SIP.

12. **Activity 2. Improving quality in private secondary schools.** The project will support the relevant unit within MEN (*Inspection generale*) in charge of the design, specification, and operationalization of quality standards (*cahier de charges*) governing private secondary schools. Quality standards will cover the key parameters that influence the performance of schools such as governance; teacher competency, qualification and aptitude of the school management personnel; adequacy of the student body, including pupil/teacher and pupil/classroom ratios; and instructional materials. The objective of the subcomponent will be achieved through two main interventions: (a) improved governance framework for the management of private general secondary schools and (b) improved teaching and learning conditions in these same private secondary schools.

13. **Governance framework for the management of private general secondary schools.** Available data show that about 70 percent of general secondary students are enrolled in private institutions. According to the current policy, the Government pays the tuition fees for about 80 percent of the students



who successfully complete lower secondary, who are then placed in private secondary schools. The selection of students and the payment of tuition fees are directly handled by the Government. This policy has key implications on not only the regulation of the number of students placed in these schools but also on the efforts that these private schools should make to better attract students. These implications negatively affect the quality of education provided in these private secondary schools. This subcomponent will support two interrelated activities to improve the existing governance framework: (a) the definition of eligibility criteria for the scholarship program and (b) the certification of private secondary schools based on agreed quality standards and the adoption of legal texts to regulate the assignment of beneficiary students solely to certified schools. Parents and communities will be widely informed about the certification of the eligible private schools.

14. **Improved teaching and learning conditions in private general secondary schools.** The project will further incentivize private secondary schools' efforts in complying with the existing quality standards. The project will also support the development and utilization of the existing technological applications for more effective computerized teacher management and student enrollment in secondary education (as discussed in Component 3). This activity would build upon the existing application developed under the Mali Higher Education Support Project (P151318) for online registration and management of higher education enrollments. Each secondary student will have a unique identifier.

15. For this subcomponent, the release of US\$31.13 million of IDA funds will be linked to the achievement of specific PBCTs related to the following agreed to PBCs:

- PBC1: Improved governance framework for the delivery of quality public general secondary education
- PBC2: Improved governance framework for the delivery of quality private general secondary education
- PBC3: Upper secondary in-service teacher training upgraded
- PBC4: Secondary CGS Established and Functional

16. **Scope and beneficiaries.** This subcomponent will be national in scope and will directly benefit all general upper secondary students and teachers.

17. **The MEN unit responsible for implementation** is the National Directorate in charge of secondary education (*Direction Nationale de l'Enseignement Secondaire General*).

**Component 2: Building Stronger Pathways for Girls Education Success (US\$38.89 million - IDA US\$32.33 million and GPE US\$6.56 million)**

18. This component aims to directly respond to the unfinished access agenda in basic education and address the critical challenges of the low enrollment, transition, and retention of girls in lower and upper secondary (*Second cycle du Fondamental et Lycée*) and the increase of the number of out-of-school youth. The component will address both supply- and demand-side factors, including school health and nutrition programs in line with the education sector's post-crisis recovery efforts. The component will consist of two subcomponents, aligned with the Government's priority focus areas as highlighted in PRODEC II: (i) Improving Conditions for Girls Participation and Completion of Secondary Education and (ii) Incentivizing Transition and Retention of Girls in Secondary Education.



***Subcomponent 2.1. Improving Conditions for Girls Participation and Completion of Secondary Education (US\$36.73 million - IDA US\$30.17 million and GPE US\$6.56 million)***

19. To address the unmet demand for lower and upper secondary education, this subcomponent will focus on expanding the supply of lower and upper secondary education. It will respond to the following identified challenges hindering progress in the basic and secondary education subsector: (a) distance to schools (physical access) which poses a major barrier for girls' transition to and participation in the lower-secondary level; (b) acute shortage of public lower and upper secondary schools; and (c) inadequate regional distribution of existing schools.

20. Using an investment financing approach, the subcomponent will finance the following activities through consulting services, goods, and works to (a) build and equip new schools as well as expand existing schools in underserved areas, closer to the residence of beneficiary girls to increase their chances to complete secondary through facilitating their physical access and (b) build two new schools specialized in STEM.

21. The project will focus on areas having the most deficit in terms of girls' transition to and retention in secondary education and where early marriage is prevalent, which has been a central objective of the Government's post-primary education reform. Construction sites will be identified and selected before project effectiveness based on the following criteria: (a) demand for secondary education; (b) existing school map and lack of supply of secondary education; (c) number of girls enrolled in primary schools and prevalence of early marriage; and (d) availability of land and property title.

**(a) Activity 1. School construction in underserved areas**

22. **Lower secondary school construction (*colleges de proximite*).** Construction activities for basic education will be limited to existing schools that have an incomplete cycle (that is, schools that currently offer only the first cycle of basic education [*Fondamental 1*] due to limited capacity). Based on unit costs proposed by MEN, the project will finance the construction and equipment of 450 classrooms attached to 150 existing primary schools that are facing a high unmet demand for lower secondary education. Each constructed lower secondary school (*College de proximite - Fondamental 2*) will be expected to have three classrooms fully equipped, two blocks of three separate latrines (for boys/girls and students/teachers), an administrative office, a water well, and an energy source, where possible, solar energy. Sports equipment will also be included in the package.

23. **Upper secondary school construction (*lycées*).** The project will finance the construction and equipment of 11 new upper secondary schools as well as the construction and equipment of 30 additional classrooms in existing schools that are facing a high unmet demand. Each constructed or expanded upper secondary school (*lycée*) will be expected to have 12 classrooms fully equipped, four blocks of three separate latrines, one block of two laboratories, a library, a computer room, a multifunctional playing field, a water point, and an energy source, where possible, solar energy. Sports equipment will also be included in the package.

**(b) Activity 2. Specialized STEM high school construction (*lycées d'Excellence*)**



24. The project will finance the construction and equipment of two specialized STEM high schools (*lycées d'Excellence*), the specificities of which would be developed and made available by MEN before the start of construction activities. Both schools will be fully equipped with ICT-rich classrooms as a useful tool for introducing teaching and pedagogical reforms in the system. These high schools are expected to meet high-quality standards in math and science teaching and learning to serve as a model for other upper secondary schools in the country. Anecdotal evidence and experience from other countries such as Tunisia suggest that such schools of high-quality standards gradually become the 'norm' in the long term and will therefore improve the education system. In Tunisia, such schools were initially introduced in the early 90s which gradually have become the norm today. The aim is to create an educational environment that stimulates creativity and innovation and promotes best practices in teaching math and sciences by using technology-based, interactive pedagogical approaches. These two schools will be located in the suburbs of Bamako and Segou to facilitate the availability of high-quality teachers. Both locations also have the potential to serve several other surrounding areas.

25. **Scope and beneficiaries.** This subcomponent will target specific areas with the greatest needs and will directly benefit over 60,000 general upper secondary students.

26. **The MEN unit responsible for implementation** is the Decentralization/Devolution of Education Support Unit (*Cellule d'Appui à la Décentralisation/Deconcentration de l'Éducation, CADDE*).

27. **Implementation strategy.** Given the context of continuing insecurity concern across the country and the weak capacity at the local level, the Government has agreed to a dual approach to successfully implement the planned construction activities. The MEN unit responsible for oversight of school infrastructure (CADDE) will be responsible for overall implementation of construction activities. Yet, CADDE will only have direct implementation responsibility for construction activities in secure areas. In insecure areas, school construction and equipment activities will be executed by construction managers acting with delegation of the implementation responsibility. Delegated management contracts (*maitre d'ouvrage délégué*) will be signed between MEN and construction managers with adequate capacity and proven track record, which clarify roles and responsibilities including quality control of works and acquisition of equipment in a specific area, describe FM and disbursements arrangements, and detail actions plans and budgets covering outputs and outcomes to be achieved in a determined implementation period.

28. The CPS, in close consultation with CADDE will be responsible for planning and establishing the final list of schools and construction sites, collecting information and data, and producing reports for M&E.

29. The DFM of MEN will have the FM responsibility of the overall project implementation. It will manage all assets of the project and ensure proper control of financial resources including those delegated to contract managers. In addition to fiduciary audits, the DFM will undertake annual technical audits of construction activities.

30. The regional directorates, AE and CAP are MEN's closest structures to the intervention areas. The AEs will ensure early coordination of the execution and monitoring of construction activities at the regional level. CAPs will ensure proper siting of the various constructions and that risk mitigation measures



of environmental and social impact are applied as appropriate. The two entities will report periodically to the next higher level on the status of implementation of the construction activities.

31. **CGSs.** CGSs will be involved in (a) the close monitoring of the progress of construction; (b) the provisional and final reception of the buildings and equipment; (c) the maintenance of infrastructure; and (d) the monitoring of measures to reduce the environmental and social impact during the construction phase.

32. **Study of the costs of school construction.** The project will finance a study during the first year of the project to examine the reasons behind the high costs of construction in Mali and identify potential solutions. The specific mechanisms and procedures for implementation of the subcomponent will be contained in the PIM.

***Subcomponent 2.2. Incentivizing Transition and Retention of Girls in Secondary Education (IDA US\$2.16 million)***

33. This subcomponent aims to improve the transition to and retention of girls in lower and upper secondary schools, with a focus on disadvantaged girls and vulnerable children living in food-insecure areas. Using an investment financing approach, the subcomponent will finance the following set of interrelated demand-side activities: school feeding and sensitization and awareness-raising activities in support of girls' education.

34. **Activity 1. School feeding in food-insecure areas.** Based on lessons learned from the implementation of the Mali Education for All Emergency Project that closed in December 2017 and in complementarity with ongoing efforts by DPs such as the World Food Programme, the project will support the establishment of new school canteens to provide 84,000 school meals for around 10,000 primary and lower secondary students per year over the life of the project.

35. School canteens will be established by the respective CGS at the school level in collaboration with the decentralized MEN entities. The communes (*collectivites territoriales*) will provide space based on the circumstances and assign the management responsibilities to the CGS. MEN through the CNCS will provide kitchen equipment and funds to be managed by the CGS. Direct transfer of funds will be made for distribution to schools based on the agreed allocations per child. Funds will be transferred to CGSs which have the ultimate responsibility for purchasing food staples and managing the school canteen. A supervision mission comprising staffs from the academy, the ministry, and *collectivites territoriales* will be regularly conducted in the secure regions of the country to assess effectiveness of transfers to CGS and the functioning of canteens at the school level. During these field missions, a communication campaign will be conducted to inform the community about funds transferred and ensure social accountability. Reports issued by supervision missions will be consolidated by the academy and shared at the central level in the *Cadre Partenarial*. In the insecure regions of the country, the project will explore the use of NGOs that have the expertise.

36. The project will also explore the expansion of a user-friendly digital application tool that has been developed and tested under the Education for All Emergency Project to monitor the school feeding intervention, including the efficient transfer of funds to the beneficiary schools.



37. **Activity 2. Sensitization and awareness raising.** In line with ongoing activities supported by the regional SWEDD and based on global best practices on programs for girls, the project will also support sensitization and awareness-raising activities through training of CGSs, in particular, *les Associations des Mères Educatrices*, to increase girls' participation and retention in school in targeted areas with the most deficit in terms of girls' transition to and retention in secondary education.

38. **Scope and beneficiaries.** This subcomponent will be national in scope and will directly benefit over 10,000 students with the provision of school meals.

39. **The MEN units responsible for implementation** are the National Directorate in charge of basic education (*Direction Nationale de l'Enseignement Fondamental*)/National Directorate in charge of secondary education (*Direction Nationale de l'Enseignement Secondaire General*).

**Component 3: Strengthening the Governance and Resilience of the Education System (US\$39.39 million - IDA US\$12.60 million, GPE country allocation US\$10.87 million, GPE accelerated funding US\$9.14 million, GPE COVID-19 accelerated funding US\$6.78 million).**

40. This component aims to respond to the COVID-19 global health pandemic, strengthen the decentralized education management system, the institutional capacity, and the M&E system. The component consists of three subcomponents: (a) Improving Education Service Delivery and the Resilience of the Education System; (b) Supporting the Education Sector's Response to COVID-19 Actionable Analytics; and (c) Improving Evidence-based Decision-making through the Use of Actionable Analytics.

***Subcomponent 3.1. Improving Education Service Delivery and the Resilience of the Education System (US\$23.62 million – IDA US\$3.61 million, GPE country allocation US\$10.87 million, and GPE US\$9.14 million accelerated funding)***

41. This subcomponent aims to address the issue of weak management and supervision of education services at the grassroots level. Using an investment financing approach, the subcomponent will finance activities to enhance (a) better school-based management, including (1) effective implementation of SIPs and (2) (i) monitoring of school activity in conflict-affected areas; (ii) training of CGS members and school principals; and (iii) payment of contractual teachers' salaries and (b) smart solutions to address school closures in conflict-affected areas. The GPE-accelerated funding will solely support the expansion of the planned innovative solutions to address school closure in areas affected by conflict and fragility. The subcomponent will be partly PBC based.

#### **(a) Activity 1. School-based management**

42. In close collaboration and complementarity with the World Bank-financed Mali Fiscal Decentralization for Better Service Delivery Project,<sup>26</sup> the subcomponent will finance (1) the enhanced implementation of SIPs in around 400 schools in 100 communes targeted by the abovementioned

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<sup>26</sup> The Mali Fiscal Decentralization for Better Service Delivery Project will provide administrative support to CGSs in 100 targeted communes to enhance the management of school grants. MIQRA will complement this effort by directly providing technical support to the same CGSs in these targeted communes for the effective implementation of their SIPs and enhance their resilience to potential insecurity situations.



decentralization project, which will support the establishment of CGSs in these schools, following the JICA-supported model which has been tested and already implemented in more than 1,200 schools across the country and (2) (i) monitoring of school activities especially related to security, student and teacher attendance, girls' enrollment and participation, and school canteens and contracting of an experienced NGO by the ministry to design and implement this activity; (ii) the training of CGS members and school principals, and (iii) payment of contractual teachers' salaries. In addition to the standard training provided to CGS members and school leads, the project aims to enhance the capacity of communities to be resilient in situations of crisis and ensure a safe and friendly school environment as well as address the educational needs of moving populations. CGS members will be trained on how to better respond to crisis situations and keep children in school. At the upper secondary level, each secondary school will set up a CGS based on the existing model at the primary education level and adapt it to the reality of secondary education (as discussed in Component 1).

#### **(b) Activity 2. Solutions for School closure in conflict-affected areas**

43. The subcomponent will finance innovative solutions to address school closure in areas of conflict to strengthen the resilience of the education system. To help address the issue of displaced teachers due to the crisis, the project will finance the design and implementation of appropriate measures that would allow children to continue schooling in crisis situations. The subcomponent will finance (a) distance learning interventions through the development of digital teaching content, provision of equipment, and remote training of teachers and education sector actors; (b) school health and hygiene interventions to support students and teachers; (c) provision of school supplies, food for canteens, and salaries for contractual teachers; (d) acquisition of tablets and interactive boards for students in unsecured areas; (e) the construction of and equipment for approximately 40 classrooms in existing educational establishments receiving students from unsecured areas; (f) the rehabilitation of classrooms as well as the establishment of pop-up schools for internally displaced populations in secured areas surrounding conflict-affected regions; (g) the provision of equipment, supplies, and operating costs to the Recipient's technical committee in charge of managing schooling in unsecured areas; and (h) the provision of support to nonprofit organizations to organize and supervise schooling in unsecured areas. A hackathon will be launched to bring together technology start-ups to propose digital solutions for continuous schooling in crisis situations. In addition, the project will support the integration of peace education as a potential long-term solution to address intercommunity conflicts.

44. **Activities supported by the GPE regular accelerated funding.** The GPE accelerated funding will solely support the expansion of the planned innovative solutions to address school closure in areas affected by conflict and fragility. More specifically, the GPE accelerated funding will finance the following activities among the proposed interventions: (a) the construction of 240 classrooms (pop-up schools (*Ecole Mobile*) and temporary classrooms (*espace temporaire d'apprentissage*) in areas affected by conflict and fragility; (b) the rehabilitation of 1,188 classrooms in primary and lower secondary schools (*Le Fondamental*) located in areas affected by conflict and fragility; (c) the acquisition of digital equipment and the production and dissemination of digital content for remote learning programs aimed at ensuring school continuity; (d) the provision of 68,300 school supplies (*kits scolaires*) for primary and lower secondary students in unsecured areas; (e) the provision of food supplies to existing school canteens in unsecured areas to cater to 45,000 students per year (annual rations); (f) the provision of kitchen equipment to 150 school canteens in unsecured areas; (g) the training of 3,000 CGS members and school



directors on school health and sanitation; and (h) the provision of equipment, supplies, and operating costs to the technical committee in charge of managing schooling in unsecured areas. These school continuity activities supported by the GPE accelerated funding will be implemented in the first 12 months of project implementation.

45. Using performance-based financing, this subcomponent will partly finance project expenditures (as indicated in Section III) in support of improving equity, efficiency, and learning in primary and lower secondary education service delivery. The release of US\$6.184 million of GPE grants will be linked to the achievement of specific PBCTs related to the agreed to PBCs (as detailed in Annex 5).

46. **Scope and beneficiaries.** This subcomponent will target the 100 communes already identified by the Mali Fiscal Decentralization for Better Service Delivery Project nationwide as well as insecure areas of the country affected by conflict and fragility. It will directly benefit 5,000 CGS members and teachers and students in insecure areas. In addition, with support from the GPE accelerated grant, the subcomponent will directly benefit 680,000 students, 10,000 teachers, and 3,000 CGS members and school directors in the north and central part of the country affected by conflict and fragility.

47. **The MEN unit responsible for implementation** is the Decentralization/Devolution of Education Support Unit (*Cellule d'Appui à la Décentralisation/Deconcentration de l'Éducation-CADDE*).

***Subcomponent 3.2. Supporting the Education Sector's Response to COVID-19 (US\$6.78 million - GPE COVID-19 accelerated funding)***

48. This subcomponent aims to support the Government's education sector response to address the COVID-19 pandemic. Using an investment financing approach, the subcomponent will finance the necessary COVID-19 response measures in line with the Government's approved strategy and identified priority actions structured around its main two pillars: (a) Pillar I: Ensuring the continuity of learning in a protective and inclusive environment and (b) Pillar II: Preparing the reopening of schools in a safe and inclusive environment.

**(a) Activity 1. Continuity of learning in a protective and inclusive environment**

49. The subcomponent will support a range of activities aimed at ensuring the continuity of learning during the pandemic. These include (a) enhancement of the urgently established remote learning platforms within MEN in the aftermath of the pandemic; (b) development of digital teaching content for each education level in full alignment with the existing curricula; (c) establishment of a virtual library with an inventory of national and international teaching resources to be used for remote learning programs to be delivered through existing channels (radio, television, mobile phone, and internet); (d) development, printing, and distribution of teaching and learning materials adapted to remote learning programs for each education level to complement remote learning programs; (e) establishment of a recording studio at the central level; (f) provision of necessary support to allow equitable access to remote learning programs and platforms (such as the provision of radio sets to disadvantaged households, contracts with community radios and internet service providers, and planification of broadcasts); (g) development and dissemination of gender-sensitive prevention, protection, and psychosocial support messages against violence, abuse, and exploitation as part of the remote learning programs as well as through WhatsApp



to reach key target groups (teachers and principals); (h) development and dissemination of gender-sensitive sensitization messages targeting children, parents, religious and community leaders, and the entire community to promote continuity of learning with a special focus on girls and most vulnerable children; (i) establishment of psychosocial support programs for children (including girls, internally displaced/returnee children, and children with disabilities), parents, and teachers; and (j) M&E of COVID-19 response activities.

**(b) Activity 2. Reopening of schools in a safe and inclusive environment**

50. The subcomponent will support a range of activities aimed at preparing the effective reopening of schools. These include (a) implementation of the COVID-19 prevention and control protocols including the printing and dissemination of information related to hygiene practices, social distancing measures, and emergency contacts; (b) equipment of schools with handwashing and hygiene kits and a thermo flash; (c) training of teachers and CGS members on prevention and symptoms of COVID-19 and hygiene practices aligned with safe school protocols as well as on psychosocial support to students adapted to the COVID-19 context; (d) sensitization and awareness campaigns to mobilize parents, caregivers, and community leaders on reopening of schools and children's full participation and 'back to school'; and (e) establishment and implementation of remedial education, accelerated learning programs, and revision of the academic calendar and examination schedules to allow effective school continuity.

51. **Scope and beneficiaries.** This subcomponent will be national in scope and will directly benefit 1.5 million people (including 500,000 students in public preprimary, primary, and lower secondary schools, 15,000 primary and lower secondary teachers, and approximately 1 million parents from 250 decentralized entities and 2,500 schools).

52. **The MEN units responsible for implementation** are the National Directorate in charge of basic education (*Direction nationale de l'enseignement fondamental*) and National Directorate in charge of secondary education (*Direction nationale de l'enseignement secondaire*). Some activities under this subcomponent will be entrusted to UNICEF through a special agreement, as a key actor already fully engaged in the fight against the COVID-19 pandemic in Mali and as a leader of the emergency cluster in the country.

**Subcomponent 3.3. Improving Evidence-based Decision-making through the Use of Actionable Analytics (IDA US\$8.99 million)**

53. This subcomponent aims to address the lack of data management both at the central and decentralized levels and institutional capacity building at all levels. Using an investment financing approach, the project will support the key activities detailed in the following paragraphs.

54. **Activity 1. Harmonized and integrated EMIS.** The subcomponent will support the consolidation and integration of the different existing EMISs at the central and decentralized levels for more accurate data production and improved decision-making. Building on what already exists, the project will finance the necessary technological solutions to ensure the convergence of the multiple data systems scattered in the different departments and units within MEN into a holistic and integrated platform including the database run by the CPS in charge of the production of the statistical yearbook, the teachers database run



by the Human Resources Department, which covers the whole spectrum from preprimary to tertiary education, the data management system on in-service teacher training for preprimary and primary teachers run by the National Directorate of Teacher Training (*Direction Nationale de l'Enseignement Normal*), the financial statistics system managed by the Directorate of Finance and Procurement (*Direction des Finances et du Matériel*), and the most recently established PGI under the ongoing Higher Education Support Project which includes a unique identifier for each student. The project will explore the expansion of PGI to the basic and secondary subsectors. Establishing a unique identifier for each student and teacher in the entire education system will also be a game changer to address the ongoing issue of ghost students and ghost teachers hindering the education system.

55. **Activity 2. Data-related institutional capacity building.** The subcomponent will further finance regional education bureaus to (a) collect and analyze data and produce a regional statistical yearbook summarizing results achieved in their respective regions and (b) promote the effective establishment of CGSs.

56. **Scope and beneficiaries.** This subcomponent will be national in scope and will benefit 100 direct users of the EMIS as well as all the members of the education system.

57. **The MEN unit responsible for implementation** is the CPS.

#### **Component 4. Contingent Emergency Response (IDA US\$0)**

58. A contingent emergency response fund, in accordance with the IDA Immediate Response Mechanism, will allow to provide an immediate response to an eligible crisis or emergency, as needed. The fund will enable the effective implementation of flexible and adaptable measures in a situation of crisis in line with the needs of displaced populations. Given the evolving nature of the school closure phenomenon, the 2PFU team will work closely with the education cluster led by UNICEF to provide just-in-time support in areas of conflict and insecurity. A CRM will be developed for activities to be financed under this fund, detailing streamlined FM, procurement, safeguards, and other implementation arrangements as necessary.

#### **Component 5. Strengthening M&E and Supporting Project Management (US\$5.91 million - IDA US\$3.93 million and GPE country allocation US\$1.97 million)**

59. The objective of this component is to support project management, M&E, and TA and capacity-building activities, carefully selected and designed to ensure efficient and effective management of project implementation and the achievement of the PBCs. Using an investment financing approach, the component will finance activities as detailed in the following paragraphs.

60. **Activity 1. Project management related support.** This component will finance project operating costs for the 2PFU covering, among others, non-salary personnel costs associated with seconded staff; the hiring of supporting-role TA; equipment, supervision costs (transportation and per diems), and expenses related to the execution of the project's administrative, fiduciary, M&E, and reporting functions; and expenses related to the monitoring of environmental and social aspects. The component will also finance TA for specific activities, such as data collection, school construction, school feeding management,



and analytical studies to generate more evidence and knowledge for the education system. Further, this component will finance any third-party verifications required to verify PBCTs achievements, as amplified in the PBC verification protocol. It will further finance capacity-building activities to strengthen the ministry's M&E, environmental and social, and fiduciary functions. In addition to the GPE support for effective project implementation and supervision, the World Bank will contribute 30 percent of the project's supervision costs throughout the life of the project.

61. **Activity 2. GEMS.** Given the security context, a suitable M&E system will be designed and implemented to better monitor project activities in hard-to-reach beneficiary areas. The project will put in place low-cost technological solutions for real-time digital data collection for improved project monitoring and supervision in close collaboration with the GEMS team. The project will use data collection tools, such as KoBo Toolbox, designed to work in difficult conditions.

62. **Activity 3. IBM.** The project will also integrate IBM in close collaboration with the Poverty Global Practice. This activity will monitor beneficiaries (direct, indirect, and intermediaries) of the project starting at the beginning of implementation with the objective to improve project efficiency and increase beneficiary satisfaction and beneficiary engagement. IBM is implemented by the Poverty Global Practice team to collect information on project implementation across all sectors, even in insecure settings. It is light, low-cost, and rapidly complements project supervision. The approach is problem oriented and provides feedback to project teams through different iterations with the aim of catalyzing improvements in project implementation. IBM collects data directly from beneficiaries but keeps data collection efforts to a minimum by relying on few research questions and small samples. IBM will be used to collect data to identify shortcomings that can hinder implementation of the project. While a traditional M&E system will be used to continuously monitor overall implementation progress and produce voluminous progress reports every six months, IBM will produce short reports, will be repeated as often as needed, and will focus on diagnosing specific barriers to effective implementation.



### Annex 3: Adjustments to the Mali country program in response to COVID-19

#### The COVID-19 Context in Mali

1. **This note summarizes the World Bank Group (WBG) Mali country program's response to impacts of the COVID-19 pandemic**, in line with the broader WBG COVID-19 Approach Paper - *"Saving Lives, Scaling-up Impact and Getting Back on Track"*.

2. **Health impact.** The first case of COVID-19 was reported in Mali on March 25, 2020. The initial spread of COVID-19 in Mali was relatively slower than in other African countries and worldwide, with an incidence of 2.5 per 10,000 people in November 2020. However, in late December 2020, Mali experienced a second wave of COVID-19, seeing a spike in the number of contagions which overall tested the preparedness of the local health services to address the pandemic. As of January 21, 2021, Mali registers 7,880 cases with 317 confirmed deaths. This represents an increase of 63 percent of cases and 100 percent of deaths since November 30, 2020.<sup>27</sup>

3. **Economic impact.** Mali's economy has been significantly impacted by COVID-19 and aggravated by the *coup d'état* which took place on August 18, 2020. Real GDP growth is projected to *decelerate* from an average of 5.7 percent during the 2014-19 period to -2.0 percent in 2020. This contraction is mainly explained by the collapse of global demand and domestic containment measures induced by the pandemic, the socio-political instability that culminated in the military coup in August 2020, the subsequent ECOWAS trade and financial sanctions (freezing of financial transfers and closure of Mali's ECOWAS borders), and the collapse of cotton production due to low farmgate prices at the beginning of the season in relation to historically low international cotton prices in March/April 2020.

4. **Fiscal pressure and budget management.** Lower tax collection and higher expenditure linked to security and the COVID-19 response measures have increased the financing requirements as compared to the original 2020 budget; consequently, the fiscal deficit in 2020 would go beyond 3.5 of GDP as indicated in the original budget plan. The teacher's strike will also push up the public wage bill by 1.3 percent of GDP in 2020-21. The revised budget law (amended in May and adopted in September 2020) factored in developments as of September 2020 and projected an increased budget deficit of 6.2 percent. The debt-to-GDP ratio is projected to increase from 40.5 percent in 2019 to above 45 percent in 2020, although the risk of debt distress should remain moderate. Due to delayed support from a wider international community, the authorities eventually curbed expenditures (especially in investment) to confine the deficit within 5.5 percent of GDP (instead of the 6.2 percent in the revised budget law), while remaining committed to the COVID-19 support measures adopted in April 2020. The deficit is financed through external loans and increased domestic borrowing.

5. **Poverty impact.** The economic shocks (COVID, coup and insecurity/fragility) have been particularly hard on informal employment among the urban poor and on food security among the rural poor. The COVID-19 pandemic combined with political instability might reverse the recent progress in reducing poverty. Given the rapid demographic dynamics, a 2 percent GDP contraction in 2020 will translate into a 5 percent reduction in per capita income. While extreme poverty (measured at US\$1.9/day

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<sup>27</sup> Data from World Health Organization (WHO) report on January 13, 2021.



in 2011 PPP terms) had slowly but gradually decreased to 42 percent in 2019, poverty is projected to increase for the first time in years by up to 3 percentage points in 2020; that is more than 570,000 additional poor. Despite the substitution to other crops, the 75 percent drop in cotton cultivation has directly cut employment and income in rural areas and pushed many more into poverty. COVID-19 also heavily impacted private sector (particularly Small and Medium Enterprises (SMEs) many of which had to let go their employees as a result.

6. **The Government was swift to announce containment measures and prepare an emergency response plan to curb the impact of the pandemic.** At the onset of the first COVID-19 case in Mali on March 25, 2020, the GoM took quick measures to contain the spread of the disease, including closing airports, borders, schools and recreational areas, limiting gatherings, instituting a curfew and making mandatory the use of face masks (one mask per Malian). Subsequently, the Government presented its COVID-19 National Emergency Plan to prepare for and respond to the sanitary, social, and economic impacts of the pandemic. Given the somewhat limited spread of COVID-19 in the initial months, the GoM relaxed some of these measures in May 2020 (e.g., removed the curfew and borders reopened in July 2020). As the second wave of COVID-19 hit Mali in December 2020, authorities introduced a second set of measures to control the pandemic including the reinstatement of the state of emergency on December 19, 2020 for 10 days, and then extended it to June 26, 2021. In addition, court hearings were suspended, schools and universities were closed (until January 4 then extended to January 25), gatherings limited to 50 people, and home-based work instituted for firms with more than 50 employees. The Government's measures also included support of water and electricity bills and food distribution.

### **WBG Response and Adjustment to the Country Program**

7. **In line with the larger WBG crisis response to COVID-19 and with the recommendations from the World Bank OP 7.30 mission concluded on November 2020, the Mali program is being adjusted to support the GoM's response to the COVID-19 crisis to support relief and resilient recovery.** Despite slowdown in the rollout of the World Bank program due to the coup d'état, FY19 delivery remains ambitious with the planned preparation of the eligibility note to seek access to the IDA19 Prevention and Resilience Allocation (PRA), and frontloading of up to 43 percent (US\$581 million) of the US\$1,342 million in the combined performance-based allocation (PBA) (US\$767 million) and the planned PRA (US\$575 million) envelopes for Mali under IDA19.

8. **Phase 1- Relief:** Several operations have been prepared or are being finalized to provide relief and strengthen resilience of country in response to the COVID-19 shock. In particular:

- ✓ A COVID-19 Strategic Preparedness and Response Plan MPA financing (US\$25 million) was approved in June 2020 to strengthen the capacity of the GoM to prepare, prevent and respond to the COVID-19 pandemic. It includes support for testing, decentralization of the response, financing of health facilities' treatment costs, cash transfers to affected families, and incentive payments for frontline health workers.
- ✓ An additional financing to the Safety Net Projects (*Jigisèmèjiri*) (US\$5 million and €10 million) is being finalized to support poor and vulnerable households with monetary transfers largely



leveraging digital payments, and accompanying measures including labor-intensive public works and income-generation activities.

- ✓ The MIQRA Project (US\$80 million and US\$60.7 million grant from the GPE) has been negotiated and is scheduled for presentation to Board on February 17, 2021. Through the provision of school health education and hygiene interventions, this project will focus on improving sanitation and hygiene practices for teachers and students.
- ✓ Furthermore, the World Bank had planned for an emergency Development Policy Operation (DPO) to support the GoM in addressing the impact of the pandemic. This DPO included provisions such as (i) expanding access to COVID-19 healthcare services and incentivizing frontline COVID-19 health workers; (ii) supporting the poor and vulnerable households by scaling and streamlining the social safety nets system; and (iii) supporting public (electricity and water) service continuity. Following the August 18, 2020 coup d'état, the emergency DPO was cancelled, but the World Bank will maintain the dialogue with the Government around the key reform areas being considered under the emergency operation.
- ✓ IFC: As part of its global response to COVID-19, the International Finance Corporation (IFC) provided financial support to its existing clients including providing relief to Medium and Small Enterprises. IFC's interventions amount to approximately US\$15 million.

**9. In addition to new operations, the World Bank supported the GoM in its response to COVID-19, through the following existing operations:**

- ✓ The Contingent Emergency Response Component (CERC) component of the Drylands Project (P164052) was activated with an additional financing (US\$12.5 million) from the World Food Program to provide emergency food assistance to 650,000 people.
- ✓ The Governance in Mining Sector Project (P164242) (US\$40 million) provided support to mining associations to limit the spread of COVID-19 to mining sites, by providing protection equipment including hand-washing kits, gloves, soaps, hydroalcoholic gels. The project covered 23 municipalities and reached more than 2,200 direct beneficiaries in the three regions of Sikasso, Kayes and Koulikoro.
- ✓ The Urban Water Supply Project (P122826) (US\$130 million) addressed the impacts of the pandemic by providing social household water connections that increased access to safe water services, which is key to safe hand-washing and improved hygiene practices, and therefore critical to prevent the spread of infections. From May to December 2020, the project provided access to safe water to over 161,500 people in Bamako.
- ✓ The Mali Support to Agroindustrial Competitiveness Project (P151449) (US\$30 million) conducted a campaign of sensibilization on hygiene measures for the mango value chain.
- ✓ The school closures due to COVID-19 became an opportunity to use alternative learning solutions. The team has built on the key achievements of the Higher Education Support Project (P151318)



(US\$33 million) to propose a sustainable remote learning solution. A web/mobile distance learning platform and data centers have been made available to host digital content. Free and open-source digital educational resources are also available online in French (and in English) for all existing courses offered. After an initial nationwide closure of schools on March 18, 2020, schools reopened in Mali on September 14, 2020 followed by a second closure on December 15, 2020 due to the continued threat of the COVID-19 pandemic. To date, all schools have reopened on January 25, 2021.

10. **Phase 2- Restructuring:** In line with the recommendations from the OP7.30 mission which the World Bank conducted after the August 2020 coup d'état and the PRA requirements, the Country Management Unit has envisaged restructuring its portfolio and rechanneling resources towards vulnerable households and addressing the overall impacts of COVID-19.

- ✓ The design of the new MIQRA project has been further strengthened to address the challenge posed by school closures through the delivery of distance learning programs for continued education and remote training of teachers and education sector actors.
- ✓ The Deployment of State Resources for Better Service Delivery Project (P164561) has been restructured to better support the needs of local governments in their COVID-19 responses. Two new subcomponents (US\$17 million) were introduced to directly support local governments in monitoring the spread of the virus and ensuring the delivery of much-needed hygiene kits to local communities.
- ✓ IFC: IFC's interventions will focus on improving financial sustainability and offtake creditworthiness of power utility (EDM-SA), supporting regulatory reforms in the telecom sector, and digitalizing agriculture value chains. IFC's interventions in this phase is expected to amount to US\$37 million.

11. **Phase 3- Resilient Recovery:** The support to resilient recovery is being organized through the new MIQRA operation discussed earlier as well as the following two new operations:

- ✓ The Promoting Access to Finance and Income Generating Opportunities in Mali (P168812) (US\$60 million), scheduled for Board approval in March 2021, will focus on providing relief to SMEs (especially those impacted by COVID-19) and strengthening financial services to build a more resilient financial system and support SMEs in the recovery phase.
- ✓ The Bamako Urban Resilience Project (P171658) (US\$250 million), with presentation to the Board planned for June 2021, will contribute to economic recovery through provision of opportunities for digital work for vulnerable youth, already being undertaken under project preparation activities; and to resilience, through investments in solid waste management and sanitation, along with community infrastructure, such as drainage, public spaces and neighborhood upgrading. The project will also address vulnerability to future disaster shocks, such as climate- as well as health-induced risks.



- ✓ The previously referenced MIQRA Project will enhance the resilience of the education system including the design and implementation of COVID-19 relief, recovery, and resilience measures. Such measures aim to ensure the continuity of learning and to prepare the reopening of schools in a safe and inclusive environment including those affected by conflict with alternative educational models. The project's focus on girls' education will strengthen women's empowerment and support a more productive workforce.
- ✓ The resilience of the social protection system, particularly for future emergency cash transfers, will depend on a continued investment in the Unified Social Registry and digital payment systems. The ongoing safety net project (Jigisèmèjiri) is expected to be scaled up through a new operation that will further complement support provided through the relief and recovery phases.
- ✓ As the Government discusses potential emergency cash transfers in response to the on-going crises, tools such as the Unified Social Registry and digital payment mechanisms can be leveraged to support the response in the relief and recovery phases through the Jigisèmèjiri project.
- ✓ IFC: IFC interventions during this phase will be most substantial and focused on bridging the infrastructure gap via increased private sector participation, including promoting sustainable infrastructure such as renewables. The interventions will also prioritize the agriculture and agribusiness subsectors through the promotion of agricultural productivity gains and diversification, value chain professionalization, digitization and commercialization – including via Special Economic Zones (SEZ). In addition, IFC will focus on inclusive finance aimed at accelerating financial inclusion of underserved segments (including women and rural areas) via mobile money/digital solutions and medium, small and micro enterprises lending. A final area of IFC support will focus on business climate, with emphasis on promoting business environment reforms (PPP, SEZ, commercial courts). IFC's interventions are expected to amount to nearly US\$1 billion over the next 5 years.

12. **The World Bank is adapting its portfolio supervision efforts to ensure timely implementation and results despite COVID-19 disruptions.** COVID-19 restrictions have compounded access challenges in remote or conflict-affected zones due to security issues. World Bank teams have adapted supervision approaches, utilizing technology (including GEMS) and alternative means to continue interface with the clients and monitoring of project activities. Project implementation units have also strengthened and adapted their telecommuting and teleconferencing equipment and facilities to promote social distancing in offices and to work virtually where possible.

**Selectivity, Complementarity, Partnerships**

13. **The World Bank's response to COVID-19 is closely coordinated with the International Monetary Fund, UN, African Development Bank, and other DPs active in Mali.** The World Bank has closely coordinated its health and social protection response with UN specialized agencies. In addition, the World Bank and AFD have jointly financed the social safety nets and the Embassy of Denmark has support private sector interventions. The World Bank continues to re-calibrate its existing portfolio and adjust the pipeline in line with COVID-19, PRA priorities and the OP7.30 recommendations.



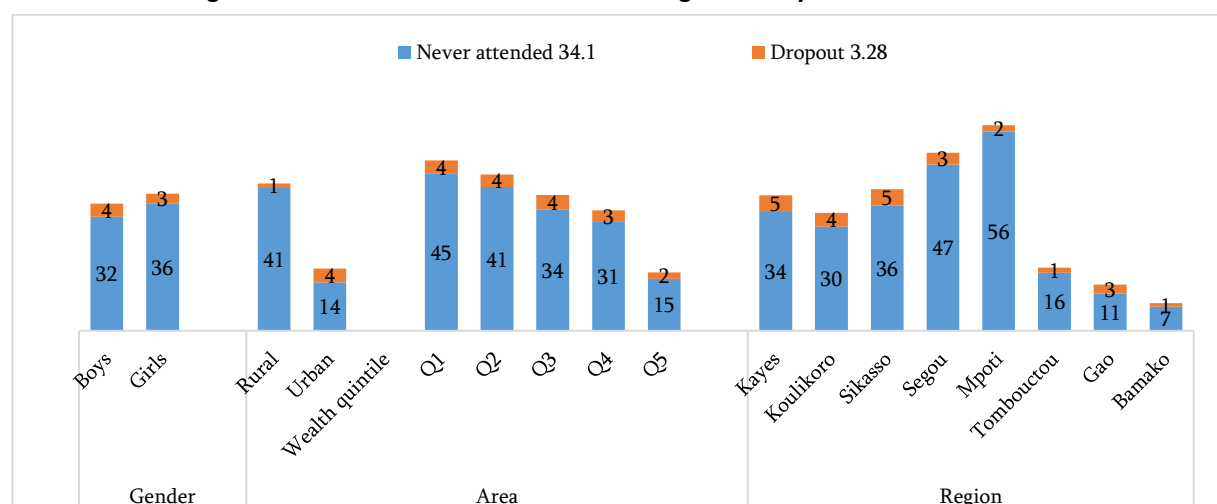
## Annex 4: Economic and Financial Analysis

1. This annex summarizes the economic argument for investing in the MIQRA Project and estimates the economic IRR on education. First, an analysis of key sector issues, the reasons for investing in the education sector as well as the returns to education are provided. This analysis (a) highlights key alarming issues in education; (b) investigates links between educational outcomes and the labor market; (c) examines whether Mali's labor market provides a positive signal that investing in education yields important returns to both individuals and households; and (d) provides the rationale for investing in education in terms of access, equity, and private benefits of education. Second, the cost-benefit analysis of the proposed project is provided, including a sensitivity and fiscal sustainability analysis.

### Challenges

2. Out-of-school children is one of the key challenges in Mali, with about 37 percent of primary school-age children (ages 7–12) not attending. The out-of-school incidence varies largely across regions and socioeconomic status. In 2016, many out-of-school children (ages 7–12 years) had never been in school. Figure 4.1 shows the breakdown of the out-of-school incidence by gender, area, wealth quintile, and region, illustrating variations within regions and socioeconomic status. For example, the out-of-school rate is lower in Bamako, at 8 percent, while it reaches 58 percent in Mopti. Also, the out-of-school rate is higher for girls (39 percent) than boys (36 percent) and is lower for children coming from wealthy households Q5 (17 percent) as opposed to children from poorer households Q1 (49 percent). If this chronic issue is not adequately addressed, the low education profile of the labor force will persist and will negatively affect the current economic performance driven by global competition skills.

Figure 4.1. Out-of-school Rate for Children Ages 7–12 by Socioeconomic Status



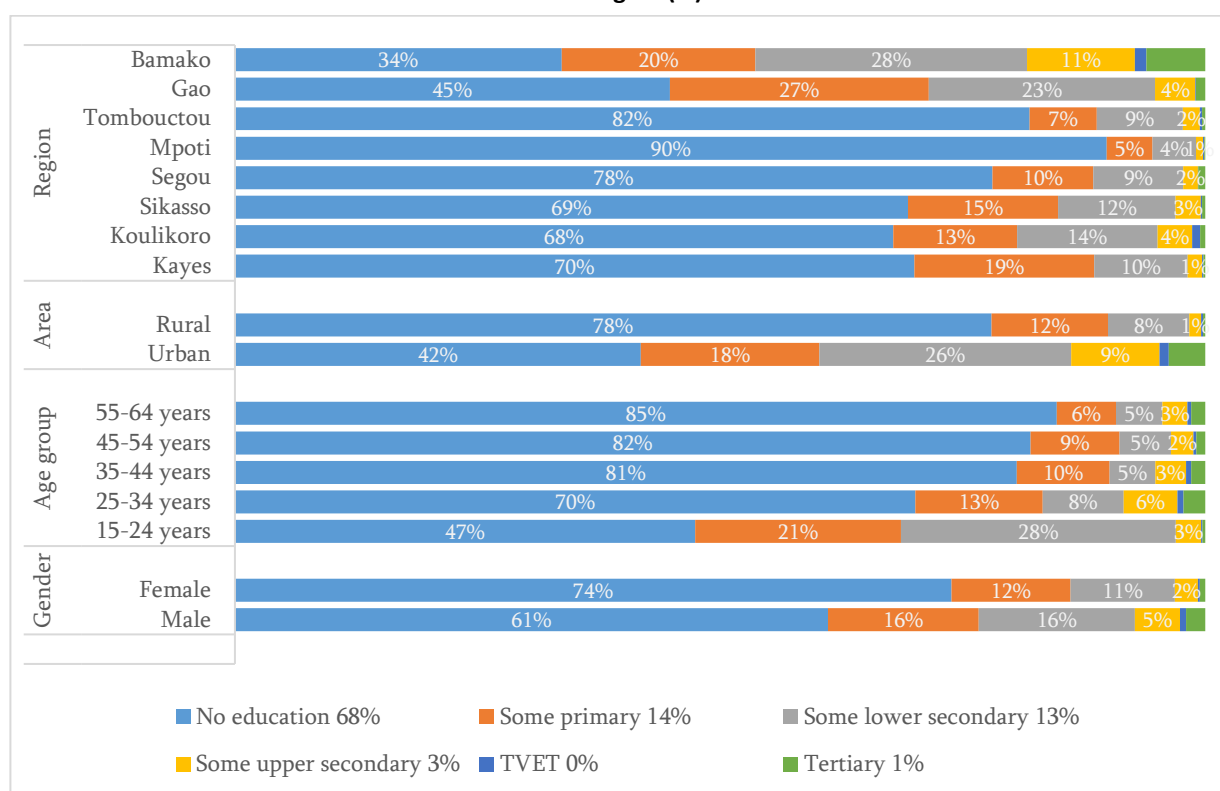
Source: Authors' estimations based on 2016/2017 EMOP

3. The working-age population in Mali is characterized by a very low educational attainment. On average, more than half of the working-age population (ages 15–64 years) in Mali has no formal education—a concern for future economic growth and global competitiveness. About 68 percent of the Malian working-age population has no formal education and this varies significantly across age groups.



For instance, 47 percent of the youth cohort (ages 15–24 years) has not received any formal education—a significantly lower proportion than the adult cohort (ages 55–64 years) with no formal education which stands at 85 percent. When the distribution of the working-age population is disaggregated by gender and geographic location, the following are evident: (a) there are relatively more women (74 percent) than men (61 percent) who have not received a formal education and (b) rural areas have higher proportions of the working-age population (78 percent) with no education compared to urban areas (42 percent). This suggests that the labor market is likely composed of workers with low skills who have not completed primary education, and this increases the likelihood of working in the informal and weak productivity sectors. (Figure 4.2).

**Figure 4.2. Distribution of the Working Population by Level of Education in Terms of Age Group, Gender, Area, and Region (%)**



Source: Authors' estimations based on 2016/2017 EMOP.

Note: TVET = Technical and Vocational Education and Training.

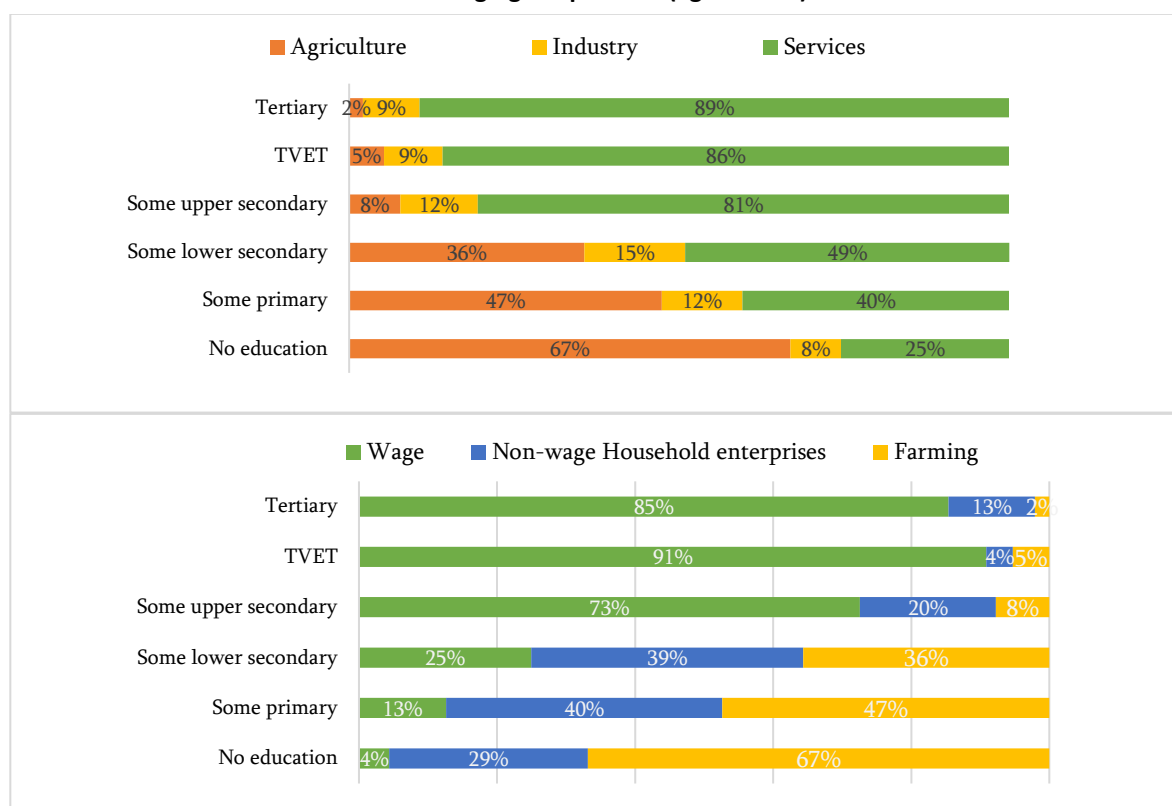
## Returns to Education

4. The type of employment that the labor force is engaged in, is associated with the level of educational attainment. First, more educated individuals tend to work in the service sector because it offers better economic benefits and formal employment (Figure 4.3, top). Only 25 percent of the working-age population with no formal education are engaged in the service sector in comparison to 81 percent for workers who have some upper secondary education and 89 percent for workers with tertiary



education. Second, workers with low levels of education tend to be involved in farming<sup>28</sup> employment, whereas those with higher levels of education tend to work in wage and nonwage household enterprises employment, which represent stable and consistent forms of employment income (Figure 4.3, bottom). On average, 67 percent of workers with no formal education are engaged in farming employment, whereas only 4 percent are involved in wage employment. Wage employment is mainly dominated with individuals having higher levels of education, for instance, 73 percent of individuals with some upper secondary education are involved in wage employment as opposed to only 8 percent who are into farming employment.

**Figure 4.3. Sector or Employment (top) and Employment Status (bottom) by Educational Attainment of the Working-age Population (ages 15–64)**



Source: Authors' estimations based on 2016/2017 EMOP.

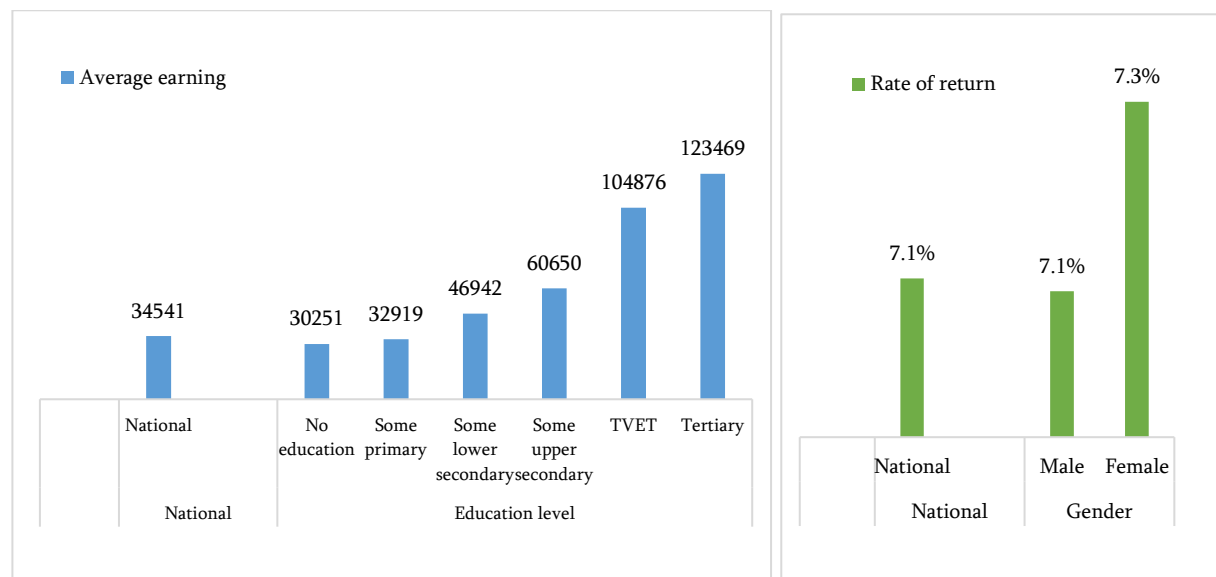
5. In terms of the benefits of education, Mali's labor market signals higher returns and better employment opportunities for higher level of skills. While education has direct and indirect economic and social impacts, this section only focuses on the economic effects. As such, the efficiency of the education sector is measured in terms of the value that education offers through earnings and employment opportunities. As shown in Figure 4.4, higher levels of education are associated with better earnings. The average estimated earnings increase from about CFAF 30,300 for the working-age population with no formal education to CFAF 123,500 for those with a tertiary education level. Additionally, the estimates of

<sup>28</sup>Farming employment refers to workers whose job role is farming in the agricultural sector, while nonwage household enterprises refer to those who are either noted wage employed or engaged in farm employment.



the returns<sup>29</sup> on an additional year of schooling broken down by gender are positive and indicate better return for women. At the national level, an additional year of schooling yields a 7.1 percent return. Educated women are more likely to receive better economic returns than educated men, thereby reinforcing education as a tool to foster equality and promote inclusive growth. For the same amount of education, women have a slightly higher rate of return (7.3 percent) than men (7.1 percent). This suggests that there are less educated women than men in the labor force (Figure 4.4).

**Figure 4.4. Average Monthly Earning in CFAF (left) and Rate of Returns on Additional Years of Schooling by Gender (right)**



Source: Authors' estimations based on 2013/2014<sup>a</sup> and 2016–2017 EMOP.

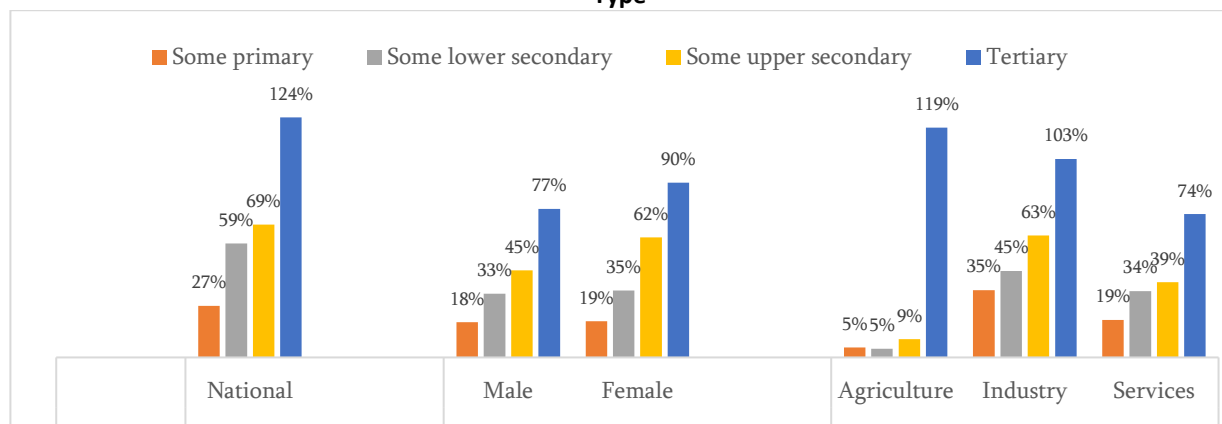
Note: Earnings are estimated based on 2013/2014 EMOP.

6. Higher levels of education are also associated with higher rate of returns as the rate of returns on education increases with each successive level of education attained, confirming that education is a key determinant of livelihoods. At the national level, the rate of returns ranges from 27 percent for primary education to 124 percent for higher education. Higher education is the level that leads to remarkably high returns in all categories: 77 percent for male, 90 percent for female, 103 percent for those who work in the industry sector, and 74 percent in the services industry (Figure 4.5).

<sup>29</sup> The Mincerian rate of return was estimated using average household expenditure based on household head education level as a proxy.



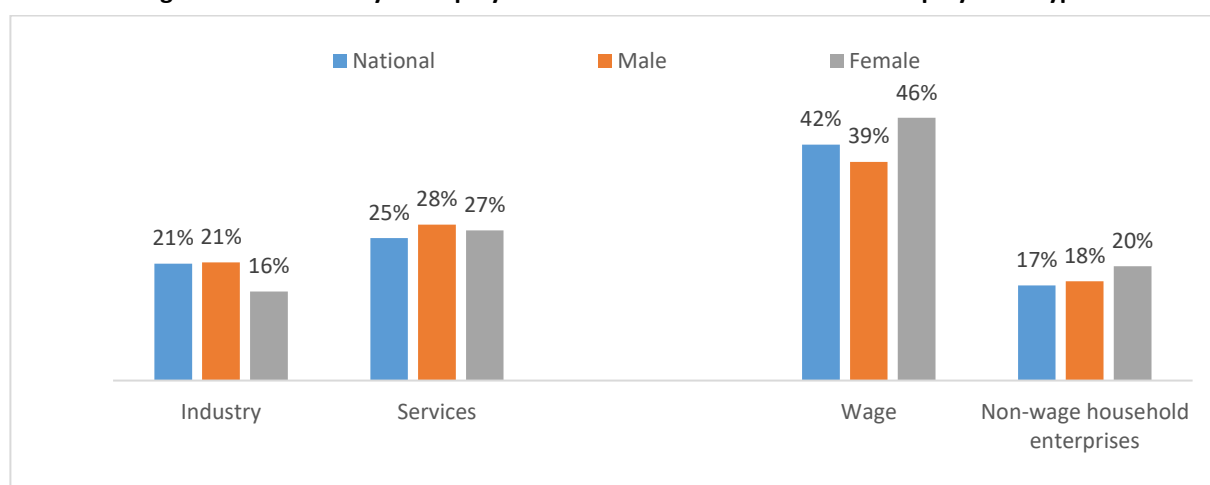
**Figure 4.5. Rate of Returns on Education by Level of Education, Gender, Sector of Employment and Employer Type**



Source: Authors' estimations based on 2016/2017 EMOP.

7. Lastly, education is a strong predictor of wage employment and employment in more productive sectors. It increases the chances of employment in sectors with high returns and gaining contract employment which offers greater stability. An additional year of education increases the probability of working in industry and services by 21 percent and 25 percent respectively, compared to the agriculture sector. Likewise, an additional year of schooling increases the likelihood of working in wage employment and in nonwage household enterprises by 35 percent and 17 percent respectively compared to farming. Additionally, there are minor differences in employment opportunities by gender and the sector of activity. For instance, a man with an additional year of education has a slightly higher likelihood than a woman of finding employment in industry (5 percent more) and services (1 percent more). (Figure 4.6)

**Figure 4.6. Probability of Employment in Better Return Sectors and Employment Types**



Source: Authors' estimations based on 2016/2017 EMOP.

## Cost-benefit Analysis

8. The cost-benefit analysis is employed to estimate the benefits brought by the MIQRA Project as well as the associated costs to assess the economic feasibility. The analysis is tailored based on designing



component-specific interventions, targeting beneficiaries, and quantifying benefits. The cost-benefit analysis only captures the economic benefit streams of the project beneficiaries realized in terms of lifetime earnings because of better learning, as well as the intermediate benefits of the interventions. Semi-tangible benefits are mostly associated with the quality component of the project and estimated based on standard benefit findings from similar interventions in other countries. Overall, the cost-benefit analysis uses two different approaches of benefit stream estimates—access and quality.

9. The first approach of the cost-benefit analysis focusses on access interventions of the project. This section captures the benefits associated with construction of lower and upper secondary classrooms. It is worth mentioning that some of the investments affect both the quality and quantity aspects of the beneficiaries' outcomes and should not be assumed as double counting the benefits.

10. The second approach focuses on the impact of interventions on quality improvement. This examines both the direct and indirect impact of interventions. The impact of direct interventions looks at student learning improvement through the provision of learning materials and learning assessments while the indirect channels of student learning improvement include, for instance, teacher training, curriculum reform, and improving school-based management and capacity-building program. The summary results of the relevant interventions to this project are presented in detail in the following paragraphs.

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

### General Assumptions for Cost-benefit Analysis

12. To derive the cost-benefit analysis, the model makes several assumptions about the project activities, the associated costs, and benefits. The following section presents the model assumption, NPV, and IRR for the project. The key assumptions used are the following:

- **Survival/retention.** Although the project is expected to increase survival rates, the current survival rates are Grade 6: 92.2 percent, Grade 9: 85.7 percent, and Grade 12: 60.3 percent.
- **Rates.** A 15 percent discount rate is used, the inflation rate assumed for the project lifetime is 5 percent, and the maintenance cost assumed for the lifetime of the construction is 7.5 percent. The 2014 official exchange rate is set at CFAF 555.7 per US dollar.
- **Earnings.**<sup>30</sup> A wage rate is estimated for different levels of education and age, using the 2013–2014 EMOP. The earning rate remains the same over the benefit time span.
- **Employment.** The probability of employment remains the same and it is estimated by the level of education using the 2016/2017 EMOP.
- **Life span of the project.** The beneficiaries from the access component of the project engage in the labor market for 40 years and it is 15 years for those benefiting from quality. The schools provide services for 40 years in the base-case scenario.
- **Probability of implementation.** The probability of project implementation used is 63 percent, which is an average of 40 interventions in Latin America.

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<sup>30</sup> The 2016/2017 household survey did not capture earnings; so the estimates from the 2013–14 household survey were used.



13. Table 4.1 presents the cost-benefit analysis results for the base-case scenario which is the optimal level that the project could achieve based on the strictest conservative assumptions. Both the IRR and the NPV of costs and benefits of both access- and quality-related interventions of the project show that the project is economically viable. The present value of the overall project benefits is estimated to be US\$446.54 million while the present value of costs is estimated to be US\$79.28 million. The corresponding NPV of the intervention is US\$367.26 million. The IRR associated with this NPV is 37 percent. Although some benefits are not fully quantifiable to measure the total potential benefit of the project, the NPV of the quantifiable benefits is larger than the NPV of costs, thereby strongly supporting investment in the project.

**Table 4.1. IRR (%) and NPV (Base-case Scenario)**

	Access	Quality	Total
IRR (%)	22.5	39.3	37.0
Discounted cost (present value of costs) (US\$)	25.37	53.91	79.28
O/w project cost (US\$)	20.80	36.99	57.79
Maintained/incremental costs (US\$)	7.49	00	7.49
Present value of incremental benefits (US\$)	96.06	350.49	446.54
NPV (US\$)	70.68	296.58	367.26
Cost-benefit ratio	3.8	6.5	6.1

Source: Authors' estimations based on 2016/2017 EMOP and EMIS.

## Sensitivity Analysis

14. The sensitivity analysis was conducted by changing key assumptions from the already defined assumptions used in the base-case scenario. Given that the above IRR of the base-case scenario is generated based on strict conservative assumptions on the benefits, the sensitivity analysis shows changes in the access and quality of education that could result from implementations of the project under the worst-case and best-case scenario assumptions. To come up with these scenarios, certain assumptions on the benefits and costs associated with the sustainability of facilities and other key parameters are relaxed. Under the worst-case scenario, only project implementation assumptions are relaxed, while additional assumptions on labor market are relaxed under the best-case scenario. Table 4.2 summarizes the key assumptions which have been relaxed. The cost-benefit analysis was re-estimated by changing the main parameters.

**Table 4.2. Summary of the Key Assumptions Considered for the Sensitivity Analysis**

Sensitivity Parameter	Worst-case Scenario	Base-case Scenario	Best-case Scenario
Probability of retention/survival			
Primary (%)	87.2	92.2	97.2
Lower secondary (%)	80.7	85.7	90.7
Upper secondary (%)	55.3	60.3	65.3
Maintenance rate (%)	10	7.5	5
Probability of employment			
Primary (%)	58	68	73
Lower secondary (%)	30	40	45
Upper secondary (%)	51	61	66



Sensitivity Parameter	Worst-case Scenario	Base-case Scenario	Best-case Scenario
Probability of implementation of the project (%)	53	63	73
Life span of the building (Years)	30	40	50
Years in the labor market	30	40	50

Source: Authors' estimations based on 2016/2017 EMOP.

15. The cost-benefit analysis results under the worst-case and best-case scenario assumptions are presented in Tables 4.3 and 4.4. The results show that even under the worst-case scenario, the project is still sustainable. Under the best-case scenario, the IRR reaches 40.3 percent and the benefit-cost ratio turns up to be as high as 8.7. The sensitivity analysis confirms that this project is a good investment and worthy intervention. The monetary return of the project activities is compensated even in the worst economic conditions.

**Table 4.3. NPV and IRR (%) Based on Worst-case Scenario**

	Access	Quality	Total
IRR (%)	18.8	34.8	32.5
Discounted cost (present value of costs) (US\$)	29.64	53.91	83.54
O/w project cost (US\$)	20.80	36.99	57.79
Maintained/incremental costs (US\$)	9.74	0.00	9.74
Present value of incremental benefits (US\$)	63.30	232.05	295.35
NPV (US\$, millions)	33.67	178.14	211.81
Cost-benefit ratio	2.1	4.3	4.0

Source: Authors' estimations based on 2016/2017 EMOP.

**Table 4.4. NPV (and IRR (%)) Based on the Best-case Scenario**

	Access	Quality	Total
IRR (%)	23.8	42.9	40.3
Discounted cost (present value of costs) (US\$)	23.41	53.91	77.32
O/w project cost (US\$)	20.80	36.99	57.79
Maintained/incremental costs (US\$)	5.03	0.00	5.03
Present value of incremental benefits (US\$)	115.26	491.58	606.84
NPV (US\$, millions)	91.85	437.68	529.52
Cost-benefit ratio	4.9	9.1	8.5

Source: Authors' estimations based on 2016/2017 EMOP.

## Fiscal Sustainability Analysis

16. The project is not expected to have a negative impact on the fiscal situation of the Government, as financial sustainability of the project is based primarily on the Government's sustained support to education. The main aim of this project is to expand the existing initiatives by focusing on the most disadvantaged population. Most interventions seek to improve quality and strengthen governance and resilience of the education system, with minor implication on the Government's fiscal space. For example, under the base-case scenario, the discounted value of incremental cost of the project over 40 years is only US\$81.22 million. This cost is smaller in comparison to the discounted value of incremental benefits



(US\$477.44 million) over the same period. However, this does not mean that there is no cost for expansion through the construction of lower and upper secondary classrooms but given that the focus of this project is on quality improvement and capacity building, this project can be sustained without further pressure on government budget.

### **Rationale for Public Sector Provision and Financing**

17. Public sector provision of education services as well as public financing of the education sector are indispensable in Mali. Since 2012, the country has been affected by multiple severe internal conflicts leading the country to be the least developed economy in terms of Human Development Index, GDP per capita, poverty incidence rate, and a low HCI as Mali ranks 153 out of 157 countries. Given the importance of the role of education in peacebuilding and poverty reduction, there is a strong rationale for the Government to intervene in the system to ensure inclusive economic growth and development. For example, the primary access rate for the poorest quintile stands at 62 percent as opposed to 102 percent for the richest quintile. The inequality in access to post-primary education at the regional level is large with most services being concentrated in the capital (Bamako) and major urban areas. Moreover, there exist gender gaps in access to education in Mali as girls register lower access rates than boys. Given the fragile and conflict context, the education system would not be able to thrive without strong public support. In terms of capacity, the Government provides education services to most Malian children at a lower cost and serves the poor more than private schools. The provision of education by private schools is limited to Bamako and major urban areas particularly at the secondary level. Due to the limited provision of public upper secondary schools, the GoM pays school fees for approximately 80 percent of students enrolled in private schools. If current trends persist, it is highly likely that the demand for secondary schools will crowd in the secondary level and the Government needs to be prepared to accommodate the demand to enable the economy to increase its productivity.

### **Value Added of World Bank's support**

18. The World Bank has been supporting Mali's education sector in the last decades and has been one of the main DPs in the sector. The World Bank has a comparative advantage over other DPs given its consistent engagement in the sector and the successful implementation of several education sector projects in the past. Through its over 15 years of experience, the World Bank also has gained a better understanding of the education sector issues and has developed strategies and methods to support the Government most efficiently. The proposed project will leverage the World Bank's experience in neighboring countries as well as lessons learned from previous and ongoing projects in similar settings. The World Bank also conducted several Advisory Services and Analytics to better understand the issues in the relevant subsectors and to provide evidence-based support to the Government. Furthermore, the project is also directly aligned with the World Bank's twin goals of ending extreme poverty and boosting shared prosperity, and the World Bank has global expertise which would successfully support the implementation of the project.



## Annex 5: GPE Variable Part Indicators

1. The project will be financed in part by a GPE grant of US\$44.78 million, following the new funding model introduced by the GPE in 2014 which includes a 'variable part' of at least 30 percent of the allocation intended to incentivize action through an RBF mechanism. The RBF approach is expected to increase transparency and accountability within the education system, and thus is a critical contributor toward the establishment of a more efficient and performance-focused financing structure for the sector.
2. This 'variable part' funding model aims to leverage GPE funding and catalyze transformational policies that will have long-lasting impact on the education sector. Of the overall GPE project financing, the variable part will account for US\$13.71 million. To access resources under the variable part, the client will have to verifiably prove that implementation of preidentified actions will lead to greater impact in the following three key thematic areas (a) equity; (b) efficiency; and (c) learning outcomes, using a set of corresponding indicators that demonstrate transformative sectoral strategies in these three domains. Indicators can be based on process, output, or outcome. A clear link between the strategies and the expected outcomes will need to be proven and the attainment of the indicators will need to be credibly verified. The LEG has been part of the selection process and will be involved in endorsing the indicators chosen by the Government.
3. In this project, the 'variable part' will be used to finance sectoral activities of the project aimed at incentivizing the Government to accelerate transformational reforms and undertake actions within a defined time line and have the funds to support the comprehensiveness of PRODEC II implementation. Each of the chosen indicators will be 'stretch' indicators, that is, be priorities for the Government that will require a concerted effort to achieve (that is, a stretch to reach).
4. The proposed 'stretch' indicators determining the disbursement of the variable part under MIQRA are as follows:
  - (a) For **equity**. Improved participation of girls in lower secondary (*Fondamental II*) (PBC5) as measured by the increase of the percentage of girls in lower secondary.
  - (b) For **efficiency**. Improved transfer<sup>31</sup> of education financial resources to decentralized and local entities (PBC6) as measured by (i) the increase of the share of education budget transferred to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*) and (ii) the increase of the budget credit notification rate (*Taux de notification des crédits*).
  - (c) For **Learning**. Enhanced learning assessment system (PBC7) as measured by (i) the operationalization of the national student assessment unit and (ii) the conduct a learning assessments.
5. These variable part PBCs, their related PBCTs, and their verification process are detailed in the PBC Matrix. In addition, the PIM will iron out the modalities for partial achievement of condition targets. On failure to achieve the agreed to PBCTs, the release of funds will be prorated to the targets achieved

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<sup>31</sup> The term 'Transfer' is a terminology used by the MEFB for 'credits registered (*crédits inscrits*) in the Finance Law (*Loi des Finances*) for decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*).'



except for the proposed PBCT for the 'Efficiency' dimension which will include a sub condition to be measured using a binary unit of measure (that is, yes/no).

### Equity (GPE Variable Part Allocation of US\$5 million)

6. **Challenge.** In Mali, girls are routinely excluded from education and disadvantaged at all levels of education. They either never enroll or quickly drop out of school. Overall, girls benefit from a lower level of schooling with a GER of 72 percent in the first cycle of basic education (F1) (compared to 82.2 percent for boys), 47.5 percent in the 2nd cycle of basic education (F2) (compared to 60.7 percent for boys) and 14.6 percent in general secondary education (compared to 20.7 percent for boys) (RESEN, 2017). The data suggest that efforts to keep girls in school must be expanded beyond the primary school level. This growing concern is reflected in the RESEN (2017) on page 162.

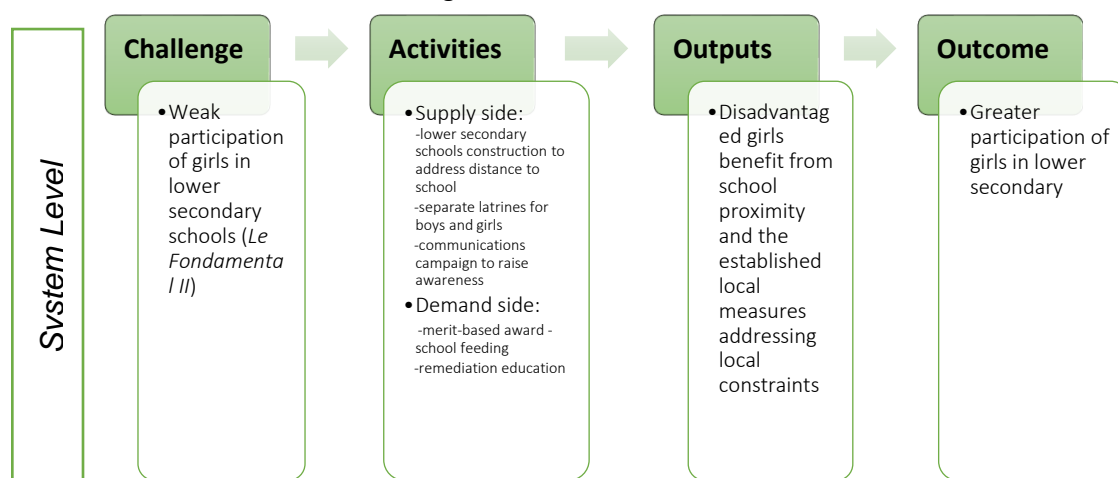
7. **In what way is this a 'stretch' to achieve?** Equitable access to the full cycle of basic education (*Fondamental 1* and *Fondamental 2*) is a key priority for the Government as clearly outlined in PRODEC II. Looking at the progression trend of the percentage of girls in primary schools alone, available data show a stagnant evolution from 46.6 percent in 2014 to 46.43 percent in 2015, 46.42 percent in 2016, 46.64 percent in 2017, and 46.66 percent in 2018 (MEN, 2019). Addressing equitable access will require a set of interrelated and complementary interventions to allow girls to access, stay in, and succeed at school. The proposed indicator below seeks to measure the percentage of girls as a share of the total population of lower secondary (*Fondamental II*) students.

8. **Proposed government response as outlined in PRODEC II.** To promote equitable access, the Government has developed the following set of key strategies and actions including (a) gender-sensitive school construction and equipment; (b) organization of communication and awareness campaigns on free and compulsory education for all; (c) social mobilization actions for girls' education; (d) merit-based rewards for girls from disadvantaged backgrounds; (e) preventive actions to address violence against girls in school; and (f) promotion of social actions to keep girls in schools, including through the development of income-generating activities.

9. **Activities.** To support the implementation of the first phase of PRODEC II and address this important challenge, MIQRA has ambitiously dedicated a full component (Component 2: Building Stronger Pathways for Girls Education Success [US\$38.09 million]) in full complementarity with the support provided by other DPs. The component will address both supply- and demand-side factors in tackling the unfinished access agenda in primary and lower secondary education and the critical challenges of the low enrollment, transition, and retention of girls in lower and upper secondary (*Second cycle du Fondamental et Lycée*). In collaboration with ongoing World Bank-financed initiatives and in full alignment with PRODEC II, the component will (a) expand the supply of lower and upper secondary education, with a focus on areas having the most deficit in terms of girls' transition to and retention in secondary education and where early marriage is prevalent and (b) implement a set of interrelated activities namely school feeding and sensitization and awareness-raising activities in support of girls' education. In addition, CGSs will be supported to implement key activities that promote girls' education including actions against GBV, remediation, and sports and cultural activities.



Figure 5.1. Results Chain



10. **Target.** Improved participation of girls in lower secondary (*Fondamental II*).

11. **Indicator.** Increase in percentage of girls in lower secondary.

12. **Compliance with the GPE requirements for stretch indicators.** This indicator corresponds to the objective of the GPE to reduce inequalities within the Malian education system. The proposed activities seek to address both supply- and demand-side constraints, which would together contribute to greater participation of girls in lower secondary.

13. **PBCTs related to disbursement.** A total of US\$5 million is allocated to PBC5: Improved participation of girls in lower secondary (*Fondamental II*). For every 1.5 percentage points cumulative increase (from baseline of 47.1 percent), US\$2.5 million will be disbursed, for payment up to a total of US\$5 million.

- **PBCT 5.1 (Year 2).** Percentage of girls in lower secondary (*Fondamental II*) has reached 48.6 by the end of academic year 1. Upon achievement of this result, US\$2.5 million will be disbursed.
- **PBCT 5.2 (Year 4).** Percentage of girls in lower secondary (*Fondamental II*) has reached 50.1 percent by end of Academic year 4. From the baseline of 48.6 percent, for each 0.3 percent incremental increase, US\$0.5 million will be disbursed for payment up to US\$2.5 million.

#### Efficiency (GPE Variable Part Allocation of US\$5 million)

14. **Challenge.** The Government has made tremendous efforts toward decentralization of school and sector management. Yet, the effective use of limited budget resources has somewhat continued to be negatively affected by the centralization of the execution of some budget lines. In particular, the management of school funds has led to continued inefficiencies in the system with schools being deprived of essential teaching and learning materials. Managers of funds for school materials at the central level are often not aware of these schools' needs which may have led to acquisition of materials which did not fully match schools' needs.

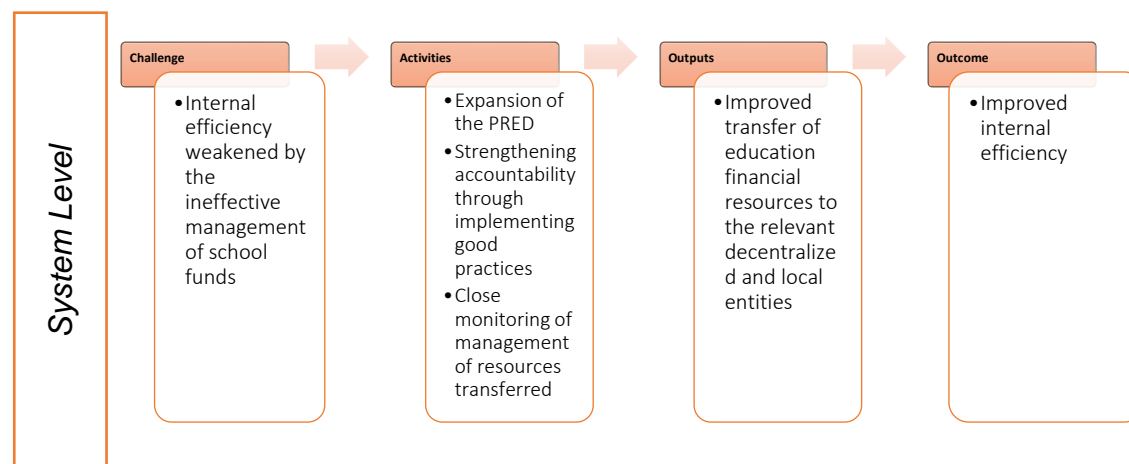


15. **In what way is this a 'stretch' to achieve?** PRODEC II recognizes the risk in the ineffective use of financial resources transferred to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*). In addition, there is low capacity at the local level to effectively manage financial resources. For these two main reasons, the Central Government is reluctant to transfer allocated resources to the decentralized level. Looking at the recent trend of the transfer of financial resources to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*), available data show a varying evolution from 83.10 percent in 2017 to 78.89 percent in 2018 and to 84 percent in 2019. In view of the current context of conflict and security, the likelihood that the transfer of resources further regresses is high. As such, improving the transfer of education financial resources to the relevant decentralized and local entities will require a series of coordinated actions among relevant ministries, under the auspices of the MEFB. While this is an ambitious goal, it is an achievable one as part and parcel of the newly endorsed PRODEC II.

16. Furthermore, it is worth highlighting that the use of the credit notification rate as a sub-condition target will help address the issue of budget regulation that the MEFB could implement as a result of significant fluctuations of national resources (tax and nontax revenues) due to the current economic conditions, which could ultimately result in a restriction of credit notifications. Over the past three years, the credit notification rate registered in the *Loi des finances* for decentralized services and local authorities was on average 98.36 percent with a decrease to 95.78 percent in 2018. The use of the notification rate as part of the PBCT makes it possible to mitigate the risks against further reduction of the credit notification rate.

17. **Proposed government response as outlined in PRODEC II.** The Government has clearly stated its commitment to ensure the effective use of available education resources at all levels as indicated in PRODEC II. To address the main risk factors highlighted, PRODEC II has established key mitigation measures including (a) the expansion of the Public Expenditure Recovery Program (*Programme de Relance des Dépenses Publiques*, PRED) to resources transferred to the operational levels; (b) the duplication of good practices in strengthening accountability; and (c) the organization of missions to closely monitor the management of resources transferred.

Figure 5.2. Results Chain





18. **Target.** Improve the transfer of education financial resources to decentralized and local entities
19. **Indicator.** Increase of the share of education budget transferred to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités territoriales*). More specifically, the indicator is defined as Budget of the MEN allocated to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités territoriales*) (Numerator) / Total budget of MEN (Denominator). This definition is further complemented with the credit notification rate (*Taux de notification*) registered in the Finance Law (*Loi des finances*) for deconcentrated and decentralized levels. The credit notification rate is defined as the sum of credits (*credits ouverts*) notified for decentralized education entities and to the communes (Numerator) / sum of credits allocated as registered in the *Loi des finances* for decentralized education entities and to the communes (Denominator).
20. **Compliance with the GPE requirements for stretch indicators.** This indicator corresponds to the objective of the GPE to improve the efficiency of the Malian education system. The proposed activities seek to improve internal efficiency through addressing the ineffective use of financial resources transferred to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*), using a performance-based approach to funding.
21. **PBCTs related to disbursement.** A total of US\$5.0 million is allocated to PBC6: Improved transfer of education financial resources to decentralized and local entities. For achievement of PBCT 6.1, PBCT 6.2, and PBCT 6.3, while the first part of the condition target (that is, share of education budget transferred to decentralized education entities [*Services déconcentrés*] and to the communes [*Collectivités Territoriales*] is increased or maintained at 84 percent) or will have a binary unit of measure (Yes/No), the second part of the condition target (that is, the credit notification rate) will be prorated according to the level of condition target achieved following the corresponding PBCTs in Years 1, 2, and 3:
- **PBCT 6.1 (Year 1).** (i) Share of education budget transferred to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*) does not fall below 84 percent or is increased and (ii) the budget credit notification rate from 88 percent to target of 93 percent included, US\$833,334 will be disbursed; if the credit notification rate is higher than 93 percent, US\$1,666,667 will be disbursed.
  - **PBCT 6.2 (Year 2).** (i) Share of education budget transferred to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*) does not fall below 84 percent, or is increased and (ii) the credit notification rate is higher than the credit notification rate at the end of the previous year, by end of PIY 2. Upon achievement of credit notification rate from 88 percent to target of 93 percent included, US\$833,334 will be disbursed; if the credit notification rate is higher than 93 percent, US\$1,666,667 will be disbursed.
  - **PBCT 6.3 (Year 3).** (i) Share of education budget transferred to decentralized education entities (*Services déconcentrés*) and to the communes (*Collectivités Territoriales*) does not fall below 84 percent, or is increased and (ii) the credit notification rate is higher than the credit notification rate at the end of the previous year, by end of PIY 3. Upon achievement of credit notification rate from 88 percent to target of 93 percent included, US\$833,334 will be



disbursed; if the credit notification rate is higher than 93 percent, US\$1,666,666 will be disbursed.

### Learning (GPE Variable Part Allocation of US\$3.71 million)

22. **Challenge.** Results from international assessments show weak learning outcomes in Mali. Nearly 80 percent of Malian students' complete lower secondary without the basic knowledge required. EGRA 2015 showed that more than two-thirds of Malian students complete the second year of primary without basic reading skills. PASEC assessments (2011–2012) showed that more than half of Grade 2 students and nearly 90 percent of Grade 5 students do not acquire the expected skills for their levels. One in five Malian students in Grade 2 cannot understand a sequence of simple sentences in writing and speaking, two-thirds cannot perform several complex tasks in reading and writing, and only one-third of the students meet grade requirements.

23. **In what way is this a 'stretch' to achieve?** Improving learning outcomes is the core long-term objective of any education system, requiring a coherent set of systemic changes at all levels. Regular monitoring of student learning outcomes will help improve teaching practices and consolidate teacher development. In addition, a standardized approach will allow for the comparability of the evaluation over time. Establishing a functional national student assessment unit is the first step toward this ambitious long-term objective, requiring to be prioritized among the many competing actions that the Government must take as part of the revamping of the education system planned in PRODEC II. Such a dedicated student assessment entity will help the education system be more focused on learning.

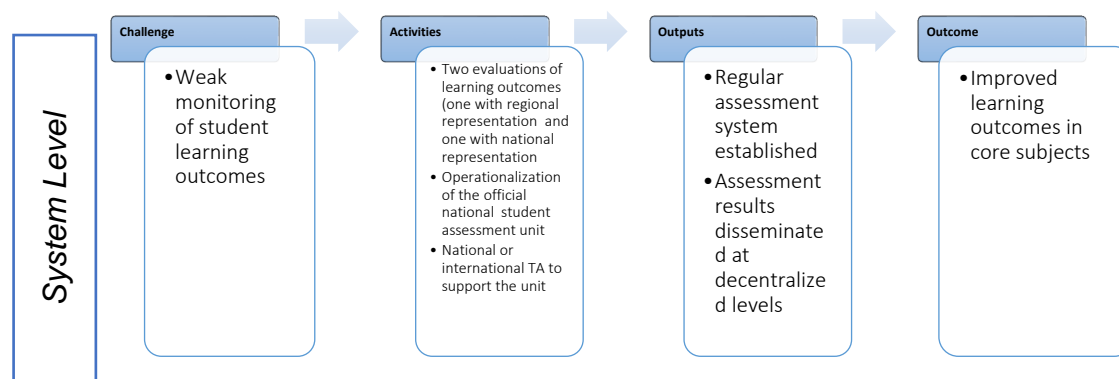
24. **Proposed government response as outlined in PRODEC II.** The Government has clearly stated its commitment to ensure that all girls and boys have access to and complete the first cycle of basic education with the required basic competencies, including in disadvantaged, fragile, and crisis-affected areas. The program aims to develop a reliable basic and secondary student assessment system to monitor progress in learning and improve education quality. To properly achieve this goal, the Government has agreed to a phased approach to implement a series of interrelated activities: (a) the operationalization of the national student assessment unit (*Division Recherche Pédagogique et Evaluation*) within MEN responsible to carry out the planned evaluations and disseminate the results at decentralized levels, which will be achieved through (i) consolidating the existing structure and uplifting it at the required level with a clearly defined vision and mandate (to be verified through a regulatory document upon a comprehensive review of existing regulatory texts (*Acte Administratif*); (ii) the adequate equipment of the unit with the required qualified and trained staff (to be verified through a Ministerial Decision on assignment of staff (*Décision d'affectation*); and (iii) the development of a staff development plan (*Plan de renforcement de l'unité*) to ensure its effective readiness to undertake the planned activities with an endorsed development plan; (b) the acquisition of materials and equipment to undertake testing and conduct studies; and (c) training of staff and teachers. The unit will be further supported by a TA in evaluations. Following this, the actual tracking of student learning outcomes through standardized tests in core subjects (French, math, and science) at primary and secondary levels will demonstrate the functionality of the national student assessment unit.

25. This new approach of close monitoring and tracking of student learning outcomes is intended to provide hands-on and timely feedback for decision-makers and teachers to enable them improve



classroom instruction. A digital solution will also be developed to allow close monitoring of learning outcomes at the local, regional, and national levels. Evaluation results will be properly disseminated to allow the appropriation of the results at a decentralized level.

Figure 5.3. Results Chain



26. **Target.** Enhanced learning assessment system.

27. **Indicator.** Operationalization of a national student assessment unit for tracking learning outcomes.

28. **Compliance with the GPE requirements for stretch indicators.** This indicator corresponds to the objective of the GPE to improve school learning and learning outcomes for school children. The proposed activities seek to improve student learning outcomes in core subjects through implementing a sequence of activities from the operationalization of the official student assessment unit to regular tracking of student learning.

29. **PBCTs related to disbursement.** A total of US\$3.7 million is allocated to PBC7: Enhanced learning assessment system. The total allocation will be disbursed following the achievement of the corresponding PBCTs as follows:

- **PBCT 7.1 (Year 1).** A national student assessment unit is operational within MEN. Upon the achievement of this result, US\$2.0 million will be disbursed. The proposed allocation of US\$2.0 million upon achievement of PBCT 7.1 aims to ensure the availability of adequate and timely resources to finance planned activities enhancing the capacity of the assessment unit and to undertake the planned evaluations in subsequent years.
- **PBCT 7.2 (Year 3).** The national student assessment unit has conducted a learning assessment in a specific region of Mali (local representative sample). Upon the achievement of this result, US\$1.5 million will be disbursed.
- **PBCT 7.3 (Year 4).** A learning assessment is conducted on a national representative sample. Upon the achievement of this result, US\$0.2 million will be disbursed.



### Annex 5a. Project Activities for which Funding is Tied to the PBC-based Variable Part

1. This annex presents the planned use of the variable part of the GPE grant (US\$13.71 million) for the proposed activities under MIQRA and not the expenditures against which the PBCs will be verified. Two key principles have been used to determine the allocation criteria for financing under the variable part:

- (a) Activities requiring substantial, gradual, and complementarity of funding and that do not lack financial resources to be launched initially
- (b) Activities that are interrelated, transformational by design, and instrumental to ensure that there is continuity of schooling and improvements in the classroom.

2. Considering these criteria (a) and (b), the variable part will partly finance the Subcomponents 1.1 and 3.1.

3. For Subcomponent 1.1 (Improving Quality in Primary and Lower Secondary Schools), the variable part will finance (a) the proposed set of interrelated activities for tracking student learning outcomes regularly through the implementation of standardized tests in core subjects (French, math, and science) at primary and lower secondary level and (b) training of teachers. The variable part will finance the following key activities for a total of US\$7,525,001: (a) acquisition of student learning assessment materials and equipment (US\$310,000); (b) training of trainers and supervisors on student learning assessment (US\$2,582,775); (c) training of MEN staff in charge of student assessment and examination (US\$1,033,110); (d) student learning assessment in core subjects (French, math, and science) in basic education (US\$2,393,548) and (e) support to existing IFMs (US\$1,205,568).

4. For Subcomponent 3.1 (Improving Education Service Delivery and the Resilience of the Education System), the variable part will finance (a) the proposed school-based management activities for a total of US\$4,360,000: (i) basic education SIPs implementation support (US\$4,000,000) and (ii) training of CGS members and school leads (US\$360,000) and (b) the proposed innovative solutions to address school closure in areas of conflict for a total of US\$1,824,999 to complement available resources for the timely provision of an immediate and needs-based response to an education emergency or crisis in the country.

**Table 5.1. Project Activities for Variable Part**

Component/Subcomponent	Activities	Amount (US\$)
Subcomponent 1.1: Improving Quality in Primary and Lower Secondary Schools		
	Acquisition of materials and equipment	310,000
	Training of trainers and supervisors on student learning assessment	2,582,775
	Training of MEN staff in charge of student assessment and examination	1,033,110
	Student learning assessment in core subjects (French, math, and science) in basic education	2,393,548
	IFM support	1,205,568
Subcomponent 3.1: Improving Education Service Delivery and the Resilience of the Education System		
	School-based management	4,360,000
	School closure	1,824,999
	<b>Total</b>	<b>13,710,000</b>



**Annex 6: Summary of Estimated Project Costs**

Country: MALI

Improving Education Quality and Results for All Project (MIQRA) (P164032)

Project Components	Project Cost (US\$, millions)			IDA Financing %	GPE Financing %			Financing %
	Total	IDA	GPE		Fixed	Variable	Total	
Component 1: Accelerating Learning through Improved Quality	56.50	31.13	25.37	55.00	70.00	30.00	45.00	100.00
Component 2: Building Stronger Pathways for Girls Education Success	38.89	32.33	6.56	82.00	100.00	0.00	18.00	100.00
Component 3: Strengthening the Governance and Resilience of the Education System	39.39	12.60	26.79	34.00	79.00	21.00	66.00	100.00
Component 4: Contingent Emergency Response	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Component 5: Strengthening M&E and Supporting Project Management	5.91	3.93	1.97	65.00	100.00	0.00	35.00	100.00
Total project cost	140.70	80.00	60.70	57.00	43.00			100.00
Total financing required	140.70	80.00	60.70	57.00	43.00			100.00