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Report No: PAD4046

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT
IN THE AMOUNT OF SDR 15.6 MILLION
(US\$22.5 MILLION EQUIVALENT)

A PROPOSED CREDIT
IN THE AMOUNT OF EURO 18.5 MILLION
(US\$22.5 MILLION EQUIVALENT)

AND A PROPOSED GRANT
IN THE AMOUNT OF US\$15.1 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE

REPUBLIC OF TOGO

FOR A

TOGO IMPROVING QUALITY AND EQUITY OF BASIC EDUCATION PROJECT

August 5, 2021

Education Global Practice
Western and Central Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective May 31, 2021)

Currency Unit = FCFA (West African CFA franc)

US\$1 = FCFA 541.00

US\$1= SDR 0.692

US\$1= EURO 0.820

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency (<i>Agence Française de Développement</i>)
AfDB	African Development Bank
APC	Competency Approach (<i>Approche par Compétence</i>)
CE1 and 2	Grades 3-4 (<i>Cours Élémentaire Niveau 1 et 2</i>)
CERC	Contingent Emergency Response Component
CM1 and 2	Grades 5-6 (<i>Cours Moyen Niveau 1 et 2</i>)
COC	Codes of Conducts
COGEP	School-based Management Committee at the Primary Level (<i>Comité de Gestion de l'Ecole Primaire</i>)
COGERES	School-based Management Committee at the Secondary Level (<i>Comité de Gestion des Ressources de l'Etablissement Secondaire</i>)
CONFEMEN	Conference of Ministers of Education of the States and Governments of the Francophonie (<i>Conférence des Ministres de l'Éducation des États et Gouvernements de la Francophonie</i>)
COVID-19	Coronavirus Disease
CP1 and 2	Grades 1-2 (<i>Cours Préparatoire Niveau 1 et 2</i>)
CPF	Country Partnership Framework
DA	Designated Account
DE4A	Digital Economy for Africa
DEPP	Directorate of Preschool and Primary Education (<i>Direction des Enseignements Primaire et Préscolaire</i>)
DF	Directorate of Training (<i>Direction de la Formation</i>)
DIKSHA	Digital Infrastructure for Knowledge Sharing
DP	Development Partner
DPEE	Directorate of Education Planning and Evaluation (<i>Direction de la Planification et de l'Évaluation de l'Éducation</i>)
DPO	Development Policy Operation
DRE	Regional Education Directorate (<i>Direction Régionale de l'Éducation</i>)
EDIL	Community Schools (<i>Ecole d'Initiative Locale</i>)
EEP	Eligible Expenditures Program
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ENEAS	National Learning Assessment Unit (<i>Equipe Nationale d'Évaluation des Acquis Scolaires</i>)
ENI/ENS	Primary / Lower-secondary Teacher Training School (<i>Ecole Nationale des Instituteurs/Ecole Normale Supérieure</i>)
ESIA	Environmental Impact and Social Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESPIG	Education Sector Program Implementation Grant
ESS	Environment and Social Standards
FAST-UK	University of Kara Faculty of Science and Technology
FCFA	African Financial Community Francs (<i>Francs de la Communauté Financière Africaine</i>)
FCV	Fragility, Conflict and Violence

FIR	Initial Catch-up Training for Volunteer Teachers (<i>Formation Initiale de Rattrapage</i>)
FM	Financial Management
GA	Grant Agent
GBV	Gender-based Violence
GDP	Gross Domestic Product
GEMS	Geo-enabling Method Initiative for Monitoring and Supervision
GER	Gross Enrollment Rate
GPE	Global Partnership for Education
GPI	Gender Parity Index
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
GBV	Gender-Based Violence
HPN	Health Global Practice
HRMIS	Human Resources Management Information System
IBRD	International Bank for Reconstruction and Development
ICR	Implementation Completion and Results Report
ICT	Information and Communications Technology
IDA	International Development Association
IEPP	District Education Inspectorates (<i>Inspection des Enseignements Préscolaire et Primaire</i>)
IFC	International Finance Corporation
IFR	Interim Financial Report
IMF	International Monetary Fund
INSE	National Institute of Education Sciences (<i>Institut National des Sciences de l'Education</i>)
IMF	International Monetary Fund
IQEBE	Improving Quality and Equity of Basic Education Project
IRR	Internal Rate of Return
IVA	Independent Verification Agent
LEG	Local Education Group
LMP	Labor Management Procedures
LEG	Local Education Group
MASPFA	Ministry of Social Action, Promotion of Women and Literacy (<i>Ministère de l'Action Sociale, de la Promotion de la Femme et de l'Alphabétisation</i>)
MEF	Ministry of Economy and Finance (<i>Ministère de l'Economie et des Finances</i>)
MEPSTA	Ministry of Primary, Secondary, Technical Education and Handicraft (<i>Ministère des Enseignements Primaire, Secondaire, Technique et de l'Artisanat</i>)
MESR	Ministry of Higher Education and Research (<i>Ministère de l'Enseignement Supérieur et de la Recherche</i>)
MHM	Menstrual and Hygiene Management Program
MICS	Multiple Indicator Cluster Survey
MPC	Ministry of Plan and Cooperation (<i>Ministère du Plan et de la Coopération</i>)
MTR	Mid-term Review
NDP	National Development Plan
NGO	Non-governmental Organization
NLAS	National Learning Assessment System
NPV	Net Present Value
NDP	National Development Plan

OHS	Occupational Health and Safety
PASEC	CONFEMEN Educational System Analysis Program (<i>Programme d'Analyse des Systèmes Educatifs de la CONFEMEN</i>)
PBC	Performance-based Condition
PBF	Performance-based Financing
PCU	Project Coordination Unit
PCR	Primary Completion Rate
PDO	Project Development Objective
PERI-1 and 2	Education and Institutional Strengthening Projects 1 and 2 (<i>Projets d'Education et de Renforcement Institutionnel 1 et 2</i>)
PIM	Project Implementation Manual
PPP	Public-Private Partnerships
PPSD	Project Procurement Strategy for Development
PRMP	Head of Public Procurement (<i>Personne Responsable des Marchés Publics</i>).
PSC	Project Steering Committee
PSE	Education Sector Plan (<i>Plan Sectoriel de l'Education</i>)
RBF	Results-Based Financing
RESEN	Country National Education System Diagnostic (<i>Rapport d'Etat du Système Educatif National</i>)
RPF	Resettlement Policy Framework
SABER	Systems Approach for Better Education Results
SDG	Sustainable Development Goals
SDI	Service Delivery Indicator
SDR	Special Drawing Rights
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
SEP	Stakeholder Engagement Plan
SG	Secretary General
SGBV	Sexual Gender-based Violence
SPJ	Social Protection and Jobs Practice
SRGBV	School-related Gender-based Violence
SSA	Sub-Saharan Africa
SSP	Safe School Programs
STP	Permanent Technical Secretariat (<i>Secrétaire Technique Permanent</i>)
SY	School Year
TA	Technical Assistance
TOR	Terms of Reference
TVET	Technical and, Vocational Education and Training
UNICEF	United Nations International Children's Emergency Fund
UNICEF	United Nations International Children's Emergency Fund
WARCIP	West Africa Regional Communications Infrastructure Project
WASH	Water, Sanitation and Hygiene
WB	World Bank
WBG	World Bank Group
WHO	World Health Organization



TABLE OF CONTENTS

DATASHEET	1
I. STRATEGIC CONTEXT	8
A. Country Context.....	8
B. Sectoral and Institutional Context.....	9
C. Relevance to Higher Level Objectives.....	14
II. PROJECT DESCRIPTION.....	15
A. Project Development Objective	15
B. Project Components	15
C. Project Beneficiaries and Costs.....	24
D. Results Chain	26
E. Rationale for World Bank Involvement and Role of Partners.....	27
F. Lessons Learned and Reflected in the Project Design	28
III. IMPLEMENTATION ARRANGEMENTS	29
A. Institutional and Implementation Arrangements	29
B. Results Monitoring and Evaluation Arrangements.....	30
C. Sustainability.....	31
IV. PROJECT APPRAISAL SUMMARY	32
A. Technical, Economic and Financial Analysis	32
B. Fiduciary.....	32
C. Legal Operational Policies.....	33
D. Environmental and Social.....	33
V. GRIEVANCE REDRESS SERVICES	39
VI. KEY RISKS	39
VII. RESULTS FRAMEWORK AND MONITORING	41
ANNEX 1: Implementation Arrangements and Support Plan	64
ANNEX 2: Economic Analysis.....	79
ANNEX 3: Variable Part of GPE Financing.....	89
ANNEX 4: Enrollments by Level of Education and Status from SY 2010-11 to 2018-19 ..	105
ANNEX 5: Service Development Indicators Key Results.....	106
ANNEX 6: Beneficiaries Targeted by Project Results Areas	107
ANNEX 7: Gender Gap Analysis	110



DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Togo	Togo, Improving Quality and Equity of Basic Education Project	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P172674	Investment Project Financing	Moderate

Financing & Implementation Modalities

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

Expected Approval Date	Expected Closing Date
26-Aug-2021	26-Oct-2026
Bank/IFC Collaboration	Joint Level
Yes	Complementary or Interdependent project requiring active coordination

Proposed Development Objective(s)

The Project Development Objectives (PDO) are to improve the quality of, and equitable access to, basic education in selected regions, particularly for girls; and strengthen the overall management of the education system

Components

Component Name	Cost (US\$, millions)
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Component 1: Improving Quality of Teaching and Learning	35.13
Component 2: Improve equitable access to basic education (primary and lower-secondary)	14.75
Component 3: Strengthening system management and resilience	8.22
Component 4: Contingent Emergency Response Component (CERC)	0.00
Unallocated	2.00

Organizations

Borrower: Republic of Togo

Implementing Agency: Ministry of Primary, Secondary, and Technical Education and Handicraft - MEPSTA

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	60.10
Total Financing	60.10
of which IBRD/IDA	45.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	45.00
IDA Credit	22.50
IDA Grant	22.50

Non-World Bank Group Financing

Trust Funds	15.10
Education for All - Fast Track Initiative	15.10



IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Togo	22.50	22.50	0.00	45.00
National PBA	22.50	22.50	0.00	45.00
Total	22.50	22.50	0.00	45.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Digital Development, Gender, Health, Nutrition & Population, Social Protection & Jobs

Climate Change and Disaster Screening

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

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

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



COMPLIANCE

Policy

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

Yes No

Does the project require any waivers of Bank policies?

Yes No

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

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

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

Legal Covenants

Sections and Description



Schedule 2 Section I. A (Project Coordination Unit): The Recipient shall (i) recruit no later than three (3) months after the Effective Date, a project coordinator, a financial management specialist, an internal auditor, a procurement specialist, an accountant, an environmental safeguards specialist, a social safeguards specialist and a monitoring and evaluation specialist; all with qualifications, experience, and terms of reference acceptable to the Association; and (ii) no later than three (3) months after the Effective Date, update the accounting software.

Sections and Description

Schedule 2 Section I. C. (Annual Work Plans and Budget): Not later than one (1) month after the Effective Date for the first year of Project implementation), the Recipient shall prepare and furnish to the Association a draft annual work plan and budget for the Project (including Training

Sections and Description

Schedule 2 Section I. B. (Project Implementation Manual): No later than three (3) months after the Effective Date, the Recipient shall: (a) prepare under terms of reference acceptable to the Association, and furnish to the Recipient and the Association, an implementation manual for the Project containing detailed arrangements and procedures for: (i) institutional coordination and day-to-day execution of the Project; (ii) Project budgeting, disbursement and financial management; (iii) procurement; (iv) monitoring, evaluation, reporting and communication; (v) safeguards monitoring and mitigation; (vi) operational modules outlining implementation, organizational, administrative, monitoring, financial management, disbursement procurement and verification protocols and arrangements for the PBF Grants under Part 1.3 of the Project ("PBF Sub-manual"), such PBF Sub-manual as annexed to the PIM; (vii) operational modules outlining implementation, organizational, administrative, monitoring, financial management, disbursement procurement and verification protocols and arrangements and performance-based indicators for the Performance-Based Conditions (PBCs) under Parts 1.1(c) and 3.1(b) of the Project; ("PBC Sub-manual"), such PBC Sub-manual as annexed to the PIM; and (viii) such other arrangements and procedures as shall be required for the Project.

Sections and Description

Schedule 2 Section I. D (Performance-Based Conditions): No later than six (6) months after the Effective Date, recruit verification agents, with qualifications, experience and terms of reference acceptable to the Association

Sections and Description

Schedule 2 Section I. A (Project Coordination Unit): The Recipient shall no later than six (6) months after the Effective Date, appoint an external auditor with qualifications, experience, and terms of reference acceptable to the Association.

Sections and Description

Schedule 2 Section I. F (ESCP dated actions): The Recipient shall not later than six (6) months after the effective date of the project : (i) prepare and implement an appropriate GBV action plan , and before the start of activities, updated as necessary and implemented throughout the life cycle of the project; (ii) The GRM must be operational no later than 6 months after the Project effectiveness and the relocation measures must be carried out before the start of the civil works and must be maintained throughout the life cycle of the project; (iii) Carry out training of PCU and field workers and maintain throughout the life cycle of the project; (iv) Carry out training on social and environmental management and maintain throughout the life cycle of the project; (v) Carry out information/awareness and training on the risks of GBV/SEA/SH and maintain throughout the life cycle of the project.



Conditions

Type	Financing source	Description
Disbursement	Trust Funds	<p>1. No withdrawal shall be made for payments made under Categories (2) to (4) if the following conditions are not met : (i) each withdrawal shall be made only after the Bank has received evidence acceptable to the Bank in its form and content and following the requirements set forth in the PBC Sub-manual and the Disbursement and Financial Information Letter, confirming the achievement of the respective PBCs; and evidence, in form and content acceptable to the Bank confirming that (A) the PBC has been met; and (B) payment for the Eligible Expenditures related to such PBC has been made by the Recipient in accordance with its applicable laws and regulations and the criteria set forth in the PBC Sub-manual; (ii) In connection with the foregoing, the Bank may nevertheless restrict withdrawals, if it determines, that the PBC targets are not met or are partially met. In this regard, the amount of the Grant to be withdrawn shall remain available for withdrawal only in the subsequent target Year if it is met in a manner satisfactory to the Bank, after which it may be cancelled or reallocated by the Bank; (iii) Notwithstanding the foregoing, at any time, by notice to the Recipient, the Bank may cancel the amount of the Grant proceeds so withheld or reallocate said amount to other PBCs; and (iv) If, at any time, the Bank determines that any portion of the amounts disbursed by the Recipient under Categories (2), (3) and (4) was made for expenditures that are not eligible under the EEP, the Recipient shall promptly refund any such amount to the Bank as the Bank shall specify by notice to the Recipient.</p>
Disbursement	IBRD/IDA	<p>1. No withdrawal shall be made for payments made under Category 2 : (i) until and unless the Recipient, through MEPSTA, has developed a template of a DRE Grant Agreement and an IEPP Grant Agreement, in form and substance satisfactory to the Association ; (ii) withdrawal requests shall be accompanied by the necessary supporting documentation, as specified in the PBF Sub-manual and the PBF Grant Agreements; (iii) if, at any time, the Association</p>



		determines that any portion of the amount disbursed by the Association to the Recipient under Category (5) was used for PBF Grants not in compliance with the provisions of this Agreement and the PBF Sub-manual, the Recipient shall promptly refund any such amount to the Association, as the Association shall specify by notice to the Recipient.
Type Disbursement	Financing source IBRD/IDA	Description 2. The Financing Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.
Type Effectiveness	Financing source IBRD/IDA	Description The GPE Grant Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.



I. STRATEGIC CONTEXT

A. Country Context

1. **Togo is a small, low-income country, located along the West African coast on the Gulf of Guinea, between Ghana and Benin, with an estimated population of 8.41 million people in 2021¹.** From its deep-water seaport in the coastal south to its northern border with Burkina Faso, Togo sits on a narrow territory of 56,700 square kilometres, only 100 kilometres wide, creating a natural corridor that lends itself well to the country's ambition of becoming a transshipment hub and logistics platform for the West African subregion. The Togolese population is expected to increase to slightly over 10 million by 2030—with approximately 37.2 percent of the population under 15 years of age.

2. **The country has yet to take full advantage of its potential and growth remains lower than its peers². Improvements in living standards remain modest and human capital outcomes are still weak and characterized by a great loss of productivity potential.** Poverty and inequality remain high in Togo due to high population growth (approximately 2.5 percent per year), the concentration of growth in modern sectors and the lack of access to quality services. In 2019, the national poverty rate was 45.5 percent³. Poverty rates generally increase as one moves away from the capital city (22.3 percent) to Plateaux, Kara and to the driest region of Savanes (65.1 percent) in the north except the Maritime coastal region (54.1 percent) due to a dependence on subsistence agriculture and isolation from markets and services. The Gini Index improved from 43.1 in 2015 to 37.5 in 2018-19 (33.1 in rural areas and 37.4 in urban areas). While this is an improvement, it is still among the highest in Sub-Saharan Africa (SSA). In terms of human capital outcomes, Togo's human capital outcomes are still low. With a Human Capital Index (HCI) of 0.43, a child born today will only achieve 43 percent of their productivity potential if key health and education outcomes do not improve from their current levels. The average child is projected to complete approximately 9.7 years of schooling. Factoring in what children effectively learn, the actual educational attainment is reduced to six years. Togo's ranking in the 2020 UN Human Development Index has significantly deteriorated over time, falling from 95th out of 124 countries (the bottom 23 percent) in 1980 to 167th out of 189 countries (the bottom ten percent).

3. **In addition, widespread poverty, environmental problems and population growth continue to impede advancements in development.** Togo's natural resources are being depleted with consequences for the ecosystem with clean water becoming increasingly scarce. The main climate risks facing Togo are violent winds, coastal erosion, poor distribution of rain, and late rains, with flooding and drought. Togo intends to contribute to the fight against climate change by strengthening the resilience of its production systems and means by embarking on a carbon-lean development path. This vision is in line with international commitments and national strategic orientations relating to the need for fair, inclusive growth that responds to the challenges of sustainability, creating decent jobs, helping to reduce poverty, and protecting natural resources. Togo has been engaged in a proactive strategy for sustainable development and against global warming that focuses mainly on bad production practices in the economic sectors; lack of population control; and the high poverty rate, which is exacerbated by the negative impacts of climate change, further reinforcing the vulnerability of the production sectors and the pressure on natural resources. This can be seen, among others, in the National Programme for Reducing Greenhouse Gas Emissions from Deforestation and Forest Degradation (REDD+) 2010-2050, the National Strategy for Reducing the Risk of Catastrophes in Togo (December 2009), the National Medium-term Priority Framework (NMTPF) for Togo (2010-2015), and the National Action Plan for Marine and Coastal Environmental Resources Management.

¹ <https://www.worldometers.info/world-population/togo-population/> as of March 8, 2021 based on the Worldometers/UN latest estimates.

² Structural peer countries are Benin, Guinea, and Sierra Leone, while aspiration peers are Ghana, Morocco, and Rwanda.

³ WAEMU Harmonized Households Survey.



4. **The Coronavirus disease (COVID-19) pandemic caused an abrupt halt to Togo’s relatively strong growth momentum.** Supported by a stable macroeconomic framework and significant improvements in the business climate, the country’s growth was relatively robust, averaging five percent (2.4 percent in per capita terms) between 2017 and 2019. Togo’s Ease of Doing Business ranking jumped by more than 50 places globally, increasing from 156th in 2018 to 97th in 2020, while its Country Policy and Institutional Assessment (CPIA) score rose from 3.1 in 2017 to 3.3 in 2019, reflecting a gradual improvement in macroeconomic management and business regulation. Since 2020, Togo is no longer included in the harmonized list of countries in fragile situations. However, in early 2020, the COVID-19 pandemic almost brought the economy to a halt. As a result, 2020 growth is estimated to have declined to 0.7 percent and the fiscal deficit widened to 6.1 percent of gross domestic product (GDP), reflecting a sharp increase in public spending to protect lives and livelihoods of poor households, as well as to support firms facing revenue losses as economic activity contracted.⁴

B. Sectoral and Institutional Context

5. **Togo’s general education system is divided into four levels:** (i) a two-year pre-school cycle for 4- to 5-year-olds; (ii) a six-year primary cycle for 6- to 11-year-olds; (iii) a seven-year secondary education cycle for 12- to 18-year-olds, consisting of a four-year junior level and a three-year senior level; and (iv) a higher education system (two public universities, one private university, and 26 private institutions). Technical and Vocational Education and Training (TVET) is also offered at the junior and senior secondary levels. Currently, only primary education is mandatory. The system is administered by three ministries: The Ministry of Primary, Secondary, and Technical Education and Handicraft (MEPSTA), the Ministry of Higher Education and Research (*Ministère de l’Enseignement Supérieur et de la Recherche*, MESR) and the Ministry of Social Action, Promotion of Women and Literacy (*Ministère de l’Action Sociale, de la Promotion de la Femme et de l’Alphabétisation*, MASPFA).

6. **Government efforts in the education sector over the past decade have resulted in substantial progress in educational outcomes.** As a result of the abolition of school fees starting in 2008, much progress has been made over the last decade to improve education access, completion, efficiency, and gender equity. Table 1 below presents the evolution of key basic education indicators from 2011 to 2020. Annex 4 provides additional details on student enrollments by level of education and type of institution⁵. These Government efforts have been underpinned by an increase in the budget allocated to education, which rose from FCFA 57.0 billion in 2011 to 172.3 billion in 2020. In terms of percentage of GDP, education spending increased by 1 percentage point over a ten-year period (2011-2020), while expenditures per pupil rose from CFAF 30,661 (US\$52.3) in 2010 and 2011 to FCFA 53,760 (US\$91.8) from 2018-2019. Despite the increase in public funds in financing education, Togolese families still cover a significant portion of their children’s educational expenditures—with more than half (56 percent) of current expenditures on education (including state and household) being borne by households⁶.

7. **Despite the substantial progress achieved, the country’s education sector continues to face several challenges.** Key challenges identified by the recent Country National Education System Diagnostic (*Rapport d’Etat du Système Educatif National*, RESEN; 2019) include: (i) low learning outcomes; (ii) low internal efficiency of the education system; (iii) lack of a well-trained and qualified teaching force; (iv) inequitable access to basic education, especially for girls; (v) insufficient number of schools at all levels and a deficit of classrooms at the secondary level; (vi) weak teacher management and

⁴ International Monetary Fund (IMF). Country Report No. 20/107. Togo sixth review under the Extended Credit Facility arrangement and request for augmentation of access. Staff Report. April 2020.

⁵ Public, private, local initiative schools referred to in French as EDIL: *École d’Initiative Locale*.

⁶ Togo Diagnostic Report of the National Education System (RESEN), 2018; February 20, 2019.



accountability system associated with poor quality of educational services delivered; and (vii) inefficient spending, leading to a perennial lack of basic infrastructures at all levels of the education system.

Table 1: Evolution of Key Basic Education Indicators

Indicators	Primary		Junior Secondary	
	2010/11	2019/20	2010/11	2019/20
Number of Classrooms (public)	21,110	26,566	4,799	5,875
Number of Learners	1,299,802	1,634,441	394,956	602,992
Number of Teachers (public)	20,637	26,445	4,070	9,163
Gross Enrollment Rate	124.3	126.7	-	79.7
Gross Intake Ratio		139.3	-	75.22208
Repetition rate*	21.5	13.7	18.4	21.4
Completion Rate	72.1	89.5	39.5	53.11
Gender Parity	0.97	1.02		0.86
Household contributions (FCFA)	37,622	43,775	71,955	84,272
percent of current expenditure allocated to the sub-sector	48.0	46.3	15.0	16.2

Sources: Author from National Statistic Yearbook 2020 + RESEN 2019 and latest QUIEBB 2016 and Multiple Indicator Cluster Surveys (MICS).

*Repetition rate integrates intra-cycle repetition which is currently forbidden in Togo but still ongoing therefore, MICS data was used.

(a) Quality of Education

(i) **Low learning outcomes leading to poor human capital accumulation.** Togo is one of 14 countries that participated in the 2019 Conference of Ministers of Education of the States and Governments of the Francophonie (*Conférence des Ministres de l'Éducation des États et gouvernements de la Francophonie*, CONFEMEN) Educational System Analysis Program (*Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN*, PASEC-2019) assessment. Results from this assessment revealed that a significant proportion of Togolese students did not meet the established threshold for language proficiency. More specifically, according to the results of PASEC 2019, more than 75 percent of the children assessed did not have the requisite skills needed to continue their learning without difficulty. More importantly, less than a quarter of the children are completing primary school with sufficient proficiency in reading and mathematics as defined by PASEC. By comparing countries' scores with the international average in language and mathematics at the early primary level (i.e. grade 2), Togo's performance does not compare favorably. Moreover, the results from the PASEC assessment demonstrated that Togo's low learning performance in grade 6 are primarily driven by low grade 2 national scores in reading and in mathematics. These results are reflective of a profound learning crisis in Togo. Learning poverty in Togo currently stands at 86 percent. This means that 86 percent of children in Togo are unable to read and understand a short, age-appropriate text by age 10⁷, adjusted for the out-of-school children. Finally, proficiency in reading is empirically associated with proficiency in numeracy and in the acquisition of some socioemotional skills.

(ii) **Low internal efficiency of the education system.** Expanding access, improving attendance, and providing budgetary resources alone, are insufficient to guarantee positive educational outcomes. Too many children in Togo continue to drop out of school and repetition rates are still high. Approximately 28.7 percent of resources in primary and 34.8 percent in lower secondary were lost due to repetition and dropouts⁸, highlighting that the

⁷ Learning Poverty' means being unable to read and understand a short, age-appropriate text by age 10. This indicator captures both the share of children who have not achieved minimum reading proficiency and the share of children who are out of school.

<https://www.worldbank.org/en/topic/education/brief/learning-poverty>.

⁸ MEPSTA and MICS 2017.



internal efficiency of the education system in Togo remains low. In addition, the proportion of repeaters in Togo remains far higher than the average for low-income African countries. Repetition rates in Togo were 13.7 percent and 20.2 percent in primary and lower secondary levels respectively (MICS 2017) — higher than most African countries such as Ghana (1.8 percent at primary) and Cameroon (12.1 percent at lower secondary).

(iii) **Lack of a well-trained and qualified teaching force despite the existence of numerous training institutions.** There are seven Primary Teacher Training Schools (*Ecole Nationale des Instituteurs*, ENIs) and the Directorate of Training (*Direction de la Formation*, DF) under MEPSTA's leadership, one Lower-secondary Teacher Training School (*Ecole Normale Supérieure*, ENS), and the National Institute of Education Sciences (*Institut National des Sciences de l'Éducation*, INSE) under the auspice of the MESR. According to the national teacher policy, a teacher must have pedagogical training and completed either secondary education or have a degree in tertiary education to teach⁹. However, due to inadequate teacher training programs and unclear and unenforced recruitment guidelines, many teachers still lack basic qualifications¹⁰. Pre-service training offers extremely limited opportunities for practical training, and both pre- and in-service professional development opportunities are hampered by the insufficient number of skilled trainers, lack of strong mechanisms to identify training needs, the low levels of content and pedagogical competencies of both trainers and teachers, and lackluster coaching units.

8. **Previous World Bank and Global Partnership for Education (GPE)-funded operations, such as the Education and Institutional Strengthening Projects (PERI 1 & 2 2011-19)¹¹ led to significant improvement in the quality of teaching and learning in the early grades of primary.** PERI-1 and 2 supported series of reforms including the curriculum reform from grade 1 to 3; the textbook policy reform and the provision and distribution of approximately 5.2 million textbooks to all public and community schools (*Ecole d'Initiative Locale*, EDIL)¹², which resulted in an increase in the ratio of textbooks to students¹³. In addition, PERI-1 and PERI-2 put in place a system of school support and teacher monitoring through the provision of performance-based school grants for school improvement plans and performance-based grants/incentives to inspectorates and Regional Education Directorates (*Direction Régionale de l'Éducation*, DRE), resulting in an increase in resource availability and regular classroom visits in targeted schools.

(b) Access to Education and Equity

(iv) **Inequitable access to basic education, particularly among girls.** Significant gender gap persists and increases as students move through the education system. The odds of completing primary school are estimated at 79.6 percent for girls compared to 88.8 percent for boys, a difference of 9.2 percentage points. The gap continues to widen as a student progresses through the education system, reaching 13.4 percentage points in lower secondary. Girls from poor families have a 51 percent probability of attending lower secondary school and only 17 percent probability of completing that level of education; this probability falls to 8 percent for entry into high school and 4 percent for completion.

⁹ In Togo, to teach in preschool and primary school, you must hold a CFENI certificate (*Certificat de Fin d'Études Normales des Instituteurs*) at BAC + 1 level or a DFPE diploma (*Diplôme de Formation des Professeurs D'écoles*) at BAC + 2 level according to the national policy on teachers.

¹⁰ Approximately 2,500 new teachers are appointed every two years.

¹¹ The PERI-1 project (P116384) was funded by an EFA-FTI grant in the amount of US\$45 million and the PERI-2 project (P146294) was funded by a GPE grant in the amount of US\$27.8 million.

¹² PERI-1 supported textbook under the previous program for primary while PERI-2 supported textbook for grade 1-3 in the new curriculum.

¹³ One book for two students in 2011 to one book for one student in 2018.



Box 1. Main obstacles for girls' access to education and key consequences.

According to the November 2019 United Nations International Children's Emergency Fund (UNICEF) study in Togo, obstacles to girls' education stem from demand-side and supply-side constraints. On the demand side, they include child trafficking, poverty, early marriage, early pregnancy, harmful and gender-biased traditional and cultural norms and practices, and Gender-based Violence (GBV). On the supply side, obstacles to girls' education include: (i) the poor quality of the learning environment in existing schools, with dilapidated schools lacking basic amenities (i.e., toilets, water points, etc.) and adequate learning resources; and (ii) the lack of secondary schools in rural areas. Children are forced to travel long distances to attend school and often families bear the high costs of transportation and the long commute increases safety and security concerns, particularly for girls. Togo also has systemic and institutional constraints. At the system-level, there are some weaknesses in the strategies to promote girls' education, a shortage of female teachers in rural and disadvantaged areas and the high cost of schooling can be prohibitive. At the institutional level, the system does not have a specific service or budget line to support girls' education, and the lack of gender focal points at the decentralized level (regions, inspections, schools)¹⁴ has huge consequences for creating safe schools.

(v) Togo has an insufficient number of schools at all levels and a deficit of classrooms at the secondary level.

There is an acute shortage of schools at both primary and secondary levels outside urban areas. Children living in rural areas often travel long distances to reach the nearest primary school. There is also a lack of secondary schools where school-age children live since there has not been any expansion of secondary schools in existing primary schools in remote areas. Existing classrooms are overcrowded and in poor conditions and not environmentally appropriate for Togo's climate. About one-third of classrooms in public primary schools in rural areas are inadequate—not in 'good condition'. In public primary schools, it is estimated that about 1,620 classrooms will need to be constructed by 2030 to improve access. In secondary education, it is estimated that 2,491 classrooms will need to be constructed by 2030 to accommodate an increased number of students coming from primary schools and reduce the school to classroom ratio (SCR) from 80.2 in 2018 to 50.8 in 2030. This level of construction would provide a sufficient stock of classrooms in good condition for the expected number of students to be enrolled at the primary and secondary levels by 2030.

9. **Under PERI-1 and PERI-2 operations, the Government adopted and implemented a community-based approach to school construction that proved to be a viable and cost-effective approach to expand the number of schools.** The community-based approach to school construction managed and implemented by school-based management committees at the primary level (*Comité de Gestion de l'Ecole Primaire*, COGEPs) and at the secondary level (*Comité de Gestion des Ressources de l'Etablissement Secondaire*, COGERES) significantly reduced transaction cost, built local capacity in school construction and maintenance, and improved the quality of construction and delivery time. In addition, the community approach helped promote greater community participation in school management and allowed communities to play a role in improving the quality of education at the school level.

(c) Education System Management and Sector Financing

(vi) Ineffective teacher management, recruitment, and deployment. The latest Service Delivery Indicator (SDI; 2016) showed that many teachers in early grades were not well-qualified (see Annex 5 for SDI key results), and a large and growing share of teachers are volunteers who are not well-prepared for the role. According to the latest national statistics, volunteers comprise 27 percent of teachers in primary school, 41 percent in middle school and 25 percent in high school (while there were none in high school in 2011). In addition, teachers are not well-

¹⁴ UNICEF, 2019, Rapport d'étude sur les facteurs de non-scolarisation des filles dans les zones de sous-scolarisation (régions de Savanes, Centrale et des Plateaux).



supported due to the low numbers of well-prepared inspectors and pedagogical advisors, with 487 teachers, on average, assigned to one inspector at the national level. Finally, supervisions are conducted without a systematized monitoring system, resulting in inadequate management and lack of accountability.

(vii) **Inadequate financing and inefficient spending.** As of 2019, Togo's expenditure on education as a percent of GDP (5.1 percent) was among the highest in the SSA region. Approximately 22 percent of total revenues—excluding government grants—were spent on education in 2019. On average, public education expending per child was US\$306, representing nearly half of the average expenditure per child across the SSA region. However, salary expenditures represent 87.2 percent of the primary budget and crowds out non-salary recurrent expenditures to enhance quality. Investment expenditures are also inadequate; 37 percent of schools still lacked basic infrastructure such as classrooms, and most textbooks for students were being provided by donors.

Government's Sector Strategy and Plan

10. **Taking into consideration the key challenges highlighted above, Togo's education authorities revised education policy documents (PSE 2020-2030).** The first PSE for the period 2010-2020 was approved by the Government and endorsed by education donors in 2010, which qualified Togo to apply for and receive a GPE Catalytic Grant in the amount of US\$45 million. In 2014, Togo received a second GPE grant of US\$27.8 million covering 2014-2018 (PSE 2014-2025), both with the World Bank as Grant Agent (GA). A new RESEN¹⁵ was carried out by the Government in May 2019, with support from UNICEF and United Nations Educational, Scientific and Cultural Organization (UNESCO) International Institute for Educational Planning - *Pôle de Dakar*. Based on this diagnostic and in consultation with key stakeholders, a new PSE (2020-2030) was finalized and endorsed by the Local Education Group (LEG) on July 24, 2020. Key priorities outlined in the new PSE include improving the quality of education provided; reducing inequity in access, retention, completion, and transition; and strengthening governance and management of the education system at all levels.

Box 2. COVID-19 Is Disrupting Education Systems and Increasing Learning Poverty

At the beginning of March 2020, Togo rolled out a series of school closure measures to prevent the spread of the COVID-19 pandemic. On March 20, 2020, the Government closed all schools (preschool, primary, secondary, vocational training centers) and universities. According to the latest national education statistics,¹⁶ over 2.6 million children were deprived from learning activities and 75,413 teachers unable to teach. The crisis has impacted education systems in numerous ways, including by increasing learning losses and inequalities, deteriorating children's nutritional and health status, increasing the number of dropouts, especially among girls,¹⁷ and disadvantaged populations, decreasing parental spending on education, reducing government spending on education, as well as negatively impacting the overall quality of education provided. Before the crisis, Togo's learning poverty, measuring the percentage of 10-year-old children who are not able to read and understand a simple text, was 86 percent. Many of the challenges that education systems are facing are being deepened by the crisis generated by the COVID-19 pandemic. Addressing these challenges will require building a more inclusive, efficient, and resilient education system.

To mitigate the negative impacts of the COVID-19 crisis on the Togolese education system, the Ministry of Primary, Secondary, Technical Education and Handicraft (*Ministère des Enseignements Primaire, Secondaire, Technique et de l'Artisanat, MEPSTA*) developed a National COVID-19 response plan (April 2020 – December 2021). Its three main objectives were to: (i) ensure continuity of learning; (ii) prepare and support safe school reopening; and (iii) strengthen system resilience.

¹⁵ Diagnostic Report of the National Education System (RESEN), 2018 in its preliminary version presented on 19 and 20 February 2019 in Lomé.

¹⁶ Education yearbook 2020 (including the exam classes).

¹⁷ The gender dimension of dropouts is serious and far-reaching, as early marriage may keep girls and young women out of schooling for life.



Alignment of the project and the COVID-19 Education Response Project (P174166). The World Bank is currently implementing the COVID-19 Education Response Project (2020–2021) financed by a GPE's grant in the amount of US\$7 million to support the implementation of selected activities included in the Government's National COVID-19 Response Plan. The COVID-19 Response Project aims to increase access to distance learning in grades 1-9 and safe and effective re-opening of schools. It supports the immediate effects of school closures and the recovery of the school system. The project will leverage promising interventions currently being implemented under the COVID-19 Education Response Project, such as the provision of school grants, the deployment of remedial programs for at-risk learners in order to prevent risks of repetitions and drop-outs, as well as the development of a multimodal distance learning platform, which will be deployed and implemented under this IDA-GPE funded Project. The project will seek to contribute to medium- and long-term response efforts pursued by the Togolese Government and to improve the overall resilience and quality of the education system in Togo.

C. Relevance to Higher Level Objectives

11. **The Country Partnership Framework (CPF) for FY17-20¹⁸, extended to the end of FY22¹⁹, addresses the IDA priorities of jobs and economic transformation and IDA19 special themes of Fragility, Conflict and Violence (FCV).**²⁰ The current CPF has three focus areas: (i) private sector performance and job creation; (ii) inclusive public service delivery focused on human capital development; and (iii) environmental sustainability and resilience. The Project's key set of interventions support the CPF's (FY17-22) goal of investing in human development and addressing disparities in poorer and more remote areas. Specifically, the CPF's second focus area aims at addressing the issue of weak quality of education services and the skills mismatch, with special attention to gender—particularly in secondary and higher education.

12. **The Project supports the core objectives of Togo's National Development Plan (NDP) and fits squarely into the Government of Togo's new national 2025 roadmap.** The Government's 2018-2022 NDP focuses on equitable access to quality social services²¹, and offers an ambitious roadmap to 2025. The Project is well-aligned with the new roadmap, which includes ten goals responding to the main challenges to be addressed by 2025. One of these focus areas aims at providing an equitable and high-quality education for all students. This objective also aims to ensure students acquire the skills and competencies demanded by the Togolese labor market.

13. **Finally, the World Bank has established itself as a trusted partner in Togo, with a comparative advantage in policy dialogue, high-quality analytical work, technical and financial support, convening power and capacity to forge strategic partnerships.** It has supported several transformational projects in the country, including large-scale improvements in service delivery to build human capital,²² and politically complex and technically challenging structural reforms in many sectors. This Project is articulated with World Bank ongoing interventions in different sectors. For example, a national Social Registry is currently under development with support from the World Bank-financed West Africa Unique Identification for Regional Integration and Inclusion (P169594, West Africa Unique Identification for Regional Integration and Inclusion) program. This provides a basis for the identification of disadvantaged areas to focus some key project interventions. The project will seek to strengthen institutional and project management capacity and give citizens a voice through the community feedback mechanisms (external accountability) that will be coordinated with

¹⁸ Report No. 112965-TG April 20, 2017.

¹⁹ Report number Report No. 139734-TG, dated January 21, 2020.

²⁰ World Bank. 2019. IDA 19 Second Replenishment Meeting: Special Theme - FCV; IDA 19, Washington DC

<http://documents.worldbank.org/curated/en/515831563779134705/pdf/IDA19-Second-Replenishment-Meeting-Special-Theme-Fragility-Conflict-and-Violence.pdf> accessed on 31 May, 2020.

²¹ CPF (2017, p. 16), CPF focus areas.

²² The previous education projects were the Education and Institutional Strengthening Project 1 and 2 (*Projets d'Education et de Renforcement Institutionnel*) (PERI-1 & PERI-2).



activities envisaged under the Togo Economic Governance Project (P158078). The implementation of the Project activities under Component 2 will require a strong collaboration with the Togo Essential Quality Health Services for Universal Health Coverage Project (P174266), especially in area of school health and nutrition.

14. **Maximizing Finance for Development (MFD).** The proposed Project will supplement the Government's resources and contribute to address the country gap in school infrastructure through financing a feasibility study to explore Public-Private Partnerships (PPPs) in construction of classrooms and equipment in collaboration with International Finance Corporation (IFC).

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

15. The Project Development Objectives (PDO) are to improve the quality of, and equitable access to, basic education in selected regions, particularly for girls; and strengthen the overall management of the education system.

PDO Level Indicators

Improving the Quality of Teaching and Learning

- Grade 2 students achieving at least a minimum level of proficiency in reading in beneficiary schools²³ (percentage)
- Grade 2 students achieving at least a minimum level of proficiency in mathematics in beneficiary schools (percentage)
- Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom (text)

Improve Equitable Access to Basic Education in Selected Regions, Particularly for Girls

- Completion rate in general lower-secondary education in targeted areas. (percentage) (disaggregated by gender)

Strengthen System Management

- The National Learning Assessment System (NLAS) is functional. (text)

B. Project Components

16. **The project design builds on the lessons learned from the PERI 1&2.** In line with GPE's financing model, a results-based financing (RBF) approach will be employed to address critical gaps identified in the Togolese education sector. Thirty percent of the GPE funding will be disbursed based on the achievement of these results.

²³ The Project will support the MEPSTA in carrying out the Early Grade Reading/Mathematics Assessment (EGRA/EGMA) to measure second grade students' level of proficiency in reading and mathematics.



Component 1: Improving quality of teaching and learning (US\$35.13 million equivalent; IDA—US\$23.94 million equivalent; GPE—US\$11.19 million)

Sub-component 1.1: Improved teacher training and monitoring system (US\$12.21 million equivalent; IDA—US\$5.56 million equivalent; GPE—US\$6.65 million)

17. **Teacher training. At the pre-service level**, based on key recommendations from the Government's study of the optimal functioning of Teacher Training Schools²⁴ (ENI)²⁵, the Project will finance: (i) technical assistance (TA) for a review and revision of the ENI curriculum ensuring that the curriculum focuses on areas related to GBV/SEA-SH and climate change; (ii) TA for the development of training programs, (iii) the training of trainers (ENIs instructors) on the newly developed ENI curriculum; (iv) operating costs of teacher training schools (i.e., ENIs, INSE, ENS, and University of Kara Faculty of Science and Technology [FAST-UK]) to ensure optimal functioning of these institutes; and (v) the provision of equipment and pedagogical materials (i.e., laptops, books, and other training materials as needed).²⁶

18. **At the in-service level, the Project will finance:** (i) initial training for voluntary teachers (using Initial Catch-up Training for Volunteer Teachers – (*Formation Initiale de Rattrapage, FIR*)) to increase their content knowledge and pedagogical skills, including the development and provision of detailed teacher guides/lessons to be used in the classroom; (ii) teacher training to increase pedagogical skills and content knowledge on the newly revised curriculum (grades 4 to 6) in French and mathematics for primary teachers upon completion of the revised grades 4 to 6 curriculum under Sub-component 1.2 (including a recycling training for teachers previously trained under PERI-2 for grades 1, 2, and 3); (iii) teacher training to improve teacher pedagogical skills in early grades (1 & 2) with a focus on French/literacy and mathematics; and (iv) the development of training modules and teacher training on the evaluation by competency approach (*Approche par Compétence, APC*) for primary and lower-secondary teachers. In addition, the project will finance lower-secondary teachers training in French, mathematics, and physics-chemistry-technology using the same approach²⁷ developed by the French Development Agency (*Agence Française de Développement, AFD*) Secondary Education Support Project (PAREC2) in the three regions not currently covered by the PAREC2 Project.²⁸ Furthermore, in collaboration with development partners (DPs), the Project will finance TA to MEPSTA to set up a harmonized teacher training approach that will capitalize on existing practices and articulate interventions between DF and ENIs. Finally, there will be synergies with the support of UNICEF on the dashboards distributed in all lower secondary schools.

19. **Two performance-based conditions (PBCs) will be used to finance activities related to improved teacher quality.** PBC1 (US\$2.340 million equivalent) *increased percentage of primary teachers in targeted schools in selected regions demonstrating improved teaching practices in the classroom*, incentivizes improvements in teaching quality through training that improves content knowledge and pedagogical practices support under the sub-component as well as reduction in the disparities in the learning environments. PBC2 (US\$0.936 million, equivalent) *reduction of the average repetition rate in primary education*, also targets improved pedagogical practices for better learning outcomes to support a reduction in repetition. PBC1 and PBC2 will finance TA for developing teaching and learning materials, equipment, teacher training, and capacity training required to support reforms under this sub-component.

20. **Teacher monitoring and supervision.** The Project will also support the strengthening of the teacher monitoring

²⁴ Teacher training schools include primary teacher training or *Ecole Nationale des Instituteurs* (ENI), lower-secondary teacher training schools or *Ecole Normal Supérieur* (ENS), and INSE.

²⁵ Report on the optimal functioning of ENIs (January 2018).

²⁶ Prior to any support the ENIs should set up a clear action plan with key objectives and targets and monitoring system.

²⁷ Didactic and disciplinary training in streamlining programs, in the use of digital resources and in the use of scientific material.

²⁸ Regions not covered by PAREC intervention are Kara, Central and Lomé-Golfe.



system to improve teacher effectiveness. To this end, the Project will finance: (i) TA for piloting of a classroom observation tool²⁹ and its use by teacher supervision staff (i.e., school directors, pedagogical advisors, inspectors) to monitor classroom processes; and (ii) provision of training for supervision staff to improve close monitoring of teachers at the primary and lower-secondary levels. For lower secondary level, the training will be focused in the three regions not covered by the above-mentioned PAREC2 project.

21. **Leveraging digital technologies to improve the quality of teaching and learning.** To echo the presidency' initiatives on digitalization in education³⁰, the Project aims to leverage digital technologies to improve the quality of teaching and learning. This effort will also reduce the level of greenhouse emissions because inspectors will make fewer trips to schools. This sub-component will finance: (i) teacher training in the use of Information and Communications Technology (ICT) in teaching, which includes the use of daily lesson plans, scripted lesson, and the like; and (ii) the provision of 48 computers and 48 video projectors for the 48 pedagogical sectors of the Kara, Gulf-Lomé, Central regions.

Sub-component 1.2: Curriculum reform and textbook policy (US\$4.54 million equivalent; IDA—US\$0.00 million; GPE—US\$4.54 million)

22. **This sub-component will support continued curriculum reform and the establishment of textbook policy.** Under the PERI-2 Project (P146294), the curriculum for CP1 to CM2 grades (all primary levels) was revised; textbooks for grades 1-3 were reproduced and distributed, and a study on the development of a textbook policy in Togo was supported. The Project will operationalize the primary level curriculum reform effort for CE2, CM1 and CM2 (grades 4-6) through financing the editing, printing, and distributing of teachers' guides and textbooks. Through these activities the Project will ensure the inclusion of climate change content in teachers' manuals and student textbooks. The Project will also finance: (i) TA for select activities related to the curriculum revision in lower secondary that include finalizing the revision and validation of math, science, physics and technology textbooks, as well as the editing; and (ii) printing and distributing of technology textbooks. The new curricula will include content on climate change mitigation and adaptation. In addition, building on the recommendation of the study on textbook policy, this sub-component will assist the MEPSTA in the establishment of a national textbook policy including, among others, outsourcing publishing and printing of textbooks to the private sector and TA to implement the key policy options validated.

Sub-component 1.3: Performance-based grant programs (US\$18.38 million equivalent; IDA—US\$18.38 million equivalent; GPE—US\$0.00 million)

23. **Performance-based grants for quality supervision and monitoring.** Building on existing initiatives that have already been implemented under the PERI-2 Project, this sub-component will finance financial incentives (grants) through a performance-based grant program to build the capacity of decentralized education authorities. Financial incentives (or grants) will be provided to the six DREs and 69 district inspectorates with the overall objectives of: (i) improving quality at the school level, *inter alia*, pedagogical support to teachers resulting from classroom visits by school inspectors and pedagogical advisers; (ii) providing incentives for girls' schooling; (iii) re-organizing the primary cycle into three sub-cycles to reduce repetition rates; and (iv) strengthening the teacher supervision and monitoring system.

²⁹ There are a number of such tools available for consideration. The World Bank has recently developed a tool known as 'Teach'. Teach is an open-source tool designed for use in primary classrooms of low- to middle-income countries. It helps track and improve the quality of teaching. The World Bank is also developing a supporting tool called 'COACH'. Together these could be used by school directors and others to monitor classroom processes and improve upon existing practice.

³⁰ Togo's vision and approach to enhance the country's education system, 2019 Ministry of digital and ICT.



24. **At the district level, the Project will continue the performance-based grants program launched under the PERI-2 Project.** Contracts will be signed between the DRE and the District Education Inspectorates (*Inspection des Enseignements Préscolaire et Primaire*, IEPP). In these contracts, the DRE, representing the Government, agrees to pay a pre-determined amount of money. In return, the IEPP will commit to improve the performance of the education sector at the district-level and the DRE will provide the resources to finance the IEPP action plans to improve education results. These action plans will include, but will not be limited to, all quality improvement initiatives at the district level, especially in-service teacher training, teacher supervision and monitoring, availability of learning materials, tutoring and remediation courses, learning innovation, students' assessment at school level, enrollment and retention campaigns, classroom observations as a way of tracking curriculum implementation, and follow-up actions after assessment results are available. To sustain this initiative, the IEPP action plans will begin to integrate all resources managed by IEPP. The average amount of the grant will be approximately US\$8,000 per year (annual average amount). All inspectorates receiving a grant will be encouraged to prepare a District Improvement Plan.

25. **At the regional level, the Project will introduce the performance-based grants program for DREs based on the IEPP model from PERI-2.** The DREs play a central role in the global monitoring of the system and quality assurance. Performance-based grant between the regional authorities and the MEPSTA will therefore focus on targets which strengthen the monitoring mechanism and evaluate progress toward improved learning outcomes and retention. Contracts will be signed between the DREs and the MEPSTA that will focus on targets which strengthen the supervision and monitoring mechanism and evaluate progress toward improved learning outcomes and retention. Each DRE will prepare a detailed action plan that specifies the specific actions which will need to be undertaken in order to achieve agreed upon standards and targets. To sustain this initiative, the DRE action plans will also begin to integrate all resources managed by DRE. The average amount of the grant will be approximately US\$12,500 per year (annual average amount). All DREs receiving a grant will be encouraged to prepare a Regional Improvement Plan.

26. **School grants for quality improvement in primary schools.** As part of the PERI-2 Project, performance-based grants were provided annually to selected public primary schools for quality enhancement activities³¹. Based on this successful experience³², the Project will scale-up and expand the quality improvement grant to all public primary schools.³³ Regarding lower secondary schools, the Project will build on other donor supported projects to support the establishment of school improvement plans³⁴. It is expected that 6,095 public primary and lower-secondary schools will receive the school grants under the Project. The school grants will be awarded based on school size, context/location, gender statistics, resources already available and school performance. Lower secondary schools will develop a school improvement plans that includes all sources of funds. The school grants will be managed by the school-based management committees (COGEPs/COGERES) to encourage greater community participation in school management. Annexes 2 and 11 describe: (i) the methods that will be used to calculate the amount of the school grants; (ii) the procedure for allocating and monitoring school grants and sanctions for false statements; (iii) the list of eligible and ineligible materials to be financed under the grant; and (iv) the allowable procurement modalities under the school grants program. Each school will prepare a School Improvement Plan. For the lower secondary level, the approach "*projet d'établissement*"³⁵ developed

³¹ Under PERI-2 Project, 1,650 schools received grants to improve quality. The size of the grant varied between US\$400 and US\$1,000 and were used for pedagogical materials, organization of pedagogical activities, needed stationery and medical kits.

³² An evaluation of the school grants was conducted with the Ministry. Results showed great improvement and highlighted key recommendations to better strengthen the process for future operations.

³³ Grants will be allocated for an average of US\$600 per year per school for a total of approximately US\$2,11 million per year for all.

³⁴ Under the PAREC2 (US\$15 million from AFD) 175 lower secondary schools have benefited from support to develop school action plans.

³⁵ Under PAREC2 low secondary schools in three regions have been granted a subsidy to implement a unique Improvement Plan. Supported activities were about community engagement through COGERES lead, sensitization and girls' access and retention.



by PAREC2 will be considered. The Project Implementation Manual (PIM) will further describe the processes and protocol for the quality improvement grants disbursed to schools.

Component 2: Improve equitable access to basic education (primary and lower secondary) (US\$14.75 million equivalent; IDA—US\$11.88 million equivalent; GPE—US\$2.87 million)

Sub-component 2.1: Reducing barriers to girls' education in rural and disadvantaged areas (US\$2.07 million equivalent; IDA—US\$0.00 million; GPE—US\$2.07 million)

27. **This sub-component aims to increase girl's participation in schools.** The Project will support the implementation of a set of multilevel interventions proven to increase girls' participation in school at the school, community, and institutional levels in order to address challenges surrounding girls' education in a holistic approach. The Project will finance workshops, capacity building, training materials, communication campaigns, equipment, and consultancies costs related to the implementation of multilevel interventions in targeted primary and general lower-secondary schools. The proposed multilevel interventions include: (i) the establishment and implementation of a Safe School Program (SSP) (i.e., construction of separate latrines and water points [implemented under sub-component 2.2]), implementation of SRGBV/SEA-SH plans, provision and distribution of school uniforms for girls); (ii) development and establishment of school health (SH) packages in targeted schools (i.e., sexual and reproductive health education and menstrual hygiene management programs); (iii) sensitization campaigns related to girls' education, early marriage, early pregnancies, and issues related to unequal social norms; and (iv) the optimization of the MEPSTA's gender focal unit to ensure its functioning (i.e. capacity building, staffing, equipment). The implementation of this sub-component will build on existing approaches developed on the ground by DPs³⁶.

Sub-component 2.2: Expanding access in primary and lower-secondary education (US\$11.81 million equivalent; IDA—US\$11.81 million equivalent; GPE—US\$0.00 million)

28. **Evidence shows that bringing basic schools closer to communities through effective geolocation of new primary and lower secondary schools and the addition of lower-secondary in existing primary schools significantly contribute to improving access and equity in basic education.**³⁷ Schools' infrastructure construction will follow a universal design to ensure digital-enabled infrastructures are in place and eliminate architectural barriers for disabled students, teachers and any other person with disabilities accessing school environments.

29. **The choice of construction sites will be based on the school mapping strategy and identified education-demand and needs, prioritizing rural and disadvantaged areas.** Targeted prefectures will be selected based on "student/classroom ratio", "school size", and "classroom condition (i.e., existing schools with high proportion of classrooms built with temporary materials)". The implementation of this sub-component will build on the community-based approach to school infrastructure construction implemented under PERI-2 as well as existing approaches developed and successfully implemented by other DPs working in Togo³⁸ and the ongoing WBG safety nets project (P157038) which uses Community Driven Development Approach to build social infrastructures including classrooms.

³⁶ The PAREC2, project financed by the AFD for school improvement plans and UNICEF for WASH and communication for development (C4D) interventions.

³⁷ Bashir et al., 2018, Facing Forward: Schooling for Learning in Africa, IBRD, Washington DC, USA.

³⁸ The school infrastructure construction approach implemented under PAREC2 integrating a partnership with two NGOs (Aide et Action International and Plan International Togo).



30. **This sub-component will finance the construction of 540 new primary and lower-secondary classrooms, latrines, 70 water points, and school fencing in targeted prefectures³⁹ and existing primary and lower-secondary schools that are facing a high unmet demand.** In addition, the Project will finance, where possible, energy-efficient materials and equipment (e.g., installing solar panels, using energy-efficient appliances), to ensure that schools are substantially more energy-efficient and take into consideration the realities of climate change. Activities will be carried out with an important gender focus, especially in relation to bringing schools closer to where families live, including the construction of gender-sensitive infrastructures. The Project will also finance training cost, capacity building and workshops related to the implementation of the community-based approach to school infrastructure construction. Furthermore, this sub-component will finance operating costs to operationalize the school map.

Sub-component 2.3: Supporting the establishment of digitally enabled school environments (US\$0.87 million equivalent; IDA—US\$0.07 million equivalent; GPE—US\$0.80 million)

31. **Establishment of a multimodal remote learning platform in MEPSTA.** Building on the Digital Economy for Africa (DE4A) Country Diagnostic⁴⁰ and the key lessons learned from the implementation of the Togo COVID-19 Education Response Project (P174166), the Project will support the implementation of a multimodal remote learning platform while mutualizing existing and future efforts such as the Digital Infrastructure for Knowledge Sharing (DIKSHA) program⁴¹ of the Ministry of ICT. The Project will finance acquisition of equipment to ensure the implementation of the multimodal remote learning platform.

32. **Piloting the establishment of a science and technology cyber-physical lab.** As part of MEPSTA's strategy to increase the quality of scientific education in secondary education, a science and technology centers/labs will be established in a key education hub for ease of access to students in neighboring schools. A cyber-physical lab will allow for students to remotely operate an Avatar robot and carry out scientific and engineering experiments from their schools. This sub-component will finance: (i) the acquisition of one cyber-physical lab in select locations; (ii) TA for the piloting and establishment of the lab; and (iii) equipment to carry out scientific and engineering experiments.

Component 3: Strengthening system management and resilience (US\$8.22 million equivalent; IDA—US\$7.18 million equivalent; GPE—US\$1.04 million)

Sub-component 3.1: System strengthening and resilience for effective sector management (US\$1.99 million equivalent; IDA—US\$1.99 million equivalent; GPE—US\$0.00)

33. **Human Resources Management Information System.** The Project will finance technical assistance to develop and put in place an HRMIS in order to improve teacher recruitment and deployment learning from Senegal experience with MIRADOR⁴². To that end, the Project will support a technical audit of the MEPSTA's teacher management system (at all levels), which will inform the development and establishment of an HRMIS.

³⁹The targeting will be informed by the school map. See Annex 10 for details on school sites targeting criteria.

⁴⁰ Recommendations included: (i) facilitate access to digital tools in the education sector and strengthen access to online resources; (ii) activate the online knowledge sharing system; and (iii) prepare policies and programs based on a comprehensive digital skills framework.

⁴¹ DIKSHA is a unique initiative which leverages existing highly scalable and flexible digital infrastructures, while keeping teachers at the center.

⁴² The new teacher policy identified this as a prior action for Togo and Government is committed to move this forward. In French, MIRADOR is *Manangement Intégré des ressources axées sur une dotation rationnelle*.



34. **National Learning Assessment System.** The Project will develop and strengthen the National Learning Assessment Unit (ENEAS) capacity to measure and monitor learning outcomes. This will be achieved largely through the achievement of PBC 3—NLAS is operational (US\$1.404 million). PBC3 incentivizes the implementation of a robust learning assessment system which is essential for monitoring student learning, diagnosing student learning challenges and ensuring feedback into the system. PBC3 will finance TA, workshops, training and equipment needed to support: (i) capacity building activities for the ENEAS members on assessment; (ii) the development of a digital classroom assessment system based on the *TEACH* classroom observation instrument to provide immediate feedback to support teaching and learning, and (iii) the carrying out of grade 2 student assessments (i.e., Early Grade Reading Assessment [EGRA]/Early Grade Mathematics Assessment [EGMA]). The Project will also support, through non-PBC financing, the cost of MEPSTA's participation in a regional assessment (e.g., PASEC). Moreover, the Government will be responsible for ensuring that a budget line is dedicated to the functioning of the National Learning Assessment Unit (*Equipe Nationale d'Evaluation des Acquis Scolaires*, ENEAS) to ensure the sustainability of the unit after Project closure and its institutionalization within MEPSTA.

35. **Education Management Information System.** Under this subcomponent, the Project will finance staff training, preparation of monitoring reports, equipment, workshops and consultants to strengthen the EMIS's capacity to collect and analyze data to inform decision-making which will lead to the three following main objectives: (i) optimization of the MEPSTA's unit in charge of data collection and evaluation for the EMIS; (ii) building capacity of MEPSTA's staff (i.e., Directorate of Education Planning and Evaluation (*Direction de la Planification et de l'Evaluation de l'Education*, DPEE) to effectively conduct data collection; and (iii) improve the quality of data collected and stored in the EMIS. UNICEF is currently conducting a study on the EMIS in place which will contribute to inform improvement strategies.

Sub-component 3.2: Consolidating accountability and capacity building of COGEPs and key stakeholders (US\$1.11 million equivalent; IDA—US\$0.65 million equivalent; GPE—US\$0.46 million)

36. **Enhance COGEPs/COGERES engagement.** The sub-component will finance training costs, workshops, and operating cost to build capacity of the COGEPs/COGERES and enhance their engagement in the management of schools. Currently, school management committees in Togo are some of the most well-established entities and highly functional in the sub-region. COGEPs/COGERES play a central role in the education system by primarily supporting construction supervision, purchase of uniforms for girls, distribution of sanitary kits, management of school grants, and monitoring of overall school activities. Moreover, the community-based approach to school construction utilized under the previous PERI-2 Project proved to be cost-effective in building classrooms. A 2018 study conducted under the PERI-2 underscored the COGEPs' critical role in promoting improved school performance and gender equity. Building on this evidence and lessons learned, the Project will continue to strengthen the capacity of COGEPs/COGERES to ensure efficient management of school-based activities, including: (i) construction of classrooms with appropriate energy efficient designs; (ii) distribution of school health promoting kits and uniforms for girls; (iii) management of school grants; and (iv) involvement in monitoring of overall school activities (i.e., management of textbooks). Furthermore, the component will include capacity building of key stakeholders, including unions, to strengthen the Project's overall development impact. Study tours will be supported to ensure unions and key stakeholders learn from best practices.

Sub-component 3.3: TA, M&E and Project management (US\$5.12 million equivalent; IDA—US\$4.73 million equivalent; GPE—US\$0.39 million)

37. **This sub-component will support project implementation by strengthening the management capacity of MEPSTA staff as well as regional and municipal education administrators.** To achieve this, the Project will finance TA to improve the selection, evaluation, and preparation of implementation staff as well as financing operational costs for the



Project management, monitoring, communication campaigns, equipment, acquisition of vehicles, and salaries of Project Coordination Unit (PCU) staff who are not civil servants. Under this subcomponent, the Project will also finance procurement, financial management (FM), environmental and social risk management, M&E, and reporting for the Project, and operating costs.

38. **Studies and surveys.** Under this sub-component, the Project will finance technical assistance for studies and surveys to assess the impact of Project's interventions, as well as the following thematic studies: (i) an evaluation on school health and gender related activities to assess effectiveness and inform way forward; (ii) an SDI exercise will also be supported under the Project to provide better data on teacher behavior and performance; (iii) a feasibility study on incentives to recruit and support women in the teaching profession aimed at significantly increasing the quota of women in the teaching profession at all levels and promoting their presence as role model in areas where girls' education is lagging; (iv) a feasibility study of a mechanism for attracting, retaining and rotating teachers, and (v) a feasibility study to explore PPPs in construction of classrooms and equipment in collaboration with IFC in order to supplement Government's resources and contribute to resorb the country gap in school infrastructure. The Project will also finance communications and an Independent Verification Agent (IVA) to ensure the Project is effectively implemented aligned with World Bank and GPE requirements. The Project will also explore opportunities to provide TA to develop studies and analysis of the TVET sector with the objective to prepare the ground for other donors' contribution to the TVET sector.

39. **Geo-enabling Initiative for Monitoring and Supervision (GEMS).** Given the security context⁴³ in the Northern areas (mainly Savane and Kara regions), a suitable M&E system will be designed and implemented to better monitor the project's activities in remote beneficiary regions. The Project will build on the COVID-19 Education Response Project (P174166) which is currently supporting the MEPSTA to set up a GEMS system. This includes, among others: (i) capacity-building training online or in-country of the MEPSTA and PCU staff; (ii) putting in place low-cost technological solutions for real time digital data collection for improved monitoring and supervision in close collaboration with the GEMS team; and (iii) field data collection costs as needed (enumerators' accommodation, communication costs, transportation). The Project will use data collection tools such as KoBo Toolbox designed to work in difficult conditions.

Component 4: Contingent Emergency Response Component (CERC) (US\$0.00 million)

40. **A CERC will be included under the Project in accordance with World Bank Investment Project Financing (IPF) Policy to help the Government improve its response time in the event of future situations where urgent assistance is needed.** A CERC allows for rapid reallocation of project proceeds in the event of a future natural or man-made disaster or crisis that has caused or is imminently likely to cause a major adverse economic and/or social impact. This includes the increased risk of natural disasters due to climate change. This component will have no funding allocation initially. In the event of a future emergency, it could be used to draw resources from the unallocated expenditure category (IDA US\$2 million equivalent) and/or allow the Government to request the World Bank to reallocate financing from other project components to cover emergency response and recovery costs, if approved by the World Bank. Disbursements will be made against a list of critical goods or the procurement of works, and consultant services required to support the immediate response and recovery needs. The PIM will reflect the inclusion of CERC.

Key Cross-cutting Design Aspects

41. **Gender.** Primary education enrollment in Togo is largely the same for girls (95.2 percent) and boys (97.3 percent). This is mainly due to the long-term efforts that have placed emphasis on primary education as well as improvements of

⁴³ In relation with jihadist attacks in northern Togo.



the legal framework for girl's access. However, significant gender gaps persist and widen as students move through the education system. It is estimated that 79.6 percent of girls will complete primary school while 88.8 percent of boys will complete primary school, a difference of 9.2 percentage points. The gap continues to widen when entering the lower secondary level, with a 13.4 percentage gap between girls and boys—only 73.3 percent of girls' transition to lower secondary school compared to 79.9 percent of boys and girls. Lower secondary school completion rates are only 42.8 percent for girls and 54.4 percent for boys. In secondary school, the chances of access to high school are twice as low for girls (26.7 percent) than for boys (52.1 percent). In addition, girls from poor families have a 51 percent probability of going to college and only 17 percent probability of completing college. This probability is only 8 percent in access to high school and 4 percent for completion of high school. In terms of learning outcomes, only 3 percent of girls from the poorest 40 percent of the population complete primary school with enough competency in reading and mathematics according to the 2014 PASEC results.

42. **These gaps can be explained by both demand- and supply-side drivers.** Child trafficking, poverty, early marriage, early pregnancy, harmful and gender-biased traditional and cultural norms and practices, and GBV play a significant role in girl's participation in school.⁴⁴ Research has shown that GBV has a serious impact on educational outcomes, with many students avoiding school, achieving below their potential, or dropping out completely. High rates of pregnancy, which are interlinked with high rates of early marriage, contribute to drop out rates for girls, despite the progress towards gender parity in enrollment rates cited earlier. According to the PISA for Development (PISA-D) analysis, pregnancy is cited by 13.4 percent of students who have missed more than three consecutive months of classes as the reason for absenteeism.

43. **Overall, the Project targets disadvantaged prefectures with the lowest completion rates for girls.** The Project will support four disadvantaged prefectures at the primary level (i.e., Dankpen, Keran, Lacs, Kpendjal)⁴⁵ and nine disadvantaged prefectures at the lower-secondary level (i.e., Mo, Dankpen, Keran, Kpendjal, Cinkasse, Oti, Akebou, Moyen Mono, Tchamba). At the lower-secondary level, the targeted prefectures have the lowest completion rates (i.e., below 30 percent) for girls, with a national average completion rate for girls of 47.5 percent in lower secondary. The Project will be monitoring the “increase in girls completion rate in general lower-secondary education in targeted secondary schools” to improve the completion rate from 47.5 to 60 percent by the end of the Project. An increase of 13 percentage points in girl's completion rates in general lower-secondary education in targeted secondary schools is expected by the end of the Project.

44. **The Project is designed to address the equity challenges in education.** A summary of the Project actions is as follows: Component 1 will support the design of a code of conduct that includes unacceptable behaviors related to GBV/SEA-SH with recommended sanctions that will be included in teacher training programs. In addition, the Project will support the review and revision of ENI curricula for the inclusion of GBV/SEA-SH content and materials in teacher training programs to ensure all pre-service and in-service teachers are aware of issues related to GBV/SEA-SH. Component 2 aims to reduce barriers to girls' education and increase girls' participation in primary and lower-secondary in the most disadvantaged prefectures where girls' completion rates are the lowest through support of the: (i) creation of safe school environments for all students; (ii) development and establishment of school health packages to increase students' knowledge of sexual and reproductive health including Menstrual and Hygiene Management Program (MHM) and increase the demand for family planning, especially for girls; (iii) promotion of social and behavioral communication for change related to social norms and gender roles through community mobilization; as well as (iv) capacity building for the

⁴⁴ UNICEF, 2019, Rapport d'étude sur les facteurs de non-scolarisation des filles dans les zones de sous-scolarisation (régions de Savanes, Centrale et des Plateaux).

⁴⁵ These are prefectures with completion rates for girls below 60 percent, with a national average completion rate for girls being 79.6 percent.



MEPSTA's gender focal unit for the monitoring and implementation of gender related Project activities. Component 3 will: (i) carry out a feasibility study on incentives to recruit and support women in the teaching profession aimed at significantly increasing the quota of women in the teaching profession at all levels and promoting their presence as role model in areas where girls' access and retention to education is very low; (ii) encourage, through the teacher management and career development reforms, the appointment of female teachers in schools to serve as role models and contribute to improve girls learning outcomes;⁴⁶ and (iii) ensure that data is disaggregated by gender at all levels to inform policy discussions. (see Annex 7 for full gender gap analysis and gender gap results chain.)

Leveraging digital technology and tailored M&E

45. **Use of digital technology.** The Project will use education technology to improve the efficiency of the system management and teaching and learning processes as follows:

- i. **Systems.** The Project will support the automatic generation of reports at the school, district, and national levels to guide decision making, including: (i) easy-to-understand school profile cards; (ii) performance-based financing (PBF) feedback forms for each school describing the school's performance on key indicators relative to other schools; (iii) national examinations to identify the main learning gaps of students at the national, district, and school levels and inform the development of targeted teacher training activities; and (iv) monthly data collected through teachers', principals', and supervisors' tablets to develop dashboards to guide management and pedagogical decisions. All of these areas are important contributors to limiting greenhouse emissions because they will require less travel.
- ii. **Teachers.** Digital content (daily lesson plans, scripted lessons, short videos of other Togolese teachers exemplifying subject-specific strategies to explain complex topics and general pedagogical techniques, examples of rapid student assessment tools, and other useful resources) will be developed to scale up continuous in-service teacher training in a standard and low-cost format.

C. Project Beneficiaries and Costs

46. **Project Beneficiaries.** Approximately 2,000,000 students from pre-primary to secondary school will benefit from the project—1,100,000 of whom will be girls. The educational activities using remote learning tools (i.e., radio, mobile phones and television), the project will strive to reach all children, including those not yet officially enrolled or those considered to be out-of-school, as well as all teachers, parents, and other community members. Approximately 29,000 teachers and school heads will benefit from outreach activities and distance learning programs to promote safe and healthy learning environments. Health and social advisory campaigns on disease prevention and GBV will benefit the entire population through radio and mobile phones.⁴⁷ Given that the Government's Education Sector Plan is multisectoral, activities to improve resilience and promote remote learning in the sector may hold positive externalities for other sub-sectors, such as higher education and TVET. (See Annex 6 for the beneficiaries targeted by the Project results areas.)

47. **Lending Instrument.** The Project uses an IPF instrument with a combination of Results Based Financing (RBF). The Project is financed by IDA and GPE in the amount of US\$60.1 million (IDA: US\$22.5 million equivalent IDA credit, US\$22.5

⁴⁶ Research shows that female teachers exert a positive and statistically significant impact on female students' learning outcomes (Facing Forward, 2019, p. 119).

⁴⁷ As mobile phones have by far the greatest penetration, mobile public service messages will be also included to ensure more coverage.



million equivalent IDA grant) and (GPE: US\$15.1 million)⁴⁸. The Project has two disbursement mechanism. The first disbursement mechanism follows a standard IPF-financing modality and will be based on the actual expenditures incurred, with reimbursements made based on statements of expenditures after the completion of financed activities. The second mechanism is based on an RBF approach under PBCs which will account for 30 percent (or US\$4.7 million) of the US\$15.1 million GPE grant. The PBCs disbursements will be made only if: (i) the relevant PBC targets have been achieved and the achievements have been verified independently third-party IVA commissioned by the Project, and (ii) eligible expenditure programs (EEPs) have been incurred. The EEPs for the Project was discussed and agreed upon during negotiations. (See Table 1.2 in Annex 1 for the list of eligible expenditures.) To access resources under the variable part, the Government will need to have the results verified independently for the relevant performance-based indicators related to: (i) equity; (ii) efficiency; and (iii) learning outcomes, using a set of corresponding indicators that demonstrate transformative sectoral strategies in these three domains. Table 2 presents the detailed cost by funding sources and financing approach.

48. **Unallocated funds (US\$2.0 million).** The unallocated funds will be allocated during Project implementation to address changes in: (i) cost contingencies for planned activities (changes in exchange rates, inflation, and/or required quantities); (ii) Project activities that produce strong results and demonstrate higher implementation capacity than foreseen at Project approval; and/or (iii) unforeseen activities that are deemed necessary or desirable to achieve the PDO. Any reallocation of the unallocated portion will follow the guidelines of the World Bank. It will require a budget, justification of costs, and an action plan with revision of indicators.

Table 2. Project Cost and Financing (US\$ millions)

Project detailed Cost	Total (US\$)*	GPE ²	IDA ¹
Component 1: Improving quality of teaching and learning	35.13	11.19	23.94
Sub-component 1.1: Improved teacher training and monitoring system	12.21	6.65	5.56
Sub-component 1.2: Curriculum reform and textbook policy	4.54	4.54	0.00
Sub-component 1.3: Performance-based grant programs	18.38	0	18.38
Component 2: Improve equitable access to basic education (primary and lower secondary)	14.75	2.87	11.88
Sub-component 2.1 Reducing barriers to girls' education in rural and disadvantaged areas	2.07	2.07	0.00
Sub-component 2.2: Expanding access in primary and lower-secondary education	11.81	0.00	11.81
Sub-component 2.3: Supporting the establishment of digitally enabled school environments	0.87	0.80	0.07
Component 3: Strengthening system management and resilience	8.22	1.04	7.18
Sub-component 3.1: System strengthening and resilience for effective sector management	1.99	0.00	1.99
Sub-component 3.2: Consolidating accountability and capacity building of COGEPs and key stakeholders	1.11	0.65	0.46
Sub-component 3.3: TA, M&E and Project management	5.12	0.39	4.73
Unallocated	2.00	0	2.00
Total	60.10	15.10	45.00

¹ IDA financing under Component 1 contains US\$18.39 million equivalent for the provision of grants to regions, districts and schools under the performance-based grant programs that will only provide funds based on the achievement of agreed targets and results.

² 30 percent (or US\$4.7 million) of the US\$15.1 million GPE grant is tied to the achievement of targets under PBCs.

⁴⁸ Total GPE financing was US\$15.6 million from which a GA supervision fee of US\$500,000 has been deducted.



D. Results Chain

Components	Activities/Inputs	Outputs	Outcomes
Improving the Quality of Teaching and Learning	<p>1.2. Teacher training and monitoring system (i.e., Pre-service and in-service teacher training; Support to ENI/ENS; teacher monitoring and supervision [training of school directors, pedagogical advisors, and inspectors]; leveraging technology to improve teaching and learning.</p> <p>1.2. Support the curriculum reform and adoption of a new textbook policy;</p> <p>1.3. Performance-based education grants to sustain results-based financing approach (school grants and performance-based contracts to inspectorates).</p>	<ul style="list-style-type: none"> Increased number of trained teachers (pre-service and in-service); Increased number female teachers trained in rural and disadvantaged areas Qualified primary and lower-secondary teachers are recruited into the system Improved teacher supervision, monitoring, and teaching practices in the classroom Improved functioning of teacher training institutes 	Improved teacher effectiveness and student learning outcomes
Improve Equitable Access in Basic Education	<p>2.1. Reducing barriers to girls education in disadvantaged prefectures through the Implementation of multilevel interventions (i.e., establishment of Safe Schools Programs (SSP) in targeted schools, development and implementation of SRGBV/SEA-SH plans, setting up of girls' clubs, merit-scholarship for girls, promoting the hiring of female teachers); introduction of school health packages in schools; deployment of sensitization campaigns around the importance of girls education, GBV/SEA-SH; early marriages, early pregnancies, and issues related to unequal social norms; optimization of the MEPSTA's gender focal cell</p> <p>2.2. Expanding access in primary and lower-secondary (construction of new primary and lower-secondary schools in disadvantaged prefectures based on comprehensive school mapping; equipment of ENIs/ENS; operationalization of the school map).</p> <p>2.3. Establishment of digitally enabled school environments.</p>	<ul style="list-style-type: none"> Girls benefit from multilevel interventions to enhance participation in primary and lower-secondary schools Targeted schools benefit from SSP' interventions; SRGBV plans developed and implemented School health packaged introduced in targeted schools Communities, girls and boys benefit from sensitization campaigns The MEPSTA focal cell is operational at decentralized levels Primary and lower-secondary schools constructed /rehabilitated with gender-specific latrines and school fencing, water points in disadvantaged prefectures based on comprehensive school mapping; The quality of the learning environment is improved 	<ul style="list-style-type: none"> Increased percentage of girls transitioning from primary to lower-secondary (from grade 6 to 7) in targeted disadvantaged areas Increased completion rate in lower-secondary in targeted secondary schools Reduced student-classroom ratio
Strengthening system management and resilience	<p>3.1 Strengthening system management and resilience for effective sector management (i.e., development and establishment of an HRMIS; Strengthening the national learning assessment system [NLAS]; and strengthening of the Education Management and Information System [EMIS]; deployment and implementation of a multimodal remote learning platform)</p> <p>3.2. capacity building for COGEPs for a better management and monitoring of school activities;</p> <p>3.3. Support project implementation (studies and surveys, and capacity building activities of MEPSTA staffs)</p>	<ul style="list-style-type: none"> HRMIS is in place and used to inform teacher recruitment and deployment decision The NLAS is strengthened and functional for better monitoring and evaluation of learning outcomes EMIS is strengthened for better decision-making A multimodal remote learning platform is in place MEPS institutional and management capacity is strengthened 	Improved sector management and governance and system resilience

PDO: Improve the quality of, and equitable access to, basic education in selected regions, particularly for girls; and strengthen the overall management of the education system.



E. Rationale for World Bank Involvement and Role of Partners

49. **The value added of the World Bank's support comes in several forms.** The World Bank's engagement in the education sector in Togo has been significant over time and has increased in recent years with the IDA allocation that will complement GPE's Education Sector Program Implementation Grant (ESPIG) funds.⁴⁹ This will be the first IDA financed project in the education sector in Togo in 20 years. Notwithstanding that fact, the World Bank has had a strong engagement in pre-primary and primary education through the three GPE-supported operations⁵⁰ as well as higher education operations.⁵¹ Furthermore, among the DPs engaged in the sector, the World Bank has provided strategic leadership in policy dialogue with a strong focus on expanding access to education, while simultaneously improving education quality and good governance. The Project builds upon lessons learned and capitalizes on previous interventions (PERI-1; 2010-2014 and PERI-2; 2015-2019) to continue shaping the policy dialogue on key education areas including teacher training and management, and the improvement of learning outcomes and performance and accountability of education management. In addition, the Project will also benefit from the World Bank's strong convening power, including with other DPs, to leverage complementary resources to achieve its objectives. Finally, as an active member of the LEG—with recognized experience in education in Togo—the World Bank will be well-positioned to introduce innovative global solutions and mobilize high-level technical expertise.

50. **In addition, the World Bank is well-positioned to employ a RBF approach under the Project given its considerable understanding and experience with PBCs across several regions and continents.** In doing so, it will effectively work with the Government to introduce reforms in the education sector which are aligned with the goals of the ESP, particularly those related to improving education service delivery. The World Bank's convening authority is well-recognized and will be of particular value given the need for broad-based consensus and alignment among stakeholders for ensuring a successful GPE process. The World Bank has gained valuable experience through the implementation of projects in the education and numerous other sectors in Togo. This has provided many lessons about specific characteristics of the country's implementation environment, particularly understanding of the ability to respond to the Government of Togo's implementation strengths and weaknesses.

51. **Several aspects of the Project will be important in driving systemic change in the education sector in Togo,** including: (i) its alignment with the Government's expressed commitment to provide free quality education to all; (ii) the investment provided, which will allow activities to be implemented throughout the country; (iii) its grounding in significant analytical work and access to and reliance on data (a comprehensive database that includes geographic information system coordinates/physical mapping and key details of each school, allowing interventions to be well-targeted and closely monitored); and (iv) the commitment of a number of DPs to supporting both the Government and the World Bank in these efforts—promoting alignment and harmonization of activities and approaches in the sector.

52. **The Project seeks to ensure alignment and complementarity to the existing DPs areas of intervention.** DPs meet periodically under the UNICEF leadership to discuss important aspects of the education strategy and coordinate joint support to the strategy and activities. Through the Project, the World Bank and LEG-participating DPs (e.g., UNICEF

⁴⁹ The World Bank has been the GA for the GPE-ESPIG Trust Fund-funded Togo PERI-2 (P146294), implemented from 2015 to 2019. The World Bank also supports the training and vocational education system through the Niger Skills Development for Growth Project (P126049) and Additional Financing (P163467). In addition, the World Bank is providing analytical and advisory services on early childhood education (P168794) and on *Makaranta* schools (P168795).

⁵⁰ The two GPE-supported projects are the Togo Education and Institutional Strengthening Project 2 (PERI-2, P146294), and the COVID-19 Education Response Project (P174166).

⁵¹ At the regional level, Togo was part of the African Higher Education Centers of Excellence Project (P126974), which closed in March 2020, and is now part of the Second Africa Higher Education Centers of Excellence for Development Impact (P169064).



and AFD) will make every effort to promote harmonization among DPs and between the Government and DPs and demonstrate a shared commitment to supporting the Government in addressing education challenges and rolling out the PSE Program. The relevant interventions financed by donors, which the World Bank will capitalize on, include AFD Secondary Education Support Project (PAREC2, US\$15 million focusing on three regions – second largest donor), UNESCO regional initiative to support distance learning and build system resilience, Humanity and Inclusion non-governmental organizations (NGO) support for inclusive education, among others. Table 3 below provides an overview of DPs Funding Forecasts (US\$) for Education Sector from 2021 to 2023.

Table 3: DPs Funding Forecasts (US\$) for Education Sector - / 202– - 2023

DPs	Amount (US\$)
World Bank (IDA)	53,000,000
KFW	23,400,000
AFD	19,989,456
GPE (including the COVID19 emergency funds)	22,600,000
UNICEF	11,331,597
German Cooperation	11,025,869
Plan International	1,431,354
Aid and Action International	786,098
UNESCO	770,290
Handicap International	240,400
Total	144,575,064

F. Lessons Learned and Reflected in the Project Design

53. **The Project’s design benefits from analytical work and lessons learned from many recent operations.** The Project takes into consideration lessons learned from: (i) the World Development Report 2018 which highlighted the need to focus on improving teacher accountability and strengthening leadership at all levels in order to improve the quality of education delivered and the learning outcomes observed; (ii) the recently validated Teacher Policy (January 6, 2021) and ENIs optimal functioning Report, which underscored the need to improve teacher readiness by strengthening both in-service and pre-service teacher training; and (iii) the DE4A Country Diagnostic which highlighted the importance of supporting digital skills in education. Furthermore, Results from the Togo Public Expenditure Review (P171688) and AFCF2 Human Capital Project (P172250) Analytical Work and the Implementation Completion and Results Report (ICR) of the WBG PERI 1&2 (closed on September 30, 2019) are reflected in this document. Furthermore, lessons learned from the long-term engagement from PERI-1 (2010-2014) to PERI-2 (2015-2019), in terms of community engagement in schools and community-based approach to school infrastructures construction, has made Togo a best practice in this regard. Under these projects, COGEPs and COGERES played a central role in the education system, mainly in the management of school grants, distribution of sanitary kits, construction supervision, purchase of uniforms for girls, and monitoring of overall school activities.

54. **The effectiveness of a cluster-based Communities of Practice approach to teacher training.** Key elements of effective in-service teacher training programs—with their impact on teacher instruction and student learning—most often include face-to-face practical training, are subject specific, and are followed by regular mentoring and coaching that results in direct feedback. The intervention therefore incorporates structured lesson plans in a coaching program that includes these highlighted characteristics.



55. **The importance of simple technology in carrying out a far-reaching activity that can target school-specific needs.** Experience to date has highlighted the impact of simple technology in achieving important sector outcomes. Technology and the geo-mapping of schools (and key details) have been a critical input in Project preparation in terms of identifying needs and targeting. The use of simple technology to collect data and provide reports tailored to each school for both the performance-based school grants activity will continue to be supported under this Project. The provision of simple digital tablets to head teachers and district offices with content informed by learning gaps identified through various data analysis will facilitate the Project's reach throughout the country while also ensuring school-specific support.

56. **The importance of capacity building of key stakeholders for Project management and sustainability.** Inadequate staffing and capacity constraints, especially at the state and local levels, led to challenges in areas such as fiduciary management and adversely affected Project implementation. Continued capacity building of officials and key stakeholders, especially at the school level, is essential.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

57. **The Project's institutional and implementation arrangements build on the implementation of the PERI-2 (P146294) and ongoing COVID-19 Education Response Project (P174166).** The responsible agency will be the MEPSTA. Under the authority of the Secretary General (SG) of the MEPSTA, the Departments that will implement the Project's various components and sub-components will be clearly identified, and each entity's specific roles and responsibilities will be defined. It is expected that a PCU will be established under the MEPSTA reporting to the SG. The PCU will be headed by a General Coordinator and will include technical, procurement, FM staff to provide support to the implementation units. Based on the experience from PERI-2, the PCU will include both a full-time environmental safeguards specialist and a social safeguards specialist to lead the implementation of the environmental and social risk instruments and measures. The support will include, *inter alia*: (i) reviewing the annual activity plans and procurement plans of the implementing units; (ii) coordinating the implementation of the project related activities and ensuring timely achievement of agreed upon targets (including the "variable part"); (iii) consolidating financial reports and documenting the use of IDA and GPE funds; (iv) tracking implementation progress and results achieved; (v) coordinating external audit arrangements to fulfill the audit covenants of the Project; (vi) coordinating M&E activities and updating the Project results framework including the "variable part"; (vii) communicating with key stakeholders on the progress and outcomes of the Project; and (viii) liaising on behalf of MEPSTA with international DPs (such as the World Bank, AFD, African Development Bank (AfDB)) to ensure that all Project activities are well-coordinated. An Independent Verification Agent (IVA) will also be contracted to verify the achievement of the "variable part" targets.

58. **Under the authority of the SG of the MEPSTA, the Departments implementing the Project's components and sub-components are described in Annex 1.** The Directorate of Preschool and Primary Education (*Direction des Enseignements Primaire et Précolaire*, DEPP) will be responsible for: (i) developing and implementing the new curricula; (ii) developing and implementing the teacher training policy; and (iii) implementing the school grants and research activities for quality improvement. The DPEE is responsible for: (i) developing the education sector strategy, including the update of school construction strategy; (ii) implementing the MEPSTA' policy; (iii) coordinating, planning, M&E activities, including the school mapping; and (iv) developing the EMIS. The Project will strengthen the MEPSTA departments by funding: (i) on-site TA to support the DEP in all pedagogical aspects of the Project; and (ii) a full-time civil works engineer and a part-time Grassroots Management Training expert to support the DPEE in the implementation of school construction.



59. **A Project Steering Committee (PSC)**, chaired by the Minister in charge of Primary, Secondary, Technical and crafts education or his representative, will be composed of: (i) representatives from Recipient's ministries in charge of Primary, Secondary, Technical and Crafts Education, Social Action and Promotion of Women and Literacy, Higher Education and Research, Economy and Finance, Planning and Cooperation; (ii) key directorates within the MEPSTA (i.e., Director of Financial Affairs, Director of Training, Director of Pre-Primary and Primary Education, Director of Educational Planning and Evaluation, and Director of Human Resources, Director of Secondary Education, all Regional Directors of Education, and the Director of Literacy and Non-Formal Education within the *MASPFPA*); (iii) the Teachers Union or the Head teachers' associations; (iv) Parents Associations; (v) district education authorities; (vi) a civil society representative; and (vii) a technical representative from the LEG coordination, among others as further detailed in the PIM ("PSC"). The PSC shall meet at least twice a year to, among other tasks: (a) validate planned activities, budgets for the coming year and progress reports of the Project; (b) provide support and advice to the Project team on the implementation of Project activities; and (c) provide overall guidance for the execution of Project's activities.

60. **In each of the six regions, the Project's activities will be coordinated by the DREs under the supervision of the SG of the MEPSTA.** The School Inspectorates, under the supervision of the DRE, will be the key entities overseeing the project's activities and compiling the data supplied by the schools for M&E.

61. **At the school level, the school head will be responsible for all of the activities including the procurement of teaching materials, girls' uniforms, and sanitary under the school grants program.** At the community level, the COGEPs, composed of representatives of parents, school staff and local resource persons will be responsible for the implementation of the school projects. More specifically, the COGEPs will be responsible for managing the corresponding grants to implement the school construction sub-projects. In addition, they will be responsible for supporting schools to deliver the agreed results, and to monitor and report on the functioning of schools.

B. Results Monitoring and Evaluation Arrangements

62. **The guiding principle of the Project's M&E system will be to further strengthen, and subsequently utilize, the established government systems.** The M&E indicators agreed with the other donors include some of the indicators of the Education Sector Plan (PSE) and indicators specific to the IQEBE Project (see Results Framework). Although not included in the Results Framework, the percentage of female teachers will be monitored in the whole country by the MEPSTA to assess progress made towards achievement of this high-level goal outlined in the National Teacher Policy Report. The improvement of statistical databases supported by the Project will enable the production of higher quality statistical yearbooks under the responsibility of the DPEE. The latter will also be responsible for collecting the data and monitoring the indicators of the Project, which will be carried out in close collaboration with the M&E specialists in the PCU. An IVE will also be recruited to independently verify the achievement of results-based (i.e., "variable part") targets.

63. The existing Permanent Technical Secretariat (STP) composed of full-time civil servants and four resident experts financed by PERI 2 will continue the coordination and M&E of the activities of the PSE. A joint annual review organized by the STP, involving all DPs and NGOs active in the education sector, will be asked to take stock of the achievements of the previous school year (SY) and jointly assess and evaluate the technical and financial performance of the PSE, the implementation of education policies and provide recommendations for improved implementation. A consolidated performance report will focus on the extent to which objectives and outcomes have been successfully achieved.

64. The Project will finance capacity building activities for the ENEAS to carry out a learning assessment and monitor progress on learning achievement. In addition, other analyses will be financed under the Project and carried out



periodically to better measure the Project's impact on beneficiaries and service delivery efficiency, including baseline and impact surveys for teachers' performance before and after in-service training. Thematic studies will also be supported in order to further improve the effectiveness of the activities supported under the Project.

65. With respect to the activities related to girls' schooling and school grants, it will be necessary to ensure that **resources are available at the school level on time and communities are informed of the resource availability**. In this regard, the phone numbers of two members of each COGEP will be collected in order to enable the PCU to perform random checks in each school Inspectorate. It is expected that an agreement will be reached between the MEPSTA and the local radios to publish, in a timely manner, in each district, the amount of the grants to be provided to each school. In addition, the Project's results framework comprises indicators to monitor gender disaggregated data analysis and assess gender impact. All proposed PDO-level indicators will be disaggregated by gender as relevant.

C. Sustainability

66. **The strong links between the Project and the PSE for 2020-2030 may enhance the prospects for its technical and financial sustainability, keeping in mind that the larger plan and the sector itself will continue to face significant financial constraints during the foreseeable future.** The Project is well-aligned with national priorities and benefits from strong government ownership, which is critical to its long-term sustainability. The PDO and Project's activities are consistent with national strategies, including the NDP and the PSE 2020-2030. The Project also benefits from the Government's demonstrated commitment to improve the quality of its education system and learning outcomes which is a key priority. The preparation of the Project has been highly collaborative, with significant donor participation and a proactive role played by the STP in the Project's preparation committee. Furthermore, the 2019 RESEN, the financial simulation model for PSE, and the financial framework note prepared and endorsed by the Government, also provide a strong technical basis on which the Project was developed.

67. **The Project's design and implementation arrangements explicitly promote long-term sustainability by focusing on institution development and capacity building.** The Project contributes to improving the Government's capacity to better manage human and fiscal resources by introducing performance-based management at all levels of the education system and by supporting the new Human Resources Strategy aiming at a better management and deployment of teacher across the country. The Project also supports the development of planning and M&E capacity within MEPSTA, including through the modernization of EMIS and efficient use of ICT tools. The activity to train teachers to improve teaching practices in the classroom is likely to be maintained and positively impact the system beyond the life of the Project.

68. **Consistency with the current WBG engagement to support the development of the digital sector.** Since 2013, the WBG has been successfully engaged with the Togolese Government to place the digital sector at the heart of its national strategy in order to accelerate the development of priority business sectors and modernize their administration. Advances in this domain have been possible through the establishment of an active sectoral policy dialogue group. In addition to its active participation in the sectoral group, the WBG has also supported the development of the digital sector in Togo through a series of World Bank Projects, including: The West Africa Regional Communications Infrastructure Project (WARCIP) (P123093) and a series of Development Policy Operations (DPOs) with ICT components Togo Fiscal Reform Credit (P159844), Togo Second Fiscal Management and Infrastructure Reform DPO (P166739). The WARCIP aims at strengthening the connectivity of the territory by building new digital infrastructure, thereby reducing the costs of access to telecommunications services, and improving the quality of the network while updating the ICT regulatory framework.



IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Project Benefits and Returns to Education

69. **The Project is expected to generate substantial benefits and is also likely to have reasonably high rates of return.** In terms of the benefits of education, Togo's labor market provides a strong signal that investments on education yields high returns and better employment opportunities to both individuals and households and contributes to reducing inequality in access to education as well as post-education labor market outcomes. For example, the average estimated earnings increase from CFAF 82,677 (about US\$149) for the working age population with no formal education to CFAF 353,726 (about US\$637) for those with some higher education level, representing a fourfold increase in an individual's forecasted income when compared to an individual with no education. In addition, one additional year of schooling in Togo increases one's projected income by 13 percent. With regards to the Cost Benefit Analysis (CBA) results under the worst and best scenario assumptions show that even under the worst scenario, the Project is still economically viable. The monetary return of the Project activities is compensated even in the worst economic scenario. Annex 2 details the project Economic Analysis.

B. Fiduciary

(i) Financial Management (FM)

70. **An FM assessment was undertaken to evaluate the adequacy of the FM arrangements for the proposed Project.** The assessment focused on the PCU-MEPSTA's FM capacity in the following areas: planning and budgeting, financial accounting, financial reporting, and internal controls and external auditing that are needed to satisfy the World Bank's Policy and Directive – IPF, which describes the overall FM policies and procedures. The MEPSTA implementing entities' arrangements are found to be acceptable if they are capable of: (i) recording all budgets and transactions and balances correctly; (ii) supporting the preparation of regular and reliable financial statements; (iii) safeguarding the entities' assets; and (iv) are subject to auditing arrangements acceptable to the World Bank. The FM assessment, conducted in December 2020, covered the implementing agency, the PCU-MEPSTA, in accordance with the FM Manual for World Bank IPF Operations that became effective on March 1, 2010 and was re-issued on February 10, 2017, and the World Bank Guidance on IPF with PBC issued on January 29, 2020.

71. **The assessment determined that the PCU-MEPSTA is familiar with the World Bank FM requirements and had satisfactorily managed the recently closed PERI-2 (P146294), funded by the GPE.** The FM performance of the closed PERI-2 was rated Satisfactory following the last implementation support mission of September 2019. Moreover, there were no major FM issues raised under the previous PERI-2 during the supervision missions or by the auditors and there are no overdue audit reports or unaudited interim financial reports (IFRs). In sum, the FM arrangements meet the minimum fiduciary requirements under the FM Manual for World Bank for Investment Project Financing.

72. **The FM capacity of PCU-MEPSTA will be further strengthened by:** (i) the reinforcement of the FM staffing with an Accountant to be competitively recruited given the workload that the new Project will generate (by no later than three months after effectiveness; (ii) the customization and updates of PCU-MEPSTA's accounting software used for the PERI-2 (by no later than three months after effectiveness) to ensure it adequately tracks the financial transactions executed under



the Project; (iii) the update of the existing PIM the PCU-MEPSTA used for PERI-2 to reflect some processes specific to this operation including a clear description of the performance based disbursement mechanism (the PBCs, and EEP framework); and (iv) the update of the internal auditor’s work-program to include this Project’s internal auditing on a risk-based approach. PCU-MEPSTA will submit quarterly unaudited IFRs to the World Bank, using the same formats as for PERI-2. Furthermore, the PBCs will be verified by an IVA, to be contracted by the Government of Togo within six months of Project effectiveness. Finally, the Project’s annual accounts will be audited by an independent external auditor to be recruited in compliance with ToRs acceptable to the World Bank.

73. **The overall FM residual risk rating for the Project is assessed as Moderate.** Based on the mitigation measures outlined above, the proposed FM arrangements for this financing are considered adequate to meet the World Bank’s minimum FM requirements under the FM Manual for World Bank for IPF. Detailed FM arrangements are in Annex 1.

(ii) Procurement

74. **The Recipient will carry out procurement under the Project in accordance with the “World Bank’s Procurement Regulations for IPF Borrowers”, dated November 2020** under the ‘New Procurement Framework’ and the “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by International Bank for Reconstruction and Development (IBRD) Loans and IDA Credits and Grants”, dated October 15, 2006 and revised in January 2011 and as of July 1, 2016, and other provisions stipulated in the Financing Agreement.

75. **As part of the preparation of the Project, the Recipient (with the TA from the World Bank) has prepared a Project Procurement Strategy for Development (PPSD), which describes how procurement activities will support the Project for the achievement of PDOs and deliver value for money.** The procurement strategy is linked to the Project implementation strategy ensuring proper sequencing of the activities. It also considers institutional arrangements for procurement, roles and responsibilities, thresholds, procurement methods, prior review, and the requirements for carrying out procurement. The PPSD also includes a detailed assessment and description of Government capacity for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework.

76. **The residual procurement risk is Moderate** after the implementation of the institutional arrangement described in Annex 1, where a detailed procurement description and institutional arrangements can be found.

C. Legal Operational Policies

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

D. Environmental and Social

77. **The environmental and social standards that apply to the Project are:** (i) ESS1 Assessment and Management of Environmental and Social Risks and Impact; (ii) ESS2 Labor and Working Conditions; (iii) ESS3 Resources Efficiency and Pollution Prevention and Management; (iv) ESS4 Community Health and Safety; (v) ESS5 Land Acquisition, Restriction of Land Use and Involuntary Resettlement; and (viii) ESS10 Stakeholder Engagement and Information Disclosure.



78. **The environmental and safeguards instruments that have been prepared prior to appraisal are:** Environmental and Social Commitment Plan (ESCP), Stakeholder Engagement Plan (SEP) including a Grievance Mechanism, Labor Management Procedures (LMP) including a grievance mechanism for involved workers, Environmental and Social Management Framework (ESMF), Resettlement Policy Framework (RPF). All these documents have been validated, approved and disclosed both in the country on June 18, 2021 and on the World Bank's website on June 22, 2021.⁵²

(i) Environmental Safeguards

79. **The environmental risks associated with this operation are considered Moderate.** As potential adverse risks and impacts on the environment are not likely to be significant and are mainly linked to occupational health and safety (OHS), community health and safety, and pollution. These risks and impacts are expected to be managed through application of established mitigation measures.

80. As the expected investments sites are not yet known, the Government prepared and disclosed an ESMF. The prepared ESMF lays out procedures for screening and mitigating impacts from construction/rehabilitation and will include the following key sections: (i) checklists of potential environmental and social impacts and their sources; (ii) procedures for participatory screening of proposed sites and activities and the environmental and social considerations; (iii) procedures for assessing potential environmental and social impacts of the planned Project activities; (iv) institutional arrangements for mitigating, preventing, and managing the identified impacts; (v) a typical environmental and social management planning process for addressing negative externalities in the course of Project implementation; (vi) a system for monitoring the implementation of mitigation measures; and (vii) recommended capacity building measures for environmental and social planning and monitoring of Project activities. Building designs and constructions will ensure universal access for persons with disabilities, and life and fire safety measures are in place. In addition, the ESMF contains the general and sector-specific Environmental Health and Safety Guidelines (EHSGs) for the identified school construction works and drilling sub-projects in relation to occupational and community health and safety as well as resource efficiency and pollution prevention and management. Once the Project's sites are identified, and based on the results of the screening exercise, a site specific environmental and social instrument will be prepared.

81. **Resource Efficiency and Pollution Prevention and Management.** The air emissions during the construction phase, they will mainly be composed of dust which could potentially affect people living in nearby construction sites. The implementation of mitigation measures, such as dust suppression, will be applied to minimize the impact of air emissions during construction and rehabilitation, and residual impacts are expected to be limited in scope and duration. As for noise, a nuisance for the surrounding communities during the construction phase, is expected from the use of construction machinery and vehicle movements. The relatively short-term and small-scale nature of the works suggest that noise levels will be negligible. The ESMF includes mitigation measures to minimize and manage the level of noise from the vehicles and equipment used by construction companies to carry out civil works. These measures will be detailed in the environmental and social impacts assessment (ESIA), to be prepared during project implementation, once the specific subprojects' sites are identified and environmental and social screening conducted, as necessary. Measures such as waste management are expected as construction works will generate solid waste which will primarily include excavated soil, wood, cement, and hazardous waste such as hydrocarbon oils from construction machinery and vehicles. This generated waste is not anticipated to be significant and will be properly disposed at sites previously identified by the ESIA and for which mitigation will be developed. Considering water balance, the construction/rehabilitation activities will mostly use surface water. That means where there are other users such as breeders, fishermen and wildlife, special attention may be

⁵² Cleared and disclosed Environmental and Social Safeguards documents (i.e., ESCP, SEP, LMP, ESMF, and RPF).



paid to avoid any adverse impact on the other uses of water. However, the impact on the surface water seems to be negligible. Besides, potential impacts on biodiversity are so far negligible.

82. **Community Health and Safety.** The proposed construction and equipping new schools as well, as construction and/or rehabilitation of additional classrooms in existing schools, may have potential risks and negative impacts on selected sites' teachers and students' health and safety. Proportional mitigation measures for thoroughly managing these risks and impacts will be clearly stipulated in the contractor's Environmental and Social Management Plan (ESMP) based on the Project's ESMP provisions. Biophysical and chemical analyses will also be made to confirm the safety of water from built boreholes prior to authorizing the usage by pupils. The selected contractors will be fully responsible to set up and regularly update the security system around the Project's work sites and to limit contact between school users and construction workers in case their activities take place during the school term.

83. **Labor and Working Conditions:** Through the PCU, the Project will include, direct workers, contracted workers for the construction/rehabilitation of additional classrooms in existing schools, water points, and energy sources and primary supply workers for goods and service. All the workers in the context of the Project will need to meet requirements such as those described in the ESS2 regarding terms and conditions of employment, non-discrimination and equal opportunity, worker's organizations, child labor, forced labor, and OHS. Civil servants working in connection with the Project, on full-time or part-time basis, will remain subject to the terms and conditions of their existing public-sector employment or agreement, unless there has been an effective legal transfer of their employment or engagement in the Project. The country's legal system includes regulations for OHS and the prevention of forced labor and child labor. No significant risks on forced labor and working conditions are envisaged. The LMP, that was prepared according to the national laws and regulations and ESS2 requirements has establish strong guidelines to avoid any child employment. The LMP was reviewed, consulted, approved and disclosed.

84. **Cultural Heritage:** It is not anticipated that the Project will negatively impact cultural heritage sites. However, the Project will finance investments that will induce excavation during construction phase and demolition during the rehabilitation of some infrastructures. The ESMF includes a "chance find" procedure and the ESIA's to be prepared overtime, to assess and confirm the existence of tangible or intangible cultural heritage. Furthermore, all construction and rehabilitation contracts will include a "chance find" clause which will require contractors to stop construction/rehabilitation if cultural heritage sites are encountered during civil works.

Climate co-benefits

85. **Context.** Togo has historically emitted little in the way of greenhouse gases; however, it already contends with the harmful consequences of global climate change. Due to global climate change, Togo is highly vulnerable to violent winds, coastal erosion, poor distribution of rain, and late rains, with flooding and drought that pose a significant risk to development gains. The national meteorology service predicts this will only increase as overall average temperatures could increase in Togo fluctuating between 0.60°C and 0.71°C by 2025 and precipitation could increase throughout the country to 4 to 8 mm over its current level by 2026.⁵³ Over the past decade, six major floods have inflicted significant environmental, social, and economic damage. The successive flooding has leached essential nutrients from topsoils, accelerated erosion, and degraded the quality of the arable land. Drought events occur most frequently in the Kara and Savannah regions, where each year temperatures reach above 40°C and have led to severe famines. In addition to direct environmental impacts, such as soil degradation and loss of biodiversity, the socio-economic consequences of these

⁵³ These estimates are provided for the Third National Communications (TCN) using SimCLIM 2013 for the most pessimistic scenario of RCP8.5.



events include a reduction in agricultural yields, death of livestock, reduction in agricultural revenue, an increase in rural to urban migration, exacerbation of famine, and an upsurge in water- and vector-borne diseases.

86. Togo has been engaged in a proactive strategy for sustainable development and against global warming that focuses mainly on bad production practices in the economic sectors; lack of population control; and the high poverty rate, which is exacerbated by the negative impacts of climate change, further reinforcing the vulnerability of the production sectors and the pressure on natural resources. This can be seen, among others, in the National Program for Reducing Greenhouse Gas Emissions from Deforestation and Forest Degradation (REDD+) 2010-2050, the National Strategy for Reducing the Risk of Catastrophes in Togo (December 2009), the National Medium Term Priority Framework (NMTPF) for Togo (2010-2015), and the National Action Plan for Marine and Coastal Environmental Resources Management. The overall adaptation, with co-benefits on mitigation include: (i) reinforcing actions in favor of energy efficiency and carbon-lean technologies; (ii) promoting integrated, sustainable water management; (iii) strengthening the resilience of production systems and means in the agriculture sector; (iv) building the capacities of human settlements to adapt to climate change; and (v) protecting the coastal zone.⁵⁴

87. The Project seeks to reduce climate vulnerability by contributing to both types of climate co-benefits: (i) adaptation interventions that increase the resilience to climate change related shocks; and (ii) mitigation interventions that reduce the net build-up of greenhouse gases (GHGs). There is expectation and intent on the part of the government to undertake Project investment activities that are climate friendly. Table 4 provides a summary of Project activities and potential climate benefits they may generate:

Table 4. Summary of project activities and potential climate co-benefits

Activity	Potential Adaptation and Mitigation Benefits
Component 1: Improving quality of teaching and learning	
1. Pre-service and in-service teacher education and training Total IDA financing: US\$5.56 million Climate related amount of IDA: 30-40percent of US\$5.56 million Total GPE financing: US\$6.65 million	Adaptation: Climate change content and mitigation measures introduced into teacher training institutions (ENI) curriculum and training modules. The new curricula content will include the needed information to teach students how to reduce their carbon footprint and emissions of GHGs through use of public transport, water conservation, agricultural techniques etc. in order to build resilient future population who are able to make climate-friendly choices in their day-to-day lives, in the professions they choose (green jobs, smart agriculture, green entrepreneurs, etc.) and to build a population that is resilient to future climate related shocks. The teachers will also benefit and learn how to reduce their own carbon footprint. Mitigation: Cohorts of new and existing teachers trained for all of Togo on the impact of climate change on Togo and globally as well as become role models for students in the classroom.

⁵⁴ These measures are listed in the *Republic of Togo: Intended Nationally Determined Contribution (INDC) within the Framework of the United National Framework Convention on Climate Change (UNFCCC)*, September 2015.



Activity	Potential Adaptation and Mitigation Benefits
<p>2. Curriculum revision of Grades 4,5,6 with climate change content</p> <p>Total IDA financing: \$0.00 million</p> <p>Climate related amount of IDA: US\$0.0</p> <p>Total GPE financing: US\$4.54 million</p>	<p>Adaptation: Climate change content and mitigation measures introduced into Grade 4, 5 and 6 curricula. The new curricula content will give students information on how to reduce their carbon footprint and emissions of GHGs through use of public transport, water conservation, agricultural techniques etc.</p> <p>Mitigation: Cohorts of students in Grades, 4, 5 and 6 educated on the impact of climate change in Togo and globally. The student’s curriculum will mirror the ENI curriculum and therefore, will give students the needed information to help build a resilient future population who are able to make climate-friendly choices in their day to day lives, in the professions they choose (green jobs, smart agriculture, green entrepreneurs, etc.) and to build a population that is resilient to future climate related shocks.</p>
<p>3. School performance-based grants that will be used for COGEP supervision of the construction and rehabilitation as well as support for school operating cost, and awareness campaigns re: girls activities</p> <p>Total IDA financing: US\$18.38 million</p> <p>Climate related amount of IDA: 60percent of US\$18.38 million</p> <p>Total GPE financing: US\$0.00 million</p>	<p>Adaptation: Climate change content and mitigation measures introduced into the COGEP training manual along with ongoing training activities for COGEP to supervise construction to ensure the use of climate friendly materials for rehabilitation that comply with resilience to potential weather-related disasters (heavy rains and winds, flooding, and extreme hot temperatures). Training of COGEPs will also provide communities with information how to reduce their carbon footprint as well as emergency operating and evacuation procedures.</p> <p>Mitigation: Criteria will be included in the project operations manual (POM). The POM guidance on the development of plans for the school performance-based grants will include criteria for activities related to climate change as appropriate (e.g., repairs related to more energy efficient architectural designs, equipment etc.) COGEPs will be trained and become role model citizens for communities on climate change measures.</p>
Component 2: Improve equitable access to basic education	
Activity	Potential Adaptation and Mitigation Benefits
<p>4. Construction and/or upgrade of buildings and associated infrastructure and school equipment</p> <p>Total IDA financing: US\$11.81 million</p> <p>Climate related amount of IDA: 100 percent of US\$11.81 million</p> <p>Total GPE financing: US\$0.00 million</p>	<p>Adaptation: Newly constructed classrooms (design, quality of engineering, and materials) in the new classrooms needs to comply with resilience to potential weather-related disasters (heavy rains and winds, flooding, and extreme hot temperatures).</p> <p>Mitigation: Efficient architecture design and building techniques that reduce both energy (natural lighting, cooling, and ventilation) and material consumption; building schools closure to villages, better use of water resources in rehabilitated latrines as well as more economic and efficient waste management; use of rainwater harvesting system; green landscape with foliage and installation of solar panels LED. Purchase of energy efficient appliances (AC, refrigerators, LED lighting, etc.) for classrooms. Reduction in water borne diseases particularly for the most vulnerable in areas prone to drought through wash, sanitation and hygiene (WASH) activities. Also building schools closer to villages will potentially reduce the need for transportation and emission of GHGs</p>
<p>5. Supporting the establishment of digitally enabled school environments</p> <p>Total IDA financing: US\$0.7 million</p> <p>Climate related amount of IDA: 50percent of US\$0.7 million</p> <p>Total GPE financing: US\$0.80 million</p>	<p>Adaptation: Establishment of a distance education platform.</p> <p>Mitigation: The distance education platform will contribute to reduced greenhouse emissions by limiting transportation and travel to schools.</p>
Component 3: Strengthening system management and resilience	
Activity	Adaptation and Mitigation Benefits



Activity	Potential Adaptation and Mitigation Benefits
<p>6. Governance and Management Total IDA financing: US\$7.18 million Climate related amount of IDA: 40percent of US\$7.18 million Total GPE financing GPE financing: \$1.04m</p>	<p>Adaptation: Strengthening system management and resilience through TA, training for COGEPs that include climate awareness materials in COGEPs with emergency operating and evacuation procedures, and use of GEMs for project M&E. Mitigation: Inclusion of climate change TA in the implementation team. Capacity development for COGEPs includes climate change awareness activities given the role of COGEPs in the implementation of the school performance-based grants which will build a population that is resilient to future climate related shocks. The implementation of the GEMs M&E system that will contribute the reduction of greenhouse emissions because of reduced travel to monitor and supervise the Project.</p>

(ii) Social Safeguards

88. **Social risks classification of this Project is rated moderate, as the risks and impacts are not significant and can be mitigated.**

89. **Land acquisition, restriction on land use and involuntary resettlement.** It expected that the Project will finance construction of new schools and construction and/or rehabilitation of additional classrooms in existing schools. Some of these activities could involve land acquisition, restrictions on land use and involuntary resettlement that would lead to the physical and/or economical displacements (e.g. loss of property, loss or the disruption of income and/or livelihood activities for individuals or groups of people). As the exact sites of the expected investments are not yet known, an RPF has been prepared and disclosed. The RPF will help screening Project sites once known and guide the preparation of subsequent Resettlement Action Plan (RAP) if required. At any case, no project funds will be used for land acquisition or for compensation in case of resettlement.

90. **Sexual exploitation and abuse (SEA)/sexual harassment (SH), violence against children and other forms of GBV.** GBV will be addressed in two ways: (i) the Project will develop and implement SRGBV mitigation measures in order to improve safety in schools; and (ii) the SEA/ HS risk assessment carried out through the World Bank's assessment tool has indicated a moderate level of risk. Complementary to the SRGBV mitigation measures, proportional SEA/SH mitigation measures are recorded in an action plan that will be updated before Project activities commence. This SEA/SH action plan shall include a safe and confidential venue to report and manage GBV/SEA related complaints. In addition to the code of conduct planned for teachers, a code of conduct for contractors including measures against SEA/SH for ensuring community health and safety will also be prepared and included in all bidding documents. The compliance of the code of conduct with the ESCP's commitments will be part of the contractors' responsibilities. GBV action plan will be prepare no later than six months after project effectiveness. The action plan shall be developed in accordance with national provisions, conventions ratified by Togo and the guidelines of the good practice note on gender-based violence and based on World Bank standards under ESS4.

91. **Stakeholder Engagement and Grievance Redress Mechanism (GRM).** An inclusive SEP consistent with ESS10 requirements has been prepared, approved, and disclosed. The SEP establishes a systematic approach for consultation and helps promote an inclusive and participatory approach for stakeholder engagement. It also promotes and provides means for effective and inclusive engagement for the project affected parties throughout the project life cycle by ensuring that an appropriate information and sensitization program be disclosed in a timely, understandable, accessible, and appropriate manner to all stakeholders. The SEP will address specific risks identified by the key stakeholders. It includes a grievance mechanism to handle complaints in the context of the Project, including any identified GBV/SEA risks. Finally, the SEP will be updated as and when necessary, during Project implementation.



(iii) Citizen engagement

92. **Citizen engagement is integrated across the Project design and embedded in various activities through school-based participatory approach and the design of GRMs.** During preparation an SEP has been prepared and disclosed. It includes actions to ensure beneficiary engagement through enhancing their voice and participation throughout the Project's implementation. Community engagement in early stage of the Project will be supported to ensure proper ownership of the Project interventions and to reflect communities' priority and needs. This will include, among other initiatives: (i) focus group discussions with COGEPs members and community representatives; and (ii) community meetings, individual meetings with local leaders and public meetings in targeted villages or communes. Local radios and traditional community communication channels will be explored to disclose information and keep communities informed on the Project progress and key information on its interventions. The Project will also support the development and strengthening of the MEPSTA website to provide access to information on all interventions to a broader audience. Additionally, since the Project will support various reforms, especially those related to teachers, the Project will ensure proper engagement with Union members and leadership to build ownership of reforms and their implementation in the Togolese context. Study tours and high-level meetings to present and discuss the reforms as well as proposed and consultations with teachers' union will continue throughout the Project implementation.

93. **Grievance Redress Mechanism.** A project GRM with specific SEA/SH sensitive procedures, will be implemented including the ethical treatment and resolution of complaints proportionate to the potential risks and negative impacts of the Project. The Project will establish a structured approach to stakeholder's access to information on GRM procedures including uptake and timeframe for resolution and feedback. Project's GRM will be structured around transparent procedures that will be informed by regular consultations taking into account excluded groups, women and girls to ensure accessibility and a timely resolution and feedback to complainants. As agreed in ESCP, the GRM must be operational no later than six months after the Project effectiveness and the relocation measures must be carried out before the start of the civil works and must be maintained throughout the life cycle of the project.

V. GRIEVANCE REDRESS SERVICES

94. **Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported Project may submit complaints to existing Project-level GRMs or the WB's Grievance Redress Service (GRS).** The GRS ensures that complaints received are promptly reviewed in order to address Project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate GRS, please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

95. **The overall risk rating of the Project is assessed as Moderate, with no substantial or high risks identified.** The Project will build on the gains made from the previous PERI 1 & 2 which have contributed to the achievement of key education objectives in Togo and the ongoing Togo COVID-19 Education Response Project (P174166) which is currently



supporting the implementation of urgent and short-term interventions identified in the Government Sectorial COVID-19 Response Strategy (2020-2025). While there are inherent risks associated with fragility and weak governance from decades of isolation and donor disengagement from 1993–2007, the Government has explicitly committed to improving the Education Outcomes towards achieving Sustainable Development Goal– - SDG4) by 2030. The Project has also focused on the Government’s priorities in the education sector as established by the PSE with the endorsement of the donor community. Moreover, the June 2019 local elections were peaceful and there was no major tension associated with the February 2020 presidential elections which has led to a Country Policy and Institutional Assessment of 3.3 out of 5 indicating a more stable political environment. The overall fiduciary risk is moderate given that the residual risk for FM is moderate, and procurement is moderate as indicated above.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Togo

Togo, Improving Quality and Equity of Basic Education Project

Project Development Objectives(s)

The Project Development Objectives (PDO) are to improve the quality of, and equitable access to, basic education in selected regions, particularly for girls; and strengthen the overall management of the education system

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improving the Quality of Teaching and Learning							
Grade 2 students achieving at least a minimum level of proficiency in reading in beneficiary schools. (Percentage) (Percentage)		23.70		27.00			35.00
Grade 2 students achieving at least a minimum level of proficiency in mathematics in beneficiary schools. (Percentage) (Percentage)		47.00		50.00			55.00
Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom. (Text)	PBC 1	Baseline data will be available in year 1. Baseline survey. A survey will be conducted in the first year to collect the baseline data based on		5 percentage points increase compared to baseline	10 percentage points increase compared to baseline	15 percentage points increase compared to baseline	20 percentage points increase compared to baseline



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
		the current stock of teachers, from which the increase in proportion will be calculated in year 2, 3, 4, and 5.					
Improve Equitable Access to Basic Education in Selected Regions, Particularly for Girls							
Completion rate in general lower-secondary education in targeted areas (percentage) (disaggregated by gender) (Percentage)		28.90	29.50	30.00	33.00	35.00	41.00
of which female (percentage) (Percentage)		21.10	23.00	25.00	29.00	33.00	34.00
Strengthen System Management							
The National Learning Assessment System (NLAS) is functional (Text)	PBC 3	No	(i) A Diagnostic of the learning assessment system is conducted, and highlight key issues and propose recommendations to strengthen the NLAS; (ii) ENEAS 3-year budgeted action plan for the functioning of ENEAS and for the improvement of the learning assessment system is available and endorsed by the MEPSTA; (iii) Capacity building is provided for		At least one national large-scale standardized learning assessments is completed, and results are disseminated (EGRA/EGMA) and at least one evaluation based on the Teach classroom observation tool is completed and results are disseminated.		At least two national large-scale standardized learning assessments are completed, and results are disseminated (EGRA/EGMA).



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
			DPEE, ENEAS and key counterparts (i.e., DREs and inspectorates focal points) to strengthen their capacity to conduct learning assessments.				

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improving the Quality of Teaching and Learning							
Number of primary teachers trained (including head teacher) in the use of new curriculum including SEA/SH prevention in schools as a result of the Project (Number) (Number)		0.00	2,000.00	13,000.00	24,000.00	26,000.00	29,600.00
- Official primary teachers (Number) (Number)		0.00	0.00	0.00	5,000.00	18,000.00	20,000.00
Volunteers Primary Teachers (Number) (Number)		0.00	0.00	2,000.00	7,000.00	8,000.00	9,600.00
Percentage of primary teachers in grade 1 and 2 receiving training to improve pedagogical skills in French and mathematics. (Percentage)		0.00	50.00	100.00	100.00	100.00	100.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Classroom observation tools to assess teaching practices are established (Yes/No) (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Number of new textbooks distributed to CE2, CM1 and CM2 (maths and reading) (Number)		0.00	1,000,000.00	1,800,000.00	2,000,000.00	2,000,000.00	2,000,000.00
Number of Teachers supervision visits per year by inspectors and pedagogical advisers (Number) (Number)		68.00	70.00	70.00	70.00	70.00	70.00
Number schools which receive school grants each year in targeted primary and general lower-secondary schools as a result of the Project and meeting the minimum requirement for equity & Learning (Number)		0.00	5,000.00	5,500.00	6,000.00	6,000.00	6,000.00
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	1,000,000.00	1,500,000.00	1,800,000.00	1,800,000.00	2,000,000.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00	55,000.00	825,000.00	990,000.00	1,100,000.00	1,100,000.00
Reduction of the average repetition rate in primary education by at least an average of three points percentage by the end of the project. (Percentage)	PBC 2	13.70		12.70		11.70	10.70



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improve Equitable Access to primary and lower-secondary							
Increase in the number of girls transitioning from primary to general lower-secondary education in disadvantaged areas individually supported by project (Percentage) (Percentage)		0.00	5.00	10.00	15.00	18.00	20.00
Number of new primary and general lower-secondary classrooms built or rehabilitated in targeted disadvantaged areas based on comprehensive school mapping and resulting from project interventions (Number)		0.00	0.00	300.00	200.00	40.00	540.00
Number of girls and boys reached through sensitization campaigns on the importance of girl's education, early marriage, early pregnancies, and issues of unequal social norms (Number)		0.00	500,000.00	800,000.00	1,000,000.00	1,200,000.00	1,255,000.00
Share of female students who return to school once the school system is reopened (Text)		91%					98%
Strengthening System Management and Resilience							
Provision of budget line to renew regularly Textbooks in already covered primary grade level CP1, CP2 and CE1 (reading) (Yes/No) (Yes/No)		No	Yes	Yes	Yes	Yes	Yes



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Percentage of inspections and regional education authorities having achieved at least 80% of their PBC objectives (Percentage) (Percentage)		0.00	50.00	70.00	80.00	80.00	80.00
Percentage of communities trained on monitoring the use and implementation of school grants, maintenance of textbooks and infrastructure, school construction, and students' academic progress (Percentage)		0.00	50.00	60.00	70.00		70.00
Percentage of grievances received and addressed through the Project Grievance Redress Mechanisms (Percentage) (Percentage)		0.00	50.00	80.00	80.00		80.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Grade 2 students achieving at least a minimum level of proficiency in reading in beneficiary schools. (Percentage)	Number of grade 2 students achieving at least a minimum level of proficiency in reading in beneficiary schools/Total	Biannually	National assessment	National assessment Report. The methodology will include possibility additional information	ENEAS



	Number of student at the same grade level * 100 using PASEC methodology.			on desegregation by gender.	
Grade 2 students achieving at least a minimum level of proficiency in mathematics in beneficiary schools. (Percentage)	Number of grade 2 students achieving at least a minimum level of proficiency in mathematics in beneficiary schools/Total Number of student at the same grade level * 100 using PASEC methodology.	Biannually	National Assessment Report	National Assessment. The methodology will include possibility additional information on desegregation by gender.	National Assessment Unit (ENEAS)
Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom.	The indicator monitors the proportion of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom (by 20 percentage points increase) who directly receive in-person in-service training provided under the project to improve teaching practices in reading/literacy and mathematics, including initial catch up training for volunteer teachers, as well as instructional materials (i.e. detailed teacher guides/lesson plans/scripted lessons).	Annual	Reports from the application of the teaching practices observation tools.	For reporting, a random sample of teachers will be selected and the percentage of teachers from this sample demonstrating improved teaching practices as a result of the training activities will be reported. Baseline expected Y1. These teachers will be monitored at the classroom level using a classroom observation tool (i.e. TEACH observation tool) under a pilot.	DPEE/MEPSTA



	<p>Targeted inspectorates: are inspectorates with the highest proportion of volunteer teachers. The list of targeted inspectorates is presented in table 4.5 below.</p> <p>Teachers demonstrating improved teaching practices in the classroom: are teachers that previously demonstrated poor teaching practices in classroom as per classroom observation tool report results (i.e. results will inform the baseline in year 1), whom teaching practices improved as a result of the training activities as per classroom observation tool report results in year 2, 3, 4, and 5.</p>				
<p>Completion rate in general lower-secondary education in targeted areas (percentage) (disaggregated by gender)</p>	<p>It's measured as the gross intake ratio to the last grade of lower secondary education in targeted areas. It is calculated as the number of new entrants in the last grade of lower secondary education in targeted areas, regardless of</p>	<p>Annually</p>	<p>Project Survey complemented by national demographic data.</p>	<p>Project Survey (in targeted areas)</p>	<p>MEPSTA/ DPEE</p>



	age, divided by the population at the entrance age for the last grade of lower secondary education in targeted areas.				
of which female (percentage)	Number of new girls-entrants in the last grade of lower secondary education in targeted areas, regardless of age, divided by the girl population at the entrance age for the last grade of lower secondary education in targeted areas*100	Annually	Project Survey complemented by some national demographic data.	Project Survey	MEPSTA/ DPEE
The National Learning Assessment System (NLAS) is functional	The indicator will verify that the NLAS is functional during the project cycle and is able to carry out national large-scale standardized learning assessments designed to inform policy and instruction for learning improvement. The NLAS is considered functional if at least two national large-scale learning assessments are carried out, completed, and disseminated during the project cycle. These assessments will be based on the EGRA and EGMA assessment methodology to	Annual	Student national learning assessment reports (EGRA/EGMA , Teach classroom observation reports)	Starting in Y3 of project implementation, DPEE/ENEAS will be collect data from inspectorates and DREs.	MEPSTA/ENEAS



	<p>assess reading and mathematics in grade 2, and assessments will be administered to a sample of schools as a pilot. At the classroom level, NLAS will pilot the Teach classroom observation tool in selected primary schools.</p>				
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Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of primary teachers trained (including head teacher) in the use of new curriculum including SEA/SH prevention in schools as a result of the Project (Number)	Cumulative number of primary teachers and head teachers trained in the use of new curriculum as a result of the project	Annually	Training Report	Training Report after the training delivered by the Directorate of the Training (DF)	DF
- Official primary teachers (Number)	Cumulative number of official primary teachers and head teachers trained in the use of new curriculum as a result of the project	Annually	Training Report	Traning Report	DF
Volunteers Primary Teachers (Number)	Cumulative number of volunteers primary teachers trained in the use of new curriculum as a result of the project	Annually	Training Report	Training Report	DF
Percentage of primary teachers in grade 1 and 2 receiving training to improve	Number of primary teachers in grade 1 and 2 receiving	Annually	Training reports	For reporting, a random sample of teachers	DRE and IGE



pedagogical skills in French and mathematics.	in-service training to improve pedagogical skills in French and mathematics provided under project funding. These teachers (including volunteer teachers) will receive additional in-service training to improve their pedagogical knowledge in French and mathematics.			from grade 1 and 2 will be selected and the percentage of teachers from this sample demonstrating the minimum pedagogical skills will be reported. Data will be mixed with the IGE and DRE reports to check accuracy.	
Classroom observation tools to assess teaching practices are established (Yes/No)	Tool to measure teacher practice/performance. Used by inspectors during school visits but may be also used by external observers. COT is accompanied by classroom observation report. Considered established once designed, piloted by DF (w/ external support) and validated by MEPSTA	Annually	Project Data	Reports will be produced by selected experts at every stage of the process (conception of the tools, validation and piloting) consolidated by DF and transmitted to the PCU	PCU
Number of new textbooks distributed to CE2, CM1 and CM2 (maths and reading)	Cumulative number of textbooks (in math and reading) consistent with the new curricula distributed in CE2, CM1 and CM2.	Annually	Education statistical yearbook Project Report	Education statistical yearbook Project Report	DPEE PCU
Number of Teachers supervision visits per year by inspectors and pedagogical	Cumulative number of teachers supervision visits	Annually	Activity Report	Activity Report including DRE and	DEPP



advisers (Number)	conducted per year by inspectors and pedagogical advisers in public schools			Inspection (IEPP)	
Number schools which receive school grants each year in targeted primary and general lower-secondary schools as a result of the Project and meeting the minimum requirement for equity & Learning	Tracks whether project funded school grants are used to improve equity/learning conditions at school level. Minimum requirements defined in Y1 and will include sub-indicators on the availability of essential inputs (quality improvement, gender promotion) in targeted primary and lower secondary schools.	Annually	Project data	Project Progress Report and Third Party Verification. Each targeted primary and lower secondary schools will produce a report for the implementation of its school grants. Results from consolidated report will inform this indicator.	Directorate of Finance / Financial resources department
Students benefiting from direct interventions to enhance learning		Annually	Project Data	Reports from learning interventions collected by PCU. Efforts will be made to report disaggregated data per cycle of education (primary and lower secondary), region and district.	PCU
Students benefiting from direct interventions to enhance learning - Female		Annually	Project Data	Reports from learning interventions collected by PCU. Efforts will be made to report disaggregated	PCU



				data per cycle of education (primary and lower secondary), region and district.	
Reduction of the average repetition rate in primary education by at least an average of three points percentage by the end of the project.	The indicator monitors the reduction of the average repetition in primary education by at least an average of three points percentage by the end of the project . The average repetition rate is calculated using the following formula : Sum of repetition rates in each primary grade in school year t+1 [i.e. proportion of repeaters in a given grade (CP1, CP2, E1, CE2, CM1, CM2) in school year t+1 / proportion of the same cohort enrolled in the same grades in the previous school year t] divided by the number of grades (6). Baseline: 13.7 [MEPSTA's administrative data at the end of sub-cycles (CP2, CE2, CM2) and MICS data within sub-cycles (CP1, CE1, CM1)/ 2017-2018].	Annual	MEPSTA administrative data (Statistical yearbook)	Starting in Y2 of project implementation, data will be collected from inspectorates and pedagogical units by MEPSTA.	School inspectorates/MEPSTA



<p>Increase in the number of girls transitioning from primary to general lower-secondary education in disadvantaged areas individually supported by project (Percentage)</p>	<p>Number of girls transitioning from primary to general lower-secondary education in disadvantaged areas individually supported by project divided by the number of girls from primary education in disadvantaged areas individually supported by project. This product is compared with the transition rate at baseline to measure the increase in percentage point.</p>	<p>Annually</p>	<p>Annual Statistic Yearbook</p>	<p>DPEE calculation from Annual Statistic Yearbook</p>	<p>MEPSTA / DPEE</p>
<p>Number of new primary and general lower-secondary classrooms built or rehabilitated in targeted disadvantaged areas based on comprehensive school mapping and resulting from project interventions</p>	<p>This indicator measures the number of additional classrooms constructed or rehabilitated at the primary and lower secondary level through the IDA/GPE program focusing on targeted disadvantaged areas and based on comprehensive school mapping . In most cases, it is expected that the baseline value for this indicator will be zero ('0'). This indicator will be used to calculate the "decline in shortfall of classrooms at the primary</p>	<p>Annually</p>	<p>Education Statistic Yearbook</p>	<p>Education Annual Report based on the Statistic Yearbook</p>	<p>DPEE/DAF</p>



	level".				
Number of girls and boys reached through sensitization campaigns on the importance of girl's education, early marriage, early pregnancies, and issues of unequal social norms	Cumulative number of girls and boys reached through sensitization campaigns on the importance of girl's education, early marriage, early pregnancies, and issues of unequal social norms.	Annually	Project Data	Project Progress Report	PCU
Share of female students who return to school once the school system is reopened	The number of female students previously enrolled in the school system who return to school once the school system is reopened (primary and lower-secondary). The baseline is collected from the undergoing COVID19 Education project (P174166).	Annual	COVID19 project report for the year 1 and Project report for the subsequent years.	Schools will report on the statistics before school closures and after reopening. schools will monitor and provide the number of children (female students) previously enrolled in the school who return to school and those who dropouts.	MEPSTA
Provision of budget line to renew regularly Textbooks in already covered primary grade level CP1, CP2 and CE1 (reading) (Yes/No)	This will measure the availability of a budget line to renew regularly Textbooks in already covered primary grade level CP1, CP2 and CE1 (reading and math) already covered by the curriculum reform under the previous project.	Annually	Government Budget allocation per year (<i>Loi des finances</i>)	Annual budget Report MEPSTA annual planning report	MEPSTA / SG MEPSTA / DAF



	In the Year 3 of the project the budget line will be revised to add new grade levels (CE2, CM1 and/or CM2).				
Percentage of inspections and regional education authorities having achieved at least 80% of their PBC objectives (Percentage)	This indicator will track the implementation of PBC and the performance of Regional education authorities at the primary and secondary in all 69 Inspection and 6 DRE.	Annually	Project Progress Report and Third Party Verification	PCU will produce annual Project Progress Report that contains PBCs implementation and results. A Third Party Verification will also conduct an independent verification of the results achieved to confirm or not results sent by the National party.	PCU (progress report DRE and IEPP (PBCs consolidated report)
Percentage of communities trained on monitoring the use and implementation of school grants, maintenance of textbooks and infrastructure, school construction, and students' academic progress	Number of COGEPS/COGERES trained on verifying the use and implementation of school grants, maintenance of textbooks and infrastructure, following school construction, monitoring of students' academic divided by the Total Number of COGEPS/COGERES.	Annually	Project Progress Report	Project Progress Report	PCU
Percentage of grievances received and addressed through the Project Grievance	Number of Grievances received and addressed	semi-annually	Information are provided	PCU/MoES Administrative Data	PCU/MEPSTA



Redress Mechanisms (Percentage)	through the Project Grievance Redress Mechanisms (Percentage) divided by the total Number of Grievances received.		by the Grievance Log Books, Grievance Redress System Data Base, Quarterly Grievance Redress Status Reports.		
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Performance-Based Conditions Matrix

PBC 1	Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom.			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Outcome	No	Text	2,340,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	Baseline data will be available in year 1. Baseline survey. A survey will be conducted in the first year to collect the baseline data based on the current stock of teachers, from which the increase in proportion will be calculated in year 2, 3, 4, and 5.			



Year 1	-		0.00	--
Year 2	5 percentage points increase compared to baseline		585,000.00	allocated amount * (value attained – previous-year target) / (final target – previous-year target)
Year 3	10 percentage points increase compared to baseline		585,000.00	allocated amount * (value attained – previous-year target) / (final target – previous-year target)
Year 4	15 percentage points increase compared to baseline		585,000.00	allocated amount * (value attained – previous-year target) / (final target – previous-year target)
Year 5	20 percentage points increase compared to baseline		585,000.00	allocated amount * (value attained – previous-year target) / (final target – previous-year target)
PBC 2	Reduction of the average repetition rate in primary education by at least an average of three points percentage by the end of the project.			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	No	Percentage	936,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	13.70			
Year 1	0.00		0.00	--
Year 2	12.70		280,800.00	allocated amount * (value attained – reference value) / (target –



			reference value)
Year 3	0.00		0.00 --
Year 4	11.70		374,400.00 allocated amount * (value attained – reference value) / (target – reference value)
Year 5	10.70		280,800.00 allocated amount * (value attained – reference value) / (target – reference value)
PBC 3	The National Learning Assessment System (NLAS) is functional.		
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)
Outcome	No	Text	1,404,000.00
Period	Value	Allocated Amount (USD)	Formula
Baseline	No		
Year 1	(i) A Diagnostic of the learning assessment system is conducted, and highlight key issues and propose recommendations to strengthen the NLAS; (ii) ENEAS 3-year budgeted action plan for the functioning of ENEAS and for the improvement of the learning assessment system is available and endorsed by the MEPSTA; (iii) Capacity building is provided for DPEE, ENEAS and key counterparts (i.e., DREs and inspectorates focal points) to strengthen their capacity to conduct learning assessments.	300,000.00	Each milestone will cost 1/2 of the allocated amount US\$300,000. See formula details in procedure section.



Year 2	-	0.00	--
Year 3	At least one national large-scale standardized learning assessments is completed, and results are disseminated (EGRA/EGMA) and at least one evaluation based on the Teach classroom observation tool is completed and results are disseminated.	700,000.00	See formula details in procedure section.
Year 4	-	0.00	--
Year 5	At least two national large-scale standardized learning assessments are completed, and results are disseminated (EGRA/EGMA).	404,000.00	US\$404,000 is disbursed if at least two learning assessment (EGRA/EGMA) are completed and results are disseminated.

Verification Protocol Table: Performance-Based Conditions

PBC 1	Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom.
Description	The indicator monitors the proportion of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom (by 20 percentage points increase) who directly receive in-person in-service training provided under the project to improve teaching practices in reading/literacy and mathematics, including initial catch up training for volunteer teachers, as well as instructional materials (i.e. detailed teacher guides/lesson plans/scripted lessons). Targeted inspectorates: are inspectorates with the highest proportion of volunteer teachers. The list of targeted inspectorates is presented in table 4.5 below. Teachers demonstrating improved teaching practices in the classroom: are teachers that previously demonstrated poor teaching practices in classroom as per classroom observation tool report results (i.e. results will inform the baseline in year 1), whom teaching practices improved as a result of the training activities as per classroom observation tool report results in year 2, 3, 4, and 5. For reporting, a random sample of teachers will be selected and the



	percentage of teachers from this sample demonstrating improved teaching practices as a result of the training activities will be reported. Baseline expected Y1. These teachers will be monitored at the classroom level using a classroom observation tool (i.e. TEACH observation tool) under a pilot. The indicator is calculated using the following formula: Target 1 (corresponding to Year 2 of the project implementation) = Number of teachers for whom Y2 – Y1 score has increased by 5% / Number of Teachers assessed in the sample
Data source/ Agency	Reports from the application of the teaching practices observation tools/DPEE
Verification Entity	Independent verification Agent
Procedure	<p>Indicator verification process: For the verification of results, an independent verification agent will be recruited by the MEPSTA to evaluate the validity and reliability of results provided by the MEPSTA (DRH - Directorates of Human Resources and DPEE). The independent verification agent will produce a report on the data collection and analysis process. The World Bank will validate the independent verification agent report, which will ensure that the methodology used to verify results complies with international standards. Results achieved and validated by the independent verification agent will be validated by MEPSTA, endorsed by LEG, and submitted to the Bank.</p> <p>Disbursement rule: The variable part is paid on a pro-rated basis reflecting progress. For the first year, the formula follows: allocated amount * (value attained – reference value) / (target – reference value). For subsequent years, the formula is: allocated amount * (value attained – previous-year target) / (final target – previous-year target). The amount undisbursed could be postponed to the School Year Y +1, but only once and subject to Bank no objection.</p>
PBC 2	Reduction of the average repetition rate in primary education by at least an average of three points percentage by the end of the project.
Description	The indicator monitors the reduction of the average repetition in primary education by at least an average of three points percentage by the end of the project . The average repetition rate is calculated using the following formula : Sum of repetition rates in each primary grade in school year t+1 [i.e. proportion of repeaters in a given grade (CP1, CP2, E1, CE2, CM1, CM2) in school year t+1 / proportion of the same cohort enrolled in the same grades in the previous school year t] divided by the number of grades (6).
Data source/ Agency	MEPSTA’ administrative data (Statistical yearbook)/School inspectorates/DPEE
Verification Entity	Independent verification Agent



Procedure	<p>Indicator verification process: For the verification of results, an independent verification agent will be recruited by the MEPSTA to evaluate the validity and reliability of results provided by the MEPSTA (i.e. statistical yearbook, ENEAS and DPEE). The independent verification firm will produce a report on the data collection and analysis process. The World Bank will validate the independent verification agent report, which will ensure that the methodology used to verify results complies with international standards. Results achieved and validated by an independent verification agent will be validated by MEPSTA, endorsed by LEG, and submitted to the Bank.</p> <p>Disbursement rule: The variable part is paid on a pro-rated basis reflecting progress. For the first year, the formula follows: $\text{allocated amount} * (\text{value attained} - \text{reference value}) / (\text{target} - \text{reference value})$. For subsequent years, the formula is: $\text{allocated amount} * (\text{value attained} - \text{previous-year target}) / (\text{final target} - \text{previous-year target})$. The amount undisbursed could be postponed to the School Year Y +1, but only once and subject to Bank no objection.</p>
PBC 3	The National Learning Assessment System (NLAS) is functional.
Description	The indicator will verify that the NLAS is functional during the project cycle and is able to carry out national large-scale standardized learning assessments designed to inform policy and instruction for learning improvement. The NLAS is considered functional if at least two national large-scale learning assessments are carried out, completed, and disseminated during the project cycle. These assessments will be based on the EGRA and EGMA assessment methodology to assess reading and mathematics in grade 2, and assessments will be administered to a sample of schools as a pilot. At the classroom level, NLAS will pilot the Teach classroom observation tool in selected primary schools.
Data source/ Agency	Student national learning assessment reports/ENEAS - DPEE (MEPSTA) (EGRA/EGMA learning assessments results / Teach classroom observation reports
Verification Entity	Independent verification Agent
Procedure	<p>Indicator verification process: For the verification of results, an independent verification agent will be recruited by the MEPSTA to evaluate the validity and reliability of results provided by the MEPSTA (i.e., ENEAS and DPEE). The independent verification agent will produce a report on the data collection and analysis process. The World Bank will validate the independent verification agent report, which will ensure that the methodology used to verify results complies with international standards. Results achieved and validated by an independent verification agent will be validated by MEPSTA, endorsed by LEG, and submitted to the Bank.</p> <p>Disbursement rule: The variable part is paid if The NLAS is considered functional. The NLAS is considered functional if the</p>



following conditions are met:

Year 1: Each milestone will cost 1/2 of the allocated amount US\$300,000

- 1/2 of allocated funds is disbursed if A Diagnostic of the learning assessment system is conducted and highlight key issues and propose recommendations to strengthen the NLAS and an action plan for the improvement of the learning assessment system is available and endorsed by the MEPSTA, and transmitted to and approved by the Bank
- 1/2 of allocated funds is disbursed if capacity building is provided for DPEE, ENEAS and key counterparts (i.e., DREs and inspectorates focal points) to strengthen their capacity to conduct learning assessments.

Year 3: US\$700,000 is disbursed if at least one learning assessment (EGRA/EGMA) are completed and results are disseminated and at least one evaluation based on the *Teach classroom observation tool* is completed and results are disseminated

Year 5: US\$404,000 is disbursed if at least two learning assessment (EGRA/EGMA) are completed and results are disseminated.

The amount undisbursed could be postponed to the School Year Y +1, but only once and subject to Bank no objection.



ANNEX 1: Implementation Arrangements and Support Plan

Institutional and Implementation Arrangements

1. **A Project Steering Committee (PSC), chaired by the Minister in charge of Primary, Secondary, Technical and crafts education or his representative,** will be composed of: (i) representatives from Recipient’s ministries in charge of Primary, Secondary, Technical and Crafts Education, Social Action and Promotion of Women and Literacy, Higher Education and Research, Economy and Finance, Planning and Cooperation; (ii) key directorates within the MEPSTA (i.e., Director of Financial Affairs, Director of Training, Director of Pre-Primary and Primary Education, Director of Educational Planning and Evaluation, and Director of Human Resources, Director of Secondary Education, all Regional Directors of Education, and the Director of Literacy and Non-Formal Education within the *MASPFA*); (iii) the Teachers Union or the Head teachers’ associations; (iv) Parents Associations; (v) district education authorities; (vi) a civil society representatives; and (vii) a technical representative from the LEG coordination, among others as further detailed in the PIM (“PSC”). The PSC shall meet at least twice a year to, among other tasks: (a) validate planned activities, budgets for the coming year and progress reports of the Project; (b) provide support and advice to the Project team on the implementation of Project activities; and (c) provide overall guidance for the execution of Project’s activities.

2. **Project Coordination Unit (PCU).** The PCU which will be created by a ministerial decree no later than 2 months after effectiveness. The PCU will be under the responsibility of a Project Coordinator. The MEPSTA shall recruit no later than three (3) months after the Effective Date, a project coordinator, a FM specialist, an internal auditor, a procurement specialist, an accountant, an environmental safeguards specialist, a social safeguards specialist and a M&E specialist; all with qualifications, experience, and ToR acceptable to the Association. Under the authority of the SG of the MEPSTA, the Departments that will implement the Project’s various components and sub-components will be clearly identified, and each entity’s specific roles and responsibilities will be defined. Table 1.1 provides details on the Departments responsible for implementation and all directorates involved. With regards to the social and environmental aspects, in order to build an environmental and social safeguards capacity, the PCU will integrate an environmental safeguards specialist and a social safeguards specialist.

3. **The Project’s institutional and implementation arrangements build on the implementation of the PERI-2 Project (P146294).** The responsible agency will be MEPSTA. The PCU will be responsible for the coordination, FM, procurement, and M&E of the Project. Table 1.1 shows the Project components and implementation agencies, and Figure 1.1 shows the national level Project’s institutional and implementation arrangements.

Table 1.1: Project Components and Implementation Agencies

Component (Responsible)	Sub-component	Implementation entity	Directions involved in implementation
Improving Quality of Teaching and Learning (Director of Preschool and Primary Education – DEPP)	<i>Sub-component 1.1: Improved teacher training and monitoring system</i>	DF/MEPSTA	DEPP DRE
	<i>Sub-component 1.2: Curriculum reform and Textbook policy</i>	D/EPP/MEPSTA	DF IGE DRE
	<i>Sub-component 1.3: Performance based education grants to sustain RBF approach</i>	Directorate of Financial Affairs (DAF)	DPEE DRE IEPP IESG

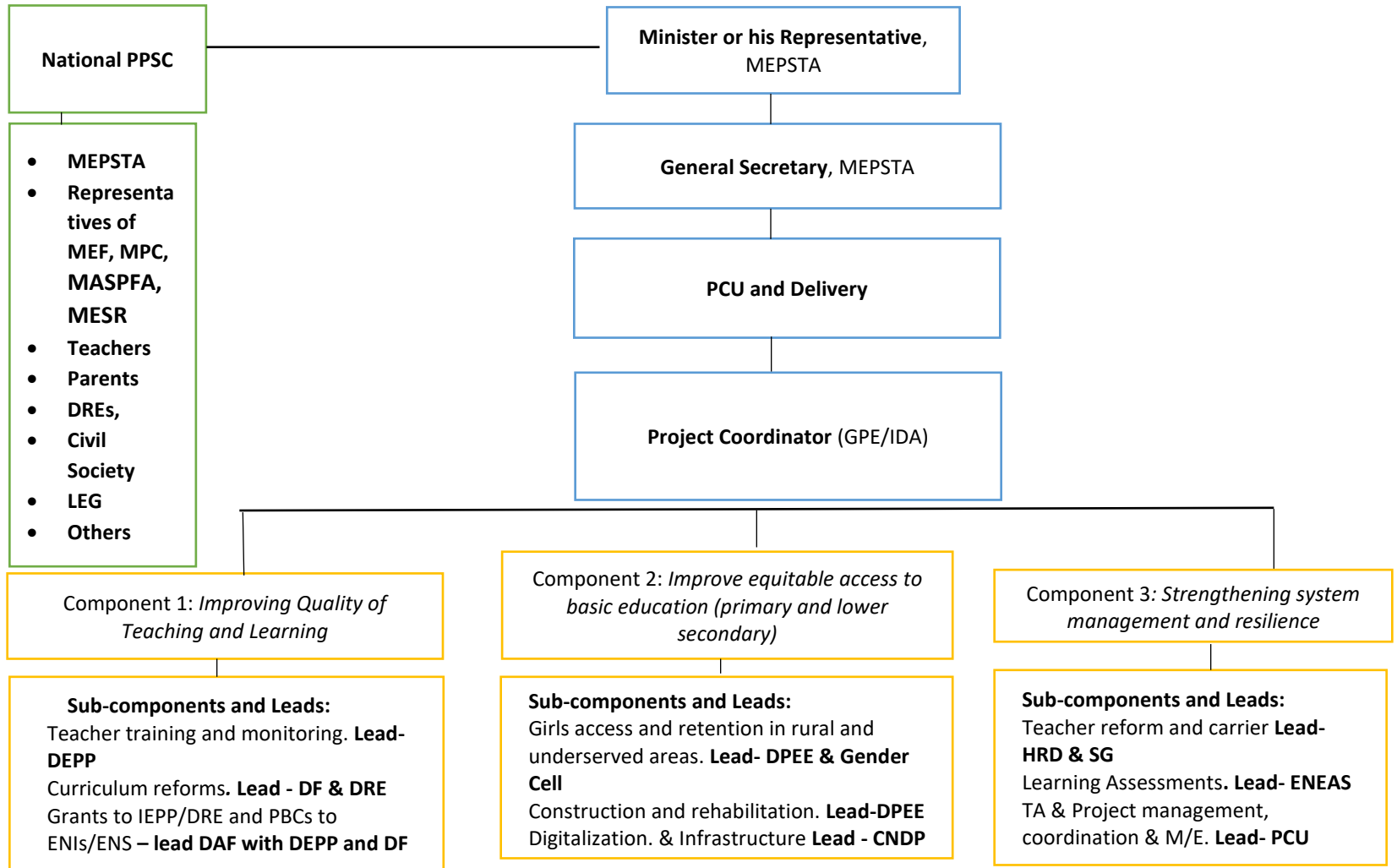


Component (Responsible)	Sub-component	Implementation entity	Directions involved in implementation
Improve equitable access to basic education (primary and lower secondary) (Director of Education Planning and Evaluation -DPEE)	<i>Sub-component 2.1: Reducing barriers to girls' education in rural and disadvantaged areas</i>	DPEE/MEPSTA	DAF DEPP DESG DR IEPP IESG
	<i>Sub-component 2.2: Expanding access in primary and lower-secondary education</i>	DPEE	DESG DEPP DAF DRE IEPP IESG
	<i>Sub-component 2.3: Supporting the establishment of digitally enabled school environments</i>	CNDP-TICE	DPEE DESG DAF DR IESG IEST
Strengthening system management and resilience (SG of MEPSTA)	3.1 System strengthening and resilience for effective sector management	HRD	DPEE DESG DEPP DRE
	3.2 Consolidating leadership and accountability and capacity building of COGEPs	ENEAS DPEE	DEPP DESG CNDP-TICE DRE IEPP IESG
	3.3 TA and M&E and Project management	PCU	All Directions

4. **Decentralized education authorities and communities will play key role in the Project.** At the regional level, the DRE will coordinate and supervise the Project activities in each of the country's six regions. The head of each DRE is the representative of the MEPSTA activities under the supervision of the General Secretary. The School Inspectorate, under the supervision of the DREs, will be the key entity for the completion and implementation of the annual work plan in their respective areas. At the school and community levels, the COGEP will be responsible for the implementation of the school projects for their own communities. In addition, they will be in charge of supporting schools to deliver the results, and to monitor and report on the appropriate functioning of schools. COGEPs will be also responsible for all Project activities taking place at the school level. The COGEPs will make publicly available the financing received from the Government and will also communicate the schools' results to the community and deliver basic school statistics indicators to the School Inspectorate.



Figure 1.1: National Level Project’s Institutional and Implementation Arrangements





Financial Management

5. **The PCU will be the World Bank's main counterpart and focal point for all FM-related activities and responsibilities under the Project.** This includes budgeting, financial reporting, supervision, management of the Designated Account (DA), and auditing.

6. **Budgeting arrangements.** The PCU, in close collaboration with all involved implementing partners and technical units, will prepare an initial work plan and budget for implementing Project activities considering the Project's objectives. Approved activities on the budget will be captured in a procurement plan, which, for the World Bank's purposes, will be the main document informing implementation. Thereafter, the PCU will prepare on an annual basis (if needed), annual work plans. The annual work plans will be approved by the Steering Committee and submitted to the World Bank for no-objection no later than November 30 of each year proceeding the year the work plan should be implemented. The budgetary discussions will begin at least six months before the fiscal year of implementation and will consider the procurement plan as the starting point. Once the budget is approved, the budget execution will be monitored through the automated accounting software to serve as a basis for a budget execution monthly follow-up, based on variance analysis report comparing planned with actual expenditures that will be part of the quarterly unaudited IFR.

Accounting and Reporting Arrangements

7. **Accounting policies and procedures.** Not later than three months after effectiveness, the Recipient will update the PIM that the PCU used for PERI-2 to reflect some processes specific to this operation, including a clear description of the performance-based disbursement mechanism (the PBCs, and EEP framework). The accounting systems, policies, and administrative and financial procedures will be documented in the PIM.

8. **Accounting staff.** The PCU has a qualified and experienced financial management specialist recruited under the Togo COVID-19 Education Systems Response Project (P174166). Based on a satisfactory performance assessment, the FM specialist will continue in the position and will be supported by one Accountant who will be competitively recruited within three months of the Project's effectiveness date. This FM team will have overall responsibility for budgeting, accounting, financial reporting, flow of funds, internal control, and auditing. The Project will reinforce FM's staff capacity through training on World Bank disbursement procedures and financial reporting arrangements, among others.

9. **Accounting information systems software.** The PCU will ensure, within three months after the Project's effectiveness, that the accounting software used for the PERI-2 is functioning properly and that it is customized for the activities financed under the Project.

10. **Accounting standards.** The PCU will use SYSCOHADA accounting standards which is commonly used among West African Francophone countries. Accounting procedures will be documented in the PIM.

Internal Control and Internal Audit Arrangements

11. **Internal controls.** The internal control policies and procedures will be documented in the PIM which will be updated within three months of the Project's effectiveness date. The PIM will document the FM and disbursement arrangements including internal controls, budget process, assets safeguards, and clarify roles and responsibilities of all the stakeholders. More generally the PIM will detail arrangements and procedures for: (i) institutional coordination and day-to-day execution of the Project; (ii) Project budgeting, disbursement and FM; (iii) procurement; (iv) monitoring, evaluation, reporting and communication; (v) safeguards monitoring and mitigation; (vi) operational modules outlining



implementation, organizational, administrative, monitoring, FM, disbursement procurement and verification protocols and arrangements for the PBF Grants under Part 1.3 of the Project (“PBF Sub-manual”), such PBF Sub-manual as annexed to the PIM; (vii) operational modules outlining implementation, organizational, administrative, monitoring, FM, disbursement procurement and verification protocols and arrangements and performance-based indicators for the PBCs under Parts 1.1(c) and 3.1(b) of the Project; (“PBC Sub-manual”), such PBC Sub-manual as annexed to the PIM; and (viii) such other arrangements and procedures as shall be required for the Project.

12. **Internal audit.** Based on a satisfactory performance assessment, the same Internal Audit arrangement designed for the ongoing Togo COVID-19 Education Systems Response Project will be used for the Project. The Project’s internal audit annual work plan will be updated within three months after effectiveness to include this Project’s internal auditing on a risk-based approach with special attention to operations costs, including per diems and other soft expenditures, to ensure they are used in an economical manner and for the purposes intended. This internal auditor will seek to ensure that the audits are done quarterly using a risk-based approach. These quarterly internal audit reports shall be submitted to the World Bank within 45 days after the end of each quarter.

13. **Transparency, accountability and anti-corruption efforts will be encouraged** including via a complaint handling mechanism; a communication strategy to inform the public through the media on all aspects of the Project; and the publication on the implementing entity or Government websites of budgets, financial reports and audited financial statements. The PCU will also handle fraud and anti-corruption in accordance with the World Bank Anti-Corruption Guidelines referred to in the Financing Agreement.

Flow of Funds and Disbursements Arrangements

14. **Two DAs will be opened for disbursement purposes in** a commercial bank acceptable to the World Bank under the fiduciary responsibility of the PCU. Figure 1.2 below depicts the funds flow mechanism for the project.

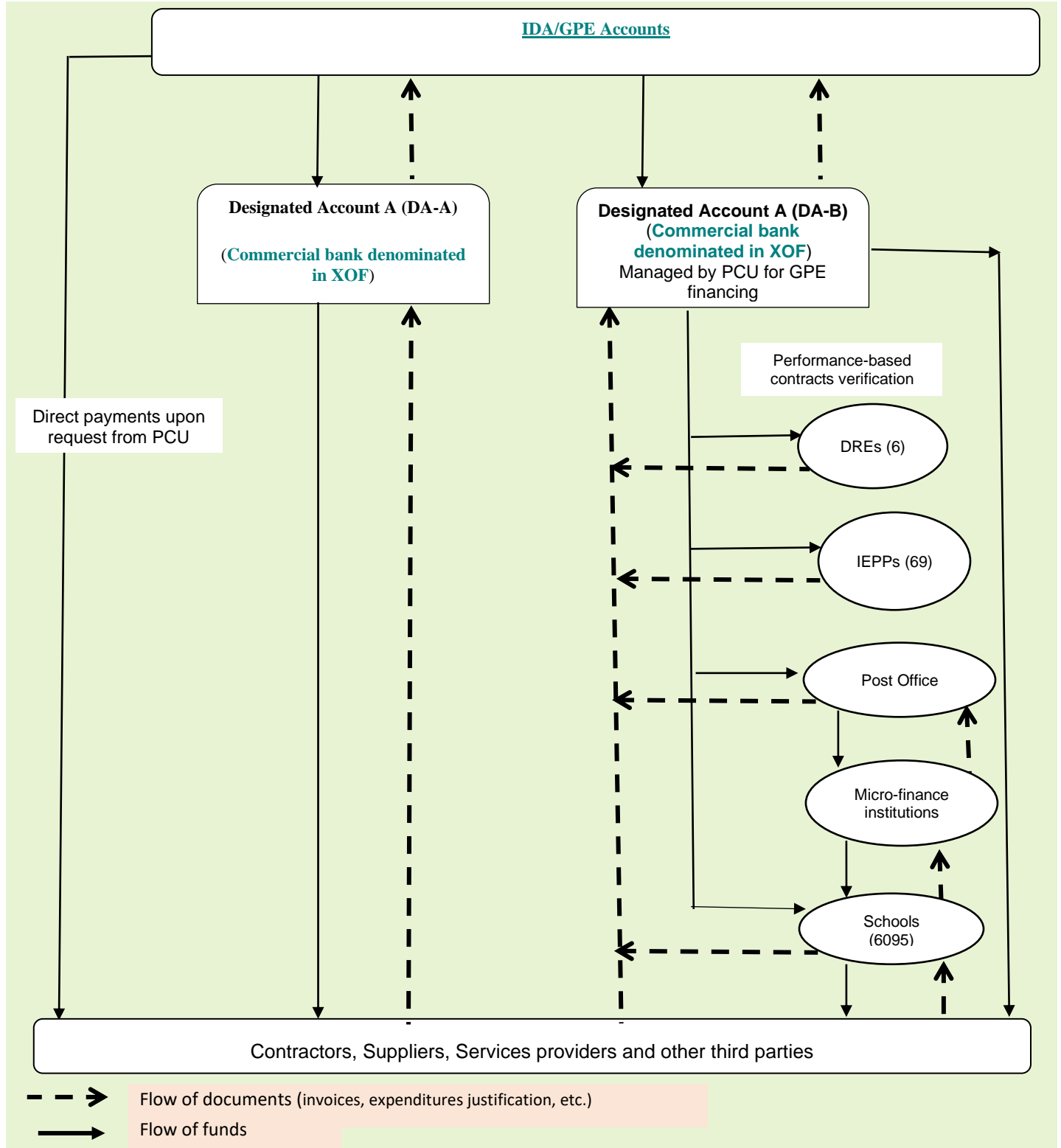
Disbursement arrangements

15. **Disbursements will be made in accordance with the Disbursement Guidelines for IPF dated February 2017.** Withdrawal application requests will be prepared by the Project’s FM specialist signed by a designated signatory or signatories (the signature authorization letter is signed by the Minister of Finance) and sent to the World Bank for processing. The Project will submit applications using the electronic delivery tool, “e-Disbursements”, available at the World Bank’s Client Connection website/web-based portal. The Authorized Signatory Letter signed by the Government of Togo will include authorization for the designated signatories to receive Secure Identification Credentials from the World Bank for delivering such applications by electronic means.

16. **Disbursements of IDA and GPE funds for the IPF activities will be report-based.** An initial advance will be made into the DA following the Project’s effectiveness based on the cash forecast to meet the Project expenditure for the first semester. Not later than 45 days following every subsequent quarter, the PCU will submit the IFR that will serve as basis for disbursement. The DA will be replenished through IFRs on a quarterly basis. Other various disbursement methods (reimbursement, direct payment and special commitment) will be available for use under the Project. Further instructions on the withdrawal of proceeds will be outlined in the Disbursement Letter and details on the operation of the DA will be provided in the Project Financial and Accounting Manual.



Figure 1.2: Funds Flow Diagram





17. **Disbursement arrangements for PBCs under the variable part of GPE’s financing.** For IPF-PBC, disbursements under the Project will be made through the reimbursement method, which are triggered by the documentation of eligible expenditures incurred and evidence of achievement of PBCs.

18. **Funds will flow from the Project Designated Account (DA) to the School Grants beneficiaries as follows:**

- (a) To DREs’ bank account on requests from the SG of MEPSTA, submitted to PCU.
- (b) To EPPs’ bank accounts on requests from DREs, submitted to PCU.
- (c) To Schools’ bank accounts on requests from IEPPs, submitted to PCU for funds to be transferred to Schools in the areas where the selected schools may have direct access to a commercial bank.
- (d) To Post Office on requests from School Inspectorates, submitted to PCU for funds to be transferred to the selected schools in lagging behind areas where the schools may not have access to a commercial bank.

19. **Funds will flow from Post Office to microfinance institutions, based on reports received from School Inspectorates;** funds will then flow from microfinance institutions to schools.

20. **PBCs will be verified by an Independent Verification Agent, to be contracted by the Government of Togo within six months of the Project’s effectiveness date.** Eligible expenditures (EE) will be reported quarterly to the World Bank through IFRs, as well as through annual external audit reports. For the Project incurred EEs, the World Bank will reimburse these expenditures according to the assigned values corresponding to the PBCs achieved with every verification cycle unless the amount of such EEs at the end of the cycle is less than the PBC values. In that case, the World Bank will reimburse an amount equals to the incurred EEs. Table 1.2 provides the list of eligible expenditure categories provided by the Government.

Table 1.2: Eligible Expenditure Categories

Eligible Expenditure Categories	2021 (US\$ Million)	2022 (US\$ Million)	2023 (US\$ Million)	2024 (US\$ Million)	2025 (US\$ Million)
School Supply and Teaching Materials	0.22	0.23	0.23	0.25	0.28
Examination Costs	1.16	1.17	1.19	1.32	1.44
Total School Transfers (school recurrent expenditures)	10.42	10.42	10.42	11.47	12.61
School Fees Subsidies	3.39	3.39	3.39	4.44	5.59
ENI support	0.54	0.54	0.54	0.54	0.54

21. **Financial Reporting Arrangements.** The PCU will prepare quarterly un-audited IFRs in form and content satisfactory to the World Bank, which will be submitted to the World Bank within 45 days after the end of the quarter to which they relate.

22. **External Audit Arrangements.** An external independent and qualified private sector auditor will be recruited to carry out the audit of the Project’s financial statements. The annual audits will be conducted based on ToRs deemed satisfactory by the World Bank. The Auditor will express an opinion on the Annual Financial Statements and perform his audit in compliance with International Standards on Auditing. The auditor will be required to prepare a Management Letter detailing observations and comments and providing recommendations for improvements in the accounting system and the internal control environment. The audit report on the annual Project financial statements and activities of the DA shall be submitted to the World Bank within six (6) months of the end of each fiscal year.



23. In accordance with World Bank Policy on Access to Information, the Recipient is required to make its audited financial statements publicly available in a manner acceptable to the World Bank; following the World Bank’s formal receipt of these statements from the Recipient, the World Bank also makes them available to the public.

Table 1.3: FM Action Plan

Issue	Remedial action recommended	Responsible entity	Completion	Effectiveness conditions
Staffing	Recruit a qualified and experienced Accountant under ToR acceptable to IDA.	PCU/MEPSTA	Three months after effectiveness	N
Information system accounting software	Ensure the well-functioning of the PCU-MEPSTA’s accounting software	PCU/MEPSTA	Three months after effectiveness	N
Financial reporting: IFR	Format, content, and frequency of the IFR were agreed during Project negotiation	PCU/MEPSTA	Completed	N
Administrative, Accounting and Financial Manual of procedures	Update PCU-MEPSTA’s Administrative, Accounting and Financial Manual of procedures (as part of the PIM) that also includes a clear description of the performance-based disbursement mechanism (the PBCs, and EEP framework).	PCU/MEPSTA	Completed	N
Internal audit	Update of Internal auditor’s work-program to include the new Project’s internal auditing on a risk-based approach;	PCU/MEPTAS	Three months after effectiveness	N
PBC Independent Verification	Recruitment of an IVA	PCU/MEPSTA	Six months after effectiveness	N
External financial auditing	Appoint an external auditor acceptable to IDA	PCU/MEPSTA	Six months after effectiveness	N

24. **Implementation Support Plan.** FM implementation support missions will be carried out once a year based on the moderate FM residual risk rating. Implementation support will also include desk reviews such as the review of the IFRs and audit reports. In-depth reviews and forensic reviews may be done where deemed necessary. The FM implementation support will be an integrated part of the Project’s implementation support plan. FM activities and frequency are presented in Table 1.4.



Table 1.4: FM Activities and Frequency

FM Activity	Frequency
Desk reviews	
IFRs review	Quarterly
Audit report review of the Project	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	Once per year (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	During implementation and & as needed.

25. **The conclusion of the assessment** is that the FM arrangements in place meet the World Bank’s minimum FM requirements under World Bank Policy and Directive for IPF Operations, and subject to the implementation of the FM action plan above, are therefore adequate to provide, with reasonable assurance, accurate and timely information on the status of the Project required by the World Bank. The overall FM residual risk rating for the Project is assessed as Moderate based on mitigation measures outlined above. The proposed FM arrangements, including the mitigation measures for this financing, are considered adequate to meet the World Bank’s minimum FM requirements under the FM Manual for World Bank IPF Operations.

Procurement

26. **The Recipient will carry out procurement under the Project in accordance with the “World Bank’s Procurement Regulations for IPF Borrowers”**, dated November 2020 under the ‘New Procurement Framework’ and the “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants”, dated October 15, 2006 and revised in January 2011 and as of July 1, 2016, and other provisions stipulated in the Financing Agreement.

27. **All procuring entities, as well as bidders and service providers (e.g.,suppliers, consultants, etc.) shall observe the highest standard of ethics during the procurement and execution of contracts financed under the Project** in accordance with paragraph 3.32 and Annex IV of the Fraud and Corruption aspects of the Procurement Regulations.

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

29. **The Recipient shall publish the Specific Procurement Notices (SPNs) for all goods, non-consulting services**, and the Requests for Expressions of Interest on their free-access websites, if available, and in at least one newspaper of national circulation in the Recipient’s country and in the official gazette. For open international procurement selection of consultants using an international shortlist, the Recipient shall also publish the SPN in UNDB online and, if possible, in



an international newspaper of wide circulation; and the World Bank arranges for the simultaneous publication of the SPN on its external website.

30. **Procurement environment.** The public procurement system is governed by Law No. 2009-013 of June 30, 2009, on public Procurement and Public Service Delegations and by Decree No. 2009-277 of November 11, 2009, containing the code of public contracts and delegations of public service. The public procurement code transposes in Togolese law the provisions of the West African Economic and Monetary Union Directives of 2005 (Directive 04 on the procedure for the procurement, execution, and regulation of public procurement and public service delegations; Directive 05 on the control and regulation code of public contracts and delegations of public service).

31. **MEPSTA has established a Public Procurement Control Commission (CCMP) and a Public Procurement Control Commission (CPMP), each consisting of five members.** The CPMP is chaired by the Head of Public Procurement (*Personne Responsable des Marchés Publics*, PRMP). The procurement bidding documents to be elaborated by the Procurement Specialist of the Project will be submitted to the PRMP for the review of the CCMP, or for the decision of the National Procurement Control Directorate (DNCMP) under the Ministry of Finance depending on the procurement control threshold described in the procurement code. The Project's institutional and implementation arrangements will build on the implementation of the PERI-2 (P146294) and ongoing COVID-19 Education Response Project (P174166).

32. **Filing and record keeping.** The Procurement Procedures Manual will set out the detailed procedures for maintaining and providing readily available access to Project procurement records, in compliance with the Financing Agreement. The procurement unit attached to the PRMP will assign one person responsible for maintaining the records. The logbook of the contracts with a unique numbering system shall be maintained. The signed contracts as in the logbook shall be reflected in the commitment control system of the Recipient's accounting system or books of accounts as commitments whose payments should be updated with reference made to the payment voucher. This will put in place a complete record system, whereby, the contracts and related payments can be corroborated.

33. **Project Procurement Strategy for Development.** The Recipient has prepared a PPSD which describes how fit-for-purpose procurement activities will support Project operations for the achievement of PDOs and deliver value for money. The procurement strategy was discussed during negotiation and agreed with the consideration that this is an evolving document. It considers institutional arrangements for procurement, roles and responsibilities, monetary thresholds, procurement methods, and prior review, and the requirements for carrying out procurement. It also includes a detailed assessment and description of the Government's capacity for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Special arrangements like direct contracting, use of Statements of Expenses, United Nations' agencies, third-party monitors, local NGOs, Force Account, or civil servants needs, results-based arrangements, need for prequalification, if any, are also considered and addressed.

34. The recruitment of civil servants as individual consultants or as part of the team of consulting firms will abide by the provisions of paragraph 3.23 (d) of the Procurement Regulations.

35. **Procurement Plan.** The Recipient has prepared a detailed 18-month Procurement Plan which was agreed by the Government and the World Bank during the project negotiations. The Procurement Plan will be updated in agreement with the World Bank annually or as required to reflect the actual Project implementation needs and improvements in institutional capacity.



36. **Services.** The Project will procure, *inter alia*: (i) textbooks; (ii) classrooms; (ii) technical assistance for the finalization of training modules for teacher training and trainers in the school of teachers “ENI” as well as for those at the central, regional and municipal levels; (iv) consultancy services to support capacity building activities; (v) labor market analysis for the MEPSTA; (vi) qualitative studies of newly introduced educational policies under the Project (i.e. textbook policy, conditions modality to transfer the copy right to the private and teacher deployment and professional development); (vii) feasibility study on incentives to recruit and support women in the teaching profession aimed at significantly increasing the rate of women in the teaching profession at all levels and promoting their presence as role model in areas where girls’ education in lagging behind; (viii) feasibility study of a mechanism for attracting, retaining and rotating teachers in the areas; (ix) computing equipment, and (x) acquisition of vehicles; etc . The contracts to be procured during the Project implementation are not subject to present specific constraints or require a particular technology.

37. **Training, workshops, study tours, and conferences.** Training activities would comprise workshops and training, based on individual needs, as well as group requirements, on-the-job training, and hiring consultants for developing training materials and conducting training. Selection of consultants for training services follows the requirements for selection of consultants mentioned earlier. All training and workshop activities (other than consulting services) will be carried out on the basis of approved annual work plans/training plans that would identify the general framework of training activities for the year, including: (i) the type of training or workshop; (ii) the personnel to be trained; (iii) the institutions which would conduct the training and reason for selection of this particular institution; (iv) the justification for the training and how it would lead to effective performance and implementation of the Project; and (v) the duration and estimated cost of the proposed training; Report by the trainees, including completion certificate/diploma upon completion of training, shall be provided to the Project Coordinator and will be kept as part of the records, and will be shared with the World Bank if required.

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

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

40. **Procurement methods.** The Recipient will use the procurement methods and market approach in accordance with the Procurement Regulations. Open National Market Approach is a competitive bidding procedure normally used for public procurement in the country of the Recipient and may be used to procure goods, works, or nonconsultant services provided it meets the requirements of paragraphs 5.3 to 5.6 of the Procurement Regulations. The thresholds for particular market approaches and procurement methods are indicated in Table 1.5. The thresholds for the World Bank’s prior review requirements are also provided in Table 1.5.



Table 1.5. Thresholds^a, Procurement Methods, and Prior Review

No.	Expenditure Category	Contract (C) Value Threshold* [equivalent to US\$]	Procurement Method	Contracts Subject to Prior Review [equivalent to US\$]
1	Works	$C \geq 5,000,000$	Open Competition International Market Approach and Direct Contracting	$\geq 5,000,000$
		$200,000 < C < 5,000,000$	Open Competition National Market Approach	None
		$C \leq 200,000$	Request for Quotations	None
2	Goods, IT, and non-consulting services	$C \geq 500,000$	Open Competition International Market Approach and Direct Contracting	$\geq 1,500,000$
		$100,000 < C < 500,000$	Open Competition National Market Approach	None
		$C \leq 100,000$	Request for Quotations	None
3	Consulting Services	$C < 100,000$	National shortlist for selection of consultant firms	None
		$C \geq 100,000$	International shortlist for selection of consultant firms	$\geq 500,000$
4	Engineering and Construction Supervision	$C < 300,000$	National shortlist for selection of consultant firms	None
		$C \geq 300,000$	International shortlist for selection of consultant firms	$\geq 500,000$
5	Individual consultants	All Values	All approaches	$\geq 200,000$
6	Direct contracting	All values	—	As agreed in the Procurement Plan
7	Training, workshops, and study tours	All values	Based on approved annual work plans and budgets	Annual work plans and budgets

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

41. **Procurement risk rating.** The Project procurement risk before the mitigation measures is **Moderate**, mainly because MEPSTA doesn't have a good track record of managing procurement processes, especially those of textbooks coupled with taxes and duties issues; as demonstrated by the last Post Procurement Reports of the closed Togo-Education and Institutional Strengthening Project 2 (P146294). The risk can be reduced to a residual rating of moderate following the successful implementation of the identified mitigation measures. The risks and mitigation measures are provided in Table 1.6.

**Table 1.6 Procurement Risk Assessment and Mitigation Action Plan**

Procurement Risk	Mitigation Measures	Responsibility and Deadline
An Operational Manual including a section on procurement is not available	Elaborate and submit to IDA for agreement, a satisfactory version of the Operations Manual comprising a section on procurement for use by the Project	MEPSTA; by 3 months after Project effectiveness
An CERC manual, including a section on procurement, is not available	Elaborate and submit to IDA for agreement, a satisfactory version of the CERC Manual	MEPSTA; by 6 months after Project effectiveness and before the use of CERC
At present, there is no qualified Procurement Specialist within the procurement unit attached to the PRMP of the PCU	Recruit and maintain a Procurement Specialist with qualification and expertise satisfactory to the World Bank within PCU	MEPSTA; by 3 months after Project effectiveness
Weak capacity of the CCPM, CPMP, and the DNCMP in the New Procurement Framework procedures of July 2016 and revised in November 2017 and August 2018	Reinforce the capacity the Procurement Commission, the PCC, the DNCMP in the New Procurement Framework procedures of July 2016, and revised in November 2017 and August 2018	Project Procurement Specialist to be recruited by MEPSTA; By three months after the Project effectiveness
MEPSTA doesn't have a good track record of managing procurement processes, especially those of textbooks coupled with taxes and duties issues as demonstrated by the last Post Procurement Reports of the closed Togo-Education and Institutional Strengthening Project 2 (P146294)	Assigned qualified and experienced textbook experts to the projects on the recipients side and the World Bank side to assist on procurement of textbooks	MEPSTA and World Bank Project team/as and when needed during Project life
Long delay by the Ministry of Economy and Finance (<i>Ministère de l'Economie et des Finances</i> , MEF) for the approval of contracts	The MEF shall comply with procurement service standard times for contract approval time	MEPSTA /DNCMP/MEF; as and when needed during Project life
Unrealistic commitment in annual Government budgets	The MEF shall ensure the Project has a realistic commitment in each annual Government budget	MEPSTA /MEF; as and when needed during Project life



Implementation Support Plan

42. **This Project will require ongoing implementation support throughout its life.** A broad range of skills will be required for the World Bank to effectively support its implementation. The implementation support team will include specialists in administration, FM; procurement; education; environmental and social safeguards; project management; social mobilization/advocacy; training for MEPSTA officials and COGEP members; and M&E. The procurement specialist will carry out annual *ex-post* review of procurement that falls below prior review thresholds and will have separate focused missions depending on the procurement needs that arise. The FM specialist will review all FM reports and audits and take necessary follow-up actions according to World Bank procedures. The World Bank will also identify capacity building needs to ensure successful implementation of the Project. Implementation support in the first year of the Project will be intense and focus on creating Project implementation momentum through institutional capacity strengthening and TA.

43. **DPs are expected to provide TA to MEPSTA to strengthen the implementation of select Project activities, in line with their respective mandates.** The World Bank will coordinate its implementation support with these partners to get the most value-for-money, avoid duplication, and exploit synergies.

44. **The World Bank will undertake implementation support missions (supervision missions).** A mid-term review (MTR) will be organized by the World Bank to take stock of Project’s implementation and to identify corrective actions or adjustments, as necessary. Following the Project’s closure, the World Bank will prepare an ICR which will provide a thorough and systematic assessment of the Project’s overall performance and distill lessons which may be relevant for future operations in Togo, as well as across the SSA region.

45. **The World Bank will monitor progress based on:** (i) key performance indicators, as identified in the Results Framework; (ii) implementation of the activities financed under the Project’s various Components; (iii) the implementation of the procurement plans; (iv) whether estimated Project costs are sufficient to cover planned activities and whether reallocation of grant funds is required; (v) compliance with World Bank FM and disbursement provisions; and (vi) compliance with ESS standards and procedures.

Table 1.7: Implementation Support Plan

Timeline	Focus	Skills Needed	Resource Estimate
0–12 months	Creating Project implementation momentum through institutional capacity strengthening, preparation for first procurement packages and TA for implementation.	Project management, operational, technical (including M&E), fiduciary, environment, and social	At minimum, two formal implementation support missions. (Such mission might be conducted virtually in case the situation is still precarious.)
12–24 months	Continued institutional capacity enhancement, implementation monitoring, operational and TA to support implementation	Project management, operational, technical (including M&E), fiduciary, environment, and social	Two formal implementation support missions; just-in-time TA



Midterm review	Midterm review and identification of midcourse adjustments	Project management, operational, technical (including M&E), fiduciary, environment, social	Comprehensive MTR mission
Completion phase	ICR and final payments	Project management, fiduciary	ICR mission



ANNEX 2: Economic Analysis

1. This section provides the rationale for investing in education in Togo and estimates economic IRR on education.

First, an analysis of key sector issues, the reasons for investing in the education sector as well as the returns to education are provided. This analysis describes: (i) the development impact in terms of expected benefits; (ii) the value added of the World Bank's support; (iii) the methodology and assumptions adopted; (iv) the key challenges in the education section and the linkages between educational outcomes and the labor market; and (v) the rationale for investing in education in terms of quality, equity and private benefits of education. Second, a cost-benefit analysis of the Project is presented to justify the overall economic benefit of undertaking the activities supported undertaken under the Project.

2. Expected Development Impact. The Project aims to support the Government of Togo Ministry of Education to improve equitable access and quality of basic education for all children. The Project Development Objectives are to: (i) improve the quality of teaching and learning; (ii) improve equitable access to basic education in select regions, particularly among girls; and (iii) strengthen sector management and governance. In addition, considering existing risks in training institutions, teachers and staff will be sensitized to SGBV prevention based on the policy and legal framework. The Project would also focus on improving the quality and relevance of education by strengthening the quality of teachers and encouraging improving curricula and learning conditions. Finally, the Project is expected to have a direct impact on improving girls' retention in school and their learning. This will have a long-lasting effect on future generations both in terms of productivity, but also in terms of effects on high fertility, and health and education of future generations.

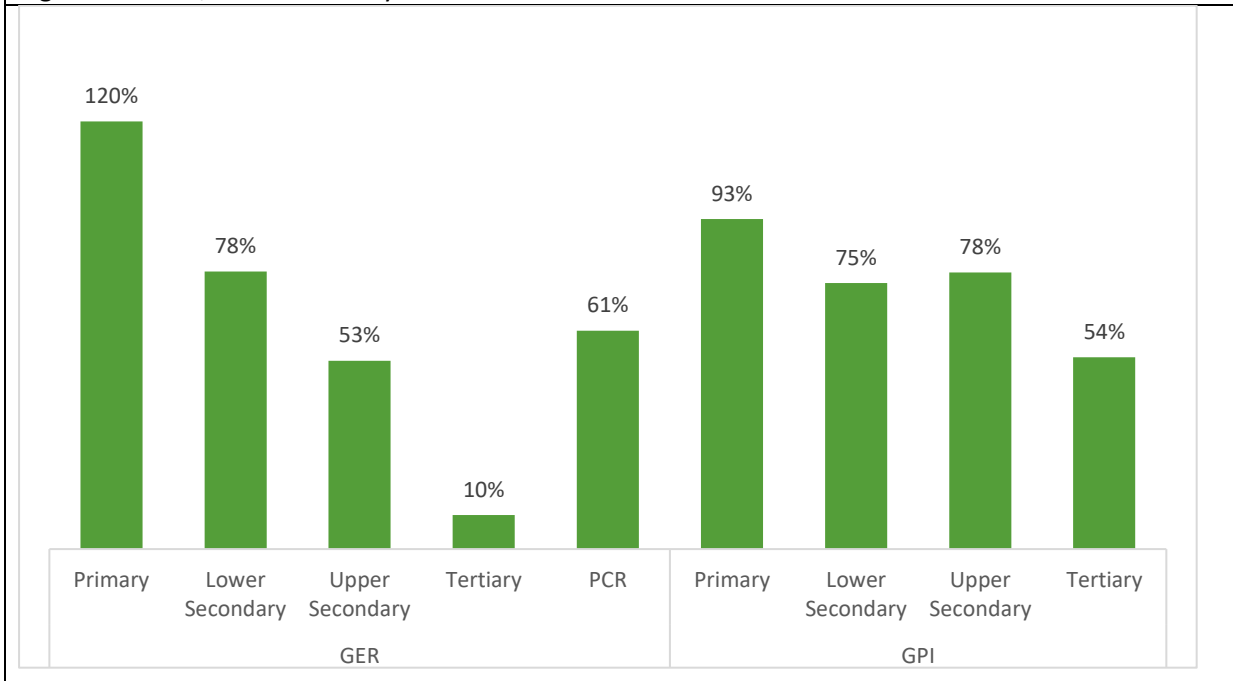
Key challenges in the education sector

3. Access remains low particularly at post-secondary level of education in Togo. Figure 2.1 shows the gross enrollment rate (GER) by level of education, the Primary Completion Rate (PCR) and the Gender Parity Index (GPI). At the national level, GER stands at 120 percent at the primary level, whereas the lower secondary GER stands at 78 percent. At the tertiary level, the GER stands at only 10 percent. The PCR stands at 61 percent. The GPI, which measures the ratio between the number of boys and girls, is 93 percent at the primary level and 75 percent at the lower secondary level in Togo. Which means that about nine girls are enrolled in primary education for every ten boys. This, in terms of the Millennium Development Goals and SDGs and targets, leaves Togo far behind even those targets set to be achieved by 2015 for universal primary completion and for gender parity at all levels of education.

4. About 12 percent of children aged 6-11 were out-of-school in 2015. Although the out-of-school rate is relatively low in Togo, there are some disparities in access to education across different socioeconomic backgrounds. In fact, the incidence of out-of-school disproportionately affects children from economically disadvantaged groups, rural areas and girls. Figure 2.2 also shows large disparities between regions in terms of out-of-school rates. For instance, the out-of-school rate is lower in the Centrale region (about 4 percent) while it reaches 21 percent in Savanes region.

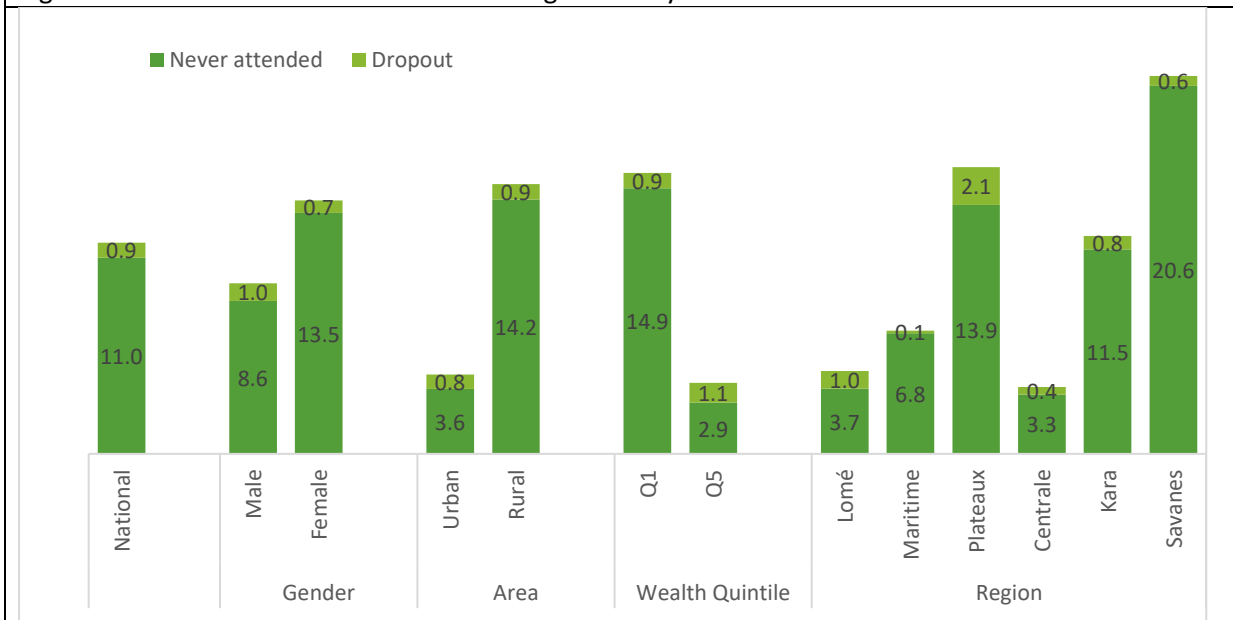


Figure 2.1: GER, PCR and GPI by level of education



Source: UIS and World Bank's estimations based on QUIBB 2015.

Figure 2.2: Out-of-school rate for children ages 6-11 by socioeconomic status



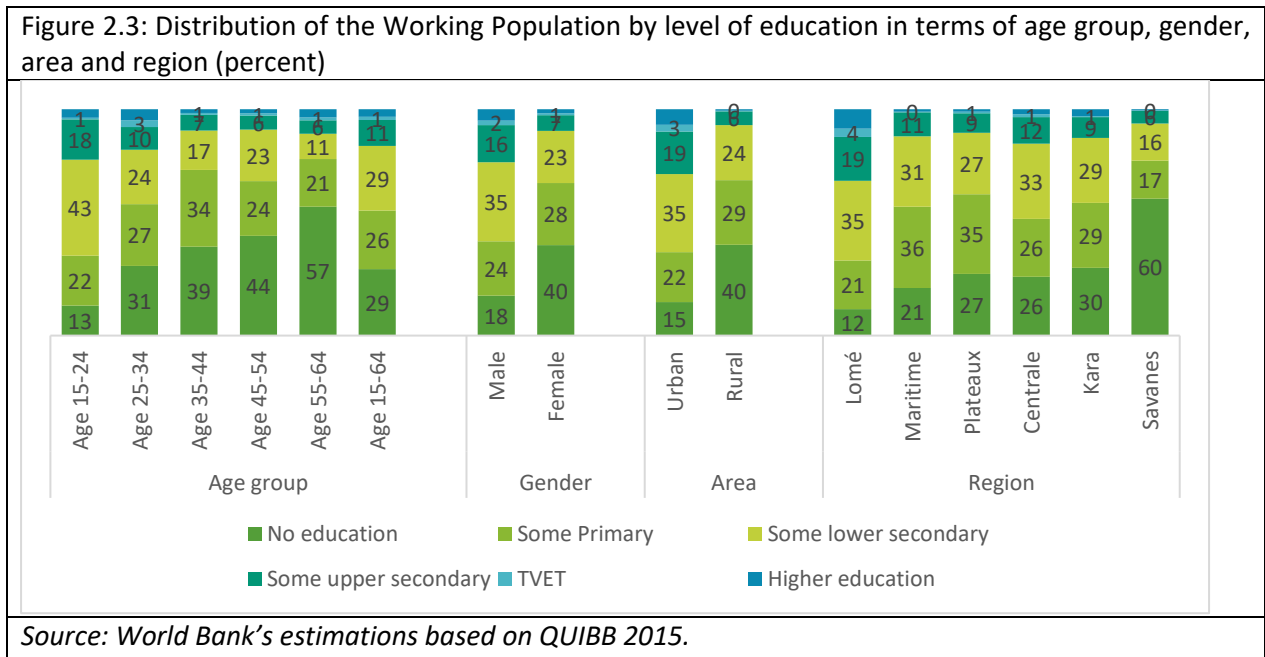
Source: World Bank's estimations based on QUIBB 2015.

5. Learning outcomes in Togo are low, as results from the 2014 PASEC show that 47.6 percent of grade 6 children reach sufficient competency threshold in mathematics and the proportion is only 38.4 percent in reading. With an index



of 0.41 out of 1, Togo ranked 122 out of 157 countries on the HCI in 2017. Furthermore, children in Togo can expect to complete 9.1 years of pre-primary, primary and secondary school by age 18. However, when years of schooling are adjusted for quality of learning, this is only equivalent to 5.6 years: a learning gap of 3.5 years. An appropriate policy action is needed to improve the quality education which will increase the potential of the youth and equip them with the skills that would enable them to integrate the productive labor force.

6. **The current education and human capital profile of the labor force in Togo is characterized by low educational attainment and low youth literacy rates.** Figure 2.3 shows the educational attainment of the working-age population by age group as well as by gender, area and regions. About one third of the working age population (age 15-64) has no formal education. Among the educated workforce, 26 percent have some primary education, 29 percent have some lower secondary education, 11 percent have some upper secondary education, 1 percent has some TVET education and 3 percent have some higher education. Figure 2.3 also shows that 13 percent of the youth cohort (age 15-24) has not received any formal education - a significantly lower proportion than the adult cohort (age 55-64) with no formal education which stands at 57 percent. When the distribution of the working age population is disaggregated by gender and geographic location, the following are observed: (i) there are relatively more women (40 percent) than men (18 percent) who have not received a formal education; (ii) rural areas, and especially the Savanes region, have the highest proportion of the working age population with no education. For instance, 60 percent of the population in Savanes region have not received any formal education. Rural areas have higher percentage of working age people (40 percent) with no education compared to urban areas (13 percent). This suggests that the labor market is likely composed of workers with low skills who have not completed primary education, and this increases the likelihood of working in the informal and weak productivity sector.



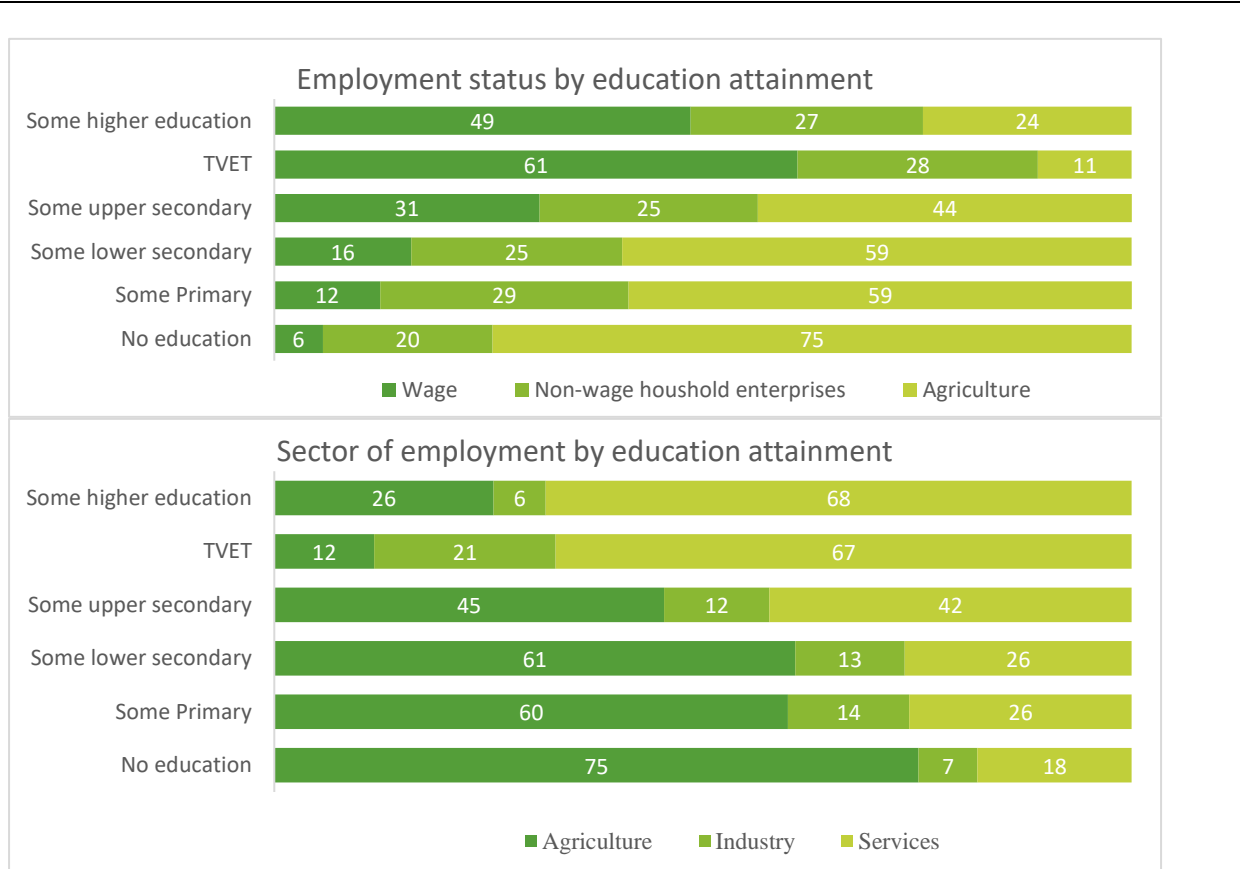


Returns to Education

7. In terms of the benefits of education, Togo’s labor market provides a strong signal that investment on education yields higher returns and better employment opportunities to both individuals and households and contributes to reducing inequality in access to education as well as post-education labor market outcomes. In Togo, higher levels of education are associated with better earnings, an increased probability of wage employment and increased the likelihood of finding employment in more productive sectors.

8. The type of employment the labor force is engaged in is associated with the level of educational attainment: workers with low levels of education tend to be involved in farming employment, whereas those with higher levels of education tend to work in wage employment, which represents a more stable and consistent form of wage employment (Figure 2.4 top). On average, only 6 percent of the working-age population with no formal education is engaged in wage employment as opposed to 61 percent of those with some TVET education. More educated individuals tend to work in the services sector since it offers better economic benefits and formal employment (Figure 2.4 bottom). About 18 percent of the working age population with no education work in services sector whereas, 68 percent of the labor force with some higher education level work in the service sector.

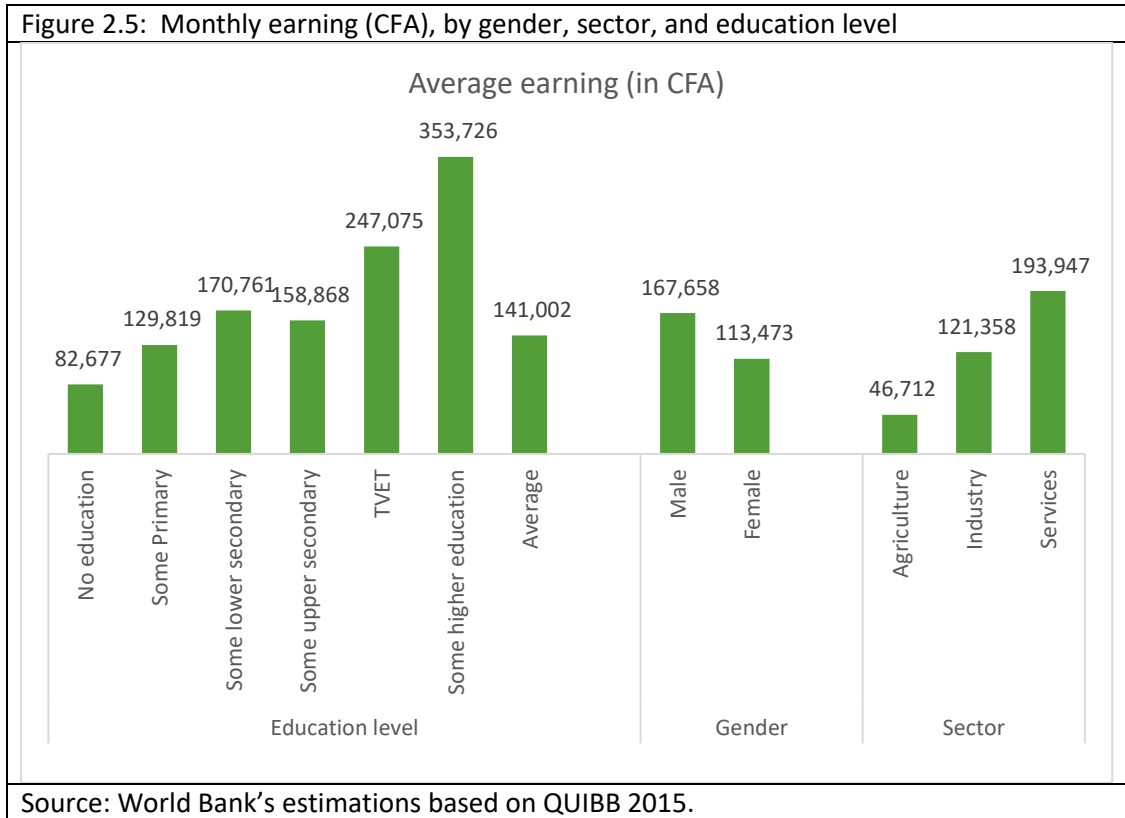
Figure 2.4: Employment status and sector of employment by education attainment for working age population (age 15-64)



Source: World Bank’s estimations based on QUIBB 2015.

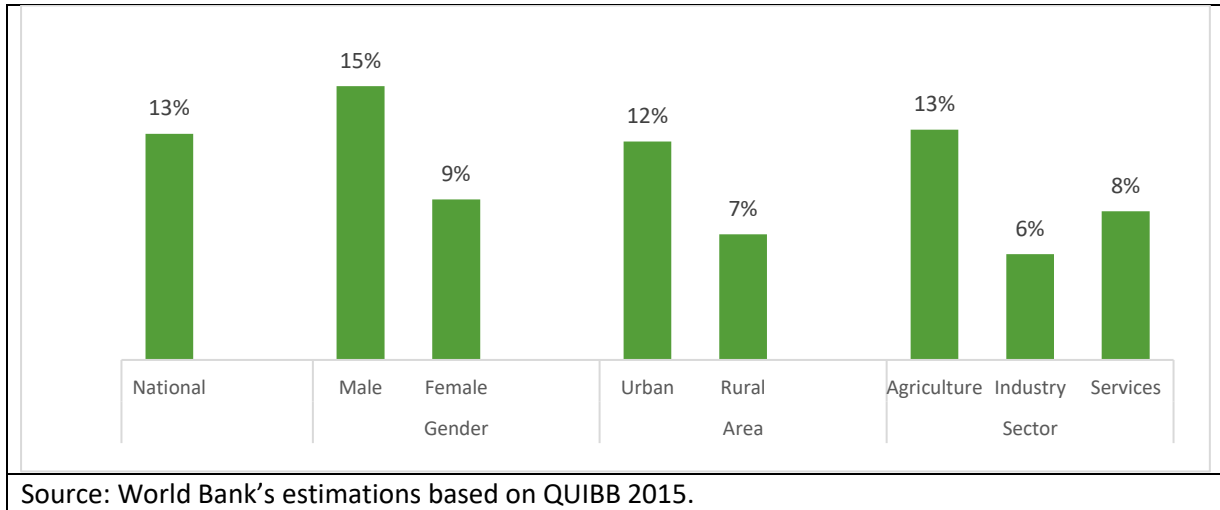


9. In terms of investment on education, the labor market signals higher returns and better employment opportunities for higher level of skills. While education has direct and indirect economic and social impacts, this section only focuses on the economic effects. As such the efficiency of the education sector is measured in terms of the value that education offers through earnings and employment opportunities. For example, the average estimated earnings increase from FCFA 82,677 (about US\$149) for the working age population with no formal education to FCFA 353,726 (about US\$637) for those with some higher education level which is more than four times of the income of an individual with no education (Figure 2.5).

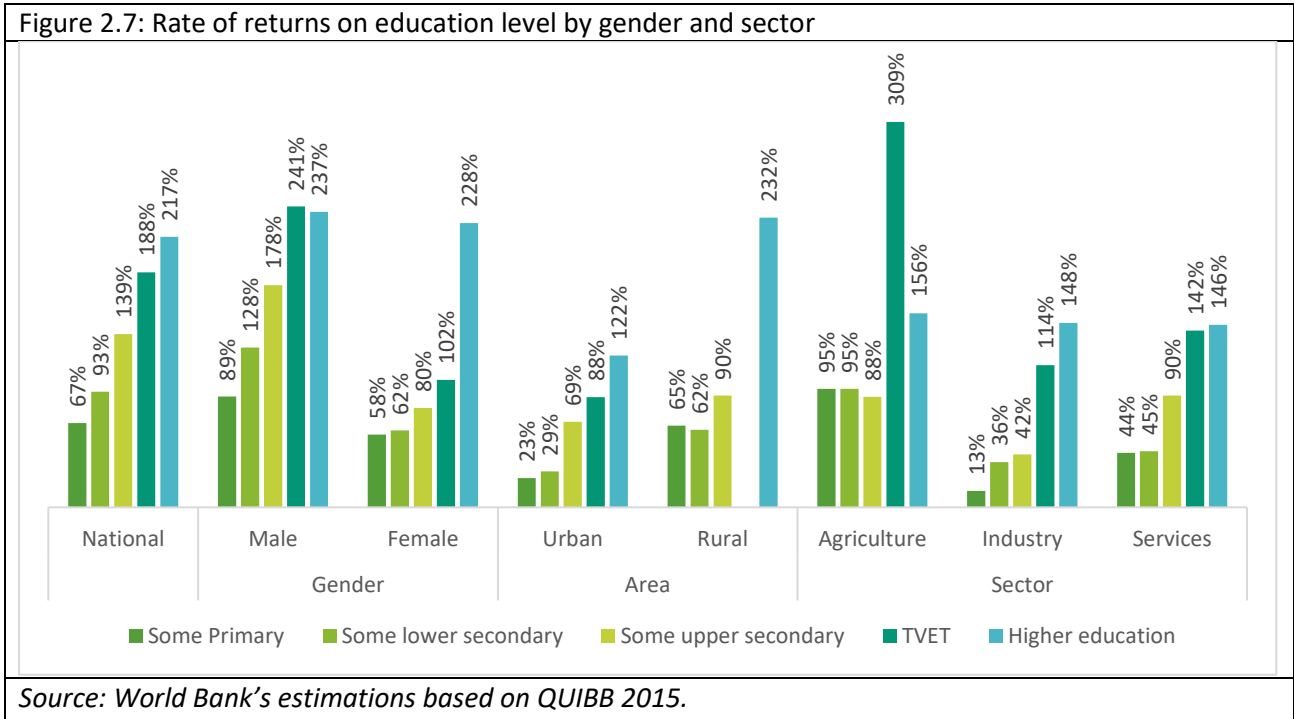


10. Education is a positive and profitable investment in Togo. At the national level, one additional year of schooling increases income by 13 percent. Figure 2.6 presents estimates from the *Mincerian* regression by gender, area of residence, and sector. It indicates better returns for men compared to women. For the same level of educational attainment, men have a higher rate of return (15 percent) than women (9 percent). The rate of returns on education in the agriculture sector is higher than in the other sectors.

Figure 2.6: Rate of returns on additional years of schooling by gender and area



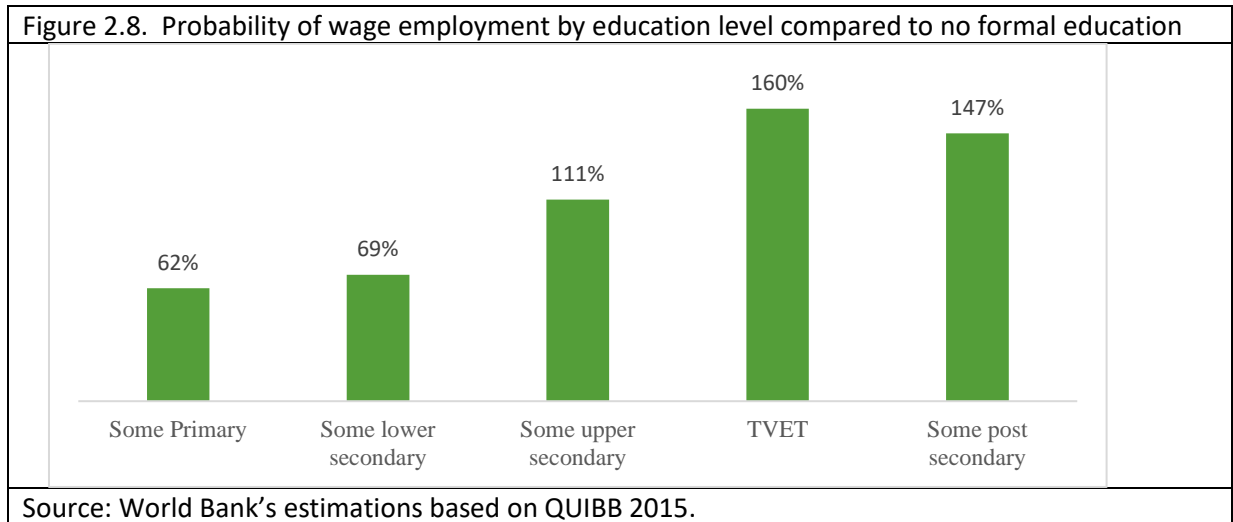
11. **Individuals with a higher level of education receive better economic returns and the rate of return on education is higher for higher levels of education, confirming that education is a key determinant of livelihoods.** At the national level, the rate of return ranges from 67 percent for individuals with some primary education to 217 percent for individuals with higher education, relative to individuals with no education (Figure 2.7). The analysis shows TVET education is the level that leads to remarkably high returns in agriculture (309 percent). Therefore, like in many countries around the world, Togo's labor market strongly signals for investment on education and there is a clear economic and social rationale for investing on education.



12. **Education is not only associated with higher wage earnings, but it also increases the likelihood of wage employment.** In fact, the increase in the probability of finding wage employment ranges from 62 percent for individuals



with some primary education to 160 percent for individuals with TVET education, as compared to individuals with no education (Figure 2.8).



Cost-benefit Analysis

13. **The cost-benefit analysis is employed to estimate the benefit brought by the Project as well as the associated cost to assess the economic feasibility.** The analysis is tailored based on component-specific intervention designing, beneficiaries targeting, and the benefit quantifying. The cost-benefit analysis only captures the economic benefit streams of the project beneficiaries realized in terms of lifetime earnings because of better learning, as well as the intermediate benefits of the interventions. Semi-tangible benefits are benefits that are mostly associated with the quality component of the project and they are estimated based on standard benefit findings from similar interventions in other countries. Overall, the cost-benefit analysis uses two different approaches of benefit stream estimates – access and quality.

14. **The first approach of the cost benefit analysis focuses on access interventions of the Project.** This section captures the benefits associated with the construction of new primary and lower secondary classrooms along with latrines, water points and the provision of furniture. It is worthwhile to mention that some of the investments affect both the quality and quantity aspects of the beneficiaries' outcomes and should not be assumed as double counting the benefits.

15. **The second approach focuses on the impact of interventions on quality improvement.** This examines both the direct and indirect impact of interventions. The impact of direct interventions examines the student learning improvement through, for instance, teacher training and pedagogical support; the production and distribution of teaching and learning materials to preschool centers, primary schools and lower secondary schools to facilitate more effective pedagogical engagement with students; and the promotion of more meaningful learning activities aligned with the curriculum. The analysis builds on various studies showing the relationship between education interventions and student learning outcomes (mainly test scores)⁵⁵ and impact of learning outcomes (particularly cognitive skills) on labor market outcomes (mainly earnings). The summary results of the relevant interventions to this project are presented in detail below.

⁵⁵ The first relationship (impact of intervention on learning outcomes) is based on findings from international expert interview on 40 education interventions. The analysis uses research by Schiefelbein et al. (1998 and 2007) on the impact of education interventions, and research findings on learning outcomes and labor market relationships from developing countries. Although



16. The cost-benefit of access and quality are calculated separately, then combined to obtain the overall cost-benefit estimates which are weighted by the cost allocated to each category at project preparation stage and final actual interventions.

Assumptions for cost-benefit analysis

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

- (i) **Rates:** A 15 percent discount rate is used, the inflation rate assumed for the project lifetime is 5 percent, the maintenance cost assumed for the lifetime of the construction is 7.5percent. The 2018 official exchange rate is set at 555.7 CFA per 1US\$;
- (ii) **Earnings:** A wage rate is estimated for different levels of education and age, using the 2015 QUIBB (*Questionnaire Unifié des Indicateurs de Base du Bien-Être*). The earning rate remains the same over the benefit time span;
- (iii) **Employment:** The probability of employment remains the same and it is estimated by level of education using the 2015 QUIBB;
- (iv) **Labor market entry** – the age considered for entry in the labor market is 18;
- (v) **Life Span of the project:** The beneficiaries from access component of the project engage in the labor market for a period of 40 years and for 15 years for those benefiting from quality. The universities provide services for 40 years;
- (vi) **Probability of implementation:** The probability of project implementation used is 63percent, which is an average of 40 interventions in Latin America.
- (vii) **Running cost or maintenance costs** – There are costs associated to providing services including building maintenance fees throughout its life span. They are considered to remain the same after project interventions.

18. **Table 2.1 presents the cost-benefit analysis results for the base scenario which is the optimal level that the project could achieve based on the strictest conservative assumptions.** Both the IRR and the NPV of costs and benefits of both access and quality related interventions of the project show that the project is economically viable. The present value of the overall project benefits is estimated to be US\$311 million while the present value of costs is estimated to be US\$37 million. The corresponding NPV of the intervention benefits is US\$249 million. The IRR associated with this NPV is 40.6 percent. Although some benefits are not fully quantifiable to measure the total potential benefit of the project, the NPV of the quantifiable benefits are larger than the NPV costs, thereby strongly supporting investment on the project.

Table 2.1: IRR and NPV in millions of US\$

average measures are used to calculate the base scenario estimates, the estimated values can be affected by country-specific contexts, implementation efficiency and the school management system which require alternative scenarios to validate the analysis as robust. For example, Schiefelbein et al.'s study shows that out of the 40 interventions assessed, a divergence of one standard deviation from the mean had an average impact of 10.3 percent on the learning outcome (test score). They further estimated the probability of adequate implementation of the intervention to be at 62.8 percent - leading to an overall actual impact of 6.5 percent (10.3*62.8 percent). Findings from the labor market indicate that one standard deviation from the mean in cognitive skills (learning outcome or test score) results in 0.17 to 0.22 proportional increases in wages. Therefore, the ideal intervention with these profiles increase earnings by 1.1 percent (6.5 percent*0.17) to 1.4 percent (6.5 percent*0.22).



	Access	Quality	Total
IRR	27.7%	42.7%	40.6%
Discounted cost (present value of costs)	US\$12.89	US\$24.10	US\$36.99
<i>O/w project cost</i>	<i>US\$9.42</i>	<i>US\$20.53</i>	<i>US\$29.95</i>
<i>Maintained/incremental costs</i>	<i>US\$3.47</i>	<i>US\$.00</i>	<i>US\$3.47</i>
Present value of incremental benefits	US\$103.41	US\$207.80	US\$311.21
NPV	US\$65.31	US\$183.70	US\$249.01
Benefit/cost ratio	8.0%	8.6%	8.5%

Source: World Bank's estimations based on QUIBB 2015.

Sensitivity Analysis

19. **The sensitivity analysis was conducted by changing key assumptions from the already defined assumptions used in the base scenario.** Given that the above IRR of the base scenario is generated based on strict conservative assumptions on the benefits, the sensitivity analysis shows changes in the access and quality of education that could result from implementations of the Project under the worst and best scenario assumptions. To come up with these scenarios, certain assumptions on the benefits and costs associated with the sustainability of facilities and other key parameters are relaxed. Table 2.2 summarizes the key assumptions which have been relaxed. The cost benefit analysis was re-estimated by changing the main parameters.

Table 2.2: Summary of the key assumptions considered for the sensitivity analysis

Sensitivity parameter	Worst scenario	Baseline	Best scenario
<i>Project implementation</i>			
Probability of implementation of the project	53%	63%	73%
Life span of the building	30	40	50
Life span of quality	10	15	20
Maintenance rate	10%	7.5%	5%
Discount rate	15%	15%	12%
<i>Education system</i>			
Primary	84%	84%	89%
Lower secondary	71%	71%	76%
Upper secondary	49%	49%	54%
Class size	35	40	45

20. **The cost-benefit analysis results under the worst and best scenario assumptions show that even under the worst scenario, the Project is still sustainable.** Under the best scenario, the IRR reaches 27.6 percent and the benefit-cost ratio turns up to be as high as 8.1. The sensitivity analysis confirms this Project is a good investment and worthy intervention. The monetary return of the project activities is compensated even in the worst economic.

21. **The cost-benefit analysis results under the worst and best scenario assumptions are presented in Table 2.3 and 3.4.** The results show that even under the worst scenario, the Project is still sustainable. Under the best scenario, the IRR reaches 44.6 percent, and the benefit-cost ratio turns up to be as high as 16.7. The sensitivity analysis confirms this Project



is a good investment and worthy intervention. The monetary return of the project activities is compensated even in the worst economic.

Table 2.3: NPV in millions of US\$ and IRR based on the worst scenario

	Access	Quality	Total
IRR	25.7%	40.6%	38.5%
Discounted cost (present value of costs)	US\$13.93	US\$24.10	US\$38.04
<i>O/w project cost</i>	<i>US\$9.42</i>	<i>US\$20.53</i>	<i>US\$29.95</i>
<i>Maintained/incremental costs</i>	<i>US\$4.52</i>	<i>US\$.00</i>	<i>US\$4.52</i>
Present value of incremental benefits	<i>US\$72.63</i>	<i>US\$157.83</i>	US\$230.46
NPV	US\$40.98	US\$133.73	US\$174.71
Benefit/cost ratio	5.2%	6.5%	6.4%

Source: World Bank's estimations based on QUIBB 2015

Table 2.4: NPV in millions of US\$ and IRR based on the best scenario

	Access	Quality	Total
IRR	28.6%	47.2%	44.6%
Discounted cost (present value of costs)	US\$15.02	US\$25.92	US\$40.94
<i>O/w project cost</i>	<i>US\$10.13</i>	<i>US\$21.84</i>	<i>US\$31.97</i>
<i>Maintained/incremental costs</i>	<i>US\$4.89</i>	<i>US\$.00</i>	<i>US\$4.89</i>
Present value of incremental benefits	<i>US\$207.24</i>	<i>US\$444.48</i>	<i>US\$651.71</i>
NPV	US\$150.19	US\$418.56	US\$568.75
Benefit/cost ratio	13.8%	17.1%	16.7%

Source: World Bank's estimations based on QUIBB 2015.



ANNEX 3: Variable Part of GPE Financing

1. **The ESPIG for Togo follows the funding model introduced in May 2014 by the GPE.** The Project, through its variable part, aims to catalyze transformational policies and strategies defined in the ESP, that will have a lasting impact on the education sector for the equity, efficiency, and learning outcomes dimensions. The variable part accounts for US\$4.68 million equivalent to 30 percent of the total GPE funding to Togo (US\$15.6 million, including World Bank supervision costs).

Table 3.1: Description of GPE Allocation to Togo (in US\$)

	Total
Allocation GPE (1)	15,600,000
Supervisory costs (2)	500,000
Project cost (3) = (1) - (2)	15,100,000
Variable part (4) = (1) X 30%	4,680 000
Fixed part (5) = (3) - (4)	10,420,000
Total (fixed part and variable part) (6) = (4) - (5)	15,100,000

2. **For the disbursement of the variable part, five PBCs for the three dimensions of equity, efficiency, and learning outcomes are identified and presented below.** As per the GPE’s guidelines, they are aligned with the education sector strategy and have been discussed and endorsed by the LEG.

3. **For the variable part, the MEPSTA, supported by the ENEAS and the DPPE will assess the degree to which PBCs are met.** An IVA will be recruited by the MEPSTA to evaluate the validity and reliability of results. The IVA will produce reports on the data collection and analysis process to evaluate the quality and reliability results and the different step of the data collection process. The reports will be submitted to the MEPSTA and LEG validation. The IVA will be selected competitively using the World Bank’s competitive selection process for a two-year renewable contract. TORs for the recruitment of the IVA will be submitted to the WBG non-objection.

Table 3.2: Variable Part Indicators

Dimensions	Name of Stretch indicators	Description of stretch indicators
Equity	Stretch indicator 1 – PBC1: Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom.	The indicator monitors the proportion of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom (by 20 percentage points increase) who directly receive in-person in-service training provided under the project to improve teaching practices in reading/literacy and mathematics, including FIR, as well as instructional materials (i.e. detailed teacher guides/lesson plans/scripted lessons). Additional definitions: <u>Targeted inspectorates:</u> are inspectorates with the highest proportion of volunteer teachers. The list of targeted inspectorates is presented in Table 3.5 below. <u>Teachers demonstrating improved teaching practices in the classroom</u> are teachers that previously demonstrated poor teaching practices in classroom as per classroom



Dimensions	Name of Stretch indicators	Description of stretch indicators
		<p>observation tool report results (i.e. results will inform the baseline in year 1(Y1)), whose teaching practices improved as a result of the training activities as per classroom observation tool report results in year 2, 3, 4, and 5.</p> <p>Reporting: For reporting, a random sample of teachers will be selected and the percentage of teachers from this sample demonstrating improved teaching practices as a result of the training activities will be reported. Baseline expected Y1. These teachers will be monitored at the classroom level using a classroom observation tool (i.e., <i>TEACH</i> observation tool) under a pilot.</p> <p>Formula: The indicator is calculated using the following formula: Target 1 (corresponding to Year 2 (Y2) of the project implementation): $\frac{\text{Number of teachers for whom Y2 – Y1 score has increased by 5 percent}}{\text{Number of Teachers assessed in the sample}}$</p>
Efficiency	Stretch indicator 2 – PBC2: Reduction of the average repetition rate in primary education by at least an average of three points percentage by the end of the project.	<p>The indicator monitors the reduction of the average repetition in primary education by at least an average of three percentage points by the end of the project⁵⁶. The average repetition rate is calculated using the following formula: <i>Sum of repetition rates in each primary grade in SY t+1 [i.e. proportion of repeaters in a given grade (CP1, CP2, E1, CE2, CM1, CM2) in SY t+1 / proportion of the same cohort enrolled in the same grades in the previous SY t] divided by the number of grades (6):</i></p> $\frac{\text{Sum of repetition rates in each primary grade in SY t+1}}{6}$ <p>baseline: 13.7 [2017-2018]⁵⁷</p>
Learning Outcomes	Stretch indicator 3 – PBC3: The NLAS is functional.	<p>The indicator will verify that the NLAS is functional during the project cycle and is able to carry out national large-scale standardized learning assessments designed to inform policy and instruction for learning improvement. The NLAS is considered functional if at least two national large-scale learning assessments are carried out, completed, and disseminated during the project cycle. These assessments will be based on the EGRA and EGMA assessment methodology to assess reading and mathematics in grade 2, and assessments will be administered to a sample of schools as a pilot. At the classroom level, NLAS will pilot the <i>Teach</i> classroom observation tool in selected primary schools.</p>

Stretch indicators for "Equity"

PBC1: Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom.

Background and justification

4. In its latest RESEN (2019), the Government of Togo in collaboration with UNESCO investigated the factors likely to improve the quality of teaching and learning. An analysis of the variability of teaching conditions in public general education schools was carried out. The analysis revealed a significant variability between schools’ performance depending on teachers’ characteristics (i.e. whether the schools have well-trained teachers or have teachers with civil servant status). See teachers’ characteristics in Table 3.3 below. Civil servant teachers are recruited competitively and receive formal training through the ENIs before being assigned to schools. Whereas, volunteer teachers do not receive any formal training, they lack content knowledge and basic pedagogical skills to effectively teach in assigned grades. A total of 12,590

⁵⁶ The sectoral plan strategy is to reduce the average repetition rate by an average of three points by 2030 (baseline: 13.7).

⁵⁷ The proportion of repeaters in primary for the 2017-18 school year is 13.7 percent on the basis of MICS 2017 data within sub-cycles and on the basis of administrative data at the end of sub-cycles.



volunteer teachers are in the system, more than half of whom (or 6,268) are at the primary level⁵⁸, with a high proportion of volunteer teachers in rural areas, 89.7 percent against 10.3 percent in urban areas (see Table 3.4 below).

Table 3.3: Variability in Teaching Conditions in Public General Education Schools in Togo for the 2017-18 SY

	Primary	Lower secondary	Upper Secondary
Pedagogical Supervision Conditions			
Schools with less than 40 students per teacher	48%		
Establishments with between 40 and 60 pupils per teacher	44%		
Schools with more than 60 students per teacher	8%		
Schools with less than 40 students per teaching group		12%	30%
Establishments with between 40 and 60 students per teaching group		25%	32%
Establishments with more than 60 students per teaching group		63%	38%
Availability of student textbooks			
Establishments with no French textbooks for students	8%	37%	61%
Establishments with no math textbooks for students	14%	39%	54%
Establishments with a French textbook and a math textbook for students	20%	1%	1%
Establishments with none of the above textbooks for students	8%	33%	56%
Teacher Characteristics			
Establishments in which all teachers have the required academic degree BAC/Licence/Master's or master's degree	28%	2%	1%
Establishments in which no teacher has the required academic degree BAC/Licence/Master's or master's degree	23%	1%	0%
Institutions in which all teachers hold the required professional diploma (CAP/PCEG/PEG)	47%	4%	0%
Institutions where no teacher holds the required professional degree (CAP/PCEG/PEG)	0%	1%	7%
Establishments with no civil servant teacher	1%	2%	0%
Establishments with 100 percent of civil servants	30%	0%	12%

Source: Education Sector Plan (calculation based on MEPSTA's administrative data)

Table 3.4: Proportion of volunteer teachers in rural and urban areas

Proportion of volunteer teachers in rural areas			Proportion of volunteer teachers in urban areas		
F	M	T	F	M	T
9.1%	4.0%	6.4%	90.9%	96.0%	93.6%
88.0%	94.5%	93.6%	12.0%	5.5%	6.4%
74.1%	93.0%	90.2%	25.9%	7.0%	9.8%
72.3%	90.4%	87.6%	27.7%	9.6%	12.4%
65.2%	86.3%	83.3%	34.8%	13.7%	16.7%
76.3%	96.7%	93.8%	23.7%	3.3%	6.2%
74.7%	92.3%	89.7%	25.3%	7.7%	10.3%

⁵⁸These are teachers recruited and paid by the community (this figure does not include teachers supported by the ANVT)



5. **Moreover, children who are in schools where teachers are not qualified to teach (either because they have not been trained or have been poorly trained) find themselves at a disadvantage compared to others.** This situation continues to create inequity of access to quality education in the Togolese education system. Areas likely to be most affected are rural and remote areas, where schools have poor teaching and learning conditions. In these areas, parents are often obliged to rely on volunteer teachers, resulting in a high financial contribution of households to education in Togo, which exceeds half of the total current education expenditure (see Table 1 in section I. B of this PAD).

6. **To improve the quality of teaching in primary education, two approaches are identified in the ESP: the quantitative and qualitative approach.** The first is to recruit more teachers into the system (Strategy S4.1). The Government's strategy as part of the ESP consists of accelerating the recruitment of civil servant teachers by recruiting 10,500 teachers in primary and pre-primary education by 2030. According to this strategy, teachers recruitment appears to be a necessity in order to improve the quality of teaching and reduce parents' spending on children's education.⁵⁹ The recruitment forecasts for civil servant teachers by level over the next three years (2020 - 2022) depending on the availability of financial resource are as follows:

1. Preschool: recruitment of around 900 civil servant teachers
2. Primary: recruitment of around 2,100 civil servant teachers
3. Lower secondary: recruitment of around 1,120 civil servant teachers
4. Upper secondary: recruitment of around 480 civil servant teachers

7. **These recruitments will be supplemented by an increase in the management and control body.** Already more than 150 inspectors and educational advisers have been recruited and trained. They will be deployed in the system during the 2021/2022 SY.

8. **The second approach consists of building the capacity of the existing stock of teachers, including volunteers (Strategy S4.2).** The ESP plans to develop and implement at school inspectorates level a three-year plan aiming at improving teachers' pedagogical capacity in reading/literacy and math in early grades (grade 1 and 2), as these grades are crucial for learning acquisitions in later grades (i.e., grade 5 and 6).

9. **The program intends to implement the qualitative approach and seeks to improve teachers teaching practices in targeted public primary schools with the highest proportion of volunteer teachers to ensure that these teachers have the minimum pedagogical skills required to teach in assigned grades regardless of their status.** This will contribute to reduce the variability in teachers' profile and quality across school inspectorates and increase equity in access to quality education for all children across regions.

10. **Project interventions.** The Project will finance the following activities in targeted inspectorates: (i) in-service teacher training to improve teachers' pedagogical skills in French/literacy and mathematics in grades 1 and 2 including an initial catch-up training for voluntary teachers (i.e. FIR); and (ii) the development and provision of detailed teacher guides/lesson plans/scripted lessons in reading/literacy and mathematics. Research reveals that in environments where many primary teachers lack sufficient content knowledge and pedagogical capacity, providing lesson plans/detailed teacher guides/scripted lessons can be an effective way to improve teachers' pedagogical practices and help students achieve basic literacy and numeracy skills. Experience across low- and middle-income countries shows that providing these guides — along with training to use them lead to significant learning gains equivalent to an additional half year of learning. These activities are implemented under Sub-component 1.1 "Improved teacher training and monitoring system".

⁵⁹ see. ESP section 2.2 teacher policy.



11. **Targeting strategy.** Abovementioned activities will be implemented at school inspectorates levels. School inspectorates are selected based on the proportion of volunteer teachers assigned in the school inspectorate. The project targeted inspectorates with the highest proportion of volunteer teachers. These are inspectorates where more than a third of the teachers are volunteers. The list of targeted inspectorates is presented below in Table 3.5.⁶⁰ Overall, teacher training interventions under the project are nationwide, however, training activities financed under the variable part funding (PBC1) will be implemented in targeted school inspectorates.

Table 3.5. Distribution of public primary teachers by inspectorate and teachers' status

<i>Inspection/Status</i>	<i>Number of Civils servant</i>	<i>Number of Volunteer</i>	<i>Total Teachers⁶¹</i>	<i>Percentage of Volunteers</i>
<i>Haho Est</i>	131	139	270	51%
<i>Yoto Est</i>	291	299	590	51%
<i>Anie</i>	383	346	729	47%
<i>Akebou</i>	273	245	518	47%
<i>Haho Sud</i>	543	457	1000	46%
<i>Est mono</i>	415	329	744	44%
<i>Moyen mono</i>	188	144	332	43%
<i>Tchamba Est</i>	206	151	357	42%
<i>Yoto Ouest</i>	228	158	386	41%
<i>Vo Nord</i>	325	220	545	40%
<i>Haho Nord</i>	167	110	277	40%
<i>Wawa Ouest</i>	230	143	373	38%
<i>Vo Sud</i>	374	230	604	38%
<i>Mo</i>	148	87	235	37%
<i>Zio Nord</i>	393	231	624	37%
<i>Bassar Nord</i>	238	135	373	36%
<i>T.R.Plataeux</i>	5132	2855	7987	36%
<i>Lacs Est</i>	207	108	315	34%
<i>Bas mono</i>	305	156	461	34%

12. **Description of stretch indicator 1.** The indicator monitors the proportion of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom (by 20 percentage points increase), who directly receive in-person in-service training provided under the project to improve teaching practices in reading/literacy and mathematics, including initial catch up training for volunteer teachers, as well as instructional materials (i.e. detailed teacher guides/lesson plans/scripted lessons). For reporting, a random sample of teachers will be selected and the percentage of teachers from this sample demonstrating improved teaching practices as a result of the training activities will be reported. *Baseline expected Y1.* These teachers will be monitored at the classroom level using a classroom observation tool (Teach observation tool) under a pilot. *Targeted inspectorates are inspectorates with the highest proportion of volunteer teachers. The list of targeted inspectorates is presented in Table 3.5 above.*

13. **Baseline survey.** A survey will be conducted in the first year to collect the baseline data based on the current stock of teachers, from which the increase in proportion will be calculated in year 2, 3, 4, and 5. The Project will provide support for the data collection to inform this indicator progress for the first two years. Starting in Year 3 of Project implementation, yearly teacher observation classroom reports will be collected from inspectorates and pedagogical units by MEPSTA. This will help ensure the sustainability of such an approach beyond the Project lifetime. The third-party verification protocol

⁶⁰ They are almost all located in rural areas.

⁶¹ Contractual teachers and private school teachers are not included.



will include (on a sample based) a control of the validity of progress reports and data produced by inspectorates and pedagogical units.

14. **Disbursement conditions.** An overall US\$2.34 million is allocated to this PBC. The allowance will be disbursed when the following conditions are met:

Year 2: 5 percentage points increase compared to baseline

Year 3: 10 percentage points increase compared to baseline

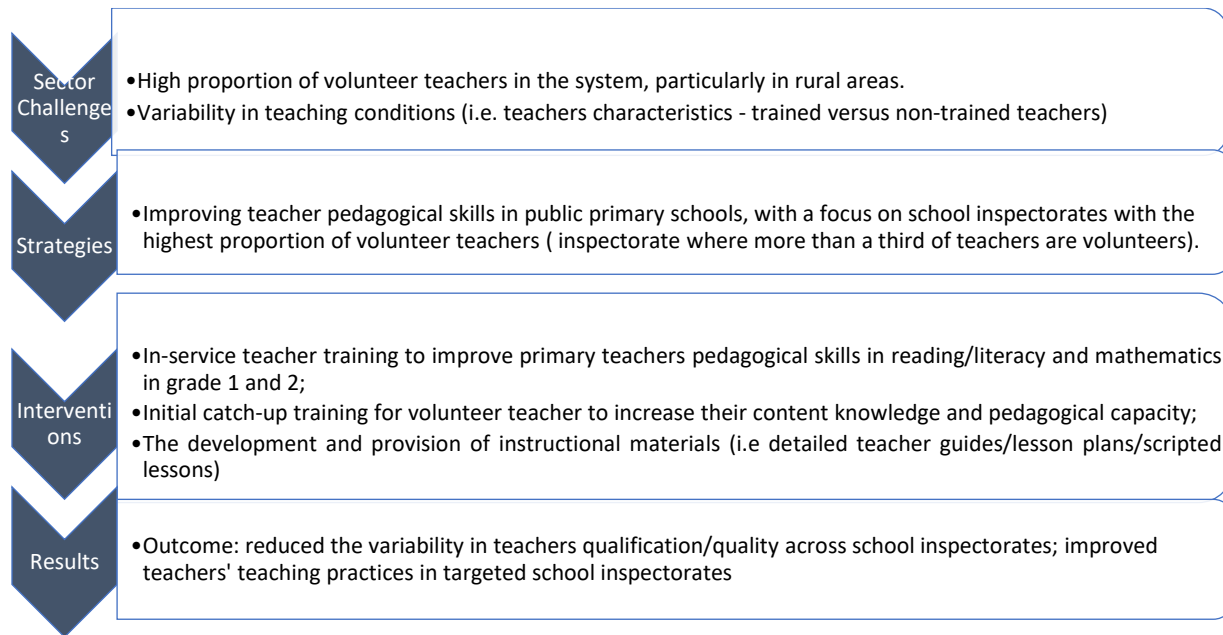
Year 4: 15 percentage points increase compared to baseline

Year 5: 20 percentage points increase compared to baseline

15. **Compliance with GPE’ requirements:** Identified indicator and interventions are well aligned with the education sector strategy. Proposed activities under PBC1 will contribute to improve teacher’ quality and performance in targeted inspectorates, which in turn will increase equity in access to quality education for all children across regions.

16. **The theory of change for the equity dimension is presented in Figure 3.1 below.** It shows the correlation between the sector challenges, the education sector strategies, and project interventions and expected outcomes.

Figure 3.1: Theory of Change: Improved teachers’ quality across school inspectorates



Stretch indicator for “Efficiency”

PBC2: Reduction of the average repetition rate in primary education by at least an average of three points percentage by the end of the project.

17. **Background and Justification:** Low internal efficiency of the education system constitutes one of the key challenges of the Togolese education system. Too many children in Togo continue to drop out of school and repetition



rates are still high. Approximately 28.7 percent of resources in primary were lost due to repetition and dropouts⁶², highlighting that the internal efficiency of the education system in Togo remains low. In addition, the proportion of repeaters in Togo remains far higher than the average for low-income African countries.⁶³ In 2011, repeating a year was a very common practice in the Togolese education system. Faced with this situation, the Government implemented a new policy aiming to reduce repetition rates by prohibiting repetitions within a sub-cycle with the aim of reducing the average repetition rate in primary. Over the last 10 years, repetition rates in primary education significantly decreased (i.e. 21.5 to 13.7 percent)⁶⁴. However, between 2011 and 2018, evidence show that, overall, the Togolese education system fell short in terms of advancing student from one cycle to another and repetition rates remained high. Therefore, reducing repetition rates is expected to improve efficiency in primary education, which is a key priority of the sector plan.

18. **The sector plan seeks to improve efficiency in primary schools through reducing repetitions and dropouts.** The sector is committed to reduce the average repetition rate by an average of three points by 2030.⁶⁵ The program will monitor the reduction of the average repetition rate by an average of three points by 2030. The identified indicator is going to be monitored during the project lifespan (2021 – 2026, baseline: 13.7 [2017-2018], monitoring schedule: Year 2: 12.7, Year 4: 11.7, and Year 5: 10.7).

19. **Project interventions.** Evidence show that improving the quality of the teaching and learning environment through teacher training and supervision and the provision of needed teaching and learning materials and resources has proven to be an effective intervention to improve children learning outcomes (i.e., reducing repetition rates, dropouts, etc.). Based on this technical underpinning, the following activities are expected to improve children learning outcomes and thereby contribute to reducing repetition rates through the provision of school grants to support school improvement plans “*Projet d’Ecole*” and performance-based grants to all six DRE and 69 inspectorates to support education quality improvement plans at district level. These action plans will include, but will not be limited to: in-service teacher training; teacher supervision and monitoring; availability of learning materials; tutoring and remediation programs for at-risks students; better students assessment at school level; enrollment and retention campaigns; classroom observations as a way of tracking curriculum implementation; and follow-up actions after assessment results are available. These activities are implemented under Sub-component 1.3 “Provision of school grants and performance-based education grants to Inspectorates and DREs”. In addition, the project will also support activities planned under the sector plan strategies around promoting the effective application of the sub-cycle policy and capacity building for COGEPs to support parents in the monitoring of children learning achievements.⁶⁶

⁶² MEPSTA and MICS 2017.

⁶³ Repetition rates were 13.7 percent and 20.2 percent in primary and lower secondary levels respectively (MICS 2017) — higher than most African countries such as Ghana (1.8 percent at primary) and Cameroon (12.1 percent at lower secondary).

⁶⁴ Repetition rate integrates intra-cycle repetition which is currently forbidden in Togo but still ongoing therefore, MICS data was used.

⁶⁵ On the other hand, the ESP strongly emphasized the importance of effectively implementing the sub-cycle policy, as teachers and education actors fail to understand and comply to the policy and schools continue to conceal actual repetition rates within sub-cycles. Therefore, the sector is committed to take the necessary measures to enforce this policy in order to reduce the average repetition rate within a sub-cycle from 14.5 percent in 2018 to no more than 2 percent from 2021. It is expected that to monitor this indicator, schools will be monitored to ensure the disclosure of actual repetition rates within sub-cycles.

⁶⁶ Planned activities under the ESP include: (i) deployment of communication campaigns to raise awareness around the sub-cycle policy and the reduction of repetitions rates, targeting teachers, and other education sector actors (school directors, inspectors, pedagogical advisors, COGEP/COGERES, parents associations, etc.); (ii) capacity building for COGEP members to in turn train parents for better monitoring of children’ learning achievements; (iii) intensify communication campaigns to raise awareness on girls’ education in order to ensure girls’ assiduity at the classroom and school level; (vi) deployment sensitization campaigns targeting parents around the monitoring of children achievements and improve choirs distribution between girls and boys at home; and (v) issue merit-certificates to high-performing schools.



Stretch indicator description:

20. **Indicator 2.1:** The indicator monitors the reduction of the average repetition in primary education by at least an average of three points percentage by the end of the project. The average repetition rate is calculated using the following formula : Sum of repetition rates in each primary grade in SY t+1 [i.e. proportion of repeaters in a given grade (CP1, CP2, E1, CE2, CM1, CM2) in SY t+1 / proportion of the same cohort enrolled in the same grades in the previous SY t] divided by the number of grades (6):

$$\frac{\text{Sum of repetition rates in each primary grade in SY t+1}}{\text{Number of grades (6)}}$$

21. **Reporting:** the indicator will be calculated using MEPSTA’ administrative data. To monitor this indicator, children learning outcomes will be closely monitored at the schools inspectorates and regional levels (DREs) to ensure the full disclosure of actual repetition rates within sub-cycles and for all grades, which will inform the calculation of target in year 2, 4, and 5. The sector is committed to ensuring that repetition rates within sub-cycles are monitored and reported at school inspectorates and DREs levels. In addition, the Government is committed to taking the necessary measures to reduce the average repetition rate within a sub-cycle from 14.5percent in 2018 to no more than 2 percent from 2021.

Table 3.6: Proportion of repeaters in primary education

	Administrative Data (schoolyear 2017-2018)	MICS 2017 Data	The average repetition rate in primary for the 2017-18 SY is 13.7 percent on the basis of MICS 2017 data within sub-cycles and administrative data at the end of sub-cycles.
CP1	0.5%	14.7%	14.7%
CP2	11.5%	10.5%	11.5%
CE1	2.4%	14.1%	14.1%
CE2	13.1%	14.4%	13.1%
CM1	3.0%	15.0%	15.0%
CM2	14.1%	11.9%	14.1%
Total	7.0%	13.4%	13.7%

*data source: MICS 2017 data and MEPSTA administrative data.

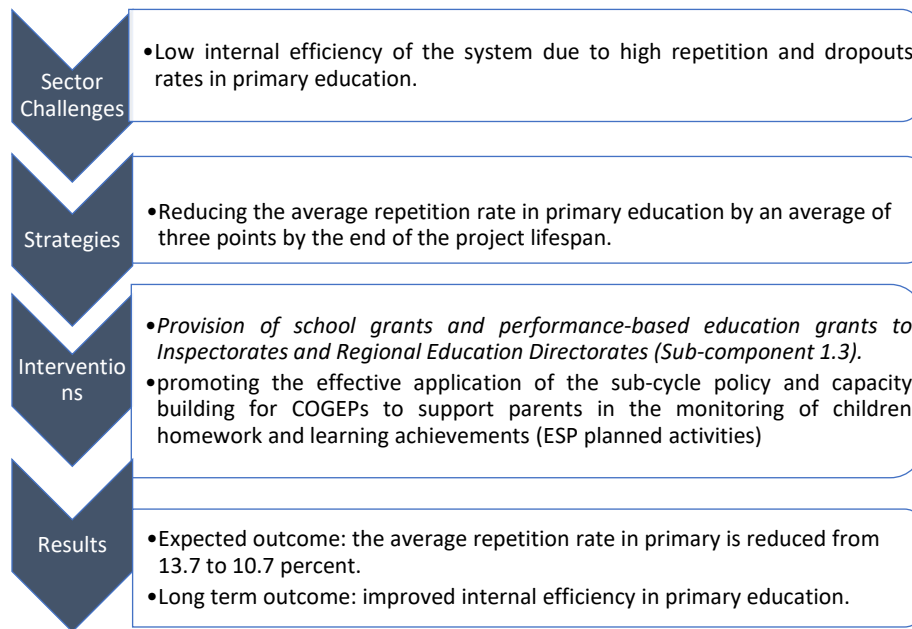
22. **Disbursement conditions.** An overall US\$936,000 is allocated to this indicator. The allowance will be disbursed when the following conditions are met: Year 2: 12.7 percent; Year 4: 11.7 percent; and Year 5: 10.7 percent.

23. **Compliance with GPE’ requirements:** The indicator and interventions identified are well aligned with the sector strategy. A reduction of the average repetition rate will contribute to improve internal efficiency in primary education.

24. **The theory of change for the efficiency dimension is presented in Figure 3.2 below.** It shows the correlation between the sector challenges, the education sector strategies, and project interventions and expected outcomes. It bears mentioning that the lack of effective school grants management in targeted primary school could threaten the achievement of expected results.



Figure 3.2: Theory of Change: Improved efficiency in primary education through reducing the average repetition rate by an average of three points by the end of the project



Stretch indicator for "Learning outcomes"

PBC3: The NLAS is operational.

25. **Context and justification.** In Togo, learning outcomes in primary education are low as shown in the Learning Poverty Indicator and the 2019 PASEC report. Less than a quarter of the children are completing primary school with sufficient proficiency levels in reading and mathematics as defined by the 2019 CONFEMEN Educational System Analysis Program (PASEC-2019). Moreover, PASEC results revealed that Togo’s low learning performance in grade 6 are primarily driven by poor learning outcomes in grade 2 national scores in reading and in mathematics. These results are reflective of a profound learning crisis in Togo. Improving learning outcomes will require regular measuring and monitoring of learning outcomes in order to inform policy and instruction for learning improvement.

26. **The diagnosis made in the ESP reveals that in Togo, classroom assessments are regular.** However, we often see that these evaluations are not followed by analysis and exploitation of the results. For this reason, the Government is committed to establish a culture of evaluation at all levels (school, inspectorate, institutional). The Government strategy consists of: (i) the introduction of teaching units on the evaluation of learning (typology, design and development of tools, administration of tools, analysis and use of results, etc.) in the initial training of teachers and (ii) specific in-service training for teachers, directors and supervisory staff (Strategy S10.1) and (iii) speed up the process of putting in place texts defining modalities for evaluating students with disabilities (Strategy S10.2). In addition, one of the key PSE Indicator is: *Availability of a functional mechanism to evaluate learning.*

27. **Currently, the ENEAS lacks sufficient financial and human resources for its effective functioning.** Learning assessments conducted so far, have been undertaken through financed programs (i.e., PERI-1 et 2). In 2012, the National Evaluation Unit (CNE, Cellule Nationale d’Evaluation) was established, and the first learning assessment was carried out in 2013 with funding from PERI-1. Since 2013, the CNE has not conducted a national learning assessment, except for



supporting the PASEC 2014. ENEAS was created in 2018 under the PERI-2, and a national learning assessment was carried out in June 2019, as well as a new PASEC's assessment with the support of ENEAS.⁶⁷ In addition, classroom assessments are not followed by analysis and exploitation of results. The sector aims to strengthen the national capacity to measure and monitor learning outcomes through carrying out regular learning assessments.

28. **Project interventions.** Measuring and monitoring learning outcomes and teaching practices is crucial for learning improvements. At a systemic level – standardized learning assessment results help inform policy and instruction, and at the classroom level – what goes in the classroom is central to student learning, therefore capturing the quantity and quality of teaching practices in the classroom is essential to improve teaching and learning quality. Timely availability of learning outcomes results as a result of regular evaluations will allow policy maker to readjust and constantly strengthen decision making to improve learning outcomes. Based on this underpinning, the Project will strengthen the national capacity to measure and monitor learning outcomes through supporting the strengthening of the NLAS through the following activities: (a) capacity building activities for key functional units implementing the NLAS (ENEAS and DPEE members and key counterpart at the regional [DREs] and inspectorate levels) to strengthen their capacity to conduct learning assessments (i.e., data collection, analysis and dissemination); (b) the piloting of two simplified EGRA and EGMA assessments every two-years designed to assess students proficiency in reading and mathematics in early grades (grade 2); and (c) the piloting of the *Teach* classroom observation tool to provide immediate feedback for teaching and learning improvement. NLAS will also target grade 3 and 4 students enrolled in selected primary schools as a pilot. In order to anticipate on risks and delays related to the dissemination of PASEC results, the national learning assessment will be conducted based on the EGRA and EGMA methodology, but the project will also support the MEPSTA's participation in the upcoming PASEC regional assessment. These activities are implemented under Sub-component 3.1 “*System strengthening and resilience for effective sector management*”.

29. **Prior challenges in implementing a NLAS and sustainability of ENEAS:** The biggest challenges linked to the non-functionality of the NLAS have been related to the non-existence of a budget line (i.e. insufficient financial resources allocated) for the functioning of ENEAS; low capacity of its members and understaffing and delays in completing assessments. We believe the Project activities will significantly improve the implementation of the NLAS and help tackle prior challenges faced by ENEAS. Following the World Bank Decision meeting in late February, the project team re-engaged with the key MEPSTA authorities to get a clear orientation on the sustainability of ENEAS. A budget line dedicated to the functioning of ENEAS (under the supervision of the DPEE) is being discussed.

Description of the stretch indicator:

30. **Stretch indicator 3:** The indicator will verify that the NLAS is functional during the project cycle and is able to carry out national large-scale standardized learning assessments designed to inform policy and instruction for learning improvement. The NLAS is considered functional if at least two national large-scale learning assessments are carried out, completed, and disseminated during the project cycle. These assessments will be based on the EGRA and EGMA assessment methodology to assess reading and mathematics in grade 2, and assessments will be administered to a sample of schools as a pilot. At the classroom level, NLAS will pilot the *Teach* classroom observation tool in selected primary schools. Results from the evaluation will be disseminated on a large-scale, accessible at all levels (i.e. school inspectorates, DREs, and Ministry level) including to the local community (parents/tutors, community leaders, etc.).

31. **Disbursement conditions.** An overall US\$1,404,000 million is allocated to this indicator. The allowance will be disbursed when the following conditions are met:

5. **Year 1:** (i) A Diagnostic of the learning assessment system is conducted and highlight key issues and

⁶⁷ GPE, Evaluation Report: Summative Evaluation of GPE's Country Level Support to Education, Batch 5, Togo, (2019, p. 70).



propose recommendations to strengthen the NLAS, and (ii) ENEAS 3-year budgeted action plan for the improvement of the learning assessment system is available and endorsed by the MEPSTA; and (ii) Capacity building is provided for ENEAS, DPEE, and key counterparts (i.e., DREs and inspectorates focal points) to strengthen their capacity to conduct learning assessments.

- 6. **Year 3:** At least one national large-scale standardized learning assessments is completed, and results are disseminated (EGRA/EGMA) and at least one evaluation based on the Teach classroom observation tool is completed and results are disseminated.
- 7. **Year 5:** At least two national large-scale standardized learning assessments are completed, and results are disseminated (EGRA/EGMA).

32. **Compliance with GPE’ requirements:** The indicator and interventions identified are well aligned with the PES strategy. The functioning of the NLAS will enable regular measuring and monitoring of learning outcomes to inform policy and instruction for learning improvement.

33. **The theory of change for the learning outcome dimension is presented in Figure 3.3 below.** It shows the correlation between the sector challenges, the education sector strategies, and project interventions and expected outcomes. Expected results might not be achieved if there is no availability of financial resources past the project duration to continue supporting DPEE & ENEAS and the learning assessment system.

Figure 3.3: Theory of Change: Strengthened national capacity to measure and monitor learning outcomes

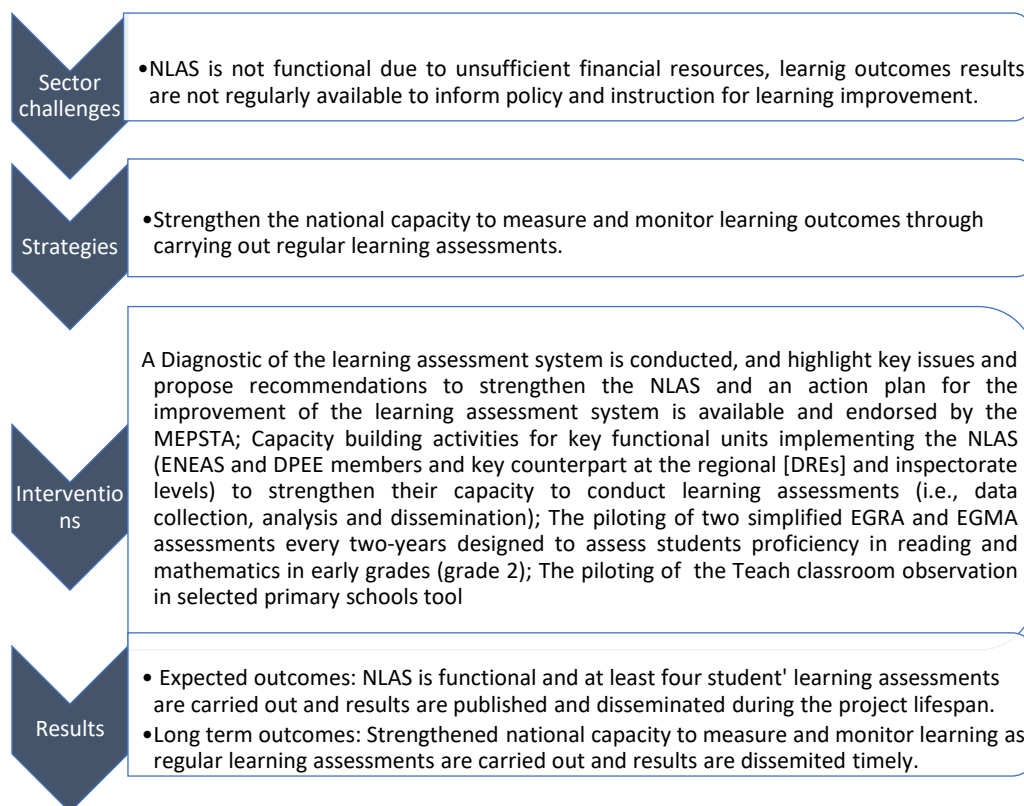




Table 3.7: Stretch Indicators throughout Project Lifespan

Stretch indicators	Targets					
	Baseline	Year of the project				
		Year 1 (2022)	Year 2 (23)	Year 3 (24)	Year 4 (25)	Year 5 (26)
Stretch indicator 1 - PBC1 (Equity): Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom.	Baseline to be available in year 1	-	5 percentage points increase of teaching practices compared to baseline	10 percentage points increase of teaching practices compared to baseline	15 percentage points increase of teaching practices compared to baseline	20 percentage points increase compared to the baseline over the lifetime of the project
Stretch indicator 2 - PBC2 (Efficiency): Reduction of the average repetition rate in primary education by at least an average of three points percentage by the end of the project.	13.7	-	12.7	-	11.7	10.7
Stretch indicator 3 – PBC3 (Learning outcome): The NLAS is functional Source: student learning assessment reports (ENEAS/DPEE)	No	(i) A Diagnostic of the learning assessment system is conducted, and highlight key issues and propose recommendations to strengthen the NLAS (ii) (ii) ENEAS 3-year budgeted action plan for the improvement of the learning assessment system is available and endorsed by the MEPSTA (iii) Capacity building is provided for DPEE, ENEAS and key counterparts (i.e., DREs and inspectorates focal points) to strengthen their capacity to conduct learning assessments		At least one national large-scale standardized learning assessments is completed, and results are disseminated (EGRA/EGMA) and at least one evaluation based on the Teach classroom observation tool is completed and results are disseminated.		At least two national large-scale standardized learning assessments are completed, and results are disseminated (EGRA/EGMA)



Table 3.8: Variable Part of GPE Funding – PBCs Matrix Disbursement Schedule (in US Dollars)

PBC	Reference value	Performance-based results				
		Year 1	Year 2	Year 3	Year 4	Year 5
Stretch indicator 1 - PBC1 (Equity): Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom	Baseline data to be available in year 1	-	5 percentage points increase compared to baseline	10 percentage points increase compared to baseline	15 percentage points increase compared to baseline	20 percentage points increase compared to baseline
	Amount allocated out of total funding: 2,340,000		585,000	585,000	585,000	585,000
		<p>Data source: Reports from the application of the teaching practices observation tools.</p> <p>Methodology for data collection: Starting in Y2 of project implementation, yearly reports of teacher classroom practices will be collected from inspectorates and pedagogical units by MEPSTA.</p> <p>Indicator verification process: For the verification of results, an IVA will be recruited by the MEPSTA to evaluate the validity and reliability of results provided by the MEPSTA (DRH - Directorates of Human Resources and DPPE). The IVA will produce a report on the data collection and analysis process. The World Bank will validate the IVA report, which will ensure that the methodology used to verify results complies with international standards. Results achieved and validated by the IVA will be validated by MEPSTA, endorsed by LEG, and submitted to the World Bank.</p> <p>Disbursement rule: The variable part is paid on a pro-rated basis reflecting progress. For the first year, the formula follows: allocated amount * (value attained – reference value) / (target – reference value). For subsequent years, the formula is: allocated amount * (value attained – previous-year target) / (final target – previous-year target). The amount undisbursed could be postponed to the SY Y +1, but only once and subject to World Bank no objection.</p>				
PBC 2 Stretch indicator, Efficiency 2: Reduction of the average repetition rate in primary education by at least	Reference value	Year 1	Year 2	Year 3	Year 4	Year 5
	13.7%	-	12.7%	-	11.7%	10.7%
	Amount allocated out of total funding: 936,000		280,800		374,400	280,800



PBC	Reference value	Performance-based results				
		Year 1	Year 2	Year 3	Year 4	Year 5
an average of three points percentage by the end of the project.		<p>Data sources: MEPSTA' administrative data (the Government is committed to closely monitor and report repetitions rates in all grades).⁶⁸</p> <p>Methodology of data collection: Starting in Y2 of project implementation, data will be collected from inspectorates and pedagogical units by MEPSTA.</p> <p>Indicator verification process: For the verification of results, an IVA will be recruited by the MEPSTA to evaluate the validity and reliability of results provided by the MEPSTA (i.e. statistical yearbook, ENEAS and DPEE). The independent verification firm will produce a report on the data collection and analysis process. The World Bank will validate the IVA report, which will ensure that the methodology used to verify results complies with international standards. Results achieved and validated by an IVA will be validated by MEPSTA, endorsed by LEG, and submitted to the World Bank.</p>				
		<p>Disbursement rule: The variable part is paid on a pro-rated basis reflecting progress. For the first year, the formula follows: allocated amount * (value attained – reference value) / (target – reference value). For subsequent years, the formula is: allocated amount * (value attained – previous-year target) / (final target – previous-year target). The amount undisbursed could be postponed to the SY Y +1, but only once and subject to World Bank no objection.</p>				
PBC 3	Reference value (2016)	Year 1	Year 2	Year 3	Year 4	Year 5
Stretch Indicator learning outcomes 3: The NLAS is functional.	No	(i) A Diagnostic of the learning assessment system is conducted, and highlight key issues and propose recommendations		At least one national large-scale standardized learning assessments is completed, and results are disseminated (EGRA/EGMA)		At least two national large-scale standardized learning assessments are completed, and results are disseminated (EGRA/EGMA)

⁶⁸ **Reporting:** the indicator will be calculated using MEPSTA' administrative data. The sector is committed to ensuring that repetition rates within sub-cycles are monitored and reported at school inspectorates and DREs levels. In addition, the Government is committed to taking the necessary measures to reduce the average repetition rate within a sub-cycle from 14.5 percent in 2018 to no more than 2 percent from 2021. To monitor this indicator, children learning outcomes will be closely monitored at the schools inspectorates and regional levels (DREs) to ensure the full disclosure of actual repetition rates within sub-cycles and for all grades.



PBC		Reference value	Performance-based results				
			Year 1	Year 2	Year 3	Year 4	Year 5
			<p>to strengthen the NLAS</p> <p>(ii) ENEAS 3-year budgeted action plan for the functioning of ENEAS and for the improvement of the learning assessment system is available and endorsed by the MEPSTA</p> <p>(iii) Capacity building is provided for DPEE, ENEAS and key counterparts (i.e., DREs and inspectorates focal points) to strengthen their capacity to conduct learning assessments.</p>		<p>and at least one evaluation based on the Teach classroom observation tool is completed and results are disseminated</p>		
	Amount allocated out of total funding: 1,404,000		300,000		700,000		404,000
			<p>Data source: Student national learning assessment reports (EGRA/EGMA, Teach classroom observation reports) produced by ENEAS/DPEE.</p> <p>Methodology of data collection: Starting in Y3, DPEE/ENEAS will be collect data from inspectorates and DREs.</p> <p>Indicator verification process: For the verification of results, an IVA will be recruited by the MEPSTA to evaluate the validity and reliability of results provided by the MEPSTA (i.e., ENEAS and DPEE). The IVA will produce a report on the data collection and analysis process. The World Bank will validate the IVA report, which will ensure that the methodology used to verify results complies with international standards. Results achieved and validated by an IVA will be validated by MEPSTA, endorsed by LEG, and submitted to the World Bank.</p>				



PBC	Reference value	Performance-based results				
		Year 1	Year 2	Year 3	Year 4	Year 5
		<p>Disbursement rule: The variable part is paid if The NLAS is considered functional. The NLAS is considered functional if the following conditions are met:</p> <p>Year 1: Each milestone will cost 1/2 of the allocated amount US\$300,000</p> <p>8. 1/2 of allocated funds is disbursed if A Diagnostic of the learning assessment system is conducted and highlight key issues and propose recommendations to strengthen the NLAS and an action plan for the improvement of the learning assessment system is available and endorsed by the MEPSTA, and transmitted to and approved by the World Bank</p> <p>9. 1/2 of allocated funds is disbursed if capacity building is provided for DPEE, ENEAS and key counterparts (i.e., DREs and inspectorates focal points) to strengthen their capacity to conduct learning assessments.</p> <p>Year 3: US\$700,000 is disbursed if at least one learning assessment (EGRA/EGMA) are completed and results are disseminated and at least one evaluation based on the <i>Teach classroom observation tool</i> is completed and results are disseminated</p> <p>Year 5: US\$404,000 is disbursed if at least two learning assessment (EGRA/EGMA) are completed and results are disseminated</p> <p>The amount undisbursed could be postponed to the SY Y +1, but only once and subject to World Bank no objection.</p>				
Total funding allocated to the variable part (original)		US\$4,680,000				

ANNEX 4: Enrollments by Level of Education and Status from SY 2010-11 to 2018-19

	2010-11	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Preschool	55 120	96 957	115 105	132 725	143 897	155 739	172 225
Public	36 157	61 745	78 685	90 902	96 636	107 231	118 946
JEDIL	6 808	12 720	10 062	10 645	13 311	12 500	12 640
Private	12 155	22 492	26 358	31 178	33 950	36 008	40 639
Percentage Private	22,1%	23,2%	22,9%	23,5%	23,6%	23,1%	23,6 %
Primary	1 299 802	1 413 208	1 413 600	1 498 312	1524 195	1548 876	1 584 376
Public	905 652	1 016 312	1 024 818	1062 248	1064 334	1070912	1 073 209
EDIL	44 101	9 281	9 183	10 329	11 189	12 501	13 219
Private	350 049	387 615	379 599	425 735	448 672	465 463	497948
Percentage Private	26,9%	27,4%	26,9%	28,4%	29,4%	30,1%	31,4 %
Junior Secondary (college)	394 956	407 263	448 895	469 899	540 934	556 612	581 323
Public	311 723	323 414	351 429	368 975	401 919	413 158	418203
CEGIL	9 811	8 076	7 159	9 131	13 104	18 454	14584
Private	73 422	75 773	90 307	91 793	125 911	125 000	148536
Percentage Private	18,6%	18,6%	20,1%	19,5%	23,3%	22,5%	25,6 %
Senior Secondaire (Lycée)	123 332	125 071	133 246	129 040	144 803	154 177	164 793
Public	97 863	104 570	107 508	103 966	114 943	121 074	125 115
LYDIL	-	855	1 316	1 785	1 517	1 735	1132
Private	25 469	19 646	24 422	23 289	28 343	31 368	38546
Percentage Private	20,7%	15,7%	18,3%	18,0%	19,6%	20,3%	23,39 %
TVET	34 583	33 835	35 892	41 893	42 212	-	-
Public	11627	12 042	10 570	13 499	14 460	-	-
Private	22956	21 793	25 322	28 394	27 752	-	-
Percentage Private	66%	64%	71%	68%	66%	-	-
High Education	62 034	72 129	75 045	85 463	88605	97 923*	-
Public	56 408	57 392	59 372	68 067	72 077	78 143	-
University of Lomé	43 421	41 918	43 969	50 117	51 695	55 852	-
University of Kara	10 753	12 464	11 943	14 410	16 379	17 879	-
Specialized Schools	2 234	3 010	3 460	3 540	4 003	4 412	-
Private	5 626	14 737	15 673	17 396	16 528	19 780	-
% of Total High Ed.	9,1%	20,4%	20,9%	20,4%	18,7%	20,2%	-
Alphabetization	16 042	21 398	16 964	13 174	12 291	-	-
Basic Alphabetization	16 042	19 078	15 729	11 013	10 064	-	-
Post-alphabetization	-	2320	1235	2161	2227	-	-

Sources: National Statistics Yearbook (MEPS, latest version in 2019), Ministries of TVET and HE latest available statistics

* EDIL: local initiative schools referred to in French as EDIL: *École d'Initiative Locale*.

*JEDIL, CEDIL and LYDIL refer to pre-primary, lower and upper secondaries local initiative schools.



ANNEX 5: Service Development Indicators Key Results

	Togo 2013	Public 2012	Private 2014	Urban public 2013	Rural Public 2014
Student learning outcomes					
Combined math/language score	45.1	38.4	63.8	46.9	36.0
French score (percent)	44.9	37.6	66.3	47.2	34.5
Math score (percent)	43.9	41.0	52.1	43.1	40.4
Teacher knowledge					
Minimum knowledge	2.7	1.4	4.8	4.5	0.8
Test score (out of 100)	43.0	40.6	48.6	46.5	39.4
Teacher effort					
School absence rate (percent teachers)	21.6	23.0	18.5	14.0	24.3
Classroom absence rate (percent teachers)	37.2	38.9	33.3	25.3	41.5
	2 h 40	2 h 38	2 h 44	3 h 13	
Time spent teaching per day	m	m	m	m	2 h 33 m
	5 h 29	5 h 28	5 h 33	5 h 28	
Scheduled teaching time per day	m	m	m	m	5 h 28 m
Resource availability					
Student-teacher ratio (observed)	29.1	31.0	24.8	33.5	27.5
Textbook availability (percent of students)	68.5	76.0	52.6	73.3	66.6
Teaching equipment availability (percent classrooms)	26.4	24.3	30.8	9.4	27.5
Infrastructure availability (percent of schools)	22.3	14.4	39.2	18.6	13.6

Source. Adapted from World Bank 2016. Togo SDIs 2013.

NB: The SDI data for Togo were collected in 2013 from a representative sample of 200 primary schools, 1,141 teachers, and 1,938 grade four pupils. To get a reliable measure of teacher presence, schools were visited twice, each time unannounced. During the period of data collection, there were a number of strikes, both by civil servants and employees of faith-based schools that were felt differently in rural and urban areas and the SDI results reflect these realities. First visits were reprogrammed to the extent possible so that teams conducted the first visits on days when there were no strikes. However, second visits were allowed to fall on strike days to reflect the reality faced by pupils (World Bank 2016).

ANNEX 6: Beneficiaries Targeted by Project Results Areas

Components	Project sub-components	Project Results Areas	Beneficiaries Targeted
Component 1	Under component 1 interventions will be systemwide at the primary level and will target select lower-secondary schools ^a		
	Sub-component 1.1	Increased percentage of primary teachers in targeted inspectorates demonstrating improved teaching practices in the classroom (PBC1)	<p>Beneficiaries under this sub-component: Public and private primary, and pre-primary schools, inspectors, and trainers.</p> <p>Beneficiaries under the PBC1: school inspectorates with the highest proportion of volunteer teachers.</p> <p>These inspectorates are selected based on the proportion of volunteer teachers assigned in the school inspectorate. The project targeted inspectorates with the highest proportion of volunteer teachers. These are inspectorates where more than a third of the teachers are volunteers. The list of targeted inspectorates is presented in Table 3.5. Overall, teacher training interventions under the project are nationwide, however, training activities financed under the variable part funding (PBC1) will be implemented in targeted school inspectorates.</p>

Components	Project sub-components	Project Results Areas	Beneficiaries Targeted
		Percentage of grade 2 students achieving at least a minimum level of proficiency in reading in beneficiary schools. ⁶⁹ (Percentage) (disaggregated by gender) (quality - learning outcome); Percentage of grade 2 students achieving at least a minimum level of proficiency in mathematics in beneficiary schools (Percentage) (disaggregated by gender) (quality/learning);	Grade 2 children in all public primary schools nationwide
		Number of primary teachers trained (including head teacher) in the use of new curriculum including SEA/SH prevention in schools as a result of the Project (Number) (Number)	Public and Private teachers from grade level 4 to 6. This includes teacher from EDIL.
	Sub-component 1.3	Support a transition from input-based financing to PBF at the school level, Inspections and regional education authorities (<i>Number schools which receive school grants each year in targeted primary and general lower-secondary schools as a result of the Project and meeting the minimum requirement in term of equity & Learning (Number)</i>)	<u>Primary</u> - Public Primary schools <u>Secondary</u> - Phase 1: Targeted lower-secondary school that received grants from the project - Phase 2: To be determined during implementation. Objectives is to harmonized approach with PAREC support to secondary school resulting in a unique school “ <i>projet d’établissement</i> ” that integrates all funding sources.
Component 2	<p>Under Component 2:</p> <p>10. <i>Multilevel interventions to increase girls participation in school</i> will be focused on a selected number of prefectures where girls completion rates are the lowest.</p> <p>A primary level: The project has targeted (04) most disadvantaged prefectures. These are prefectures with the lowest completion rates for girls, with completion rate below 60 percent (i.e, Dankpen, Keran, Lacs, Kpendjal). The average completion rate for girls in primary is 79,6 percent.</p> <p>At lower-secondary level: the project has targeted (09) most disadvantaged prefectures. These are prefectures with the lowest completion rates for girls, with completion rates below 30 percent (i.e., Mo, Dankpen, Keran, Kpendjal, Cinkasse, Oti, Akebou, Moyen Mono, Tchamba). The average completion rate for girls in lower-secondary is 47,5 percent.</p> <p>11. <i>Classroom construction</i> will be focused on a selected number of prefectures identified by the MEPSTA based on a comprehensive school mapping strategy and needs (to be finalized by 2022). Targeted prefectures will be selected based on “student/classroom ratio”, “school size”, and “classroom condition (i.e., existing schools with high proportion of classrooms built with temporary materials)”.</p>		
	Sub-component 2.1	Completion rate in general lower-secondary education in targeted secondary schools (disaggregated by gender) (improve equitable access)	General lower-secondary schools supported by the project in targeted disadvantaged areas

⁶⁹ The Project will support the MEPSTA in carrying out the Early Grade Reading/Mathematics Assessment (EGRA/EGMA) to measure second grade students’ level of proficiency in reading and mathematics.

Components	Project sub-components	Project Results Areas	Beneficiaries Targeted
	Sub-component 2.2	Number of new primary and general lower-secondary classrooms built or rehabilitated in targeted disadvantaged areas based on comprehensive school mapping and resulting from project interventions (Number)	<u>Primary</u> - Public Primary schools indicated by the MEPSTA based comprehensive school mapping strategy. <u>Secondary</u> - The Kara, Central and Lomé-Golfe regions (Regions not covered by PAREC on this component) will be prioritized
Component 3	Under Component 3 interventions will be systemwide.		
	Sub-component 3.1	Establishment of a standardized student learning assessment system for primary and secondary education and increased share of learners achieving minimum proficiency in reading and mathematics	Central and devolved ^b services
		Integrated EMIS functional and operational	Central and devolved services
		National large-scale standardized learning assessments completed (strengthen sector management and governance).	Central and devolved services (DPEE, ENEAS, DRE, inspections and school management committees)

Note: a. For intervention in lower-secondary priority is given to the three regions not covered by the ongoing PAREC intervention. A complementarity approach based on PAREC 2 strategy will be adopted.

b. MEPSTA-devolved services are regional delegations, and subdivisional inspectorates. These services implement policies designed in respective central services. Services are in charge the public and private primary, pre-primary and targeted lower-secondary institutions.

List of targeted disadvantaged prefectures with the lowest girl's completion rate in primary and lower-secondary

Region	Prefecture	Girls' completion rate in primary		
		Male	Female	Total
KARA	Dankpen	54,8%	38,0%	46,6%
KARA	keran	70,7%	51,9%	61,6%
MARITIME	Lacs	58,9%	53,4%	56,1%
SAVANES	Kpendjal	50,2%	39,0%	44,7%

Region	Prefecture	Girls' completion rate in lower-secondary		
		Male	Female	Total
CENTRALE	Mo	34,6%	10,7%	24,8%
CENTRALE	Tchamba	40,8%	27,2%	34,9%
KARA	Dankpen	38,7%	16,2%	29,2%
KARA	keran	27,7%	19,8%	24,5%
PLATEAUX	Moyen mono	37,9%	20,3%	29,1%
PLATEAUX	Akebou	37,1%	27,2%	33,0%
SAVANES	Kpendjal	25,8%	15,9%	21,4%
SAVANES	Oti	36,8%	24,7%	31,3%
SAVANES	Cinkasse	36,5%	27,8%	32,3%

ANNEX 7: Gender Gap Analysis

1. **Primary education enrollment in Togo is largely the same for girls (95.2 percent) and boys (97.3 percent).** This is mainly due to the long-term efforts that have placed emphasis on primary education as well as improvements of the legal framework for girls' access. However, significant gender gaps persist and widen as students move through the education system. It is estimated that 79.6 percent of girls will complete primary school while 88.8 percent of boys will complete primary school, a difference of 9.2 percentage points. The gap continues to widen when entering the lower secondary level, with a 13.4 percentage gap between girls and boys—only 73.3 percent of girls' transition to lower secondary school compared to 79.9 percent of boys and girls. Lower secondary school completion rates are only 42.8 percent for girls and 54.4 percent for boys. In secondary school, the chances of access to high school are twice as low for girls (26.7 percent) than for boys (52.1 percent). In addition, girls from poor families have a 51 percent probability of going to college and only 17 percent probability of completing college. This probability is only 8 percent in access to high school and 4 percent for completion of high school. In terms of learning outcomes, only 3 percent of girls from the poorest 40 percent of the population complete primary school with enough competency in reading and mathematics according to the 2014 PASEC results.

2. **These gaps can be explained by both demand- and supply-side drivers.** Child trafficking, poverty, early marriage, early pregnancy, harmful and gender-biased traditional and cultural norms and practices, and GBV play a significant role in girl's participation in school.⁷⁰ Research has shown that GBV has a serious impact on educational outcomes, with many students avoiding school, achieving below their potential, or dropping out completely. High rates of pregnancy, which are interlinked with high rates of early marriage, contribute to drop out rates for girls, despite the progress towards gender parity in enrollment rates cited earlier. According to the PISA for Development (PISA-D) analysis, pregnancy is cited by 13.4 percent of students who have missed more than three consecutive months of classes as the reason for absenteeism. Reducing SRGBV is proven to increase girl's attendance in school. Research show that SRGBV has negative consequences on children's health, learning, school attendance and school completion, and fear of violence and fear of disclosing violence impact school attendance.⁷¹ Reducing SRGBV implies reducing Lack of concentration, inability to study, falling grades, disruption in class, non-school attendance, and dropping out of school, which in turn will increase girls participation in school.⁷² On the supply side, obstacles to girls' education include: (i) the poor quality of the learning environment in existing schools, with dilapidated schools lacking basic amenities (i.e., toilets, water points, etc.) and adequate learning resources; and (ii) the lack of secondary schools in rural areas. Children are forced to travel long distances to attend school and often families bear the high costs of transportation and the long commute increases safety and security concerns, particularly for girls.

3. **In Togo there are systemic and institutional constraints that impact the gender gaps.** At the system-level, there are weaknesses in the strategies to promote girls' education and the high cost of schooling can be prohibitive. At the institutional level, the system does not have a specific service or budget line to support girls' education, and the lack of gender focal points at the decentralized level (regions, inspections, schools) has huge consequences for creating safe schools for girls.

⁷⁰ UNICEF, 2019, Rapport d'étude sur les facteurs de non-scolarisation des filles dans les zones de sous-scolarisation (régions de Savanes, Centrale et des Plateaux).

⁷¹ Global Guidance on Addressing School-Related Gender Based Violence (UNESCO and UNWOMEN, 2016). Published by the UNESCO, 7, place de Fontenoy, 75352 Paris 07 SP, France, and UN Women, 220 East 42nd St, New York, NY10017, USA.

⁷² Global Guidance on Addressing School-Related Gender Based Violence (UNESCO and UNWOMEN, 2016).

4. **To improve children's access to primary education, the Government adopted strong measures, including Decree No. 058/MENR/MEFP of November 3, 2000, setting school fees for public general education institutions that reduces tuition fees for girls and Decree No. 2008-129/PR 02 October 2008 abolishing school fees in Togo's public preschools and primary schools.** The focus has been on scholarships, separate toilets for girls and boys, and the development of the gender approach in national policies. Moreover, there is an absence of SEA/SH in the existing ENI curricula, training initiatives, and other capacity building efforts at the ENIs as well as in the in-service teacher training programs. The risks associated with limited SEA/SH materials and training is that teachers may not know how to support and refer students in need of GBV services.

5. **Overall, the Project targets disadvantaged prefectures with the lowest completion rates for girls.** The project will support four disadvantaged prefectures at the primary level (i.e., Dankpen, Keran, Lacs, Kpendjal)⁷³ and nine disadvantaged prefectures at the lower-secondary level (i.e., Mo, Dankpen, Keran, Kpendjal, Cinkasse, Oti, Akebou, Moyen Mono, Tchamba). At the lower-secondary level, the targeted prefectures have the lowest completion rates (i.e., below 30 percent) for girls, with a national average completion rate for girls of 47.5 percent in lower secondary. The Project will be monitoring the “increase in girls completion rate in general lower-secondary education in targeted secondary schools” to improve the completion rate from 47.5 to 60 percent by the end of the project. It is expected an increase in girl’s completion rates in general lower-secondary education in targeted secondary schools of 13 percentage points by the end of the project.

6. **The Project’s is designed to address the gender gap challenges in education through the following:**

7. **Component 1.** A 2019 UNICEF study⁷⁴ revealed teachers were unaware of unacceptable behaviors and/or sanctions related to school-related GBV/SEA-SH. The study recommended the establishment of a teacher/school staff code of conduct with unacceptable behaviors and sanctions related to SRGBV/SEA-SH. A 2013 Plan International study⁷⁵ showed 11 percent of girls who became pregnant during schooling named their teacher as perpetrator, and 80 percent of students surveyed named their teacher as the person responsible in cases of violence in schools. Including GBV/SEA-SH content in teacher training curriculum and implementing related code of conducts will increase teacher’s awareness and positive behaviors toward SRGBV. To address these issues, this component will support the design of a code of conduct that includes unacceptable behaviors related to GBV/SEA-SH with recommended sanctions that will be included in teacher training programs. In addition, the Project will support the review and revision of ENI curricula for the inclusion of GBV/SEA-SH content and materials in teacher training programs to ensure all pre-service and in-service teachers are aware of issues related to GBV/SEA-SH.

8. **Component 2.** This component aims to reduce barriers to girls’ education and increase girl’s participation in primary and lower-secondary in the most disadvantaged prefectures where girl’s completion rates are the lowest. The Project will support the: (i) creation of safe school environments for all students; (ii) development and establishment of school health packages to increase student’s knowledge of sexual and reproductive health including MHM and increase the demand for family planning, especially for girls; (iii) promotion of social and behavioral communication for change related to social norms and gender roles through community mobilization; as well as (iv) capacity building for the MEPSTA’s gender focal unit for the monitoring and implementation of gender related project activities.

⁷³ These are prefectures with completion rates for girls below 60 percent, with a national average completion rate for girls being 79,6 percent.

⁷⁴ Study on factors influencing girls non-school attendance in school in disadvantaged areas with the lowest enrollment rates (UNICEF, 2019)

⁷⁵ Greene, M., Robles, O., Stout, K. and Suvilaakso, T. A girl’s right to learn without fear: Working to end gender-based violence at school. Working: Plan International.

Table 7.1: Gender Gap Results Chain

	Drivers	Components and Actions	Indicators
<p>Low completion and transition rates of girls in primary and general lower-secondary education</p> <ul style="list-style-type: none"> • about 79.6 percent of girls complete primary education against 88.8 percent for boys, • 73.3 percent transition to general lower-secondary against 79.9 percent for boys, but only 42.8 percent of girls complete lower-secondary against 54.4 percent for boys. 	<ul style="list-style-type: none"> • Early marriage, early pregnancy, perceived lower importance of girls' education (information/services/social norms). • Limited information and materials related to GBV/SEA/SH in ENI and in-service teacher training activities. 	<p>Sub-component 1.1</p> <ul style="list-style-type: none"> • Review of curriculum of ENIs to include GBV/SEA/SH and ways to address GBV/SEA/SH. Design a code of conduct with unacceptable behaviors outlined and cores of action (i.e., sanctions) • Establish a safe and confidential GRM for SEA/SH reporting. 	<p>Number of teachers trained in using the new curriculum including GBV/SEA/SH prevention in schools as a result of the Project</p>
	<ul style="list-style-type: none"> • Poverty, household responsibilities, early marriage, and early pregnancy (which are often both a cause and consequence of dropping out), GBV, SRGBV, and gender stereotypes, and harmful social norms and traditional and cultural practices. Furthermore, COVID19 pandemic has exacerbated this situation. 	<p>Sub-component 2.1</p> <ul style="list-style-type: none"> • Implementation of multilevel interventions to increase girls' participation in targeted schools in disadvantaged prefectures through the establishment of SSP that include: <ul style="list-style-type: none"> ➢ Construction of gender-sensitives infrastructures supported under Sub-component 2.2 ➢ Ensuring implementation of SRGBV/SEA-SH plans ➢ Provision and distribution of school uniforms to girls in targeted disadvantaged prefectures. • introduction of school health packages in schools including sexual and reproductive health programs, MHM and deworming. • deployment of sensitization campaigns on the importance of girls' education, early pregnancies, early marriages, and issues of unequal social norms. • optimization of the MEPSTA's gender focal unit to monitor implementation of gender activities and programs and support girls back to school program and actions. 	<ul style="list-style-type: none"> • Increased completion rate in general lower-secondary education in targeted secondary schools (percentage) (disaggregated by boys and girls for specific monitoring of each) • Number of girls and boys reached through sensitization campaigns on the importance of girls' education, early marriage, early pregnancies, and issues of unequal social norms. • Number of students benefiting from school health packages in targeted schools • Increase in the number of girls transitioning from primary to general lower-secondary education in disadvantaged areas individually supported by project • Share of female students who return to school once the school system is reopened
	<ul style="list-style-type: none"> • Shortage of primary and lower-secondary schools with poor learning and schooling environments including gender specific latrines and school fencing, water points). 	<p>Sub-component 2.2</p> <ul style="list-style-type: none"> • Construction of gender-sensitives infrastructures supported (gender-specific latrines, school fencing, and water points) 	<ul style="list-style-type: none"> • Number of new primary and general lower-secondary classrooms built in targeted disadvantaged prefectures based on comprehensive school mapping