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The World Bank

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Report No: 83372-MR

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GLOBAL PARTNERSHIP FOR EDUCATION GRANT

IN THE AMOUNT OF US$12.4 MILLION

TO THE

ISLAMIC REPUBLIC OF MAURITANIA

FOR A

BASIC EDUCATION SECTOR SUPPORT PROJECT

February 5, 2014

AFTEW
Africa Education

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CURRENCY EQUIVALENTS

(Exchange Rate Effective January 13, 2014)

Currency Unit	=	MRO
287.5	=	US$1
US$	=	SDR 1

FISCAL YEAR

January 1 – December 31

ADB	African Development Bank
AECID	*Agence Espagnole de Coopération Internationale e Développement* (Spanish Agency for International Cooperation and Development*)*
AFD	*Agence Française de Développement* (French Development Agency)
APL	Adaptable Program Lending
CFAA	Country Financial Accountability Assessment
CNE	*Cellule Nationale d'Évaluation* (Student Learning Assessment Unit)
CPAR	Country Procurement Assessment Review
CSR	Country Status Report on Education *(Rapports d'état des systèmes éducatifs nationaux – RESEN)*
DA	Designated Account
DGSPC	*Direction Générale de la Stratégie, Planification et Coopération* (General Directorate of Strategy, Planning and Cooperation)
DPEF	*Direction des Projets Education et Formation* (Directorate of Education and Training Projects)
DREN	*Direction Régionale de l'Éducation* (Regional Directorate of Education)
ECD	Early childhood development
EFA	Education For All
ENI	*Ecole Normale des Instituteurs* (Teacher Training School)
ESDP	Education Sector Development Plan
FM	Financial Management
FSD	*Fonds Saoudien de Développement* (Saudi Development Fund)
GDP	Gross Domestic Product
GER	Gender Equality
GPE	Global Partnership for Education
GPRSP-II	Growth and Poverty Reduction Strategy II
GRET	*Groupe de Recherche et d'Echanges Technologiques* (Group for Research and Technology Exchanges)
HIPC	High Indebted Poor Country
ICS	Investment Climate Survey
IDA	International Development Association
IDB	Islamic Development Bank
IPF	Investment Project Financing
MAED	Ministry of Development and Economic Affairs
M&E	Monitoring and Evaluation

MEE	*Ministère d'État à l'Éducation National, à l'Enseignement Supérieur et à la Recherche Scientifique* (Ministry of State for National Education, Higher Education and Scientific Research also referred to as State Ministry of Education)
MEFPNT	*Ministère de l'Emploi de la Formation Professionnelle et des Nouvelles Technologies* (Ministry of Employment, Vocational Training and New Technologies)
MOU	Memorandum of Understanding
MRO	Mauritanian Ouguiya
NCB	National Competitive Bidding
ORAF	Operational Risk Assessment Framework
PASEC	*Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN* (Program of Analysis of Education System of CONFEMEN)
UNESCO	United Nations Education, Scientific and Cultural Organization
WFP	World Food Programme

Regional Vice President:	Makhtar Diop
Country Director:	Vera Songwe
Acting Sector Director:	Tawhid Nawaz
Sector Manager:	Peter N. Materu
Task Team Leader:	Geraldo Joao Martins

Mauritania: Basic Education Sector Support Project
Table of Contents

I. Strategic Context 1
A. Country Context 1
B. Sector and Institutional Context 2
C. Higher Level Objectives to which the Project Contributes 4
II. Project Development Objectives 7
A. PDO 7
Project Beneficiaries 7
PDO Level Results Indicators 8
III. Project Description 8
A. Project Components 8
B. Project Financing 11
C. Lessons Learned and Reflected in Project Design 12
IV. Implementation 13
A. Institutional and Implementation Arrangements 13
B. Results Monitoring and Evaluation 14
C. Sustainability 15
V. Key Risks and Mitigation Measures 16
A. Economic and Financial Analysis 17
B. Technical 23
C. Financial Management 24
D. Procurement 24
E. Social (including safeguards) 24
F. Environment (including safeguards) 25
Annex 1. Results Framework and Monitoring 26
Annex 2: Detailed Project Description 33
Annex 3: Implementation Arrangements 38
Annex 4. Operational Risk Assessment Framework (ORAF) 54
Annex 5. Implementation Support Plan 63
Annex 6. Education Sector Background and context 66
MAP 72

PAD DATA SHEET

Mauritania

Mauritania Basic Education Sector Support Project (BESSP) (P126902)

PROJECT APPRAISAL DOCUMENT

AFRICA

AFTEW

Report No.: PAD220

Basic Information		
Project ID P126902	EA Category B - Partial Assessment	Team Leader Geraldo Joao Martins
Lending Instrument Investment Project Financing	Fragile and/or Capacity Constraints [ ] Financial Intermediaries [ ] Series of Projects [ ]	
Project Implementation Start Date 5-Feb-2014	Project Implementation End Date 28-February-2017	
Expected Effectiveness Date 17-Feb-2014	Expected Closing Date 31-May-2017	
Joint IFC No		

Sector Manager	Sector Director	Country Director	Regional Vice President
Peter Nicolas Materu	Tawhid Nawaz	Vera Songwe	Makhtar Diop

Borrower: GOVERNMENT OF MAURITANIA	
Responsible Agency: DPEF	
Contact:	Title:
Telephone No.:	Email:

Approval Authority
Approval Authority
RVP Decision
please explain
In accordance with AFR investment lending guidelines, GPE grants are submitted to the RVP for approval and not to the Board of Executive Directors.

Project Financing Data(in USD Million)					
[ ]	Loan	[X]	Grant	[ ]	Guarantee
[ ]	Credit	[ ]	IDA Grant	[ ]	Other

Total Project Cost:	12.40	Total Bank Financing:	0.00
Financing Gap:	0.00		

Financing Source	Amount
Borrower	0.00
Education for All - Fast Track Initiative	12.40
Total	12.40

Expected Disbursements (in USD Million)

Fiscal Year	2014	2015	2016	2017	0000	0000	0000	0000	0000
Annual	0.50	5.00	5.90	1.00	0.00	0.00	0.00	0.00	0.00
Cumulative	0.50	5.50	11.40	12.40	0.00	0.00	0.00	0.00	0.00

Proposed Development Objective(s)

The Project Development Objectives (PDOs) are to improve quality of pre-service teacher training in primary education and to promote equitable access to lower secondary education.

Components

Component Name	Cost (USD Millions)
Improving the quality of teaching in primary education	4.00
Promoting equitable access to lower secondary education	4.70
Strengthening capacity of the education sector	3.70

Institutional Data

Sector Board

Education

Sectors / Climate Change

Sector (Maximum 5 and total % must equal 100)

Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Public Administration, Law, and Justice	Central government administration	15		
Education	Primary education	60		
Education	Secondary education	25		

Total	100

☑ I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.

Themes

Theme (Maximum 5 and total % must equal 100)

Major theme	Theme	%
Human development	Education for all	100
Total		100

Compliance

Policy

Does the project depart from the CAS in content or in other significant respects?	Yes [ ]	No [X]
Does the project require any waivers of Bank policies?	Yes [ ]	No [X]
Have these been approved by Bank management?	Yes [ ]	No [ ]
Is approval for any policy waiver sought from the Board?	Yes [ ]	No [X]
Does the project meet the Regional criteria for readiness for implementation?	Yes [X]	No [ ]

Safeguard Policies Triggered by the Project	**Yes**	**No**
Environmental Assessment OP/BP 4.01	**X**	
Natural Habitats OP/BP 4.04		**X**
Forests OP/BP 4.36		**X**
Pest Management OP 4.09		**X**
Physical Cultural Resources OP/BP 4.11	**X**	
Indigenous Peoples OP/BP 4.10		**X**
Involuntary Resettlement OP/BP 4.12	**X**	
Safety of Dams OP/BP 4.37		**X**
Projects on International Waterways OP/BP 7.50		**X**
Projects in Disputed Areas OP/BP 7.60		**X**

Legal Covenants

Name	**Recurrent**	**Due Date**	**Frequency**
Internal Auditor		27-Jun-2014	

Description of Covenant

The Recipient shall, recruit in accordance with Section III of this Schedule, an internal auditor for the Project, with terms of reference, qualifications and experience satisfactory to the World Bank.

Name	Recurrent	Due Date	Frequency
Procurement Specialist		27-Jun-2014	

Description of Covenant

The Recipient shall, recruit in accordance with Section III of this Schedule, a procurement specialist for the Project, with terms of reference, qualifications and experience satisfactory to the World Bank.

Name	Recurrent	Due Date	Frequency
Training of Members of Procurement Sector Board		27-Aug-2014	

Description of Covenant

The Recipient shall have provided training in a manner acceptable to the World Bank on the Procurement Guidelines and the Consultant Guidelines to the all members of the Procurement Board who do not have, in the views of the World Bank, sufficient experience in the Procurement Guidelines and the Consultant Guidelines

Conditions

Name	Type
DPEF's Procedural Manual	Effectiveness

Description of Condition

The Project Manual has been updated in form and substance satisfactory to the World Bank and adopted by the Recipient for the purpose of the Project.

Name	Type
Grant Agreement approved by Government	Effectiveness

The execution and delivery of the Grant Agreement on behalf of the Recipient have been duly authorized or ratified by all necessary governmental action.

Team Composition

Bank Staff

Name	Title	Specialization	Unit
Wolfgang M. T. Chadab	Senior Finance Officer	Senior Finance Officer	CTRLA
Sandra F. Beemer	Consultant	Consultant	EASHD
Cherif Diallo		Team Lead (previously)	AFTEW
Salamata Bal	Senior Social Development Specialist	Senior Social Development Specialist	AFTCS
Sukhdeep Brar	Senior Education Specialist	Senior Education Specialist	AFTEW
Laura S. McDonald	E T Consultant	E T Consultant	AFTEW
Franco Russo	Operations Officer	Operations Officer	EASHE
Fatima Cherif	Program Assistant	Program Assistant	AFMMR
Tshela Rose-Claire Pakabomba	Program Assistant	Program Assistant	AFTEW

Helene Bertaud	Senior Counsel	Senior Counsel	LEGAM
Hamoud Abdel Wedoud Kamil	Senior Education Specialist	Senior Education Specialist	AFTEW
Africa Eshogba Olojoba	Senior Environmental Specialist	Senior Environmental Specialist	MNSEE
Geraldo Joao Martins	Senior Education Specialist	Task Team Leader	AFTEW
Saidou Diop	Sr Financial Management Specialist	Sr Financial Management Specialist	AFTMW
Lalaina Noelinirina Rasoloharison	Program Assistant	Program Assistant	AFTEW
Fatou Fall Samba	Financial Management Analyst	Financial Management Analyst	AFTMW
Mohamed El Hafedh Hendah	Procurement Specialist	Procurement Specialist	AFTPW

Non Bank Staff

Name	Title	Office Phone	City

Locations

Country	First Administrative Division	Location	Planned	Actual	Comments

I. Strategic Context

A. Country Context

1. Mauritania consists primarily of desert, has a population of about 3.5 million and in 2011 had a gross domestic product (GDP) per capita of about US$1,160. It has a narrow production basis, with exports concentrated on a limited range of commodities (e.g., fish, iron ore, gold). GDP per capita was below US$700 until 2006 when oil production began and two gold and copper mines were opened. In combination with appreciating iron ore prices, the extractive industries have been dominant contributors to recent economic growth. The country has experienced significant structural changes since the 1970s: a sharp decline in the importance of agriculture mostly due to repeated droughts and a massive rural-urban exodus which reduced drastically the share of the nomadic population and has led to an increase in the share of the urban population to above 60%.[1] This rapid urbanization has triggered high and growing demand for education, housing, employment, health, administrative, and other services. It has also placed significant pressure on existing social services, resulted in the degradation of living conditions of households and the breakdown of traditional structures of mutual aid and protection. The rate of population growth has also slowed from 2.7% in 2005 to 2.4% in 2008 and is now estimated at about 2.3%.

2. After a bloodless military coup in 2005 followed by a return to democracy with elections in 2006 – 2007, a new Government engaged in a constructive dialogue with development partners on an agenda focusing on economic governance - a clear break from past practices. Mauritania was granted debt relief under the Highly Indebted Poor Country Initiative (HIPC) and the Multilateral Debt Relief Initiative (MDRI) and a new Poverty Reduction and Growth Facility (PRGF) was approved by the International Monetary Fund (IMF). Mauritania also adopted its second PRSP (2006-2010), essentially pursuing the ambitious poverty reduction strategy started under PRSP-1. PRSP-2 was articulated around five pillars, with most objectives closely aligned with the Mauritania's millennium development goals (MDGs).

3. Poverty still affects a major portion of the country's population, particularly those living in rural areas. According to the latest available poverty assessment (analysis based on 2008 household data), poverty declined slightly from 46.7% in 2004 to 42% in 2008[2] - with the 2015 target of 25% remaining significantly out of reach. Further, important disparities exist between urban and rural areas. The poverty rate has remained deeply entrenched and unchanged in rural areas (59%) where 78% of the poor live - while poverty in urban areas declined from 28.9% to 20.8%. Poverty also varies significantly between regions. Extreme poverty declined modestly from 28.8% in 2004 to 25.9% in 2008. Main constraints to poverty reduction in Mauritania include a weak rural economy, dependence on capital-intensive sectors such as mining and industrial fishing, a political economy which undermines a redistribution policy, vulnerability to exogenous shocks such as droughts, floods and locust infestations and commodity price fluctuations for key exports and imports.

4. Mauritania has experienced a solid recovery since 2009, in spite of a number of exogenous shocks. Overall GDP growth was on average 4.5% in 2010-11 and the average is an estimated 6.2% for 2012. Rising international prices of raw materials, combined with prudent policies, helped the country to consolidate macroeconomic stability, strengthen international reserves, and increase fiscal space. The main growth sectors have been construction, services and a rebound in agriculture in 2010 and 2012. However, these have been supported indirectly by mining exports which stagnated in terms of volume but boomed in terms of value due to rising prices for iron ore and gold.

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[1] The capital city Nouakchott hosts approximately one-third of the total population.

[2] Bank staff estimates that the poverty level has not changed between 2008 and 2013; it is estimated at 42% in 2013.

5. Unemployment is estimated to affect an estimated 10% of the population and almost 17% in urban areas. More than one-half of young men (15-24 years old) and roughly 70% of young women are officially unemployed. Capital-intensive mining projects are unable to absorb the very young, rapidly growing, and low-skilled population. The informal economy and low value-added activities have, on the other hand, contributed significantly to job creation in recent years and are employing around 85% of total labor force. Construction, transport, and trade sectors, while expected to absorb a portion of the unemployed workforce, remain poorly organized and are characterized by high seasonality. The attractiveness of doing business in the country remains low, especially with respect to access to credit and paying taxes.

B. Sector and Institutional Context

Institutional Context

6. The education sector is under the auspices of the State Ministry for National Education, Higher Education and Scientific Research (*Ministère d'État à l'Éducation National, à l'Enseignement Supérieur et à la Recherche Scientifique – MEE*) (referred to also as State Ministry of Education). The mandate of the MEE is to design and implement the Government's education policies on primary, secondary, higher and technical and vocational education. As such, the MEE coordinates the activities of a set of Ministries, namely the Ministry of Fundamental Education (*Ministère de l'Enseignement Fondamental*), the Ministry of Secondary Education (*Ministère de l'Enseignement Secondaire*), and the Ministry of Technical and Vocational Education (*Ministère de l'Enseignement Technique et de la Formation Professionnelle*). The Directorate of Education and Training Projects (*Direction des Projets Education et Formation – DPEF*) is the government entity responsible for implementing and supervising all education projects in Mauritania. DPEF's primary responsibility is to carry out fiduciary tasks in support of project activities, in close collaboration and consultation with the relevant Education Ministries while liaising with MEE for information and coordination purposes.

Education Sector Context

7. The education system in Mauritania is organized in different cycles with different purposes. Pre-primary education includes children ages 3-6 years-old and aims to prepare them for the challenges of learning in basic education. Basic education comprises six grades (Grades 1 through 6). Secondary education comprises six years and is divided into lower secondary education (Grades 7 through 10) and upper secondary education (Grades 11 and 12). Higher education is offered by universities and other higher education institutes. The official language is Arabic and the instruction languages in schools are Arabic and French.

8. A fundamental reform of the Mauritanian education system took place in 1999 when the Government unified the two education sub-systems that coexisted in the country (one sub-system used French and another sub-system used Arabic). Previously, each sub-system was characterized by its specific language of instruction. In the French sub-system, subjects were taught in French whereas in the Arabic sub-system they were taught in Arabic. Maintaining this dual system was costly and contributed little to national cohesion. A ten-year Education Sector Development Plan (ESDP) was developed seeking to make education more relevant by combining the existing education sub-systems into one unified system, where Arabic and French are the main languages of instruction. Since then, literature courses nationwide are taught in Arabic, while scientific subjects (sciences and math) are taught in French. In addition, the reform envisaged: (i) strengthening the teaching of foreign languages by introducing English in the first grade of lower-secondary education (Grade 7); (ii) increasing access to ten years of quality education; and (iii) implementing reforms to make secondary education, technical and vocational training and higher education more relevant and responsive to the social needs and labor

market demands.

9. Following the reform, all education interventions, including the recently closed Global Partnership for Education Project (GPE, previously EFA-FTI) operation, were developed as part of the general framework of the ESDP and aimed at helping the government implement its education strategy and reach the Education millennium development goals (MDGs). In 2010, the Government decided to evaluate progress and carry out a series of diagnostic and planning exercises (Medium-Term Expenditure Framework (MTEF), simulation modules, Education Country Status Report (CSR), student evaluation, teacher evaluation, bilingual evaluation, etc.), which led to the preparation of an updated sector development plan, covering the period 2011 – 2020 (ESDP II).

10. The Government's ESDP II (2011–2020) drew its lessons from the evaluation of ESDP I (2001–2010) and focuses on the following overarching goals: (i) reaching the MDG of achieving universal primary education (UPE); (ii) continuing educational reforms introduced as part of ESDP I by identifying solutions to the difficulties encountered during implementation; (iii) regulating and improving the relevance and quality of post-primary education to better correspond to the social and economic development needs of the country; and (iv) ensuring the sustainability of actions undertaken. ESDP II therefore seeks to: (i) make education more relevant, (ii) provide improved access to 10 years of good quality education for the vast majority of the young Mauritanians while achieving equity, and (iii) make secondary education, technical and vocational training and higher education more relevant to social needs and responsive to the demands of the labor market. To operationalize the ESDP II, a three year (2012-2015) comprehensive policy framework and detailed budgeted Action Plan with clear targets have been developed.

11. The primary education sub-sector has experienced substantial progress over recent years. The gross enrolment rate (GER) at the primary level increased from 82% in 1991 to 97% in 2011 and there are strong indications that internal efficiency is improving. Other achievements in primary education between 2001 and 2011 include: (i) gender parity reached 50.4% (with girls being slightly more represented than boys), (ii) children attending pre-school increased from 12,056 to 14,895; (iii) retention rate increased from 44% to 65%; (iv) completion rate increased from 47% to 61%; and (v) repetition rates decreased from 15% to 2.7%.

12. While there has been considerable progress toward reaching some education MDGs, the CSR published in 2010 indicated that several challenges remain for Mauritania if the country is to meet the MDGs of UPE by 2015. They include the lack of qualified and well trained teachers and the lack of adequate lower secondary schools to provide an incentive for families to keep children, especially girls in school. Education quality is particularly challenging. Learning outcomes at all levels of the education system remain low. Standardized tests show that learning achievements at the primary level have declined, while retention and completion rates have improved.

13. The Mauritanian education system has been bilingual since the reform of 1999. Bilingual education means that literature and geography are taught in Arabic while mathematics and science are taught in French. However, all subjects in the first grade of primary education are taught in Arabic. An assessment of the teaching body was conducted in July 2007. Teachers were assessed in Arabic, French and mathematics. The assessment showed that among teachers teaching in Arabic only 43.1% mastered this language and could teach properly. On the other hand, among teachers teaching in French, only 17% mastered the language and, therefore, were able to teach properly. The assessment results revealed the quality of teaching to be low and highlighted the need to act rapidly in order to remedy the situation.

15. Teacher training institutes (*Ecole Normale des Instituteurs – ENIs*) contribute to low quality of education and do not produce the needed numbers of qualified teachers. A recently completed technical audit of the two ENIs revealed the following weaknesses: (i) inappropriate content within the teacher training programs; (ii) teacher trainers' inadequate skill level; (iii) limited bilingual capacity of teacher trainers; (iv) inefficient management of teacher training institutes; (v) a poorly designed entrance

examination for students which does not adequately measure ability or bilingual capacity; and (vi) limited language training equipment for the training of bilingual teachers. In response to the assessment, the Government decided to set the completion of secondary education (*Baccalaureate*) as the minimum academic requirement for enrollment in pre-service teacher training (instead of the previous eligibility criteria of completion of lower secondary education). The Government teacher training policy requires all newly recruited teachers to have initial training at the ENIs, in order to qualify for bilingual teaching.

16. *Gender parity*: Gender parity has been achieved in primary education, but girls' enrolment in secondary education remains low, especially in rural and poor areas. This is, in part, due to lack of supply, the cost of schooling for families as well as cultural barriers to girls' education beyond primary school. Girls' enrolment in secondary education is lower than boys', reaching only 45.9%. In addition, the risk of overage enrolment and early drop-out is higher for girls than for boys. An analysis of students transitioning in *wilayas* (districts) shows that in Adrar, only 45% of girls go on to lower secondary school compared to 55.4% of boys. The reasons for this are: (i) the lack of secondary schools in remote wilayas; (ii) the distances girls have to travel to reach the nearest secondary schools; and (iii) the limited number of female teachers willing to move to remote areas.

17. Government's Education Strategy: The Government's medium-term Basic Education Development Plan (2012-2015) is derived from the ESDP II and focuses on three major areas: (i) improving the quality of education; (ii) increasing access; and (iii) strengthening sector governance and management. Therefore, the proposed project activities are directly derived from the Plan (2012 – 2015) (which was endorsed by the Local Education Group – LEG), and is in turn consistent with the overall objectives of the ESDP II.

C. Higher Level Objectives to which the Project Contributes

18. The proposed project will be implemented as part of the Government's ESDP II. More specifically, the Project will provide financial assistance to implement the 2012 – 2015 Fundamental Education Sector Plan. The Basic Education Sector Support Project (BESSP) supports the Government's third Poverty Reduction Support Program (PRSP III), which covers 2011 – 2015 and has the following goals: (i) improving the quality of teaching and learning in basic education; (ii) expanding access to and equity in basic education; and (iii) strengthening capacity for administrative and pedagogical management and monitoring.

19. The proposed BESSP is consistent with the proposed objectives of the recently approved World Bank's 2013 – 2016 Country Partnership Strategy (CPS)CPS (October 2013) which includes support to Government efforts to implement its PRSP III, develop human resources, and expand basic services and improve access to education. The proposed project also supports the World Bank's 2011 "Africa Strategy", which recognizes education as a key ingredient to growth and opportunities. The strategy also highlights the need for countries to focus on education quality, learning outcomes and making education accessible to those in remote areas. Therefore, the BESSP is fully consistent with Bank and Government strategies. Finally, the Project is aligned with the GPE's strategic objectives, particularly those relating to learning outcomes and girls' education. The proposed interventions on initial teacher training are expected to improve the quality of teaching and learning in the medium-term and, therefore, to influence positively learning outcomes. Girls' education is taken into consideration through both demand-side and supply-side interventions proposed in lower secondary education for children in the poorest areas of the country.

The Education Sector Development Plan

20. The ESDP II is a sector-wide plan that has four inter-related objectives, to: (1) improve the quality and relevance of teaching-learning processes and outcomes at all levels of the education sector; (2) promote greater access and regional and gender equity, especially at the primary and secondary levels; (3) increase the efficiency and relevance of the education system by fostering closer linkages between technical, professional training and higher education, on one hand, and labor market demands, on the other; and to (4) enhance the administrative, pedagogical, and financial management capacity of the individuals and the system as a whole. These four themes are closely linked and mutually reinforcing.

21. While most of the investment in the Plan will cover basic education (primary and lower secondary), the plan covers all sub-sectors of education: early childhood development (ECD), primary education, secondary education, technical and professional training, higher education, school health, literacy, and the sector management. The advantage of this comprehensive approach is that it addresses system-wide issues in a coherent and coordinated manner, defines clear priorities, and strengthens the linkages between the education sector and the economy. The proposed project is designed to improve the quality of teacher training and provide greater access to lower secondary schooling among girls in targeted areas.

22. Improving *quality of education*: The investment in the quality of education will focus primarily on strengthening pre-service and in-service training of teachers to develop their capacity to operate in a truly bilingual education system. The present teaching body consists mainly of teachers who are proficient either in Arabic or French. The number of sufficiently bilingual teachers in the system is relatively small compared to the numbers required. The key elements of the government strategy to improve the quality of education include: (i) improving the efficiency of pre-service and in-service teacher training; and (ii) improving the management of the teaching and learning process. Other donors including the Spanish Agency for International Cooperation and Development (*Agence Espagnole de Coopération Internationale e Développement - AECID*) and the French Development Agency (*Agence Française de Développement – AFD*) will support the Government on the in-service training aspects of the program while the proposed project will focus on pre-service training. AFD supports French language training of teachers, provision of textbooks and pedagogical materials to schools. AECID is financing studies and the development of a strategy for in-service teacher training.

23. *Improving access and gender equity*. The Government strategy is to reduce the gender gap through demand and supply-side interventions. To respond to the demand side of girls' schooling the following activities will be implemented: (i) awareness-raising campaigns to promote girls' schooling; (ii) organizing girls' graduation ceremonies and distribution of awards; (iii) awareness-raising training for teachers, inspectors and school directors in rural *collèges* regarding girls' rights to education; and (iv) distributing school material kits to girls enrolled in the *collèges de proximité* built by the Project, as a means of off-setting the financial burden often carried by parents. On the supply side, interventions include the construction of lower secondary schools close to communities (*collèges de proximité*) in those areas that currently do not have lower secondary schools. The targeted regions include Tagant, Hodh Charghy, Hodh Gharby, Assaba, Gorgol, Guidimagha, where a large portion of the population lives in rural areas and areas which have the lowest level of girls' participation in secondary education.

24. *Governance and management*: The objective of this pillar is to develop and strengthen oversight, management and M&E capacity of central and decentralized structures of the education sector. More specifically, it focuses on: (i) strengthening the oversight of the sector; (ii) optimizing management of human resources; (iii) improving pedagogical management; (iv) streamlining administrative and financial management (FM) and strengthening M&E systems; and (v) coordination of the program, with special attention given to transparency in management, decentralization, and managing for results.

25. *Role of development partners*. Mauritania receives support from a number of multi- and bilateral donors. Currently, most of those interventions target higher education and technical and vocational training (TVET) sub-sectors. Specifically, donors' interventions support the construction of a new university campus and support vocational training to meet particular market needs. Out of the total donor envelope currently available, only 12% is allocated to fundamental education with contributions from the United Nations Children's Fund (UNICEF), AECID, and AFD. However, the needs of the basic education sector are far from being met. There still exists a shortage of school places especially at the lower secondary level, and many primary schools do not offer a complete six years of education. Sanitation and hygiene are not adequate in many schools and learning remains weak. Overall management of the primary education sub-sector continues to require improvements. Faced with such challenges, it becomes apparent that donors' financial support is crucial to improving overall sub-sector performance and results.

26. The Project aims to support areas that complement government expenditure as well as other sources of financing to the sector. The overall estimated investment in education for the period 2012-2015 is approximately US$267 million. Donor investments coming from the AFD, AECID, Saudi Funds, UNICEF, World Food Programme (WFP) and GPE are expected to be complementary.

Table 1: Summary of Donor and Government Contributions to Basic Education (2012-2015) (US$ million)

		Available			Commitment							
Education de base	**Estimated Needs**	**IDB**	**AECID**	**AFD**	**FSD**	**GOV**	**UNESCO**	**UNICEF**	**WFP**	**GPE**	**Total**	**GAP**
Quality	***30.29***	***0***	***1.69***	***5.51***	***0***	***5.83***	***0***	***3.39***	***4.57***	***4.88***	***25.79***	***4.411***
Primary Education	22.77	0	0.85	4.51	0	5	0	3.39	4.20	4.8	22.75	3.34
Secondary education	6.59	0	0.84	1.0	0	0.83	0	0	0	0	2.67	3.92
Nutrition and health	0.93	0	0	0	0	0	0	0	0.37	0	0.37	0.56
Access	***62.27***	***4.71***	***1.47***	***2.5***	***10***	***16.23***	***0.4***	***1.25***	***5.43***	***3.79***	***45.78***	***16.49***
Preschool	3.68		0	0	0	1.23	0	0	1.23	0	2.46	1.22
Primary education	42.61	3.92	0	2.3	4.87	11	0.2	0	4.2	0	26.49	16.12
Lower secondary.	10.77	0	1.39	0.2	5.13	2	0	0	0	2.19	10.91	-0.14
Literacy	5.2	0.79	0.08	0	0	2	0.2	0	0	0	3.07	2.13
Sector Management	**6.76**	**0.42**	**0.53**	**1.55**	**0**	**0**	**0**	**0.37**	**0**	**3.72**	**6.59**	**0.17**
TOTAL	**99.32**	**5.13**	**3.69**	**9.56**	**10**	**22.06**	**0.4**	**5.01**	**10**	**12.399**	***65.85***	***33.47***

27. **Coordination Mechanisms**. Strong donor coordination through annual joint sector reviews ensures that implementation of each donor project is consistent with the ESDP. To this end, a Memorandum of Understanding (MoU) was signed by all donors in October 2011. Each year, a joint donor/government annual review takes place to: (i) assess the extent to which ESDP objectives are being achieved; (ii) identify, through qualitative and quantitative analysis, those aspects of the implementation of ESDP that are behind or ahead of schedule and recommend adjustments according to annual implementation plans; (iii) identify reasons for any shortfalls in meeting targets and suggest possible strategies for action; (iv) review performance indicators and assess the functioning of the M&E system;

and (v) review expenditure for the previous year, and draft action plans and budgets for the coming year.

Timetable for supervision missions and joint reviews of the sector

Date	Activity
February 2014	Project effectiveness
March 2014	World Bank supervision mission
November 2014	Joint Sector Review
March 2015	World Bank supervision mission
November 2015	Joint Sector Review (mid-term review)
March 2016	World Bank supervision mission
November 2016	Joint Sector Review

II. Project Development Objectives

A. PDO

28. The Project Development Objectives (PDOs) are to improve quality of pre-service teacher training in primary education and to promote equitable access to lower secondary education.

Project Beneficiaries

29. The Project is expected to directly benefit about 76,500 people, including female students of lower secondary education in the targeted regions, ENI students, faculty and managers, as well as staff of the central and regional structures of the education sector. The total number of student beneficiaries is 72,407 students in Tagant, Hodh Charghy, Hodh Gharby, Assaba, Gorgol, and Guidimagha regions where a large portion of the population lives in rural areas and where the transition rates among girls from primary to lower secondary school are the lowest. These regions are the poorest areas and are also densely populated. They will benefit from increased availability of education in lower secondary schools and from pedagogical kits that will be distributed to all primary and lower secondary students of these regions. Approximately 950 teachers will receive pre-service training to upgrade their skills and 190 ENIs administrators and faculty will benefit from training to improve their management and teaching levels. Other beneficiaries will include staff of the MEE at the national and provincial level as well as staff of the Student Evaluation Unit (*Cellule Nationale d'Evaluation des Acquits des Éleves – CNE*) that will receive training. The total Ministry staff to benefit from the Project is estimated to be approximately 1,100 people. Other indirect beneficiaries will include 3,000 community members and 690 teachers who will benefit from the sensitization campaigns on girls' schooling in the targeted regions.

30. Progress towards the achievement of the development objectives will be measured by the following PDO results indicators.

PDO Level Results Indicators

Objective	Indicator
Improve the quality of teaching in primary education	-Proportion of graduates of ENIs who master the minimum required competencies by an external assessment
Promote equitable access to lower secondary education	-Transition rate from primary to low secondary education for girls in targeted wilayas -Number of females enrolled in lower secondary education in targeted wilayas
Program reach	-Direct project beneficiaries (disaggregated by beneficiary type—students, teachers, etc.); and female beneficiaries (percentage)

31. The baseline and target values for these indicators as well as their definition and data collection responsibilities are detailed in Annex 1.

III. Project Description

A. Project Components

32. The BESSP has three inter-related components: (i) improving the quality of teaching in primary education; (ii) promoting equitable access to lower secondary education; and (iii) strengthening management of the education sector.

Component 1: Improving quality of teaching in primary education (Estimated Cost US$4.0 million)

33. This component will support pedagogical reforms in pre-service teacher training, focusing on the two existing ENIs. It will also support provision of pedagogical tools to schools in order to improve the learning environment. The component has two sub-components:

Sub-component 1.1 Improving the quality of pre-service teacher training (Estimated Cost US$2.0 million)

34. This sub-component will focus on the ENIs. There are two ENIs in Mauritania that offer pre-service teacher training for primary education, one in Nouakchott and the other in the city of Aioun. The full training course spans over the period of three academic years[3]. Based on an ENI assessment carried out in 2011, this component will support improvements in the quality of their training programs. The BESSP will support the re-design of pre-service training programs, emphasizing language skills development and more practical teaching prior to certification. The training course content will be restructured to balance the student teacher's mastery of content and teaching methodology in accordance with the new teacher professional profile. Links between ENIs and primary schools will be strengthened to ensure effective supervision and guidance of student teachers during practical training.

[3] The training course at ENIs lasted two year, but since the reform of 2006, the training course was extended to three years in an attempt to improve quality of training.

35. The sub-component also aims to improve the quality of ENI faculty, administrators and students and their training environment through:

(i) Provision of content and pedagogical training for the ENI faculty to improve the quality of teaching. The project will support training for the ENI faculty to develop curriculum content, pedagogy, and bilingual education in French and Arabic. The faculty will also receive training in assessment methodologies so that they can: (a) assess the student-teachers; and (b) teach students assessment methodologies;
(ii) Training of ENI administrative staff on the overall management of the ENIs;
(iii) Introduction of an external competency assessment for each new student cohort at the beginning of their training program to assess their level when entering the ENI. This will allow the ENI management staff and faculty to design a study program that is appropriate for the new students. Moreover, this will allow the ENIs to work with the Ministry of Labor on improving the teacher training school entrance examination which needs to be updated and improved;
(iv) Administering of an external competency assessment to students of the second and third year of ENI training during the first year of the project in order to design remedial pedagogical actions as needed; and
(v) Upgrading the quality of the facilities through the acquisition and distribution of language laboratories equipment (to facilitate the bilingual education) and classroom inputs such as desks, chairs and library books based on the needs of the ENIs; and computer networking between the two institutions.

Sub-component 1.2: Improving learning environment in primary and lower secondary schools (Estimated Cost US$2.0 million)

36. The project will also contribute to the improvement of school environment and learning conditions in the targeted wilayas. This sub-component aims to support the acquisition and distribution of school pedagogical kits for all primary and lower secondary students in the targeted wilayas. The kits will comprise manuals, supporting tools for geography and history such as charts, maps, geometrical figures, etc.). They will be distributed to students in the new *collèges*, to lower secondary students in those regions, and to primary education students. It is expected that these pedagogical tools will be used by teachers and students to improve the quality of teaching and learning in the classrooms.

Component 2: Promoting equitable access to lower secondary education (Estimated Cost US$4.7 million)

37. Since girls' participation rates in lower secondary school are considerably lower than those found among boys, this component will focus on expanding girls' access to lower secondary schools for girls. The Project will attempt to reduce the gender gap through both demand and supply-side interventions. The component has two sub-components:

Sub-component 2.1: Increasing access to lower secondary education for girls (Estimated Cost US$3.7 million)

38. The project targets poor areas that are more densely populated. Based on the current school mapping data, the selected areas are Tagant, Hodh Charghy, Hodh Gharby, Assaba, Gorgol, Guidimagha. They are densely populated, with a potential high demand for schooling. The inexistence of lower secondary education in the neighborhoods affects in particular girls' schooling because parents are reluctant to send girls to schools that are a long distance from home. The sub-component will finance: (i)

the construction of 13 lower secondary schools; (ii) civil works site supervision during the construction phase; (iii) purchase of school furniture and basic equipment including the delivery and installation and testing of the equipment; and (iv) the purchase of library books for small school libraries. Over the past decade, Mauritania has successfully developed community approaches to financing and constructing low-cost primary schools. For this project, however, it was agreed to use the classic approach of bidding processes for school construction. The option of using a community approach was considered but rejected because, although the community approach used for construction of classrooms in primary education is technically adequate at that level, it may not be the most appropriate in the context of construction of technically more complex lower secondary schools. The Government will make sure that the newly constructed lower secondary schools are well-staffed with teachers.

Sub-component 2.2: Improving equity through measures to promote girls' schooling (Estimated Cost US$1.0 million).

39. To respond to the demand-side of girls' schooling the BESSP will: (i) organize awareness-raising sensitization campaigns to promote girls' schooling with the support of NGOs or other donors who can be supervised by the regional directorates of education (*Directions Régionales de l'Éducation – DREN*); (ii) encourage the Government to continue girls' graduation ceremonies and distribution of non-monetary awards; (iii) carry out awareness-raising training for teachers, inspectors and school directors in rural *collèges* on girls' rights to education; and (iv) distribute pedagogical kits (textbooks, pen, pencils, etc.) to girls enrolled in the *collèges de proximité* built by the Project as a means of off-setting the financial burden to parents.

40. These combined initiatives are expected to stimulate demand for lower secondary education from girls' parents. The component draws from lessons of the previous education project, which has shown that demand-side interventions may have a positive impact on school enrollment. The sub-component will also support regular assessment of communities' satisfaction and their responsiveness to the supply-side interventions.

Component 3: Strengthening management of the education sector (Estimated Cost US$3.7 million)

41. The objective of this component is to improve the overall capacity of the MEE to design quality and relevant education policies, strategies and programs and to effectively monitor and evaluate their implementation. The component has two sub-components:

Component 3.1: Strengthening capacity for monitoring and evaluation (M&E) (Estimated Cost US$2.9 million)

42. The General Directorate of Strategy, Planning and Cooperation (*Direction Générale de la Stratégie, Planification et Coopération – DGSPC*) is responsible for the compilation and quality of education data and the publication of the data to inform education policy and investments and will be responsible for monitoring the project. Previous Bank-supported projects in Mauritania have supported the development of an M&E system that is functional within the DGSPC. The Government now wants to ensure the full integration of the system by networking all MEE departments, including the DRENs, to improve the reliability, timeliness and harmonization of data for the production of the annual education statistics yearbooks. To facilitate this integration and connectivity, the project will support the development of the network system. The interconnectivity will allow regional offices and departments to transfer data to the DGSPC for consolidation and facilitate DGSPC's final analysis of the data. To ensure proper and accurate data collection at the local levels, the DGSPC will guide and train DREN staff as necessary in data collection and analysis. DGSPC will be responsible for providing consolidated

monitoring data on: (i) status reports on project implementation by component, including summary description of activities at the regional level (annually); and (ii) detailed M&E reports (annually). DGSPC will also undertake evaluations and activities related to (i) the evaluation of policies aimed at improving teaching and learning; (ii) supporting evaluations including Early Grade Reading Assessment (EGRA); (iii) supporting participation in Program of Analysis of Education System of CONFEMEN *(Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN* – PASEC), and TIMMS to start focusing on progress in lower secondary and train teachers in formative evaluations; (iv) an independent review of sector performance (replacing the Country Education Status Report (*Rapports d'état des systèmes éducatifs nationaux – RESEN*) to identify areas of weak progress and help policy makers make changes; and (iii) building the capacity of the CNE to carry out student assessments and analysis.

Sub-component 3.2: Coordination of the Education Sector Program (Estimated Cost US$0.8 million)

43. This sub-component will finance some operating costs for the DPEF in support of implementation activities. The DPEF is already staffed with a coordinator, a project manager, and an accountant. A procurement specialist will also be recruited to the team. This sub-component will finance the salaries of the staff (except civil servants) and the costs associated with regular M&E, supervision and reporting activities of the project, including supervision missions, annual education sector reviews, auditing and the costs of implementation of safeguards training. The total cost of this sub-component represents about 6.5% of the total cost of the Project.

B. Project Financing

44. The project will be implemented as a three-year Investment Project Financing (IPF) operation, in response to the Government of Mauritania's request to provide just-in-time support to a specific sub-sector, as spelled out in its request to the GPE. The International Bank of Reconstruction and Development (IBRD) is acting as Trustee for the GPE funds. The funds are within the nominal allocation committed to Mauritania by the GPE. Other instruments of support were considered, including a second-phase Adaptable Program Lending (APL) or budget support modality but they were not selected because they could not respond to the need for targeted short-term investments and in the absence of a strong country public fiduciary system, the other options were not appropriate.

Project Cost and Financing

Project Components	Project cost (US$ million)	GPE Financing (US$ million)	% Financing
Component 1: Improving quality of teaching in primary education	**4.0**	**4.0**	100%
1.1 Improving quality of pre-service teacher training	2.0	2.0	
1.2 Improving learning environment in primary and lower secondary	2.0	2.0	
Component 2 Promoting equitable access to lower secondary education	**4.7**	**4.7**	100%
2.1 Increasing access to lower secondary education for girls	3.7	3.7	
2.2 Improving equity through measures to promote girls' schooling	1.0	1.0	
Component 3: Strengthening management of the education sector	**3.7**	**3.7**	100%
3.1 Strengthening capacity for monitoring and evaluation	2.9	2.9	
3.2 Coordination of the Education Sector Program	0.8	0.8	
Total Baseline Costs	**12.4**	**12.4**	100%
Total Financing Requirement	**12.4**	**12.4**	100%

C. Lessons Learned and Reflected in Project Design

45. A number of lessons could be drawn from the implementation of Bank and GPE projects in Mauritania, including the following:

46. Project design should be kept simple and project preparation should include adequate quality reviews. The scope of the previous project was too extensive and ambitious compared to the funds and implementation period allocated, and there were weak linkages between the objectives and interventions. Also, a quality review would have allowed a deeper analysis of the results framework and ensured the Project/s ability to track progress and assess achievement of objectives. Relying on these lessons, this Project was kept simple in its design, with clear and measureable indicators to measure progress, and quality reviews.

47. Projects must have adequate monitoring arrangements in place prior to effectiveness. It is important to put in place a well-staffed and capacitated unit that would facilitate the monitoring of various aspects of the project. The proposed project tries to ensure that DPEF M&E unit has the required systems and fully trained staff with adequate capacity to fully monitor all aspects of implementation.

48. Joint Government and partners' annual sector reviews are important for ensuring coordination of activities and quality implementation. The previous education project greatly benefitted from the joint annual sector reviews, which served as a platform for donors and the government to discuss education

sector intervention and find solutions to common problems. The proposed project will pursue that dynamic, by fitting its monitoring schedule and supervision into the context of joint reviews with Government and development partners and financing assessments to be used as the basis of discussion.

From similar projects in other countries

49. The project design reflects key lessons learnt from GPE projects on education in Niger, Côte d'Ivoire and Togo. It also builds on analytical work carried out by the Bank in the education sector. Key lessons include: (i) teacher quality is the main school-based predictor of student achievement and that several consecutive years of outstanding teaching can offset the learning deficits of disadvantaged children; and (ii) efficient service delivery and improvements in the quality of the teaching and learning process depend on management structures that are closer to the schools and an empowered teaching force. Previous projects have not paid sufficient attention to the decentralization of educational management and planning or to the empowerment of teachers and school directors to take full responsibility for the educational outcomes of their schools; (iii) the project design should have clearly defined the roles of regional and district structures. This lesson was taken from decentralization experiences in neighboring countries. The roles of inspectors in in-service teacher training will be redefined so that they respond to teacher-driven training initiatives that the program will support; and reaching disadvantage children will require a mix of supply- and demand-side interventions.

IV. Implementation

A. Institutional and Implementation Arrangements

50. The project will be under the overall auspices of the MEE which has the mandate to design and implement the Government's education policies. The Ministry of Basic Education and the Ministry of Secondary Education, under the coordination of the MEE, will be directly in charge of overseeing those activities that fall under their responsibility.

51. The institutional framework for implementation of the Education Sector Development Framework will remain the same as for the BESSP. The DGSPC and the DPEF will jointly ensure implementation oversight of BESSP. The fiduciary aspects of the project will be handled by the DPEF.

Specific Roles and Responsibilities

52. **State Ministry for National Education, Higher Education and Scientific Research (MEE).** MEE has the general mission of designing, implementing, coordinating, and monitoring the policies and programs on teacher training. The following activities of the project will be under the direct responsibility of MEE: (i) updating the education sector regulatory framework in particular with regard to the development of the private sector, teacher status and certification of skills; (ii) planning, budgeting, piloting and managing the sector including the training of administrators; (iii) undertaking M&E of the sector; and (v) implementing a communications strategy to increase the demand for education offers and stimulate the participation of stakeholders.

53. The General Directorate of Strategy, Planning and Cooperation (DGSPC) in the MEE will be responsible for implementation of Component 3 of the Project. The DGSPC is responsible for coordination of MEE Directorates both internally and with other Ministries and donors and for the compilation, ensuring the quality of education data and the publication of the data to inform education policy and investments. Previous Bank-supported projects in Mauritania have supported the development of an education management information system (EMIS) that is functional within the

DGSPC. Based on inputs received from the DRENs, DGSPC will be responsible for providing consolidated monitoring data, including: (i) status reports on project implementation by component, including summary description of activities at the regional levels (annually); (ii) detailed M&E reports (annually). The main findings from the M&E reports will be incorporated into the ESDP II Annual Report and discussed with education national structures such as national directorate of primary, secondary education, national inspectorate, regional education directorate, local donor and civil society during the annual joint review of the sector.

54. The Student Learning Assessment Unit (CNE) developed under previous GPE and IDA Projects will: (i) strengthen systems, tools and practices for an effective assessment of student achievement in close collaboration international institutions involved in student assessments including EGRA, PASEC; and (ii) assess new student teacher cohorts at the beginning of their training program to evaluate their level when entering the ENI to allow the ENI management staff and faculty to design a study program that is appropriate for the new students. Both summative and formative student assessments will be reinforced, and teachers will be trained in the practice of continuous classroom assessment.

55. Pre-service Primary Teacher Training Institutions (ENIs) will be responsible to implement activities under component one of the project. ENIs will provide: (i) language and pedagogical training for pre-service training to improve the quality of teacher training; (ii) upgrading ENI administrative staff related to the overall management of the ENIs; (iii) introducing a competency assessment for each new student teacher cohort at the beginning of their training program to assess their level; and (iv) acquiring language laboratories equipment and classroom inputs such as desks, chairs and library books based on the needs of the ENIs. A steering committee composed of representatives of relevant structures of the MEE, and the Ministry of Fundamental Education will be set up to oversight the reforms in ENIs and assess progress.

56. Non-governmental organizations (NGOs): Awareness-raising campaigns to promote girls' schooling will be implemented with the support of international and national NGOs under the supervision and in close collaboration with DRENs. Religious groups will support and encourage the Government to continue girls' graduation ceremonies and distribution of awards. NGOs will enter into contracting arrangements with the MEE, through the DPEF. DRENs will directly monitor activities of NGOs and DPEF will ensure monitoring of contract implementation.

57. The DPEF will have fiduciary responsibly for the Project. The financial responsibilities of the DPEF will be to: (a) carry out budget planning related to donor support; (b) prepare monthly financial reports; (c) prepare and submit applications for replenishments of Designated Account (DA) or direct payments by the project; (d) execute expenditures from DAs; (e) monitor compliance with the Manual of Accounting and Financial Procedures; and (f) ensure that audits are submitted three months prior to annual reviews and ensure that quarterly Interim Financial Reports (IFRs) are produced.

58. Procurement arrangements are summarized as follows: procurement of goods and services financed under the current project will be consistent with “Procurement under IBRD Loans and IDA Credits” dated January 2011; and “Guidelines: Selection and Employment of Consultants by World Bank Borrowers” dated January 2011, as well as the provisions stipulated in the Financing Agreement (FA), procurement arrangements will also include preparation of the Procurement Plan in accordance with the Action Plan and its regular update during sector reviews.

B. Results Monitoring and Evaluation

59. *Monitoring and Evaluation (M&E)*: M&E of BESSP activities will be coordinated, overseen, and implemented by the DGSPC at the national, regional, departmental, and school levels. Based on

inputs received from the DRENs and Departmental Inspectorates, DGSPC will be responsible for consolidating and analyzing data and producing a detailed M&E reports (annually) on project implementation by component, including a summary description of activities at the national, regional directorate, departmental inspectorate, and school levels. The DPEF will provide a status reports on the use of BESSP funds (quarterly). The main findings from the M&E reports will be incorporated into the Reports on implementation of the ESDP and discussed with regional education officers as way to promote improved planning, monitoring and delivery of basic education services.

60. Before the setting up of the evaluation system with the support from the Project, DGSPS will continue to organize its regular school annual census, through which key data on students, teachers, schools and resources are collected. It is worth mentioning that first steps towards decentralization of data collection and treatment have already been taken by the MEE, which ensures that data for project monitoring will be available. The annual census provides information and data that underpin calculations of key indicators of the education sector.

61. The Regional Education Directorates (DRENs) will be responsible for routinely monitoring and supervising Departmental Inspectorate, providing implementation support and technical assistance (TA) consolidating all Departmental Inspectorate Annual reports, and submitting an annual M&E report to DGSPC. The M&E report will be incorporated into the ESDP; inform the development of the Annual Regional Directorate plan; and provide strategic guidance on education planning, budgeting, and policy-making at the national, regional, and district levels of education. Given the DREN's enhanced role in monitoring, supervision, and data collection under the BESSP and other donor and Government-supported initiatives, training on data collection and analysis, and TA to DREN staff, will be prioritized and strengthened under the Project.

62. The Departmental Inspectorate will provide pedagogical guidance to schools through school regular visit and conduct sampled-based surveys to monitor and assess teacher performance in term of lesson planning and preparation, classroom management, and student assessments. The Departmental Inspectorate will collect data on the performance of schools, including the availability and use of textbooks, didactic equipment at the school level, teachers' performance, examination results and student evaluations in order to compile an annual report on the status of each school and its performance, which will be sent to DRENs and to the national inspectorate.

C. Sustainability

63. Great attention has been paid to the sustainability of the Government's financial support, with a detailed long-term financial plan worked out early in the process and approved by the Government. The Government of Mauritania has prepared its 10-year ESDP based on simulations of key sets of policies and the macro-economic framework.

64. The general orientations of the EDSP financing are as follows: (i) all the recurrent expenditures of the education system will be financed by government budget resources, while the investment effort will be shared with international financing partners and, to a lesser extent, with domestic partners, particularly communities; (ii) a significant share of the Government's recurrent budget, up to 22% by 2015, will be allocated to non-salary expenditures to provide a permanent allocation of funds for in-service training and maintenance activities, and (iii) for the procurement of small equipment for the schools and the administration of the education system a significant share of the budget, will be allocated to non-salary expenditures to provide a permanent allocation of funds for in-service training and maintenance activities.

65. Financial simulations of the ESDP policies suggest that the sustainability of the public expenditures on education requires that the share of education in GDP should increase from 4.4% in

2010 to 4.5% in 2020. To achieve a balance in regular expenditures, the share of education expenses in total government expenditure should increase from 13.9% in 2012 to an estimated 15.5% in 2015. The major multilateral and bilateral donors have been informed and consulted extensively on the financial plan.

V. Key Risks and Mitigation Measures

A. Risk Ratings Summary Table

Risk Category	Rating
Stakeholder Risk	**Moderate**
Implementing Agency Risk	
- Capacity	**Substantial**
- Governance	**Moderate**
Project Risk	
- Design	**Moderate**
- Social and Environmental	**Moderate**
- Program and Donor	**Low**
- Delivery Monitoring and Sustainability	**Substantial**
Overall Implementation Risk	**Moderate**

66. As part of project preparation and appraisal, both the results framework and project risks were reviewed, adjusted and updated. Changes to the results framework included: (i) sharpening the PDO to make it more project- rather than program-specific; and (ii) rewording/refining key performance indicators (KPIs) in order to ensure their relevance and ensure project-specific progress can be easily tracked. The Results Framework can be found in Annex 1.

B. Overall Risk Rating Explanation

67. The BESSP risk rating is moderate. The country's political stability is a point of uncertainty, but is mitigated by an implementation agency (DPEF) with a solid track record irrespective of country-level political changes. The Project will be implemented as part of a larger program with multiple donors involved in the education sector, which might lead to tensions if the different donor priorities are not compatible. However, experience over the past 10 years in implementing education projects has shown that the joint annual reviews, joint supervision missions and ad-hoc donor-Government meetings are an effective way to minimize the occurrence of possible incompatibilities and tensions. Also, the distribution of textbooks would need to be tracked through a transparent system to avoid materials not being distributed to their original destination or being sold instead of provided for free. There have not been any instances which confirmed the occurrence of such actions but discussions with ministry officials indicated some confusion on the regulations that apply to donor-supported intervene

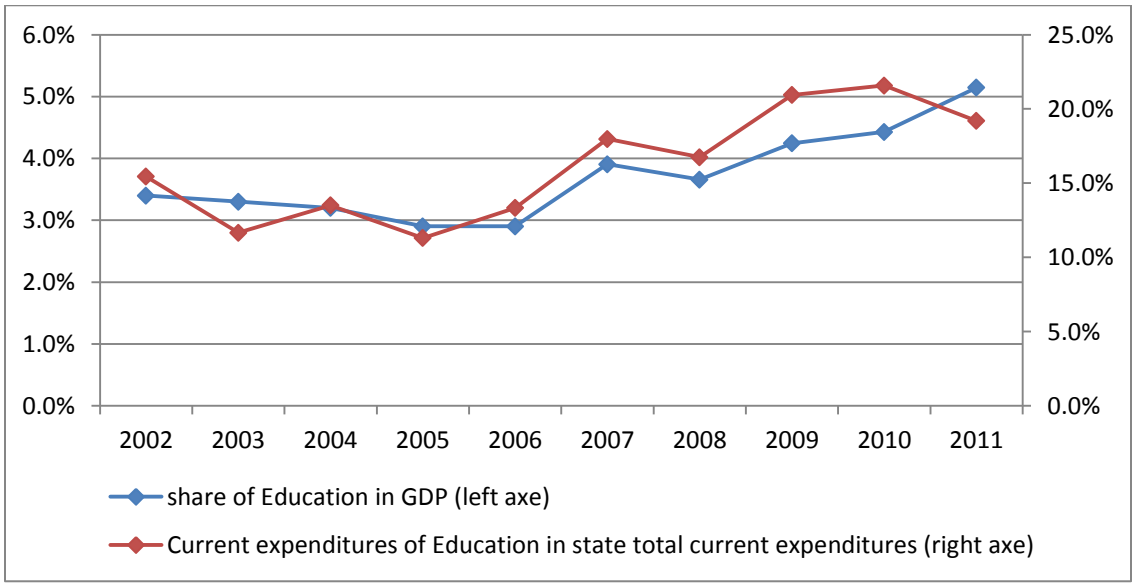
VI. Appraisal Summary

A. Economic and Financial Analysis

68. Despite a slight recession in 2009, when GDP fell by -1.1%, the global macroeconomic outlook of Mauritania has been encouraging over the past decade. This is mainly due to substantial mining inflows before 2008 and to the expansion of construction and service sectors after 2009, accompanied by a strong inflow of revenue and global development assistance. This prospect is likely to maintain. According to the International Monetary Fund (IMF), Mauritania GDP growth is expected to reach 6.2% in 2012.

69. The education sector has exceptionally benefited from the favorable macroeconomic context of the last decade. From 2002 to 2008, the share of the Education budget in domestic resources rose from 10.8% to 14.4%. That share was 13.9% in 2011 and the public recurrent spending on education, represented 19.2% of the total recurrent government spending (besides debt service). Similarly, the share of education in the GDP has also experienced an upward trend during the last decade. In 2011, the education absorbed about 5.1% of GDP, meeting the benchmark of the GPE. The following graph shows the trend of both indicators over the last decade.

Figure 1: Aggregate indicators of Education in Mauritania

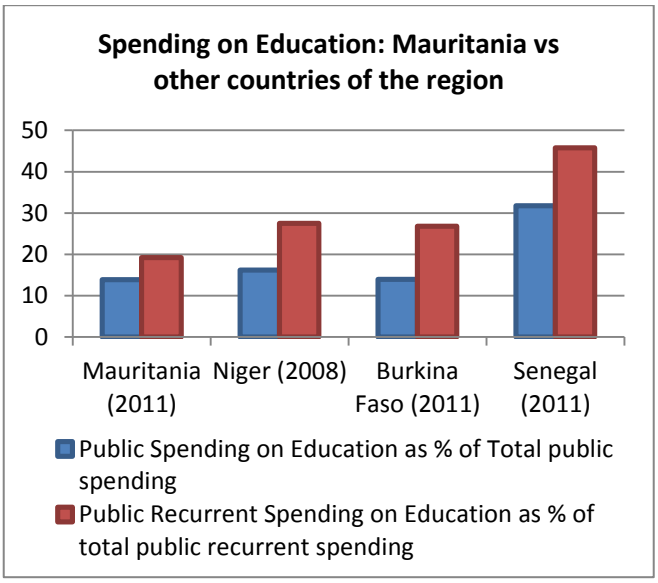


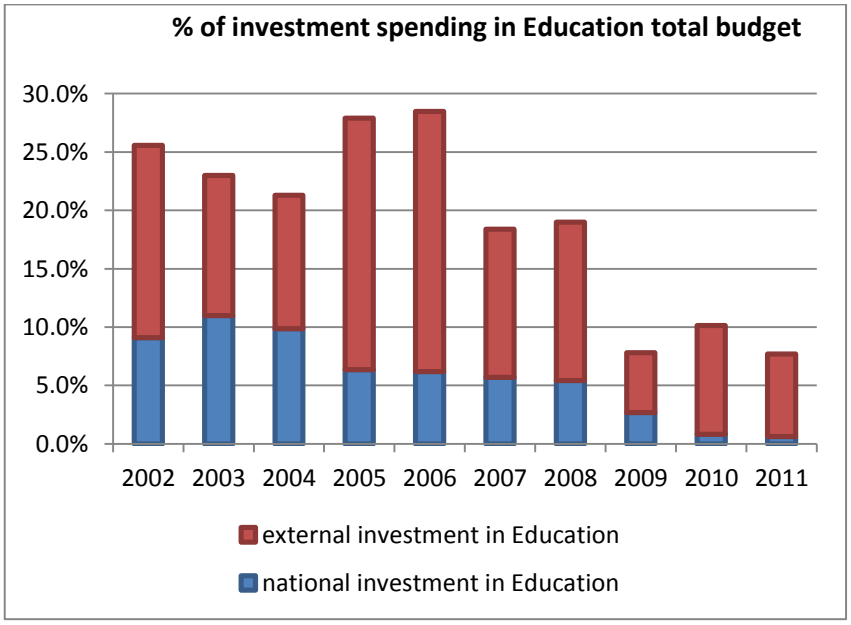
Source: Ministry of Education

70. However, in spite of these encouraging indicators, the education system in Mauritania remains quite weak in term of financial resources, when compared to other countries in the region. We consider the share of public spending on total Education as a percentage of total public spending and the share of public recurrent spending on total Education as a percentage of total public recurrent spending and we compare Mauritania with Niger, Burkina Faso and Senegal. Figure 2 compares education public spending as a share of total government public spending for four Sub-Saharan African countries. It shows that Mauritania is still below those countries in terms of public spending in education. This is offset by the fact that revenues represent 30% of GDP (higher than the average of 18% in West Africa) and thus the level of expenditures has increased. The independent assessment of the education sector that will be carried out for the joint annual sector review will assess the adequacy of education

expenditures compared to other countries.

Figure 2: Public spending on education in Mauritania





Source: Ministry of Education

71. Within the education sector, primary education has received notable attention. The share of primary education in the total education budget was about 50.3% in 2011, which is slightly more than the 50% benchmark of FTI. That financial commitment has also been accompanied by encouraging result in terms of enrolment and gender parity. In 2012, the GER was about 100% in primary school, while it was about 90% ten years ago. Also there are slightly more girls in primary school, as they represented about 50.8% of students enrolled in primary school in 2012. The completion rate was estimated at 71.5% in 2012, a 23% increase over the last decade. This is also quite encouraging given the

target of 79% that the country fixed for 2015.

72. Those encouraging outcomes, however, should not hide the need to address other issues facing the education system. Indeed, a recent report on the Mauritanian education system pointed out issues concerning quality of primary education and access of girls to secondary education. Quality of education is really an important issue in Mauritania. According to the 2004 PASEC, Mauritania had the lowest scores in both French and Mathematics in Grades 2 and 5 of primary school among all participating countries. Also a teaching body assessment performed in 2007, showed that only 17% of the primary school teachers were actually able to teach in French. In terms of girls' access to secondary education, the latest Country Status Report on education indicated that despite gender parity in primary education, girls were less represented in lower secondary schools, representing only 46% of enrolments.

73. The BESSP intends to provide some solutions to these issues namely the low access and equity in lower secondary education and the low quality of primary education while also strengthening capacity for M&E.

Table 2: Project costs by component

BESSP project components	Amount (in millions of US$)	Percentage
Quality of primary education	4.0	32%
Access and equity in secondary education	4.7	38%
Strengthen capacity for monitoring and evaluation	3.7	30%
Total	12.40	100%

Quality of primary education (Component 1)

74. With regards to the quality of education in primary school, beyond the objective of universal primary education, there is the equally important issue of quality of education. Several authors emphasized the importance of quality of education. For instance, Hanushek and Wobman (2007) argued that, despite the importance of education access and the education supply in growth, it is "ultimately the degree to which schooling fosters cognitive skills and facilitates the acquisition of professional skills that matters to development".

75. Against the backdrop of net improvements in access, particularly in primary education, the quality of education in Mauritania remains low. The Project plans to act on the most important determinants by allocating around 40% of financial resources to quality improvements.

76. Academic literature has identified a large range of determinants of the learning outcomes of students. Among them, several are linked to school environment or learning conditions, like furniture in classrooms or availability of pedagogical kits. The Project plans to provide 22,000 student desks to accommodate 44,000 students (i.e., 9% of the public primary school students). Similarly, the Project intends to provide 25% of primary school children with pedagogical kits, which will result in decreasing financial costs for families and increase learning outcomes. Distribution of desks and pedagogical kits to both students and teachers is expected to represent two-thirds of the cost of the quality component.

77. Also among the whole set of determinants identified by the economic literature, teachers' qualification is seen as the main determinant of student' learning outcomes (SABER; Hanushek and Rivkin 2006; Nye and al 2004). Outstanding teaching could even offset learning deficits of disadvantaged students. The BESSP intends to put a strong emphasis on teacher quality via teacher training. The emphasis on teacher training is important, since it seems that "teacher's pre-service training matters more than the teacher's own cognitive performance. Kasirye (2009) showed that each additional

teacher in the school with the required two years of teacher training improves reading scores by 2.4% of a standard deviation.

78. This emphasis on teacher training is all the more necessary given that the current profile of the teaching body is quite weak. Low quality teaching has doubtlessly had an adverse impact on children's learning outcomes.

79. The Project expects to train around 900 new teachers during the period from 2013 to 2015. Those new teachers are expected to be bilingual. The duration of the training will be three years. Two years is usually seen as the minimum duration to qualitatively trained teachers with a satisfactory qualitative standard, but there is also one more year for language training. These newly trained teachers will represent 8.6% of the current total number of teachers in public primary schools. Also starting from 2016, the ENIs should be producing about 300 well-trained teachers each year. From the financial simulation model, the Mauritanian public primary school system needs about 600 new teachers each year. Thus, after 2016, the ENIs will be able to provide one-half of the needed teachers, and the remaining gap will probably be filled with contractual teachers.

80. Teacher training is one of the determinants of quality of education. There are various options to training teachers. They include pre-service training, in-service training, distance education, or different combinations of them. The proposed project focuses on pre-service teacher training for a variety of reasons. First, pre-service training is essential for future teachers to acquire core academic and pedagogical competencies for teaching. It helps reduce the needs for in-service teacher training (which in Mauritania has been mostly addressed to unqualified teachers). Second, evaluation of teachers' competencies suggests that in-service teacher training did not seem to have any positive impact on teacher quality and therefore on quality of education, because their general, one-size-fits-all approach usually does not respond to the individual needs of teachers. The Government, with support from development partners[4], intends to develop a strategy that will clearly define the objectives, methodology, and approaches of in-service teacher training in order to improve its effectiveness and outcomes.

81. Streamlining the organization of in-service teacher training is also important from the economic point of view, especially because current unit cost of this training is much higher than the unit costs of pre-service teacher training (table below).

Table 3: Unit cost of training per student per day (in MRO)
(Pre-service and in-service teacher training)

	Pre-service training (ENI of Nouakchott)	**In-service training (Language training, August 2012)**
Budget (except teachers' wage bill)	142,113,413	
Teachers' wage bill	64,638,240	
Total budget	206,751,653	208,947,150
Number of student	549	2291
Number of days	170	24
Unitary costs per student and per day	**2215**	**3800**

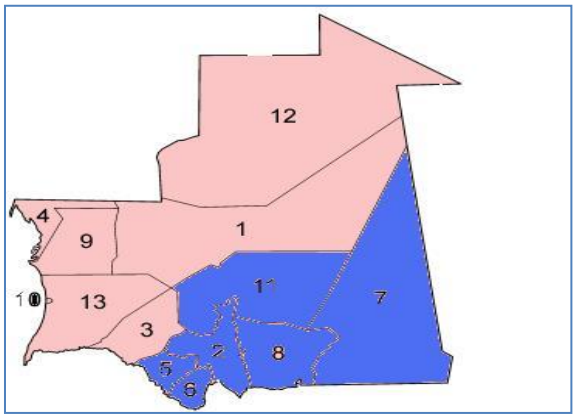
Source: Ministry of Education and ENI of Nouakchott, 2012

[4] Spanish Cooperation has financed a study on in-service teacher training and will provide financial support to the development of such a strategy.

Access and Equity in lower secondary school (Component 2)

82. In order to promote access and equity in lower secondary education, the project intends to act on both supply and demand side (30% of the BESSP funding). With regard to supply, the project mainly plans to build 13 new lower secondary schools and purchase school furniture and books. A mapping of population or secondary school enrolment across the country has helped identify the regions or wilayas with the highest rural population and with the lowest girls' participation in secondary. These six wilayas are represented in blue in Figure 3. They are Tagant, Hodh Charghy, Hodh Gharby, Assaba, Gorgol, Guidimagha.

Figure 3: Targeted Wilayas (in blue)



83. Among those wilayas, there are 13 communities without any secondary school. Thus, the project plans to build a "*collège de proximité*" in each of these specific communities. Each lower secondary school will include 4 classrooms. The 13 schools will have a total capacity of 2,340 students (13 schools x 4 classrooms x 45 students). In 2012, there were about 111,460 students in public lower secondary schools. The new schools will represent 2% of enrolment in lower secondary education at the national level, but they will represent a net improvement in enrolment in lower secondary schools in the targeted wilayas (12% of current enrolment in the selected wilayas) which is far from being insignificant. Also, by 2015, the transition rate from primary to lower secondary education for girls in the targeted wilayas is expected to increase from 45% now to 50%. Similarly, girls' participation in lower secondary education in those wilayas is expected to rise from 42% to 45%.

84. Those new *collèges* will clearly decrease the distance to the closest lower secondary school, which is negatively correlated with enrolment in general and with enrolment of girls in particular. In 2011, UNICEF completed a study on girls' education in Mauritania which showed that parents are reluctant to send their girls to lower secondary schools because of: (i) the distance girls have to travel to attend lower secondary school, which was identified by 79 % of parents as a major concern; and (ii) the need to ensure the safety of their girls once they are in school which was identified by 71.2 % of parents as a concern.

85. A long distance from home to the closest primary and secondary school has always been a constraint in enrolment. In the literature, Manacorda and Kondylis (2006), theoretically and empirically (using data from the 2001 Tanzanian household budget survey), showed that an increase in the distance to the closest school results in a decrease in enrolment and an increase in the proportion of children who perform household chores at home.

86. The construction of those specific *collèges de proximité* is therefore absolutely gender-oriented. Indeed, if one considers a case where there are 2 communities A and B, one with a lower secondary school (community A) and another without a lower secondary school (community B). Children of community B willing to be enrolled in a lower secondary school will have to go to the lower secondary school in community A. Among these children, there will therefore be fewer girls since a large proportion of parents will be reluctant to send their girls to those schools. Thus, the enrolment rate of girls will be lower than that of boys in those two communities. If a secondary school is built in community B, all children of this community willing to go to lower secondary school will therefore be able to do so, boys and girls alike. Therefore girl's lower secondary school enrolment for both communities will increase. Thus, building lower secondary school in communities where there is currently no lower secondary school is relevant for gender equity in lower secondary school since girls' enrolment is more vulnerable to large distance than boys' enrolment.

87. Education supply is also directly linked to education demand. Indeed, education supply can boost education demand. For instance, Orazem and King (2008) showed that education supply can increase education demand via the decrease of financial burden on credit-constrained households. There are also more direct ways to boost education demand, notably via clear incentives and promotion of girls' enrolment in lower secondary school. This is the complementary aspect on which the GPE plans to intervene.

88. The demand side of this component of the project includes several actions. On one hand, there are actions to promote enrolment of girls in secondary education, like awareness campaigns that have already demonstrated their potency for primary levels, graduation ceremonies or awareness building training for teachers. On the other hand, there is indirect money transfer like distribution of pedagogical kits, which lowers the financial burden on the family. Qualitatively, those actions have the potential effect of fostering girls' enrolment in secondary school even if their impact is hard to be quantitatively assessed.

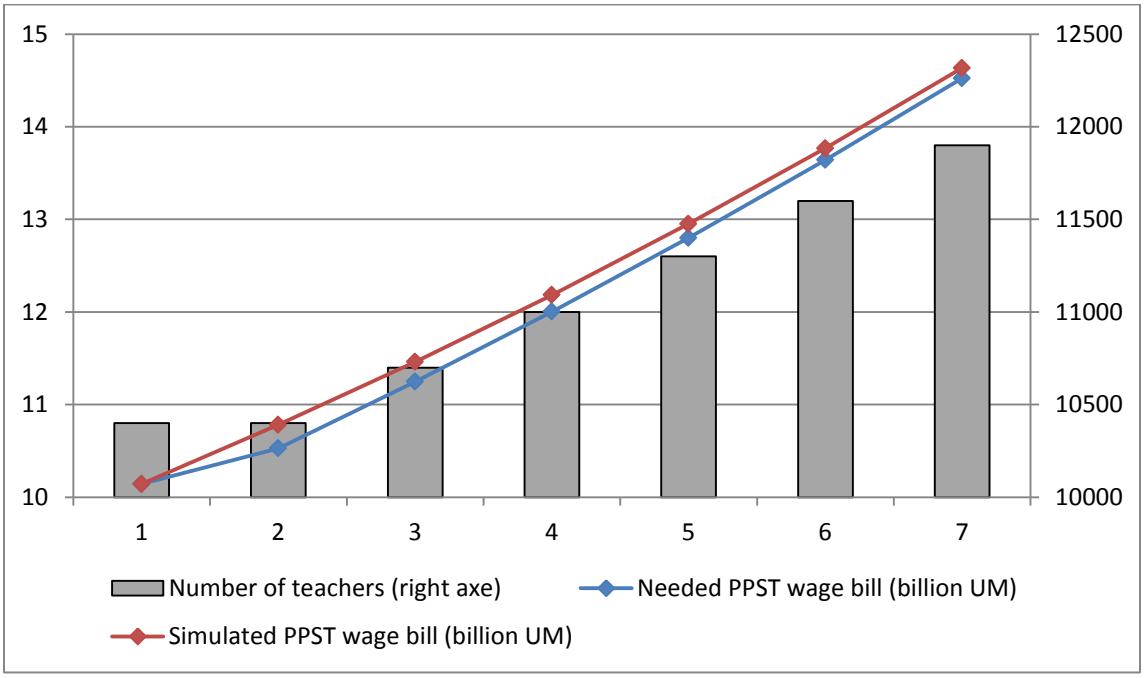
Strengthen management of the education sector (Component 3)

89. This component of the project (30% of the total resources) deals with sector management in the education system. Strengthening managerial capacity of the education sector is expected to lead to an efficient functioning of the sector via the building of an improved computerized management information system, statistical centre and training of administrative staff. A stronger management information base and trained staff can help identify the weakest aspects of the education system (for instance, regions where enrolment or equity are the lowest) and provide appropriate responses to the issues identified. This capacity strengthening will help address issues in the education sector more efficiently even though its impact is hard to quantify.

Financial sustainability analysis of wage bill for incoming teachers

90. This section provides a financial sustainability analysis of the salary of the teachers trained by the project. The teacher training will last 3 years, which means that the newly trained teachers should be able to teach in 2016. Also, both teacher training schools of Mauritania are supposedly able to provide an average of 300 new teachers each year at least up to 2018. Then considering that the unit cost of teachers in primary school is about 3.7 times the GDP per capita (financial simulation model), it is possible to infer the growth pattern of the total required wage bill. Considering an annual 6.3% increase of GDP it is also possible to estimate the wage bill for public primary school teacher, considering that inter and intra allocation of the budget for education remains the same. In this case the total wage bill should increase by 6.3% each year. Figure 4 below represents the number of public primary school teacher and the needed and simulated wage bill.

Figure 4: Projection of Teachers' Wage Bill



Source: Ministry of Education and author's calculation; PPST stands for Public Primary Schools Teachers

91. The chart shows that the needed wage bill will be covered by the simulated wage bill during most of the period 2012-2018. Thus, the financial burden of the incoming teachers will be relatively easy to cover. But if Mauritania's economic growth is lower than the expected 6.3%, either more education resources will need to be allocated to primary education or the overall education budget as a share of the total government budget will need to increase. Efforts will need to be made to identify potential efficiencies and part of the independent assessment carried out for joint reviews will include an expenditure review and make recommendation on measures to improve efficiency in expenditure management.

B. Technical

92. The project design is appropriate to the needs of the country. Proposed activities are related to finding from recent sector study which highlights the main characteristic of the education system. The major issues identified include poor quality of basic education, inequitable access to secondary education resulting mostly from supply constraint, weak information management system of the sector. Technically project activities conform to educational principles to education and draws from lessons learnt in past projects and from sound educational practice elsewhere.

Limited access of girls in secondary education due to school supply

93. Construction of lower secondary schools close to communities *(collèges de proximités)*, that currently do not have lower secondary schools. The Government has decided to target poor areas that are more densely populated and will be selected based on current school mapping data. The Government has

the necessary experience and technical capacity.

Demand and supply of trained teachers

94. The MEE recognizes the constraint of recruiting sufficient numbers of candidates who meet the requirements for bilingual pre-service teacher training. The project seeks to provide content and pedagogical training for the ENI faculty to improve the quality. The project will support training for the ENI faculty on curriculum content, pedagogy, and bilingual education in French and Arabic.

Strengthening capacity for monitoring and evaluation

95. An EMIS exists. However, the EMIS does not comprise the regional levels. It has been decided that the system will be integrated by networking all the MEE DRENs. The program for carrying out student assessments over the next three years is feasible and aligned with education priorities.

C. Financial Management

96. The FM residual risk rating for the project is Moderate. This determination is based on an FM assessment of DPEF carried out during the project preparation phase. The mission determined whether having the DPEF in charge of the implementation of the project would continue to maintain an acceptable financial management system. The conclusion of the assessment was that the financial management system in place, subject to the reinforcement measures, satisfies the Bank's minimum requirements under OP/BP10.02, and therefore is adequate to provide, with reasonable assurance, accurate and timely financial management information on the status of the project required by World Bank. The FM arrangements will be strengthened by implementing the action plan in Annex 3.

97. The fiduciary aspects of the current project will be handled by a qualified fiduciary team of the DPEF, which has strong knowledge and experience in Bank fiduciary procedures, while the operational aspect will be handled by departments of the MEE.

D. Procurement

98. Procurement for the proposed project would be carried out in accordance with the World Bank's "Guidelines: Procurement under IBRD Loans and IDA Credits" dated January 2011; "Guidelines: Selection and Employment of Consultants by World Bank Borrowers" dated January 2011, "Guidelines on Preventing and Combatting Fraud and Corruption", and the provisions stipulated in the FA. The general description of various items under the various expenditure categories is described below. For each contract to be financed by the Grant, the different procurement methods or consultant selection methods, including the need for prequalification, assessment of estimated costs, prior reviews, and time frames for processing contracts will be agreed between the Government and the Bank and included in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

E. Social (including safeguards)

99. The provision of school places and adequate learning materials will increase access, in particular

benefit children in rural, poor and disadvantaged areas, thereby reducing inherent imbalances in educational access in the country. Girls will benefit from a gender-sensitive strategy applied to all areas of educational provision. This will in turn improve equity, reduce social tensions linked to unemployment, and contribute to the alleviation of urban poverty. The project targets activities to rural areas and to under-served regions where the poor population live. Most construction of small scale *collège* and provision of water and latrines will be in these areas. The de-concentration of responsibilities and the subsequent better allocation of qualified teachers and other resources among regions will give poor communities equal access to public investments in education. Finally, the project seeks to reach gender equity in secondary education, with specific activities aimed at increasing girl's access and retention, particularly in secondary education, in under-served regions.

100. The small civil works could trigger land acquisition, and/or restriction of access to assets or sources of livelihood. The project thus triggers OP/BP 4.12 on Involuntary Resettlement. A Resettlement Policy Framework (RPF) was prepared, reviewed, approved and disclosed in-country on July 12, 2012.

F. Environment (including safeguards)

101. The project is classified as Environmental Category B (Partial Assessment) since the impacts associated with the activities (construction of classrooms and critical ancillary infrastructure such as latrines and water points) are likely to be small-scale, reversible and manageable through minimum anticipatory mitigation measures. Regarding the nature and scope of the construction activities, three safeguard policies are triggered: OP/BP 4.01 on Environmental Assessment; OP/BP 4.11 on Physical Cultural Resources; and OP/BP 4.12 on Involuntary Resettlement. Given that the construction and the borrow pits sites are not yet known, an Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) have been prepared, reviewed, approved and disclosed in-country on July 12, 2012 and at the InfoShop on July 16, 2012. The impacts and risks identified through these reports and which need particular attention during the implementation are: (i) land expropriation for the construction of the facilities; (ii) temporary nuisances/pollution due to construction generating wastes; (iii) involuntary destruction of undiscovered physical resources; (iv) safety and security risks on the construction sites.

102. During implementation, Environmental and Social Impact Assessments (ESIAs), Environmental and Social Management Plans (ESMPs) and/or Resettlement Action Plans (RAPs) will be prepared as and when necessary once sub-project sites and plans for civil works are finalized.

Annex 1. Results Framework and Monitoring

Country: Mauritania

Project Name: Mauritania Basic Education Sector Support Project (BESSP) (P126902)

Results Framework

Project Development Objectives

PDO Statement

The Project Development Objectives (PDOs) are to improve quality of pre-service teacher training in primary education and to promote equitable access to lower secondary education.

These results are at	Project Level

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection
				YR1	YR2	YR3	YR4	End Target			
Direct project beneficiaries	☒	Number	0.00	15000.00	30000.00	30000.00		76500.00	Yearly	DGSPC/DPEF/Yearly	
Female beneficiaries	☒	Percentage Sub-Type Supplemental	10.00	11.00	11.00	11.00		12.00			
Proportion of graduates of ENIs who master the minimum required competencies	☐	Percentage	0.00	5.00	5.00	5.00		15.00	Yearly	ENI	ENI
Transition rate from primary to lower secondary	☐	Percentage	45.00	47.00	49.00	50.00		50.00	Yearly	DGSPC	DGSPC

education for girls in targeted wilayas											
Number of females enrolled in lower secondary education in targeted wilayas	☐	Number	7800.00	8112.00	8424.00	8736.00		8736.00	Yearly	DGSPC	DGSPC

Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection
				YR1	YR2	YR3	YR4	End Target			
Number of ENI administrative staff trained (Component 1)	☐	Number	0.00	20.00	30.00	20.00		70.00	Yearly	ENI	ENI
Number of ENI faculty trained (Component 1)	☐	Number	0.00	30.00	50.00	40.00		120.00	Yearly	ENI	ENI
Educational resources available at ENIs (Component 1)	☐	Yes/No	No	No	Yes	Yes		Yes	Once	ENI	ENI
Number of addiitional bilingual teachers certified by CREL supported by the project (Component 1)	☐	Number	30.00	200.00	250.00	500.00		500.00	Yearly	ENI	ENI

Proportion of students who received pedagogical kits in the targeted regions each year (Component 1)	☐	Percentage	0.00	25.00	25.00	25.00		25.00	Yearly	ENI	ENI
Number of classrooms constructed in targeted wilayas with support from the project (Component 2)	☐	Number	0.00	0.00	52.00	0.00		52.00		DGSPC	DGSPC
Number of girls receiving an award (Component 2)	☐	Number	0.00	160.00	160.00	160.00		480.00		DES	DES
Number of awareness campaigns carried out to promote girls' education with NGOs (Component 2)	☐	Number	0.00	3.00	3.00	3.00		9.00		DGSPC	DGSPC
Number of teachers, inspectors and school directors in rural schools who attended awareness-raising training sessions	☐	Number	0.00	276.00	276.00	138.00		690.00		IGEN	IGEN

(Component 2)											
Number of girls provided with pedagogical kits in targeted wilayas (Component 2)	☐	Number	0.00	21134.00	24044.00	27229.00		72407.00		DES	DES
System of learning assessment established and functional (Component 3)	☐	Yes/No	No	No	Yes	Yes		Yes			CNE
Integrated EMIS (network system) is operational within the State Ministry of Education (MEE) and the regional offices (Component 3)	☐	Yes/No	No	No	Yes	Yes		Yes	Yearly	DGSPC	DGSPC
Number of DRENs personnel trained in data collection and analysis (Component 3)	☐	Number	0.00	40.00	40.00	40.00		120.00	Yearly	DSGPC	DGSPC
Number of staff trained on EMIS (Component 3)	☐	Number	0.00	80.00	120.00	85.00		285.00	Yearly	DGSPC	DGSPC
Completion of early grade reading	☐	Yes/No	No					Yes	Yealry	DGSPC	DGSPC

assessment (EGRA) (Component 3)											
Number of annual meetings of the education sector group (Component 3)	☐	Number	0.00	3.00	3.00	3.00		9.00	Yearly	DGSPC	DGSPC

Annex 1: Results Framework and Monitoring

Country: Mauritania

Project Name: Mauritania Basic Education Sector Support Project (BESSP) (P126902)

Results Framework

Project Development Objective Indicators	
Indicator Name	Description (indicator definition etc.)
Direct project beneficiaries	Direct beneficiaries are people or groups who directly derive benefits from an intervention (i.e., children who benefit from an immunization program; families that have a new piped water connection). Please note that this indicator requires supplemental information. Supplemental Value: Female beneficiaries (percentage). Based on the assessment and definition of direct project beneficiaries, specify what proportion of the direct project beneficiaries are female. This indicator is calculated as a percentage.
Female beneficiaries	Based on the assessment and definition of direct project beneficiaries, specify what percentage of the beneficiaries are female.
Proportion of graduates of ENIs who master the minimum required competencies	Proportion of graduates of ENIs who master the minimum required competencies by an external assessment (5% annual increase)
Transition rate from primary to lower secondary education for girls in targeted wilayas	Transition rate from primary to lower secondary education for girls in targeted wilayas
Number of females enrolled in lower secondary education in targeted wilayas	Number of females enrolled in lower secondary education in targeted wilayas

Intermediate Results Indicators	
Indicator Name	Description (indicator definition etc.)
Number of ENI administrative staff trained (Component 1)	No description provided.
Number of ENI faculty trained (Component 1)	No description provided.
Educational resources available at ENIs (Component 1)	Library, computer lab and digital platform
Number of addiitional bilingual teachers certified by	Cumulative number

CREL supported by the project (Component 1)	
Proportion of students who received pedagogical kits in the targeted regions each year (Component 1)	No description provided.
Number of classrooms constructed in targeted wilayas with support from the project (Component 2)	No description provided.
Number of girls receiving an award (Component 2)	No description provided.
Number of awareness campaigns carried out to promote girls' education with NGOs (Component 2)	No description provided.
Number of teachers, inspectors and school directors in rural schools who attended awareness-raising training sessions (Component 2)	No description provided.
Number of girls provided with pedagogical kits in targeted wilayas (Component 2)	No description provided.
System of learning assessment established and functional (Component 3)	No description provided.
Integrated EMIS (network system) is operational within the State Ministry of Education (MEE) and the regional offices (Component 3)	No description provided.
Number of DRENs personnel trained in data collection and analysis (Component 3)	No description provided.
Number of staff trained on EMIS (Component 3)	No description provided.
Completion of early grade reading assessment (EGRA) (Component 3)	No description provided.
Number of annual meetings of the education sector group (Component 3)	(including joint annual reviews)

Annex 2: Detailed Project Description

1. The overall objective of the Education Sector Development Plan (ESDP) in Mauritania is to achieve universal access to primary education. The ESDP is a sector-wide program that has four inter-related strategic axes: (1) to improve the quality and relevance of teaching-learning processes and outcomes at all levels of the education sector, (2) to promote greater access and regional and gender equity, especially at the primary and secondary levels; (3) to increase the efficiency and relevance of the education system by fostering closer linkages between technical, professional training and higher education, on one hand, and the labor market demands, on the other hand, and (4) to enhance the administrative, pedagogical, and financial management capacity of the to enhance the administrative, pedagogical, and financial management capacity of the individuals and the system as a whole.

2. The ESDP covers all the sub-sectors early childhood development, primary education, secondary education, technical and professional training, higher education, school health, literacy, and the management of the sector. The advantage of this comprehensive approach is to address system-wide issues in a coherent and coordinated manner, to define clear priorities and to strengthen the linkages between the education sector and the economy.

3. The proposed Basic Education Sector Support Project (BESSP) will contribute to the implementation of the medium term action plan (2012-2015) of the ESDP. The project (BESSP) builds on the long history of the Bank and GPE engagement in the education sector in Mauritania since 2002, especially the most recent Education sector development projects financed by both the Bank and GPE and the extensive sector study, including simulation exercises for the 2010-2020 period, that was carried out in 2010 and which was key in defining the Government's 10-year education development program.

4. The major multilateral and bilateral donors have been involved in the preparation of the project consequently the BESSP is prepared as part of a larger program of donor support to Mauritania education sector. In order to avoid overlaps and uncoordinated interventions the Government and the major donors have decided to include their interventions within the medium term action plan. Consequently, the BESSP is prepared as part of a larger program of donor support to Mauritania education sector and is intended to support areas that complement the government's expenditures as well as these other sources of financing to the sector.

5. The Development Objective of the proposed operation is to improve quality of pre-service teacher training in primary education and to promote equitable access to lower secondary education.

6. **Project components:** In order to achieve the above objectives the BESSP will focus on the following three components which will complement activities in the ESDP financed from other sources (donor and Government) trough: (i) improving the quality of teaching in primary education; (ii) promoting equitable access to lower secondary education; and (iii) strengthening management of the education sector.

Component 1: Improving the quality of teaching in primary education (Estimated Cost US$ 4.0 million)

7. The investment in quality of education in Mauritania will focus primarily on pre-service teacher training to develop their capacity to operate in a truly bilingual education system. The present teaching body consists mainly of teachers who are proficient either in Arabic or French. The number of sufficiently bilingual teachers in the system is relatively small compared to the numbers required. Extra efforts need to be made to provide intensive language training to the newly recruited students who have the potential of becoming bilingual. The current pre-service teacher programs will be revised to include language skills

training.

8. An evaluation of the entire Mauritanian teaching body was conducted in July 2007. Primary teachers were assessed in Arabic, French and mathematics. The conclusions of the assessment were the following: (i) Only 43.1% of teachers had a level that allows them to teach in Arabic without difficulty; and (ii) a mere 17% were able to teach in French. The government teacher training policy is to apply a competency assessment at entry in the languages of instruction for all the newly recruited students of ENIs. Based on the results of the assessment, they will be divided into two groups: students who are not fluent in French will receive intensive training in French, while those who are not fluent in Arabic will receive intensive training in Arabic.

Sub-component 1.1: Improving the quality of pre-service teacher training (Estimated Cost US$ 2.0 million)

9. This sub-component will support improvements in pre-service training at the two existing ENIs for primary school teachers. The focus on the ENIs is justified by the need to ensure that the necessary pedagogical and institutional reforms of pre-service training are completed and that future teachers are the qualification and skills necessary to teach and to support improvement of learning outcomes in primary education.

10. The project will support the government effort to reform pre-service teacher training. It will not directly support in-service training because, in the context of the Education Sector Plan, other partners are already supporting in-service training. The government short-term priority regarding in-service training is to develop a strategy that would allow for better efficiency and outcomes of training activities. This would require, for example, a mechanism for assessment of teachers' training needs and the development of teacher's training action plan to respond to specific learning needs of individual teachers. It will also require the development of data base on in-service training, monitoring and evaluation mechanisms, and the setting up of a standardized certification system. Finally, the strategy should devote a strong link between in-service training and pre-service training. Feedback from in-service training would be collected and recorded and used for improvements of pre-service teacher training.

11. While the Government has clearly expressed its intention to work in this direction, a clear institutional arrangement is still lacking. The government and the partners have agreed to work together towards the development of such an institutional arrangement. In the meantime, the education sector group (composed of relevant departments of the MEE and development partners), which meets on a quarterly basis oversight all issues relating to pre-service and in-service teacher training and provide overall orientation in terms of operationalization, ensure coordination among partners, and monitor progress. The group may set up a specific thematic group that would be responsible for operationalizing its orientations.

12. *Training of the ENI faculty*: The project will support training for the ENI faculty on curriculum content, pedagogy, and bilingual education in French and Arabic. To facilitate the bilingual education aspect of the training the project will provide language lab equipment. The faculty will also receive training in student learning assessment methodologies so that they can: (a) assess their students and (b) teach their students assessment methodologies.

13. *Training of ENI administrative and management staff*: The project will support study tour in similar institutions in selected countries to acquire experience in in-service teacher management, planning and pedagogical content as well as bilingual training.

14. *Introducing competencies assessment for each new student cohort*: New students at ENIs will be subject to competency assessment. For each of the three years of project implementation, a test will be administered for each cohort of new students to assess competencies in French, Arabic and mathematics

and to identify potential areas of improvement. These assessments will allow the tailoring of training programs to their specific needs. During the first year of the project, external competency assessment will be administered to students of the second and third grades of ENIs in order to design remedial pedagogical actions as needed. Finally, competency assessment will be applied to the s cohort that completed three years training. This last assessment will be compared to the entrance assessment of the same cohort in order to draw conclusions about the real learning outcomes during the three years of training. The findings will also allow the ENIs to work with the Ministry of Civil Servant on improving the teacher training school entrance examination.;

15. The project will also finance the following: (i) rehabilitation and equipment of language laboratory for the ENI in Nouakchott; (ii) construction and equipment of language laboratory for the ENI of Aioum; (iii) purchase of desks, books, pedagogical equipment, computer lab and digital platform; and (iv) computer networking between the two institutions.

Sub-component 1.2: Improving learning environment in primary and lower secondary schools (Estimated Cost US$ 2.0 million)

16. The project will also contribute to the improvement of school environment and learning conditions in the targeted wilayas. The sub-component aims to support the acquisition and distribution of school pedagogical kits for all primary and lower secondary students in the targeted wilayas. The kits will comprise manuals, supporting tools for geography and history such as charts, maps, geometrical figures, etc. They will be distributed to students of the new *collèges*, to other lower secondary students in those regions, and to primary education students. It is expected that those pedagogical tools will be used by teachers and students to improve the quality of teaching and learning in the classrooms.

Component 2: Promoting equitable access to lower secondary education (Estimated Cost US$ 4.7 million)

17. The objective of the component is to expand access to lower secondary education and to promote girls' education attendance in secondary education through the construction and equipment of small *collèges*. The two pillars of the interventions include: (i) infrastructure development, and (ii) implementation of measures to promote girls' education.

18. UNICEF recently completed a study on girls' education in Mauritania which showed that parents are reluctant to send their girls to lower secondary schools because of: (i) the distance girls have to travel to attend lower secondary school, which was identified by 79 % of parents as a major concern; and (ii) the need to ensure the safety of their girls once they are in school which was identified by 71.2 % of parents as a concern. With the number of students completing primary school growing, demand for secondary education is inevitably increasing. Since girls' participation rates in lower secondary school are lower than that of boys, the project will focus on expanding access to lower secondary schools for girls. The project will attempt to reduce the gender gap through demand and supply-side interventions as well as targeted interventions in regions where girls' enrolment in lower secondary education is low compared to other regions. Those regions include Tagant, Hodh Charghy, Hodh Gharby, Assaba, Gorgol, Guidimagha, with high proportion of rural population and with the lowest transitions rate from primary to low secondary education. The selection of localities for construction of the *collèges* was based on the socio-economic characteristics of the zone, lower participation rates for girls, number of girls in the zone, inexistence of *collèges* in the zone, and number of students exceeding 80 in each of the levels 4, 5 and 6 of primary education in all potential beneficiary villages.

Sub-component 2.1: Increasing access to lower secondary education for girls (Estimated Cost US$3.7 million)

19. This sub-component will support the construction of 13 lower secondary schools, close to communities (*collèges de proximités*). Each school will be composed of two blocks of two classrooms, totaling 4 classrooms, an administrative block, latrines and water point. The total number of classrooms to be constructed is 52. The cost of each school was estimated at US$ 200,000. The project will target poor areas that are densely populated and where there are no lower secondary schools.

20. Specific activities to be financed are the costs of construction of the 13 schools, the equipment of the schools (desks and chairs), purchase of school furniture and basic equipment including the delivery and installation and testing of the equipment, purchase of books for the small school libraries, and the supervision costs of the civil works during the construction phase. The government will make sure that the newly constructed lower secondary schools are well staffed with teachers. The government is already implementing an incentive policy that provides subsidies for teachers in distant and remote areas. The incentive is likely to attract teachers to the new lower secondary schools.

Sub-component 2.2: Improving equity through measures to promote girls' schooling (Estimated Cost US$1.0 million).

21. To respond to the demand side of girls' schooling the project will: (i) organize sensitization campaigns to promote girls' schooling with the support of NGOs or other donors who can be supervised by the regional education directorates (DREN); their outcome will be evaluated, and successful actions will be expanded; (ii) encourage the government to continue girls' graduation ceremonies and distribution of awards; (iii) sensitization trainings for teachers, inspectors and school directors in rural *collèges* regarding girls' rights to education; and (iv) help off-set financial burden to parents through the distribution of pedagogical kits (textbooks, exercise books, pens, pencils, etc.) to girls enrolled in the *collèges* built by the project. Awards to be offered by girls' graduates will be in-kind (not cash) and they may include items such as books, calculators, computers, etc.

22. These combined initiatives are expected to stimulate demand for lower secondary education from girls' parents. The component draws from lessons of the previous education project, which show that demand-side interventions may have positive impact on school enrollment. The sub-component will also support regular assessment of communities' satisfaction and their responsiveness to the supply-side interventions.

Component 3: Strengthening management of the education sector (Estimated Cost US$3.7 million).

23. The objective of this component is to improve the overall capacity of the Ministry of Education to design quality and relevant education policies, strategies and programs and to effectively monitor and evaluate their implementation. The component has two sub-components:

Sub-component 3.1: Strengthening capacity for monitoring and evaluation (Estimated Cost US$ 2.9 million).

24. The MEE-S Directorate of Strategy, Planning and Cooperation (DSPC) is responsible for the compilation and quality of education data and the publication of the data to inform education policy and investments. Previous Bank-supported projects in Mauritania have supported the development of an EMIS system that is functional within the DSPC. However, CAPNAM study indicates in 2011 that the

Mauritanian education statistical information systems have both advantages and challenges. The advantages are related to the existence of a central structure (DSPC), which organizes in a regular basis, for a decade, annual school census and publishes statistical yearbooks. It has a system of statistical information to conduct analyzes of the situation to support policy decision making and planning. The challenges include: (i) statistical data collection and analysis take too long; (ii) limited publication of report; (iii) limited involvement of education regional directorate in data collection, analysis, leading to a loss of learning and a lack of accountability at the regional level, (iv) the absence of specialized structures that could support the school census at the regional level; (v) insufficient use of information technology and communication does not allow to reduce the time of data collection and processing.

25. Based on the conclusion of CAPNAM study the Government needs to ensure the full integration of the system by networking all MEEN departments, including the regional directorates (DRENs), to improve the reliability, timeliness and harmonization of data for the production of the annual education statistics yearbooks. To facilitate this integration and connectivity, the project will support the development of the network system. The interconnectivity will allow regional, district offices and departments to transfer data to the DSPC for consolidation and facilitate DSPC's final analysis of the data. To ensure proper and accurate data collection at the local levels, the DSPC will guide and train regional directorate staff DREN staff as necessary.

26. The Project will support the acquisition of equipment including, 44 computers for the regional directorates, internet connection, and other accessories to build the network system between the regional and the central levels and will finance technical assistance to support the network. The DSPC will also conduct studies aimed at upgrading the education CSR, and the MTEF.

27. In order to ensure proper and accurate data collection at the local levels, the DGSPC will guide and train DREN staff as necessary. DGSPC will be responsible for providing consolidated monitoring data on: (i) status reports on project implementation by component, including summary description of activities at the regional levels (annually); (ii) detailed M&E reports (annually). DGSPC will also carry out evaluation activities aimed at improving teaching and learning, including: (i) evaluation of policies aimed at improving teaching and learning; (ii) implementing of at least one Early Grade Learning Assessment (EGRA); (iii) supporting participation in PASEC and TIMMS evaluations, by starting to focus on progress in lower secondary; (iv) independent review of sector performance (updating the CSR); and (v) building capacity of the CNE.

Sub-component 3.2: Coordination of the Education Sector Program (Estimated Cost US$ 0.8 million)

28. This sub-component will finance some operating costs for the DPEF in support of implementation activities. DPEF is already staffed with a coordinator, a project manager, and an accountant. A procurement specialist will be recruited to reinforce this team. The sub-component will finance the salaries of this staff and the costs associated with regular M&E, supervision and reporting activities of the project, including supervision missions, annual education sector reviews, auditing and the costs of implementation of safeguards training.

Annex 3: Implementation Arrangements

Project institutional and implementation arrangements

1. The project will be under the auspices of the new Ministry of State for National Education, Higher Education and Scientific Research (also referred to as the State Ministry of Education –MEE) who has the mandate to draft and implement the government's education policies and coordinate education-related activities, and supersedes all ministries involved in the education sector. The fiduciary aspects of the project will be handled by the Directorate of Education and Training Projects (DPEF) –under MEE. Implementation will be carried out by directorate of relevant ministries in charge of education in close collaboration with the DPEF.

A. Roles and responsibilities

2. The General Direction of Strategy, Planning and Cooperation (DGSPC) will be responsible of component III the project. The DGSPC is responsible for coordination of MEN Directorates both internally and with other Ministries and donors and for the compilation and quality of education data and the publication of the data to inform education policy and investments. Previous Bank-supported projects in Mauritania have supported the development of an EMIS system that is functional within the DGSPC. Based on inputs received from regional directorate of education (DREN), DGSPC will be responsible for providing consolidated monitoring data: (i) status reports on project implementation by component, including summary description of activities at the regional levels (annually); (ii) detailed M&E reports (annually). The main findings from the M&E reports will be incorporated into the Education Sector Development Plan Annual Report and discussed with education national structures such as national directorate of primary, secondary education, national inspectorate, regional education directorate, local donor and civil society during the annual joint review of the sector.

- The Student Learning Assessment Unit developed under previous GPE and IDA Projects will: (i) develop a systems, tools and practices for an effective assessment of student achievement in close collaboration international institutions including EGRA and PASEC involved in student assessment, and (ii) assess new student cohort at the beginning of their training program to evaluate their level when entering the ENI to allow the ENI management staff and faculty to design a study program that is appropriate for the new students. Both summative and formative student assessment will be reinforced, and teachers will be trained in the practice of classroom continuous assessment.

- NGO: Sensitization campaigns to promote girls' schooling will be implemented with the support of international and national NGO under the supervision and in close collaboration with Education Regional Directorate (DREN). (ii) Religious group will support and encourage the government to continue girls' graduation ceremonies and distribution of awards.

3. *Direction des Projets Education et Formation* (DPEF) (Directorate of Education and Training Projects) is the operational branch of the MEE responsible for fiduciary implementation of all education projects in Mauritania. DPEF will carry out the fiduciary responsibility of the project. Specifically DPEF will: (a) implement the financial management information system (MIS);(b) carry out budget planning in relation with donor support, (c) prepare monthly fiduciary reports; (d) prepare applications for replenishments of Designated Account (DA) or direct payments; (e) execute expenditures from the Designated account; (f) monitor compliance with the Manual of Accounting and Financial Procedures; and (g) ensure that audit reports are submitted three months prior to annual reviews and ensure that quarterly interim financial reports (IFRs) are produced.

4. DPEF will also manage both the DA and the Project Account (PA). The DA will receive project implementation funds and DPEF will ensure its timely replenishment based on Statements of Expenditures or Direct Payment of suppliers according to the required withdrawal applications and Grant disbursement letter. DPEF will ensure that annual audits are carried out and submitted in accordance with legal covenants. The DPEF team is composed of a director, a deputy director, three focal points for project implementation of different development partners ; technical coordinator at the central level; a monitoring and evaluation specialist, a procurement specialist, a responsible for administration and finance, an accountant, and a human resource manager. There is also a Market Commission in charge of managing all bidding processes in the different projects financed by donors.

Financial Management, Disbursements and Procurement

Financial Management

5. The Bank's FM team conducted an FM assessment of DPEF. The objective of the financial management assessment was to determine whether the financial management arrangements: (i) are sufficient to correctly and comprehensively record all transactions and balances related to the project; (ii) facilitate the preparation of regular, accurate, reliable and timely financial statements; (iii) safeguard the project's entity assets; and (iv) are subject to auditing arrangements acceptable to the Bank. The assessment complied with the Financial Management Manual for World Bank-Financed Investment Operations that became effective on March 1, 2010 and the World Bank Africa Region's Financial Management Assessment and Risk Rating Principles. The overall FM risk rating for this project is Medium-L subject to DPEF implementing the mitigation measures associated with this operation.

6. The DPEF financial management unit will be responsible for the overall coordination and consolidation of financial management and disbursement information. DPEF has extensive experience in the implementation of the World Bank and other donor-financed projects (implementing the entire Education Sector program that includes AFD, ADB, IDB French cooperation, AECID and UNICEF). The Financial Division is fully staffed with experienced personnel (Senior Financial Officer, Accountants and Assistant Accountants).

7. The fiduciary aspects of the current project will be handled by the qualified fiduciary team of DPEF who has strong knowledge and experience in Bank's fiduciary procedures for more than 10 years. The overall FM risk rating for this project is Moderate subject to DPEF implementing the mitigation measures associated with this operation. The Financial Management assessment carried out during project preparation determined that the FM system in place (subject to the reinforcement measures mentioned in the FM Action Plan below) satisfies the Bank's minimum requirements under OP/BP10.02, and therefore is adequate to provide, with reasonable assurance, accurate and timely FM information on the status of the project required by the World Bank.

Country issues

8. The Public Expenditure and Financial Accountability (PEFA) Report of March 2008 shows that the Government of Mauritania has made progress in improving its Public Financial Management Systems since the last Country Financial Accountability Assessment (CFAA) undertaken in 2002. Various improvements have recently been implemented to strengthen the credibility of the budget in terms of (i) aggregate revenue compared to original approved budget, (ii) multiyear perspective in fiscal planning and public expenditure policy, (iii) transparency of taxpayer obligations and liabilities, and (iv) monitoring and management of cash balances, debt, and guarantees. The fiduciary risks associated with poor budget

formulation and budget preparation processes have been reduced.

9. However, several risks remain in terms of (i) comprehensiveness of information included in budget documentation, (ii) effectiveness in collection of tax payments and custom duties, (iii) effectiveness of internal audit, (iv) quality and timeliness of in-year budget reports and annual financial statements, and (v) effectiveness of external audit and legislative scrutiny of the annual budget law.

10. The Public Financial Management System does not provide sufficient assurance that funds are being used for their intended purpose. The risk of waste, diversion, and misuse of funds was assessed as partially high. As the CFAA/PEFA recommendations on financial accountability reforms have not been fully implemented yet, the country risk is still assessed as partially high.

11. However, the Government of Mauritania has prepared a public financial management reform program to address the weaknesses in its Public Financial Management System. The reform program is supported by some development partners including the World Bank through the Public Sector Capacity Building Project (PRECASP). With various measures taken at government level to mitigate these risks, the project risk from a financial management perspective is assessed as Medium L prior to risk mitigating measures implementation.

Risk Assessment and Mitigation Measures

12. FM arrangements were designed to ensure that funds are used for the purposes intended, information is produced on a timely basis for project management and government oversight, and the project is in compliance with Bank fiduciary requirements.

13. The main risks and mitigating measures of this project are listed in the ORAF table.

Strengths

14. The financial management arrangements would be built on the existing FM system set up within DPEF, which is currently staffed with qualified and experienced staff.

Table 1: Weaknesses and FM Action Plan

	Action	Responsible Body	Completion Date
	Update existing Procedures Manual of DPEF	DPEF	Before effectiveness
	Recruit an Internal Auditor	DPEF	4 months after effectiveness
	Recruit an External Auditor	DPEF	4 months after effectiveness

Governance and anti-corruption considerations

15. In the context of the project the effective implementation of the fiduciary mitigation measures and the recruitment of an Internal Auditor should contribute to strengthen the control environment. Also, the appropriate representation and oversight of the steering committee in charge of implementing the overall PNDSE, as well as the transparency in both operation implementation and information dissemination to

stakeholders and the general public, should constitute a strong starting point to tackle governance and corruption issues during project implementation. Particular attention needs to be paid during technical and financial audit missions to the quantity and quality of outputs, cost inflation and payment delays.

Overall Fiduciary implementation Arrangements staffing

16. DPEF financial management unit will be responsible for the overall coordination and consolidation of financial management and disbursement information. DPEF has extensive experience in the implementation of the World Bank and other donor-financed projects (implementing the entire Education Sector program that includes AFD, ADB, IDB French cooperation, Spanish Cooperation and UNICEF). The Financial Division is fully staffed with experienced personnel (Senior Financial Officer, Accountants and Assistant Accountants).

17. Project Accounting and Financial Software: The current accounting standards in use in Mauritania for on-going Bank-financed projects would be applied. DPEF will use the existing computerized and integrated financial management system updated recently during the preparation of the Skills Development Support Project in March 2011.The software will be tailored to accommodate the BESSP.

18. Project Financial and Accounting Manual: The existing Financial and Accounting Procedures Manual for DPEF will be updated as part of project preparation activities and will serve as basis to draft the fiduciary procedures relevant to the project.

19. Reporting: DPEF will prepare quarterly un-audited Interim Financial Report (IFRs) for the project in form and content satisfactory to the Bank, which would be submitted to the Bank within 45 days after the end of the quarter to which they relate. DPEF will use the existing format of the IFR already agreed with the Bank.

20. Internal Control and Internal Auditing: The internal control environment will be strengthened with the recruitment of an internal auditor. Also, the project Administrative and Financial Management procedures manual will be updated and would provide a clear description of the approval and authorization processes in respect to the rule of separation of duties. The Bank will pay attention to the adequacy of internal controls during supervision mission.

21. External Auditing: The audit report should reflect all the activities of the project and be submitted to IDA within six months after the end of each fiscal year. The selection of an external auditor of project financial statements should be presented to IDA for non-objection. Appropriate terms of reference (ToR) for the external auditor will be provided to the project team and the hiring process completed by DPEF no later than four months after project effectiveness.

22. The audit reports that would be required to be submitted by DPEF and the due dates for submission are:

Audit Report	Due Date
Institutional Financial statements i.e. annual audited financial statements (including Statements of Sources and Uses of Funds with appropriate notes and disclosures) and Management Letter.	Submitted within six months after the end of each fiscal year.

Disbursements

23. DPEF will continue to use the transaction-based disbursement procedures, i.e., replenishment, direct payment, reimbursement, and special commitments. When project implementation begins, the quarterly IFRs produced by DPEF will be reviewed. If the reports are found to be well prepared and produced on a timely basis, and the Recipient requests conversion to report-based disbursements, a review will be undertaken to determine if the project is eligible for report-based disbursement.

Use of Statement of Expenditures (SOEs)

Disbursement Methods

24. DPEF will continue to use the transaction-based disbursement procedures, i.e., replenishment, direct payment, reimbursement, and special commitments.

25. Banking arrangements: A Designated Account (DA) denominated in US dollars will be opened and maintained in a commercial bank acceptable to the World Bank. The DA will serve as the main project account into which IDA project implementation funds will be deposited. The designated account will be signed jointly by both the DPEF coordinator and its FM expert.

Minimum Value of Applications

26. The minimum value of applications for reimbursement, direct payment and special commitment is 20 % of outstanding advance made to the designated account.

Reporting on credit proceeds

27. The supporting documentation for reporting eligible expenditures paid from the designated account should be a summary report of the statement of expenditures and records evidencing eligible expenditures for payments against contracts valued US$500,000 or more for works, US$300,000 or more for goods, US$200,000 or more for consulting firms and US$50,000 or more for individual consultants and a list of payments against contracts that are subject to the Bank's prior review. The supporting documentation for requests for direct payment should be records evidencing eligible expenditures (copies of receipt, supplier's invoices, etc). All supporting documentation for statement of expense will be retained at by the DPEF and will be made available for review by periodic World Bank review missions, internal and external auditors.

Counterpart Funding

28. The project does not anticipate any counterpart financing. But if the Government provides any counterpart financing for the purpose of the project, these contributions will also fall under the scope of auditors' reviews.

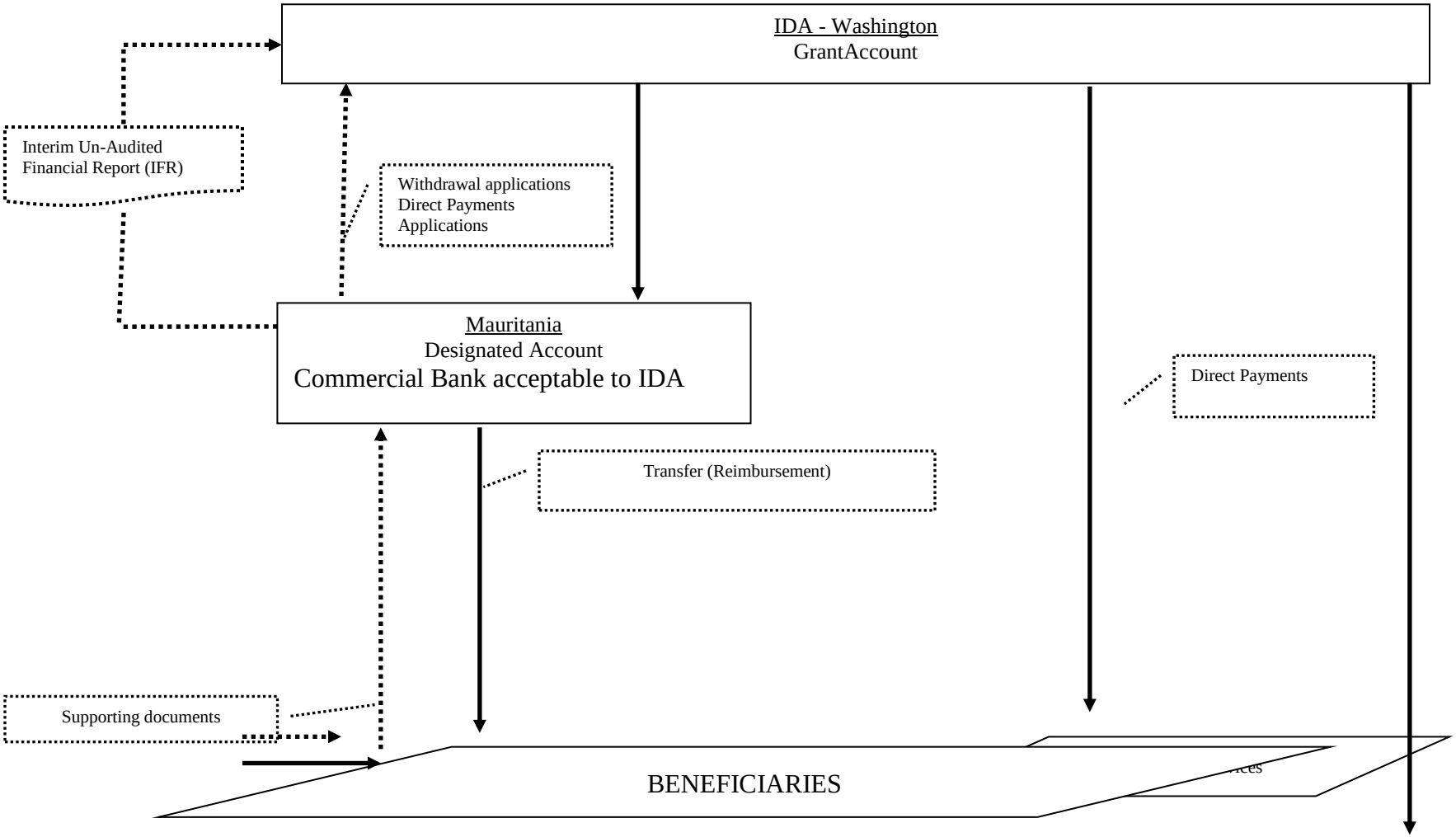
Disbursements by category

29. The table below sets out the expenditure categories and percentages to be financed out of the credit proceeds.

Table 1: Expenditure categories and funding %

Components	**Amount Allocated (expressed in million US$)**	**%age of Expenditures to be Financed inclusive of taxes**
Component: works, goods, consultant services, operation cost	12.4	100%
Total Amount	12.4	100%

Overall Mechanism of Flow of Funds



Procurement

30. The Procurement arrangements responsibilities will be consistent with the relevant financing agreement with the Bank. Arrangements are summarized as follows: (i) procurement of goods, works and services financed under the current project consistent with Procurement under IBRD Loans and IDA Credits" dated January 2011; and "Guidelines: Selection and Employment of Consultants by World Bank Borrowers" dated January 2011 as well as the provisions stipulated in the Financing Agreement, (ii) preparation of Procurement Plan in in accordance with the Action Plan and its regular review and update during sector reviews. Follow up of all procurement of all procurement issues of the project. For the procurement of goods, works and services financed by IDA, DPEF will work through the Tender Board of DPEF and through the National Commission for Control of Public Procurement (Commission Nationale du Contrôle des Marches Publics –CNMP) for the evaluation and award of contracts. DPEF will be responsible for preparing bidding documents, coordinating and monitoring bidding processes, and liaising with IDA on the basis of technical specifications prepared by the MEE directorate.

31. The DPEF will also be responsible for: (i) preparing the project's annual financial reports in accordance with internationally accepted accounting standards; (ii) taking the necessary measures to have these reports audited; (iii) ensuring that disbursements are done in accordance with World Bank requirements; (iv) managing the material resources allocated for the preparation and coordination of the project; (v) providing the different institutions in charge of project implementation with the necessary support (including provision of training, consulting services, and transfer of knowledge); (vi) managing funds and ensure the regular review of commitments; and (vii) preparing the quarterly progress report of the project.

32. Generality: Procurement for the proposed project would be carried out in accordance with the World Bank's "Guidelines: Procurement under IBRD Loans and IDA Credits" dated January 2011,; and "Guidelines: Selection and Employment of Consultants by World Bank Borrowers" dated January 2011, and the provisions stipulated in the Financing Agreement. The general description of various items under the various expenditure categories is described below. For each contract to be financed by the Grunt, the different procurement methods or consultant selection methods, including the need for prequalification, assessment of estimated costs, prior reviews, and time frames for processing contracts will be agreed between the Government and the Bank and included in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

33. Guidelines: In general, Mauritania's procurement code and regulations do not conflict with IDA guidelines. However provisions related to the use of point systems and re-bidding when at least three bids were not submitted will not be applied for national competitive bidding.

34. Procurement Documents: Procurement transactions will be carried out using the Bank's Standard Bidding Documents or Standard Request for Proposal (RFP) respectively for all ICB, for goods, works and for selection of consultants. For National Competition Bidding (NCB), the Borrower could submit a sample form of bidding documents to the Bank for prior review and will use this type of document throughout the project once agreed upon.

Advertising procedure

35. General Procurement Notice (GPN), Specific Procurement Notices (SPN), Requests for Expression of Interest (EOI) and results of the evaluation and contracts award should be published in accordance with advertising provisions in the following guidelines: "Guidelines: Procurement under IBRD Loans and IDA Credits" dated January 2011, and "Guidelines: Selection and Employment of

Consultants by World Bank Borrowers" dated January 2011. The borrower will keep a list of received responses from potential bidders interested in the contracts.

36. The Borrower shall publish information on UNDB online for all contracts under ICB and LIB, and all direct contracts, and in the National press for all contracts under NCB. Such publication shall be within two weeks of receiving the Bank's no objection to the award recommendation for contracts subject to the Bank's prior review, and within two weeks of the Borrower's award decision for contracts subject to the Bank's post review. Publications shall include the bid, lot numbers, and the following information, as relevant and applicable for each method: (a) the name of each bidder that submitted a bid; (b) bid prices as read out at bid opening; (c) evaluated prices of each bid that was evaluated; (d) the names of bidders whose bids were either rejected as nonresponsive or not meeting qualification criteria, or not evaluated, with the reasons thereof; and (e) the name of the winning bidder, the final total contract price, as well as the duration and summary scope of the contract. The Bank will arrange the publication of the awards of contract under prior review on its external website upon receipt from the Borrower of a conformed copy of the signed contract and the performance security if applicable.

37. For consultants, the Borrower shall publish information on UNDB online for all contracts when the short list included any foreign firm and all single-source selection contracts awarded to foreign firms, and in the National press all contracts where the short list comprises only National firms and all single-source selection contracts awarded to National firms. Such publication shall be within two weeks after receiving the Bank's no objection for award of the contract subject to the Bank's prior review, and within two weeks of successful negotiations with the selected firm for contracts subject to the Bank's post review. Publications shall include the following information as relevant and applicable for each method: (a) the names of all consultants in the short list, specifying those that submitted proposals; (b) the overall technical scores and scores assigned for each criterion and sub-criterion to each consultant; (c) the prices offered by each consultant as read out and as they have been evaluated; (d) the final combined scores and the final ranking of the consultants; and (e) the name of the successful consultant and the total price, duration, and summary scope of the contract. The same information shall be sent to all consultants who have submitted proposals. The Bank will arrange the publication of the award of contracts under prior review on its external website upon receipt from the Borrower of a conformed copy of the signed contract.

Procurement methods

38. Procurement of Works: The Works to be financed by IDA would include construction of small *collège*, and latrines and school directorate office. Contracts of works estimated to cost US$10,000,000 equivalent or more per contract shall be procured through International Competitive Bidding (ICB). Contracts estimated to cost less than US$10,000,000 equivalent may be procured through NCB. Contract estimated to cost less than US$100,000 equivalent per contract may be procured through shopping procedures. For shopping, contracts will be awarded following evaluation of bids received in writing on the basis of written solicitation issued to several qualified suppliers (at least three) who have a physical shop of the concerned works. The award would be made to the supplier with the lowest price, only after comparing a minimum of three quotations open at the same time, provided he has the experience and resources to execute the contract successfully. For shopping, the project procurement officer will keep a register of suppliers updated at least six monthly.

39. Procurement of Goods and Non-Consulting Services: The Goods and Non-Consulting Services to be financed by IDA would include: office and classrooms furniture and equipment, office supplies, school manuals and materials, etc. Similar Goods that could be provided by a same vendor would be grouped in bid packages estimated to cost at least US$100,000 per contract and would be procured through International Competitive Bidding (ICB). Contracts estimated to cost less than US$100,000 equivalent

may be procured through NCB. Goods and Non-Consulting Services estimated to cost less than US$50,000 equivalent per contract may be procured through shopping procedures. For shopping, the condition of contract award shall be the same process as describe above for procurement of Works.

40. Selection of Consultants: The project will finance Consultant Services such as surveys, technical and financial audits, technical assistance, activities under the institutional strengthening component, engineering designs and supervision of works, trainers and workshops facilitators. Consultant firms will be selected through the following methods: (a) Quality and Cost Based Selection (QCBS); (b) Quality-Based Selection (QBS) ; (c) selection based on the Consultant's Qualification (CQS) for contracts which amounts are less than US$300,000 equivalent and are relative to exceptional studies and researches which require a rare and strong expertise; (d) Selection under a Fixed Budget (FBS) only when the assignment is simple and can be precisely defined and when the budget is fixed; (e) Least Cost Selection (LCS) for selecting consultants for assignments of a standard or routine nature such as audits, engineering design of non-complex works, and so forth ; (g) Single Source Selection (SSS), with prior agreement of IDA, for services in accordance with the paragraphs 3.8 to 3.11 of Consultant Guidelines. Individual Consultant (IC) will be hired in accordance with paragraph 5.1 to 5.6 of Bank Guidelines; Sole source may be used only with prior approval of the Bank. The Project Agency (or any Contract Management Agency involved in the project execution) will ensure widely publicized Requests for Expressions of Interest (REI) for all contracts for consultants firm estimated to cost the equivalent of US$200,000 or more and for all contracts for individuals estimated to cost the equivalent of US$100,000 or more.

41. To obtain expressions of interest (EOIs), the Borrower shall advertise a request for expressions of interest (REOI) for each contract for consulting firms in the national gazette, provided that it is of wide circulation, or in at least one newspaper, or technical or financial magazine, of national circulation in the Borrower's country, or in a widely used electronic portal with free national and international access. In addition, assignments expected to cost more than US$300,000 shall be advertised in UNDB online. Borrowers may also in such cases advertise REOIs in an international newspaper or a technical or financial magazine. The information requested shall be the minimum required to make a judgment on the firm's suitability and not be so complex as to discourage consultants from expressing interest. REOIs shall at a minimum include the following information applicable to the assignment: required qualifications and experience of the firm, but not individual experts' bio data; short-listing criteria; and conflict of interest provisions. No less than 14 (fourteen) days from date of posting on UNDB online shall be provided for responses, before preparation of the short list. The late submission of a response to an REOI shall not be a cause for its rejection unless the Borrower has already prepared a short list, based on received EOIs. The Bank will arrange the simultaneous publication of all REOIs prepared and submitted by the Borrowers on the Bank's external website.

42. Short lists of consultants for All Consultancy Assignments estimated to cost less than US$200,000 equivalent per contract and for Engineering Designs & Contract Supervisions estimated to cost less than US$300,000 equivalent per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the Consultant Guidelines, if a sufficient number of qualified firms are available. However, if foreign firms express interest, they would not be excluded from consideration.

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

44. Operational Costs: Operating costs financed by the Project are incremental expenses, including office supplies, and maintenance, maintenance of equipment, communication costs, supervision costs (i.e. transport, accommodation and per diem), and salaries of locally contracted staff. They will be procured using the procurement procedures specified in the Project Financial and Accounting Manual.

45. Reference to the National Procurement System: The Mauritanian Procurement Code is regulated by Decree no 044 of July 22, 2010. This code was reviewed with IDA assistance. In general, the country's procurement procedures do not conflict with the Bank Guidelines. Mauritania procurement law allows IDA procedures to take precedence over any contrary local regulation or practice. A Country Procurement Assessment Review (CPAR) carried out in Mauritania in June 2002 flagged as main issues: the lack of capacity among staff, absence of standard bidding documents at the national level, insufficient capacity of local contractors for contracts subject to ICB, and corruption practice. Recommendations were made to address these issues. In addition, an IDF Grant was provided to strengthen the country capacity on procurement, to modernize procurement processes and to improve the regulation.

46. Assessment of the DPEF's capacity to implement procurement: A procurement capacity assessment of the DPEF was conducted for the Higher Education Credit 3970-MAU in May 2004 and reassessed during the appraisal of the Vocational Training Support Project in 2011. A procurement assessment for the proposed operation was carried out during preparation of this project and its findings inform mitigation measures to be put in place prior to project effectiveness.

47. DPEF has gained extensive experience in IDA and other donor-specific procurement procedures under previous projects. It handled satisfactorily and simultaneously the implementation of IDA-supported Education III – Education Sector Restructuring Project (Cr. 1943-MAU) 1989-1995, Education V – General Education (Cr. 2706-MAU) 1995 – 2002, Education Sector Development Project (Cr. 3573-MAU) 2001-2010 and the Education for All-Fast Track Initiative (TF091822). The unit is well organized and has clearly defined procurement responsibilities and skilled staff. It has the capacity to manage the procurement cycle and has a good record keeping system.

48. Frequency of Procurement Supervision: In addition to the required prior review performed by the World Bank field-office procurement specialist, at least one post-review procurement mission will be carried out annually.

49. Mitigation measures: Apart from identifying the minimum required staffing and equipment needed for a procurement unit satisfactory to IDA, no other mitigation measures can be identified at this time. However, given that the Bank's procurement specialist is based in Mauritania, close supervision and support will be undertaken to propose any additional mitigation measure if and when they are needed.

50. With respect to the PIU, the recommended actions include the recruitment of one procurement specialist.

Recommended Action	**Due Date**
Appoint one procurement specialist with Terms of Reference acceptable to IDA.	Four months after effectiveness
Procurement procedural manual of DPEF updated to take into account project issues	Prior to effectiveness
A few members of procurement Sector Board of DPEF trained on Bank's Procurement and Consultant Guidelines.	Six months after effectiveness

51. Frequency of procurement reviews and supervision: Bank's prior and post reviews will be carried out on the basis of thresholds indicated in the following table. The Bank will conduct six-monthly

supervision missions and annual Post Procurement Reviews (PPR); with the ratio of post review at least 1 to 5 contracts. The Bank may also conduct an Independent Procurement Review (IPR) at any time until two years after the closing date of the project.

52. Overall Procurement Risk Assessment:

High	X
Average	
Low	

Procurement and selection review thresholds

Expenditure Category	**Contract Value (Threshold) Amounts in US$**	**Procurement Method**	**Contract Subject to Prior Review US$**
1. Works	≥ 10,000,000	ICB	All
	< 10,000,000	NCB	On a case by case basis
	<100,000	Shopping/price Comparison	On a case by case basis
	No threshold	Direct contracting	All
2. Goods and Non-consulting Services	≥ 1,000,000	ICB	All
	< 1,000,000	NCB	On a case by case basis
	< 50,000	Shopping	On a case by case basis
	No threshold	Single Source Selection	All
3. Consultants			
3.1 Firms	No threshold	QCBS; QBS; LCS; FBS;	- All contracts with a cost estimate equal or above US$200,000; and - all contracts for financial audit and for procurement audit
	<300,000	CQS	All short-lists under CQ All contracts with a cost estimate equal or above US$200,000
3.2 Individuals	No threshold	Selection of Individual Consultants (Comparison of at least 3 CVs)	- All contract with a cost estimate equal or above US$100,000; - all contracts for financial assistance and for procurement assistance, and - all short-lists for individual Consultants Selection
	No threshold	Single Source Selection (Firms & Individuals)	All
All TORs regardless of the value of the contract and the selection method, are subject to prior review			

53. All trainings, terms of reference of contracts estimated to more than US$10,000, and all amendments of contracts raising the initial contract value by more than 15 % of original amount or above the prior review thresholds will be subject to IDA's prior review. All contracts not submitted for prior review will be submitted to IDA for post review in accordance with the provisions of paragraph 5 of Annex 1 of the Bank's Consultant Selection Guidelines and Bank's Procurement Guidelines.

54. Procurement Plan: The Client developed a draft Procurement Plan for the first 18 months of project implementation, based on the adopted Annual Action Plan, which provides the basis for determining the procurement methods. This Plan will be finalized and transmitted to IDA before negotiations. Once approved by IDA, the Procurement Plan will be available in the project's database and will be made publicly available online and at Image Bank. The Procurement Plan will be updated annually or as required to reflect the actual project implementation needs and improvement in institutional capacity.

55. All procurement activities will be carried out in accordance with approved original or updated procurement plans. The Procurement Plans will be updated at least annually or as required to reflect the actual project implementation needs and capacity improvements. All procurement plans should be published at national level and on the Bank website according to the Guidelines. The six month Simplified Procurement Plan (SPP) following the guidelines of OP 11.00 is portrayed on table 2 below

Procurement Plan

II. Biens et Travaux et Services hors consultants

1. **Seuil de Revue préalable**: Les décisions de passation de marchés sujet aux revues préalables de la Banque comme indiqué dans l'Annexe 1 des Directives de passation de marchés :

Expenditure Category	**Contract Value (Threshold) Amounts in US$**	**Procurement Method**	**Contract Subject to Prior Review US$**
1. Works	≥ 10,000,000	ICB	All
	< 10,000,000	NCB	On a case by case basis
	<100,000	Shopping/price Comparison	On a case by case basis
	No threshold	Direct contracting	All
2. Goods and Non-consulting Services	≥ 1,000,000	ICB	All
	< 1,000,000	NCB	On a case by case basis
	< 50,000	Shopping	On a case by case basis
	No threshold	Single Source Selection	All

2. **Pré-qualification** Les soumissionnaires pour _____ seront pré- qualifiés selon les dispositions des paragraphes 2.9 et 2.10 des Directives : **NA**

3. **Procédures proposées pour les composantes CDD** (selon le paragraphe. 3.17 des Directives : **NA**

4. Référence (s'il y en a) au Manuel d'exécution du projet / Manuel de Passation de marchés : **Manuel de procédures administratives et financières de la DPEF**.

5. Tout autre arrangement spécial en passation de marchés : **NA**

6. Allotissement de travaux et fournitures avec méthodes et calendrier :

1	**2**	**3**	**4**	**5**	**6**	**7**	
Réf. No	Description Contrat	Coût estimatif	Méthode de sélection	Pré-qualification (Oui / Non)	Préférence nationale Oui / Non	Revue de la Banque (à priori / à posteriori)	Date prévue d'ouverture des soumissions
A10301	Réhabilitation et aménagement des labos de langues	110 000	AON	Non	Non	post	15/01/2014
B10101	Construction de collèges de proximité	3 294 000	AON	Non	Non	Prior	15/11/2013
	Total travaux	**3 404 000**					
A10302	Equipement labos de langues	100 000	AON	Non	Non	post	
A10303	Acquisition de ressources pédagogiques et de fonds documentaires	272 000	AON	Non	Non	Prior	
A10305	Mise en place de plateforme numérique commune pour les ENI	36 000	AON	Non	Non	post	
A10306	Equipement pédagogique et administratif	184 000	AON	Non	Non	post	
A20101 + A20102+ B20104	Acquisition des kits SDC , Acquisition des kits élèves, Acquisition de kits collège distribuer aux filles	2 836 000	AOI	Non	Non	Prior	
B10102	Mobilier de tables bancs pour salles des 13 collèges	124 000	AON	Non	Non	post	
B10103	Equipements spécialisés de labos	236 000	AON	Non	Non	post	
C10102	Acquisition équipements, Installation Système SIGE	800 000	AON	Non	Non	Prior	

C10202+ C20102	Equipement complémentaire des services régionaux et centraux + Equipement DREFPs/IDENs et bureautique pour collèges	277 000	AON	Non	Non	Prior
Total Fournitures et Equipements		4 865 000				

III. Sélection de consultants

1. **Seuil de Revue Préalable** : Décisions de sélection sujet à la revue préalable de la Banque comme indiqué dans l'Annexe 1 des Directives Sélection et Emploi de consultants

Expenditure Category	Contract Value(Threshold) Amounts in US$	Procurement Method	Contract Subject to Prior Review US$
3. Consultants			
3.1 Firms	No threshold	QCBS; QBS; LCS; FBS;	- All contracts with a cost estimate equal or above US$200,000; and - all contracts for financial audit and for procurement audit
	<300,000	CQS	All short-lists under CQ All contracts with a cost estimate equal or above US$200,000
3.2 Individuals	No threshold	Selection of Individual Consultants (Comparison of at least 3 CVs)	- All contract with a cost estimate equal or above US$100,000; - all contracts for financial assistance and for procurement assistance, and - all short-lists for individual Consultants Selection
	No threshold	Single Source Selection (Firms & Individuals)	All
All TORs regardless of the value of the contract and the selection method, are subject to prior review			

2. **Liste restreinte composée entièrement de consultants** nationaux : Liste restreinte de consultants pour prestations de services, estimés à moins de US$200.000 par contrat et à US$300.000 pour les contrats de conception technique et supervision, peut comporter entièrement des consultants nationaux selon les dispositions du paragraphe 2.7 des directives de sélection de consultants.

3. **Tout autre arrangement spécial de Sélection de consultants** : **N/A**

Tâches de consultation avec méthodes de sélection et calendrier

Réf. No	Description de la mission	Coût estimatif $ US	Méthode de sélection	Revue de la Banque (à priori / à posteriori)	Date prévue d'ouverture des soumissions	Commentaires
A10310	Accompagnement des formateurs en didactique des disciplines au fondamental axée sur la pratique et le bilinguisme	260 000	SBQC	prior	15/12/2013	
C10101	Développement du système SIGE déjà conçu	250 000	SBQC	Prior	15/01/2014	
C20203	Diagnostic TTISSA	120 000	SBQC	Prior	01/11/2013	
C20204	Evaluation de la lecture type EGRA	43 000	CI	post	15/12/2013	
Total consultants		**673 000**				

56. Procurement Filing: procurement documents must be maintained in the project files and archived in the safe place until at least two years after the closing date of the project. Staff recruited into the procurement unit within the PIU will be responsible for the filing of procurement documents.

Role of Partners

57. The Education Sector strategy and plan of action enjoy the full support of the development partners, each of whom contributes to the program in its special area of interest and comparative advantage. The Government and the major donors, including IDA, UNICEF, AFD, WFP, UNESCO, French Cooperation and the Spanish Cooperation have decided to include their interventions within the Education strategy framework. Donors mainly provide support to the Education strategy through individual projects but all interventions are being harmonized within the Education framework. Donors share the same monitoring arrangements and carry out joint reviews, and one of the project's semi-annual supervision missions will coincide with the Annual Joint Review in September of each year to maximize harmonization and exchange of information. Although each project has a specific separate account, they are all implemented through the DPEF within the Ministry of State for National Education, Higher Education and Scientific Research respectively. A joint mission report is sent to the Government following each joint review, containing main donor recommendations and suggestions.

58. There has been continued dialogue with the different developing partners (and with government counterparts or the private sector whenever appropriate) throughout the preparation of this project. Meetings were called to ensure that the project's activities do not overlap with that of other donors and to ensure that complementarities are being used to render each project implementation more efficient.

Annex 4. Operational Risk Assessment Framework (ORAF)

Mauritania: Mauritania Basic Education Sector Support Project (BESSP) (P126902)

Project Stakeholder Risks						
Stakeholder Risk	**Rating**	**Moderate**				
Risk Description: Overall: The project is being implemented as part of a sector-wide government program. While this has the advantage of ensuring donor harmonization, the project could suffer if the government's priorities and support for its program changes. Education: Assessing ENI performance may not be welcomed as these institutions might feel exposed and scrutinized. Teachers may also resist adopting bi-lingual teaching in classrooms which will have a negative impact on the non-Arabic speaking students. Donor coordination: Limited project resources and different expectations of the donors and other stakeholders may lead to disappointment or loss of interest in the project which could undermine project support Communities. Parents and communities may still be reluctant to send girls to lower secondary school despite schools being closer to home due to cultural norms.	**Risk Management:** There is no guarantee against possible changes of government priorities however, the government has shown consistent support for the basic education sector, and has reconfirmed it in its latest PRSP III and the donor community can assist the government to stay on board.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	Not Yet Due	Implementation	☑		Yearly
	Risk Management: It is expected that through a participatory process and sensitization stakeholders will appreciate the expected benefits of a better trained teaching workforce through more efficiently-run ENIs and will contribute to the successful introduction of improved teaching methods and bilingual education.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Client	Not Yet Due	Implementation	☑		Yearly
	Risk Management: Joint sector reviews once a year and joint supervisions can help reduce the existence of conflicting priorities and the threat they pose to project implementation. The project will also finance an annual sector review prepared by a third party think tank or institution to assess indicators and policy implementation. This will provide improved oversight and accountability for results.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	Not Yet Due	Implementation	☑		Yearly

	Risk Management: A renewed and more rigorous communication strategy could help mitigate this risk along with close follow-up by the government and renewed focus of ENI curriculum to include bi-lingual classes and testing.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	Not Yet Due	Implementation	☑		CONTINUOUS
	Risk Management: Continued sensitization efforts will be needed to reinforce the notion that successful completion of the project in the three-year timeframe will help in meeting the project objectives as well as ensuring the visible impact in a timely fashion. It will also be important to communicate the positive effect of timely project implementation on future financing prospects in the education sector.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Bank	Not Yet Due	Implementation	☑		CONTINUOUS
	Risk Management: Communication strategies through communities, religious leaders and NGOs to assist in the sensitization of parents of the benefits of sending their girls to lower secondary schools. Construction of project schools with adequate security and hygienic provisions (i.e. fences, toilets) should also help convince parents that the schools are safe and appropriate for their daughters to attend.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	Not Yet Due	Implementation	☑		CONTINUOUS
Implementing Agency (IA) Risks (including Fiduciary Risks)						
Capacity	**Rating**	**Substantial**				
Risk Description:	**Risk Management:** Monthly project progress meetings between the country-based Bank staff, the DPEF and					

DPEF is a unit within the Ministry of Education that has been responsible for implementing donor supported education projects for 10 years. While DPEF has had extensive experience in project implementation, there has been high turn-over of directors and implementation staff. This lack of continuity has had an impact on the timely implementation of project activities which was particularly true for the last basic education project. In addition, the newly recruited staff has to become familiar with Bank and other donor procedures, which maybe too steep a learning curve for some staff.	the different ministries will help identify implementation difficulties and DPEF staff shortcomings quickly so that the necessary technical assistance can be quickly provided. The country-based Bank staff will carry out frequent meetings and be in touch on regular basis, enabling more real-time adjustments to delays.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	In Progress	Both	☑		Monthly
	Risk Management: New procurement and financial management staff have already been identified and will be given support prior to project implementation on Bank procedures to help facilitate the implementation of the new GPE project. Additionally, regular FM and PR reviews/supervision missions will help identify weaknesses in staffing and systems, and propose remedial actions which could include termination of non-performing contractual staff.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Bank	In Progress	Both	☑		Quarterly
	Risk Management: The joint annual reviews will provide an opportunity to assess DPEF staffing levels and compared and discuss the work load required by each donor operation and provide additional technical assistance or support when needed.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	In Progress	Implementation	☑		CONTINUOUS
Governance	**Rating**	**Moderate**				
Risk Description: There is a risk that lack of familiarity, of the newly recruited DPEF staff with IDA procedures, could lead to some non-compliance issues within the DPEF. Previous DPEF audits have found no irregularities or non-	**Risk Management:** DPEF has installed new software as part of the Skills Development project to help with multiple financial reports from different projects and entities which will increase their ability to follow the flow of funds more closely. The Bank's FMS and PAS will also continue to provide support and conduct regular supervision missions and on-the-job training of new DPEF staff.					

compliance. However, since there are so many newly recruitment staff within the DPEF this could pose a risk.	**Resp:** Both	**Status:** Not Yet Due	**Stage:** Implementation	**Recurrent:** ☑	**Due Date:**	**Frequency:** Quarterly
Processes developed by the DPEF to ensure distribution of school equipment, books, student desks etc. to rural communities may not be sufficient to ensure delivery, distribution, or receipt by intended beneficiaries. This could lead to delays in reporting and compliance with proposed project activities. Previous projects have not experienced problems with equipment or funds missing but effort should always be made track and confirm delivery of all goods and services.	**Risk Management:** The Bank's team and DPEF have already undertaken a close review of DPEF staffing and proposed a capacity strengthening to be included as part of the project for staff needing additional training.					
	Resp: Both	**Status:** Completed	**Stage:** Preparation	**Recurrent:** ☐	**Due Date:** 03-Sep-2012	**Frequency:**
	Risk Management: Close supervision by local Bank staff (team leader, disbursement person, or other) in collaboration with the DPEF, local education offices and other donors can help reinforce and ensure delivery of goods and services to the intended beneficiaries. In addition, there will be regular FM reporting on project activities.					
	Resp: Both	**Status:** Not Yet Due	**Stage:** Implementation	**Recurrent:** ☑	**Due Date:**	**Frequency:** Quarterly
	Risk Management: Continued close working relationship and regular meetings between Bank staff and the DPEF director will help ensure that informed decisions are made in compliance with IDA procedures and guidelines.					
	Resp: Both	**Status:** In Progress	**Stage:** Both	**Recurrent:** ☑	**Due Date:**	**Frequency:** CONTINUOUS
	Risk Management: DPEF will ensure that both regular supervisions to the localities and the operationalization of the multi-project accounting system, which will reduce the risk of irregularities going undetected.					
	Resp: Client	**Status:** Not Yet Due	**Stage:** Implementation	**Recurrent:** ☑	**Due Date:**	**Frequency:** Quarterly

	Risk Management: Parents' Associations will be trained in school management to reduce the risk of mismanagement of funds and equipment at the local levels. DPEF will also make adequate provisions for their local offices (DREN) to be able to regularly supervise the construction sites and monitor delivery of equipment through making available the necessary vehicle (already procured under previous projects).					
	Resp: Client	**Status:** Not Yet Due	**Stage:** Implementation	**Recurrent:** ☐	**Due Date:** 28-Jun-2014	**Frequency:**

Project Risks

Design	**Rating**	**Moderate**				
Risk Description: ENI support. ENI administrative and teaching staff may resist pedagogical changes within the institutions particularly as they relate to bilingual education. Efforts to improve the quality of ENIs may require on-going expert support to ensure institutional change. Lower secondary schools and support of girls. There is a risk that the most deserving areas will not be targeted for political reasons and/or the difficulties associated with reaching remote communities. Risk associated with misuse of project goods and services. Goods and services purchased by the project and other donors could be misused due to lack of familiarity with project regulations (i.e. textbooks that are sold rather than provided free of charge as government regulations dictate). Risk of civil works delays due to limited knowledge of Bank requirements and construction site supervision. Delays in the civil works in the Bank-supported higher education project has delayed overall project implementation and undermined the potential for	**Risk Management:** Sensitization activities for ENI administrative and teaching staff should help foster a more favorable environment to introduce change to ENIs. Improved quality of the graduates will foster an appreciation of the ENIs by the schools and parents thereby improving the ENIs reputation. The joint annual reviews will also work with ENIs to address issues and problems that could hamper project implementation.					
	Resp: Both	**Status:** Not Yet Due	**Stage:** Implementation	**Recurrent:** ☐	**Due Date:**	**Frequency:**
	Risk Management: The DPEF and inspectors will ensure proper administration of ENI tests and changes to curricula/tests.					
	Resp: Client	**Status:** Not Yet Due	**Stage:** Implementation	**Recurrent:** ☑	**Due Date:**	**Frequency:** Yearly
	Risk Management: DPEF and DREN have a computerized school mapping system in place, which will allow for a joint DPEF/IDA review of where the proposed infrastructure interventions are to take place and to ensure that the most underserved areas are targeted					

achieving the PDO. Implementing the EMIS has been the goal of previous projects but continues to fall short of being fully developed and deployed, thereby increasing the risk of it not being completed under the current project.	**Resp:**	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	Not Yet Due	Implementation	☑		Quarterly
	Risk Management: A simple tracking mechanism will be developed (i.e. in the form of a short supervision report signed off by beneficiaries or local authority) to ensure visits are done and reporting is accurate. If security permits, the Bank will also conduct more frequent supervision missions.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	In Progress	Preparation	☐	04-Feb-2014	
	Risk Management: DPEF will be in charge of ensuring that previously-procured vehicles will be made available for the use of its staff for field visits. They will also ensure that their decentralized structures (DREN) also dispose of adequate transportation to conduct more regular visits of construction sites. If security permits, the Bank will also conduct more frequent supervision missions.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	In Progress	Both	☑		Quarterly
	Risk Management: The statistics and planning unit (DSPC) would be charged with the development of a fully operational and integrated EMIS. It will be the explicit mandate of the DSPC and progress will be measured regularly. The statistics unit has the necessary competent staff and leadership to complete this task. The necessary technical assistance to support this unit is also included in the project design, which would also allow the Bank to measure progress.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Client	Not Yet Due	Implementation	☐	28-Jun-2014	

Social and Environmental	Rating	Moderate				
Risk Description: Mauritania does not have a National Environmental Protection Agency, and overall capacity for safeguards is average. The school construction activities are small in scale and are not expected to have major adverse effects. Targeting girls' interventions and succeeding in increasing their participation esp. in lower secondary may not be successful.	**Risk Management:** In the unlikely event that negative impacts should occur as part of school construction, the project has already prepared an ESMF and RPF to help mitigate them.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Client	Not Yet Due	Implementation	☑		Quarterly
	Risk Management: The project will be based on the recently completed UNICEF study to address impediments to girls' participation, carry out incentives or acknowledge limitations of this project to achieve what might be culturally-sensitive changes.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Client	Completed	Preparation	☐	04-Sep-2012	
	Risk Management: The DPEF will recruit a safeguards specialist who would help with the implementation of the project in accordance with the ESMF and RPF. Furthermore, the Bank's safeguards specialists (social and environmental) will continue to supervise the project to ensure compliance.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	In Progress	Both	☑		Quarterly
Program and Donor	**Rating**	**Low**				
Risk Description: The National Education Strategy (ESDP) is supported by five donors, which may not always share the same priorities as the proposed operation and could at times lead to tensions and hamper implementation. Other donors might have unrealistic expectations of the impact of the project or the number of activities it can support, and	**Risk Management:** Regular meetings, the revived yearly joint reviews and joint supervision missions will ensure that donors and the government will support the government's program and thus reduce the risk of overlaps/duplications.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	Not Yet Due	Implementation	☑		Yearly

hence create tensions between the Bank and other donors. Also, the Global Partnership for Education may not approve the proposed operation.	**Risk Management:** Continued regular consultations and meetings with donors will provide an opportunity to explain the objectives of the project and the constraints under which it must operate. This should greatly reduce unrealistic expectations on the part of donors.					
	Resp: Bank	**Status:** Completed	**Stage:** Preparation	**Recurrent:** ☐	**Due Date:** 03-Sep-2012	**Frequency:**
Delivery Monitoring and Sustainability	**Rating**	**Substantial**				
Risk Description: The collection of reliable data has been somewhat difficult in Mauritania, which makes monitoring progress difficult. Financial sustainability in the education sector remains weak.	**Risk Management:** The project will support the implementation of an adequate monitoring system and support training of staff so that by year 3 they should be able to produce a reliable statistical year book.					
	Resp: Client	**Status:** Not Yet Due	**Stage:** Implementation	**Recurrent:** ☐	**Due Date:** 24-Jul-2015	**Frequency:**
	Risk Management: The Bank continues to support the country's development efforts, which includes the development of a detailed long-term financial plan worked out early in the process and approved by the Government. Financial simulations of the ESDP policies suggest that the sustainability of the public expenditures on education requires that the share of education in GDP should increase from 4.4% in 2010 to 4.5% in 2020.To achieve a balance in regular expenditures, the share of education expenses in total Government expenditure should increase from 13.9% in 2012 to an estimate at 15.5% in 2015.The major multilateral and bilateral donors have been informed and consulted extensively on the financial plan					
	Resp: Client	**Status:** In Progress	**Stage:** Implementation	**Recurrent:** ☑	**Due Date:**	**Frequency:** Yearly
Other (Optional)	**Rating**					
Risk Description:	**Risk Management:**					

	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
Other (Optional)	**Rating**					
Risk Description:	**Risk Management:**					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
Overall Risk						
Overall Implementation Risk:	**Rating**	**Moderate**				

Risk Description:

The country's political stability is a point of uncertainty, but is mitigated by an implementation agency (DPEF) with a solid track record irrespective of country-level political changes. The Project will be implemented as part of a larger program with multiple donors involved in the education sector, which might lead to tensions if the different donor priorities are not compatible. However, experience over the past 10 years in implementing education projects has shown that the joint annual reviews, joint supervision missions and ad-hoc donor-Government meetings are an effective way to minimize the occurrence of possible incompatibilities and tensions. Also, the distribution of textbooks would need to be tracked through a transparent system to avoid materials not being distributed to their original destination or being sold instead of provided for free. There have not been any instances which confirmed the occurrence of such actions but discussions with ministry officials indicated some confusion on the regulations that apply to donor-supported interventions.

Annex 5. Implementation Support Plan

Strategy and Approach for Implementation Support: The strategy for Implementation Support (IS) is based on the nature of the project and its risk profile.

(i) **Overall Education Strategy Support:** The government's overall education strategy is the overall framework for any donor-supported interventions, including the proposed project. Donors active in the education sector in Mauritania are AFD, IDB, UNICEF, AECID, and the Bank is playing an important role in assisting the government coordinate the different donor interventions, including helping organize the Annual Joint Reviews of the entire education sector .These joint reviews include the participation of the private sector and civil society and serve as a platform to discuss the proposed Annual Action Plans and Budgets and to review progress made based on the government's performance indicators.

(ii) As part of the joint review, the Bank will be in a position to: (i) ensure coherence between other donor-financed activities and the proposed project; (ii) assess overall achievement of results set for a given year and adjust project interventions for the next year based on success or failures of the previous year; and (iii) actively partake in budgetary and action plan discussions for the next year, ensuring continued coherence between all donor-financed projects in the education sector and the government. The DPEF will produce quarterly progress reports, which will include procurement, financial management and physical progress for IDA's review, allowing the Bank's team to identify possible bottlenecks and propose corrective measures but also ensure continued consistency with the overall Education strategy.

(iii) The Bank's core team is based in Mauritania (Task Team Leader and Procurement Staff) and will facilitate cooperation and coordination with the different actors involved in the project as well as the sub-sector. A strong partnership between the country-based Bank team, the government and the other developing partners has already been established as part of previous operations, which will help with the implementation of the proposed project.

(iv) **Procurement:** The Bank will support project implementation by: (i) reviewing procurement documents and providing clearances/comments (prior and post review); (ii) ensuring consistency of procurement activities with agreed procurement plan and make adjustments as necessary; (iii) maintaining a close collaboration between the fiduciary agency and the Bank's country-based procurement staff; and (iv) provide ad-hoc training to project procurement staff as needed. DPEF is very experienced in fiduciary aspects and Bank support will be adjusted accordingly but will include at least two supervision missions per year (of which one will be in the context of joint review missions with other donors).

(v) **Financial:** Based on the outcome of the financial management risk assessment, the following implementation support plan is proposed:

Implementation Support and Supervision Plan

FM Activity	Frequency
Desk reviews	
Interim financial reports review	Quarterly
Audit report review of the program	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous as they become available
On site visits	
Review of overall operation of the FM system	annually (Implementation Support Mission
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports	As needed
Transaction reviews (if needed)	As needed
Capacity building support	
FM training sessions	Before Project starts and thereafter as needed

(vi) The objective of the above implementation support plan is to ensure the project maintains a satisfactory financial management system throughout the project's life.

(vii) **Anti-Corruption:** The government has prepared an anti-corruption Action Plan 2010-2012 which will help set the stage for training government employees in the use for project funds in accordance with IDA regulations. Regular supervision missions by the Bank's fiduciary team as well as the procurement staff's presence in the field will help leverage the government's anti-corruption plan.

Implementation Support Plan

Time	Focus	Skills Needed	Resource Estimate	Partner Role
Year 1	Monitoring implementation of results-based contracts	Education Specialist Operations	US$20,000	
	Monitoring of project action and procurement Plan	Procurement Specialist FM Specialist Operations	US$5,000	
	Annual Joint Review of the TVET sector	Education Specialist	US$8,000	Work with governme nt and IDA on a coherent approach
	Monitor Ministry of basic Education's review of the institutional and legal framework	Legal	US$4,500	
Year 2 - 4	Monitor and supervise project implementation	Education Specialist	US$20,000	
	Monitor and supervise implementation of procurement plan	Procurement Specialist FM Specialist Operations	US$5,000	
	Annual Joint Review of the Education sector		US$8,000	Work with governme nt and IDA on a coherent approach
	Monitor implementation of sectoral studies	Education Specialist	US$5,000	

II. Skills Mix Required

Skills Needed	Number of Staff Weeks	Number of Trips
Procurement	4 weeks	n/a
Financial Management	2 weeks	2
Operations/M&E	4 weeks	2
Education Specialist	4 weeks	2
Task Team Leader	8 weeks	n/a

III. Partners

Name	Institution/Country	Role
Schwerer Alban	AFD, France	Development Partner
Joëlle Ayité	UNICEF	Development Partner
Fatimata Sy	WFP	Development Partner
Galdos Lierni	Spanish Cooperation	Development Partner

Annex 6. Education Sector Background and context

Mauritania Education sector Background

1. Over the past decades Mauritania's education system has evolved significantly, passing through several reforms (1967, 1973, and 1979) aimed at establishing a system that responds to the socio-cultural and socio-economic developments needs of the country. The penultimate reform (1979) lasted for twenty years during which there was a dual education system separated by two languages of instruction (Arabic and French). The system was characterized by high enrolment ratios which had increased remarkably from 54% in 1985 to 90% in 1998 but quality was poor as indicated by poor pupil performance and retention. Educational provision was costly because of the multiple human and material resources adapted to a dual system of education. Poor mastery of the languages was identified as one of the main reasons for weak pupil performance particularly in science subjects and the content of school curricula was allegedly not adapted to the economic needs of the country.

2. To consolidate the quantitative achievements of the past years and to tackle the above-mentioned issues, the Government of Mauritania embarked on an education sector reform. In 1999, parliament approved the education reform law (the Reform) which seeks to improve the quality of education and restructure and expand the education system. Further to promulgating the education reform law, the Government embarked on the preparation of a 10-year Education Sector Development Plan (ESDP), whose scope covers the formal education system from preschool to tertiary and non-formal education and literacy. The plan seeks to: (i) make education more relevant by using French and Arabic as languages of instruction, (ii) provide improved access to 10 years of good-quality education (basic education) for the vast majority of the young Mauritanians while achieving equity, and (iii) make secondary education, technical and vocational training and higher education more relevant to social needs and responsive to the demands of the labor market relevant to the future needs of the economy.

Mobilization of External and Domestic Resources

3. **Mobilization of external resources** The ESDP enjoys the full support of the development partners, each of whom contributes to the program in its special area of interest and comparative advantage. The major multilateral and bilateral donors were informed and consulted extensively on the program. In order to avoid overlap and uncoordinated interventions, the Government and the major donors including UNICEF, World Bank, AFD, UNESCO, AfDB, IDB, French Cooperation, and WFP have decided to include their interventions within the framework of the ESDP. In 2004, Mauritania received two allocations from the Education for All Fast-Track Initiative (EFA-FTI).The first allocation of US$5 million was provided under the BNPP Education For All, (NETH – 53485) and the second allocation under the EFA-FTI Catalytic Trust Fund for US $4 million (MULT – 53481).

4. **Mobilization Domestic Resources:** The share of education expenses in total Government revenues excluding debt account for 18.4% in 2008. This proportion is still below the indicative framework of the Fast Track Initiative (20%) and below the African average level of similar countries. However, education current public expenditures increased between 1995 and 2008, rising in real terms (2008 base) from 16,921 million UM in 1995 to 33,321 million UM in 2008**.** Current expenditure per child 6 to 15 years old in constant terms (2008) stagnated between 1995 and 2006 (from 29,000 to 32,000 UM) and increased substantially from 2007 to over 40,000 UM in 2008.

5. **Intra-Sectoral allocation:** Great attention had been paid to basic education; the share allocated to basic has reached 52.4%, above the 50% indicative framework of GPE because of the priority given to this level, the need to recruit additional teachers and the emphasis on providing teachers and students

with adequate teaching and learning resources. With regard to the share of expenditures other than teacher salaries, the share is function to the level of education. The share stood at 36% primary, about 52% for two cycles of high school but more than 65% for teacher training institutions (and ENI and ENS) and about 81% for higher education.

Intra- Sectorial allocation

Sector	Salaries			Operating cost other than salaries		% of non salary expenses	% of intra sectoriel allocation (%)
	Teachers	Other than teacher					
		Administrative staff	Support staff	Goods and services	Transfers		
Pre-school	142.6				10	-	0.5
Primary	10 834.9	3 092.9	428.1	2 448.8	45.6	35.7	52.4
Low general secondary	2 599.0	1 729.7	176.4	871.1	15.2	51.8	16.8
Second general secondary	1 325.4	916.5	89.0	450.7	7.9	52.5	8.7
Professional training	358.4			43.6	699.8	67.5	3.4
Initial teacher training	165.3	153.6	17.7	36.7	108.4	65.7	1.5
ENS	95.4	10.7	17.2	13.5	147.2	66.4	0.9
Higher education	660.0	635.3	135.9	623.5	1 378.0	80.8	10.7
Foreign universities	0.0	0.0	0.0	0.0	1 678.4	-	5.2

DRH/ Ministères en charge de l'éducation, solde/Ministère des Finances

6. **Achievement of ESDP Development Objectives:** With the implementation of the ESDP, the Government has expanded educational opportunities in all level of the system. As a result, the total gross enrolment ratio at the primary level increased from 86% in 1998/99 to 98.8 % in 2008/09, with girls representing 50.3% of total enrolment. Total enrolment in primary education rose from 346,222 in 1998/99 to 473688 in 200/08, while the number kids attending pre-school increased by 84% growing from 12,056 in 200/02 to 14,395 in 2007/08. Enrolment rate at the secondary level increased by 62% (from 60,069 students in 1998/99 to 96,893 students in 2007/-08), with girls representing 46.1% of the total. The number of students in technical education increased by 45% growing from 1,795 students in 1998/99 to 3,983 students in 2007/08, while graduated students almost doubled from 889 graduated in 2002 to 1761 graduated in 2009. The numbers of students at the tertiary level increased by 72% growing from 10359 in 2001/2002, to 14368 in 2007/2008, of which 12065 are studying in Mauritania and 2303 on are scholarship abroad.

Key Sector Indicators (2001 to 2011)

Component	Indicators			Evolution						
		2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2010
Primary education										
Access	GER (G+B)	88.7	89.9	96	95.1	96.9	97.9	95.4	98.8	
	% Girls	48.8	49.2	49.4	49.9	49.8	50.0	50.3	50.4	
	Access 1AF (G+B)	117.3	110.3	108.8	115.9	119.4	110.6	126.9	108.5	
	Retention (G+B)	45.1	47.3	40.2	44	46.5	49.3	58.6	61.2	
	Achievement	46.9	47.5	43.9	44.9	45.4	56.7	62.5	69.4	
	% of complete school	16.5	17.2	18.4	18.7	19.5	20.8	21.1	28.0	
	# class built	709	436	642	438	241	335	157	204	
Quality	Repetition rate	14.7	15.9	15.8	10.1	10.2	3.4	2	2.94	
	student/teachers	39	41	42.5	43.3	44	47	40	39	
Secondary										
Access	New entrances first grade	16,380	19,232	19,494	18,555	18,301	21488	20817	13883	37,000
	Transition Rate	52.8	64	61.7	61.1	56.8	49.3	47.8	36.7	50
	% girls in first cycle	43.3	44.9	45.4	46.5	45.8	44.5	46.1	45.2	50
Quality	Student/teachers	26.7	28	29.6	26.6	26.8	26.9	25	21.1	31
	Repetition rate	15.9	14.2	13.6	14.7	12.9	9.3	8.4	11.5	7
	% math	74.1	70.7	73.7	74.4	73.1	70	71	61.8	Nd
	% Science.	25	25.6	22.9	24.3	23.8	17.4	17.7	18.6	Nd

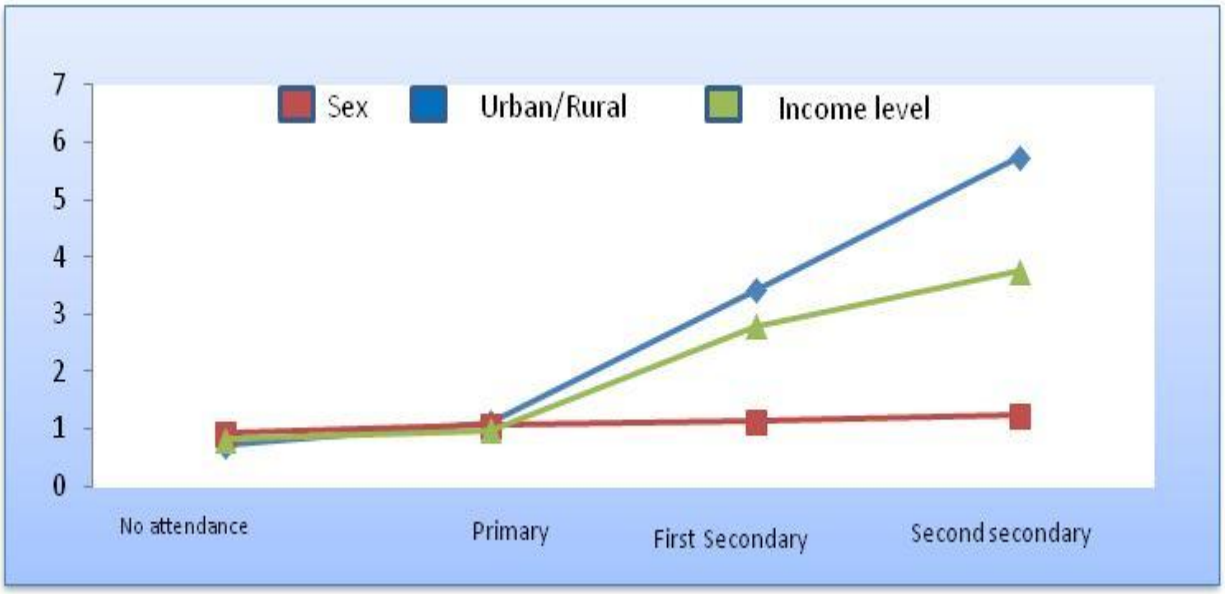
Disparities

7. In primary education, girls with 50.8% of total enrolment are more represented than boys. However, in secondary education, vocational training and higher education girls' participation drop off. The probability for the boys to complete the cycle of primary education is estimated at 42% whereas it is only 34% for girls. However between 2004 and 2008, the trend is clearly towards reducing disparities between girls and boys at primary and low secondary education. At the end of the primary cycle (Grade 6), girls in urban areas have more access to education, while most of girls in rural areas have not access to low secondary education. Consequently, the secondary education enrolment rate for males exceeds that of females. In addition, the probability for the boys to complete the cycle of basic education is 42% whereas it is only 34% for girls. In general the probability of moving into junior high school for a student is 48% in urban area; it is only 13% for a rural student. These differences are even greater when considering access to upper secondary.

8. With regard to family income level, the variation is also very important at all levels of schooling,

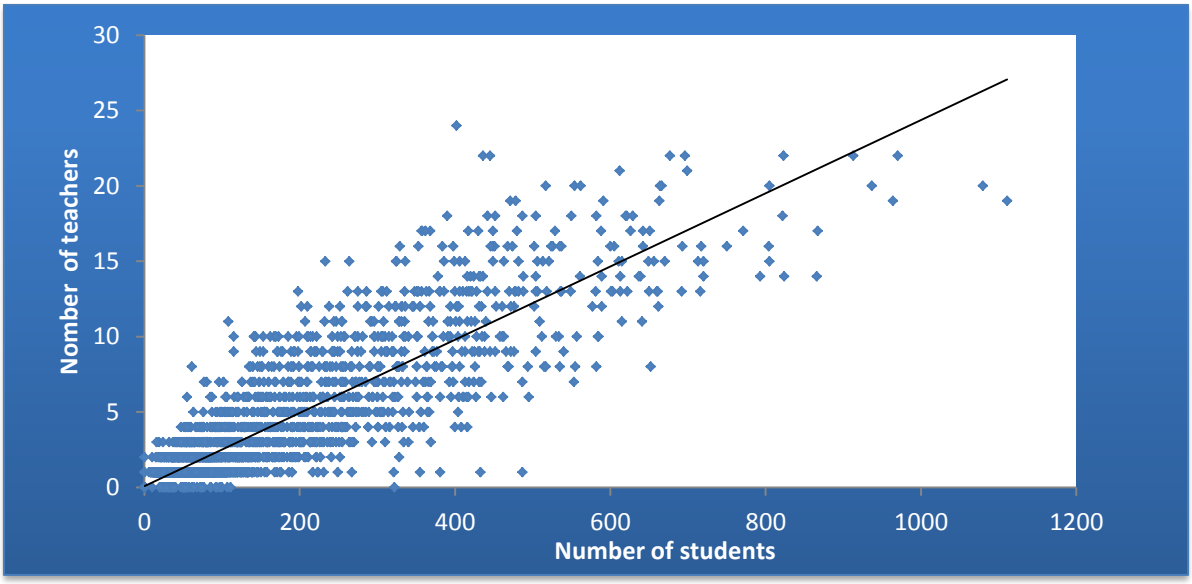
both in terms of access and retention. The chances of completing primary education are twice as large for a child in the fifth quintile (high income 20%) than for a child in the first quintile (low income 20%), 51% and 26%. Those accessing the first cycle of secondary school are 44% for the former, they are only 17% for the latter. The children of poorer families have very little chances to attend higher secondary education compared to children of wealthy families (the variation is estimated at 1.9 and 2.7% for the first three quintiles, 8.2% for children in quintile 5).

Representation of different social groups at different educational levels in 2008



9. **Inefficient administrative and pedagogical management**: Although administrative structures exist at the regional level, management of the education system is still overly centralized regional education offices depend heavily on the central Ministry for directives regarding personnel and staffing matters, preparation of budgets and resource allocation. Management ineffectiveness also derives from weak resource allocation and utilization procedures. There are severe weaknesses in the allocation of financial and human resources from the center to the school level. The teacher posting system which is controlled from the central Ministry causes considerable inequities between regions, districts and schools the recent education country status report noted that the allocation of funds and teachers to individual schools is characterized by a high degree of variability (graph below). For instance, schools with 300 students have a number of teachers that can vary from 3 to 12. Administrative ineffectiveness is compounded by shortage of personnel with management skills at all levels of the system. This has resulted in a weak capacity for policy formulation and planning as well as financial management at the central, regional and district levels. Management efficiency is also undermined by the absence of a clear monitoring and evaluation system. Consequently there is very little or no room for feedback and adjustments regarding the implementation of education policies and programs.

Correlation number of teacher and number of students (2007-08)



Source: data from the DSPC /MEN

10. The government strategy includes making operational the education management information system (EMIS) and the capacity of staff at the central, regional and district levels to efficiently collect, analyze and utilize data for policy and planning purposes will be reinforced. Training for educational and financial management will be provided to officials at all levels who will be responsible for carrying out administrative and financial functions. Guidelines for evaluating, monitoring and reporting system performance also will be developed. Staff at the regional level will be trained; computer and other equipment will be provided to regional direction of education.

11. **Main Sector Development Issues and Government strategy:** Notwithstanding these remarkable quantitative achievements, there are serious concerns about: (i) poor quality of education resulting in weak teaching and learning outcomes; (ii) inadequate and inefficient utilization of existing resources; (iii) low external efficiency of higher and vocational education in response to the needs of the labor market.

12. **Improving quality of education:** The investment in quality of education will focus primarily on pre-service and in-service training of teachers to develop their capacity to operate in a truly bilingual education system. The present teaching body consists mainly of teachers who are proficient either in Arabic or French. The number of sufficiently bilingual teachers as well as French teachers in the system is relatively small compared to the numbers required. The key elements of the government strategy to improve the quality of education include in priority: (i) improving the efficiency of pre-service and in-service teacher training, (ii) improving the management of the teaching and learning process.

13. **Teacher qualification:** An evaluation of the entire Mauritanian teaching body was conducted in July 2007. The assessment involved all teachers in basic education (primary and secondary), regardless of their administrative status. The assessment included students graduate in 2007 from the initial teacher training institutions. Teachers were assessed in Arabic, French and mathematics. In secondary education the objective of the assessment was to identify teachers who are able to perform in French and Arabic as Arabic is the language of instruction for the literary subjects and French is the language of instruction for mathematics and science subjects.

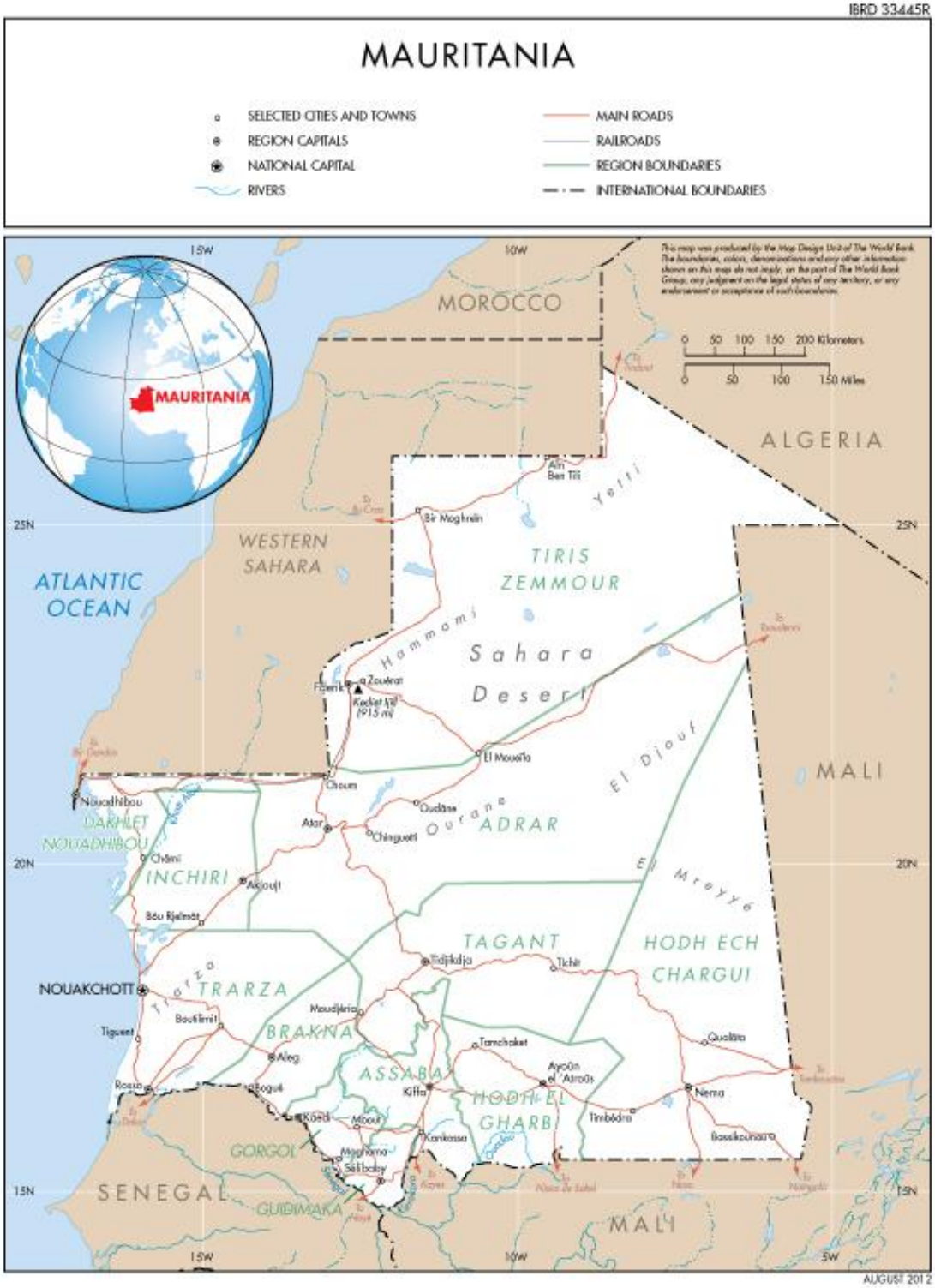
14. The conclusions of the evaluation were the following: (i) 43.1% of teachers had a level that allows them to teach in Arabic without difficulty, (ii) 17% were able to teach in French. Those

conclusions imply that 17% of teachers could perform teaching mathematic and sciences matters while 43% of teachers should perform in teaching literature, geographic. In addition, the evaluation shows that: 497 are already bilingual, (ii) and 1.485 are considered almost bilingual, (a refresher course can be offered in the short term for 200 hours). (iii) 567 teachers could become bilingual following 200 hours of intensive training in both languages to supplement the pool of bilingual teachers; (iv) 1531 seem to have a long way to go to acquire the desired skills (however, a large proportion of teachers in this category could acquire the necessary skills by participating in a more robust training program). Apart from the language issue, these evaluations further indicate that while a majority of the teachers have reasonable knowledge of the curriculum content, not all do; thus activities designed to improve subject matter skills as well as pedagogical skills will be required for teaching body.

15. **Initial teacher training:** Subsequent the above result with regard to training of newly recruited in the initial training institution all newly recruited students will be tested at entry in the languages of instruction stipulated by the reform. Based on the test the newly recruited will be divided into two groups, students who are not fluent in French will receive intensive training in French while the second group of students who are not fluent in Arabic will receive intensive training in Arabic. From now, all new recruits will receive initial training at the ENI (teachers' training *collège*) which will qualify them for bilingualism. Besides, all newly recruited students do not have to be bilingual for the reform to be effectively implemented because: (i) first grade studies will be conducted in the Arabic language; and (ii) second to sixth year elementary school programs will be taught in both languages. The plan therefore is to: (i) implement training sessions specifically for elementary school teachers who are potentially bilingual; and (ii) organize the posting of teachers so as to offer all students curriculum content in the languages stipulated in the context of the reform. This will be done through a priority posting of bilingual teachers to smaller schools, where much flexibility is needed from teachers to cover the curricula.

16. **In-service Teacher Training:** The Government strategy includes in-service teacher training to support development of language and competency-based curricula with the assistance of Spanish Cooperation through offering intensive in-service training courses, to the teachers currently in the system who show an aptitude and willingness to become bilingual. The in-service training activities will have three objectives: (i) upgrading the linguistic skills of the teachers to allow them to perform in a bilingual system, (ii) provide continuous professional development to the teachers, based on needs identification. In-service teacher training strategy is developed to increase the professional competence for all primary teachers. Emphasis will be on the acquisition and implementation of practical skills and the use of instructional materials to strengthen teaching. Subsequent to the strategy, an action plan for in-service training based on the identification of teachers needs will be prepared. In-service training programs will be organized for primary teachers, school directors, inspectors, pedagogic advisors, and tutors of ENI, with a special emphasis on upgrading linguistic skills and mastery of curriculum content.

MAP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MOROCCO
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MALI
SENEGAL
ATLANTIC OCEAN
WESTERN SAHARA
TIRIS ZEMMOUR
Sahara Desert
Hammami
Yetti
El Djouf
Ourane
ADRAR
El Mreyyé
DAKHLET NOUADHIBOU
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AUGUST 2012