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Report No: PAD2886

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 88 MILLION  
(US\$100 MILLION EQUIVALENT)

TO THE

REPUBLIC OF CÔTE D'IVOIRE

FOR THE

CÔTE D'IVOIRE HIGHER EDUCATION DEVELOPMENT SUPPORT PROJECT

March 1, 2019

Education Global Practice  
Africa Region

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## CURRENCY EQUIVALENTS

(Exchange Rate Effective November 30, 2018)

Currency Unit =	EUR
EUR0.879 =	US\$1
US\$1.416 =	SDR 1

## FISCAL YEAR

January 1 - December 31

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**ABBREVIATIONS AND ACRONYMS**

ACE	African Centers of Excellence
AFD	French Development Agency ( <i>Agence Française de Développement</i> )
ASA	Advisory Services and Analytics
ASTER	Accounting Information System
AUF	Francophone Universities Agency ( <i>Agence Universitaire de la Francophonie</i> )
AWPB	Annual Work Plan and Budget
BTS	Higher Technician Certificate ( <i>Brevet de Technicien Supérieur</i> )
CAMES	African and Malagasy Advisory Committee for Higher Education ( <i>Conseil Africain et Malgache pour l'Enseignement Supérieur</i> )
CPF	Country Partnership Framework
DA	Designated Account
DAF	Directorate of Administration and Finance
DGTCP	General Directorate of Treasury and Public Accounting ( <i>Direction Générale du Trésor et de la Comptabilité Publique</i> )
DS	Doctoral Schools
ECOWAS	Economic Community of West African States
EHS/OHS	Environmental/Occupational Health and Safety
EMIS	Education Monitoring Information System
ENS	Higher Teacher Training School ( <i>Ecole Normale Supérieur</i> )
ERP	Enterprise Resource Planning
ESIA	Environment and Social Impact Assessment
ESMF	Environment and Social Management Framework
ESP	Education Sector Plan
FM	Financial Management
GBV	Gender-based Violence
GDP	Gross Domestic Product
GS	Graduate School
HEDSP	Higher Education Development Support Project
ICB	International competitive bidding
ICT	Information and communications technology
IDA	International Development Association
IGF	General Inspectorate of Finance ( <i>Inspection Générale des Finances</i> )
INPHB	National Polytechnique Institute Houphouët-Boigny ( <i>Institut National Polytechnique Houphouët-Boigny</i> )
IPF	Investment Project Financing
ISFPT	Higher Institute for Vocational Training and Technology ( <i>Institut Supérieur de Formation Professionnelle et de Technologie</i> )
LCS	Least-Cost Selection
LMD	Bachelors, Masters, Doctorate ( <i>Licence - Master – Doctorat</i> )
LMO	Labor Market Observatory
MCC	Millenium Challenge Corporation



M&E	Monitoring and Evaluation
MENETFP	Ministry of National Education, Technical Education and Vocational Training ( <i>Ministère de l'Éducation Nationale, de l'Enseignement Technique et de la Formation Professionnelle</i> )
MESRS	Ministry of Higher Education and Research ( <i>Ministère de l'Enseignement Supérieur et de la Recherche Scientifique</i> )
NCB	National Competitive Bidding
NPD	National Development Plan ( <i>Plan National de Développement</i> )
PA	Project Account
PBBS	Performance-based Budgeting System
PBC	Performance-based Contract
PDESRS	Higher Education and Scientific Research Development Plan ( <i>Plan de Développement de l'Enseignement Supérieur et de la Recherche Scientifique</i> )
PDO	Project Development Objective
PEFA	Expenditure and Financial Assessment
PFM	Public Financial Management
PIMA	Public Investment Management Assessment
PIU	Project Implementation Unit
PPSD	Procurement Project Strategy for Development
QA	Quality Assurance
QCBS	Quality and Cost-based Selection
R&D	Research and Development
RAP	Resettlement Action Plan
RBF	Results-based Financing
REESAO	Network for Excellence of Higher Education in West Africa ( <i>Réseau pour l'Excellence de l'Enseignement Supérieur en Afrique de l'Ouest</i> )
RICI	Integrated Accounting Computerized Network ( <i>Réseau informatique de comptabilité intégrée</i> )
RFP	Request for Proposal
RPF	Resettlement Policy Framework
SA	Self-assessment
SBD	Standard Bidding Documents
SC	Steering Committee
SDG	Sustainable Development Goal
SDP	Strategic Development Plan
SIGFIP	Integrated Financial Management Information System ( <i>Système Intégré de Gestion Financière des Investissements Publics</i> )
SoE	Statement of Expenditure
SSA	Sub-Saharan Africa
STEM	Science, technology, engineering, and mathematics
SYSCOHADA	West African Francophone countries Accounting Standards
TA	Technical assistance
TC	Technical Committee
TEI	Tertiary Education Institution



TEMIS	Tertiary Education Management Information System
ToR	Terms of Reference
UAO	Alassane Ouattara University
UFHB	Felix Houphouet-Boigny University
UJLG	Jean Lorougnon Guede University
UNA	Nangui Abrogoua University
UNDB	United Nations Development Business
UNDP	United Nations Development Programme
UPGC	Peleforo Gon Coulibaly University
WAEMU	West African Economic Monetary Union



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DATASHEET

**BASIC INFORMATION**

Country(ies)	Project Name	
Cote d'Ivoire	Cote d'Ivoire Higher Education Development Support Project	
Project ID	Financing Instrument	Environmental Assessment Category
P160642	Investment Project Financing	B-Partial Assessment

**Financing & Implementation Modalities**

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Disbursement-linked Indicators (DLIs)	<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)	

Expected Approval Date	Expected Closing Date
22-Mar-2019	13-Mar-2024

Bank/IFC Collaboration

No

**Proposed Development Objective(s)**

The Project Development Objectives are: (a) improve higher education management; (b) increase enrollment in professional programs; (c) improve the quality and labor market relevance of degree programs of participating public tertiary institutions.



**Components**

Component Name	Cost (US\$, millions)
Component 1: Strengthening Tertiary Education Management	13.00
Component 2: Enhancing short duration professional programs	32.00
Component 3: Enhancing Graduates' Employability in public universities and INPHB	55.00

**Organizations**

Borrower: Republic of Côte d'Ivoire  
 Implementing Agency: Ministry of Higher Education and Scientific Research

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

**SUMMARY**

<b>Total Project Cost</b>	100.00
<b>Total Financing</b>	100.00
<b>of which IBRD/IDA</b>	100.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	100.00
IDA Credit	100.00

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

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
National PBA	100.00	0.00	0.00	100.00
<b>Total</b>	<b>100.00</b>	<b>0.00</b>	<b>0.00</b>	<b>100.00</b>

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





WB Fiscal Year	2019	2020	2021	2022	2023	2024
Annual	1.50	7.37	19.45	28.00	32.55	11.13
Cumulative	1.50	8.87	28.33	56.33	88.87	100.00

**INSTITUTIONAL DATA**

**Practice Area (Lead)**

**Contributing Practice Areas**

Education

**Climate Change and Disaster Screening**

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

**Gender Tag**

**Does the project plan to undertake any of the following?**

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF	Yes
b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment	Yes
c. Include Indicators in results framework to monitor outcomes from actions identified in (b)	Yes

**SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)**

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



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

**COMPLIANCE**

**Policy**

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

Yes  No

Does the project require any waivers of Bank policies?

Yes  No

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

**Legal Covenants**

Sections and Description

Section I.A.3 (d) (i). The Recipient shall, through the PIU no later than one (1) month after the Effective Date: appoint a financial controller, a public accountant, a procurement specialist, and a monitoring and evaluation specialist.



Sections and Description

Section I.A.3 (d) (ii). The Recipient shall, through the PIU no later than two (2) months after the Effective Date recruit an accountant and an assistant accountant, acquire and install an accounting software.

Sections and Description

Section I.A.3 (d) (iii). The Recipient shall, through the PIU no later than five (5) months after the Effective Date appoint an external auditor.

Sections and Description

Section I.F (2). The Recipient shall ensure that the obligation to comply with the relevant Safeguard Instruments is incorporated: (a) in all Performance-based Contracts; (b) in the contracts between the Recipient and its contractors and any entity supervising the Project’s civil works; and (c) in the contracts between the contractors and any of their subcontractors.

Sections and Description

Section I.F (3). The Recipient shall ensure that all bidding documents and contracts for civil works include the obligation of the relevant contractors and subcontractors to adopt and implement measures to assess and manage the risks and impacts of labor influx and workers’ camps.

Sections and Description

Section I.F (4). The Recipient shall ensure that all contracts for civil works under the Project obligate the applicable contractors and subcontractors to: (a) adopt and enforce a code of conduct that applies to and is signed by all personnel working on any Project activities, in form and substance acceptable to the Association, detailing measures on environmental, health and safety as well as measures to prevent and respond to GBV; (b) report promptly to the PIU any allegations of GBV against any of their personnel; and (c) investigate promptly and thoroughly any allegations of violations of said code of conduct.

Sections and Description

Section I.F (8). The Recipient shall ensure that: (a) all consultancies related to technical assistance, design and capacity building under the Project, the application of whose results could have environmental, social and health and safety implications, shall only be undertaken pursuant to terms of reference reviewed and found satisfactory by the Association; and (b) such terms of reference shall require the technical assistance, design and capacity building activities to take into account the requirements of the applicable Safeguards Policies and EHS Guidelines.

**Conditions**

Type	Description
Effectiveness	The Recipient has hired a financial management specialist, a procurement specialist and a monitoring and evaluation specialist for the PIU, in a form and manner, and with terms of reference, qualifications and experience, all satisfactory to the Association.
Effectiveness	The Recipient has prepared and adopted the PIM and the PBC Operations Manual, in form and manner satisfactory to the Association, with the specifications described in Parts C and D



of Schedule 2 to the Financial Agreement.

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## I. STRATEGIC CONTEXT

### A. Country Context

1. **After a decade (2002–2011) of socio-political instability marked by low economic growth,<sup>1</sup> the Côte d'Ivoire economy is now making gains**—growth reached 9.2 percent in 2015 and is expected to be 7.7 percent in 2018 and 2019. However, poverty is still high: in 2015, 46.3 percent of Ivoirians were living below the national poverty line. In 2017, the population of Côte d'Ivoire, which is located in West Africa, was an estimated 24.9 million. Gross Domestic Product (GDP) per capita (US\$1,537 in 2017) is close to the average (US\$1,636) for Sub-Saharan Africa (SSA).

2. **Since the sociopolitical crisis ended in 2011, there has been significant improvement in the business environment and in development of the private sector, heightening the country's competitiveness.** Côte d'Ivoire moved up from 168th in the 2010 World Bank Doing Business ranking to 122nd in 2019. In addition to making the business environment more attractive, the country has also improved its infrastructure. The 2016 Global Competitiveness Report ranked Côte d'Ivoire among the top ten reformers in 2015, when it moved from 115<sup>th</sup> (already up from 129<sup>th</sup> in 2011) to 99<sup>th</sup>; it is now the eighth most competitive economy in Africa. Côte d'Ivoire has considerably improved the environment for the private sector<sup>2</sup>.

3. **Despite its recent macroeconomic achievements, the country's human development and other social outcomes are still below those of most countries with comparable per capita income.** In the 2018 United Nations Development Programme (UNDP) Human Development Index, Côte d'Ivoire ranked 170th of 189 countries. Average years of schooling are 7.68; whereas the regional average is 8.2. Under-5 mortality rate is 88.8 deaths per 1,000 births (2017), against the SSA average of 83.2 and the lower-middle-income average of 52.8. Ivoirian life expectancy at birth is 53.5 years (2016), compared to 58.1 in SSA and 67 in lower-middle-income countries. Côte d'Ivoire's Human Capital Index<sup>3</sup> is 0.35, below the average of 0.40 in SSA.

### B. Sectoral and Institutional Context

4. **The performance of the education sector in Côte d'Ivoire is close to the SSA average.** Despite the Government's efforts to increase primary and secondary enrollment, Côte d'Ivoire is still far from universal primary education due in part to rapid demographic growth. In 2017, the completion rates at 77 percent for primary and 54 percent for lower-secondary education were slightly higher than the 2015 SSA averages of 73 and 49 percent, respectively. Gender disparities persist: in 2017 in terms of enrollment the parity index (girls to boys) was 0.98 in primary, 0.87 in lower secondary, and 0.81 in upper secondary. According to the 2015 Living Standard Survey, completion of primary schooling varies widely by region, ranging from 2 to 74 percent.

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<sup>1</sup> Between 2000 and 2010, gross domestic product (GDP) grew 1.1 percent a year, compared to 5 percent in Sub-Saharan Africa (SSA).

<sup>2</sup> Doing Business Report 2019.

<sup>3</sup> The Human Capital Index quantifies the contribution of health and education to the productivity of the next generation of workers.



**Table 1: Côte d'Ivoire Education Indicators, 2017 (Percent)**

Level of Education	Net Enrollment			Completion		
	Total	Girls	Boys	Total	Girls	Boys
Primary	91	90	92	77	75	80
Lower Secondary	42	39	45	54	49	59
Upper Secondary	16	15	18	27	24	30

Source: Ministère de l'Éducation Nationale, de l'Enseignement Technique et de la Formation Professionnelle (MENTEFP)  
 Note: Completion rate is the ratio of new students in the final grade divided by the total number of children of the group age (11 years old for primary, 15 years old for lower secondary, and 18 years old for upper secondary).

**5. For several reasons, fewer girls are enrolled in education, contributing to the low labor force participation of women.** Girls' enrollment is lower than boys due to dropouts. The main reasons for girls dropping out are early marriages and adolescent pregnancies—about 30 percent of girls aged 15 to 19 years have been pregnant and about 12 percent of girls under 15 live with a boy/man.<sup>4</sup> Another reason for girls dropping out is Gender-Based Violence (GBV). There are no specific studies on GBV in education but in the 2016–17 school year 155 cases were officially reported in primary education and 236 in secondary.<sup>5</sup> There are no data on GBV in higher education but there is anecdotal evidence of a similar GBV problem. In a national survey on GBV by the Government, in collaboration with United Nations Population Fund (UNFPA) and United Nations Children's Fund UNICEF,<sup>6</sup> 90 percent of women interviewed reported having been a victim of GBV at least once. The low enrollment of girls affects labor force participation: about 27 percent of adult women are inactive in the labor market, compared to 19 percent of adult men.<sup>7</sup> In addition to qualification constraints, among the reasons why fewer women than men enter the labor force are fertility choices and family duties.

**6. From 2002 through 2011 delivery of education services was drastically reduced by the political and social crisis.**<sup>8</sup> Tertiary education in particular suffered immense losses. The three public universities (Felix Houphouët Boigny University [UFHB], Nangui Abrogoua University [UNA], and Alassane Ouattara University [UAO]), the two public *Grandes Ecoles* (*Ecole Normale Supérieure [ENS]* and *Institut National Polytechnique Houphouët Boigny [INPHB]*) and the two regional tertiary education centers (in Daloa and Korhogo) lost their equipment, and most academic and social infrastructure was damaged. To address the deteriorated conditions in these institutions, the Government adopted a comprehensive reconstruction plan and closed all of them for rehabilitation and re-equipping in April 2011. They reopened in September 2012 for the 2012–13 academic year.

**7. In the past 10 years, Ivoirian tertiary education has grown significantly, although the proportion of the population participation is still low.** Enrollment rose from 146,490 in 2005 to 192,842 in 2016, an average annual growth of 2.5 percent, and in absolute terms, there is increased demand for tertiary education because the population has been growing at 2.5 percent annually for the last decade. However, this remarkable increase in tertiary participation in Côte d'Ivoire still represents just 774 enrollments per 100,000 inhabitants in 2016, whereas the average in low-middle-income countries is about 3,500.

<sup>4</sup> Source: *Les grossesses précoces en milieu scolaire*—Emergency Basic Education Support Project (EBESP P119328), 2016.

<sup>5</sup> Source: School Statistics, 2017, Ministry of National Education, Technical and Vocational Training (MENTEFP).

<sup>6</sup> *Crise et Violences Basées sur le Genre en Côte d'Ivoire : Résultats des études et principaux défis*, Abidjan, 2008, MFFAS/UNFPA/UNICEF.

<sup>7</sup> Source: World Bank. 2017, *Employment Productivity and Inclusion for Poverty Reduction*.

<sup>8</sup> In 2002, a mutiny-turned-rebellion led to open armed conflict that split the country in two. The 2007 Ouagadougou Political Agreement between crisis stakeholders eased the political tensions and paved the way for elections in 2010, but the refusal of some groups to recognize the elections led to a violent five-month post-election crisis that lasted into 2011.



8. **The cause for low tertiary participation is rooted in low enrollment in secondary education and low transition to tertiary education.** Only about 45 percent of students completing upper secondary pass the national end-secondary exam *Baccalauréat* and enroll in tertiary institutions. Secondary enrollments are low because: (i) access is limited by lack of schools; (ii) a pass rate of about 80 percent for the national end-primary exam, *Certificat d'Etudes Primaires Elementaires*, which contributes to the lower secondary gross intake rate of about 66 percent; and (iii) a pass rate for the national end-lower secondary exam, *Brevet d'Etudes du Premier Cycle* of about 60 percent with an upper secondary gross intake rate of about 35 percent. To address the rising demand for secondary education, the Government has been investing in construction of new rural lower secondary schools at an average rate of 30 new schools a year. In the current Education Sector Plan (ESP 2016–2025), which was published in April 2017, enrollments are expected to rise for all levels of education; two percent is the projected annual increase for tertiary education.

9. **To cope with the increasing demand for tertiary education and the potentially larger flow of students completing secondary school, the Government has inaugurated a system in which private tertiary institutions help to fill the gap in access to higher education.** Tertiary education in Côte d'Ivoire incorporates four types of institutions: public universities, public elite professional schools (after the French *Grandes Écoles* model), private universities, and private institutions (Table 2). By law, the Government must ensure that all students who passed the *Baccalauréat* exam have an opportunity to enroll in a tertiary institution. It has therefore established an orientation system where students with higher scores on the *Baccalauréat* and in the last grade of secondary school are directed to public universities for undergraduate degrees, and the rest are directed to subsidized private *Grandes Ecoles*<sup>9</sup> to enroll in two-year programs for the national Higher Technician Certificate (BTS: *Brevet de Technicien Supérieur*). Students can also apply for (a) the competition for admission to public *Grandes Ecoles* or (b) pay for courses in private universities. Due to limited capacity in the public institutions, for decades the Government has been directing new tertiary students to subsidized private institutions, 75 percent in 2018.

**Table 2. Structure of the Tertiary Education System, 2015–16**

Type of Institution	Number	Enrollment	Share of total enrollment
Public universities (*)	6	73,020	37.9%
Public <i>Grandes Ecoles</i>	44	24,826	12.9%
Private universities	28	9,323	4.8%
Private <i>Grandes Ecoles</i>	211	85,673	44.4%
Total	289	192,842	100.0%

Source: *Ministère de l'Enseignement Supérieur et de la Recherche Scientifique* (MESRS).

Note: (\*) Since the rehabilitation in 2011 the regional tertiary education centers in Daloa and Korhogo have been upgraded to universities.

<sup>9</sup> Some private *Grandes Ecoles* not only prepare students for the BTS but also award advanced degrees (Master or Doctorate). There are no conditions or standards that private institutions must meet to use the designation “*Grande Ecole*.”



## Issues in Higher Education

**10. Tertiary education has in part recovered from the political and economic turmoil of recent years but is now confronted with other critical issues.** The first is limited access and lack of equal opportunities, given the expected trebling of the number of high school graduates by 2030 due to high population growth (about 2.5 percent in 2016) and the anticipated improvement of the *Baccalauréat* exam pass rate (44.9 percent in 2017). The second arises from the poor quality and lack of relevance of many programs, particularly the BTS programs delivered primarily by private institutions, and the difficulties universities have in establishing the License-Master-Doctorate (LMD) system stipulated in the Bologna Process. The third is the need for more favorable sector-wide governance, a sustainable financing strategy, and improved management.

**11. To date, the Government has centralized coordination and development of the tertiary system;** with both budgets and staffing being centrally managed. Tertiary institutions have not been allowed to undertake initiatives to address their most pressing needs or introduce innovations to improve program quality and relevance. Based on a participatory process, the Government recently revised the higher education law to authorize the autonomy of public tertiary institutions and the establishment of a new governance system. The Government is now in the process of adopting the revised law, to be submitted to the parliament in the first semester of 2019.

## Access and Equity

**12. Participation in tertiary education in Côte d'Ivoire is not only low but there are significant disparities by gender, income and regions.** Between 2005 and 2016 the number of enrollments per 100,000 inhabitants dropped from 808 to 774, pushing down the gross tertiary enrollment rate from 9.3 to 8.3 percent. In SSA, Côte d'Ivoire's tertiary education statistics are about average (the range of the number of enrollments per 100,000 inhabitants is about 700 to 900), but they are below the middle-income country average (about 3,500). Moreover, the gender and income inequalities seen among primary and secondary students are exacerbated in higher education. At 10.1 percent, male enrollment is significantly higher than female, which is just 6.7 percent. The proportion of girls ranges from 33 percent in public universities to 51.4 percent in private. As for income-based disparities, 2015 data shows tertiary enrollment of just 7 percent for the poorest students versus 41 percent for the richest. Between 2008 and 2015, tertiary enrollment rose by 2.4 percent for the former group and 2.3 percent for the latter, which meant virtually no change in the access gap. An estimated 60 percent of the students come from the highest income quintile. In terms of regional disparities, tertiary education is highly concentrated geographically: 218 of the 288 tertiary institutions are in Abidjan, with far fewer options for students in other regions.

**13. Gender disparities are clear in several aspects of tertiary education.** Girls seem to have better access to tertiary education than boys if they could survive and complete the secondary education. About 76 percent of girls completing secondary education continue on to the tertiary education, in comparison to 65 percent of boys. Hence, the low enrollment of girls in tertiary education is a combined result of their low enrollment and completion of secondary education and higher drop-outs in tertiary. The probability for girls to drop out in tertiary education is 8 percentage points higher than for boys.<sup>10</sup> There are also disparities in the fields of study: in public institutions, only 14 percent of girls are enrolled in sciences, technology, engineering and mathematics (STEM) against 29 percent of boys.

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<sup>10</sup> Source: World Bank and AFD, 2018, *Équité dans l'enseignement supérieur et l'employabilité de ses diplômés*, 2018





Table 3. Public Tertiary Students by Gender and Field of Study, 2015/2016 (Percent)

Field of Study	Female	Male
STEM	14	29
Humanities or social sciences	76	63
Medical sciences	10	8
Total	100	100

Source: MESRS.

14. **To improve access and equity in tertiary education, the Government is focusing on expanding secondary education in underserved areas and building new universities in other regions.** To increase secondary enrollment, with partners like the French Development Agency (*AFD*) and the Millennium Challenge Corporation (*MCC*) the Government has begun to add secondary schools in rural areas. This strategy is based on the fact that, in order to expand access to tertiary education, building up enrollment in secondary education is crucial, supported by measures to ensure better student retention. The Government has launched an ambitious plan to expand the two universities of Daloa and Khorogo, and construct new universities in Man, San Pedro, and Bondoukou by 2020 with financial support foreseen from other international partners. By 2025, the Government plans to construct five new universities in Odienne, Daoukro, Abengourou, Dabou and Adiake.

**Quality and Relevance**

15. **Both the quality and relevance of tertiary education are of major concern.** Data on efficiency, quality, and relevance are fragmented or lacking, but the data that do exist paint a dismal picture. Because the academic year is still truncated for many faculties, many three-year undergraduate programs take five to six years. Based on available data, in public universities about 40 percent of students have been in the system for more than 10 years. For private institutions, one quality measure is the pass rate for the *BTS* exam, which is just 25 percent.

16. **Despite government efforts to recover from the impact of the political crisis, conditions for improving the learning environment are still not in place.** Most public universities still have a truncated academic calendar and many faculties and departments have yet to return to the regular academic year (October to June). Aligning the school calendar for all universities and departments with the official academic year is a prerequisite for the major reforms that are part of the transition to the LMD system. This would require investing in labs and financing operational costs for the delivery of practical courses. The digital infrastructure is inadequate, and many institutions have no access to broadband. This undermines the quality of teaching and learning and prevents universities from ramping up research activities.

17. **Research is central to the quality of a comprehensive tertiary education sector, but the scientific production of Ivoirian universities is low and of poor quality.** The country has no more than 400 scientific articles published in international journals each year, which puts Côte d'Ivoire among the least productive African nations per capita. With 8 million fewer people, Senegal produces twice the number of scientific articles. It is also worrisome to observe that the research gap between Côte d'Ivoire and its comparators has widened in recent years. In a new measure of progress in scientific production, developed by a team working for the journal *Nature*, Côte d'Ivoire is absent from the African scientific map.<sup>11</sup> From a regional perspective, no Ivoirian

<sup>11</sup> *Nature's* 2016 Index of Rising Stars identifies rising performers in science using the Nature Index, which tracks the high-quality research of more than 8,000 global institutions. The 2016 index profiles universities, research institutions, and



research institution has the capacity to produce high-quality research in quantity. In addition to 15 research institutions in South Africa, the *Nature* list includes four from Morocco, two from Tunisia, and one each from Algeria, Burkina Faso, Kenya, and Senegal.

18. **The high proportion of qualified lecturers suggests that quality in tertiary education could be improved by enhancing pedagogical practices and revising the content of most programs.** While finding academically qualified faculty does not appear to be a problem—97 percent of lecturers in public universities and 77 percent in private universities have a PhD or master’s degree —program content and pedagogical practices need to be modernized and the student: lecturer ratio needs adjustment. Traditional lectures and rote memorization still tend to be the norm. This leaves little room for developing inquisitive minds, critical thinking, and the analytical competencies needed in today’s global economy. In addition, since many courses emphasize theory rather than real-life application, graduates often finish their studies with few professional and relevant skills for the labor market needs.

19. **In terms of employment, tertiary graduates, particularly those who hold a BTS, are also having considerable difficulty finding jobs.** There are several signs of a mismatch between what they learn in tertiary education and what the economy needs (Table 4). In 2013, for example, 19 percent of graduates aged 25–34 were unemployed, and of those who were employed, only 25 percent had a professional job. The high proportion of unemployed master’s degree holders is also of concern. It takes new graduates an average of two years to get their first job. Employers question the relevance of many tertiary, especially BTS, programs—there is a higher percentage of BTS holders among unemployed graduates, even though in most countries, graduates of shorter professional programs like the BTS find it easier to get a job than job-seekers with a general bachelor’s degree. However, it is important to observe that Ivorian technicians trained by the INPHB are highly regarded.

Table 4. Training and Jobs Mismatch, 2014, Percent

Degree Categories	Students	Unemployed Graduates
<i>Brevet de Technicien Supérieur (BTS), Diplôme de Technicien Supérieur (DTS), Diplôme d’Etudes Universitaires Générales (DEUG); Diplôme Universitaire de Technologie (DUT): 2 years</i>	35.1	61.7
Bachelor and engineering degree (4 years)	44.9	17.7
Master’s (6 years)	11.5	20.1
Doctorates	2.5	0.5
Total	100.0	100.0

Source: MESRS.

Note: DEUG: *Diplôme d’Etudes Universitaires Générales*; DUT: *Diplôme Universitaire de Technologie*. Both are awarded by Universities

countries that have significantly improved their scientific output, often without the longevity and resources that benefit more established institutions that are prominent in international academic rankings. From 2012 to 2015, the institutions and countries reviewed significantly increased their contributions to a selection of top natural science journals—a metric known as weighted fractional count (WFC). <https://www.natureindex.com/supplements/nature-index-2016-rising-stars/index#ni-articles>.



20. **Current programs are not responsive to labor market demand.** Most tertiary students (78 percent) are specializing in humanities or social sciences; only 15 percent seek a STEM degree; 5.2 percent are in agricultural sciences; and just 0.6 percent are in health sciences. Reversing the current trend will require time because fewer than 3 percent of secondary students pass the *Baccalauréat* science and math examination. The AFD is supporting action to enhance secondary teaching and learning in science and math.

21. **Besides the low percentage of tertiary STEM programs, there is a severe disconnect between what the graduates of most tertiary institutions have learned and what the economy is demanding.** This is probably because employers are insufficiently involved in the design and revision of curricula to prepare students, especially students of humanities and the social scientists, for the job market. Similarly, university research and development (R&D) activities are rarely linked to the industry. The 2017 World Economic Forum Global Innovation Index ranks Côte d'Ivoire 86<sup>th</sup> out of 140 countries on collaboration between universities and industry—and 107<sup>th</sup> on registering new patents and licenses.

22. **Tertiary education has little institutional diversity.** About 82 percent of the students are enrolled in either a public university (37.9 percent) or a private institution (44.4 percent). Côte d'Ivoire does not have non-university institutions like the North American community colleges or the French technology institutes, which can train mid-level technicians and managers, and options for student mobility are nonexistent. With enrollment averaging about 400 students, most private institutions are too inefficient to take advantage of economies of scale. Internationally, enrollment in small tertiary institutions averages from 2,000 to 5,000 students.

### Governance and Financing

23. **There is a need for more appropriate governance systems in order to improve the performance of Ivorian tertiary education.** Public institutions have little institutional autonomy, performance-based management instruments and processes are lacking, and there are no follow-up mechanisms to monitor how well graduates are integrating into the labor market. Public universities have no control over the number of students they must enroll, the tuition fees they may set, or the use of self-generated income. As for modern management practices, the first performance-based contracts (PBCs), signed a few years ago, could not be honored because the Ministry of Higher Education and Scientific Research (the Ministry or MESRS) was unable to commit the additional resources PBCs call for.

24. **Because the monitoring system is not effective, there is an acute scarcity of data for the analysis of internal and external efficiency and total institutional performance.** The Ministry collects basic data by institution (mainly on enrollments and teachers), but these do not cover such important variables as access, retention, and achievement rates. The disruption of the school year for some departments and programs may be partly to blame but, in any case, as the LMD system is gradually adopted, heightened student and faculty mobility across institutions and programs and the resources pooling system will require a more comprehensive, computerized management system. Finally, although training an adequately qualified workforce is one of the main functions of tertiary education, the Government has not yet put in place a comprehensive way to monitor graduate employment, which makes it difficult if not impossible to match university programs to labor market needs. The only available current mechanism is the national information system on the labor market managed by the Ministry of Employment and Social Protection, but it is limited to monthly general employment trends and it does not provide specific data on employment of graduates.



**25. The share of domestic resources devoted to higher education is above the SSA average.** Côte d'Ivoire allocates about 20 percent of its domestic resources to education, equivalent of 5 percent of GDP. Allocation to secondary and tertiary education is relatively high at 57 percent of the education budget, although they represent only 33 percent of total enrollments. In particular, tertiary education, with only 4 percent of total enrollment, accounts for about 25 percent of the education budget. In SSA countries, the tertiary share of the education budget averages 19 percent. Thus, Côte d'Ivoire's funding for primary education at 43 percent of the education budget is comparatively low, especially considering the country has yet to achieve its objective of universal primary education. Capital spending in higher education has risen slightly in recent years to address reconstruction after the political troubles; from 2008 to 2010 it grew from 6 to 8 percent and from 2012 to 2015 from 10 to 28 percent.

**26. Research funding has plunged in recent years and there are some unfunded priorities.** Between 2012 and 2015, public spending on research at the universities has declined from 0.03 percent to less than 0.02 percent of the GDP. Without adequate resources, universities are unlikely to ramp up research in any meaningful way. The reality is that Côte d'Ivoire, like most SSA countries, will be confronted by severe financial tensions and difficulty in finding trade-offs as the Government attempts to reconcile the three fundamental objectives for tertiary education: quantitative expansion, quality improvements, and R&D strengthening. Within recurrent spending, between 2008 and 2015 the share of salaries grew steadily, from 31 to 48 percent.<sup>12</sup> Considering that social transfers (scholarships, meals, and dormitories) represent 37 percent of recurrent spending, this leaves few resources for the non-salary spending that is crucial for creating a favorable learning environment and operating and maintaining science labs and computers.

### **Government Strategy and Commitment**

**27. Tertiary education can directly support three of the five priorities of the National Development Plan (NDP 2016-20):** (a) institutional strengthening and improved governance; (b) accelerated development of human capital, and (c) structural transformation of the economy through industrialization. The Government has adopted the Education Sector Plan (ESP) 2016-2025 to support government efforts to make Côte d'Ivoire "an emerging country with a solid industrial basis by 2020." For this purpose, for higher education the Ministry plans to achieve four objectives: (a) establish a Strategic Unit for Competencies; (b) match the stock of qualified workers with the structural transformation objective to make the economy more competitive by creating new Higher Institutes of Professional Training and Technology (ISFPT); (c) improve access to quality programs; and (d) develop a pool of national researchers who contribute effectively to technological innovation. The Government has also made it clear that tertiary education is a priority for improving the quality of primary and secondary education because it trains qualified teachers.

**28. The Government, in collaboration with development partners, has launched reforms to (a) expand access to tertiary education; (b) improve the financing of public tertiary institutions; and (c) give more institutional autonomy to public universities.** The first reforms are pedagogical, in preparation for the transition to the LMD system, and institutional, with revision of tertiary education governance.<sup>13</sup> By 2020, the Ministry plans to build new universities in San Pedro (supported by the Islamic Development Bank) and in Bondoukou; and expand the

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<sup>12</sup> World Bank, 2017, *Public Expenditure Review*.

<sup>13</sup> The Bologna Process is a series of agreements between European countries to ensure that the quality of higher-education qualifications are comparable. According to the African and Malagasy Advisory Committee for Higher Education (CAMES: *Conseil Africain et Malgache pour l'Enseignement Supérieur*) each university is expected to introduce a series of measures, among them harmonizing a three-level certification system and providing for credits (60 credits per semester for REESAO [see next footnote], student and lecturer mobility, quality assurance mechanisms, and lifelong learning.



capacity of the two universities in Daloa and Khorogo. Furthermore, with AFD support, the Ministry has launched a process to establish a results-based financing (RFB) system for public tertiary institutions in late 2017. This reform requires that all such institutions draw up a three-year Development Plan and sign a PBC with the Ministry to mobilize national and external resources. Finally, the Ministry intends to grant public universities full autonomy with the establishment of adequate accountability mechanisms.

**Table 6: Contribution of Development Partners to Public Tertiary Education to Date**

Theme	Partner	Activities
Access	AFD (France)	Construct dormitories to enhance access at INPHB.
	Islamic Development Bank	Construct two new universities, in San Pedro and Bondoukou.
Quality and Relevance	AFD (France)	Enhance research capacity (doctoral schools, grants for research, etc.).
		Create a virtual university.
		Provide scientific equipment to public universities and <i>Grandes Ecoles</i> .
		Rehabilitate INPHB infrastructure and equipment
		Support INPHB constituencies (e.g., partnerships with <i>Grandes Ecoles</i> in France, etc.).
		Extend the higher education Internet network.
		Support curriculum revisions, for transition to the LMD.
	Create two new Higher Institutes for Vocational Training and Technology.	
	World Bank	Support three universities under the regional Africa Higher Education Centers of Excellence Project (P126974) to promote regional specialization among participating universities in areas that address regional challenges in training and applied research.
Governance	AFD (France)	Support a study of tertiary education governance.
		Support drafting of an institutional strategic plan and performance-based contacts.
		Support public-private partnership initiatives.

29. To address the quality and relevance issues, the Government in 2009 launched a transition to the LMD system and the goals of the Network for Excellence of Higher Education in West Africa (*Réseau pour l'Excellence de l'Enseignement Supérieur en Afrique de l'Ouest, REESAO*).<sup>14</sup> The transition to the LMD system, though complex, is expected to enhance system and institutional efficiency. The process requires sector-wide reforms of the allocation and use of resources (labs, equipment, and staff) and of curriculum and student management. The transition in Côte d'Ivoire is still underway. Because the pace at which universities have been making the necessary changes differs according to their capacity, how much they have achieved also varies. Some key elements of the LMD system (e.g., pooling of resources, student and lecturer mobility, and establishment of doctoral schools to deliver PhD programs) are not yet in place; several require changes in regulation and reinforcement of central and university institutional capacity.

<sup>14</sup> The REESAO network consists of Benin, Togo, Niger, Mali, Burkina Faso, Senegal, and Côte d'Ivoire; the objective is to facilitate establishment of common standards for the transition to the LMD system.



30. **Quality assurance, which is central to the LMD system, is at present only in the early stage of development in Côte d'Ivoire.** In the transition to the LMD system, improvements in the quality of teaching and learning will to a large extent hinge on there being a solid and comprehensive quality assurance (QA) system from national to individual institutions. Very few tertiary institutions have an internal QA unit and the new ministry's Quality Assurance Department has only recently begun operations.

### C. Relevance to Higher-Level Objectives

31. **The project is anchored in Focus Areas 2 and 3 of the 2016–19 Country Partnership Framework (CPF-Report No. 96515-CI)<sup>15</sup>, which deal with building human capital for economic development and social cohesion; and reinforcing public financial management (PFM) and accountability.** To help build human capital, the project will provide students with skills relevant to the labor market, which should help reduce high youth unemployment. It will also adopt options and measures to ensure that the qualifications of tertiary graduates are better aligned with labor market needs. As for enhancing PFM, the project, in coordination with AFD, will support the Government's higher education reform strategy by making public funding more efficient, granting higher education institutions more autonomy, and enhancing their accountability.

32. **The proposed project is fully aligned with Côte d'Ivoire's National Development Plan (NDP 2016–20) to transform tertiary education into a high-performing system that can effectively support the development of the country by building knowledge and expert skills.** The Government recognizes that such a system is fundamental to its economic and social development agenda because it can (a) train a qualified and adaptable labor force, especially effective scientists, professionals, technicians, teachers in basic and secondary education, and future government, civil servants, and business leaders; (b) generate new knowledge through both basic and applied research; and (c) be a channel for tapping stores of global knowledge and adapting it to local use. Tertiary institutions also have a unique ability to integrate and create synergy; sustainable transformation and growth throughout the economy depend heavily on the capacity-building contributions of an innovative tertiary system, especially in developing countries with inadequate institutional capacity and limited human capital.

33. **By supporting tertiary education, the World Bank will help Côte d'Ivoire achieve the United Nations Sustainable Development Goals (SDGs).** In addition to the essential contribution that tertiary education can make to the goals of sustainable economic growth (SDG 8) and poverty reduction (SDG 1), there can be no progress on all the other dimensions—from developing a vibrant agricultural sector and building up resilient infrastructure to mitigating the devastating effects of climate change and preserving the environment—without the participation of scientists and other well-trained professionals and the application of cutting-edge research to provide solutions to the major challenges humans face. To diminish inequality (SDG 10), tertiary education is vital for promoting social mobility through equal educational opportunities for all, especially the most vulnerable (e.g., low-income groups, minorities, and people with special needs). Achieving the SDGs also requires sound institutions for designing and carrying out policy, and well-prepared citizens who care about inclusion and sustainability.

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<sup>15</sup> The relevance of the objectives of the CPF have been confirmed with the 2018 Performance and Learning Review, which extends the duration of the strategy to 2021.





## II. PROJECT DESCRIPTION

### A. Project Development Objective (PDO)

#### PDO Statement

34. The Project Development Objectives are to (a) improve higher education management; (b) increase enrollment in professional programs; and (c) improve the quality and labor market relevance of degree programs of participating public tertiary institutions.

#### PDO Indicators

35. To measure progress towards the achievement of the PDO, the indicators are the following:
- Number of tertiary institutions supported by the project that achieve at least 80 percent of the annual targets set in PBCs (*number*)
  - Number of students enrolled in professional programs, both short-term and for a degree, that are supported by the project (*number*), of which women (*percentage*)
  - Percentage of programs in public universities and INPHB supported by the project where at least a 10-percentage point increase is attained in the employment rates for graduates (*percentage*)
  - Percentage of *Institut National Polytechnique Houphouët Boigny (INPHB)* programs supported by the project that meet international accreditation standards (*percentage*)

### B. Project Components

36. **The proposed instrument for the project is Investment Project Financing (IPF) over five years, with a total financing of EUR 88 million (US\$100 million equivalent) (IDA credit).** The project will support a series of investments combined with policies to reform tertiary governance and public financing. It will also support government plans to expand and improve the tertiary education system with appropriate incentives to improve the quality of education in Côte d'Ivoire. The ultimate goal is to put in place programs that are more relevant to the labor market needs. The project will help achieve this by strengthening the governance and financing of the system.

#### **Component 1: Strengthening Tertiary Education Management – EUR11.4 million (US\$13.0 million equivalent)**

37. **The objective of Component 1 is to support the Government as it modernizes governance of tertiary education by giving individual institutions higher level of autonomy.** Activities will be carried out as part of the Government's decentralization policy (Decree n°114/PM/CAB March 10, 2014), which for tertiary education will mean granting public institutions more autonomy while also requiring them to be more accountable for results and their use of public resources. This component will help prepare the universities to make changes in terms of the governance as allowed in the revised law under adoption.



38. **The project will support the Government as it identifies and adopts all the requisites for granting more autonomy to public tertiary institutions.** It will, for instance, help (a) establish an appropriate financing mechanism, namely, the PBC; (b) reinforce sector management by sector analysis, strategic planning, and monitoring and evaluation (M&E); (c) develop a QA system; and (d) reinforce management capacity, including training for managers, as institutions become autonomous.

***Subcomponent 1.1: Supporting the establishment of a Performance-based Contracts system of subgrants (US\$1 million)***

39. **The Ministry is currently working on a new financing system based on the PBCs between the Ministry and public tertiary institutions, namely the six existing public universities and the INPHB.** The six existing public universities are: Félix Houphouët-Boigny University (UFHB) of Cocody; Nangui Abrogoua University (UNA) of Abobo-Adjamé; Alassane Ouattara University (UAO) of Bouaké; Jean Lorougnon Guédé University (UJLG) of Daloa; Péléforo Gon Coulibaly University (UPGC) of Korhogo and the University of Man. The objectives are to ensure strong university ownership and commitment to the reforms, with a multi-year action plan for their achievements; and to enhance university accountability. The new system will be based on funding commitments for the first year, with proposed activities and objectives costed; funding projections for subsequent years; agreed performance targets; and indicators to monitor progress. Adjustments will be made every year based on how well targets are achieved. Under this subcomponent, the project will provide technical assistance (TA) and support for the contracting process. It will also cover the drafting of manuals of procedure, training, and development of M&E tools.

40. **By using PBCs, in addition to responding to an RFB system, the Ministry expects to achieve three objectives:** (a) Reach a participatory and shared approach to necessary reforms; (b) Empower and commit public tertiary institutions to meeting social and labor market needs; and, (c) Ensure that all public tertiary institutions and programs are aligned with the official academic year, which is crucial to the success of the planned reforms.

***Subcomponent 1.2: Reinforcing Education Sector Management Capacity (US\$6 million)***

41. **The objective of this subcomponent is to build up Ministry's analytical, planning, and evaluation capacities and to strengthen institutional management capacities.** The Ministry will enhance its analytical capacity to monitor and evaluate reforms in tertiary education and will elaborate a vision for its future. This will help determine a sustainable financing strategy to absorb the rising demand for tertiary education. Each institution will be guided to develop managerial capacities appropriate to the new context of institutional autonomy.

42. *Enhancing sectoral analysis* : The project will support (a) the Ministry's Department for Planning and the Education Sector Task Force to produce high-quality policy notes and to evaluate policy measures and reforms; (b) capacity building in policy analysis and evaluation methods; (c) capacity building for designing and applying communication strategies to reach out to all stakeholders, such as trade unions and civil society organizations; and (d) putting in place a management information system. It will finance TA, equipment and materials, workshops, training missions, and printing services.





43. *Supporting Monitoring and Evaluation:* The project will emphasize building M&E capacity to gather data on the internal efficiency, institutional performance, and the employment of graduates. For internal efficiency and institutional performance, the project will support development of a comprehensive national Tertiary Education Management Information System (TEMIS) from the tertiary education institutions to the central level, including a module to give students and professors the mobility the LMD system calls for. The TEMIS will be essential for allocating and mobilizing resources. For ascertaining the employment of graduates the project will support the Ministry as it establishes a Graduate Tracking System, complemented by national tracer surveys. In addition, the project will provide support to the development of a Labor Market Observatory (LMO), which rather than being an agency or institution per-se, will be a national network, incorporating industries and economic sectors, bring together partners with a common purpose and methodology. The LMO will inform decisions about closing or transforming university programs and degrees. In establishing the LMO, the project will take lessons from best practices and proven experiences in other countries. The project will finance TA, tracer surveys, equipment and materials, workshops, training missions, and printing services.

44. *Enhancing tertiary institutions' capacity:* To boost performance, autonomous tertiary institutions need strong leadership, supportive governance arrangements, and modern management practices. Based on each institution's PBC, the project will help build its general management capacity. It will also build capacity for strategic planning, benchmarking and self-evaluation, fund-raising, project design and implementation, M&E, efficient and transparent procurement, and effective communications.

45. To achieve these results, the project will support actions that benefit all the six participating universities and the INPHB, such as (a) training and capacity building for university officers, deans, and department heads in strategic planning, benchmarking, evaluation, financial management, and communication; (b) training of academics in project design, implementation, and monitoring; (c) training of specialists in income diversification and fund-raising<sup>16</sup>; (d) training on student management and services for department officers; and (e) training of procurement specialists.

### ***Subcomponent 1.3: Establishing a new Quality Assurance System (US\$3 million)***

46. **The objective of this subcomponent is to support the Ministry in establishing a new QA Agency and QA units** in each university. It will provide resources for formulating self-evaluation and external evaluation guides, establishing the internal quality units, and carrying out pilot evaluations. The project will finance the necessary capacity building and training at all levels (e.g., QA Agency personnel, university leaders, deans, department heads, and coordinators of internal QA units).

47. *The Quality Assurance Agency:* The project will support the elaboration of a national QA strategy that defines its main orientations and determines the agency's elements, among them are (a) overall objectives; (b) functions (e.g., accreditation, evaluation, audit, inspection); (c) whether its structures are voluntary or obligatory; (d) what it covers (institutions, programs, public or private institutions or both); (e) minimum standards and benchmarks (thresholds, good practices, dimensions of flexibility); (f) self-evaluation and peer evaluation criteria (membership, decision-making, roles of experts and the Agency, appeal procedures, publication of results); and (g) governance of the QA system (status of the Agency, governance setup, accountability, allocation of roles, and interaction between administrative and technical units).

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<sup>16</sup> This is good practice for autonomous universities, *Grandes Ecoles* of engineers, and the World Bank-funded African Centers of Excellence. For instance, Tunisia is creating an academy of new professions in higher education and research, including training of "intrapreneurs."



48. The project will support (a) an inventory of QA approaches in Ivorian higher education institutions and the initiatives and projects supporting it, to ensure pooling of resources and creation of synergies; (b) identification and validation of the strategic choices of the national QA policy; (c) development of a quality reference system (evaluation benchmarks and external evaluation guides); (d) raising the awareness of tertiary institutions through a broad communications program about how to use QA tools; (e) building the capacity of internal and external evaluators and process administration staff; and (f) conducting pilot external evaluations of both, programs and institutions. The project could also finance logistical and material support, consistent with the capacity- building plan (e.g., training for presidents, directors, deans, and department heads) to be developed for participating tertiary institutions.

49. *For internal quality assurance*, which is vital for the strategic management of higher education institutions and should be integral to the national QA policy, this subcomponent, aligned with the national QA strategy, will provide grants under the PBCs to finance the creation of QA units within the universities, including (a) TA for organizing the functioning of an internal QA unit, e.g., drafting certification standards and producing procedure manuals and ethical guidelines; (b) training specialists to work in internal QA units; (b) reinforcing their capacities; (d) designing internal QA projects tailored to a given institution; and (e) securing equipment and materials.

#### ***Subcomponent 1.4: Project Management (US\$3 million)***

50. This is the first World Bank-funded project the Ministry is implementing; its directorates will be responsible for preparing project technical documents, implementation, and monitoring. The project will finance capacity-building for Ministry departments working on the project, including TA, study tours, training, and equipment. The MESRS will draft and implement a comprehensive communication plan to ensure ownership and to gain support for the reforms by all stakeholders.

51. To ensure that the project management complies with World Bank financial and fiduciary standards, responsibilities for project coordination and fiduciary, environmental, and social safeguards, and M&E will be assigned to the Project Implementation Unit (PIU) for the Emergency Youth Employment and Skills Development Project (P122546, which has long experience with World Bank projects). Dedicated staff will be recruited for project coordination, financial management, procurement, M&E, and communications.

#### **Component 2: Enhancing Short Duration Professional Programs – EUR 28.1 million (US\$32.0 million equivalent)**

52. **The objective of this component is to make short duration tertiary programs more effective in order to help increase graduate employment.** The component will finance a new category of short professional programs that will be more relevant and demand-driven; and review current programs for opportunities to adjust them to labor market needs.

#### ***Subcomponent 2.1. Creation of Higher Institutes of Professional Training and Technology (US\$25 million)***

53. **The objective of this subcomponent is to provide alternative programs for new tertiary education students, so that they will be better prepared for work and have a path to move on to earn undergraduate and post-graduate degrees.** The ISFPT—the Higher Institute of Professional Training and Technology—is a new category of higher education for Côte d'Ivoire. It will deliver two-year professional diplomas (*Diplôme National*



*Supérieur de Technologie*) and three-year professional degrees (*licence professionnelle*). The ISFPT is being created in response to the needs of the private-sector for well-qualified young graduates who have good command of new technologies and the core and technical skills in demand in the labor market. The private sector will be well-represented on the ISFPT Management Board and will be closely involved in defining curricula and practical exercises. The ISFPT will also integrate experienced industry professionals as full-time faculty, with appropriate status and an attractive remuneration package, to be paid from the ISFPT budget

54. **This subcomponent will finance creation of two new ISFPTs.** A feasibility study and the consultations and workshops will be held to identify the priority areas for the economy. The first ISFPT will be multisectoral and the second monosectoral. The first would be established in the third year of the project to allow time to prepare the curriculum, recruit and train teachers, purchase equipment, recruit students, and build classrooms, dormitories, and offices. Therefore, at most two cohorts will graduate during the project. For each ISFPT total enrollment will be 100 students in year 1; 200 in year 2; and 400 in year 3; the average cost of each ISFPT is about US\$12 million. Among other things, the project will finance feasibility and technical studies, construction, consultancy services, training, equipment, and operational costs for the first and second year; thereafter the Government will finance the operating costs. ISFPTs are designed to generate proper additional revenue by providing, e.g., in-service training, maintenance services, and advisory services to the industry.

***Subcomponent 2.2. Reviewing and Upgrading Higher Technician Certificate (BTS) (US\$7 million)***

55. **The objective of this subcomponent is to review current BTS programs and adapt them to better respond to labor market needs and job requirements.** Creating the two ISFPTs will not be enough to fill all labor market needs. The project will therefore support the Government's plan in the NPD to improve BTSs, where most tertiary students are enrolled, to push up their pass rates and employment rates. A BTS is granted on the basis of national examinations in different areas of specialization; students are trained in public and subsidized private institutions. The revision will, e.g., update course content and teaching practices; review the areas of specialization; integrate professionals into the process; and train trainers on the new content and any new areas of specialization. The project will finance TA for curriculum revision, including content and teaching practices, thematic studies, workshops, and training of trainers for both public and private institutions.

**Component 3: Enhancing Graduates' Employability in Public Universities and INPHB EUR 48.3 million (US\$55.0 million equivalent)**

56. **The objective of this subcomponent is to help public tertiary institutions make the transition to the LMD system and support measures to enhance the quality and relevance of their programs.** The project will therefore help the Government (a) respond to the need for a qualified workforce by increasing the number of professional programs; (b) promote lifelong learning opportunities by diversifying modular programs and promoting student mobility between programs; (c) promote research and training by establishing model Doctoral Schools (DSs); and (d) reinforce STEM programs.

57. **The project will provide grants to six public universities and to INPHB based on PBCs.** Public tertiary institutions are currently preparing Strategic Development Plans (SDPs), which will be the basis for their PBCs. Depending on its specifications and capacities, each university will commit in the PBC to specific performance indicators. Since the situation differs by university, and between universities and the INPHB, Component 3 has two subcomponents.



**Subcomponent 3.1. Improving the Quality and Relevance of Public University Programs (US\$30 million)**

58. **In the PBCs, to improve quality and relevance of learning, the project will have two priorities: improving academic programs and establishing Doctoral Schools (DSs).** Combined with the QA system in Component 1, both will support the transition to the LMD.

59. *For the improvement of academic programs*, the universities have several options (see Box 1). To support the universities as they implement their preferred options for improving the quality and relevance of programs and activities to reinforce the LMD system, the project will diversify modular programs to allow cross-enrollment across programs and promote in-service training for the faculty members. The project will finance TA, workshops, training, materials, equipment, minor rehabilitation of labs, classrooms and offices, and printing service facilities.

**Box 1: Options to Enhance the Relevance and Professionalization of Academic Programs**

1. Joint programs with individual sectors of the economy to address specific labor market needs
2. Curricula based on state-of-the-art teaching and learning practices (e.g., simulations, inquiry-based, ICT-based self-learning)
3. Joint programs and joint certification with reputable foreign tertiary institutions
4. Twinning and networking of institutions and programs for synergy, coherence, and complementarity
5. Creation and transformation of professional programs (licenses) and degrees (master's), developed jointly with expert representatives from program areas
6. Establishment of interfaces and support for professionalization, such as internships and career centers
7. Establishment of support services for pedagogical innovation, such as in-service training, skills certification, alternate training, entrepreneurship training, publicizing graduates' reports, and innovation research, such as centers of expertise (e.g., FabLab), incubators, and technology-transfer offices.

60. The project will provide TA to the Ministry for drafting regulations for the joint programs, in particular, encouraging participation of professionals from each sector; production of methodological guides for the design, certification, and external evaluation of professional programs; and training of external auditors. The project will also provide TA for drafting regulations related to the creation of structures for professionalization of different programs and capacity building for management teams.

61. **To promote gender equity in tertiary education**, the project will provide funds under each PBC to create a safe environment and increase girls' enrollment in STEM. With regard to the creation of a safe environment the project will provide grants to tertiary institutions to sensitize all stakeholders about GBV and establish a grievance mechanism to address it, including measures for the protection of victims. To increase girls' enrollment in STEM, through the PBC the project will finance (a) sensitization campaigns in upper secondary schools; (b) provision of scholarships for girls to reinforce their competencies in sciences and mathematics; (c) provision of remedial and additional courses in sciences and mathematics; and (d) tutoring for girls enrolled in STEM. Each PBC will define specific indicators to monitor the implementation and results of the activities.



62. **For Doctoral Schools**, the project will work toward a more efficient model for enhancing applied research. It will provide direct support to the Ministry for (a) drafting a national policy to define the vision and mission of these schools; (b) structuring regulations for DS creation, organization, accreditation and operation; (c) building the capacity of DS coordinators, thesis supervisors, and specialists in research innovation; and (d) constructing an ecosystem to enable the collaboration of academic researchers with professionals. The project will finance TA, workshops, training, and printing services.

63. For universities, through the PBCs the project will support DS creation. It will finance TA for the establishment and review of doctoral curricula and the training of trainers; procurement of equipment and materials; minor rehabilitation of labs, classrooms, and offices; local and international partnerships and doctoral student and faculty exchange programs; and joint academic and research programs.

**Subcomponent 3.2: Upgrading the Institut National Polytechnique Houphouët Boigny (INPHB) (US\$25 million)**

64. **The objective of this subcomponent is to support the evolution of the INPHB into a world-class engineering school.** Transforming the INPHB, the main school of engineering in Côte d'Ivoire, is crucial for promoting STEM in the Ivorian tertiary system.

65. The project will address the following problems confronting INPHB in raising the quality and relevance of STEM education: (a) inadequate teaching and learning facilities, especially for science and technology programs; (b) too few links to industry; (c) absence of institutional QA, particularly in teaching and in student support services; (d) lack of integration of its constituencies; and (e) inadequate planning and management capacity for institutional development.

66. The project will finance activities covered in the PBC that deal with (a) modernization of governance based on increased autonomy for and better integration of member schools; (b) improvement in the quality and relevance of academic programs (training and orientation of faculty, adoption of innovative programs, modernization of curricula and instructional methods, internationalization of curricula, international accreditation); (c) strengthening research and innovation (exchange of productive researchers, upgrading of scientific equipment and research infrastructure, international research partnerships); and (d) development of research-fueled entrepreneurship and focus on research impact (establishment of a startup incubator, training, support for technology transfer). These activities will require TA, training, workshops, missions, equipment, materials, and minor rehabilitation.

67. To ensure the quality of instructional facilities and approaches for a modern learning environment that meets world-class standards, the following list of quality and management-enhancing activities will be supported. The first four of the listed measures will all be financed by the project according to the PBC and the last two measures will be directly financed by the project and implemented by the PIU.

- a. **Modernizing instructional approaches:** adopting project-based and hands-on learning using advanced technologies; designing new curricula integrated with the research focus areas outlined in the INPHB strategic plan; adopting a course- and learning-management system that streamlines access to curriculum content, enables management, delivery, and tracking of online and blended learning, and follows best practices and current standards (EdX, MIT OpenCourseware, etc.); facilitating faculty professional growth,



collaboration, and mentoring related to instructional methods through a robust visiting faculty/lecturer program; and offering bilingual programs.

b. ***Institutionalizing QA self-assessments (SA)***: setting up an SA committee, hiring experts to review SA strategy and its integration into pedagogical approaches; arranging for training faculty on SA (including systematic use of the student course evaluations); conducting surveys; and publishing SA reports. This goal is to support INPHB in meeting internal QA standards and applying for international accreditation.

c. ***Building soft skills and industry links***: establishing internship programs and job placement services; making programs more relevant through partnerships with industry; conducting tracer studies; formulating training courses and course content for improving analytical, cognitive, and presentation skills; and ensuring proficiency in the English language (writing and speaking) and information communication technology (ICT).

d. ***Upgrading university administrative processes and systems***: drafting and adopting a plan to better integrate INPHB member schools and put in place a university Enterprise Resource Planning (ERP) system so that INPHB can (a) better manage financial, personnel, and facilities resources; (b) improve internal communications; (c) provide one-stop access to student, faculty, and personnel services (e.g., payroll, enrollment, registration, transcripts); and (d) inform decision-making by tracking performance indicators and providing regular analytic reports.

e. ***Upgrading and modernizing academic facilities and infrastructure***: renovate and refurbish classrooms, lecture rooms, auditoriums, laboratories, and libraries; procure curriculum-related scientific and laboratory instruments and classroom multimedia equipment and instructional aids; renovate libraries and restock them with reference books and journals; provide access to online library resources and journals; set up computer labs and rooms for students; and define Internet-connected study spaces.

f. ***Ensuring Internet connectivity***: securing high-bandwidth last-mile connectivity and establishing a campus intranet that gives students, faculty, and staff secure and reliable high-speed WiFi Internet access in all academic and residential spaces.

## C. Project Beneficiaries

68. The direct beneficiaries of the project are the faculties administrators and the students enrolled in the institutions and programs supported by the project. These include programs for which QA mechanisms will be set up, PBC beneficiaries, the new vocational training institutes (ISFPTs) to be created (400 students each year), and the DSs (250 students per year) the project will support. The indirect beneficiaries are industries and communities.

69. To enhance the quality of tertiary institutions, the project will support the establishment of internal QA units and funding of PBCs for six public universities: Félix Houphouët-Boigny University (UFHB) of Cocody; Nangui Abrogoua University (UNA) of Abobo-Adjamé; Alassane Ouattara University (UAO) of Bouaké; Jean Lorougnon Guédé University (UJLG) of Daloa; Péléforo Gon Coulibaly University (UPGC) of Korhogo—the University of Man; and the INPHB. Each year, the project should benefit about 80,000 students and train 1,500 professors and 400 administrators.





D. Results Chain

70. The ultimate objective of the project is to make tertiary programs more relevant to Côte d'Ivoire's economy. The theory of change proposed for this project therefore rests on the premise that, in complex environments like Côte d'Ivoire, improving quality and relevance requires attention to all aspects of governance, financing, and accountability—not to mention close relationships with the private sector. Although many factors affect educational outcomes at all levels, in tertiary institutions the situation is likely to be even more complex, considering their interwoven missions of teaching, research, and service to the community and the local economy.

71. One basic assumption is that achieving the project's desired outcomes depends on reforms that give public tertiary institutions autonomy. Enjoying more autonomy will, for example, allow them to generate and use additional revenue and to make decision on course offerings etc. This will encourage them to promote applied research, with close relationships with economic sectors, and to adjust research and academic programs to better respond to industry needs.

72. Table 5 shows the results chain for increasing the supply and quality of Côte d'Ivoire graduates. The project is addressing both system and institutional dimensions that affect the performance of tertiary institutions. At the system level, national policies will be drafted to introduce QA, DSs, and PBCs. For institutions, these elements will then induce creation of new units and identification of new training and research mechanisms. Table 5 shows the sequence of inputs and intermediary results that should enhance the quality of graduates and research as a broader level outcome.

Table 5: Increasing the Supply and Quality of Graduates in Côte d'Ivoire

COMPONENT	ACTIVITIES	OUTPUTS	OUTCOMES	HIGHER LEVEL OBJECTIVES
Component 1: Strengthening Management of Tertiary Education	Identify and implement new financing mechanisms.	Performance-based contracts are in use.	Increased efficiency and accountability for use of public resources	Improved quality and relevance of tertiary education programs  Improved contribution of tertiary education to social and economic development
	Draft and adopt a national quality assurance (QA) policy.	A National QA Agency is in place and university QA units are created.	Self-evaluation and certification processes enhanced	
	Build management capacity.	Policy analysis unit is in place; the Labor Market Observatory is functioning, and graduate tracer surveys are being conducted.  Ministry and university leaders are trained.	Sector analysis, strategic planning, implementation, and monitoring and evaluation capacities are reinforced.  Sector and institutional performance is monitored.	



COMPONENT	ACTIVITIES	OUTPUTS	OUTCOMES	HIGHER LEVEL OBJECTIVES
Component 2: Enhancing Short-cycle Professional Programs	Construct two new ISFPTs.	Short-duration professional programs are delivered.	Professional graduates have more job-relevant skills and competencies.	
	Revise the BTS.	Revised and new BTS programs are delivered.	BTS certification is more relevant to the job market,	
Component 3: Improving Education Quality and Relevance in Public Universities and INPHB	Improve academic programs.	Professional program degrees and joint academic programs are on offer.	Universities and INPHB graduates have job-relevant skills and competencies.	
		Internal units promote professionalization and generate revenue.	The relationship of tertiary education to the economy is reinforced.	
	Draft and adopt a national DS strategy.	Pathways between programs and institutions are established.	Teachers and students have more mobility across institutions and programs.	
		DSs are created.	The number of applied research projects goes up.  The quality of instructors and researchers has risen.	
Draft and adopt a national QA policy.	The national QA Agency is in place and QA units are created in the universities.	Self-evaluation and certification processes are enhanced.		

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

73. **With this project the World Bank will enhance its approach of providing assistance throughout the subsectors of human capital development.** The ultimate goal is more efficient use of public resources and a more equitable education system so that the poor can have a fair share in the social benefits of economic growth, in line with the World Bank's goals for poverty reduction and shared prosperity. The World Bank has been involved in education in Côte d'Ivoire for almost 10 years and has a sound knowledge of its challenges and the sector political economy. The World Bank and the AFD, the country's main partners, are coordinating their support through the Local Donors Group.

74. **The World Bank's support to education in Côte d'Ivoire is based on an integrated strategy with interventions in different education sub-sectors in Côte d'Ivoire.** In basic education sector, the on-going Education Service Delivery Enhancement Project (P163218), which is the second post-crisis recovery operation financed by the Global Partnership for Education, aims at ensuring equitable access to effective preschools and quality primary education in lagging regions of the country through learning assessments and teacher training. The Second Fiscal Management, Education, Energy and Cocoa Reforms Development Policy Operation (P164388) is directed to more efficient and transparent use of the resources allocated to basic education, especially more equitable teacher deployment and clearer regulation of subsidies to private education. The Emergency Youth Employment and Skills Development Project (P122546) provides training and support to youth who have not finished school or do not yet have "good" jobs.





75. **The project is complementary to World Bank operations in higher education at regional and national levels.** The project will provide support to the tertiary education programs/institutions that do not benefit from the regional African Centers of Excellence (ACE) project (P126974), which aims at increasing the number and quality of the knowledge workers needed in priority sectors in Côte d'Ivoire and the rest of the region. Through the project the World Bank will help the participating tertiary institutions to raise their quality and performance standards and to align with those benefitting the ACE project. The project will also allow the Government to implement the main recommendations of the four studies of higher education (on access and equity, governance, financing, and quality) and the policy note (P157601), the World Bank and the AFD produced in 2018. The project is designed, according to the World Bank's framework for tertiary education, for more effective use of resources and a more equitable system that also has more capacity to mobilize additional revenue.

76. **Finally, the Government needs technical and financial support to ensure the success of two major reforms: transition to the LMD system and introduction of PBC financing**—both of which must be effective if tertiary education in Côte d'Ivoire is to become more efficient. In establishing the new LMD system, the AFD has been supporting the Ministry by contracting with the *Agence Universitaire de la Francophonie (AUF)* to provide TA to train the universities in the necessary management and pedagogical tools and to review the curriculum. However, the process needs to be reinforced; as a complement to the AFD support, the project will finance work on other elements central to the LMD system. Meanwhile, with AFD TA, the Government has been preparing to introduce Results Based Financing (RBF) for universities. The project will contribute to the RBF introduction by financing the Ministry-university PBCs.

## **F. Incorporation of Lessons Learned into the Project Design**

77. **The project design is based on global experiences with higher education reform.** It is generally acknowledged that such reforms are politically and socially sensitive, and that success hinges on strong ownership and commitment by the universities themselves. The project design will therefore support participatory bottom-up planning, with each university drafting its own multiyear strategic plan to support its PBC with the Ministry. The project has taken into account experiences in Europe, Canada, Australia, and elsewhere in Africa, in Senegal and Kenya, which show that where public tertiary institutions have been given autonomy, PBCs have usually been used for their financing so as to align institutional goals with national education strategies. As previously noted, Côte d'Ivoire is introducing PBCs to ensure that each public tertiary institution sets specific goals and commits itself to reforms based on its own capabilities, rather than the government imposing a top-down action plan.

78. **The project follows recommendations from regional studies globally<sup>17</sup> on how to improve the labor market relevance and outcomes of higher education and to diversify higher education programs and provide flexible career development that responds to a volatile economy.** The project is promoting alternative programs, such as creating a new type of tertiary institution for short-duration professional programs, restructuring current short-duration professional courses delivered by subsidized private institutions, and developing university degrees in the professions. By reinforcing the LMD system, the project will promote student mobility across higher-education programs, allow students to adjust their studies to labor market needs, and thus raise employment rates.

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<sup>17</sup> MENA 2010, East Asia 2011, OECD 2017.



79. **For the new ISFPT, the project draws on previous Bank support for the introduction of short-duration professional programs** in Tunisia (Higher Education Restructuring Project Report P-5607-TUN ) and Morocco (Fourth Education Project Report P-2496-MOR). In particular the project will ensure that (a) employers are fully involved at all stages from identification of the new institutes to delivery of training and internships; (b) institutional capacities are built to generate self-revenue for financial sustainability; and (c) graduates will have opportunities to move to programs to earn higher degrees.

80. **To support the country's transition to the LMD system, the project draws on international guidance.** For the DSs, the project draws on both the Inter-Africa Mobility Program supported by the European and African Union Commissions (CAMES) and the CAMES guidelines for Evaluation Standards for Doctoral Schools (*Référentiel d'Evaluation des Ecoles Doctorales*), which apply to DSs in all CAMES member countries. For QA, the project draws on 2015 European international standards and regional standards in Africa for mutual recognition of degrees. The project concept integrates the lessons learned from regional programs to reinforce the capacity of QA agencies in West Africa and establish internal QA units and processes in institutions

81. **Because setting up the LMO will not be easy, the project is identifying best practices from other countries.** Data on the labor market and employment of graduates are essential for monitoring tertiary institutions. Establishing an LMO is always complex, but particularly when universities are mostly supply-driven, with only a tenuous relationship with the private sector. The project is benefitting from lessons learned in other countries, particularly recommendations in the 2018 Bank report on “Revitalizing the Botswana Labor Market Observatory” (2018). What seem to be essential are (a) data drawn from both administrative databases and surveys; (b) partnership between the agency responsible for the LMO and the government statistical office; (c) relevant information, allowing for institutional indicators to produce impact and support actions by the institution to improve; and (d) a nationally representative approach to ensure that the LMO succeeds.

### III. IMPLEMENTATION ARRANGEMENTS

#### A. Institutional Arrangements

82. **Steering Committee (SC):** The SC will oversee project strategy and activities to ensure that the project is aligned with national policies and is well-coordinated with other donor and government resources. The Minister of Higher Education and Scientific Research will be responsible for sector and policy coordination and will designate the SC chair. The SC will consist of representatives from the ministries in charge of economy and finance, budget, national education, employment, and public administration, as well as university presidents, representatives from the private sector and private education providers, the general director of INPHB and the coordinator of the Technical Committee. The SC can invite to its meetings experts or representatives of other ministries or international agency as observers. The project coordinator will be the SC secretary.

83. **Technical Committee (TC):** Created within the Ministry, the TC will cover all projects in higher education. For this project, it will be responsible for preparing technical implementation documents for all project components and will provide technical expertise as requested. It will manage negotiation of PBCs, supervise how they operate in practice, be responsible for mapping new institutions, and support development of the information and statistics system. It will thus coordinate the whole program of tertiary education reform. The TC will be comprised of a technical coordinator and specialists from the Ministry, universities, and other tertiary institutions, each to be in charge of one component or subcomponent.



84. **Tertiary Education Institutions (TEIs):** Each TEI will be responsible for all project activities at its own institution. The revised law establishing autonomous tertiary systems is expected to improve how TEIs use government grants. Each will set up a PBC management team reporting to the entity president and comprising a general coordinator, a procurement coordinator, a financial management specialist, and an M&E specialist, who will also be responsible for safeguards compliance. Once the Government and the World Bank approve the PBC, each TEI will be in charge of procurement and financial management for its PBC. The project will provide training to reinforce procurement capacities.

85. **Project Implementation Unit (PIU):** the PIU will ensure that all project activities comply with World Bank procedures and fiduciary and M&E standards. The PIU will be responsible for project technical management and day-to-day implementation, such as overall procurement, financial management, and disbursements. However, the universities will manage minor procurement activities as they relate to the PBCs. The PIU will consist of a project coordinator; financial management, procurement, and M&E specialists; and a few assistants. TA would be provided upon request. The Ministry will provide materials, equipment, an operational budget, and office space for the PIU.

## B. Results Monitoring and Evaluation Arrangements

86. **The project will support the improvements of the Ministry information system that will be needed for project M&E.** Similarly, each participating TEI will install its own subsystem to link to the EMIS, the Education Monitoring Information System. Subsystems can be used to monitor how well each institution is adhering to its PBC. For PBCs, a dictionary of indicators is being drawn up, along with the methodology for collecting and calculating data. The project will provide both TA and IT equipment to build up the system. A central condition for the EMIS is stabilizing the academic year for all tertiary institutions, which will also make it possible to produce internal efficiency indicators. The project will provide support to improve the quality of the tertiary statistical yearbook and its production. A comprehensive action plan will be prepared to ensure that M&E and project activities are well-coordinated.

87. Each participating institution will house a project unit (the PBC management team) to supervise and monitor all PBC-related activities; the TEI will mobilize the necessary human resources. Training will be provided to project unit staff and TA will be available upon request.

88. Since no information is currently available about the status of students who graduated from TEIs, when the project begins, to inform the PDO indicators on graduate employment rates and establish baseline values for priority programs, the *Ecole Nationale des Statistiques Appliquées à l'Économie (ENSEA)* will conduct a tracer survey of 2015 and 2016 graduates.<sup>18</sup> As the LMO evolves, these indicators will be updated regularly. The project will finance TA to develop the LMO and provide support as required.

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<sup>18</sup> The ENSEA has considerable experience in national and international surveys on employment and health and in impact evaluation.



89. **Reports:** The project will support production of the following reports:

- A semi-annual Ministry project progress report that will also consolidate semi-annual PBC progress reports produced by each university
- The annual report on tertiary graduates produced by the LMO
- Reports on thematic studies, such as evaluations of policy measures and reforms, implemented by the Policy Analysis Unit (Component 3)
- The Project Mid-Term Evaluation report.

90. **Safeguards:** The Ministry has primary responsibility for monitoring and fulfilling safeguards compliance. Quarterly project progress reports will contain specific information on the status of safeguards measures. University rectors have responsibility for compliance with social safeguards in their own institutions. Each university project unit will therefore have safeguards specialists to manage day-to-day safeguards compliance, and compliance status will be discussed in the semiannual university progress reports. The Ministry will designate a safeguards focal point in its staff and TA will be provided as needed to ensure compliance with project safeguards conditions.

### C. Sustainability

91. **One major condition for project sustainability is how committed the Government is to the reform of tertiary education.** The Government has launched a broad consultation on revision of the 1995 law on tertiary education in order to establish the autonomy of public institutions and introduce a new financing mechanism. The revised law, now on track for government adoption, will expand the project financing mechanism into the normal procedure for all public TEIs. Moreover, with autonomy it is expected that public TEIs will generate additional revenue, so that they can expand applied research and collaborate more closely with economic sectors.

92. **To reinforce project sustainability, the preparation process established close collaboration between the Government, stakeholders, the World Bank, and other development partners.** The goal was, and is, to ensure broad communication and shared information about sectoral policies and strategies so that all constituents of TEIs are fully involved and committed to reform. Because of the preparation process the Government expects that participating universities and the INPHB will align their strategic plans with national sectoral policies, and therefore project objectives and approaches.

93. **The PBC process is part of a national initiative to establish a performance-based budgeting system (PBBS) led by the Ministry of Finance and Economy.** The main stakeholders and representatives of other ministries have been involved in its preparation. The Ministry has launched a participative approach to revision of the tertiary education law; one objective is to establish the PBC as the sole mechanism for recurrent and capital budget allocations for public TEIs. To that purpose, project support for TA is crucial to a smooth transition to PBC financing.

94. **Building central and institutional capacity to help the PBC mechanism to succeed is also an important aspect of sustainability.** Reinforcing institutional QA mechanisms and central quality management systems, as foreseen by the project, would contribute a great deal to PBC success. Similarly, reinforcement of the information system for data collection and production of indicators, and regular communication on progress and problems, would enhance transparency and improve the implementation of the PBC.



## IV. PROJECT APPRAISAL SUMMARY

### A. Technical, Economic, and Financial Analysis

**95. The project will likely contribute to the improvement of the efficiency of the tertiary education system.**

The PBC mechanism aims at providing incentives to each participating tertiary education institutions to commit and achieve key results on both internal and external efficiency. The project will support the participating universities and INPHB to (i) improve learning and teaching conditions to meet the quality standards and (ii) transition to the LMD system to allow students mobility across programs. These measures will likely contribute to the decrease of the repetition and dropout rates and the number of student-year to produce tertiary graduates. The project will also provide support to the participating tertiary education institutions to improve the relevance of their programs, to diversify the course offerings and to enhance the linkage with the economic sector, which will likely contribute to the increase of job placement.

**96. Investments in any level of education, especially for girls, generally produce high economic returns.<sup>19</sup>**

However, in most countries private returns are higher than public. Tertiary education is also generally associated with certain social outcomes in, e.g., demography and citizenship. However, merely having enrolled in tertiary education is not enough; the quality and relevance of the skills acquired also matter—indeed, students have to really acquire the skills they are supposed to have learned. Furthermore, if the individuals and the society are to actually earn the resulting economic and social benefits, their skills should match the needs of the economy and the labor market. Internationally, actual skills are more closely associated than mere school attendance with higher labor market productivity and earnings.

**97. The project is providing value added in terms of building human capital and creating growth opportunities by producing a more productive labor force and generating higher earnings.**

In terms of private (individual return), the private return grows continuously from primary to tertiary education, indicating that private benefits are more important moving toward higher education levels, compared to public and social benefits. The economic and financial analysis presented in Annex 2, concluded that when the schooling duration goes up from 6 to 7 years, the salary increase is 6.6 percent, but when the schooling goes from 10 to 11 years, the salary increase is 7.8 percent and 8.6 after tertiary education. In terms of the specific contribution of tertiary education on measured social outcomes<sup>20</sup>, it is lower compared to primary education, but still tertiary education represents 20 percent of education overall impact on the social dimension considered.

**98. The project is financially profitable, with a Net Present Value (NPV) that, although underestimated, is higher than the project investment cost.** In Annex 2 the economic and financial analysis estimates the Net Present Value at US\$1.5 billion. The Internal Rate of Return is 35.4 percent for a discount rate of 8 percent, and the Economic Rate of Return is 11.3 percent.

**99. Rationale for public provision.** As many SSA countries, Côte d'Ivoire is currently developing a strategy to generate value addition in the value chain of the key raw materials that it produces. The country has clearly

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<sup>19</sup> Psacharopoulos, G., and H. Patrinos. 2018. "Returns to Investment in Education: A Decennial Review of the Global Literature." Global Education Practice, Policy Research Working Paper # 8402, World Bank, Washington DC.

<sup>20</sup> Some social outcomes are linked to tertiary education, especially demographic variables, such as use of contraception and birth spacing.



expressed its aim to increase the export of finished goods relative to commodities. This will require new skilled youth that the current post primary and higher education system cannot deliver. Strategic public investments are thus needed to transform the current higher education system to be more responsive to the growth sectors and hence to create a more conducive environment to promote private investment.

100. The project will contribute to improving the efficiency of public resources in higher education and to a more equitable allocation of public resources across education subsectors. Higher education in Côte d'Ivoire has been in a state of crisis for years and it requires in-depth reform to recover. One of the areas of reform is public expenditure. The share of public resources for higher education in Côte d'Ivoire (25 percent of the total public education budget) is among the highest in SSA, for only four percent of the total number of students. In contrast, the share for primary education is 41 percent for 67 percent of the total number of students. The project will contribute to improving the internal and external efficiency of the participating tertiary education institutions and reduce the average number of student years required to produce a graduate (according to available data about 40 percent of students have passed over 10 years at university). This would be achieved through several measures to: (i) establish a close link with the economic sector; (ii) develop professional programs; and (iii) implement a system of results-based financing. It is expected that in the medium-term, the unit cost per student in higher education will decrease gradually. This will allow the government to reallocate public resources to primary education and increase the share to approximately 50 percent, as recommended for countries with similar level of educational achievement.

## B. Fiduciary

### Financial Management

101. **The financial management (FM) arrangements designed for the project recognize the country's post-crisis recovery situation** and they also meet the minimum requirements of the World Bank Policy and Directive for IPF, which describes general World Bank FM policies and procedures.

102. **In 2014, the Government adopted a strategic framework for reforming public financial management (PFM)**, but recent assessments of the PFM system have noted some continuing problems. Thus, at this point the World Bank cannot fully rely on the public expenditure framework for this project. For the fiduciary aspects of the project, the Government has proposed that the project be managed by the existing Project Implementation Unit (PIU) for the Emergency Youth Employment and Skills Development Project (P122546). The FM team of the PIU would manage the FM aspects of the project. However, the public expenditure channel through the country FM system will be used for the execution of the funds allocated to the Universities and INPHB. In fact, lessons learned from the on-going ACE program with parallel system (e.g. the University system using 100 percent the country system and the World Bank FM system used by the PIU created for the purpose of the ACE project) did not work very well and lead to some delays in the execution of budget including making budget available, processing transactions and payment of invoices. Furthermore, the ACE has created two types of staff in the same University or Centre of Excellence which created some conflict between the teams.

103. **During project preparation, the Ministry Directorate of Administration and Finance (DAF) was assessed in May 2018 to determine whether it could manage the proposed project.** The main finding was that no one at the DAF is familiar with World Bank-financed project procedures and requirements. However, the DAF follows





the country public expenditure chain for budget execution and financial reporting through the government budget and accounting software, SIGFIP (Integrated Financial Management Information System) and ASTER (the accounting information system). Although the DAF has the same challenges and weaknesses described in previous reports on Côte d'Ivoire's PFM systems, the assessment found that the procurement plan and the budget of the project preparation advance (PPA - US\$3.5 million) managed by the same FM team as the Emergency Youth Employment and Skills development PIU (P122546) included recruitment of the necessary additional staff and design and use of FM tools such as a manual of procedures, accounting software, and training for key PIU staff. For the participating universities and INPHB, additional staff assigned 100 percent to the project will be appointed to support the DAF, the budget controller and the public accountant. The last supervision mission conducted in July 2018 of the existing PIU rated the FM performance moderately satisfactory (MS). Most of the recommendations derived from this supervision have been implemented so far.

104. **The overall FM risk is rated Substantial.** This is due to DAFs of the Ministry and each participating university and INPHB lack of familiarity with World Bank FM procedures, and the project design, which has several subcomponents and activities and a multiplicity of actors, with beneficiaries in remote and geographically dispersed locations. The use of an existing PIU - *Bureau de Coordination du Programme Emploi -Projet Emploi Jeune et Développement des Compétences* (BCPE/PEJEDEC) will mitigate the risks. The project supervision will focus on minimizing the risks by providing continuous support.

105. **Due to the substantial fiduciary risks that stems from the low capacity of the FM teams of the Universities and INPHB, it was concluded that the PIU of PEJEDEC and the Universities could manage World Bank funds once the following measures are implemented, before and after the project becomes effective:** (a) appoint, on a competitive basis, an additional accountant, and one assistant accountant at the BCPE/PEJEDEC as well as additional staff (assistants) assigned 100 percent to the project activities to support the DAF, budget controller and accountant of each university and INPHB; (b) update the existing FM procedures manual; and (c) update the configuration of the existing accounting software and train its users and ensure that the Integrated Financial Management Information System (SIGFIP) and Integrated Accounting Computerized Network (RICI) are also implemented in each participating university. In line with the Use of Country Systems stipulated in Côte d'Ivoire decree n° 475 governing donor-financed projects, a financial controller and a public accountant (both from the Ministry of Finance) already assigned to the PIU (BCPE/PEJEDEC) will manage the transactions of the new project, for each university and the INPHB the budget controller and public accountant already exist. The project internal audit function will be managed by the General Inspectorate of Finance (IGF: *Inspection Générale des Finances*). Finally, the BCPE/PEJEDEC will be required to submit (a) a consolidated annual work plan and budget (AWPB) not later than November 30 of the year preceding the year the AWPB will be executed; (b) consolidated quarterly interim unaudited financial statements (IFRs); and (c) consolidated audited annual financial statements (e.g., audit reports prepared by independent external auditors).

106. **A designated account (DA) managed by the Directorate of Debt (DGTCP: *Direction Générale du Trésor et de la Comptabilité Publique*) will be opened at the central bank.** A project account (PA), managed by the public accountant assigned to the PIU, opened in a commercial bank under conditions acceptable to the World Bank, will be used to pay for all expenditures related to Components 1, 2, and 3. IDA funds will be transferred through memoranda of understanding or PBCs to other agencies, such as universities, conducting project activities, so that they can pay expenditures directly. University FM capacities will be assessed before funds are transferred from the DA/PA to an account opened at a commercial bank by universities and other implementing entities. Interest on the PA will be deposited into a commercial bank subaccount and used according to the FM



procedures manual. Each University and implementing entities will open an account at a commercial bank to manage the funds received from the PA managed by the PIU. The Universities and INPHB will manage the funds following the same procedure used to execute their regular / national budget received from the Government. Initial advance to the University accounts will represent six months of the approved annual budget. Replenishments of the University accounts will be on a quarterly basis or at least 50 percent of the initial advance utilized.

## **Procurement**

**107. Guidelines.** Procurement for the project will conform to the World Bank's *Procurement Regulations for Borrowers*, dated July 2016, revised November 2017 and August 2018. "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 will apply.

**108. Procurement documents.** Procurement would use the World Bank's Standard Bidding Documents (SBD) for all international competitive bidding (ICB) for goods and works and for standard Requests for Proposal (RFPs) to select consultants through competitive procedures. The Recipient will draft standard documents based on the World Bank's SBDs for national competitive bidding (NCB) for goods and works and the World Bank's RFP for consultants recruited through methods other than quality and cost-based selection (QCBS), with any modifications submitted to the IDA for prior approval.

**109. Procurement framework.** Procurement and consultant selection methods, the need for prequalification, estimated costs, prior review requirements, and schedule have been agreed between the Recipient and the World Bank at negotiations in the Procurement Plan aligned with the Procurement Project Strategy for Development (PPSD). The plan will be updated at least annually and as required to reflect actual project needs at the time and improvements in institutional capacity.

**110. Procurement Project Strategy for Development.** The total value of funding for the project is EUR 88 million, most of which will be used for Performance Based Contract agreements to be signed between universities and INPHB; as well as works contracts for the construction of the two IFSPT and the rehabilitation and development works. In addition, several consultant services specialized in higher education, with high qualifications in sectoral reform will be performed.

**111. Procurement risk is assessed as Substantial because the Ministry and TEIs have no experience with World Bank-financed projects.** Project procurement will be managed both centrally at the Ministry and at the universities and INPHB. It was realized during the project preparation assessment that the Ministry, the universities, and the INPHB are not familiar with World Bank procurement procedures, although each has a DAF to manage procurement following national procedures. The Ministry will be responsible for procuring major works, goods, services, and consultants, and the universities and INPHB will be responsible for PBC-related procurement. The manual of procedures will establish the categories and the maximum amounts for those procurements.





112. **To address the risks, the existing PIU for the Emergency Youth Employment and Skills Development Project (P122546) will manage procurement generally and participating universities and the INPHB will each create a unit to manage project activities, including procurement.** The PIU will provide continuous capacity building training for the participating universities and INPHB. The project will finance (a) recruiting consultants for elaboration of an administrative, procurement, accounting, and financial procedures manual, and PCB implementation; (b) purchase of equipment; (c) training staff and technical experts working on the project in World Bank basic procurement procedures, and (d) recruiting a procurement specialist for the PIU and one such specialist for each site.

## C. Safeguards

### Environmental Safeguards

113. **Côte d'Ivoire Higher Education Project activities are expected to provide environmental benefits to people in the project area,** among them better waste management, health and sanitation conditions, and safety for students, teachers, and staff. Among negative impacts could be loss of vegetation, production of solid waste, risks of soil erosion and pollution, water and air pollution due to dust, risks of construction and traffic accidents, and noise nuisance.

114. **The project, rated as category B, triggers three safeguards policies:** OP 4.01 "Environmental Assessment," OP 4.11 "Physical Cultural Resources," and OP 4.12 "Involuntary Resettlement." To address the potential negative impact, the Government prepared two safeguards instruments, an Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF), which were publicly disclosed within Côte d'Ivoire and at the World Bank's web site on September 25, 2018.

115. The ESMF outlines a process for environmental and social screening of project activities. It contains Guidelines for an Environmental and Social Impact Assessment (ESIA); Environmental Guidelines for Contractors and subcontractors; and a summary of World Bank safeguard policies. To mitigate potential issues related to Physical Cultural Resources, a specific chapter will be developed in the ESIA and similar guidance is included in the ESMF.

116. The ESMF was prepared in full compliance with national laws and regulations and World Bank safeguard policies, including consultation with all relevant stakeholder groups, both public and private, and civil society. After consultations, in September 2018 the ESMF was circulated within Côte d'Ivoire and published on the World Bank website.

117. Detailed guidance will be prepared during investment activities for contractors who will bring in construction workers and operators from outside the area who are likely to be housed in work camps. The project will establish guidance and rules for contractors, and worker contracts will include measures for managing the potential impact of an outside workforce on the local community.

118. To ensure that safeguard instruments prepared in line with policies triggered by the project are carried out properly, the PIU will hire an environmental and a social safeguards specialist. The environmental safeguards specialist must have experience in environmental/occupational health and safety (EHS/OHS), and the social specialist in gender-based violence (GBV), social inclusion, and any other labor-related risk. Both specialists will



be fully in charge of all aspects of the project related to their areas and will regularly monitor all safeguard requirements. In particular, the two specialists, the PIU, the implementing entities, and the other stakeholders will ensure that children are not employed. World Bank support missions will also have environmental and social safeguards specialists to ensure that all such issues are addressed properly and promptly.

119. The Financing Agreement requires that the Government submit to the World Bank for prior approval and disclosure any required ESAs in accordance with the ESMF for the activities proposed. Finally, the Government, through the PIU, will report quarterly to the World Bank through an environmental Safeguard Monitoring Report and each report will be summarized in the periodic project progress reports

### **Social Safeguards**

120. Although the project's ultimate social impacts are expected to be positive, some activities may generate adverse impacts because of land acquisition or restriction of access to resources available to Ivoirians, which would trigger OP 4.12 on Involuntary Resettlement. Except that one of the two new universities will be in Abidjan, specific sites or impacts of physical investments are not yet determined. The RPF, produced after broad consultations, provides clear guidance on what must be covered in Resettlement Action Plans (RAPs). It was published throughout the country and on the World Bank website on September 25, 2018.

121. **Involuntary Resettlement, OP/BP 4.12.** Because construction of training institutes may require land acquisition or restrict access to livelihoods, the Borrower developed an RPF for activities that trigger OP 4.12, since the specific project sites or impacts are not yet known. After consultations in September 2018 it was made publicly available in Côte d'Ivoire and on the World Bank external website. The RPF will be used as a guide for individual RAPs and for compensation to minimize any negative impacts on project-affected peoples. RAPs must be submitted to the World Bank for approval before any civil work begins.

122. **Labor Influx.** To ensure proper management of potential labor immigrants, the ESMF will establish clear rules for workers' contracts to ensure that they include measures for managing the possible impacts of outside workers on the local community; contractors who bring in employees must meet specific conditions, such as housing them adequately. To protect host communities, preparation and active management of an HIV/AIDS prevention plan will be among the contractual obligations. Contractors will also be required to institute codes of conduct for their workers and related measures to mitigate the possibility of GBV in project sites. Supervision missions will closely scrutinize their compliance.

123. **Citizen Engagement,** the arrangements and mechanisms which were agreed during the project preparation phase, will be maintained where relevant throughout the project cycle. Main stakeholders in education and vocational training, the public sector, and civil society, will be consulted on the objectives of the project and the conditions for its success. Citizen engagement will be monitored, e.g., through surveys of beneficiary satisfaction with project interventions. The project will also establish robust mechanisms to ensure that feedback triggers responses. Regular supervision missions and the social safeguard specialists to be recruited will monitor compliance. The current mechanism in the BCPE/PEJEDEC will be used for the project. It includes several channels for complaints (including anonymous) through the Project Website, regular mails, emails and phone calls. All complaints are automatically registered to ensure that they are timely and properly responded/treated. A similar mechanism will be established for each participating university and the INPHB. It will be complemented by training on protection of victims and actions/measures to trigger/take.



## Grievance Redress Mechanisms

124. Communities and individuals who believe that they are adversely affected by a World Bank–supported project may submit complaints to project grievance redress mechanisms or the World Bank Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed and project-related concerns addressed. Project-affected communities and individuals may submit complaints to the World Bank’s independent Inspection Panel, which determines whether harm has occurred, or could occur, because of Bank noncompliance with its own policies and procedures. Complaints may be submitted to the panel at any time after concerns have been brought directly to the GRS at <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>; submit complaints to the Inspection Panel at [www.inspectionpanel.org](http://www.inspectionpanel.org).

## V. KEY RISKS

125. **The overall risk rating for the project is substantial**, due to substantial risk ratings for the politics and governance, macroeconomic, technical design, institutional capacity, and fiduciary and stakeholder categories.

126. **Politics and governance risk is rated as substantial**. Despite a return to stability and the end of post-electoral violence, the peace in Côte d'Ivoire is still fragile. The World Bank is working to mitigate security risks through development policy lending in support of stability-enhancing measures, particularly critical infrastructure, employment creation, safety net support, and support to impoverished regions vulnerable to conflict. Côte d'Ivoire is also subject to price shocks for a range of international commodity exports, from cocoa and other agricultural products to hydrocarbon fuels and gold. Continuing World Bank support for improving the investment climate will help mitigate these risks by promoting economic diversification, but the residual risks to growth and macro fiscal stability are significant. However, the economy is projected to continue its rapid growth, though from a low base. A stagnation of the economy will have a negative impact on higher education graduates' employment and the development of professional programs.

127. **Macroeconomic risk is assessed as substantial**, primarily because fiscal adjustment will be needed over the next few years. To ensure fiscal and debt sustainability and meet International Monetary Fund (IMF)-supported program requirements and the West Africa Economic and Monetary Union (WAEMU) targets, over the next two years the Government must reduce the fiscal deficit by about 1.5 percent of GDP. The adjustment, though manageable, will require determined efforts to mobilize more revenue and contain public spending. Not only will this represent a shift from previous policy, it will take place as the country prepares for the 2020 presidential elections. This risk will be closely monitored through World Bank dialogue with the Government, in close coordination with the IMF. The World Bank Group also plans to provide policy advice on fiscal policy and its management through its governance operation and Advisory Services and Analytics (ASA), most notably on taxes. Inflation would have a negative impact on the operating budget for the universities, putting at risk the sustainability of the investments.

128. **The sector strategies and policies risk is assessed as moderate**. The Government has put in place a 10-year Education Sector Plan (ESP-2016–2025) that covers all levels and a detailed three-year implementation plan. Donors have endorsed both documents in support of the government’s application for Global Partnership for Education funding. A Prime Minister’s task force oversees ESP operation and coordination between all education levels. Despite the permanent risk of institutional changes due to the volatile Ivorian political context,



considering the current commitment of both government and donor representatives, the risk is considered moderate.

129. **For Component 1, the main risks at the national level are possible delays** in implementing the institutional autonomy policy and establishing the independent QA Agency. At the institutions, the project may encounter resistance among leadership teams reluctant to embrace the autonomy/accountability agenda or adopt modern and transparent management processes.

130. **As a mitigation strategy, the preparation team seeks clear assurances from the Government** for full commitment to institutional autonomy and the creation of an independent QA Agency. University leaders have been actively involved in project preparation so that they became aware of the importance and benefits of institutional autonomy.

131. **For Component 3, the major risks are (a) lack of political will for the LMD program and support for governance reform for institutional autonomy, and (b) too much focus on infrastructure and equipment** rather than pedagogical matters. Although public tertiary institutions have asked for autonomy, some internal groups, particularly teachers' unions, are still reluctant to participate in the reform. The project will finance large communication campaign and participatory process for the development of the SDP and to reach a consensus on its implementation, including the reforms on the governance.

132. **The mitigation strategy is to continue holding the consultations to promote buy-ins from the stakeholders.** To ensure that reform activities related to transition to the LMD system and the related governance reform are owned by all stakeholders, the government had widely communicated the need to revise Côte d'Ivoire's law on higher education. As it proceeds, the project will ensure that each participating institution has drawn up a Strategic Plan through a participative process. It will also support the Ministry and the participating institutions in carrying out strategic analysis and realizing communication plans.

133. **Technical design risk is rated substantial.** The main risk is that establishing a PBC for each university could take longer than planned. Preparing a strategic plan and agreeing on a PBC is quite complex. It demands considerable institutional capacity and thorough preparation by both the Ministry and the participating universities and the INPHB. Its success will depend on the Ministry's ability to lead the discussions with tertiary institutions—which in turn will have to buy in to the notion of PBCs and become accustomed to strategic planning and results-based management. The Ministry with the technical and financial support of AFD has launched a large capacity building program to introduce the PBC mechanism, which is in line with the Government objective to introduce a National Program Based Budget in 2020.

134. **For Component 2, the major risks are design and organization of new programs that are too theoretical** and not anchored in the reality of the professional world and, treating teachers and professionals as second-class academic staff without full recognition and favorable remuneration.

135. **As a mitigation strategy, the design of Component 2 will draw on lessons from World Bank support elsewhere for introduction of short-duration professional programs,** as in Tunisia (Higher Education Restructuring Project Report P-5607-TUN ) and Morocco (Fourth Education Project Report P-2496-MOR). The risk mitigation strategy will combine national policy coordination, bringing together the Government, the tertiary education community, and socioeconomic actors; licensing and evaluation, to guarantee the quality and relevance of the proposed new programs; and a recruitment process that takes into account the pedagogical and professional experience of future teachers. The new ISFPT will also enjoy full institutional autonomy



136. **The risk related to institutional capacity is assessed as substantial.** This is the first World Bank-funded project in tertiary education that the Ministry has managed. Neither the Ministry nor the tertiary institutions have much experience in project management or World Bank procedures and must conduct activities from project conception to the final evaluation. To ensure high-quality activities, TA will be provided as needed in drafting all project documents and overseeing project activities.

137. **Fiduciary risk is deemed substantial because of concerns about Côte d'Ivoire's PFM and lack of experience with carrying out higher education projects.** Furthermore, the design requires transferring funds pursuant to their PBCs to TEIs that have little institutional capacity, which will require more controls. However, the PIU will handle all major procurement. Finally, the project will build on lessons learned from the continuing Africa Center for Excellence Project (ACE - P153111) on control mechanisms for direct transfers of funds to TEIs (three Ivoirian institutions are currently participating).

138. **Environmental and social risks are rated moderate.** The environmental impacts are expected to be low to moderate. The Environmental Assessment category is B (Partial Assessment) and Environmental Assessment (OP/BP 4.01) is triggered. There will be construction of ISFPT and minor rehabilitation work on participating institutions. The ESMF and the RPF have been publicized and in consultations there was no opposition to the project and the safeguards measures. Project locations are in major cities where all social and environmental safeguards measures can be easily monitored.

139. **The stakeholder risk is rated substantial.** Reforms in higher education are commonly sensitive and their rejection by lecturers and/or students might affect project implementation. The political context of universities and other tertiary institutions is still tense. So far there is no harmonized academic year, due in part to previous frequent student and teacher strikes, which are still a high risk, and although the causes may be exogenous to the project, such strikes and demonstrations could disrupt it.

140. **There are possible mitigation strategies:** Based on lessons learned from other World Bank-funded projects, the World Bank team worked closely with Ivoirian counterparts to first draft a detailed *Project Implementation Manual (PIM)* before negotiations begin and will organize a study tour to institutions where PBCs are in effect, as in Senegal. That process has already been launched with AFD financial support and TA. The World Bank team is providing TA to ensure that the process is properly managed and that strategic plans and draft PBCs are ready for a few universities when the project comes into effect. Financial management and procurement specialists will be involved early in the design of this component.



**VI. RESULTS FRAMEWORK AND MONITORING**

**Results Framework**

COUNTRY: Cote d'Ivoire

Cote d'Ivoire Higher Education Development Support Project

**Project Development Objectives(s)**

The Project Development Objectives are: (a) improve higher education management; (b) increase enrollment in professional programs; (c) improve the quality and labor market relevance of degree programs of participating public tertiary institutions.

**Project Development Objective Indicators**

Indicator Name	DLI	Baseline	Intermediate Targets	End Target
			1	
<b>Improve the management of the higher education system</b>				
Number of tertiary institutions supported by the project that achieve at least 80% of the annual targets set in the performance-based contracts (Number)		0.00	4.00	7.00
<b>Increase enrolment in profesional programs</b>				
Number of students enrolled in professional programs (short term and degrees) supported by the project (Number)		0.00	2,500.00	5,600.00
of which female (Percentage)		0.00		50.00
<b>Improve the quality and labor market relevance of degree programs</b>				
Percentage of existing programs in public universities and INPHB supported by the project with at least an increase of 10 points of percentage in graduates' employment rates		0.00	50.00	75.00



Indicator Name	DLI	Baseline	Intermediate Targets	End Target
			1	
(Percentage)				
Percentage of INPHB programs supported by the project which meet international accreditation standards (Percentage)		0.00	35.00	75.00

**Intermediate Results Indicators by Components**

Indicator Name	DLI	Baseline	Intermediate Targets	End Target
			1	
<b>Component 1: Strengthening Tertiary Education Management</b>				
Number of tertiary institutions supported by the project with new management bodies as set by the revised law on tertiary education (Number)		0.00	5.00	7.00
Tertiary education statistical yearbook published (Yes/No)		No	Yes	Yes
National QA Authority is functioning (Yes/No)		No	Yes	Yes
Tertiary education graduates tracking report published (Yes/No)		No	Yes	Yes
<b>Component 2: Enhancing short cycle professional programs</b>				
Number of students enrolled in ISFPT (Number)		0.00	450.00	1,000.00
of wich female (Percentage)		0.00		50.00
<b>Component 3: Enhancing graduates' employability in public universities and INPHB</b>				
Percentage of public universities supported by the project having an internal QA unit (Percentage)		0.00	60.00	100.00
Percentage of institutions supported by the project with interface structures for the		0.00	70.00	100.00





Indicator Name	DLI	Baseline	Intermediate Targets	End Target
			1	
acquisition of professional skills (Percentage)				
Percentage of programs in public universities supported by the project that meet minimum standards as set by the National Quality Assurance Authority (Percentage)		0.00	35.00	75.00
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	15,000.00	25,000.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00	5,000.00	12,500.00
Percentage of girls enrolled in STEM (Percentage)		14.00	17.00	25.00
Percentage of grievances received (including on GBV) addressed in line with time stipulations in the operations manual (Percentage)		0.00	70.00	90.00

**Monitoring & Evaluation Plan: PDO Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of tertiary institutions supported by the project that achieve at least 80% of the annual targets set in the performance-based contracts	Number of tertiary institutions supported by the project that achieve at least 80% of the annual targets set in the performance-based contracts	Annual	Project implementation reports	Review of the implementation of the Performance Based Contact for each university	MESRS



Number of students enrolled in professional programs (short term and degrees) supported by the project	Annual number of students enrolled in professional programs (short term and degrees) supported by the project	Annual	Project implementation reports -	Field visit and tertiary education institution reports	MESRS
of which female	Number of girls enrolled in professional programs (short term and degrees) supported by the project divided by the number of students enrolled in professional programs (short term and degrees) supported by the project	Annual	Project implementation report, universities and ISFPT report	NA	MESRS
Percentage of existing programs in public universities and INPHB supported by the project with at least an increase of 10 points of percentage in graduates' employment rates	Number of programs in universities supported by the project with at least an increase of 10 points of percentage in graduates' employment rates divided by the number of programs in public universities supported by the project.	Every two years	MESRS and Universities reports on Graduates employment	Tracking Surveys	MESRS and Universities
Percentage of INPHB programs supported by the project which meet international accreditation standards	Number of INPHB programs supported by the project which meet international accreditation divided by the number of INPHB programs supported by the project	Annual	INPHB and Project implementation report	NA	MESRS

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

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of tertiary institutions supported by the project with new management bodies as set by the revised law on tertiary education	Number of tertiary institutions (University and INPHB) supported by the project with new management bodies as set by the revised law on tertiary education	Annual	MESRS Statistical Yearbook	Survey for the preparation of the MESRS Statistical Yearbook	MESRS
Tertiary education statistical yearbook published	Tertiary education statistical yearbook published, with key indicators is produced by the MESRS	Annual	- MESRS publication - Project implementation report	Survey by the MESRS at all public and private tertiary institutions	MESRS
National QA Authority is functioning	National QA Authority is functioning if the following conditions are met: <ul style="list-style-type: none"> <li>☐ 1- Assessment and Accreditation Regulations are adopted</li> <li>☐ 2- Key guidelines, guides and Manual for Self-Assessment and External Assessment are adopted;</li> <li>☐ 3- Map of Standards, Verification Criteria and Scoring System are adopted</li> <li>☐ 4- The key staff are</li> </ul>	Annual	Project implementation report	Through field visit	MESRS



	recruited and trained 5- Appropriate operating budget is allocated				
Tertiary education graduates tracking report published	Tertiary education graduates tracking report published by the MESRS	Every two years	-MESRS publication - Project implementation report	National tracer survey involving the tertiary education institutions and the labor market observatory, with the mission of collecting and analyzing information about the employment results of graduates.	MESRS
Number of students enrolled in ISFPT	Annual number of students enrolled in the ISFPT	Annual	ISFPT semi-annual report Project implementation report Tertiary education Statistical Yearbook	Survey at ISFPT level	MESRS
of which female	Annual number of girls enrolled in the ISFPTs divided by the annual number of students enrolled in the ISFPT	Annual	ISFPT report Tertiary education annual statistical yearbook	School survey	MESRS



Percentage of public universities supported by the project having an internal QA unit	Number of public universities supported by the project having an internal QA unit/Number of public universities supported by the project	Annual	- Universities semi-annual reports - INPHB semi-annual reports - Project implementation reports	Through universities visit	MESRS
Percentage of institutions supported by the project with interface structures for the acquisition of professional skills	Number of institutions supported by the project with interface structures for the acquisition of professional skills/Number of institutions supported by the project	Annual	Project implementation report	University activity report and field visit	MESRS
Percentage of programs in public universities supported by the project that meet minimum standards as set by the National Quality Assurance Authority	Number of programs in public universities supported by the project that meet minimum standards as set by the National Quality Assurance Authority divided by the number of programs in public universities supported by the project.	Annual	MESRS Statistical Yearbook	Survey for the preparation of the MESRS Statistical Yearbook	MESRS
Students benefiting from direct interventions to enhance learning		Annual	Project implementation report	School survey	MESRS



Students benefiting from direct interventions to enhance learning - Female		Annual	Project implementation report	School survey	MESRS
Percentage of girls enrolled in STEM	Number of girls enrolled in STEM in public universities and INPHB divided by the number of girls enrolled in public universities and INPHB	Annual	Tertiary education statistical yearbook	School survey	MESRS
Percentage of grievances received (including on GBV) addressed in line with time stipulations in the operations manual	Percentage of grievances received (including on GBV) addressed in line with time stipulations in the operations manual/Number of grievances received (including on GBV).	Annual	Tertiary institutions Report Project implementation report	Data collection at the grievance units	MESRS



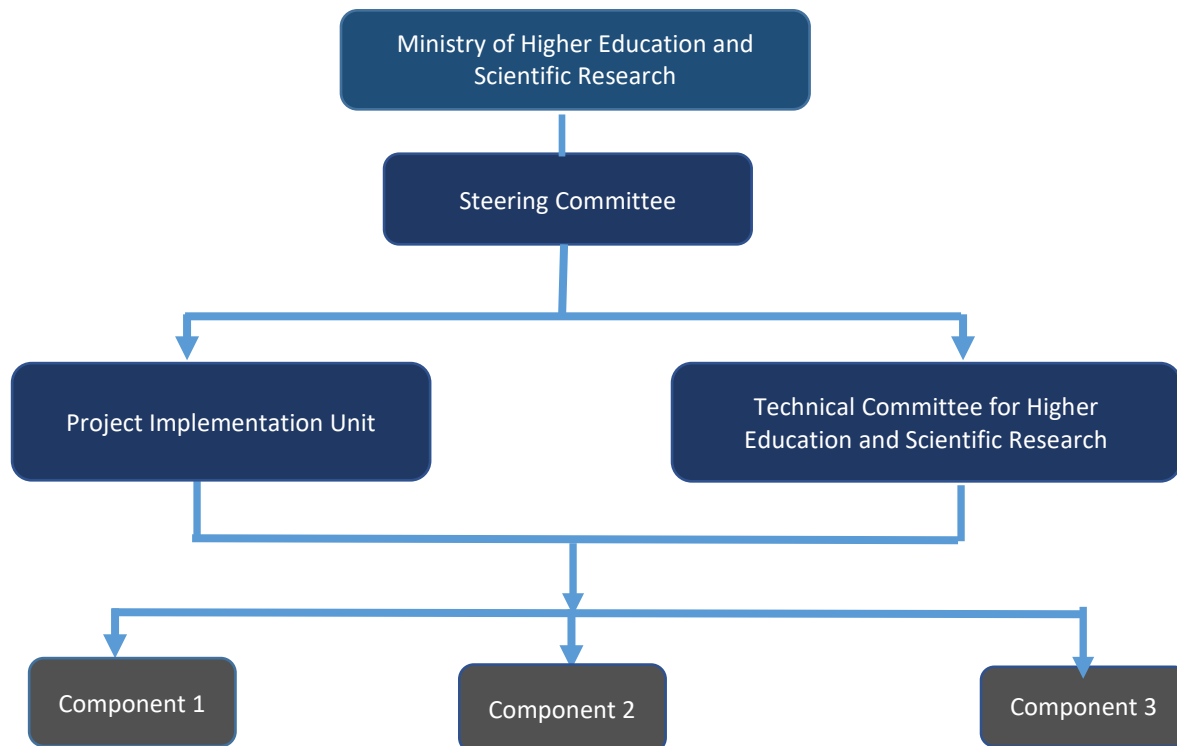
ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: Côte d'Ivoire  
Côte d'Ivoire Higher Education Development Support Project

Project Institutional and Implementation Arrangements

1. The project will be implemented by the Ministry of Higher Education and Scientific Research (the Ministry) and by the participating tertiary institutions (public universities and INPHB). The Ministry will set up a steering committee, a technical committee, and a project implementation unit. The participating tertiary institutions will be responsible for preparing proposals for their performance-based contracts (PBCs) and ensuring that the PBC is adhered to throughout the project.

Figure 1.1 Project institutional arrangements



2. **The Steering Committee (SC).** The Ministry is responsible for overall project implementation and coordination. With the Minister in the chair, the SC will be comprised of representatives from the ministries in charge of economy and finance, budget, national education, employment, and public administration, as well as university presidents, representatives from the private sector and private education providers, the general director of INPHB . The PIU coordinator will assume SC secretarial duties.

3. The SC will meet twice a year and it will supervise and monitor project management and activities. It will thus





be responsible for (a) coordinating project interventions and ensuring that the project complies throughout with the financing agreement; (b) approving annual project financing work plans; and (c) supervising how project activities are done.

**4. The Technical Committee (TC)** will be a unit of the Ministry, which will appoint a coordinator to manage its work. It will be composed of five managers, one for each of the five strategic axes set out in the PDESRS: (a) implementation of the decentralization plan for universities, which implies increasing the capacity of academic infrastructure; (b) strengthening the governance of universities and scientific research (e.g., system management, quality approach, information systems); (c) improving training quality and relevance (e.g., building up the LMD academic system through PBCs, structuring new professional programs); (d) promoting high-quality scientific and technological research for economic development (e.g., financing, encouraging research); and (e) improving the living conditions of those in the university community and facilitating emergence of a responsible university community (e.g., putting in place social and sports infrastructure, promoting citizen engagement and gender equality).

5. PBCs, one element of the higher education reforms, will be the main instrument for monitoring the progress of tertiary institutions on other reform elements. Therefore, the TC will be responsible for the entire PBC process, from preparation to negotiation and adoption, and ultimately supervision. Through the PBC, it is expected that tertiary institutions will take ownership of the reforms, and the TC will be able to track their progress. With regard to project activities, the TC will be responsible for preparing technical documents, working closely with the PIU, which has responsibility for project procurement, disbursements, and general financial management. The project will provide the TC with TA, training, vehicles, and office equipment.

**6. The Project Implementation Unit (PIU)** is responsible for (a) coordinating and supervising day-to-day project activities; (b) managing all fiduciary aspects of supervision and evaluation and preparing technical and financial reports; (c) managing and supervising all environmental and social safeguards aspects; and (d) supporting institutional capacity-building activities. To carry out its mandate effectively, the PIU will be staffed with experts to support the manager, who is responsible for fiduciary control and evaluation and budgeting. The PIU will consist of a project coordinator, fiduciary staff, and specialists in safeguards and monitoring and evaluation (M&E).

**7. Tertiary education institutions will be responsible for completing the activities to which they have committed.** The project will support reinforcement of the LMD system by, e.g., building up governance bodies, structures, and management systems; academic and professional programs; and QA. Each university will benefit from a PBC signed with the Ministry, and each will need to set up a PBC management team with a coordinator, a procurement focal point, a management specialist, an M&E specialist, and someone to ensure compliance with safeguard measures. Each institution will be responsible for implementing the PBC, including minor procurement and financial management (FM). The PIM will determine which activities will be managed by the institutions and which by the Ministry PIU. The project will provide training for PBC management teams in procurement, FM, and M&E.



## Financial Management and Disbursements

8. Project FM arrangements have taken into account both Côte d'Ivoire's post-crisis recovery situation and the minimum requirements of the World Bank Policy and Directive for Investment Project Financing (IPF), which describes World Bank FM policies and procedures. The project FM system must be capable of (a) correctly and completely recording all related transactions; (b) facilitating production of regular, timely, and reliable financial statements; (c) safeguarding project assets; and (d) carrying out the required audits. The arrangements also aim to expedite disbursements and ensure effective use of project resources, using the country's own systems to the extent possible.

9. The Government in 2014 adopted a strategic framework for reforms of public financial management (PFM), to address problems identified in recent PFM assessments, especially in the 2013 Public Expenditure and Financial Assessments (PEFA<sup>21</sup>) and the 2016 Public Investment Management Assessment (PIMA). The draft report of the 2017 PEFA outlined the key performances of the government in implementing the 2014-2017 Strategic Framework for PFM reforms in Côte d'Ivoire. Key achievements have been (a) improvements in Côte d'Ivoire's legal and regulatory framework and its increasing alignment with West African Economic Monetary Union (WAEMU) PFM directives; (b) enhanced budget preparation and investment planning processes and debt monitoring mechanisms; and (c) issuance of more comprehensive and reliable public information on budget allocation, execution, and FM practices. Nevertheless, further improvements will be necessary if the government is to achieve its development goals. The assessment reports identified several critical shortcomings and delays in implementing the Finances Law (LOLF) including budget-program, limited resources of internal controls and external audit bodies, multiyear perspectives on planning and execution of public investments, effectiveness in fiscal administration, mobilization of domestic revenues, the efficiency of procurement processes and management of public contracts, notably the modalities for choosing public-private partnerships (PPPs), the transparency and timeliness of bidding processes

10. Thus, for this project the World Bank cannot rely 100 percent on the national public expenditure framework. The Government of Côte d'Ivoire has asked to use a ring-fenced financing mechanism for the fiduciary aspects of the project. However, the budgets allocated to INPHB and the Universities will be executed following the country PFM applicable to these beneficiaries "public expenditure channel". In fact, lessons learned from the on-going ACE program with parallel system (e.g. the University system using 100 percent the country system and the World Bank FM system used by the PIU created for the purpose of the ACE project) did not work very well and lead to some delays in the execution of budget including DAF of the Ministry making budget available to the PIU, processing transactions and payment of invoices. Furthermore, the ACE Project has created two "categories of staff" in the same Centre of Excellence which led to some conflicts between the teams.

11. The FM team of the PIU, under the Coordinator for Emergency Youth Employment and Skills Development Project, will manage project FM aspects. The DAF of INPHB and each University will prepare the payments orders "Mandats" once the services are rendered and send it to the Treasurer for payments. The budget controllers will verify the budget availability and approved services delivered "Visa services faits" and the public accountant will make the payments for the invoices based on the "Mandats" approved by the DAF and the budget controller.

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<sup>21</sup> The EU currently has a new PEFA underway; the final report is expected by yearend.



12. The Ministry DAF was assessed in May 2018 during project preparation and the main finding was that the DAF is not familiar enough with the FM procedures of World Bank-financed projects, even though the DAF follows the Côte d'Ivoire public expenditure chain for budget execution and financial reporting through SIGFIP and ASTER, the government budget and accounting software.

13. The assessment of the Directorate of Administration and Finance (DAF) of the participating Universities and INPHB, was conducted during the project preparation to check whether these DAF could manage the proposed project. The main findings arising from this assessment were that the DAF are not familiar with the World Bank FM procedures although INPHB and the University of Cocody have been involved to some extents in the implementation of the regional project ACE. However, the Universities follow the country public expenditure chain to manage their own budget; using the country PFM systems. As required by the PFM acts, one budget controller (from the Ministry of Budget) and one public accountant (*Agent Comptable* from the Ministry of Finance) are assigned to each University. They are in charge respectively of the verification of availability of budget and approval of services rendered and the payment of expenditures/invoices. Budget execution of the Universities and INPHB will follow the public expenditure channel using the budget and accounting software in the Universities (e.g. SIGFIP and RICl).

**Risk Assessment and Mitigation**

14. Because the World Bank’s principal concern is to ensure that project funds are used economically and efficiently for the intended purposes, it must always assess the risks of inadequate use of the funds. Two elements factor into the risk rating: the *inherent risk* associated with the project as a whole; and the *control risk* that arises when control of project activities may not be adequate.

15. The overall FM risk for this project is Substantial because (a) the DAF is neither familiar with nor experienced in World Bank FM procedures; and (b) as designed, the project has several subcomponents, numerous activities, and a multiplicity of actors, with beneficiaries based in remote and geographically dispersed locations. Therefore, additional mitigation measures will be incorporated into the FM aspects of the project (Table 1.1).

**Table 1.1: Risk Assessment and Mitigation Measures**

Risk	Risk Rating	Risk-Mitigation Measures Incorporated into Project Design	Conditions for Effectiveness Start? (Y/N)	Residual Risk
<b>Inherent risk</b>	H			<b>S</b>
<b>Country level:</b> The PEFA undertaken in 2017 and the PIMA in 2016 identified critical PFM weakness.	H	<i>Beyond the control of the project:</i> The government is committed to a reform program that includes preparation of a Strategic Framework for PFM reforms in Côte d'Ivoire. However, there are still weaknesses. This project requires use of IDA financial management (FM) procedures supported by Decree 475.	N	H
<b>Entity level:</b> (1) The Ministry and the Tertiary Institutions	H	For the PIU, recruitment of a financial management specialist and	Y	S



Risk	Risk Rating	Risk-Mitigation Measures Incorporated into Project Design	Conditions for Effectiveness Start? (Y/N)	Residual Risk
<p>and the DAF are not familiar with FM procedures for World Bank-financed projects. (2) The PIU (BCPE/PEJEDEC) exists and there yet a FM team.</p>		<p>adoption of the PIM by project effectiveness date, appointment of a controller and a public accountant no later than one month after effectiveness and recruitment of additional one accountant and one accountant assistant two months after effectiveness will mitigate internal control and financial reporting weaknesses. For each participating university and INPHB, additional staff (assistant) will be appointed in each University and INPHB to support the DAF, the public accountant and the budget controller.</p>		
<p><b>Project level:</b> (1) The resources of the project may not be used for the intended purposes. (2) The project design is complex. (3) Reports and audits may be delayed because the DAF and the new PIU are not familiar with World Bank FM procedures. (4) The number of stakeholders could complicate implementation of the project; especially since many are in remote areas.</p>	S	<p>For efficiency purposes: 1. At the PIU level, recruitment of a financial management specialist by project effectiveness date, appointment of a controller and a public accountant no later than one month after effectiveness and recruitment of additional one accountant and one accountant assistant two months after effectiveness. 2. For each participating university and INPHB, the Directorate of Administration and Finance will reinforce ex ante and ex post control of the activities implemented. Audits will cover review of expenditures incurred by implementing entities. The DAF, <i>Agent comptable</i> and Budget controller teams will be strengthened with additional staff (assistants) assigned 100 percent to the activities of the project</p>	Y	S
<p><b>Control Risk</b></p>	S			S
<p><b>Budgeting:</b> (1) PIU capacity is weak, as is the capacity of implementing entities to prepare and submit accurate work programs and budget. (2) Budgets are not well-consolidated. (3) Budget</p>	S	<p>Annual work plan and budget (AWP) are required each year and published after review and approval by the steering committee (SC). The project Financial Procedures Manual will define the procedures for budgeting, budgetary control, and</p>	N	M



Risk	Risk Rating	Risk-Mitigation Measures Incorporated into Project Design	Conditions for Effectiveness Start? (Y/N)	Residual Risk
execution and control are inadequate or delayed. (4) Cost over- and under-runs and the reasons for them are not detected promptly, (5) budget are not release on time by the DAF of the Ministry of Higher Education		budget revisions. IFRs will provide information on budgetary execution and analysis of variances between actual and budget. A budget line will be created in the budget of each University to allow the use of the country PFM system (SIGFIP and RICl) and budget line in the DAF of the Ministry of Higher Education.		
<b>Accounting:</b> Policies and procedures are poor, and there is a lack of qualified accountant staff and no familiarity with the SYSCOHADA system and World Bank requirements.	S	FM aspects will be handled by the PIU FM team as well as the <i>Agent comptable</i> assigned to each participating University and INPHB: (1) the project will adopt the SYSCOHADA accounting system as specified in the procedures manual. (2) The FM team will be headed by a specialist recruited on a competitive basis. (3) Staff will be trained. RICl would be effective in each University sand INPHB	Y	M
<b>Internal Controls:</b> (1) The internal control system may be inadequate due to weak staff FM capacity. (2) Lack of a procedures manual may lead to inappropriate use of funds and delays in financial reporting. (3) The SC may not be effective. (4) The manual may not be available when the project goes into effect.	H	(1) The PIM a condition for effectiveness. (2) Training will be provided to all FM staff (3) The Finance Inspectorate (IGF) will do internal audits and submit a report to the PIU Coordinator, who will share it with the SC and IDA.	Y	S
<b>Funds Flow:</b> (1) There is a risk of misuse of funds and delays in payment of invoices for activities implemented by numerous actors. (2) Delays in Treasury approval of withdrawal applications may cause cash shortages for the PIU. (3) Treasury transfers of funds from the Designated Account to the Project Account may be delayed. (4) Ineffective public accountant and financial controller functions may allow	H	(1) The Coordinator must approve payment requests, which must conform to the PIU manual, before release of funds to contractors or consultants and implementing entities. (2) The budget controller, project public accountant, and other relevant personnel must comply with Decree 475. (3) The work of both internal and external auditors will include regular field visits to evaluate physical control of works, goods, and services acquired. (4) The project budget will be adequate for IGF to conduct periodic control	N	H



Risk	Risk Rating	Risk-Mitigation Measures Incorporated into Project Design	Conditions for Effectiveness Start? (Y/N)	Residual Risk
payment of ineligible expenditures.		reviews and train internal auditors on World Bank FM procedures. (5) each participating university will open an account at the tresor " <i>Comptes de dépôts ouverts au Tresor</i> ) to receive project funds. Universities will execute their budget following their existing procedures to implement the budget allocated by the government		
<b>Financial Reporting:</b> (1) Interim financial reports may be inaccurate and their submission delayed due to delays from Internal Audits and inadequate staff capacity. (2) Lack of PIU team familiarity with World Bank procedures may cause delays in recording expenditures and preparing periodic financial reports.	S	(1) Accounting will be computerized. (2) IFR and financial statement formats were agreed on during project negotiations. (3) Additional PIU FM staff will be recruited on a competitive basis and capacity building planned before the project begins. There will also be regular hands-on support and training.	N	S
<b>Auditing:</b> (1) Submission of audit reports may be delayed. (2) The mission budget may not cover expenditures incurred by implementing entities.	S	(1) The project structure allows for appointment of adequate external auditors and the terms of reference (ToRs, to be reviewed by IDA) will include field visits and specific reports on physical controls of goods, services, and works acquired.	N	S
<b>Fraud and Corruption:</b> The possibility that the internal control system will be circumvented by such colluding practices as bribes, abuse of administrative positions, and mis-procurement is a critical concern, as is lack of demand-side accountability	S	(1) The ToR for the external auditor will have full specifications for corruption auditing. (2) The IGF will report to the PIU Coordinator as well as the Director of each University and INPHB who will report directly to the SC. (3) Copies of IGF reports will be submitted to the World Bank. (4) The PIM will be approved before the project begins and there will be quarterly IFRs covering budget execution, monitoring, and physical progress. (5) Technical auditing is also a possibility if required. (6) The project design has built-in measures to improve transparency, such as keeping the public informed on project status, and encouraging the	Y	S



Risk	Risk Rating	Risk-Mitigation Measures Incorporated into Project Design	Conditions for Effectiveness Start? (Y/N)	Residual Risk
		participation of civil society and other stakeholders.		
<b>OVERALL FM RISK</b>				<b>S</b>

**Strengths and Weaknesses**

16. The design of the project follows standard FM arrangements for World Bank-financed projects in Côte d’Ivoire, among the FM arrangements is the partial use of country systems for such FM components as planning, budgeting, accounting, disbursements, procurement, financial reporting, and internal controls.

17. The political situation has impacted governance and tainted the environment for corruption. With regard to this project, the main weakness is Ministry staff lack of familiarity and previous experience with World Bank FM procedures. However, effective FM risk mitigation measures, reinforced SC oversight, and the involvement of national institutions of control, such as IGF, IGE, and the Court of Accounts, should help to minimize the country, project, and control weaknesses identified. Furthermore, the Directorate of Financial Control (DCF) is responsible for authorizing expenditure commitments and certifying the execution of the contracts before payments are made by the Treasury.

**FM Action Plan**

18. The FM Action Plan has been drafted to mitigate the FM risks.

**Table 1.2: Action Plan**

Topic	Remedial Action Recommended	Responsible Entity	Completion date	FM Condition
<b>Staffing</b>	Recruit a FM specialist	PIU	By project effectiveness	YES
	Recruit one accountant and one assistant accountant.	PIU	Two months after the project begins	NO
	Assign the financial controller and the project public accountant already in place at the BCPE/PEJEDEC to the new project in accordance with Decree 475 for the PIU	PIU	One month after effectiveness	NO
	Appoint additional staff (assistants) assigned 100% to the project to support the DAF, the Accountant and the budget controller of each University and INPHB	PIU/ Each University	Two months after the project effectiveness	NO
<b>Budgeting</b>	Create a budget line in the DAF of Ministry of Higher Education as well as budget line in each participating University to allow the use of SIGFIP and RIC1 for budget execution and payment of expenditures of the universities	Ministry of Finances and Ministry of Budget	Before first disbursement to the PIU and each University	NO
	Design a mechanism for sharing the operating costs of the PIU among the different projects	PIU	Two months after the project effectiveness	NO





Topic	Remedial Action Recommended	Responsible Entity	Completion date	FM Condition
	managed by the BCPE/PEJEDEC; this will allow to reflect the contribution of each project to the overall operating cost of BCPE/PEJEDEC.			
<b>Information system accounting software</b>	Update the configuration of the accounting software for the project and train users.	PIU	Two months after the project effectiveness	NO
	Ensure that SIGFIP and RICI are effective in each participating University and INPHB	Each University	Before first disbursement to the PIU and each University	NO
<b>Accounting and financial manual</b>	Update and disseminate the FM and administrative procedure manual (Volume 1) and include a detailed FM section in the PIM on the execution of the budgets allocated to each University.	PIU	By effectiveness	YES
<b>Internal auditing</b>	Agree with IGF, the government institution in charge of the internal audit function for World Bank-financed operations, on the modalities of its interventions, including allocation of resources to fulfill its mandate in the PIU and the participating University and INPHB	Ministry of finance – PIU and General Inspection	three months after the project effectiveness	NO
<b>Funds flows/Disbursement</b>	Open an account at a commercial bank for each University and INPHB	Ministry of Finances/ Each University	Before transfer of funds from the PIU to each University / INPHB	NO
<b>External auditing</b>	Appoint the external auditor and sign the contract.	PIU	Five months after the project effectiveness	NO

**19. Internal control system and internal audit.** The internal control system is necessary to ensure that (a) operations are effective and efficient; (b) financial reporting is reliable; and (c) the project complies with all applicable laws and regulations. The PIU currently has a PIM. Therefore, for this project the existing PIM will be updated, and it will describe work processes, information flow, authorization and delegation of authority, timing, job segregation, automatic and sequential controls, compliance with project objectives, and micro and macro rules. The FM section of the PIM will also clarify the procedures to comply with in executing the budgets allocated to the Universities. In line with the new Decree No. 475 governing how donor-financed projects will operate in Côte d’Ivoire, the IGF will oversee the project internal audit function, managed by the PIU. Once the IGF is appointed, the PIU and the IGF will agree on the modalities of IGF interventions and the resources it will need to fulfil its mandate. The existing government internal controls systems in place including the use of budget controllers and separation of duties between the administrative phase of budget execution and the accounting phase of public expenditure channel will be used for the purposes of this project in the Universities and INPHB.

**20. Planning and budgeting.** The PIU will prepare a detailed consolidated annual work plan and budget (AWPB) for project activities. Not later than November 30 of the year preceding the year to which the work plan applies, it will first be submitted to the project SC for approval and then to IDA to ensure there is no objection. The budget will also reflect the activity to be implemented by the Universities; hence the creation of a budget lines



for the activities to be implemented by each university and the PIU. To avoid delays in the commitments and preparation of the “*mandat*”, the DAF of each university will be supported by additional staff (assistants) assigned 100 percent to the project. The teams of public accountant and budget controller will be strengthened accordingly with assistants when needed.

**21. Accounting policies:** The prevailing accounting policies and procedures will apply. These are aligned with the accounting standards for West African Francophone countries—SYSCOHADA—which are in use in Côte d’Ivoire for current World Bank-financed operations. The new project’s accounting systems, policies, and financial procedures will be documented in the project’s administrative, accounting, and financial manual. The PIU will acquire and install accounting software to meet project requirements. The funds managed by the Universities and INPHB will follow the country accounting rules and regulations.

**22. Interim financial reporting.** Quarterly unaudited IFRs will be submitted to the World Bank on schedule (for example, 45 days after each quarter ends). The consolidated quarterly IFR comprising the IFRs of each University and INPHB, will include (a) Statement of Sources of Funds and Project Revenues and Uses; (b) Statement of Expenditures (SoE) classified by project component or disbursement category (with additional information as appropriate on expenditure types and implementing agencies), showing comparisons with budgets for the reporting quarter, the year, and project term to date; (c) a cash forecast; (d) explanatory notes; and (e) statements of Designated Account (DA) activity. For the Universities and INPHB, the DAF and the public accountant supported by assistants will prepare their budget execution using the RICI and SIGFIP. The IFR should be sent to the PIU 30 days following the end of each civil quarter. To avoid delays in recording of the project transactions, additional staff assigned 100 percent to the project will be appointed. The IFR will be submitted to the PIU for the preparation of the consolidated IFR.

**23. Annual financial reporting.** In compliance with International Accounting Standards and IDA requirements, the PIU will annually produce (a) a Balance Sheet showing assets and liabilities; (b) a statement of Sources and Uses of Funds showing funds and expenditures analyzed by project component or category; (c) a DA Activity Statement; (d) a Summary of Withdrawals using SoEs that list individual Withdrawal Applications by reference number, date, and amount; and (e) notes related to significant accounting policies and accounting standards adopted by management that form the basis for preparing financial statements. The IFRs of the 4<sup>th</sup> quarter of university and INPHB or the annual financial statements of each university and INPHB will be used by the PIU to prepare the consolidated financial statements of the project.

**24. External auditing.** The PIU will submit audited project financial statements satisfactory to the World Bank every year within six months after the fiscal year closes (Table 1.3). The audit is to be conducted by an independent auditor with qualifications and experience acceptable to the World Bank. A single opinion on the audited project financial statements that complies with International Federation of Accountants standards is required, as is a Management Letter. The letter will contain auditor observations, comments, and recommendations for improvements in accounting records, systems, controls, and compliance with Financial Agreement covenants. The report will also cover specific controls, such as compliance with procurement procedures and financial reporting requirements, consistency between financial statements and management reports, and findings of field visits (for example, physical controls). The audit report will thus detail any incidence of noncompliance, ineligible expenditures, and mis-procurement identified during the audit. The project will comply with World Bank policy for disclosure of audit reports and publish the information provided on the official project website within two months of the report being accepted as final by the team and the World Bank.





**Table 1.3: Audit Report Due Dates**

<b>Audit Report</b>	<b>Due Date</b>	<b>Responsible Party</b>
Audited financial statements, audit report, and Management Letter	(a) Not later than June 30 (2,000 + N) if the project became effective before June 30 (2000 + N-1). (b) Not later than June 30 (2,000 + N+1) if the project became effective after June 30 (2,000 + N-1)	PIU

**Disbursements**

25. Once the credit becomes effective, transaction-based disbursements will be used. The project will finance 100 percent of eligible expenditures inclusive of taxes. A DA will be opened at the central bank (BCEAO) and a PA in a commercial bank under terms acceptable to IDA. The PA will be managed by the public accountant assigned to the PIU by the Minister of Finance. The ceiling of the DA will be stated in the Disbursement and Financial Information Letter (DFIL). An initial advance up to the DA ceiling will be made and subsequent disbursements will be made against submission of an SoE reporting on the use of the previous advance. The option to disburse against submission of quarterly unaudited IFRs (also known as report-based disbursements) could be considered once the project meets the criteria. Other methods of disbursing funds (reimbursement, direct payment, and special commitment) will also be available. The minimum value of applications for these methods is 20 percent of the DA ceiling. The project will sign and submit Withdrawal Applications electronically using the eSignatures module accessible from the World Bank’s Client Connection website.

**Table 1.4: Project budget by category**

<b>Category</b>	<b>Amount of the Credit Allocated (expressed in EUR)</b>	<b>Percentage of Expenditures to be Financed (inclusive of Taxes)</b>
(1) Goods, works, non-consulting services, consulting services, Operating Costs and Training for the Project	47,000,000	100%
(2) Performance-based Contracts under Parts 3.1(i), 3.1(ii), 3.1(iii)(b), and 2(i) and 2(ii) of the Project	37,800,000	100%
(3) Refund of Preparation Advance	3,200,000	Amount payable pursuant to Section 2.07 (a) of the General Conditions
<b>TOTAL AMOUNT</b>	<b>88,000,000</b>	

26. **Payments to implementation agencies, including Universities and INPHB, and service providers.** The PIU through the Project Treasurer (*Agent Comptable du Projet*) will make payments to contractors, service providers, and the implementing agencies (e.g., universities) for activities specified in the project and in contracts. In addition to supporting documents, when approving payments, the PIU will consider the findings of the IGF. The PIU will have the right to verify expenditures and may request refunds if contractual provisions



have not been honored. Activities not authorized could result in suspension of financing for an entity. All payments will be made by the PIU or by implementing agencies as agreed with the PIU for some activities directly related to Component 2; that is why, as the country PFM system specifies, a budget controller and a public accountant have been appointed. In compliance with Decree n° 475, these two civil servants should help in management of project funds, mainly by prior review and later checks of whether goods, work, and services were effectively provided, and payments are based on supporting documents, such as contracts and invoices. Funds will be transferred from the PA managed by the PIU to the accounts opened at the commercial bank for each University and INPHB. The utilization of the funds by the universities will follow the country PFM system applicable to the institutions. Each University and INPHB will open an account at a commercial bank to manage the funds received from the PA managed by the PIU. Initial advance to the University and INPHB accounts will represent 6 months of the approved annual budget. Replenishments of the University accounts will be on a quarterly basis or at least 50 percent of the initial advance utilized.

**27. Local taxes.** Funds will be disbursed in accordance with project categories of expenditures and components, as shown in the Financing Agreement. Financing authorized for each category will include taxes according to current Côte d'Ivoire financing parameters. However, the Government will allocate some budget support for the operating costs of civil servants involved in the project. Use of that support should comply with the FM procedures approved by the World Bank.

## **Procurement**

28. Following the 2004 Country Procurement Assessment Review and criticisms of the 2005 Procurement Code (Decree N°2005-110), Côte d'Ivoire adopted a new Procurement Code (Decree N°2009-259 dated August 6, 2009) that is harmonized with WAEMU procurement directives and international good practices; this was followed by issuance of the associated regulations and documentation. The Procurement Code was amended in July 2015 through Decree N°2015-525 and implementing regulations were issued. A national procurement capacity-building program is underway for both central and decentralized entities. An electronic system for collecting and disseminating procurement information and for monitoring procurement statistics has been set up and now needs to be expanded to all contracting authorities. In May 2014 there was an audit of single-source contracts for 2011–13 and the findings were published. However, procurement transparency and efficiency issues persist:

- Establishment and operation of procurement by cells in the ministries are still very embryonic.
- Enforcement officers have not yet been trained in the new procurement documents.
- The volatile post-civil war sociopolitical situation makes effective functioning of the system questionable and has considerably increased fraud and corrupt practices.

29. The Government is fighting the scourge of corruption through such measures as adopting a code of ethics for ministers and senior officials, but the results are not yet visible and there has not yet been an evaluation.

## **Summary of the PPSD**

30. The total value of funding for Côte d'Ivoire is US\$100 million, most of which will be used for Performance Based Contract (PBC) agreements to be signed between universities and INPHB; as well as works contracts for the construction of the IFSPTs and the rehabilitation and development works. In addition, several consultant services specializing in national higher education with high qualifications in the reform sector will be performed.



31. **Works contracts:** These mainly concern construction and rehabilitation works. For more than 20 percent of the total amount of the project, construction work, especially because of its large size and the level of expertise required, will for the most part be advertised internationally in order to have the best companies. However, care must be taken to:

- Provision of the identified construction sites;
- Mobilization of public works equipment;
- The involvement of SMEs in the organization and management of construction sites;
- The respect of the deadlines of execution of the works;
- The quality of the implementation of the works.

32. **Consulting services:** They represent about 15 percent of the total amount of the project contracts and 60 percent in terms of number, so they will play an important role in the success of the project. As a result: (i) good pre-selection of consultants for the establishment of short lists; (ii) attention to the terms of reference; (iii) solid evaluation of the technical proposals; and (iv) appreciation of the reports that will be delivered by the consultants is extremely important. In addition, advertisement on the sub regional and international market could mitigate the risk.

33. In addition, with 49 percent of the total amount of the project, the PBCs to be signed between the universities and INPHB with the MESRS constitutes a substantial part of the project. This new funding mechanism adopted by the Government will be tested in this project. Also, it is important that the entire process, from the drafting and signing of the PBC to the evaluation through the monitoring of the implementation, be controlled by all the actors in terms of tools, approach and especially of delay.

34. **Goods:** Goods will be mostly locally procured; indeed, it is essentially equipment and materials; cars; equipment, furniture and office supplies, etc. which are current supplies distributed by many local suppliers. Suppliers may apply to national biddings based on the estimated amounts and the size of the contracts.

35. On the other hand, with regards to technical and pedagogical materials such as laboratory equipment, some teaching materials, there are few, if any, local businesses with the skills and capacity to provide them. The acquisition of this type of equipment will be done internationally by taking care to control the delivery times and problems of transfer of competence.

36. **Guideline:** Procurement for the proposed project will adhere to World Bank *Procurement Regulations for Borrowers*, dated July 2016, revised November 2017 and August 2018. "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 will apply.

### **Procurement Documents**

37. Procurement for the project will use the World Bank's Standard Bidding Documents (SBD) for all international competitive bidding (ICB) for goods and works and the Standard Request for Proposal (RFP) in selecting consultants through competitive procedures. The recipient will draft standard documents based on the World Bank's SBDs for national competitive bidding (NCB) for goods and works and the World Bank's RFP for the selection of consultants other than through quality and cost-based selection (QCBS); modifications must be submitted to the IDA for prior approval in compliance with the New Procurement Framework (NPF).



38. Procurement and consultant selection methods, the need for prequalification, estimated costs, prior review requirements, and schedules have been agreed by the project entity and the World Bank in the Procurement Plan through the Procurement Project Strategy for Development (PPSD). The plan will be updated as required but at least annually to reflect actual current project needs and improvements in institutional capacity.

#### **Advertising procedures**

39. The General Procurement Notice, Specific Procurement Notices, Requests for Expression of Interest, and results of the evaluation and contracts award should be published in accordance with the advertising guidelines.

40. For ICBs and requests for proposal that involve international consultants, contract awards must be published online in United Nations Development Business (UNDB) within two weeks of receiving IDA's "no objection" to the recommended award. For goods, the information published should specify (a) name of each bidder; (b) bid prices as read out at bid opening; (c) name and prices for each bid evaluated; (d) names of bidders whose bids were rejected and the reasons for rejection; and (e) name of the winning bidder, the price offered, contract duration, and summary scope of the contract awarded. For consultants, the information published must be (a) names of all who submitted proposals; (b) technical points assigned to each consultant; (c) evaluated prices of each consultant; (d) final point ranking of consultants; and (e) name of the winning consultant and the price, duration, and summary scope of the contract. The same information will be sent to all consultants who submitted proposals. Other contracts should be published in a national periodical at least quarterly and as a summarized table covering the previous period with the name of the consultant to whom the contract was awarded and its price, duration; and scope.

#### **Procurement Methods**

41. Procurement methods have been defined in the PPSD and the Procurement Plan. However, the following indications may assist the Borrower in the project implementation phase.

42. **Procurement of Works.** The works to be financed by IDA include the followings: (i) Construction of two Higher Institutes of Professional Training and Technology (Dormitories, Classrooms, Administration office, etc..); (ii) rehabilitation of laboratories, libraries and classroom of Universities and INPHB; and (iii) small rehabilitation of classrooms. Contracts of works estimated to cost US\$15,000,000 equivalent or more per contract shall be procured through ICB. Contracts estimated to cost less than US\$15,000,000 equivalent may be procured through NCB. Contract estimated to cost less than US\$100,000 equivalent per contract may be procured through shopping procedures. For shopping, contracts will be awarded following evaluation of bids received in writing on the basis of written solicitation issued to several qualified suppliers (at least three). The award would be made to the supplier with the lowest price, only after comparing a minimum of three quotations open at the same time, provided he has the experience and resources to execute the contract successfully. For shopping, the project procurement officer will keep a register of suppliers updated at least every six months.

43. **Procurement of Goods.** Among goods IDA will finance are the office, furniture, equipment, and office supplies. Similar goods that a single vendor could provide would be grouped in bid packages estimated to add up to at least US\$4,000,000 per contract and would be procured through ICB. Contracts estimated at less than US\$1,000,000 equivalent may be procured through NCB. Goods estimated to cost less than US\$100,000





equivalent per contract may be procured through shopping. For shopping, the project procurement officer will keep a register of suppliers, updated at least every six months.

**44. Selection of Consultants.** The project will finance consultant services like surveys, technical and financial audits, TA, and activities for the institutional strengthening component. Specific consultant services, trainers, and workshop facilitators are included. Consultant firms will be selected through the following methods: (a) QCBS; (b) selection based on the consultant's qualifications (CQS) for contracts for less than US\$2,000,000 equivalent for exceptional studies and research that require rare expertise; (c) least-cost selection (LCS) for standard services, such as insurance and financial and technical audits costing less than US\$2,000,000; and (d) single-source selection costing less than US\$100,000, with prior IDA agreement, for services in accordance with Consultant Guidelines 3.8–3.11. Individual consultants will be hired in accordance with Guidelines 5.1–5.6. Sole-source contracts for less than US\$100,000 may be used only with prior World Bank approval. Whatever the cost, any terms of reference needed to select consultants must have prior World Bank approval.

45. Short lists of consultants for services estimated to cost less than US\$300,000 equivalent per contract may be composed entirely of national consultants (Guidelines 2.7) if a sufficient number of qualified individuals or firms are available. However, if foreign firms express interest, they should not be excluded from consideration.

**46. Procurement from United Nations Agencies.** There may be situations in which it would be most appropriate to procure what is needed directly from UN agencies. In such circumstances, the project would make specific arrangements with the agencies concerned through a single-source selection and they would then follow their own procedures to purchase and deliver the goods and services needed.

**47. Procurement of Consulting Services Other than Those Covered by Procurement Regulations for Borrowers.** Those might include designing, editing, and printing project promotional materials or providing logistical support, such as car rental for field visits, travel services, and workshops and the like. LCS or shopping will be used.

**48. Training, Workshops, and Conferences.** Coverage of costs for training (including materials and logistical support), workshops, and conference attendance will be on the basis of an approved annual plan. A detailed plan giving the nature of the training or workshop, number of participants, duration, staff months, timing, and estimated cost will be submitted to IDA for review and approval before the process begins. Appropriate methods of selecting participants will be derived from the detailed schedule. After the training, trainees will be asked to submit a brief report of the skills acquired and how they will help to enhance job performance and attainment of the project objective.

**49. Operational Costs.** Operating costs financed by the project are incremental expenses, including office supplies, vehicle operation and maintenance, maintenance of equipment, communication costs, supervision costs (e.g., transport, accommodation, and per diem), and salaries of local staff. They will be procured using the procedures specified in the *Project Financial and Accounting Manual*.

### **Assessing Agency Capacity for Procurement**

50. The capacity assessment found that the central Ministry, the universities, and INPHB have no experience in World Bank procurement procedures and no skills, knowledge, and personnel and procedures manuals





acceptable to the World Bank for completing the project on schedule. It has nevertheless been decided to entrust the new project, within the national Ministry, universities, and INPHB, with the responsibility of project fiduciary management (procurement and financial management), as explained below.

### **Assessment of PIU Procurement Capacity**

51. The capacity assessment focused on:

- The person in charge of procurement within each entity assessed
- The procedures manual of each entity assessed
- The expertise of each entity in procurement.

52. It emerged from the assessment that the staff members proposed by each entity to take charge of procurement have never participated in World Bank procurement processes and have no experience in procurement.

53. None of the entities assessed has a procedures manual.

54. The entities assessed have, however, been awarded some contracts financed by the national budget with documentation related to procurement that was kept on file (invitation to tender, tender file, minutes from deliberation on tender, assessment report, award minutes, market, minutes of temporary reception, minutes from final acceptance, temporary report, final report, and payment documents).

55. **Mitigation measures for staffing.** Since none of the entities assessed has a qualified procurement specialist acceptable to the World Bank, it is suggested that each hires a procurement specialist and a procurement assistant once the project begins.

56. *Other mitigation measures:*

- Recruit consultants as needed to draft terms of reference and technical specifications.
- Even if they were previously trained on the NPF, PIU members are invited to move promptly to reinforce their knowledge of the Procurement Regulation.

57. **Mitigation measures for lack of a procedures manual.** Since the Ministry and the participating universities and the INPHB do not have a procurement procedures manual, the PIU will coordinate all procurement activities, among them: (a) preparing and updating procurement plans; (b) preparing, finalizing, and publicizing RFPs and bidding documents; (c) drafting minutes of bid openings and proposals and preparing evaluation reports; (d) when prior review is required, submitting to the World Bank procurement documents (terms of reference, RFPs, bidding documents, evaluation reports, contracts, etc.); (e) negotiating contracts and overseeing payments to contractors; and (f) drafting procurement progress reports and coordinating activities. Each beneficiary entity will be involved in project implementation according to the project procurement manual to be drafted.

- Based on Decree n°2015-475, and the new World Bank procurement guidelines, the PIM should be drafted and submitted for World Bank's no objection.
- To minimize the delay associated with drafting appraisal reports, competent individuals or firms should be hired as needed to evaluate proposals.



58. **Frequency of procurement reviews and supervision.** World Bank prior and post reviews will be carried out on the basis of the thresholds indicated in Table 1.5. The World Bank will conduct semi-annual supervision missions and annual Post-Procurement Reviews (PPR), with the ratio of one post review to at least one to five contracts. The World Bank may also conduct an independent procurement review at any time up to two years after the project closing date.

**Table 1.5: Procurement and Selection Review Thresholds, US\$**

<b>Expenditure Category</b>	<b>Contract Value (Threshold)</b>	<b>Procurement Method</b>	<b>Contract Subject to Prior Review</b>
	<b>US\$</b>		<b>US\$</b>
1. Works	≥10 000,000	ICB	≥15 000,000
	<10,000,000	NCB	<15,000,000
	<100,000	Shopping	Depends on the activities
	<100,000	Direct contracting	<100,000
2. Goods	≥1 000,000	ICB	≥4, 000,000
	<1 000,000	NCB	<4,000,000
	<100,000	Shopping	Depends on the activities
	No threshold	Direct contracting	<100,000
3. Consultants <i>Firms</i>	<300,000	QCBS; QBS; LCS; FBS, CQ	<2,000,000
	≥100,000	EOI	<400,000
<i>Individuals</i>	<100,000	Comparison of 3 CVs	<400,000
	<100,000	Single Source	≥100,000
Terms of reference may be subject to prior review. in accordance with TTLs.			

**Country Procurement Risk Assessment**

59. Based on the above assessment of the procurement capacity of the central ministry, the universities and the INPHB, and the mitigation measures, namely to assign the procurement responsibilities to the BCPE/PEJEDEC, the procurement risk assessment is rated moderate.

**Environmental and Social Risks (including Safeguards)**

60. The project, rated as Category B, triggers three safeguards policies: OP 4.01 on Environmental Assessment, OP 4.11 on Physical Cultural Resources, and OP 4.12 on Involuntary Resettlement. Possible negative environmental impacts are loss of vegetation, production of solid waste, risks of soil erosion and pollution, water and air pollution due to dust, risks of work and traffic accidents, and noise nuisance. Overall, the project’s social impacts are expected to be positive, but because some activities may generate adverse social impacts because of land acquisition or restriction of access to common resources, OP 4.12 on Involuntary Resettlement is triggered.



### **Measures to Address Safeguard Issues**

61. As a first step in addressing the potential negative impacts, the Government has prepared and publicly released two safeguards instruments, the Environmental and Social Management Framework (ESMF) and the Resettlement Policy Framework (RPF).

62. The EMSF proposes mitigation measures to manage the expected impacts associated with the preparation and construction work. It includes Guidelines for an Environmental and Social Impact Assessment (ESIA); Environmental Guidelines for Contractors (and subcontractors); and a summary of World Bank safeguard policies. Minor rehabilitation is planned for the participating universities; and two ISPFTs will be constructed.

63. The EMSF also has a chapter on OP 4.11, Physical Cultural Resources. This policy is triggered by infrastructure construction; mitigation measures are proposed to prevent adverse impacts and protect the sites as sources of valuable scientific and historical information, assets for economic and social development, and integral to the local cultural identity. These measures will adhere to World Bank policy and Ivoirian law.

64. OP 4.12 on Involuntary Resettlement is triggered because constructing the Training Institutes will lead to land acquisition or restrictions on access to livelihood sources. The Borrower has prepared an RPF as due diligence for the activities triggered by OP 4.12, since the specific sites or impacts of planned physical investments are not yet known. The RPF has been approved and made public both in Côte d'Ivoire and on the World Bank external website on September 25, 2018. The RPF will be used as a guide for specific RAPs as needed and for compensation to minimize the negative impacts on project-affected groups. The RAPs will be submitted to the World Bank for approval before any construction work begins.

65. *Labor Influx*. To ensure proper management of the potential labor influx, as part of the ESMF, the project establishes clear rules for workers' contracts to ensure that they include measures for managing the potential impacts of outside workers on the local community; contractors who bring in workers will have to ensure that, among other things, the workers are housed adequately. To preempt and protect local communities, preparation and activation of an HIV/AIDS prevention plan will be part of the contractual obligations of project service providers. Contractors will also be required to draft codes of conduct for their workers and related measures to mitigate the possibility of GBV in project sites, which will be closely monitored during supervision missions.

### **Mechanisms to Supervise and Monitor Plans**

66. To ensure proper application of the safeguard instruments prepared to ensure adherence to policies triggered by the project, the PIU will hire an environmental and a social safeguards specialist. The environmental specialist must have additional experience in Occupational Health and Safety (EHS/OHS) and the social specialist in GBV, social inclusion, and labor-related risk generally. Both specialists will be fully in charge of all aspects of their areas of responsibility and will regularly monitor all safeguard requirements. In particular, the two specialists, the entire PIU, the implementing agencies, and other stakeholders will ensure that no children are employed. World Bank support missions will also include environmental and social safeguards specialists to ensure that all safeguards issues are addressed properly and promptly.



67. A grievance redress mechanism has been set up to allow stakeholders and interested parties to bring up any concern about the project to the PIU in order to find solutions. Safeguards documents, including guidelines on EHS/OHS, clearly state that the PIU and partners must approve company Environmental and Social Management Plans (Works-ESMP) before any work begins. Moreover, the tender documents and the contracts for both contractors and subcontractors must also cover EHS/OHS.

68. The Financing Agreement requires the Government to submit to the World Bank for prior approval and disclosure any required ESIA for the activities to be carried out. Before any work starts, the government will take all actions the ESIA requires and obtain World Bank confirmation that work may commence. Finally, the government, through the PIU, will report quarterly to the World Bank in a specific Safeguard Monitoring Report on environmental safeguard measures taken and the report is to be summarized in project progress reports.

141. **Citizen engagement.** Citizen engagement has informed project preparation and will be maintained throughout the project. Key stakeholders in education and vocational training, the public sector, and civil society will be consulted as issues arise related to the objectives and conditions for project success. Citizen engagement will be monitored through surveys of beneficiary satisfaction with project interventions. The project will also establish robust mechanisms to ensure that feedback triggers response. Regular supervision missions and reports from the social safeguard specialists to be recruited will monitor compliance. The current mechanism in the BCPE/PEJEDEC will be used for the project. It includes several channels for complaints (including anonymous) through the Project Website, regular mails, emails and phone calls. All complaints are automatically registered to ensure that they are timely and properly responded/treated. A similar mechanism will be established for each participating university and the INPHB. It will be complemented by training on protection of victims and actions/measures to trigger/take.

### **Implementation Support Plan**

69. There will be close support for project implementation because the core team—the TTL, the senior economist, and the procurement, financial, social, and environmental specialists—is based in Côte d'Ivoire. It will provide close monitoring and support, with regular meetings as established in the country office and ad hoc meetings as needed. Additional support will come from semiannual and annual reviews and technical support missions.

70. **Semiannual and annual reviews.** Twice a year, in May and November, the task team and the Government will organize a joint review meeting with the supervision mission to assess progress to date, identify emerging difficulties, and agree on mitigating measures and action plans.

71. **Technical support missions** will be carried out when international expertise is needed to guarantee the quality of results or reinforce national technical capacities. Such missions are likely, e.g., for architecture design and construction supervision; short-duration professional programs; support for QA measures; promotion of PBCs, and questions related to STEM and institutional capacity.

72. **Support to the implementation plan.** FM supervisory missions will be conducted throughout the project; supervision will focus on addressing and mitigating implementation risks. The plan summarized in Table 1.6 is based on the outcome of the FM risk assessment. The objective of the plan is to ensure that FM is satisfactory through the end of the project.



**Table 1.6: FM Implementation Support Plan**

FM Activity	Frequency
<b>Desk reviews</b>	
IFR review	Quarterly
Audit report review	Annually
Review of other information, such as interim internal control systems reports and IGF reports	Continuous, as they become available
<b>On-site visits</b>	
Review of how FM is operating (Implementation Support Mission)	Every six months for Substantial risk
Monitoring of actions taken on issues highlighted in audit reports, auditor Management Letters, internal audits, and other reports	As needed
Transaction reviews	As needed
<b>Capacity-building support</b>	
FM training sessions	Before the project begins and throughout the project as needed

73. **Procurement.** A seasoned local procurement specialist will be hired to provide training and coaching to the project universities and the INPHB.

74. **Safeguards.** Environment and social specialist interventions will be required to monitor that safeguards issues are adequately considered.

**Table 1.7: Skills Mix Required for Project Support**

Role	Skills Needed	Number of Trips	Comments
Team leader	20 Staff Weeks (SWs) the first year 15 SWs annually		Country Office-based
Senior economist	5 SWs annually		Country Office-based
Architect	6 SWs	2 trips annually	
Higher education specialist	4 SW	1 trip annually	
Short-duration training specialist	6 SW	2 trips the first year 1 trip annually thereafter	
Quality assurance and PBC specialist	4SW	2 trips the first year 1 trip annually	
STEM specialist	15SW	2 trips annually	
Procurement	6SWs annually		Based In country
FM	6SWs annually		Based In country
Environmental specialist	2SWs annually		Based In country
Social specialist	2SWs annually		Based In country



## ANNEX 2: Economic and financial analysis

1. The economic and financial analysis for the project presents the rationale for government investment in higher education. The objective of the project is to support the Government of Côte d'Ivoire to: (a) improve higher education management; (b) increase enrollment in professional programs; (b) improve the quality and labor market relevance of degree programs in participating public tertiary institutions. The Economic Analysis provides economic justification for the project through the following approaches:

- i. Impact of project on beneficiaries
- ii. Cost-Benefit Analysis: estimating rates of returns to education investments using the Mincer's model as well as social outcomes of tertiary education

### ***What are the potential economic benefits of the project?***

2. Many economic theories postulate the existence of positive effects of education and training, on economic growth, work productivity or individual income, either by direct influences, or through externalities (human capital theory<sup>22</sup>, endogenous growth models<sup>23</sup>). Other economic theories go beyond the economic effects of education and the link with the labor market and consider the role of education in improving the 'capabilities' of individuals and well-being (abilities theory<sup>24</sup>).

3. Education is expected to provide the opportunity for people to raise incomes and for society to reduce inequality, with high private returns to schooling. Recent work of returns to investment<sup>25</sup> provided updated analyses that the private average returns to a year of schooling is 9 percent a year. Higher education has an important role to raise people incomes as private returns increased, that might also raise inequity and financing issues. Education is a priority as average of returns to schooling remain high and particularly for girl's education, average returns to schooling is higher for women. In low-income countries private returns to schooling (9.3 percent) is higher than in high-income countries (89.2 percent). Private returns to schooling are even higher in Sub-Saharan Africa (10.5 percent).

4. The benefits of the education received by an individual can be analyzed, distinguishing the individual and the collective dimension, but also from a temporal perspective, distinguishing the immediate benefits from future impacts. The main immediate impact is skills development for students at the time when they are in school and training. These skills later, put them in a better position to enter the labor market, be more productive and have higher incomes. They also allow them to adopt behaviors more suitable to their well-being and that of their families. Beyond the individuals, the project will have significant benefits on public tertiary education management, setting up right incentives to improve the alignment between the supply of trainings and the needs of the labor market.

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<sup>22</sup> Gary Becker, 1962, *Human capital: A theoretical and empirical analysis*, The Journal of Political Economy vol. 70, no. 5 and Schultz T.W., 1961, *Investment in Human Capital*, American Economic Review, LI.

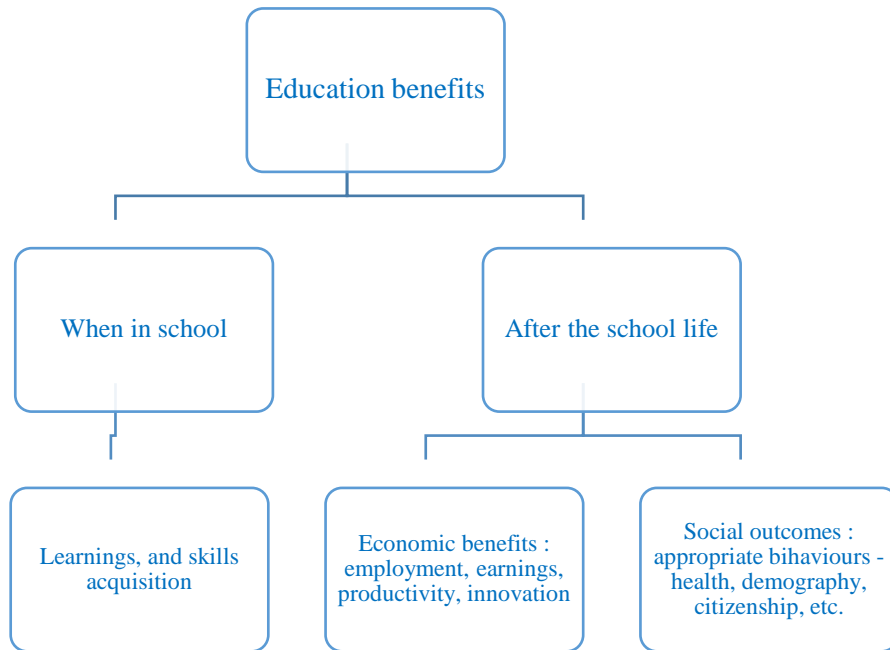
<sup>23</sup> Paul M. Romer, 1990, *Endogenous Growth*, The Journal of Political Economy, vol. 98, no. 5.

<sup>24</sup> Sen, Amartya K., 1985, *Commodities and Capabilities*, Oxford: Elsevier Science Publishers.

<sup>25</sup> Psacharopoulos, George and Harry Anthony Patrinos. 2018. "Returns Decennial Ed Econ 2018." *Education Economics* 26(5): 445-458. The paper updates Psacharopoulos and Patrinos and reviews the latest trends and patterns based on 1120 estimates in 139 countries from 1950 to 2014.



Figure 2.1: Framework of education benefits



**The project’s beneficiaries**

5. The direct beneficiaries of the project are the students enrolled in the institutions and programs supported by the project. These include programs for which QA mechanisms will be set up, PBC beneficiaries, the new vocational training institutes (ISFPTs) to be created (400 students each year), and the DSs the project will support.

6. To enhance the quality of tertiary institutions, the project will support the establishment of internal QA units and funding of PBCs for six public universities (Félix Houphouët-Boigny University (UFHB) of Cocody; Nangui Abrogoua University (UNA) of Abobo-Adjamé; Alassane Ouattara University (UAO) of Bouaké; Jean Lorougnon Guédé University (UJLG) of Daloa; Péléforo Gon Coulibaly University (UPGC) of Korhogo—the University of Man; and the INPHB. Thus, each year of the project, it should benefit about 80,000 students, 1,500 professors trained and 400 administrators.

7. Finally, the project will benefit students enrolled in the DSs. Assuming that 50 students are enrolled every year in each DS, by project end the DSs should have about 250 direct beneficiaries a year.

**Project costs**

8. The project’s overall cost is US\$100 million.



***Project impacts***

9. The project will have an impact in the short term on skills development and in a longer term, on economic development and employment as well as human development.

**At system level and in the long term**

10. The project will have a positive and long-term impact on the transformation of public higher education. On quantitative side, the setting up of short higher education courses that are STEM-oriented will help improve the student mobility within the education system, offering an alternative to longer higher education courses. In addition, quality assurance mechanisms will contribute to the establishment of incentives for quality, including through greater transparency on the performance of training institutions, based on objective criteria. Finally, coupled with this quality assurance system, performance-based public funding of tertiary education institutions will create additional incentives, which will gradually eliminate trainings that does not find demand in the economic sector and replace them with more relevant ones for the labor market needs.

**At individual level: when the beneficiaries are in trainings**

11. The project will contribute to the diversification of tertiary education, by the creation of new type of short-term trainings with higher technical content and more in line with the needs of manufacturing sector. The project will have a positive effect on the quality of tertiary education and on skills development, through its various components, including those related to *Establishing Performance-Based Contracts, Quality Assurance System, Creation of Higher Institutes of Professional Training and Technology, Building Up INPHB, the Polytechnic Institute and Improving the Quality and Relevance of Public University Programs*.

**At individual level: after students have graduated**

Financial outcomes

12. Education is seen as an investment on one hand because it increases productivity and incomes at individual and society level and on the other hand it involves costs in the present for the expected benefits in the future. Families take into account the costs and benefits in resources allocation trade-offs and Governments also consider the social costs and benefits of education, vis-à-vis other expenses and needs to be covered by the public funds. From a public expenditure perspective, an important aspect to consider is the private or public nature of education and training benefits, and this applies both for the share of education in overall public expenditures and the breakdown of education public funding among different education levels. The table below summarizes the elements theoretically taken into account in the analyses of returns of education.





**Table 2.1. Returns of education**

Private returns of education	Public returns of education	Social returns of education
<p>Costs</p> <p>Direct costs: school fees, building contributions, uniforms, books and supplies,</p> <p>Indirect costs: transport, onboarding fees</p> <p>Opportunity costs: unobserved cost associated to the fact that an individual is attending school instead of working</p>	<p>Costs:</p> <p>public expenditures</p> <p>Opportunity costs</p>	<p>Costs: private costs + public expenditures</p>
<p>Benefits</p> <p>Salaries</p>	<p>Benefits: private benefits + externalities</p>	<p>Benefits: private benefits + externalities</p>

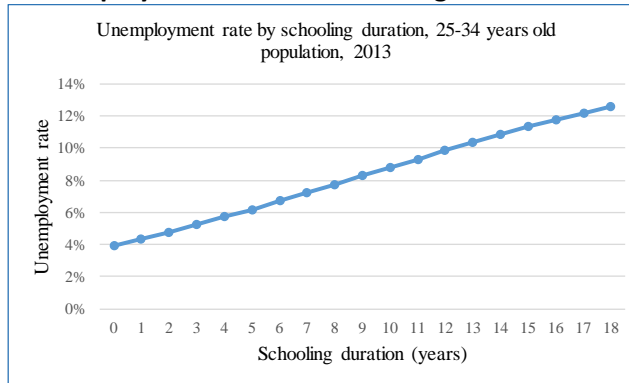
13. Investments in education, particularly in tertiary education, can produce high public economic returns. Then, knowing that the poorest part of the population may under-invest in tertiary education because of lack of resources, targeted public investment for tertiary education is justified. Tertiary education is also generally associated with some social outcomes and non-monetary benefits to the individual and society. Indeed, just enrolling in tertiary education is not enough, and the quality and relevance of trainings matter as well. Indeed, students have to learn and really acquire the skills they are supposed to acquire, in order for the individuals and the society to actually earn these economic and social benefits. International evidence shows that student learning is more closely associated with higher labor market productivity and earnings than mere school attendance.

**The linkages between education and employment in Côte d'Ivoire:**

14. Before analyzing the returns of education, it is important to seek whether tertiary education currently contributes to higher probability to be employed, knowing that without employment education spending corresponds more to a final/consumption expenditure than to an investment. The relationship between years of schooling and unemployment is estimated for the 25-34 years old population, using a logistic regression model. The model also includes the age of individuals, the gender, dummy variables for technical education, vocational training, geographic localization (urban/rural), and the regions. The figure below represents the variation of unemployment rate according to school duration, based on the estimated model.



Figure 2.2 Unemployment rate and schooling duration in Cote d'Ivoire



15. The unemployment rate increases with the duration of schooling and thus remains low in basic education, compared to subsequent levels of education. It stands at 6.7 percent at the end of primary education and 8.8 percent at the end of lower secondary education, compared to 10.4 percent for young people who reach the end of upper secondary education and even more in tertiary education.

Returns of education in Côte d'Ivoire:

16. Rates of returns to education are estimated using Mincer’s earnings model, originally proposed by Jacob Mincer (1972).

$$\ln Y = \alpha + \beta_1 S + \beta_2 S^2 + \gamma_1 Exp + \gamma_2 Exp^2 + \delta X + u$$

17. Where Y is a measure of income, earnings, or wage rates, S is a measure of schooling, in terms of grades completed, Exp is experience at work, X is a set of other variables assumed to affect earnings and u is a disturbance term, representing the other not explicitly measured forces affecting earnings and is assumed to be distributed independently of S, Exp and X. By adding a square term to schooling duration in the model, we assume that the impact of an additional school year on the income, depends on the level of education already reached by the individual.

18. Returns are estimated using survey data ENSETE 2013 for different educational levels with earnings between 25 and 34 years<sup>26</sup>. The estimation of the model confirms that the impact of an additional year of schooling is not constant and increases with the schooling duration. When the schooling duration goes up from 6 to 7 years, the salary increase is 6.6 percent, but when the schooling goes from 10 to 11 years, the salary increase is 7.8 percent and 8.6 after tertiary education. In light of the analysis presented above, the project has value added for building human capital and creating growth opportunities by producing a more productive labor force and generating higher earnings.

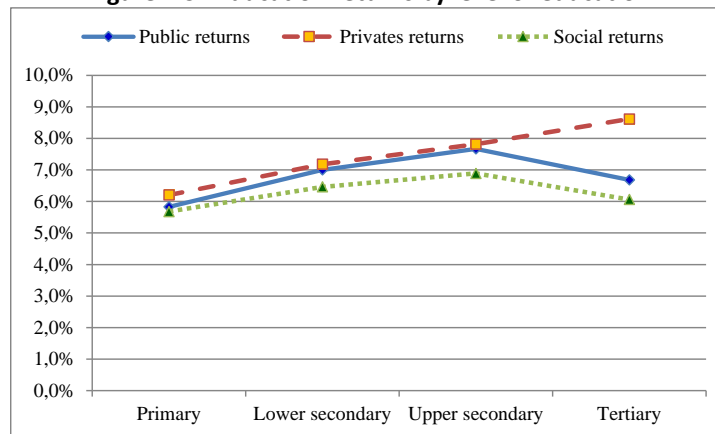
<sup>26</sup> A young age group is selected for the estimation of earnings, to reflect the current (or recent) status of the labor market. There are significant generational differences in the remunerations, knowing that the balance between the supply and demand of skills in sub Saharan Africa has significantly evolved over the years.



19. However, it is appropriate to go beyond the measure of income and move on to that of returns. The estimation is based on a simplified method where the rate of return in level p is calculated as the ratio of i) the difference in income between the levels of study k and (k-1) and ii) the individual's income at level (k-1) multiplied by the number of years of study of level (k-1). The analysis includes the estimation of private returns, public returns and social returns (public and private)<sup>27</sup>.

20. The patterns of public and social returns of education are very similar, with an increase from primary to upper secondary education (5.7 percent to 6.9 percent for social return) and a decrease from upper secondary to tertiary education. Unlike the public and social returns, the private return grows continuously from primary to tertiary education, indicating that private benefits are more important moving toward higher education levels, compared to public and social benefits. Therefore, public funding in education should prioritize basic education, along with the idea that private financing is more relevant for higher levels of education.

Figure 2.3 : Education returns by level of education



**Monetary benefits of the project:**

21. The project is financially profitable, with a Net Present Value (NPV) that, although underestimated, is higher than the project investment cost.

22. The financial benefits estimate takes into account the income of students who will benefit from the project. However, the number of beneficiaries of quality related activities is underestimated because it's limited to the duration of the project. Income flows are represented by wages to be earned by the beneficiaries, throughout their careers, minus the opportunity costs (forgone earnings). The salary corresponds to the average wage of workers with tertiary education. The life time of infrastructures is 50 years. Lastly, given that the total wage income depends on the unemployment rate, the Net Present Value (NPV) and Rate of Return (RR) of the project are estimated using an unemployment rate of 10 percent. In terms of investment, the analysis takes into consideration the whole cost of the project, depreciation and recurrent cost of education in public tertiary education.

<sup>27</sup> Public and private returns are based on monetary aspects, while social returns take into account non-monetary and non-measurable benefits, including externalities. (see <http://documents.worldbank.org/curated/en/949711468740209672/pdf/multi-page.pdf>)



23. In light of the assumptions used, the Net Present Value stands at US\$1.5 billion. The Internal Rate of Return is 35.4 percent for a discount rate of 8 percent, and the Economic Rate of Return is 11.3 percent.

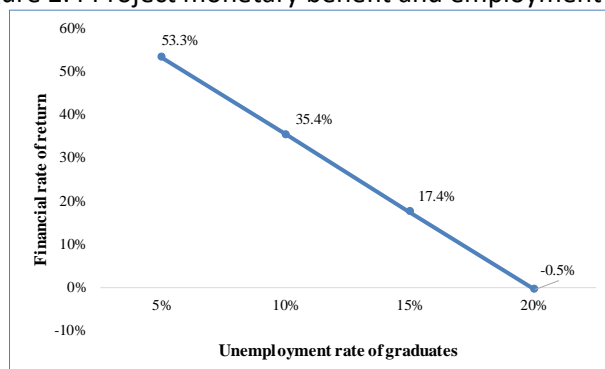
Table 2.2 Assumptions and monetary benefit of the project

Variables / Assumptions	Values
Beneficiaries	100,000
Activity time of beneficiaries (years)	30
Unemployment rate of graduates	10%
Average annual salary, tertiary education (USD)	3,407
Lifetime of the investment (years)	50
Annual unit cost (recurrent) in tertiary education (USD)	1816
Annual opportunity cost for tertiary education (USD)	2,257
Lending interest rate (%)	8%
Investment, depreciation and recurrent costs (I, USD)	1,108,018,389
NPV (USD)	1,499,837,207
Financial rate of return (NVP-I)/I	35.4%
Economic Rate of Return	11.3%

### Sensitivity to assumptions

24. The NPV and IRR estimated above is dependent on assumption regarding the employment of graduates, the other parameters are known. Thus, the NPV and IRR of the project are estimated using different scenarios regarding the unemployment rate of graduates. In the graph below changes in IRR is simulated based on different scenarios.

Figure 2.4 Project monetary benefit and employment rate



25. These simulations suggest that only the NPV of the project is higher than the total cost (including depreciation and recurrent costs) when the unemployment rate of graduates is lower than 20 percent. The NPV is lower than the total cost of the project only if the unemployment rate of graduates is higher than 20 percent, which is unlikely, as it currently stands at 16 percent for overall tertiary education. Given the specific type of training and support to be financed by the project, the beneficiaries should have a unemployment rate below the national average.



Social outcomes

26. Beyond the impact of education on employment and earnings, some social outcomes are linked to tertiary education, especially demographic variables, such as use of contraception and birth spacing, as illustrated by the table below.

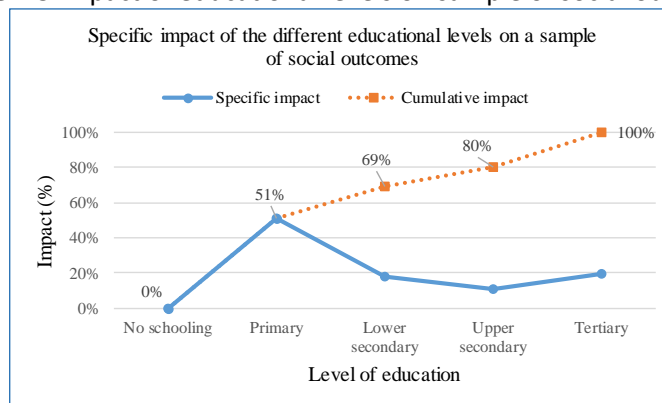
Table 2.3 Social outcomes and level of education

	No schooling	Primary	Lower secondary	Upper secondary	Tertiary
Age on giving birth to first child (years)	17,81	18,01	19,15	20,68	24,50
Use of contraception (percent)	12,73	24,84	29,85	30,76	30,76
Birth spacing (years)	2,99	3,36	3,70	3,99	4,56
Medically assisted childbirth (percent)	54,57	66,00	71,88	75,30	79,89
Mortality before the age of 5 (‰)	121,58	93,93	78,82	69,01	55,19

Source: Estimation based on Demographic and Health Survey (DHS) 2012

27. The estimation shows that the age of women at the birth of their first child grows from 17.8 years for women who never attended school to 19.1 for those who reached the end of lower secondary and 24.5 in tertiary education. Regarding the maternal health, the percentage of medically assisted childbirths is 54.6 for women without schooling but 79.9 for women with tertiary education level. Under five-year mortality also varies significantly with the schooling duration of the mother, falling from 121.6 deaths for 1,000 childbirths when the mother has never attended school to around 94 for 1,000 when she has completed primary education, and 55 for 1,000 for tertiary education.

Figure 2.5 Impact of educational levels on sample of social outcomes



28. As for the economic dimension related to employment and earnings, the impact of education on social outcomes provides the case for public investments in education, including tertiary education. While the specific contribution of tertiary education on measured social outcomes is lower compared to primary education, tertiary education still represents 20 percent of education overall impact on the social dimension considered.



**ANNEX 3: PROJECT COSTS AND FINANCING**

<b>Project components</b>	<b>Project cost</b>	<b>IDA Financing (Credit in US\$)</b>	<b>IDA Financing (EUR)</b>
<b>1: Strengthening Tertiary Education Management</b>	13,000,000	13,000,000	11,427,000
Subcomponent 1.1: Establishing Performance-Based Contracts	1,000,000	1,000,000	879,000
Subcomponent 1.2: Reinforcing Sector Management Capacity	6,000,000	6,000,000	5,274,000
Subcomponent 1.3: Establishing a new Quality Assurance System	3,000,000	3,000,000	2,637,000
Subcomponent 1.4: Project Management	3,000,000	3,000,000	2,637,000
<b>2: Enhancing cycle Professional Programs</b>	32,000,000	32,000,000	28,128,000
Subcomponent 2.1. Creation of Higher Institutes of Professional Training and Technology	25,000,000	25,000,000	21,975,000
Subcomponent 2.2. Strengthening Reviewing and Upgrading Higher Technician Certificate (BTS)	7,000,000	7,000,000	6,153,000
<b>3: Enhancing Graduates' Employability in Public Universities and INPHB</b>	55,000,000	55,000,000	48,345,000
Subcomponent 3.1. Improving the Quality and Relevance of Public University Programs	30,000,000	30,000,000	26,370,000
Subcomponent 3.2: Upgrading INPHB, the Polytechnic Institute	25,000,000	25,000,000	21,975,000
<b>Total Costs</b>	<b>100,000,000</b>	<b>100,000,000</b>	<b>87,900,000</b>
<b>Project Preparation Advance (PPA)</b>		<b>3,500,000</b>	