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INTERNATIONAL DEVELOPMENT ASSOCIATION

PROGRAM APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 352.4 MILLION
(US\$350.0 MILLION EQUIVALENT)

AND A

GRANT

IN THE AMOUNT OF US\$14.7 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE

REPUBLIC OF CÔTE D'IVOIRE

FOR THE

STRENGTHENING PRIMARY EDUCATION SYSTEM OPERATION

November 29, 2022

Education Global Practice
Western and Central Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective October 31, 2022)

Currency Unit = Euro (EUR); CFA
Franc (CFAF)

EUR 1 = US\$1

CFAF 660 = US\$1

FISCAL YEAR

January 1 – December 31

Regional Vice President: Ousmane Diagana

Regional Director: Dena Ringold

Country Director: Coralie Gevers

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ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency (<i>Agence Française de Développement</i>)
ANDE	National Environment Agency (<i>Agence Nationale De l'Environnement</i>)
ANRMP	National Public Procurement Regulatory Agency (<i>Autorité Nationale de Régulation des Marchés Publics</i>)
BCEAO	Central Bank of West African States (<i>Banque Centrale des États de l'Afrique de l'Ouest</i>)
BCPENA	National Education and Literacy Programs Coordination Office (<i>Bureau de Coordination des Programmes Education Nationale et Alphabétisation</i>)
BCR	Benefit Cost Ratio
CAFOP	Animation and Pedagogical Training Center (<i>Centre d'Animation et de Formation Pédagogique</i>)
CBA	Cost Benefit Analysis
COGES	School Management Committee (<i>Comité de Gestion des Etablissements Scolaires</i>)
COVID-19	Coronavirus Disease
CP	Preparatory Class (<i>Classe Préparatoire</i>)
CPF	Country Partnership Framework
DA	Designated Account
DAF	Financial Affairs Department (<i>Direction des Affaires Financières</i>)
DAPS-COGES	Directorate of Animation, Promotion and Monitoring of School Management Committees (<i>Direction de l'Animation, de la Promotion et du Suivi des Comités de Gestion des Etablissements Scolaires</i>)
DCEP	Directorate of Project Coordination and Implementation (<i>Direction de la Coordination et de l'Exécution des Projet</i>)
DCSPA	Directorate of Coordination and Monitoring of Literacy Programs (<i>Direction de la Coordination et du Suivi des Programmes d'Alphabétisation</i>)
DDPD	Directorate of Public Debt (<i>Direction de la Dette Publique et des Dons</i>)
DECO	Examinations and Competitions Department (<i>Direction des Examens et des Concours</i>)
DEEG	Directorate of Gender Equality and Equity (<i>Direction de l'Egalité et de l'Equité du Genre</i>)
DELC	Directorate of Primary and Secondary Education (<i>Direction des Ecoles, Lycées et Collèges</i>)
DESPS	Directorate of Studies, Strategy, Planning and Statistics (<i>Direction des Etudes, Stratégies, de la Planification et des Statistiques</i>)
DGTCP	Directorate General of the Treasury and Public Accounting (<i>Direction Générale du Trésor et de la Comptabilité Publique</i>)
DLI	Disbursement Linked Indicator
DLR	Disbursement Linked Result
DMOSS	Directorate of Mutuality and Social Works in the School Environment (<i>Direction de la Mutualité et des Œuvres Sociales en Milieu Scolaire</i>)
DPFC	Directorate of Pedagogy and Continuing Education (<i>Direction de la Pédagogie et de la Formation Continue</i>)
DPPD	Multiyear expenditure programming documents (<i>Documents de Programmation Pluriannuelle des Dépenses</i>)
DRENA	Regional Directorate of National Education and Literacy (<i>Direction Régionale de l'Education et de l'Alphabétisation</i>)
DRH	Human Resources Department (<i>Direction des Ressources Humaines</i>)



DVSP	Directorate of Program Monitoring and Evaluation (<i>Direction de la Veille et du Suivi des Programme</i>)
E&S	Environmental and Social
EGENA	National Education and Literacy Forum (<i>Etats Généraux de l'Education Nationale et de l'Alphabétisation</i>)
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ESCP	Environmental and Social Commitment Plan
ESDEP	Education Services Delivery Enhancement Project
ESF	Environmental and Social Framework
ESHS	Environmental, Social, Health and Safety
ESIA	Environmental and Social Impact Assessment
ESP	Education Sector Plan
ESS	Environmental and Social Standards
ESSA	Environmental and Social System Assessment
FM	Financial Management
FSA	Fiduciary Systems Assessment
FY	Fiscal Year
GBV	Gender Based Violence
GDP	Gross Domestic Product
GPE	Global Partnership for Education
HCI	Human Capital Index
ICT	Information and Communication Technology
IDA	International Development Association
IEPP	Inspectorate of Preschool and Primary Education (<i>Inspection de l'Enseignement Pré-scolaire et Primaire</i>)
IES	Islamic Education Structures
IFADEM	Francophone Initiative for Distance Teacher Training (<i>Initiative Francophone pour la Formation à Distance des Maîtres</i>)
IFSA	Integrated Fiduciary Systems Assessment
IGF	Court of Accounts and General Inspectorate of Finance (<i>Inspection Général des Finances</i>)
IPF	Investment Project Financing
IFR	Interim Financial Reports (IFR)
IVA	Independent Verification Agent
M&E	Monitoring and Evaluation
MEF	Ministry of Economy and Finance (<i>Ministère de l'Economie et des Finances</i>)
MENA	Ministry of National Education and Literacy (<i>Ministère De l'Education Nationale Et De l'Alphabétisation</i>)
MICS	Multiple Indicator Cluster Survey
NDP	National Development Plan (<i>Plan National De Développement</i>)
NPV	Net Present Value
OHS	Occupational Health and Safety
OP/BP	World Bank Operational Policy/Bank Policy



OPC	Objectives and Performance Contract
PAGDS	Enhancing Government Effectiveness for Improved Public Services (<i>Programme d'Amélioration de la Gouvernance pour la Délivrance des Services de Base aux Citoyens</i>)
PAP	Program Action Plan
PASEC	Program for the Analysis of Education Systems (<i>Programme d'Analyse Des Systèmes Educatifs De La CONFEMEN [Conférence Des Ministres De l'Education Des Etats Et Gouvernements De La Francophonie]</i>)
PEFA	Public Expenditure and Financial Accountability
PIMA	Public Investment Management Assessment
PDO	Program Development Objective
PEJEDEC	Youth Employment and Skills Development Project (<i>Projet Emploi Jeune et Développement des Compétences</i>)
PFM	Public Financial Management
PforR	Program-for-Results
PIU	Project Implementation Unit
PNAPAS	National Early Learning Program (<i>Programme National d'Appui Aux Premiers Apprentissages</i>)
PNSSU	National Program of School and University Health (<i>Programme National De Santé Scolaire Et Universitaire</i>)
PPSD	Project Procurement Strategy for Development
PSIE	Platform of Islamic Education Structures (<i>Plateforme des Structures Islamiques d'Education</i>)
RA	Result Area
RESEN	Status Report of the National Education System (<i>Rapport d'Etat sur le Système Educatif National</i>)
SAI	Supreme Audit Institutions (<i>Cours des Comptes</i>)
SC	Steering Committee
SCU	Support and Coordination Unit
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
SEP	Stakeholder Engagement Plan
SNIESIE	National Strategy for the Integration of Children from IES into the Formal Education System (<i>Stratégie Nationale d'Intégration des Enfants des Structures Islamiques d'Education dans le Système Educatif Formel</i>)
SNAPAS	National Strategy for Early Learning (<i>Stratégie Nationale d'Appui aux Premiers Apprentissages Scolaires</i>)
SPARK-Health	Strategic Purchasing and Alignment of Resources and Knowledge in Health Project
SSA	Sub-Saharan Africa
TA	Technical Assistance
TARL	Teaching at the Right Level
TC	Territorial Community
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific, and Cultural Organization
US\$/USD	United States Dollar
WAEMU	West African Economic and Monetary Union

TABLE OF CONTENTS

DATASHEET.....	I
I. STRATEGIC CONTEXT	1
A. Country Context	1
B. Sectoral and Institutional Context	3
C. Relationship to the CPF and Rationale for Use of Instrument	11
II. PROGRAM DESCRIPTION.....	13
A. Government Program	13
B. Theory of Change.....	15
C. PforR Program Scope	19
D. Investment Project Financing Component.....	27
E. Program Development Objective and PDO Level Results Indicators.....	29
F. Disbursement Linked Indicators (DLI) and Verification Protocols	30
III. PROGRAM IMPLEMENTATION	32
A. Institutional and Implementation Arrangements	32
B. Results Monitoring and Evaluation	33
C. Disbursement Arrangements.....	34
D. Capacity Building	34
E. Corporate Priorities	34
IV. ASSESSMENT SUMMARY	36
A. Technical (including program economic evaluation).....	36
B. Fiduciary.....	37
C. Environmental and Social.....	39
V. RISK	41
ANNEX 1. RESULTS FRAMEWORK MATRIX	43
ANNEX 2. DISBURSEMENT LINKED INDICATORS, ARRANGEMENTS AND VERIFICATION PROTOCOLS ...	58
ANNEX 3. SUMMARY – TECHNICAL ASSESSMENT	80
ANNEX 4. INTEGRATED FIDUCIARY SYSTEMS ASSESSMENT.....	105
ANNEX 5. SUMMARY ENVIRONMENTAL AND SOCIAL SYSTEMS ASSESSMENT	109
ANNEX 6. PROGRAM ACTION PLAN	113
ANNEX 7. IMPLEMENTATION SUPPORT PLAN	117
ANNEX 8. INVESTMENT PROJECT FINANCING COMPONENT	119



DATASHEET

BASIC INFORMATION

Country(ies)	Project Name		
Cote d'Ivoire	Côte d'Ivoire Strengthening Primary Education System Operation		
Project ID	Financing Instrument	Does this operation have an IPF component?	Environmental and Social Risk Classification (IPF Component)
P177800	Program-for-Results Financing	Yes	Moderate

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Contingent Emergency Response Component (CERC)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Small State(s)	<input type="checkbox"/> Conflict
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)	
Expected Project Approval Date	Expected Closing Date
20-Dec-2022	31-May-2028

Bank/IFC Collaboration

No

Proposed Program Development Objective(s)

The Program Development Objective is to improve: (i) equitable access to quality education and school health services in preprimary and primary schools; (ii) learning outcomes; and (iii) performance based management along the service delivery chain.

Organizations

Borrower : Republic of Côte d'Ivoire

Implementing Agency : Ministry of National Education and Literacy

Contact: Konan Raoul Kouadio
 Title: Director of Cabinet
 Telephone No: 2250709161116
 Email: raoul2kci@gmail.com

COST & FINANCING

SUMMARY

Government program Cost	698.00
Total Operation Cost	364.70
Total Program Cost	344.00
IPF Component	20.70
Total Financing	364.70
Financing Gap	0.00

Financing (USD Millions)

International Development Association (IDA)	350.00
IDA Credit	350.00
Trust Funds	14.70
Education for All - Fast Track Initiative	14.70

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	SML Amount	Total Amount
Cote d'Ivoire	350.00	0.00	0.00	350.00
National Performance-Based Allocations (PBA)	350.00	0.00	0.00	350.00
Total	350.00	0.00	0.00	350.00

Expected Disbursements (USD Millions)

Fiscal Year	2023	2024	2025	2026	2027	2028

Absolute	60.00	60.00	60.00	60.00	60.00	50.00
Cumulative	60.00	120.00	180.00	240.00	300.00	350.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Health, Nutrition & Population

Climate Change and Disaster Screening

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

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

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

COMPLIANCE

Policy

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

Yes No



Does the program require any waivers of Bank policies?

[] Yes [✓] No

Legal Operational Policies

Triggered

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

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

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

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

Legal Covenants

Sections and Description



No later than two (2) months after the Effective Date, set up and thereafter maintain in MENA throughout the implementation of the Program, a strategic body to technically support and coordinate all initiatives from the Recipient and its financial and technical partners under MENA's authority.

Sections and Description

The Recipient shall, not later than three (3) months after the Effective Date, set up under MENA and thereafter maintain throughout the period of implementation a committee ("Steering Committee"), which shall be responsible for, inter alia, reviewing the Program's progress and its strategic relevance in the context of the relevant government plans; and making recommendations to relevant stakeholders.

Sections and Description

The Recipient shall prepare and adopt, no later than one (1) month after the Effective Date, a manual for the Project and the Program ("Operation Manual"), in a manner and substance satisfactory to the Association.

Sections and Description

The Recipient shall appoint, by not later than three (3) months after the Effective Date, and thereafter maintain at all time during the implementation of the Program, one or more independent verification agents, each with experience and qualifications and under terms of reference acceptable to the Association.

Sections and Description

The Recipient shall, by no later than one (1) month after the Effective Date prepare and furnish to the Association an annual work plan and budget containing all activities proposed to be included in the Project during the following Year

Sections and Description

The Recipient shall, no later than one (1) month after the Effective Date, expand the terms of reference of the PAPSE Project Management Unit to encompass the Technical Assistance component. From that date, the Project Management Unit shall be responsible for the coordination and implementation of the Technical Assistance component throughout the period of implementation of the Operation. (FA Schedule 2, Section 1A4(ii))

Sections and Description

FA, Schedule 2, Section I, A (b) (i) Without limitation to Section I.A.4(a) of this Schedule, the Recipient shall, no later than one (1) month after the Effective Date, expand the terms of reference of the Project Management Unit to encompass the Project. From that date, the Project Management Unit shall be responsible for the coordination and implementation of the Project throughout the period of implementation of the Operation.

Sections and Description

FA, Schedule 2, Section I, A (b) (iii) The Recipient shall take all actions under its control to ensure that the resources and capacities required under Section I.A.4(b)(ii) of this Schedule for the expansion of the Project Management Unit's terms of reference are provided and the Project Management Unit's terms of reference are



expanded no later than twenty-four (24) months after the Effective Date

Sections and Description

ESCP: The SEA/SH Prevention and Management Action Plan shall be developed, disclosed, consulted upon, and adopted no later than three (3) months after the Project Effective Date.

Sections and Description

ESCP: Adopt and disclose labor management procedures no later than 30 days after project effectiveness and thereafter implement throughout Project implementation.

Sections and Description

ESCP: Three (3) months after the Project Effective Date and throughout Project implementation. The COVID-19 Prevention Action Plan shall be updated as necessary to respond to the contexts of the Project areas.

Sections and Description

ESCP: The Grievance Mechanism shall be established no later than 30 days after the project effectiveness and thereafter implement throughout Project implementation.

Conditions

Type	Financing source	Description
Effectiveness	Trust Funds	4.01 The Agreement shall not become effective until evidence satisfactory to the Bank has been furnished to the Bank that the condition specified below have been satisfied: (a) The execution and delivery of this Agreement on behalf of the Recipient have been duly authorized or ratified by all necessary governmental action.
Effectiveness	IBRD/IDA	4.01 The Additional Condition of Effectiveness consists of the following, namely, that the Recipient has established the Technical Committee and nominated the key focal points, in accordance with Section I.A.1(c) of Schedule 2 to this Agreement.

I. STRATEGIC CONTEXT

A. Country Context

- The global Coronavirus disease (COVID-19) pandemic had a significant impact on both the economy and on poverty and livelihoods.** Côte d'Ivoire was poised for another year of strong economic growth in 2020 until the impact of COVID-19 set in. In the first half of 2020, the economy was impacted through disruptions in trade and reduced foreign financing flows, while restriction on mobility impacted domestic demand, and services and agriculture in the supply-side. Strong pre-crisis fundamentals, a rapid policy response partly possible thanks to considerable fiscal space gained pre-2020, and lower dependency on sectors that were the hardest hit elsewhere (tourism, for example), limited the negative impact to the economy however, with real gross domestic product (GDP) growth decelerating markedly but remaining positive, at 2 percent in 2020. On the other hand, the restrictive measures implemented to slow the outbreak mostly affected wage and nonwage employment, revenue, and consumption during the first six months of 2020. While the economy recovered swiftly, the impact on vulnerable populations could be more lasting, including the impact on human capital development through the interruption of public service delivery, and lower household incomes.
- Despite Côte d'Ivoire's economic development, more progress could be made in human capital and gender equality.** Human capital development through improved service delivery and better social spending is a priority for inclusive growth. Human capital outcomes in Côte d'Ivoire have improved over the last decade, leading to an increase in the country's human capital index (HCI) score from 0.30 to 0.38 between 2010 and 2020 (a child born in Côte d'Ivoire today will be 38 percent as productive when she grows up as she could be if she enjoyed complete education and full health). However, Côte d'Ivoire ranks 149 out of 157 countries globally, which is lower than the average for Sub-Saharan Africa (SSA) and lower-middle-income countries. Côte d'Ivoire's place on the HCI is lower than predicted by its income level and largely driven by low education performance, low adult survival rate, and high stunting. Although the average child will get 8.1 years of schooling, this drops to 4.8 effective years of learning when adjusted for the quality of education. In 2020, only 2 out of 3 15-year-old Ivorians could expect to celebrate their 60th birthday, among the worst performances on the continent.

Table 1: Human Capital Index (HCI) (%)

Indicator	Côte d'Ivoire	SSA	Kenya	Ghana	Senegal	Malaysia	Vietnam
Probability of survival to age 5	0.92	0.93	0.96	0.95	0.96	0.99	0.98
Expected years of school (0–14)	8.1	8.3	11.6	12.1	7.3	12.5	12.9
Harmonized Learning Outcomes (300–625)	373	374	455	307	412	446	519
Fraction of children under 5 not stunted (0–1)	0.78	0.69	0.74	0.82	0.81	0.79	0.76
Adult survival rate 15 years to 60 years (0–1)	0.66	0.74	0.77	0.77	0.83	0.88	0.87
HCI	0.38	0.40	0.55	0.45	0.42	0.61	0.69

Source: World Bank, Côte d'Ivoire: *Diagnostic du capital humain*, (Human Capital Diagnostic, 2021).



3. **While some progress has been achieved in gender equality in recent years, further efforts are required to fully unleash the potential economic gains of addressing continuing gaps.** The overall significance of gender gaps in Côte d'Ivoire is highlighted by the estimate in the recent Poverty Assessment¹ that gender equality would increase the economic growth rate by 2.4 percentage points and reduce poverty by 2.7 percentage points. The 2022 Systematic Country Diagnostic (SCD) update² highlights the progress made addressing gender gaps in education and health through investments in infrastructure (school and health clinic construction), but also that further progress are needed, including by better addressing demand-side issues related to social norms around the value of educating girls, early marriage and early childbearing.
4. **Improving the quality of Côte d'Ivoire's human capital is particularly important given its young and rapidly growing population.** According to the National Institute of Statistics (*Institut National de la Statistique*; INS),³ the annual population growth rate is estimated at 2.6 percent, one of the highest in the world. Human capital development must remain at the center of the country's strategy to sustain growth and to become a globally competitive emerging economy in the long run. Toward this end, it will be critical to strengthen the education system, which is a central pillar of human capital development. Aware of this challenge, the government formulated its National Development Plan 2021–2025 (*Plan National De Développement*, NDP),⁴ focusing its second pillar on “Development of human capital and promotion of employment.”
5. **The demographic pressure on the education system is one of the first challenges.** The annual population growth rate (2.6 percent) coupled with a compulsory education policy for 6 - to 16-year-olds adopted in 2015,⁵ implies an increased need for schools, classrooms, teachers, teaching tools, sanitation and water. These needs are crucial to meet the requirement in terms of access while guaranteeing the quality and strong governance of educational services,⁶ these elements being essential to the strengthening of human capital.
6. **In the coming decades, climate change will also impact Côte d'Ivoire's development.** Mean annual temperature is projected to increase by between 0.64°C and 0.99°C by 2050, depending on the seasons, and a substantial increase is expected in the frequency of days and nights that are considered “hot” and a decrease in the number of days and nights considered “cold” under current climate. Extreme precipitations are projected to increase in frequency and intensity in future decades.
 - **Floods repeatedly hit Côte d'Ivoire, especially in the southern part of the country where the highest amount of rainfall occurs.** Projected increases in seasonal rainfall, total runoff, and the proportion of rainfall in heavy events will have profound implications for flooding. Floods are associated with higher infection rate for certain water borne and vector diseases, such as: typhoid, malaria, yellow fever, worms, and gastrointestinal infections that cause diarrhea in children. In 2018, Côte d'Ivoire was one of the 15 countries with the highest burden from pneumonia and diarrhea globally.⁷ Diseases prevent

¹ World Bank. Côte d'Ivoire: Poverty Assessment Volume 5: Gender Inequality and Poverty in Côte d'Ivoire. Forthcoming.

² Report Number: 169415-CI.

³ See <http://www.ins.ci/n/>

⁴ Côte d'Ivoire, NDP 2021–2025.

⁵ With a phased implementation over 10 years, the compulsory education will be fully effective by 2025.

⁶ The Ivorian education system is organized around preschool level (two years in community preschool or one year in pre-primary); primary level of six years (CP1, CP2, CE1, CE2, CM1, CM2), lower secondary school *collège* for four years (6ème, 5ème, 4ème, 3ème), upper secondary *lycée* (seconde, première, terminale), technical and vocational education and training, and higher education. Primary and lower secondary (*collège*) are compulsory.

⁷ <https://www.jhsph.edu/ivac/wp-content/uploads/2018/11/Pneumonia-and-Diarrhea-Progress-Report-2018-1.pdf>



children from obtaining education, cause reduced quality of education if children cannot receive alternative instruction at home from their parents, and may eventually cause children to drop out from schools if they miss classes and cannot keep up with the pace of the learning. Flood and storms could also directly damage school buildings and assets, or cause interruptions in instruction.

- **Similarly, droughts are expected to increasingly impact the semi-arid northern savannah region of the country** in the coming century and projected increase in interannual rainfall variability is likely to exacerbate drought risk in the future. Droughts are likely to disproportionately affect the population in rural areas by impact on farmers. Children may need to spend more time tending to the family farming operations and therefore does not have time or energy to study or go to schools. Droughts also negatively affect availability of safe drinking water and are likely to contribute to local outbreaks of diseases such as typhoid, other gastrointestinal infections, worm infestations. Droughts also are known to cause food shortages and malnutrition in children⁸ thus negatively affecting ability of children to study, weakening children's cognitive capacity. Diseases and malnutrition are known to have negative effect on learning outcomes in children.⁹

B. Sectoral and Institutional Context

7. **A hurdle to Côte d'Ivoire's human development is the illiteracy rate, which is close to 50 percent (and among illiterate persons 60 percent are women).**¹⁰ Literacy programs, which enroll an average of nearly 50,000 adult learners per year (60 percent of whom are women), are insufficient to reduce the stock of those who are illiterate. Moreover, this stock continues to be fed by the flow of unskilled school leavers. The low level of literacy of certain segments of the population coupled with high poverty rates (39 percent in 2019)¹¹ hinder the development of the health, cognition, and schooling skills of children.¹²
8. **Some sanitary and nutritional conditions among Ivorian children threaten their readiness to learn and follow their schooling in good health.** Anemia can affect cognition and learning, while malaria and worm infections can reduce enrollment and increase absenteeism. These major health conditions that affect children's education are highly prevalent among poor schoolchildren. While 78.4 percent of five-year-old develop in good health during early childhood,¹³ and the prevalence of stunting (a manifestation of chronic malnutrition) in Côte d'Ivoire has been declining since 2006, stunting remains a concern for two out of 10 children. Global evidence demonstrates that stunting is associated with not only increased risk of illness and death but also poor cognitive development and lower education attainment. The prevalence of stunting varies by geographic area and is closely linked to poverty. It is twice as high in rural areas as in urban areas (27.0 percent versus 13.0 percent). Malnutrition in Côte d'Ivoire is mainly due to lack of access to quality health care and a minimum acceptable diet for young children. Poor use of health services for malnutrition prevention and treatments are partly due to (a) common barriers to the use of health care in general; and (b) the weakness of promotional and preventive activities.¹⁴ Therefore, it would be

⁸ <https://www.unicef.org/press-releases/children-suffering-dire-drought-across-parts-africa-are-one-disease-away-catastrophe>

⁹ Soil-transmitted helminth infection, loss of education and cognitive impairment in school-aged children: A systematic review and meta-analysis - <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5766095/>

¹⁰ Olivier Yeo, "Alphabétisation: L'Unesco salue les performances de la Côte d'Ivoire," *L'Avenir*, July 7, 2021, <https://www.lavenir.ci/news/société/alphabetisation-lunesco-salue-les-performances-de-la-côte-divoire>.

¹¹ World Bank, *Côte d'Ivoire: Poverty Assessment Volume 1: Poverty and Inequality Dynamic in Côte d'Ivoire* (forthcoming).

¹² UNESCO, *EFA Global Monitoring Report 2006: Literacy as a global challenge* (Paris: UNESCO, 2006).

¹³ World Bank, *Côte d'Ivoire: Diagnostic du capital humain* (2021).

¹⁴ UNICEF, *Analyse de la situation des enfants et des femmes en Côte d'Ivoire* (2019).



important to better integrate nutrition issues into the policies and programs carried out by various ministries (specifically education).¹⁵

9. **Few children benefit from preschool opportunities (one out of 10), and the low coverage does not meet demand.** This coverage is far below rates of other countries (which averages 28.0 percent in SSA) and has been increasing only slowly (from 7.7 percent in 2014/2015 to 10.3 percent in 2020/2021). Girls and boys have equal access to preschool, but inequalities exist between urban and rural areas. Around 62.0 percent of preschools are in urban areas, and they enroll 74.0 percent of preschoolers. The enrollment rate was 1.5 percent for a child from the poorest quintile and 51.4 percent from the richest quintile.¹⁶
10. **Gross primary access rates improved from 94 percent in 2014/2015 to more than 100 percent in 2019/2020 with gender parity, but significant disparities between regions remain.**¹⁷ School coverage has greatly expanded leading to significant progress in enrollment, which increased by 29 percent over the 2016–2020 period. The government’s investments in school construction (the number of schools and classrooms increased by 16 percent) and teachers’ recruitment (around 5,500 teachers recruited annually in recent years) have fostered this progress but still needs are not met. During the 2020/2021 school year, 34,058 children could not be registered in CP1 (*classe préparatoire/grade 1*) because of insufficient space or classrooms were too old. In the same school year, primary level had 100,367 functional classrooms for 109,729 teaching groups. Students studied in overcrowded classrooms, that were made of poor material, or in double shifts. These challenges are becoming even greater since the education sector plan (ESP) anticipates 4,654,127 primary school students in 2024/2025 (compared with 4,104,085 today).¹⁸ Low access and enrollment rates in some regions are partly explained by low demand. In some areas, public schools do not attract certain groups of people who prefer community or private offerings (religious or not) and income-generating activities. Islamic schools represent an alternative for certain communities for whom public schools are too expensive, too far or do not correspond to their social model of education.
11. **Lower secondary (*collège*) is under pressure from increasing demand.** Access rates increased from 50 percent in 2014/2015 to 83 percent in 2020/2021 with gender parity (0.99). The number of lower secondary students is growing at a sustained rate, with more than 100,000 additional students a year, a rate that will likely continue until 2025 and beyond. This increase suggests a need for 1,000 additional local *collèges* by 2025. The speed of increase is higher in rural areas due to the specific policy regarding *collèges de proximité*, but it does not correct the existing imbalances between urban and rural areas. The *collège* network is, above all, an urban network with great regional disparities. The secondary education sub-sector (lower and upper secondary) receives substantial support from the French Development Agency (*Agence Française de Développement*, AFD) and Millennium Challenge Cooperation (MCC).
12. **The share of the private sector in delivering education is uneven, depends on education level and is insufficiently regulated.**
 - In preschool education, nearly seven out of 10 schools are public and they enroll 66.6 percent of students. Private schools represent 32.8 percent of the supply and community schools around 3.6

¹⁵ UNICEF, *Analyse de la situation des enfants et des femmes en Côte d’Ivoire* (2019).

¹⁶ UNICEF, Multiple Indicator Cluster Survey (MICS), 2016–2017.

¹⁷ For instance: 59.6 percent in Bagoué, 61.0 percent in Folon, 72.4 percent in Béré.

¹⁸ Côte d’Ivoire, *Plan sectoriel éducation/formation, 2016–2025* (Abidjan: 2017), <https://www.globalpartnership.org/fr/content/plan-sectoriel-de-leducation-2016-2025-cote-divoire>.



percent.¹⁹ According to the ESP, the community schools would account for 18.0 percent of enrollments by 2025, and the private sector schools 27.0 percent. However, enrollments in preschools run by the private sector have already exceeded this level.

- In primary education, eight out of 10 schools are public, and they enroll 81.0 percent of students, while community primary schools represent 1.6 percent and private schools' 16.9 percent of the enrollment. Community schools are exclusively the responsibility of parents and most of the teachers are not qualified. These schools are mainly in rural areas. To ensure equity, the ESP has planned the gradual integration of these schools as public schools into the school map. Within the private sector, Islamic Education Structures (IES; 3,807 in 2020/2021) account for half of student enrollment (405,471 students—45.8 percent girls—in 2020/2021). In about two-thirds of IES, the education provided is nonformal, meaning outside the government official framework. The IES do not follow national curriculum or exams, and they do not deliver certifications of formal learning. This is the case for Koranic schools, madrassas, and Franco-Arabic schools. The government has taken significant steps to integrate Islamic faith-based institutions,²⁰ which must follow the national curriculum, according to criteria set by the Ministry of National Education and Literacy (*Ministère de l'Éducation Nationale et de l'Alphabétisation, MENA*). By 2021, approximately 550 schools had been identified as possible candidates for integration. These schools meet the criteria defined by the MENA, such as teaching a mixed curriculum that blends the official curriculum with the religious curriculum based on a standardized timetable.
- In lower secondary education, two-thirds of students are enrolled in private schools. The government commits public resources by providing grants to private *collèges*. Grants are used to support private institutions to welcome students who were not able to register in public lower secondary because of lack of classroom space. More than three-quarters of students enrolled in private *collèges* were affected by MENA.

13. **After having experienced a sharp deterioration over the previous decade (2010-2020), primary completion rates are on the rise, but transition rates to *collège* remain low.** The completion rate improved significantly from 63.9 percent in 2015 to 78.4 percent in 2021/2022. This is above the SSA average (72.6 percent) but remains below the average for middle-income countries (92.8 percent). The completion rate for girls (80.0 percent) is higher than for boys (76.2 percent). Repetitions are declining (8.3 percent in 2019/2020 compared with 16.1 percent in 2013/2014), but dropouts are rising (5.6 percent in 2019/2020 compared with 3.8 percent in 2013/2014), affecting more boys than girls. The transition rate to *collège* remains low (less than 85.0 percent) and slightly favorable to boys. Repetition rate in *collège* is high (9.5 percent), especially among boys; girls represent 43.0 percent of repeaters but are more likely to drop out prematurely.²¹
14. **School life expectancy is low,**²² hovering around eight years in 2020,²³ compared with almost 10 years in SSA and around 12 years in middle-income countries. Between CP1 and the end of upper secondary level, the Ivorian education system loses 64 percent of its students (figure 1).

¹⁹ Community schools are completely funded by the community (mainly parents), while private schools can be subsidized by the state.

²⁰ National Strategy for the Integration of Children from IES into the formal education system.

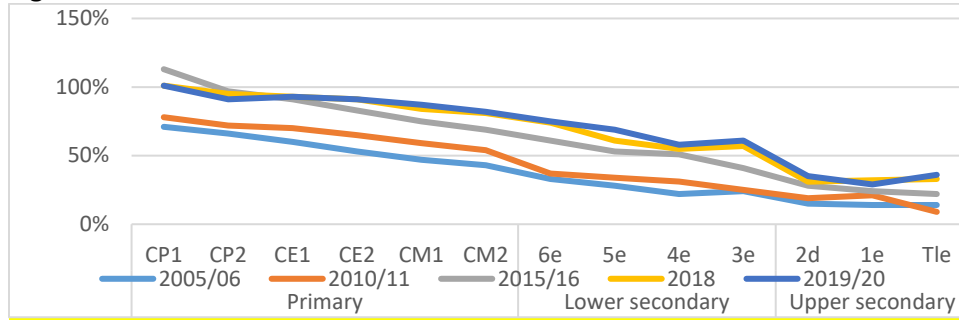
²¹ MENA, *Annuaire Statistiques 2013/2014; 2014/2015; 2019/2020; 2020/2021; 2021/2022*.

²² School life expectancy is the number of years a person of school entrance age can expect to spend within the specified level of education.

²³ MENA, *Rapport de performance du système éducatif de l'année 2020 (2020)*.



Figure 1: Access Rate between CP1 and Terminal



Source: MENA, School statistics. March 2020.

15. **Insufficient access and high dropout rate contribute to the large number of out-of-school children.** The law on compulsory education and international commitments require not only the establishment of a policy to improve access to primary education but also the development of alternative education and training offers for out-of-school children. In 2019/2020, an estimated 1.6 million children were outside the education system (either not in school or in an informal structure). The overwhelming majority of these children is in the northern regions (even if the trend is generalized throughout the country). Out-of-school rates are higher in rural areas and among the poorest in society. This is accentuated in areas with informal clandestine income generating activities (i.e., gold panning) and in areas of intensive labor activities (i.e., cocoa, cashew, and cotton farming). The Ivorian government is opening bridging classes as an emergency education program based on accelerated learning.²⁴ Since 2017, this strategy has made it possible to offer alternative education opportunities to an average 2,072 children per year and while many were reintegrated into the formal education system this is not enough to reduce the current stock of out-of-school children.
16. **Education has been severely disrupted by the COVID-19 pandemic, which led to school closures and learning reorganization under unusual conditions** (online courses, rotation of group classes, etc.). School closures from March 16 to May 17, 2020, affected 7 million students. A UNICEF study suggests that despite MENA’s undeniable effort to develop distance learning tools (radio, television, internet) for class exams (CM2, *troisième*, and *terminale*),²⁵ the impact on educational continuity remained very limited. Less than 40 percent of CM2 students took the distance-learning courses the first week; the number dropped to 16 percent after two weeks, 11 percent after three weeks, and 7 percent after four weeks. Television was the type of media platform most used by students because it is a more common electronic device in households. The study shows that television was used by 94 percent of students; radio 15 percent; simple phone 4 percent; and computer 3 percent. None of the interviewed students used a smartphone and/or tablet.
17. **Climate change will impact provision of education services in the coming decades.** Education facilities and infrastructure vital to the community may be subject to flooding with implications in terms of physical damage and service disruption. Projections clearly indicate an increase in extreme temperature and precipitation as well as intensified droughts in future decades. In Côte d’Ivoire, the education sector has

²⁴ Bridging classes offer children ages 9 to 14 who have not had access to education or have dropped out of school with the opportunity of an accelerated education to catch up on learning and to (re)integrate into the formal education system. Bridging classes in Côte d’Ivoire are mainly developed by national and international nongovernmental organizations.

²⁵ UNICEF, *Evaluation des cours à distance et de la réouverture de l’école dans le contexte de crise sanitaire de la Covid-19* (2020).

limited institutional capacity to identify and respond to disruptions from climate and geophysical hazards. This is combined with a lack of emergency response systems in place to bring in food and clean water in case of extreme weather events.

18. **The learning environment at primary level remains inadequate in most of the country.** As shown in table 2, there are strong disparities between regions and between rural and urban areas. For schools with low-quality materials, incomplete infrastructure, and lack of facilities (such as latrines), there is a high risk of school interruptions because of problems with students' safety during the rainy seasons or lack of properly fenced school grounds, thus leaving communities feeling abandoned and deepening regional inequalities. The proportion of students traveling more than three kilometers to get to school decreased from 8.3 percent in 2019 to 7.0 percent in 2021. However, this proportion remains well above the ESP target of 4.7 percent by 2025.²⁶

Table 2: Overview of Learning Conditions in Primary Public Schools, 2021/2022

Conditions	National average (%)	Remarks
Incomplete schools	12.9%	2.1 percent in Abidjan versus 30.7 percent in Worodougou
Schools without electricity	71.0%	10 percent in Abidjan versus 94 percent in Béré; 85 percent in rural areas versus 33 percent in urban areas
Schools without latrines	56.0%	25 percent in Abidjan versus 73 percent in Marahoué; 61 percent in rural areas versus 34 percent in urban areas
Schools without water supply	59.3%	19 percent in Abidjan versus 80 percent in Bafing; 68 percent in rural areas versus 33 percent in urban areas

Source: MENA, School statistics 2021/2022.

19. **Learning outcomes are very low.** According to the 2019 Learning Poverty Index,²⁷ 82 percent of children in Côte d'Ivoire at late primary age (12-year-old) are not proficient in reading, adjusted for the out-of-school children (21 percent of primary-school-age children are not enrolled in school). The early grade reading assessment (EGRA) and the early grade mathematics assessment (EGMA) for early primary grades show that learning levels are low in Côte d'Ivoire. These tests were administered in 2019 to a representative sample of 1,200 third grade (CE1) students from 150 schools across the country. On average, students scored 24.1 out of 100 in reading and 46.8 out of 100 in mathematics. In other words, students correctly completed only 24 percent of the eight tasks presented to them in reading and 47 percent of the seven tasks presented to them in mathematics. These results indicate a very low level of achievement in these two areas. Girls outperformed boys in reading (26.0 versus 22.1 out of 100), but the opposite was true in mathematics (45.6 versus 47.9 out of 100). The low student reading proficiency is of great concern because reading is the basis for understanding all subjects. Children who cannot read and understand a simple text will struggle to learn anything else in school, are more likely to repeat a grade, and more likely to drop out of school. They are also less likely to benefit from further training and skills programs. Côte d'Ivoire is among the lowest-performing countries in SSA in terms of student learning

²⁶ The regions with a high prevalence rate are Yamoussoukro (14.8 percent), Sud Comoé (13.4 percent), Gboklé (13.3 percent), Haut Sassandra (12.6 percent), Nawa (11.5 percent), and San Pedro (10.7 percent).

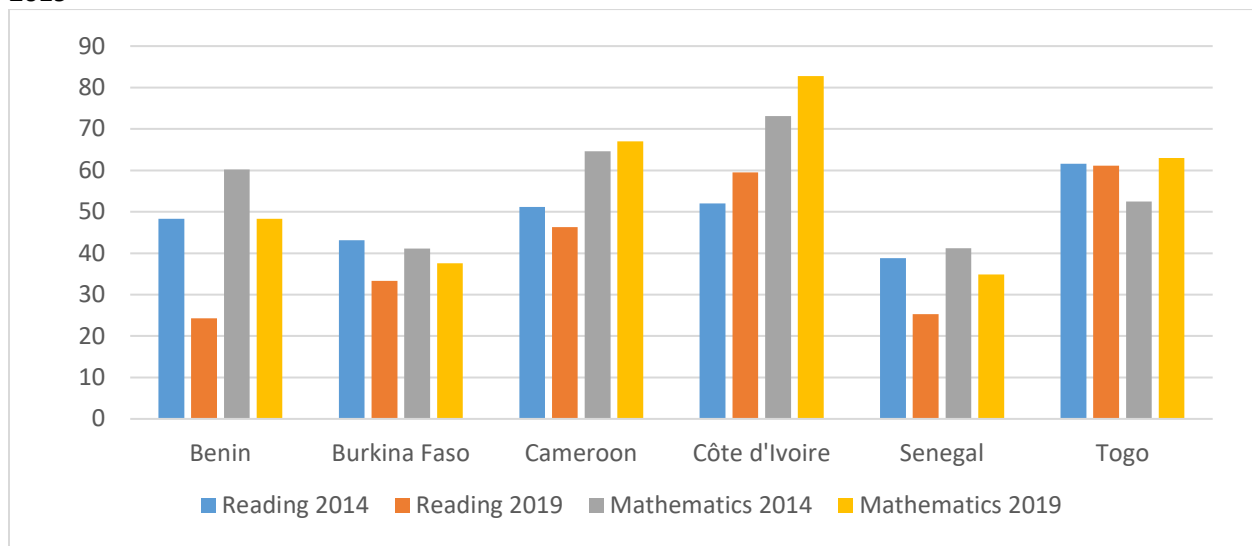
²⁷ The State of Global Learning Poverty, 2022 update. <https://www.worldbank.org/en/topic/education/publication/state-of-global-learning-poverty>.



outcomes in reading and mathematics, with deterioration between 2014 and 2019 (figure 2). According to PASEC 2019,²⁸ in the last year of primary school, 60.0 percent of students did not reach the threshold of sufficient competence in reading (compared to 52.0 percent in 2014), and 82.8 percent in mathematics (compared to 73.0 percent in 2014). Several elements explain this decline:

- a) The 2015 law on compulsory schooling has massively drawn in students, who were previously excluded from schools, particularly children from the most vulnerable groups who were leaving in an environment not favorable to learning.
- b) The 2018/2019 school year (during which the PASEC test was conducted) was marked by a long teachers' strike (more than three months), with teachers demanding increased salaries and the removal of classes recently added on Wednesday mornings.
- c) The school environment is not always conducive to learning: school premises are lacking or degraded, and teaching materials are nonexistent or insufficient.
- d) Because of a lack of knowledge, competence and supervision, teachers do not always adopt pedagogical practices that are favorable to student learning.

Figure 2: Students not Proficient in Reading and Mathematics at End of Primary School (%), 2014 and 2019



Source: PASEC 2014 and 2019.

20. In primary education, the pedagogical material is insufficient, teacher training and supervision not effective, administrative staff training insufficient, the distribution of teachers uneven, and teacher absenteeism high.

- a) Most administrative staff lack the required skills to effectively manage the sector.
- b) Less than half of the students have textbooks in reading/writing and mathematics.²⁹
- c) Most teachers benefit from pre-service training. The modular approach has recently been introduced and the duration of the training has been extended from two to three years. In-service programs are

²⁸ PASEC stands for *Programme d'Analyse des Systèmes Educatifs de la CONFEMEN (Conférence des ministres de l'Éducation des États et gouvernements de la Francophonie)* - Program for the Analysis of Education Systems.

²⁹ MENA, *Rapport de performance du système éducatif de l'année 2020* (2020).

available, but they are not yet part of a coherent regional or national in-service training plan.³⁰ Despite the high rate of qualified teachers (84 percent of teachers have a pedagogical diploma),³¹ strengthening the quality of preservice- and in-service teachers' training remains a challenge. As shown in figure 2, this massive effort for teachers' training does not translate into students' learning outcomes.

- d) Classroom observations show that teachers have difficulties in: (1) using textbooks (when available); (2) developing pedagogical material for lessons; (3) following students' progress; and (4) identifying their difficulties and a way to tackle them.³² Each year, several learning hours are lost (sometimes up to 20 percent of curriculum) because of teachers' absenteeism.
- e) Teachers are insufficiently inspected and supervised mainly because of the lack of human and financial resources. If supervision takes place, it focuses little on improving classroom practices to foster learning.
- f) The student to teacher ratio continues to trend downward, going from 43.3 to 1 in 2017 to 41.6 to 1 in 2019 and 41.0 to 1 in 2020, but it is uneven. Teachers' allocation is not based on student numbers in almost 30.0 percent of schools. The randomness in teachers' allocation is high and one of the most important in SSA³³. According to the Human Resources Directorate of MENA, reported deficits (requests for additional personnel) come mainly from rural areas and areas whose economic development lags the rest of the country. The needs for qualified teachers are not always met. Finally, as table 3 suggests, the number of students per teacher is greater in the early classes (CP1, CP2, and CE1), which are the most important to anchor early learning outcomes.
- g) The male teacher/female teacher ratio also presents a significant gap. As of 2021, women constituted only 32.5 percent of primary school teachers in Côte d'Ivoire.³⁴
- h) Teacher absenteeism remains a challenge. A recent study from UNICEF shows that only 12 percent of teachers reported never being absent in school (7 percent reported being absent once a week and 81 percent more than once).³⁵ Teacher absenteeism is seldom sanctioned.

Table 3: Average Number of Students per Teacher by Level of School, 2017/2018

Area	CP1	CP2	CE1	CE2	CM1	CM2	Primary
Rural	47	40	44	27	38	31	40
Urban	51	48	49	46	46	44	47
All	48	43	46	41	41	37	43

Source: UNICEF 2019.

21. **MENA estimates that in 2018/2019 about 27 percent of Ivorian children with disabilities were outside the education system, representing approximately 14,000 children ages 6 to 12.**³⁶ This exclusion is due, among other things, to weaknesses in the system for addressing specific needs of certain types of disabilities. The gross primary school enrollment rate for children with disabilities is barely 75 percent, while it is over 100 percent overall. Sensory disability refers to difficulties related to sensory organs. Of all children ages 3–18 with disabilities identified in 2018/2019, 31 percent had a sensory impairment (21

³⁰ UNESCO, *Rapport d'étude sur la formation initiale et continue des enseignants* (2017).

³¹ UNESCO, *Rapport d'étude sur la formation initiale et continue des enseignants* (2017).

³² PAPSE (ESDEP), *Observation de classes dans les zones d'intervention du projet* (2019).

³³ Status Report of the National Education System (*Rapport d'État sur le Système Éducatif National*, RESEN). 2015.

³⁴ World Development Indicators (2022).

³⁵ Carolina Albán Conto, *Time to Teach: Teacher Attendance and Time on Task in Primary Schools, Côte d'Ivoire* (2021).

³⁶ MENA Task Force, *La situation des enfants en situation de handicap en Côte d'Ivoire* (2019).



percent deaf/hard of hearing and 10 percent blind/visually impaired). Of this group, 44.6 percent were enrolled in school (8.2 percent blind, 24 percent deaf, 56.5 percent hearing and 61.3 percent visually impaired) but they were lacking specific material to support their specific needs. Pilot initiatives have recently made it possible to support children with sensory disabilities (hearing and sight impaired) by developing specific teaching materials and training teachers. MENA is developing a national strategy for inclusive schools.

22. **Public funding for education is significant and constant, but inefficient.**³⁷ The share of public education expenditure as a percentage of GDP has exceeded 4 percent for several years, a level that places the country among those of the subregion investing the most in education. The education budget, which amounts to 24 percent of the state budget, breaks down as follows: 46 percent for primary (including preschool, which accounts for 2 percent), 28 percent for secondary (including technical and vocational education training), 21 percent for higher education, and around 4 percent to general administration. Around 90 percent of this overall budget is devoted to teacher and administrative staff salaries. Ivorian teachers are comparatively better paid than other Ivorian civil servants and other teachers in the subregion.³⁸ Teaching equipment represents less than 4 percent of expenditures. Despite financial efforts, learning outcomes are declining, creating a need for better resource management. Expenditures need to be more equitable and management mechanisms strengthened.
23. **Accountability system is insufficient.** There has been no tangible progress on education quality because of limited accountability at different levels and a weak feedback monitoring system. Decentralized Regional Directorates of National Education and Literacy (*Direction Régionale de l'Éducation et de l'Alphabétisation*, DRENAs) and Inspectorates of Preschool and Primary Education (*Inspection de l'Enseignement Préscolaire et Primaire*, IEPPs) exist but still suffer from the lack of clear definition of their roles, missions and duties.³⁹ The lack of formal consultation frameworks between the IEPPs, DRENAs, and local communities on education responsibilities and credit delegation does not allow them to be effective and accountable. Education inspectorates and pedagogical counselors are decentralized at the local level, but they lack resources because of a centralized financial management (FM). School Management Committees (*Comités de Gestion des Établissements Scolaires*, COGES) have been created, but their capacity to contribute effectively to better school management and performance is weak.
24. **Inequalities in learning outcomes and school indicators (access, enrollment, completion, dropout) are not sufficiently considered in the allocation of resources to the various decentralized levels.** The diagnosis of the resource allocation within MENA⁴⁰ suggests insufficient budget allocations to decentralized entities such as DRENAs, IEPPs, COGES, and Animation and Pedagogical Training Centers (*Centres d'Animation et de Formation Pédagogique*, CAFOPs). These operational budgets do not allow the entities to meet their needs despite their FM autonomy. As for the financing of CAFOPs, the budget granted each year is based on the number of students enrolled but is mainly used to finance boarding students. At the same time, a 2020 decree put an end to exceptional contributions paid by parents to COGES. This decree places the burden on state and local authorities.
25. **The integrated education management information system (EMIS) is currently being structured** and will be supported by the MCC for the next two years. Statistical data are produced each year in March for the current year, which makes it possible to analyze certain performance indicators of the system. It should

³⁷ World Bank, *Revue des dépenses publiques du Secteur de l'Éducation en Côte d'Ivoire* (2017).

³⁸ World Bank, *Le défi des compétences, pourquoi la Côte d'Ivoire doit réformer son système éducatif* (2017).

³⁹ Sofreco/AFD, *Étude diagnostique sur l'allocation des ressources au sein du MENET en Côte d'Ivoire*.

⁴⁰ Sofreco/AFD, *Étude diagnostique sur l'allocation des ressources au sein du MENET en Côte d'Ivoire*.



be noted that in addition to the “classic” indicators, the directory includes detailed data on early pregnancies, children without birth certificates and violence. Despite these positive points, improvements are still needed concerning the integration of several sources of information that will make it possible to improve governance. The objective of MCC support is to achieve a more efficient and integrated system for collecting, analyzing, and using data in the following areas: (a) monitoring and analyzing education sector data; (b) human resource management; (c) school management; (d) end-of-cycle exam management; and (e) national and international evaluations of school achievements. MENA’s preferred scenario is to adopt a hybrid system based on “standard” modules (EMIS type) and modules already existing in Côte d’Ivoire (school map, school data collection system, CODIPOST⁴¹, and so on).

26. **To overcome the challenges listed above, the Ivorian government has developed an ESP articulated around pillars of access, quality, and governance** that sets the ambitions and objectives of the system by 2025 (see box 1). Partners’ support revolves around these three pillars. In addition, the government has launched a National Education and Literacy Forum (*Etats Généraux de l’Education Nationale et de l’Alphabétisation*, EGENA), which aims to “co-build a sustainable social pact in favor of an Ivorian school focused on students’ success and the appropriation of the values of the Republic.”⁴² The recommendations from EGENA were presented to the Prime Minister on September 7, 2022. The main transformation pillars retained in EGENA focus on equity, quality and governance through effective leadership.

Box 1: Toward ending learning poverty in Côte d’Ivoire

The country is committed to changing the learning trajectory and bringing changes at scale, quickly, and for large populations. To accelerate learning, the government aims to enroll all children and keep them in school; to support teachers by giving them the tools that they need; to enable the health and nutritional well-being of the youngest children by adopting a policy package that consists of interventions focused specifically on promoting acquisition of reading proficiency in primary school; to adopt a refreshed education approach to strengthen entire education systems so that literacy improvements can be sustained and scaled up and all other education outcomes can be achieved; to ensure measurement of both learning outcomes and their drivers, and continued action-oriented research and innovation on how to build foundational skills. The Program embodies this agenda and is expected to put Côte d’Ivoire on a long-lasting path to tackle the learning poverty impacting its development.

C. Relationship to the CPF and Rationale for Use of Instrument

27. **The proposed Program-for-Results (PforR) aims to contribute to the growth of human capital by developing education and health services and improving the quality of learning in pre-primary and primary schools.** It is aligned with the 2023-2027 CPF, which is scheduled for discussion by the Executive Board of Directors of the World Bank on December 20, 2022, will support the Ivorian government in its goal of halving poverty levels and achieving middle-income country status by 2030. The Program will

⁴¹ CODIPOST stands for “Codification of Post” it is a human resources management tools.

⁴² MENA, TdR Etats Généraux de l’Education, “L’organisation des Etats Généraux vise à co-construire un pacte social durable en faveur d’une Ecole ivoirienne centrée sur la réussite des élèves et l’appropriation des valeurs de la république” (2021).



contribute to human capital development by providing better access to quality public education and health services in schools. It will also contribute to enhanced public financial management and accountability by supporting reporting mechanisms throughout the education delivery chain. The Program will contribute to (a) reducing poverty and inequity by providing the opportunity for children to benefit from quality education for higher education achievement; and (b) strengthening accountability by supporting objectives and performance contracts (OPC) for stronger and efficient education services delivery.

28. **The proposed Program aligns with the World Bank’s Human Capital Project,**⁴³ which makes the case for investing in people and bolstering demand for interventions that will build human capital (see box 2 below).
29. **The proposed Program is also consistent with the Western and Central Africa Education Strategy (WCAES),**⁴⁴ which envisions “a region where all girls and boys come to school ready to learn, acquire real learning and are ready to enter the workforce with the right skills to become productive and fulfilled citizens.” This strategy is built around three pillars: (a) improving teaching and learning; (b) expanding opportunities; and (c) developing job skills. This strategy was launched in Accra, Ghana in June 2022 where more than forty ministers of education and finance from Western and Central Africa discussed the WCAES and signed a joint call for action. This call for action emphasizes that advancing education reforms will require strong leadership, sound governance, better implementation, more investments in high-impact interventions, and a whole-of-society and government approach.
30. **The PforR is well suited to support the government in strengthening its education system given its strong focus on building the country system, strengthening institutional and governance arrangements while also emphasizing achievement of results.** The government wants to intensify a system approach. Côte d’Ivoire has built capacity in preparing and implementing PforR Programs in the past, through the country’s first PforR in the governance sector (Enhancing Government Effectiveness for Improved Public Services, P164302, approved on April 5, 2019), the Social Safety Net System Strengthening Project (P175594, Board approval on May 19, 2022) and another PforR under preparation (Côte d’Ivoire Northern Electricity and Digital Access Project, P176776).
31. **The Program activities fit under Pillars 2, 3, and 4 of the World Bank’s Global Crisis Response Framework, namely Protecting People and Preserving Jobs; Strengthening Resilience; and Strengthening Policies, Institutions, and Investments for Rebuilding Better.** Activities related to improving equitable access to education and school health services and improving the quality of teaching support paths to build long-term resilience (DLIs 1, 3, 4, 5 and 6 in support of Pillar 2 and DLI 2 of Pillar 3), while improving the services delivery mitigate the medium- to long-term impact of crises (DLI 7, 8, 9 in support of Pillar 4).
32. **The Operation includes, in addition to the Program-for Result financing (referred to as the “Program” in the document), an Investment Project Financing (IPF) component for technical assistance (TA) to support strategic investments in technical, fiduciary, and monitoring and evaluation (M&E) capacity.** Assessments and appraisal indicate that the IPF component is critical to achieve the expected quality of results.

⁴³ World Bank, Human Capital Project (2018). <https://openknowledge.worldbank.org/handle/10986/30498>.

⁴⁴ Western and Central Africa Education Strategy, *From School to Jobs: A Journey for the Young People of Western and Central Africa*. (Washington, DC: World Bank, 2022). <https://documents.banquemondiale.org/fr/publication/documents-reports/documentdetail/099317206202273482/p17614902262190750bc3405fc3ae20d77b>.



33. **The operation will be co-financed by a Global Partnership for Education (GPE) grant** of US\$14.7 million. The GPE grants will finance US\$14.7 million towards DLI 3, 4 and 6 and will close on Dec.

Box 2: Creating Synergies among World Bank Human Capital Investments in Côte d’Ivoire

The World Bank has strongly engaged in Côte d’Ivoire’s education and training sector over the last decade. This Operation is complementary to the following ongoing projects:

- a) Côte d’Ivoire Education Services Delivery Enhancement Project (ESDEP, P163218), which aims to increase access to preschool and improve learning outcomes in beneficiary primary schools in participating regions;
- b) Côte d’Ivoire Youth Employment and Skills Development Project – Phase 3 (*Projet Emploi Jeune et Développement des Compétences*, PEJEDEC 3/P172800), which aims to improve access to skills training and enhance labor market outcomes for youth in selected regions of Côte d’Ivoire and strengthen the technical and vocational education and training sector;
- c) Côte d’Ivoire Higher Education Development Support Project (*Projet d’Appui au Développement de l’Enseignement Supérieur*, PADES/P160642), which aims to improve the higher education management system, increase enrollment in professional programs, and improve the quality and labor market relevance of degree programs of participating public tertiary institutions; and
- d) Enhancing Government Effectiveness for Improved Public Services (*Programme d’Amélioration de la Gouvernance pour la Délivrance des Services de Base aux Citoyens*, PAGDS/P176882), which aims to strengthen government capacity in program-based budgeting and procurement, delivery of selected education services, management of roads contracts, and facilitating access to financial services.

The Operation also complements the following projects or programs that include interventions related to human capital development, such as nutrition, health, and social protection, and a project aiming to improve rural infrastructure and inclusive connectivity:

- a) Côte d’Ivoire First Investment for Growth Development Policy Operation (P178064) which aims to strengthen fundamentals for private and public investment; improve the quality of investment in human capital; and promote investment for resilience in face of climate change;
- b) Multisectoral Nutrition and Child Development Project (P161770), which aims to increase coverage of early childhood nutrition and development interventions in selected areas;
- c) Strategic Purchasing and Alignment of Resources and Knowledge in Health Project (SPARK-HEALTH/P167959), which aims to improve the utilization and quality of health services toward reducing maternal and infant mortality;
- d) Results-Based Program for Strengthening Social Safety Net Systems (P175594), which aims to expand access to social safety net programs for poor and vulnerable households and improve the performance of implementation system; and
- e) Northern Côte d’Ivoire Inclusive Connectivity and Rural Infrastructure Project (P178362), which aims to enhance inclusive, safe, climate-resilient, and sustainable rural road connectivity in northern Côte d’Ivoire, to improve access to basic social services and economic opportunities.

PROGRAM DESCRIPTION

A. Government Program



34. **In 2016, the government of Côte d'Ivoire developed an ESP covering the 2016–2025 period.** This plan was prepared based on in-depth diagnostic analysis conducted as part of the Status Report of the National Education System (*Rapport d'État sur le Système Éducatif National*, RESEN) carried out in 2015. The strategic pillars of the ESP focus on improving: (a) the quality and diversity of education and training offer; (b) the school, family, and community environment for a greater demand for education services; and (c) the quality management and governance of the system. The ESP 2016–2025 defines reforms, programs, and projects to implement the government's vision for "an Ivorian education system that takes into account citizen transformation needs to provide all children and adults with quality, equitable and inclusive education and training, to make them able to contribute to the socio-economic development of their community and society and to promote social cohesion and to ensure their capacity for competitiveness and technological innovations."⁴⁵
35. **ESP strategies are clearly stated and constitute a response to the following identified problems:** optimization of physical (infrastructure construction and use) and human resources, teachers' recruitment and management, management of flows (regulation of school paths); quality (learning outcomes, administrative and pedagogical management, school violence); and improvement of governance and literacy (cross-cutting issue).
36. **ESP priorities are presented according to three pillars:** access, quality, and governance, which are broken down by subsectors and are based on factual data analyzed in the 2015 RESEN diagnostic. For each subprogram, objectives and expected results are outlined according to an explicit causal chain.
37. **A task force provides strategic oversight of the ESP.** The task force is the technical unit for coordinating and monitoring the sector's policies and strategic plans. It is the technical body of the Interministerial Committee for the Coordination of the Education and Training System (*Comité Interministériel de Coordination du Système d'Éducation et Formation*, CICSEF), chaired by the prime minister. The task force is also responsible for leading the sectoral dialogue and organizing annual sectoral reviews. The task force has supervised the process of developing and drafting the ESP in a coherent manner.
38. **While the ESP 2016–2025 is robust and comprehensive, there are substantial factors that hamper its implementation, such as a lack of budget and weak accountability.** According to its midterm evaluation report (August 2021), the ESP execution rate was 50.2 percent as of December 31, 2020. The level of actions and activities realization remains essentially dependent on mobilizing resources. The cross-cutting analysis of ESP completion activities and efficiency index suggests that ESP activities have led to substantial changes and improvements, although not all the expected results have been achieved. According to the report, "from a strategic point of view, ESP remains a programmatic document with ambitious objectives. Compared to 2025 goals, strategic options and objectives remain coherent and should support the country to tackle difficulties which undermine education system."⁴⁶
39. **In line with the midterm evaluation recommendation, the ESP is in the process of being updated to cover an additional year.** This slight revision is foreseen to (a) adjust the objectives and target based on an updated simulation model; (b) speed up efforts toward the quality of learning with the forthcoming adoption of the National Program for Early Learning; and (c) strengthen system accountability by scaling-up OPCs at all levels of the education service delivery chain. The revision is expected by early 2023. Teams are working on a budget simulation model that will include 2026. At the end of the current ESP, the

⁴⁵ Côte d'Ivoire, Plan Stratégique de l'Éducation Formation (2016–2025), Vision.

⁴⁶ ESP, Mid-Term Evaluation, MENA, August 2021



government will develop a new ESP covering the period 2027–2032, which will continue to focus on the same pillars of access, quality, and governance.

40. **The overall budget of the ESP for 2021–2025 is estimated at XOF 5,300 billion (equivalent to about US\$8.5 billion)** of which XOF 4,400 billion (equivalent to about US\$7.4 billion) for operating costs and XOF 805 billion (equivalent to about US\$1.3 billion) for investment cost⁴⁷. To achieve the objectives set out in the ESP, the government intends to maintain its commitments to the relevant ongoing initiatives which it is already financing. However, to fill the gap, it is seeking support from multi-lateral and bilateral technical and financial partners. A presentation of projects supported by the technical and financial partners is available in annex 3.

B. Theory of Change

41. **Table 4 summarizes the Program-for-Results (PforR) theory of change linking the main challenges, the Program interventions, and expected outcomes and disbursement linked indicators (DLIs) identified for each of the three result areas (RAs).** The key risks that could prevent achieving the Program results and respective risk mitigation measures are identified in the risks section.
42. **Problem statement:** Lack of access to education services and readiness to learn, poor quality of teaching, and ineffective education management system affect human capital development.
43. **The Program aims to support the Government in implementing its national program, the ESP.** Over the next five year, the Program will contribute to the reducing learning poverty in Côte d’Ivoire by a) improving access to safe and resilient school and readiness to learn; b) improving learning outcomes through provision of pedagogical materials to students and training of their teachers on pedagogical practices that are conducive to early learning; and c) improving sector management and accountability along the education services delivery chain
44. **This Program will be important for consolidating gains from past efforts and achieving impact at scale.** Building on the successful, large-scale pilot implemented in Côte d’Ivoire, this PforR will incentivize national policy actions to improve literacy that are deeply grounded in the evidence of how children learn to read. Decades of research have now shed light on this process and have been used to implement pilot projects toward improving learning outcomes in Côte d’Ivoire. This PforR will support the scaling-up of the Education Services Delivery Enhancement Project (ESDEP, P163218) and Teaching at the Right Level (TARL) program interventions. All these elements are integrated in the draft National Strategy for Early Learning (*Stratégie Nationale d’Appui aux Premiers Apprentissages Scolaires, SNAPAS*) and its companion document the PNAPAS.

⁴⁷ These amounts do not include the budget for year 2027 that will be added to the ESP as part of its current update.



Table 4: Theory of Change

Challenges	Underlying factors	PforR incentives / IPF activities	Outputs	Outcomes	PDO	LT outcomes
RA 1: Improve equitable access to preprimary and primary education in a safe environment					Improve (a) equitable access to education and school health's services in preprimary and primary schools (b) learning outcomes, and (c) performance-based management along the service delivery chain	Improved human capital through better access to and quality of school health and preschool and primary education services and greater accountability of stakeholders
Low levels of family literacy and child health status adversely affect young children's cognitive development	Household poverty. parental illiteracy	Prioritize interventions such as providing school health support packages, and developing and implementing a pilot family literacy program	# of preschool and primary school students receiving school medical services. # of parents of students benefiting from family literacy.	Health, nutrition, and cognitive development of young children and students in vulnerable areas is enhanced – DLI 1.		
Insufficient schools supply to accommodate all 6-year-olds subject to compulsory schooling	Soaring demography. insufficient budget for school construction. regional disparities	Increase resiliency in schools by scaling up construction programs supported by an effective planning tool	# of preschool services up and running. # of primary classrooms built and operational.	Access to learning opportunities is improved, particularly in vulnerable areas – DLI 2. Capacity to plan and implement construction at scale is improved DLI 2.		
Lack of inclusion in education	Lack of institutional support for children with specific needs. lack of training for teachers; no appropriate materials	Support the implementation of the inclusive education strategy	# of IES integrated into the formal education system according to the accreditation system. # of students with sensory disabilities having appropriate learning materials.	IES are represented and interact with MENA to apply the national curricula in accredited infrastructure – DLI 3. Children with sensory disabilities have opportunities to learn in schools – DLI 3.		
IPF TA to support (a) the development of a family literacy program integrating nutrition/cognitive development of young child/gender-based violence (GBV) issues; (b) the improvement of the EMIS school mapping tool,						
RA 2: Improve the quality of teaching and classroom practices						
Low learning outcomes and lack of educational inputs	Inefficient method of teaching. diversity of pilots' projects. lack of skilled teachers. no mechanism for tracking manuals	Support for the implementation of the National Early Learning Program (<i>Programme National d'Appui Aux Premiers Apprentissages</i> , PNAPAS) and the provision of a package of educational inputs	PNAPAS is validated and implemented throughout Côte d'Ivoire – DLI 4. # of students benefiting from PNAPAS – DLI 4. Tracking mechanism of delivery of manuals is functional.	Percentage of grade 3 students meets the minimum reading proficiency threshold – DLI 6.		



Challenges	Underlying factors	PforR incentives / IPF activities	Outputs	Outcomes	PDO	LT outcomes
Lack of teacher professional development	No underlying policy or vision for the teaching profession	Support for the implementation of the National Strategy for the Initial and In-service Training of Teachers	The teacher training strategy is implemented. # of teachers benefiting from specific training in early learning. # of teachers benefiting from pedagogical coaching activities.	Teachers' capacities to improve learning outcomes are strengthened – DLI5.		
IPF TA to support (a) the development of PNAPAS strategy and its operational plan; and (b) the finalization of the pedagogical input package						
RA 3: Strengthen management capacity and accountability throughout the service delivery chain						
Lack of coordination between interventions	Complex MENA's structure	Support for the establishment of new institutional arrangements at the MENA level to ensure more efficient coordination and planning.	Setting up of a support and coordination unit within MENA – DLI 7. Setting up of a BCPENA – DLI 7.	Partners and government coordination is improved.		
Poor human resource management	Overly centralized management of human resources	Steer and scale up the regionalization of recruitments.	# of qualified teachers recruited on a regionalized basis – DLI 8.	Teachers are assigned more equitably by region and disparity between regions is reduced.		
Lack of performance measurement and accountability mechanisms	Lack of a culture of evaluation and accountability within the public service	Steer and scale up the OPCs.	# of OPCs signed and implemented – DLI 9.	Accountability is increased along the delivery chain.		
IPF TA to support (a) setting up of a technical / coordination unit within MENA; and (b) the completion of the OPC institutional mechanism (including allocation of funds to DRENA)						



45. Many of the proposed incentives expand upon interventions made earlier within the framework of the ESP. In particular, the Program will build on:

- The ongoing ESDEP, which has developed the following: (a) a model for community school construction; (b) tools and mechanisms against GBV in school; (c) curriculum packages to improve early learning outcomes in reading and writing and mathematics for preschool, CP1, CP2 and CE1 and train teachers, school directors and supervisors; and (d) digital technology to collect and analyze data from classrooms observations. It has also strengthened COGES in managing schools. The midterm evaluation of the ESDEP suggests that the primary intervention did have the desired effects, namely a change in teachers' pedagogical practices (in mathematics and reading and writing) and an improvement in the material conditions for learning. These effects are confirmed by both survey data and classroom observation data.
- The ongoing PAGDS, which supports the ministry to strengthen the textbooks production and distribution chain.
- The TARL program, Targeted Teaching Program (*Programme d'Enseignement Ciblé*, PEC), and the Francophone Initiative for Distance Teacher Training⁴⁸ (*Initiative Francophone pour la Formation à Distance des Maîtres*, IFADEM), which have developed approaches to remediation and distance learning for teachers.

46. The three RAs of this PforR aim to increase human capital through expanded equitable access to quality education opportunities to reduce learning poverty. It will also ensure that young students from the most disadvantaged backgrounds benefit from nutritional supplements and medical follow-up, that they are ready to learn, and that they are learning effectively in the classroom. In that context, the PforR focuses on activities where the World Bank's value added is expected to be the greatest. It supports the government's goal of providing Côte d'Ivoire with quality and productive human resources, as outlined in the ESP. To sustain the investment, it will support the government in improving its capacity to implement the ESP. RA 1 focuses on improving equitable access to preschool and primary education in a safe and resilient environment, through extending access to education, particularly for the most vulnerable populations. This RA is critical to increase the number of beneficiaries of education services. This access must be inclusive and allow the greatest number of people to benefit from quality education in a safe and resilient environment. It must be accompanied by parental awareness and health measures aimed at putting the most vulnerable children in a good position to learn, giving attention to health/nutrition and support for their schooling. RA 2 focuses on the improvement of the quality of teaching and classroom practices that are conducive to student learning. This RA is critical to reduce learning poverty, which has the greatest impact on the development of human capital in Côte d'Ivoire. RA 3 focuses on the strengthening of management capacity and accountability throughout the service delivery chain. This RA is critical for an effective accountability system that better rationalize and allocate available resources and inform national policy in the area of education and human capital development.

47. The three RAs reinforce each other. RA 1 focuses primarily on putting in place the necessary conditions and tools to improve access to education, particularly for the most vulnerable populations. This includes strengthening the school health/nutrition program and tools for prioritizing target beneficiaries. It also implies that attention would be paid to strengthening school inclusion to allow the greatest number to benefit from formal education, to relaunching a school construction program managed directly by the MENA and to providing the institutional (formal) recognition of additional school construction

⁴⁸ See <https://ifadem.org/en>.



mechanisms such as the community model. This can significantly increase construction capacities and support, closing the current gap. These school construction programs must be based on effective tools that allow for the identification of priority areas based on broader pro-poor criteria as well as recognition of current and projected geohazard risks. However, access is not enough to ensure the future of human capital. Going to school is not enough; one must also learn something. Therefore, RA 2 complements RA 1 and has as its main focus to create the conditions for quality education. This includes a complete overhaul of teaching practices, especially those geared toward primary learning. RA 2 focuses on the government’s efforts to improve the quality of learning by introducing new methodological approaches that have already been tested in Côte d’Ivoire and that are now sufficiently proven to be scaled up. In addition, through RA 3, the program will support the government in setting up a more effective accountability system to better rationalize and allocate available resources and to inform national policy on education and human capital development through analyses and evaluations commissioned by the Support and Coordination Unit (SCU).

C. PforR Program Scope

48. **Table 5 summarizes how the PforR’s objective, duration, geographic coverage, RAs, and financing align with the ESP, and highlights, where applicable, the reasons for nonalignment. Table 6 summarizes the Program financing.**

Table 5: Alignment of the PforR Program with the ESP

	ESP	PforR Program	Reasons for nonalignment
Objective	By 2025, the Ivorian education system will provide all children and adults with quality, equitable and inclusive education and training that considers the transformational needs of the citizen, enables him/her to contribute to the socioeconomic development of his/her community and of Ivorian society, promotes social cohesion and provides him/her with the capacities for competitiveness and technological innovation.	The Program’s development objective is to improve (a) equitable access to quality education and school health services in preprimary and primary schools; (b) learning outcomes; and (c) performance-based management along the service delivery chain.	The PforR is aligned with the objective of the government program. It will focus on strengthening human capital, including programmatic elements and the delivery system to increase the operational capabilities of the government to deliver quality and inclusive school health/nutrition and education services specified in the ESP.
Duration	2017–2025 (until 2026 following the update of the ESP planned for early 2023)	2022–2027	The government’s NDP vision extends to 2030, the more detailed NDP action plan covers the period to 2025. The ESP also currently cover the period to 2025 but is being updated to extend to 2026 with the same objective (see paragraph 42). The PforR will support the



ESP	PforR Program	Reasons for nonalignment
		government until 2027 to allow sufficient time for results to materialize.
Geographic coverage	All regions of the country	The focus may be on specific regions and/or population for some outcomes (such as construction in the neediest regions, school health program for the targeted children) and nationally for others (national early learning strategy, teachers training).
RAs	(a) Improve access and equity (b) Improve quality and efficiency (c) Improve governance	(a) Improve equitable access to preprimary and primary education in a safe environment. (b) Improve the quality of teaching and classroom practices. (c) Strengthen management capacity and accountability throughout the service delivery chain.
		Each of the three pillars of the ESP will be partially supported by the PforR. However, some of the expected effects and results of the ESP are not supported by the objective of the PforR operation (secondary education, technical and vocational education, and training; higher education). Some of these ESP effects not supported by the PforR are already addressed by other World Bank operations (PEJEDEC 3/P172800), PADES/P160642, or by other partners (AFD, MCC, United Nations agencies).

Table 6: Program Financing

Source	Amount (US\$, millions)	Percent of total
Counterpart Funding		
Recipient	265.3 (equivalent XOF, current budget until 2025) ⁴⁹	38.0%
International Development Association and GPE		
Program PforR (P177800)	344.0 (IDA: 329.3; GPE: 14.7) Excluding IPF component (IDA: 20.7)	49.3%
Financing from other Partners		
Partners	74.0	10.6%
Total Program Financing	698	100

⁴⁹ The counterpart funding for the Operation does not include the operating and other recurrent costs of the various entities involved in the supervision, coordination and implementation of the Operation. To that effect, it has been estimated that an additional XOF 1,000,000,000 (equivalent to US\$1.6million) per year will be required for the duration of the Operation.



49. **The Program Expenditure Framework.** For the time spanning 2022–2028, MENA plans to affect a budget of nearly US\$9.162 billion.⁵⁰ The Strengthening Primary Education System Program’s PforR to be implemented over the same period, is programmed to cost approximately US\$698 million. Of this amount, the Ivorian government through the ministry is expected to finance 38.0 percent (US\$265.3 million) of the total cost of the PforR Program. The US\$9.16 billion anticipated financial resources for MENA during the PforR Program’s duration (see table 7) is ample to finance the Ivorian government’s commitment to the execution of the Program. Also, the Program is deemed financially sustainable as the entire financial obligation of the ministry is forecasted to be domestically generated and allocated to MENA by the government. This reduces the risk of aborting the program due to external conditions that may constrict the ministry’s financial-resource flow toward the Program’s completion. Additionally, MENA’s recent adoption of a performance-based approach to budgeting improves efficiency.

Table 7: MENA Budget Summary (in US\$) 2018-2028

Budget item	Actual (US\$) 2018-2021	Proportions	Projected budget (US\$) 2022-2028	Proportions
Total expenditure	6,081,150,300	100%	9,162,482,000	100%
Recurrent expenditure	5,759,620,683	95%	8,584,000,000	94%
Investment expenditure	321,529,617	5%	578,441,000	6%
Total funds	6,081,150,300	100%	9,162,482,000	100%
Internal funds	5,989,307,583	98%	9,162,482,000	100%
External funds	91,842,717	2%	NA	NA

Source: World Bank computation from ministry’s estimates. October 2022.

50. **The PforR supports each pillar of the government’s ESP program, with a particular focus on strengthening the primary education system and prioritizing the implementation of certain activities in the country’s neediest areas.** The PforR intervention boundaries within the ESP are presented in table 8.
51. **The structure of the PforR RAs follows the organization of the ESP pillars, supporting specific results of the government program as highlighted in table 8.** The PforR will focus on strengthening key elements of the primary education system, including programmatic elements and the implementation system, to strengthen the government’s operational capacity to deliver the quality and inclusive school health/nutrition and primary education services specified in the ESP. Each RA is briefly described in the following paragraphs (see annex 2 for more information) and in the technical and strategic robustness section of the technical assessment (annex 3). A TA component (IPF) will support specific expertise for each RA and is detailed in section B below. The proposed PforR will support the government until 2028 to allow sufficient time for results to materialize and to bridge the gap with the next NPD and ESP planning cycle (2026–2030 and 2027–2032, respectively).

⁵⁰ Using an exchange rate of US\$1=XOF 610



Table 8: PforR Interventions within the ESP Government Program

ESP effect	ESP pillar
Effect 1: Children of preschool age access quality preschool education services.	Access and quality
<ul style="list-style-type: none"> ➤ Output 1.1 Preschool children have an adequate education offer. ➤ Output 1.2 Preschool children benefit from a safe school, family, and community environment conducive to demand for preschool education services. 	
Effect 2: Children ages 6 to 11 and children ages 10 and over illiterate or outside the education system have access to quality education and complete primary school and have access to quality literacy or nonformal education services.	Access and quality
<ul style="list-style-type: none"> ➤ Output 2.1 Children of primary school age have an adequate education offer. ➤ Output 2.2 Children of primary school age benefit from a school, family, and community environment conducive to demand for services. ➤ Output 2.3 Children ages 10 and over who are illiterate, outside the education system have an adequate supply of literacy and/or nonformal education. 	
Effect 3: Students ages 12 to 15 have access to a quality education and complete lower secondary education.	
Effect 4: Students ages 16 to 18 have access to quality upper secondary education.	Access and quality
Effect 5: Students over 12 have access to quality technical and vocational training.	Access and quality
Effect 6: Students have access to quality higher education opportunities that ensures their professional integration.	Access and quality
Effect 7: Results of scientific research and technological innovation are valued and contribute to the social and economic development in Côte d'Ivoire.	Access and quality
Effect 8: Institutional and organizational frameworks ensure a strong governance, management, planning, and M&E system that supports quality of services, internal and external intervention effectiveness, and resources management efficiency.	Governance
<ul style="list-style-type: none"> ➤ Output 8.1 Governance reforms to ensure adequate management of education and training sector are implemented. ➤ Output 8.2 Planning and monitoring-evaluation system ensures effective and efficient management of ESP implementation. 	

PforR Boundary

RA 1: Improve equitable access to preprimary and primary education in a safe environment (total cost: US\$132.7 million equivalent, of which IDA US\$126.0 million equivalent, GPE US\$6.7 million)

52. RA 1 aims to strengthen the mechanisms, tools, and strategies developed in relation to school health and nutrition and access to an inclusive school to increase educational opportunities, particularly in vulnerable areas, and to promote students' health and nutrition to enable them to learn. The PforR will provide incentives for government activities that support (a) the prioritization of the school health and nutrition support package for young students enrolled in preprimary school and the first two grades of primary school and the dissemination of a family literacy program that promotes children's cognitive



development and women empowerment; (b) the expansion of the school construction program based on a more effective planning tool to meet the needs resulting from strong demographic pressure; and (c) efforts to develop a more inclusive school.

53. The PforR will encourage the government to prioritize its school health and nutrition program and complement it with a family literacy program that promotes cognitive development in young children.

In theory, school health visits are mandatory for all school children on an annual basis. In practice, ministerial health and education teams lack the resources (financial, human resources) to implement all the scheduled visits. MENA estimates that only 23 percent of initially planned visits are carried out each year. Aware of the impossibility of reaching the entire school population, MENA has prioritized school health activities for students in exam classes (end of primary, lower secondary, and upper secondary). However, the health of young children is essential for their cognitive development and general health as they grow up. The PforR will encourage the government to provide this school health support package to young students (preschool and early primary grades) and to complement it with activities that promote their cognitive development. The government will develop a family literacy program to encourage parental involvement in the schooling of young children and in their physical and cognitive development, while ensuring that parents are made aware of GBV and empowering parents, particularly mothers, through the acquisition of basic skills. The Program will support (a) the implementation of the school health/nutrition campaign aimed at new priority targets and the referral of students requiring medical assistance to health centers (in collaboration with the Strategic Purchasing and Alignment of Resources and Knowledge in Health Project (SPARK Health)); and (b) the family literacy campaign in collaboration with the National Nutrition Council and capitalizing on the experience of the Multisectoral Nutrition and Childhood Development Project (P161770).

54. The PforR will encourage the government to expand its school construction program to increase the pace of infrastructure construction, and to base its decisions on a more efficient geographic information system school mapping tool.

The current construction program, which relies mainly on the transfer of competencies to the TCs, makes it difficult to meet infrastructure needs. First, there is no mechanism for regulating/monitoring the school infrastructure construction program carried out by the TCs in relation to MENA (even though funds are transferred from MENA to the Ministry of the Interior for this activity). Second, there is currently a shortfall of 16,000 classrooms to accommodate the stock of students⁵¹ who are subject to compulsory education but cannot attend school because of lack of space. Demographic trends suggest the need to build 3,000 new classrooms per year. The government is considering other construction modalities to meet the need. The Program will support (a) the construction planning based on the improved school mapping tool, which will also take current and future geohazards into account and the need to prioritize the completion of existing schools; (b) the re-establishment of a construction program carried out directly by MENA, which entails school construction program managed directly by MENA directorate; and (c) the institutionalization of community-based construction. The potential geohazard risks to education facilities built under the Program due to flooding or heavy precipitations will be greatly reduced by the design of these facilities to improve their resilience to event, such as building facilities above ground to avoid flooding, and the inclusion of soft elements, including localization planning and evacuation drills.

55. The PforR will encourage the government to make its inclusive education program sustainable. The government is in the process of developing an inclusive education strategy that includes several

⁵¹ For the school year 2021–2022, 34,058 children were not able to attend school, and 29,894 of these students (78 percent) were prevented due to lack of classrooms.



components such as the integration of IES, children with sensory disabilities, and girl-mothers, as well as the expansion of the offer toward the education deserts or areas that lack access to primary education. As far as IES are concerned, many structuring elements have been developed over the last few years, notably the creation of a platform whose mission is (a) to constitute an interface and a credible interlocutor to represent IES to the government and the development partners on all issues related to Islamic education and its articulation with the official national education program in Côte d'Ivoire; (b) to lead, together with the state, the processes of integration and capacity building of IES; (c) to strengthen the human resources of IES; and (d) to constitute a social actor of cohesion, peace, and development. However, the question of sustainability remains, particularly owing to the absence of framework documents and the difficulty of mobilizing budgets to implement this strategy. Concerning the integration of children with sensory disabilities, a pilot project has made it possible to develop pedagogical tools for these groups but has involved very few children. The PforR will support (a) the finalization of the inclusive education strategy including tools and mechanisms to ensure its sustainability; and (b) the expansion of the beneficiaries of the learning program for people with sensory disabilities.

RA 2: Improve the quality of teaching and classroom practices (total cost: US\$181.5 million equivalent, of which IDA US\$173.5 million equivalent, GPE US\$8.0 million)

56. **RA 2 aims to improve the quality of education, particularly the learning outcomes of students and the classroom practices of teachers. National and international evaluations show a low level of student learning in Côte d'Ivoire when teachers seem to master academic skills.** This situation challenges the actors of the educational system and questions what happens in the classroom. The PforR will help the government to implement its new SNAPAS which is built on research findings⁵² that show there is a positively significant relationship between professional development, instructional strategy and students learning outcomes. Literature also shows that direct supervision or coaching is positively and significantly related to teachers' performance and attitude. The Program will support the implementation of (a) the provision of pedagogical inputs conducive to early learning PNAPAS; (b) practice-based teacher training and coaching (National Strategy for Initial and in-Service Teacher Training); and (c) regular and standardized assessment of student competencies to guide policy decisions.
57. **The PforR will incentivize the government to implement PNAPAS gradually.** The initiatives supported by partners to improve learning quality are numerous but unfortunately contribute to fragmenting interventions and prevent real capitalization by the ministry's departments. Stabilization of this system is essential to allow for capacity building at all levels of the ministry. Aware of these difficulties, MENA has decided to develop a single program that brings together all the initiatives under way to improve literacy and numeracy in primary education. The Program should also allow for the development of relevant pedagogical packages in reading, writing, and mathematics that enable primary school students to acquire solid basic skills. A first draft of this Program is currently being discussed among all education stakeholders. The Program will support (a) PNAPAS implementation including dissemination of pedagogical materials to teachers and students (textbooks/students wordbooks/teachers' guide); and (b) the implementation of standardized evaluation to measure progress and make necessary adjustments.
58. **The PforR will incentivize the government to validate and implement its new teacher training strategy.** This strategy focuses on the importance of (a) taking into account the training needs of the personnel considered in an integrative logic of personal and institutional needs; (b) developing a multi-year national

⁵² World Bank, Selected drivers of education quality, pre-service and in-service teacher training, 2019.



training plan with the implementation of a training of pedagogical supervisors and a training of trainers (the training courses are then broken down into regional plans which gradually target all teachers); (c) constituting a training ecosystem by implementing a continuum of initial and continuous training; and (d) operationalizing the implementation of training plans by systematically using digital technology to improve training engineering and pedagogical support in hybrid formats that combine face-to-face and distance training. The Program will support the adjustment of the initial teacher training curriculum in line with PNAPAS which will also integrate environmental awareness into the national teacher training plan. It will also include the validation of in-service teacher training strategy in line with the training strategy and PNAPAS, including increasing the use of technologies, and the strengthening of the mechanism and tools for accompanying and coaching teachers in their new classroom practices. The in-service teacher training strategy will include updated class observation tools and coaching methodology based on a pilot of the TEACH and COACH methodologies⁵³ which will be completed in June 2023 and June 2024 respectively.

RA 3: Strengthen management capacity and accountability throughout the service delivery chain (total cost: US\$29.8 million equivalent, of which IDA US\$29.8 million equivalent, GPE US\$0.0)

59. **RA 3 aims to strengthen education system management to better coordinate actions, strengthen accountability mechanism at central and deconcentrated levels, and rationalize the use of public resources.** The PforR will incentivize the government by supporting (a) the institutionalization of a support and coordination unit (referenced as SCU in this document) within MENA; (b) the recruitment of teachers based on region specific needs; and (c) the implementation of OPCs.
60. **The PforR will encourage MENA to set up a Support and Coordination Unit.** The consultations organized within the framework of the EGENA call for the need to create, within MENA, a support and coordination unit to ensure the coherence of ministerial action, capitalization, administrative coordination between the central and decentralized entities, as well as to be an entry point (single window) for all partners wishing to support MENA. Objectives of this unit will be to (a) design and implement the process for M&E of, and capitalization on, interventions and initiatives; (b) raise strategic reflections and ensure their effective implementation; (c) take into account the performance objectives in the budget programs and ensuring results-based management; and (d) ensure coordination between the directorates and technical and financial partners, in particular ensuring the balance of external support to national strategies on the one hand, and pilot projects and innovations on the other. This unit could also integrate the ongoing Education Laboratory (EdLab) initiative,⁵⁴ which aims to make better use of data for policy design and coordination of efforts among ecosystem actors. All these efforts will strengthen interventions toward ending learning poverty in Côte d'Ivoire.
61. **The PforR will encourage the government to implement the reform of primary teacher recruitment based on regional needs.** To correct dysfunctions in teacher allocation and reduce disparities between regions, on October 4, 2022, the government instituted a regionalized teacher recruitment system and personnel allocation based on the pupil/teacher ratio (supported by the World Bank Human Capital DPO).

⁵³ <https://www.worldbank.org/en/topic/education/brief/teach-helping-countries-track-and-improve-teaching-quality> and <https://www.worldbank.org/en/topic/teachers/brief/coach-helping-countries-accelerate-learning-by-improving-in-service-teacher-professional-development>

⁵⁴ EdLab is an initiative to establish an integrated policy support lab in MENA. It is modeled after other existing labs such as Minedulab in Peru, Procuralab in Colombia, Labs for Education in Ghana, Zambia, and Rwanda. The mission of EdLab in Côte d'Ivoire would be to (a) use data and research in rigorous ways, (b) support evidence-based policy design, and (c) be an interface between the researchers and the experts within MENA.



In line with the ESP 2016-2025, this reform represents a major shift in the Ivorian primary education recruitment and allocation system. More than 70,000 students take the exam each year to become primary school teachers in the pedagogical school training centers (CAFOPs), for approximately 5,000 to 6,000 available positions. Successful candidates are then deployed to the 16 CAFOPs⁵⁵ for the third year of internship, regardless of their region of origin or their wishes, where they then need to remain in a position for at least five years (reduced to three for family reunification) before any new request for assignment. Teachers do not have the opportunity to express their choices and the criteria for assignment are not transparent. A strong lack of motivation and significant absenteeism have resulted from this system. The reform supported by the DPO corrects this system by moving the choice of location upstream, and linking the number of openings to the needs, estimated on the pupils/teachers ratio. The new system instills transparency in the allocation mechanism. Training centers are also expected to be reinforced as part of the process. The Program will support the effective implementation of the reform. By reducing uncertainty to geographical allocation, the reform also addresses one of the barriers for women to become teachers. According to consultations held in Côte d'Ivoire, geographic mobility is one of the key barriers preventing more women from becoming teachers.⁵⁶ Female teachers are important for education systems and for gender equality. According to the Centre for Global Evidence, "Evidence suggests that female teachers may increase girls' test scores and their likelihood of staying in school, heighten their aspirations, and lower their likelihood of being subject to violence. And the teacher labor market is important for women: in some countries, teaching is one of the few high skilled professions that is accessible to women".⁵⁷

62. **The PforR will incentivize the government to put in place objectives and performance contracts (OPCs) to promote the system's deconcentration and accountability.** Deconcentration of MENA's structures is not yet fully effective despite some recent initiatives in this direction. Indeed, on January 20, 2020, the ministry adopted the introduction of OPCs under order 0006/MENETFP/CAB. This ministerial order specifies that the OPC aims to ensure the success of the learner by improving the governance of the education system through the strengthening of the accountability of the various actors, the culture of the result of M&E, the practice of accountability and reporting, the performance of the administration, and the steering of the system. The three-year OPC⁵⁸ can be revised at the request of one of the contracting parties. The decree specifies that the OPC is a strategic document, the basis for contracting within MENA entities, the regional director of education and the district head of preschool and primary education. This reform is piloted by the ministry and began in 2019–2020 in 14 Regional Directorates of DRENA. However, OPCs are still not budgeted and do not integrate school construction. The Program will support (a) the implementation of budgeted OPCs in a limited number of DRENAs, and (b) the establishment of a

⁵⁵ The country has 16 CAFOPs in 14 districts that can accommodate around 6,000 student teachers each year.

⁵⁶ Overall, women are less mobile than men across multiple SSA countries. Evidence from Kenya and Nigeria indicates that women are less mobile than men due to the prevalent social norms that limit the spaces where they can go, the purpose, length of time and time of day of their travels (Bergman Lodin et al. 2019). Limited access to productive assets is a major travel deterrent for a majority of women across SSA: men continue to dominate nearly all types of vehicle ownership and operation (Porter 2015). Finally, the risks of encountering GBV and perceived unsafety further constrain women's ability and willingness to commute long distances (Porter et al. 2021). A qualitative study from Ghana indicates that female teachers are reluctant to seek employment in remote/rural areas because of the unwillingness to move to a new community. Even when they moved to new communities, they often expressed feelings of loneliness and intentions to quit that position in the near future (Casely-Hayford 2007).

⁵⁷ <https://www.cgdev.org/blog/six-things-you-should-know-about-female-teachers>.

⁵⁸ Educational projects should be based on three main principles: pedagogical management, administrative and financial management, and school life management.



mechanism for monitoring education structures in the framework of OPCs (observatory) with the support of the General Inspectorate in its seven educational zones of intervention.

D. Investment Project Financing Component

63. **The IPF component (US\$20.7 million equivalent) will provide strategic support and finance key inputs to facilitate the Program's implementation (see figure 3):**

a. **The IPF component will provide TA to support the development of key system aspects related to access to education.** TA will be provided to the following directorates: Directorate of Coordination and Monitoring of Literacy Programs (*Direction de la Coordination et du Suivi des Programmes d'Alphabétisation*, DCSPA), Directorate of Literacy Programs for Adults, Youth and Children (*Direction de l'Alphabétisation des Adultes, Jeunes et Enfants*, DAAJE), Directorate of Pedagogical Tools for Literacy (*Direction des Matériels Didactiques de l'Alphabétisation*, DMDA), Directorate of non-Formal Education (*Direction de l'Education non formelle*, DENF), Directorate of Studies, Strategy, Planning and Statistics (*Direction des Etudes, Stratégies, Planification et Statistiques*, DESPS), Directorate of Animation, Promotion and Monitoring of School Management Committees (*Direction de l'Animation, de la Promotion et du Suivi des Comités de Gestion des Etablissements Scolaires*, DAPS-COGES), Directorate of Gender Equality and Equity (*Direction de l'Egalité et de l'Equité du Genre*, DEEG), Directorate of Project Coordination and Implementation (*Direction de la Coordination et de l'Exécution des Projets*, DCEP), Directorate of Primary and Secondary Education (*Direction des Ecoles, Lycées et Collèges*, DELC). Specifically, the TA will be used to:

- (1) Develop and plan a family literacy program that will integrate basic skills training and raise awareness on the importance of nutrition, early childhood cognitive development, and GBV, and facilitate the empowerment of learners (especially young mothers). It will finance the recruitment of specialists in family literacy and will be based on the capitalization of experiences, tools and mechanisms developed within the framework of the Multisectoral Nutrition and Child Development Project (P161770) and within ESDEP for the GBV.
- (2) Support the government in strengthening its school mapping tool by drawing on tools already tested in Côte d'Ivoire, in particular the HeatMap experience, within the framework of projects financed by technical and financial partners, while keeping in mind that the improvements made should be able to be integrated into the EMIS. The current tool, based on solid foundations, could be improved. The IPF will support these improvements to allow real-time updates, the integration of additional data allowing for a better prioritization of the localities benefiting from school construction in a perspective of equity, and three-year planning.
- (3) Support DCSPA to update its national strategy for literacy and non-formal education.
- (4) Support the integration of equity, equality, and gender issues into MENA interventions

b. **The IPF component will provide TA to support the development of PNAPAS.** TA will be provided to the Directorate of Pedagogy and Continuing Education (*Direction de la Pédagogie et de la Formation Continue*, DPFC). Specifically, the TA will be used to:

- (1) Provide expertise to the DPFC to finalize PNAPAS and develop its operational implementation and monitoring plan.
- (2) Finalize the pedagogical packages associated with PNAPAS. This includes the finalization and adjustment of pedagogical tools for CP1, CP2, CE1, and CE2 (already tested within the



framework of pilot projects but will require some adjustments before scaling up). It will also provide the development of CM1 and CM2 packages and the adjustment of remedial tools that have been developed using the TARL approach.

c. **The IPF component will provide TA to support MENA's efforts toward better management of the sector.** TA will be provided to the Financial Affairs Department (*Direction des Affaires Financières*, DAF), the General Inspectorate and the task force. Specifically, the TA will be used to:

- (1) Institutionalize the new support and coordination unit (procedures manual, annual budget, etc.), including its research-action dimension through the EdLab initiative as well as its advocacy function to mobilize resources from partners.
- (2) Complete the OPC mechanism.
- (3) Provide support to the Task Force to provide strategic oversight of the Program within an extended steering committee (SC), coordinate and monitor the sector's policies and strategic plans and lead the sectoral dialogue and organize annual sectoral reviews.
- (4) Support the DAF in setting up a management control mechanism for technical and regional departments.
- (5) Support MENA in the dissemination and communication of the EGENA recommendations.
- (6) Support MENA to define, in a participatory and inclusive manner, relevant strategies and studies, except for the inclusive education strategy and the teacher training strategy, which will be defined or updated under the Program. These relevant strategies or studies can include:
 - Linguistic policy.
 - Distance learning and use of new technology for teaching strategies.
 - SNAPAS strategic vision.
 - Monitoring report on PNAPAS implementation (after a minimum of 2 years implementation).
 - Monitoring report on the implementation of the national training strategy.
 - Monitoring report on the implementation of the COPs.
 - Studies on Service Delivery Indicators.
 - Update of the literacy strategy.
 - Book policy.
 - Education code.
 - Land registration and recording of the MENA state domains.
 - Updated jobs and skills description.
 - Feasibility and options for the implementation of a common fund for education.

d. **The IPF component will support operating costs and strengthening capacity for the IPF project implementation unit (PIU) and the management of the Program.** This includes: (1) hiring consultants to perform fiduciary management and environmental and social (E&S) safeguards support functions as identified in the Program Action Plan (PAP); (2) supporting the development of a Program operations manual, Program M&E, including gathering beneficiary feedback through ad-hoc phone surveys on specific program interventions via a call-center or equivalent; (3) strengthening MENA's planning capacities; and (4) hiring the independent verification agent (IVA) who will verify the achievements of the PforR DLIs.



Figure 3: Links between PforR and IPF

	RA1	RA2	RA3
	Support operating cost and strengthen PIU Recruit IVA Strengthen M&E by supporting development of M&E manual		
IPF	<ul style="list-style-type: none"> - Provide support to design a pilot family literacy project that integrates basic skills acquisition, nutrition awareness, cognitive development of young children, and ways to address GBV. - Provide support to strengthen the school mapping tool by integrating additional interfaces. - Provide support to update the national strategy for literacy and non-formal education. 	<ul style="list-style-type: none"> - Support MENA in finalizing PNAPAS and adjusting the related pedagogical package. 	<ul style="list-style-type: none"> - Support the institutionalization of a support and coordination unit. - Support the Task Force. - Support the setting up of a management control mechanism for technical and regional departments. - Support the completion of OPC mechanism. - Support the development of relevant national strategies and studies.
PforR	<ul style="list-style-type: none"> • DLI 1: Students and COGES in vulnerable areas benefit from a support package that promotes health, nutrition, and cognitive development of young children. • DLI 2: Access to learning is facilitated by an expanded construction scheme based on an improved school map. • DLI 3: MENA has supported children as part of its inclusive education strategy. 	<ul style="list-style-type: none"> • DLI 4: PNAPAS is implemented throughout Côte d'Ivoire. • DLI 5: Teachers' capacities to master new pedagogical approaches are strengthened. • DLI 6: Learning outcomes are improved for grade 3 (CE1) students in reading/writing and mathematics skills. 	<ul style="list-style-type: none"> • DLI 7: MENA's planning and monitoring/reporting is strengthened. • DLI 8: The reform of the regionalization of recruitment is implemented. • DLI 9: OPCs are implemented.

E. Program Development Objective and PDO Level Results Indicators

64. **The program development objective (PDO)** is to improve: (a) equitable access to education and school health services in preprimary and primary schools; (b) learning outcomes; and (c) performance-based management along the service delivery chain.

The following PDO level results indicators are proposed to monitor the achievement of the PDO:

RA 1: Increase equitable access to preprimary and primary education in a safe and resilient environment

- Net access rate to primary grade 1 of primary school (CP1), disaggregated by girls (percentage)
- Students receiving medical checkups who have their vaccinations up to date (percentage)

RA 2: Improve the quality of teaching and classroom practices

- Learning poverty level in grade 4 (CE1) (percentage)
- Teachers visited applying new pedagogical practices in reading correctly (percentage)
- Grade 3 students meeting the minimum reading proficiency threshold, disaggregated by girls (percentage)

RA 3: Strengthen management capacity and accountability throughout the service delivery chain

- Strategic documents validated by the MENA support and coordination unit (number)
- Implementation of OPCs at DRENA level (number)



F. Disbursement Linked Indicators (DLI) and Verification Protocols

65. **Choice of DLIs.** The Program DLIs have been chosen based on their critical importance to the Program’s overall results framework. The selected DLIs will allow predictability in financing and enable the government of Côte d’Ivoire to withdraw funds as needed based on performance in critical areas. There are 9 DLIs tied to the three RAs (table 9). Disbursements against results will be made when the respective disbursement linked results (DLRs) are met. DLR verification protocols are described in annex 2.

66. **The Ivorian government will be responsible for the recruitment of an IVA.** The government will recruit a private firm meeting World Bank standards through a competitive bidding process. The IVA will be paid for through the IPF component.

Table 9: Disbursement Linked Indicators

DLI	Amount (US\$ m)	Rationale	RA
DLI 1: Students and COGES in vulnerable areas benefit from a support package that promotes health, nutrition, and cognitive development of young children	IDA: 33.0	<p>Ensuring that the youngest and most vulnerable students receive school health and nutrition support is the best way to prepare them for the cognitive efforts required for learning. This is designed to address (prevent and/or treat) diseases exacerbated by climate change – waterborne, vector linked to water and rain season, or with fecal-oral transmission route. The list of such diseases in Côte d’Ivoire includes typhoid, hepatitis, malaria, yellow fever, worms. This DLI is complemented by the implementation of a family literacy program, which aims to provide young parents, especially mothers, with literacy basic skills and knowledge on school nutrition and health, including of disease exacerbated by climate change, early childhood cognitive development, and GBV.</p> <p>The DLI contributes to the family’s emancipation and empowerment and promotes their children’s academic success.</p>	1
DLI 2: Access to learning is facilitated by an expanded construction scheme based on an improved school map	IDA: 91.0	<p>Each year, the shortage of classrooms results in thousands of students being denied enrollment in the first year of primary school. The objective of this DLI is to diversify the modalities of school construction to substantially increase the pace of construction to meet the state’s commitments to compulsory schooling. Newly constructed classrooms will protect students from rain and heat. Premises of newly constructed classrooms will be designed to withstand heavy rainfall and to remain safe, including safe in terms of sanitary conditions in school latrines during heavy rainfall events exacerbated by climate change.</p> <p>Where feasible, “passive building design” and on-site solar generation will be considered to provide electricity in school and to optimize the efficiency of energy use.</p> <p>It is also a question of significantly improving the planning tool currently available to MENA to integrate more refined prioritization criteria than those currently used as well as factoring potential geohazards and</p>	1



DLI	Amount (US\$ m)	Rationale	RA
		climate hazards (including due to extreme weather events) into the localization planning phase.	
DLI 3 MENA has supported children as part of its inclusive education strategy	IDA: 2.0 GPE: 6.7	<p>The objective of this DLI is to push for the finalization and implementation of the inclusive education strategy toward children enrolled in nonformal education structures and toward children with sensory disabilities.</p> <p>In the case of the former, the aim is to develop measures and mechanisms to ensure that nonformal confessional education structures meet the quality standards and criteria (curriculum, teacher profile, monitoring/inspection) required by MENA to continue to operate.</p> <p>Regarding the latter, this DLI incentivizes the government to extend its pilot phase of inclusive education for children with sensory disabilities to a progressive phase of generalization by providing students with the package of tools adapted to their needs thus contributing to the government’s responsibilities to provide education for all.</p> <p>Inclusion of students with sensory disabilities shall be designed while keeping in mind their extreme vulnerability to natural disasters, especially to floods and storms. Inclusive education strategy shall incorporate the section on increasing resilience and creating a safe learning environment for children with disabilities at a time of natural calamities, especially since those extreme climate events are likely to become more common due to climate change.</p>	1
DLI 4: PNAPAS is implemented throughout Côte d’Ivoire	IDA: 74.0 GPE: 6.0	This DLI incentivizes the government to define, based on a capitalization of pilot projects and international recommendations, a harmonized program for reinforcing early learning to substantially increase students’ school results. Developing a national program will make it possible to limit the number of pilot projects and streamline the resources and efforts of MENA and its partners toward the operationalization of a common program.	2
DLI 5: Teachers’ capacities to master new pedagogical approaches are strengthened	IDA: 73.5	This DLI (like DLI 4) incentivizes the government to define a structured in-service teacher training strategy and program so that the strengthening of teachers’ skills does not depend solely on the partners’ projects but rather presents a coherent training path. This DLI also encourages the government to reflect on and develop new training modalities by gradually introducing the use of new technologies and new supervision and monitoring modalities based on practices observed in the classroom.	2
DLI 6: Learning outcomes are improved for grade 3 (CE1)	IDA: 26.0 GPE: 2.0	This DLI urges the government to put in place the conditions necessary for substantial improvement in learning (through previous DLIs) and to institutionalize national standardized assessment practices.	2



DLI	Amount (US\$ m)	Rationale	RA
students in reading/writing and mathematics skills			
DLI 7: MENA’s planning and monitoring/reporting is strengthened	IDA: 4.5	This DLI encourages the government to institutionalize an entity—within MENA—to better coordinate and manage the various activities carried out by MENA’s different departments and partners. This will provide opportunities to rationalize and pull human and financial resources, and better identify knowledge gaps and needs for additional support.	3
DLI 8: The reform of the recruitment at regional level is implemented	IDA: 9.8	This DLI is an extension of a PDO that urged the government to issue a decree on the regionalization of teacher recruitment. This DLI urges the government to implement, monitor, and evaluate the impact of this reform, particularly on the turnover (or even abandonment) of teachers in the most disadvantaged regions.	3
DLI 9: OPCs are implemented	IDA: 15.5	This DLI aims to reinforce the principles of deconcentration and accountability in education management. It should enable deconcentrated entities, particularly DRENAs, to strengthen their skills in steering education in their sector while reporting on the activities they have carried out and the results obtained. This DLI encourages MENA to transfer more funds to the DRENAs while developing mechanisms to promote accountability. It will also lead to a modernization and decentralization of the inspection service of MENA’s General Inspectorate, as it leads the process of contracting for educational performance management.	3

III. PROGRAM IMPLEMENTATION

A. Institutional and Implementation Arrangements

67. **At the government level, the task force (see paragraph 37) will be a member of MENA’s SC (see below).**

It will provide strategic oversight of the Program and ensure its consistency with ESP and PND.

68. **At the MENA level:**

- The SCU will be set up as a support and coordination body. As part of the implementation of the Program, it will, among other things, (a) supervise the development of the action plans by the implementing structures (mostly technical directorates) and ensure that the activities are implemented according to plan; (b) engage in strategic thinking with the technical directorates to strengthen the Program’s implementation effectiveness; and (c) set up a M&E mechanism and organize a periodic review of the implementation of the Program.
- A SC composed of one member of the cabinet, the coordinator of the SCU mentioned above or his/her representative, MENA’s Administrative and Financial Director or his/her representative, a representative of the Inspectorate General, a representative of the Ministry of Budget and State Portfolio; a representative of the Ministry of Planning and Development, a representative of the



Ministry of Economy and Finance (*Ministère de l'Économie et des Finances*, MEF), and a representative of the coordination and monitoring unit for the portfolio of projects co-financed by the World Bank. The SC will meet at least twice a year to (a) review Program progress; (b) review its strategic relevance in the context of ESP and PND; and (c) make recommendations accordingly to relevant stakeholders.

- The ESDEP (PIU) will implement the IPF component of the financing and will serve as the technical secretariat of the SC. Within the ministry's institutional framework, this PIU will evolve into the National Education and Literacy Program Coordination Office (*Bureau de Coordination des Programmes Éducation Nationale et Alphabétisation*, BCPENA) by year 3 of implementation of the Program. The modalities of this evolution will be entrusted to the support and coordination unit mentioned above. Based on the model of the Employment Projects Coordination Office (*Bureau de Coordination des Programmes Emplois*, BCP-E), the BCPENA will be created by an interministerial decree issued jointly by the MENA, the Ministry of the Budget, and the MEF.

69. **The implementation of the Program involves several actors who will each designate a focal point** to plan, implement, and oversee Program activities within their purview. The technical assessment provides details of the roles and responsibilities of the technical directorates for which a focal point will be designated (see the annexes). These focal points will form a technical committee, which will be chaired by a representative of the General Inspectorate. It will meet at least quarterly and communicate regularly with the SCU and PIU/BCPENNA to monitor the progress of the implementation. The creation of this technical committee and the appointment of the focal points and of the general inspector chairing the Technical Committee is a condition for the PforR to become effective.
70. At the institutional level, focal points will be designated to support the implementation of the Program within the following structures: Ministry of the Budget and State Portfolio, MEF's Coordination and Monitoring Unit for the portfolio of projects co-financed by the World Bank, Public Debt Directorate, and the General Directorate of Public Procurement.
71. The Accounting Officer and Financial Controller of the ESDEP will be proposed to execute the resources of the IPF component. The Directorate of Procurement and MENA's Financial Controller will be proposed to execute the resources of the Program.

B. Results Monitoring and Evaluation

72. **SCU will be responsible for monitoring results and activities under the Program.** The Program's M&E will benefit greatly from the experience gained and tools developed under the ESDEP. The Program's implementation and its achievement of the expected results will be assessed quarterly by SCU. This will be done through routine collection of implementation data using standardized tools, developed, and validated by the various stakeholders (ministries, implementing partners, etc.).
73. **The PIU/BCPENNA, jointly with the SCU, will undertake supervision missions and semi-annual reviews.** The objective of the supervision missions is to provide recommendations to the SCU, the SC and technical directorate to improve the implementation performance. These activities will focus on controlling the quality of the services offered in compliance with relevant standards. They will also serve as a framework for verifying the quality of the data transmitted and, through exchanges with beneficiaries, will assess their level of satisfaction with the services provided.
74. **The results framework (annex 1) provides key measures of Program achievements against its stated objectives.** SCU will be responsible for M&E of Program results. It will aggregate the data and ensure that



they are backed by evidence of overall progress on all dimensions of the results framework, with an emphasis on results related to DLIs, and compliance with requirements set out in the PAP. BCPENA, commissioned by SCU, will produce a Program report based on compiled M&E data and any other evidence related to Program implementation. It will submit an annual Program progress report to the task force. BCPENA, commissioned by SCU, will submit the approved annual status report of the Program to the World Bank as well as an additional semi-annual report no later than 60 calendar days after the end of each calendar semester. The Program progress reports serve as the basis for the World Bank's implementation support missions and the midterm review.

C. Disbursement Arrangements

75. **The Program will disburse US\$344 million through nine DLIs.** There is no restriction on early achievement of the DLIs: payment will be disbursed as targets are achieved. Disbursement of DLI amounts will be done after a verification of achievements by the IVA as per agreed verification protocols. The government of Côte d'Ivoire can request advances of up to 25 percent (equal to Euro 82.35 million) of the financing allocated to DLIs that have not yet been achieved by following the relevant procedures. The disbursement arrangements are described in annex 2.
76. **In addition to usual World Bank supervision missions, the Program will follow a regular biannual implementation review led by SCU and/or BCPENA.** These reviews will include discussing projections for achievement of DLI targets. The World Bank will also provide annual feedback to the MEF on expected disbursements against DLIs for the following fiscal year, coinciding with the government's regular cycle of estimating budgetary allocations for sector ministries.
77. **The Program will use the flow of funds arrangements used for the execution of the national budget and the current resources transfer mechanism between the MEF and sectoral ministry in charge of the Program.** The World Bank funds will be transferred to a Treasury Single Account (TSA) at the Central Bank of West African States (*Banque Centrale des États de l'Afrique de l'Ouest*, BCEAO), managed by the Directorate General of the Treasury and Public Accounting (*Direction Générale du Trésor et de la Comptabilité Publique*, DGTCP). Then, the funds will be transferred from the BCEAO account to an operating account opened at the Treasury to serve for the purpose of honoring implementing entities payment obligations under the Program. The government, through its budget execution procedures, will transfer its contribution to the Program via the Treasury account managed by the DGTCP.

D. Capacity Building

78. **Capacity building and institutional strengthening are critical elements of the Program and will be delivered as part of the PAP as well as the IPF component** (details in annexes 6 and 7, respectively). The World Bank's support to enable institutional strengthening will be a determining factor in the success of the Program. Key capacity-building interventions include (a) TA to support the literacy program, the improvement of the school mapping tool, the PNAPAS, the setting up of technical and coordination unit and the OPCs program; (b) training of BCPENA staff and Program focal points; and (c) oversight of evaluations studies. In addition, a strengthened EMIS with the required human resources to manage it and strengthened M&E arrangements are other critical areas of support.

E. Corporate Priorities

Climate Co-benefits



79. **The magnitude of climate change and Côte d'Ivoire's lack of preparedness to deal with it make the country particularly vulnerable.** Already there are higher average temperatures, much more erratic rainfall, and rising sea levels. If no action is taken, sea levels could rise up to 1.2 meters in the Grand Bassam and Abidjan areas. More areas will be flooded, resulting in heavy loss of life and the forced relocation of many families and economic activities. Infrastructure could also be affected, with the loss of homes, roads, schools, and health centers. The proposed Program will help the government strengthen the resilience of its education system by raising awareness of environmental protection in (a) the family literacy program; (b) some structured lessons integrated into PNAPAS; and (c) the integration of environmental education into the national teacher training plan.

Gender

80. **While Côte d'Ivoire is one of the lowest-ranking countries in terms of gender equality, with women facing high levels of discrimination and inequality, substantial progress has been made in terms of girls' access to and retention in primary education.** Parity in access and retention has been achieved at the primary level but girls are still the main victims of violence and abuse in schools. The Program will support women through the development of a family literacy program, one of the objectives of which is the empowerment of women, specially young mothers. The family literacy program will also integrate activities to raise awareness about GBV already developed within the framework of MENA's gender strategy.
81. **In terms of female teachers in primary school, the male teacher/female teacher ratio also presents a significant gap. As of 2021, women constituted only 32.5 percent of primary school teachers in Côte d'Ivoire.**⁵⁹ DLI 8 which aims to implement regional recruitment of local teachers to address regional disparities will contribute to reducing the gender gap in school staff. Literature shows that women face higher mobility barriers than men, which are due to several factors including socio-cultural (for instance women tend to do most of the family care and need to rely on their social or family network to care for their children or household when taking paid jobs). Because training and hiring of teachers, under the new framework, will be localized, it is expected that it will contribute to reduce gender gaps in teachers' recruitment and, eventually, the overall teachers' workforce. Specifically, the guarantee that women would stay in their area or recruitment will allow more of them to consider a teaching career. An intermediate indicator will measure the reduction of this gap by the end of the operation.

Citizen Engagement

82. **The IPF component will build on existing citizen engagement mechanisms implemented under the ongoing GPE-funded ESDEP and the ongoing initiative around the OPC to engage citizen participation.** The development of a family literacy program and the extension of the school construction program authorizing communities to build (according to quality standards) encourage citizen mobilization around issues of nutrition, cognitive development of young children, the importance of schooling, and the quality of learning and GBV. Phone survey campaign will be periodically conducted to gather stakeholders' feedback. Key stakeholders include households with beneficiaries of the family literacy programs, leaders of communities where the Operation is implemented and teachers. The Results Framework contains an indicator that measures level of complaints attracted by the project; this indicator shows the number of complaints received, properly addressed, and resolved with feedback to complainants. A second indicator is also included that measures beneficiary satisfaction, for example, the share of all beneficiaries who are satisfied with the services they received from the Operation. The project will monitor the progress and

⁵⁹ World Development Indicators (2022).



report the survey results every year throughout the implementation. The feedback received from the beneficiary surveys, spot checks, and stakeholder engagements will inform the Operation to strengthen the service delivery. Moreover, citizen engagement for a broader population beyond beneficiaries will be further facilitated by the integrated Grievance Redress Service (GRS) to be supported by the TA activities. Supervision missions and Steering Committee meetings will provide a regular forum where the results and feedback from various citizen engagement activities can be shared and discussed.

IV. ASSESSMENT SUMMARY

A. Technical (including program economic evaluation)

83. **A summary – technical assessment in annex 3.**
84. **The main determinants of the learning crisis that jeopardizes human capital development in Côte d'Ivoire include lack of school readiness, lack of access to preschools and primary schools, inadequate teaching practices, and a weak education management system.** In the absence of prepared learners, well-equipped teachers, and a strong accountability mechanism, the Ivorian education system currently lacks the most fundamental ingredients of learning.
85. **Ending learning poverty in Côte d'Ivoire requires a deep and sustained effort to implement technically and politically sensitive reforms.** While the urgency is clear, concrete, and tangible, the impact on learning poverty can only be achieved over the medium term. The Program is designed around key milestones, outputs and intermediate outcomes that are achievable during the Program duration and can effectively shift the system towards a learning trajectory. Some of the processes needed to end learning poverty can be seen as outcomes since there are meant to transform the system.
86. **Côte d'Ivoire has an ESP for which priorities are presented according to three pillars: access, quality, and governance.** The overall ESP, executed by MENA, is technically sound and places learning at the center of the system with a focus on quality education for all.
87. **The Operation design has been adequately structured to help address the challenge of low learning outcomes in Côte d'Ivoire that jeopardize human capital development.** The RAs of the Operation are embedded within the ESP priorities (access, quality, governance). By focusing on access to early childhood education and primary education opportunities, better health and nutrition condition, support to family literacy (RA 1), and improving the quality of teaching (RA 2), the Program directly addresses the main determinants of the learning crisis in the country, which includes children's lack of school readiness, lack of school access opportunities, and suboptimal process for teaching and learning. By strengthening management capabilities and accountability along the education service delivery chain (RA 3), the PforR also tackles the governance bottleneck that will help accelerate results of the first two Ras.

Economic Analysis

88. **The essence of providing quality and inclusive primary education for children in developing nations under the Human Capital Program goes beyond simply developing the cognitive abilities of children into inducing both short- and long-term economic gains with spillover effects.** The Program is anticipated to benefit a total of 6,961,002 primary school students. Of this number, 6,596,832 and 6,232,662 are expected to complete three years and six years of primary school respectively. Over 44 years (from the legal age of 15 years for entering the workforce until the expected 58 years of life), beneficiaries are



envisioned to accumulate an average of US\$3,952 and US\$2,985 per year for completing three and six years of primary school accordingly. Altogether, they compound a total of US\$8.5 billion. This evolves into approximately US\$8.2 billion at 2022 constant prices. After discounting at 5 percent for 44 years, it results in a present value about US\$2.2 billion in benefits (for uniformity and the reliability of the Cost Benefit Analysis outcome and subsequent recommendations, Moore et al.⁶⁰ recommend a discount rate of 3.5 percent for projects that span a generation or affects only single generation. Yet, since this recommended 3.5 percent is the average for all countries -both those with low and high interest rate-return on investment), the rate was slightly adjusted upward for Cote d' Ivoire so that the rate edges toward the return on capital in CIV. The 5 percent rate is the average of the recommended rate (3.5) and the latest rate of 6.5 available on the World Bank site for Côte d'Ivoire (2017).

89. **Moreover, the Program cost of US\$698 million is expressed in constant start-year prices and then discounted over a five-year period to obtain US\$696.6 million and US\$603 million, respectively.** Subsequently, a net present value (NPV) of US\$1.6 billion and a benefit cost ratio (BCR) of 3.7 are produced despite the relatively higher cost of primary education in the Côte d'Ivoire (see details in Annex 3 - Technical Assessment).

Sensitivity Analyses

The Cost-Benefit Analysis (CBA) analysis outcome is subjected to a sensitivity analysis to ensure the robustness and reliability of the results. A 100 percent increase in discount rate from 5 percent to 10 percent induces a less than commensurate reduction in BCR from 3.7 to 1.6. While this magnitude of reduction in BCR may appear large, considering the expanse of the duration of the benefits accruable in later years relative to that of the cost cumulated in preceding years, such changes in BCR are very acceptable and do not undermine the robustness of the outcome. Furthermore, a 140 percent adjustment in discount rate from 5 percent to 12 percent reduces BCR by 67 percent (still less than proportional change in discount rate) from 3.7 to 1.2 and still suggests that the Program is economically prudent ((see details in Annex 3 - Technical Assessment).

B. Fiduciary

90. **The Integrated Fiduciary Systems Assessment (IFSA) concluded that the Program's fiduciary systems meet OP/BP 9.00 requirements** with the focus of supporting the achievement of Program objectives and providing reasonable assurance that financing proceeds will be used for intended purposes with due regard to economy, effectiveness, efficiency, transparency and accountability.
91. The IFSA entailed a review of the capacity of the participating entities on their ability to: (a) record, control, and manage all Program resources and produce timely, relevant, and reliable information; (b) follow procurement rules and procedures; and (c) ensure adequate implementation arrangements and risk mitigation. The IFSA covered MENA as implementing entity. The IFSA focused on quality of the legal and institutional framework for public financial management (PFM), procurement, and Governance and Anticorruption (GAC) applicable to the Program, and the fiduciary capacity of implementing entities for budget, budget execution, internal controls, and external audit. This IFSA has been conducted through meetings and discussions with the various officials of all affected implementing agencies. The review relied upon documents and data provided by the IAs regarding their fiduciary processes and performance and

⁶⁰ Moore, Mark A., Anthony E. Boardman, Aidan R. Vining, David L. Weimer, David H. Greenberg. 2004. "Just Give Me a Number!" Practical Values for the Social Discount Rate." *Journal of Policy Analysis and Management* 23 (4): 789–812.



upon the World Bank's past project experience and understanding of the FM and procurement systems at the state level.

92. **The IFSA was conducted through a methodical review of systems and practices** involving the review of several analytical works mainly focusing on: (a) Public Expenditure and Financial Accountability Assessment⁶¹ (PEFA, 2019); (b) Public Investment Management Assessment⁶² (PIMA, 2021); and (c) National Public Procurement Regulatory Agency (*Autorité Nationale de Régulation des Marchés Publics*, ANRMP), Court of Accounts and General Inspectorate of Finance (*Inspection Général des Finances*, IGF) annual reports. The team also reviewed the lessons learned in the implementation of World Bank-financed operations in relevant sectors. Several consultations of the IFSA had been conducted. The fiduciary assessment virtual mission was conducted in 2021 with the objective to discuss the Program with key stakeholders. The findings of the mission were presented to stakeholders.

93. **Mitigation measures will be put in place according to the risks identified.** These will include on the FM side, measures such as (a) sharing the N+1 budget document (budget program, multiyear expenditure programming documents (*Documents de Programmation Pluriannuelle des Dépenses - DPPD*), during the third quarter of year N for technical advice with the World Bank; (b) sharing the MENA quarterly commitment plans with the Treasury to allow for better forecasting of requests; (c) defining precisely with the IGF how the management of the internal audit function of the Program, including operations managed by DAF MENA, will be organized, and to conduct periodic reviews of the Program transactions and annual inspections and internal audit covering procurement, financial and technical aspects of the Program; (d) assigning a public accountant and a financial controller (civil servants within MEF) as required by the Instructions 192; (e) drafting the Program Operational Manual (POM) to establish a formalized procedure to ensure Program monitoring, coordination including FM and procurement procedures; (f) conducting an external audit of the Program's financial statements conducted by Supreme Audit Institutions (*Cours des Comptes*, SAI) with the support of an independent external audit firm. SAI may outsource the mission to a private audit firm; (g) putting in place Consolidated unaudited Interim Financial Reports (IFR) that will be prepared every semester in a format and content agreed with IDA and submitted to the World Bank 45 days after the end of the semester. The IFRs will report on the financial status of all activities of the Program; and (h) enabling the BCPENA FM team to support the DAF of MENA in areas such as IFR elaboration, training, workshop, etc.

Summary of cash flows and disbursement modalities

94. **The Program will open a Designated Account-A (DA-A) at the BCEAO** to receive the amounts of the initial advance (of up to 25 percent of IDA contribution (equal to Euro 82.35 million)) and the amounts corresponding to the DLIs achieved, based on government's request. The DA-A will be managed by the Directorate General of the DGTCP, specifically, the Directorate of Public Debt (*Direction de la Dette Publique et des Dons*, DDPD). The DDPD will transfer within five business days to the Treasury Account (*Compte du Trésor*) managed by DAF MENA, the amounts above received from IDA.

95. **For the IPF component, a second DA-B denominated in FCFA managed by the DGTCP/DDPD will be opened at the BCEAO.** A project account (PA), managed by the PIU/ BCPENA, opened in a commercial bank under conditions acceptable to the World Bank, will be used to pay expenditures.

96. **The government, through the budget execution procedures, will transfer its contribution to the Program via the Treasury Account managed by the DGTCP/DDPD.** This contribution could pre-finance

⁶¹ <https://www.pefa.org/node/516>

⁶² <https://infrastructuregovern.imf.org/content/PIMA/Home/Region-and-Country-Information/Countries/Cote-dIvoire.html>



the expenditure. The government will transfer its annual contribution to the Treasury Account based on the approved annual plan and budget as well as the payment estimates for the next six months.

97. **The government will claim disbursements from the World Bank as the DLIs are achieved.** All DLIs will be verified by an IVA. The IVA will prepare a Results Verification Report which will be shared with the SCU, BCPENA and the World Bank. A key use of the Results Verification Report will be to determine the amount of the eligible disbursement to be made based on the results achieved. If the World Bank finds that the disbursement request meets the terms of the Financing Agreement, the World Bank will disburse the corresponding funds.
98. **On the procurement side, the government will** (a) develop a training program on the new Public Procurement Code to build the capacity of each implementing entity and clearly define the procedures for procurement; and (b) proceed with the reinforcement of the procurement and contract management teams prior to the Program implementation through manuals/how-to guides related to Program activities. In addition to these key actions, a capacity-building strategy for Program activities will cover procurement document reviews to strengthen the PIU/BCPENAs staff's knowledge and skills.
99. **Overall, the legal, regulatory, and institutional framework on fraud and anti-corruption is adequate.** The government's systems to prevent fraud and corruption in connection with the Program comply with the World Bank requirement. The assessment nevertheless revealed some weaknesses. The "Guidelines on Preventing and Combating Fraud Program-for-Results Financing" dated February and Corruption in 1, 2012 and revised on July 10, 2015 apply to the Program. The reporting of fraud and corruption allegations and result of those allegations to the World Bank should be done in a timely manner. The World Bank's right to conduct an inquiry into such allegations or other indications, independently of or in collaboration with the government regarding activities and expenditures supported by the Program and the related access to require persons, information and documents will be observed. This will follow standard arrangements for this purpose between the government and the World Bank. In addition, an annual report will be drafted and shared with the World Bank to resume the fraud and corruption case identified and the actions are taken.
100. **Based on the IFSA, the overall fiduciary risk of the Program is substantial.** Several mitigation measures have been embedded in the PAP to ensure the Program's adequate and timely execution and achievement of expected results, improve transparency in the allocation and predictability of resources, and strengthen accountability, and external oversight. More details can be found in the stand-alone IFSA in annex 4.

C. Environmental and Social

101. **An Environmental and Social System Assessment (ESSA) prepared by the World Bank has identified potential E&S risks and impacts associated with Program activities.** It assessed the provisions, and possible gaps in national program systems with respect to institutional capacity and performance, policy and regulations, consultation mechanisms, and the grievance redress mechanism (GRM) to manage risks and mitigate the impacts.
102. **Potential E&S risks and adverse impacts associated with the Program are moderate and are mainly linked to occupational health and safety (OHS), community health and safety, and pollution.** These may include (a) alteration of air quality by dust flights during development, foundation, earthworks, construction of preschools and public primary schools, including facilities such as latrines and access to water; (b) degradation of the sound climate due to excavation work; (c) contamination of surface water



by residues of hydrocarbons, lubricants, oils, and suspended solids; (d) risk of accidents and incidents due to the supply of construction materials to the site, the transport of equipment, and the transportation of personnel during construction work; (e) odor nuisance due to poorly designed, misused, or maintained latrines; (f) waste generation; (g) risks of disruption of activities for part of the school population; (h) risks of spreading sexually transmitted diseases such as STIs and HIV/AIDS, as well as COVID-19 contamination with the arrival of foreign workers; (i) risks of social conflicts in the event of non-local employment; (j) health vulnerability due to poor school hygiene, which could lead to infectious diseases that can be transmitted; (k) insecurity and risk of accidents in the event of failure to implement infrastructure; (l) marginalization of disabled schoolchildren due to the lack of provision of structures adapted to their physical conditions (corridors or access ramps, benches, etc.); (m) sexual exploitation and abuse/sexual harassment (SEA/SH) that may arise from power relationships (hierarchy, positioning, economic benefits, and so on) in the context of the proximity of female and male workers as well as workers and neighboring communities; and (n) child labor risks on work site.

103. **The ESSA concluded that the E&S management of the risks and impacts associated with the Program activities could be carried out within the framework of the legislation and regulations as well as by the national institutions.** MENA with support from the PIU/BCPENA and in collaboration with the National Environment Agency (*Agence Nationale De l'Environnement*, ANDE), will ensure (i) the application of the E&S procedures stipulated in the national legislation/regulations (Environmental Code) for the preparation of E&S instruments and their approval by ANDE; (ii) the monitoring of the execution of these instruments, in particular Environmental and Social Impact Assessments (ESIA)/ESMPs; and (iii) the establishment and adoption of the GRM for the Program's activities.
104. **The PAP includes the recommendations of the ESSA to reduce the gaps in the national system and improve the E&S management performance of the Program implementation.** The ESSA report was disclosed⁶³ on October 19, 2022 and consulted upon during appraisal.
105. **The environmental and social risk classification (ESRC) for IPF TA component is rated as moderate given the sensitivity of the Recipient's environment;** the nature and medium-scale of activities which entail TA for the Program implementation, focusing on the provision of capacity-building support for MENA at central and decentralized levels; and meaningful participation and the strengthening of institutional capacities in a weak governance setting.
106. **The potential risks and negative impacts that may result from the implementation of the IPF TA component have been analyzed about the provisions set forth in the World Bank Environmental and Social Standards (ESSs) applicable to this component activities, to prevent and mitigate any risks and negative impacts.** Those standards include:
- ESS1 (Assessment and Management of Environmental and Social Risks and Impacts): This ESS is relevant for the IPF component because the activities to be implemented could generate E&S risks and impacts that would need to be managed throughout the Program cycle.
 - ESS2 (Labor and Working Conditions): this ESS is applicable due to the carrying out of TA activities that will involve contracted workers and direct workers, in particular, staff from MENA with the support of the PIU/BCPENA, and consultants, technical experts or advisers hired by the government. The requirements for treatment of workers and working conditions (protecting the workforce,

⁶³ <https://documents.banquemondiale.org/fr/publication/documents-reports/documentdetail/099445010192297646/p1778000c12874010a2710ecdda47c2928>



nondiscrimination and equal opportunity, terms and conditions of employment) as set forth in this ESS must be met.

- ESS4 (Community Health and Safety): The country context related to education sector include a substantial prevalence of SEA/SH incidents. In addition, health and safety risks related to the spread of COVID-19 during stakeholder consultations and Program implementation justify the relevance of this ESS. Thus, the requirements of this ESS for preventing or mitigating these risks and impacts will have to be met and monitored during TA activities implementation.
- ESS10 (Stakeholder Engagement and Information Disclosure): The IPF TA component implementation involves various stakeholders. The need for the country to engage with stakeholders as an integral part of the Program's E&S assessment and TA design and implementation, as outlined in ESS1 is a requirement to be met.

107. **The ESSs analysis led the government of Côte d'Ivoire through MENA and other relevant supervisory ministry (Health, and Public Hygiene) and with key stakeholders, to prepare E&S documents in a participatory manner.** These are: an Environmental and Social Commitment Plan (ESCP), a Stakeholder Engagement Plan (SEP), and Labor Management Procedures (LMP). The ESCP and the SEP have been cleared and disclosed in-country and on the World Bank website (on December 1, 2022 and November 3, 2022 respectively). The LMP will be cleared by the World Bank and disclosed in-country and on the World Bank website within 30 days after Program effectiveness.

108. The management of E&S risks associated with TA activities will be the responsibility of the PIU for the ESDEP - P163218 that will implement the IPF TA component while evolving during the first year of Program implementation into the BCPENA. Besides both E&S specialists within the PIU, a gender specialist will be hired to the PIU to ensure the implementation of stakeholder engagement aspects and the SEA/SH plan prepared under the Program. They will continue to oversee E&S functions, for the IPF component and support relevant government ministries and various directorates who will be responsible for managing the E&S risks of the Program.

109. World Bank will ensure that E&S instruments prepared for the proposed IPF component are implemented properly, capacity building on the Environmental and Social Framework (ESF) will be provided to all actors involved in preparing and implementing E&S instruments and monitoring their application.

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

V. RISK



111. **The overall risk of the Program-for-Results (PforR) is considered moderate. Political and governance, macroeconomic, sector strategies and policies, and E&S risks are currently rated moderate.** The Ivorian government's commitment to reform is illustrated by considerable public investment and sustained efforts to produce education sector strategies. However, coordination of policy development and implementation in the education sector is weak at both the central and subnational levels. To facilitate the reform process and provide concrete solutions to the challenges of change and adaptation, the PforR will rely on multi-stakeholder engagement for structured dialogue around key outcomes. It will also strengthen the capacity of the MENA to manage development results and lead the change process.
112. **Institutional capacity for implementation and sustainability risk is currently rated high.** The current ESDP PIU will provide start-up support for SCU's and technical committee activities. The IPF component will provide additional technical expertise as needed to facilitate Program deployment and ensure that sufficient capacity is in place. Nevertheless, the shift from implementing specific activities to a results-based approach will require a change in the way different actors collaborate and the necessary resources are mobilized, which presents a high risk to the achievement of the PforR objectives. To mitigate the risk, the first year of the Program is a year that will rely on a significant mobilization of TA.
113. **The overall fiduciary risk of the Program is substantial.** To ensure adequate and timely execution of the Program and achievement of expected results, improve transparency and predictability of resource allocation, and strengthen accountability and external oversight, several mitigating measures have been incorporated into the PAP (annex 6).



ANNEX 1. RESULTS FRAMEWORK MATRIX

Results Framework

COUNTRY: Cote d'Ivoire

Côte d'Ivoire Strengthening Primary Education System Operation

Program Development Objective(s)

The Program Development Objective is to improve: (i) equitable access to quality education and school health services in preprimary and primary schools; (ii) learning outcomes; and (iii) performance based management along the service delivery chain.

Program Development Objective Indicators by Objectives/Outcomes

Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improve equitable access to quality education and school health services in pre- and primary schools							
1. Net access rate to grade 1 of primary school (CP1) (Percentage)	DLI 2	74.69	75.00	75.00	76.00	77.00	78.00
Net access rates to grade 1 of primary school (CP1), girls (Percentage)		74.95	75.40	76.40	77.50	78.50	79.50
2. Students receiving medical checkups who have their vaccinations up to date (Percentage)	DLI 1	0.00	0.00	10.00	20.00	30.00	35.00
Improve learning outcomes							
3. Learning poverty level in	DLI 6	68.60	65.00	60.00	55.00	50.00	45.00



Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
grade 3 (CE1) (Percentage)							
4. Teachers visited applying new pedagogical practices in reading correctly. (Percentage)	DLI 5	0.00	0.00	90.00	90.00	90.00	90.00
5. Grade 3 students meeting the minimum reading proficiency threshold (Percentage)	DLI 4	19.00	30.00	35.00	43.00	60.00	60.00
Grade 3 students meeting the minimum reading proficiency threshold, girls (Percentage)		21.00	30.00	35.00	43.00	60.00	60.00
Improve performance-based management along the service delivery chain							
6. Strategic documents validated by the MENA support and coordination unit, cumulative (Number)	DLI 7	0.00	2.00	6.00	10.00	14.00	14.00
7. Implementation of objectives and performance contracts at DRENA level, cumulative (Number)	DLI 9	0.00	0.00	12.00	24.00	41.00	41.00
8. Citizen- Beneficiary surveys completed (Number)		0.00	0.00	1.00	1.00	1.00	1.00
Grievances addressed, and resolved with a feedback to complainants (Number)		0.00	95.00	95.00	95.00	95.00	95.00
Beneficiaries satisfied with		0.00	0.00	50.00	75.00	75.00	80.00



Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
the Operation's intervention (Percentage)							



Intermediate Results Indicator by Results Areas

Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
RA1: Improve equitable access to preschool and primary education in a safe environment.							
RA1.1 COGES benefiting from literacy campaigns for nutrition and early childhood development, cumulative (Number)	0.00	0.00	0.00	20.00	60.00	120.00	160.00
RA1.2 Classrooms built in line with climate-proofing standards and operational, cumulative (Number)	0.00	0.00	0.00	600.00	1,500.00	2,700.00	3,000.00
RA1.3 Preschool and CP1 students in vulnerable areas who received the school health support package, including treatment against diseases exacerbated by climate change (Percentage)	0.00	0.00	0.00	80.00	80.00	90.00	90.00
RA1.4 Percentage of Islamic schools integrated into the formal system (Percentage)	7.00	10.00	10.00	30.00	75.00	90.00	90.00
RA1.5 Children with sensory disabilities in elementary school, cumulative (Number)	3,607.00	4,364.00	4,364.00	5,280.00	6,388.00	7,728.00	8,800.00
Children with sensory disabilities in elementary school - girls, cumulative (Number)	1,800.00	2,182.00	2,182.00	2,640.00	3,194.00	3,864.00	4,400.00



Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
RA1.6 Retention rate of visual and hearing impaired students in primary (Text)	DLI 3	tbd	tbd	tbd	tbd	tbd	tbd
RA2: Improve the quality of teaching and classroom practices.							
RA2.1 Supervised teachers implementing at least 3 of the new mathematics instructional practices developed in the NAPAS program (Percentage)		0.00	0.00	90.00	90.00	90.00	90.00
RA2.2 Grade 3 students (CE1) meeting the minimum mathematics proficiency threshold (Percentage)		61.00	68.00	69.00	75.00	80.00	80.00
Grade 3 students (CE1) meeting the minimum mathematics proficiency threshold - girls (Percentage)		58.00	67.00	70.00	74.00	80.00	80.00
RA2.3 Students benefiting from PNAPAS, cumulative (Number)		0.00	646,000.00	1,824,000.00	3,520,000.00	5,729,000.00	8,403,000.00
Students benefiting from PNAPAS - girls, cumulative (Number)		0.00	316,500.00	893,500.00	1,725,000.00	2,807,000.00	4,117,000.00
Teachers recruited or trained (CRI, Number)	DLI 8	0.00	14,657.00	29,551.00	43,814.00	51,914.00	66,571.00
Teachers recruited or trained - Female (RMS requirement) (CRI, Number)		0.00	5,277.00	10,940.00	16,074.00	21,174.00	26,451.00
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	646,000.00	1,824,000.00	3,520,000.00	5,729,000.00	8,403,000.00



Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00	316,500.00	893,500.00	1,725,000.00	2,807,000.00	4,117,000.00
RA3: Strengthen management capacity and accountability throughout the service delivery chain.							
Large-scale primary/secondary learning assessments completed (CRI, Number)		0.00	0.00	2.00	4.00	6.00	8.00
RA3.2 Annual meetings between the new support and coordination unit and partners (cumulative) (Number)		0.00	2.00	4.00	8.00	12.00	16.00
RA3.3 DRENA having implemented at least 70 percent of the activities planned in their OPC annually (Number)		0.00	0.00	12.00	24.00	41.00	41.00
RA3.4 Female teachers in public primary schools (Percentage)		34.00	35.00	36.00	38.00	39.00	40.00



Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
1. Net access rate to grade 1 of primary school (CP1)	Number of 6-year-old students enrolled in CP1 / Number of 6-year-old students in Côte d'Ivoire	Annually	DESPS - EMIS	EMIS database	DESPS
Net access rates to grade 1 of primary school (CP1), girls	Number of 6-year-old girls students enrolled in CP1 / Number of 6-year-old girls students in Côte d'Ivoire	Same	Same	Same	Same
2. Students receiving medical checkups who have their vaccinations up to date	Number of students receiving the medical check-up who updated their vaccines after being referred to a vaccination center / Number of students receiving the medical check-up who were referred to a vaccination center to update their vaccines.	Annually	PNSSU-DMOSS EMIS	EMIS Extraction	DMOSS
3. Learning poverty level in grade 3 (CE1)	The indicator combines the share of out-of-school primary-aged children who are schooling deprived (SD), and the share of students below a minimum proficiency in reading, who are learning deprived (LD). By combining SD and LD, the indicator brings into	annually	MENA database	$LP = [LD \times (1-SD)] + [1 \times SD]$ LP = Learning poverty LD = Learning deprivation, defined as share of children at the end of primary who read at below the minimum proficiency level. SD = Schooling	DESPS - DVSP



	focus the need for “more schooling”, which by itself serves a variety of critical functions, as well as “better learning” which is important to ensure that time spent in school translates into acquisition of skills and capabilities.			deprivation, defined as the share of primary aged children who are out-of-school. All out-of-school children are assumed to be below the minimum proficiency level in reading. <u>Baseline 2022</u> : $74 * (1 - 7.4 \text{ percent}) + (1 * 7.4 \text{ percent})$ 74: EGRA data 2021-22 (grade 4) 7.4 percent: out of school children in 2021-22 (in primary data from DSPS)	
4. Teachers visited applying new pedagogical practices in reading correctly.	Number of supervised primary teachers implementing the three new reading practices / Number of supervised primary teachers	Annually	DPFC - EMIS	EMIS database	DPFC
5. Grade 3 students meeting the minimum reading proficiency threshold	Percentage of grade 3 students who meet the minimum reading proficiency threshold. This value will be calculated from a representative sample.	Annually	DVSP - EMIS	EMIS database	DVSP
Grade 3 students meeting the minimum reading proficiency	Percentage of female students in grade 3 who	Same	Same	Same	Same



threshold, girls	meet the minimum reading proficiency threshold. This value will be calculated from a representative sample				
6. Strategic documents validated by the MENA support and coordination unit, cumulative	The documents will be ordered by the unit from the various departments. The following documents will be validated: (i) SNAPAS strategic vision, (ii) national teacher training strategy, (iii) narrative report on the implementation of PNAPAS, (iv) narrative report on the implementation of the national training strategy, (v) narrative report on the adjustment of initial training, (vi) narrative report on the implementation of the COPs, (vii) language policy, (viii) mini SDI.	Annually	Review of documents produced by the support and coordination unit	Support and coordination unit	Support and coordination unit
7. Implementation of objectives and performance contracts at DRENA level, cumulative	Number of OPC implemented in a limited number of regions. The value of this indicator is cumulative.	Annually	General inspectorat - EMIS	EMIS database	General inspectorate
8. Citizen- Beneficiary surveys completed	Beneficiary survey done to gauge the perception of	Annually	MENA - PIU	Phone surveys	MENA PIU



	the beneficiaries.				
Grievances addressed, and resolved with a feedback to complainants	Number of complaints captured by the GRM and through beneficiary surveys that are properly addressed and resolved	Annually	Beneficiary surveys, GRM	Surveys	MENA - PIU
Beneficiaries satisfied with the Operation's intervention	Share of the beneficiaries in the surveys that respond that they are satisfied or very satisfied with the Operaiton	annually, after the first year of implement ation	Surveys, GRM	Surveys	MENA - PIU



Monitoring & Evaluation Plan: Intermediate Results Indicators					
Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
RA1.1 COGES benefiting from literacy campaigns for nutrition and early childhood development, cumulative	Number of COGES benefiting from literacy campaigns for nutrition and early childhood development.	Annually	DESPS - EMIS	EMIS database	DESPS
RA1.2 Classrooms built in line with climate-proofing standards and operational, cumulative	Number of classrooms built to MENA climate-proofing standards and functional (i.e., with standard equipment and a teacher)	Annually	DESPS/RH EMIS	EMIS Database	DESPS / DRH
RA1.3 Preschool and CP1 students in vulnerable areas who received the school health support package, including treatment against diseases exacerbated by climate change	Number of preschool and CP1 students in vulnerable areas who have benefited from the health support package / Number of preschool and CP1 students.	Annually	PNSSU - DMOS - EMIS	EMIS database	DMOSS
RA1.4 Percentage of Islamic schools integrated into the formal system	Integration is measured by a teaching license granted by MENA to Islamic structures that have met the compliance criteria	Annually	DESPS EMIS	EMIS database	DESPS
RA1.5 Children with sensory disabilities in elementary school, cumulative	Number of children with sensory disabilities (hearing and vision impaired) enrolled in the school	Annually	DESPS EMIS	EMIS database	DESPS
Children with sensory disabilities in elementary school - girls, cumulative	Number of girls with sensory disabilities (hearing and vision impaired)	Same	Same	Same	Same



	enrolled in the school				
RA1.6 Retention rate of visual and hearing impaired students in primary	Percentage of a generation of students with hearing and visual impairment that entered the same year in CP1 and reaching CM2	Annually	DESPS	DESPS	DESPS
RA2.1 Supervised teachers implementing at least 3 of the new mathematics instructional practices developed in the NAPAS program	Number of supervised primary teachers implementing the 3 new math practices / Number of supervised primary teachers	Annually	DPFC EMIS	EMIS database	DPFC
RA2.2 Grade 3 students (CE1) meeting the minimum mathematics proficiency threshold	% of third graders (3rd grade) who meet the minimum proficiency level in mathematics. This value will be calculated from a representative sample	Annually	DVSP EMIS	EMIS database	DVSP
Grade 3 students (CE1) meeting the minimum mathematics proficiency threshold - girls	% of third girls graders (3rd grade) who meet the minimum proficiency level in mathematics. This value will be calculated from a representative sample	Annually	DVSP EMIS	EMIS database	DVSP
RA2.3 Students benefiting from PNAPAS, cumulative	Number of preschool and elementary school students who benefit from the new Early Learning Program implemented in a phased-in manner. The value of this indicator is cumulative.	Annually	DESPS EMIS	EMIS database	DESPS - DPFC



Students benefiting from PNAPAS - girls, cumulative	Number of preschool and elementary school girls students who benefit from the new Early Learning Program implemented in a phased-in manner. The value of this indicator is cumulative.	Same	Same	Same	Same
Teachers recruited or trained		Annually	DSPS	DESPS EMIS - see DLI 5	DESPS
Teachers recruited or trained - Female (RMS requirement)		annually	DSPS EMIS (DLI5)	see DLI 5	DSPS
Students benefiting from direct interventions to enhance learning		Annually	DESPS - EMIS	see DLI 4 - Beneficiaries of PNAPAS - data collected by December of the school year.	DESPS
Students benefiting from direct interventions to enhance learning - Female					
Large-scale primary/secondary learning assessments completed	The indicator measures the number of Bank-supported completed large-scale assessment rounds at the primary or secondary levels. "Completed large-scale assessment rounds" refers to rounds of a large-scale assessment, for which the results are made publicly available within 2 years of the assessment administration. The supported activities could	Annually	DESPS	see DLI 5	DESPS



	include capacity building, design, administration, analysis, reporting, use, publication, and/or dissemination of an assessment. "Large-scale assessment" includes both national large-scale assessments (NLSA) and international large-scale assessments (ILSA). Report for the following education levels: Primary (ISCED 1) and Secondary (ISCED 2 & 3)				
RA3.2 Annual meetings between the new support and coordination unit and partners (cumulative)	These annual meetings are an opportunity to present the unit's objectives and annual work plan, as well as to identify opportunities for pooling efforts and limiting duplication in the partners' interventions. The value of this indicator is cumulative	Annually	Meeting minutes	Meeting minutes	Support and coordination unit
RA3.3 DRENA having implemented at least 70 percent of the activities planned in their OPC annually	In the perspective of deconcentration and accountability, DRENA will have the responsibility and funding to implement their COP. The value of this indicator is cumulative	Annually	DAF documents; DRENA implementation report	DAF report - DRENA report	DAF DRENA



RA3.4 Female teachers in public primary schools	Percentage of female teachers in public primary schools	Annually	DESPS EMIS	EMIS database	DESPS
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ANNEX 2. DISBURSEMENT LINKED INDICATORS, ARRANGEMENTS AND VERIFICATION PROTOCOLS

Disbursement Linked Indicators Matrix

DLI 1	Students and COGES in vulnerable areas benefit from a support package that promotes health, nutrition, and cognitive development of young children			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	33,000,000.00	9.05
Period	Value		Allocated Amount (USD)	Formula
Baseline	NA			
January 1, 2023 – December 31, 2023	DLR 1.1: MENA has planned its school health program and signed a protocol with MSHP to provide health support package to preprimary and CP1 students in vulnerable areas over the next three years.		1,000,000.00	see below
January 1, 2024 – December 31, 2024	DLR 1.2: By year 2, MENA has provided school health support package for preprimary and CP1 students in vulnerable areas.		4,000,000.00	see below
January 1, 2025 – December 31, 2025	DLR 1.3: By year 3, MENA has provided school health support package for preprimary and CP1 students in vulnerable areas.		4,000,000.00	see below
January 1, 2026 – December 31, 2026	DLR 1.4: By year 4, MENA has provided school health support package preprimary and CP1 students in vulnerable areas.		4,000,000.00	see below



January 1, 2027 – December 31, 2027	DLR 1.5: By year 5, MENA has provided school health support package for preprimary and CP1 students in vulnerable areas. DLR 1.6: By year 5, MENA has piloted the family literacy module in 160 COGES in at least 12 regions.		20,000,000.00	see below
DLI 2	Access to learning is facilitated by an expanded construction scheme based on an improved school map			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	91,000,000.00	24.95
Period	Value		Allocated Amount (USD)	Formula
Baseline	NA			
January 1, 2023 – December 31, 2023	DLR 2.1: By year 1, MENA has planned 80 percent of School construction needs for the next 3 years based on improved school mapping tools.		1,000,000.00	See below
January 1, 2024 – December 31, 2024	NA		0.00	See below
January 1, 2025 – December 31, 2025	NA		0.00	See below
January 1, 2026 – December 31, 2026	NA		0.00	See below
January 1, 2027 – December 31, 2027	DLR 2.2: By year 5, MENA has built and made operational 3,000 classrooms according to the school map.		90,000,000.00	See below



DLI 3	MENA has supported children as part of its national inclusive education strategy			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Text	8,700,000.00	2.39
Period	Value		Allocated Amount (USD)	Formula
Baseline	NA			
January 1, 2023 – December 31, 2023	DLR 3.1: By year 1, MENA as validated its national inclusive education strategy		1,700,000.00	See below
January 1, 2024 – December 31, 2024	NA		0.00	See below
January 1, 2025 – December 31, 2025	DLR 3.2: In Year 3, MENA provided specific learning materials to visually or hearing impaired enrolled in school.		5,000,000.00	See below
January 1, 2026 – December 31, 2026	DLR 3.3: In Year 4, MENA provided specific learning materials to visually- or hearing-impaired students enrolled in school.		1,000,000.00	See below
January 1, 2027 – December 31, 2027	DLR 3.4: In Year 5, MENA provided specific learning materials to visually- or hearing-impaired students enrolled in school.		1,000,000.00	See below
DLI 4	PNAPAS is implemented throughout Côte d'Ivoire			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	80,000,000.00	21.94
Period	Value		Allocated Amount (USD)	Formula



Baseline	NA		
January 1, 2023 – December 31, 2023	DLR 4.1: By year 1, MENA has delivered to preprimary and CP1 classes the pedagogical package, as defined in the PNAPAS, no later than two months after the start of the school year.	7,000,000.00	See below
January 1, 2024 – December 31, 2024	DLR 4.2 By year 2, MENA has delivered to preprimary, CP1 and CP2 classes the pedagogical package, as defined in the PNAPAS, no later than two months after the start of the school year.	11,000,000.00	See below
January 1, 2025 – December 31, 2025	DLR 4.3: By year 3, MENA has delivered to preprimary, CP1, CP2 and CE1 classes the pedagogical package, as defined in the PNAPAS, no later than two months after the start of the school year.	16,000,000.00	See below
January 1, 2026 – December 31, 2026	DLR 4.4: By year 4, MENA has delivered to preprimary, CP1, CP2, CE1 and CE2 classes the pedagogical package, as defined in the PNAPAS, no later than two months after the start of the school year.	20,000,000.00	See below
January 1, 2027 – December 31, 2027	DLR 4.5: By year 5, MENA has delivered to preprimary, CP1, CP2, CE1, CE2 and CM1 classes the pedagogical package, as defined in the PNAPAS, no later than two months after the start of the school year.	26,000,000.00	See below



DLI 5				
Teachers' capacities to master new pedagogical approaches are strengthened				
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	73,500,000.00	20.15
Period	Value	Allocated Amount (USD)		Formula
Baseline	NA			
January 1, 2023 – December 31, 2023	DLR 5.1: By year one, MENA has updated its teachers' training strategy linked with PNAPAS DLR 5.2: By year one, MENA has trained preprimary and CP1 teachers on methodological approach for early learning as defined under PNAPAS	10,500,000.00		See below
January 1, 2024 – December 31, 2024	DLR 5.3: By year 2, CP1 teachers apply the 6 new pedagogical practices (3 in reading/writing and 3 in mathematics). DLR 5.4: By year 2, MENA has trained CP2 teachers on methodological approach for early learning as defined under PNAPAS.	14,500,000.00		See below
January 1, 2025 – December 31, 2025	DLR 5.5: By year 3, CP2 teachers apply the 6 new pedagogical practices (3 in reading/writing and 3 in mathematics). DLR 5.6: By year 3, MENA has trained CE1 teachers on methodological approach for early learning as defined under PNAPAS.	14,500,000.00		See below
January 1, 2026 – December 31, 2026	DLR 5.7: By year 4, CE1 teachers apply the 6 new pedagogical practices (3 in reading/writing and 3 in mathematics). DLR 5.8: By year 4, MENA has	14,500,000.00		See below



	trained CE2 teachers on methodological approach for early learning as defined under PNAPAS.		
January 1, 2027 – December 31, 2027	DLR 5.9: By year 5, CE2 teachers apply the 6 new pedagogical practices (3 in reading/writing and 3 in mathematics). DLR 5.10: By year 5, MENA has trained CM1 teachers on methodological approach for early learning as defined under PNAPAS. DLR 5.11: By year 5, MENA has provided a refresher training to CP1 and CP2 teachers on methodological approach for early learning as defined under PNAPAS.	19,500,000.00	See below
DLI 6	Learning outcomes are improved for grade 3 students in reading/writing and mathematical skills		
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)
Output	Yes	Text	28,000,000.00
Period	Value	Allocated Amount (USD)	Formula
Baseline	NA		
January 1, 2023 – December 31, 2023	NA	0.00	See below
January 1, 2024 – December 31, 2024	DLR 6.1: By year 2, MENA has implemented a national primary assessment for CP1 and CE1 students.	2,000,000.00	See below
January 1, 2025 – December 31, 2025	DLR 6.2: By year 3, MENA has implemented a national primary assessment for CP2 and CE1 students.	2,000,000.00	See below



January 1, 2026 – December 31, 2026	DLR 6.3: By year 4, MENA has implemented a national primary assessment for CE1 and CM2 students. DLR 6.4: By year 4, CE1 graders meet the minimum reading/writing threshold. DLR 6.5: By year 4, CE1 graders meet the minimum threshold of competency in mathematics.		12,000,000.00	See below
January 1, 2027 – December 31, 2027	DLR 6.6: By year 5, MENA has implemented a national primary assessment for CE1 and CE2 students. DLR 6.7: By year 5, CE1 graders meet the minimum reading/writing threshold. DLR 6.8: By year 5, CE1 graders meet the minimum threshold of competency in mathematics.		12,000,000.00	See below
DLI 7	MENA’s planning and monitoring/reporting are strengthened			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Text	4,500,000.00	1.23
Period	Value		Allocated Amount (USD)	Formula
Baseline	NA			
January 1, 2023 – December 31, 2023	DLR 7.1: In the Year during which the Support and Coordination Secretariat is established, MENA has issued an annual workplan for its first year of activity.		500,000.00	See below
January 1, 2024 – December 31, 2024	DLR 7.2: In the Year following the one during which the Support and Coordination Secretariat has been established, MENA has issued and published a report on its first year of activity and an annual workplan for its second year of activity.		500,000.00	See below



January 1, 2025 – December 31, 2025	DLR 7.3: by year 3, BCPENA has been established. DLR 7.4: In the second Year following the one during which the Support and Coordination Secretariat was established, MENA has issued and published an annual activity report covering its second Year of activity and an annual workplan for its third Year of activity.		2,500,000.00	See below
January 1, 2026 – December 31, 2026	DLR 7.5: In the third Year following the one during which the Support and Coordination Secretariat was established, MENA has issued and published an annual activity report on its third Year of activity and an annual workplan for its fourth Year of activity.		500,000.00	See below
January 1, 2027 – December 31, 2027	DLR 7.6: In the fourth Year following the one during which the Support and Coordination Secretariat was established, MENA has issued and published an annual activity report on its fourth Year of activity and an annual workplan for for its fifth Year of activity.		500,000.00	See below
DLI 8	The reform of the regionalization of preprimary and primary teacher recruitment is implemented			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Text	9,800,000.00	2.69
Period	Value		Allocated Amount (USD)	Formula
Baseline	NA			
January 1, 2023 – December 31, 2023	DLR 8.1: By year 1, MENA has defined the operational framework for the regional		200,000.00	See below



	recruitment.			
January 1, 2024 – December 31, 2024	DLR 8.2: By year 2, MENA has organized regionalized recruitment in districts or regions.		1,600,000.00	See below
January 1, 2025 – December 31, 2025	DLR 8.3: By year 3, MENA has organized regionalized recruitment in districts or regions.		1,600,000.00	See below
January 1, 2026 – December 31, 2026	DLR 8.4: By year 4, MENA has organized regionalized recruitment in districts or regions. DLR 8.5: By year 4, MENA has assigned 100 percent of CAFOP interns in the districts or regions they have passed their CAFOP entry exams.		3,200,000.00	See below
January 1, 2027 – December 31, 2027	DLR 8.6: By year 5, MENA has organized regionalized recruitment in districts or regions. DLR 8.7: By year 5, MENA has assigned 100 percent of teachers to the districts or regions they have passed their CAFOP entry exams.		3,200,000.00	See below
DLI 9	Objectives and Performance-based Contracts are implemented			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	15,500,000.00	4.25
Period	Value		Allocated Amount (USD)	Formula
Baseline	NA			
January 1, 2023 – December 31, 2023	DLR 9.1: By year 1, MENA has trained all DRENAs to OPC.		700,000.00	See below



January 1, 2024 – December 31, 2024	DLR 9.2: By year 2, MENA has decentralized general inspectorate directorate in regional offices	2,500,000.00	NA
January 1, 2025 – December 31, 2025	NA	0.00	NA
January 1, 2026 – December 31, 2026	DLR 9.3: By year 4 MENA has signed 41 OPCs and transferred the relevant funds to DRENAs (based on a fund allocation mechanism). DLR 9.4: By year 4, MENA has produced evaluation reports of its structures according to the monitoring mechanisms of the OPC in the 41 DRENA.	12,300,000.00	See below
January 1, 2027 – December 31, 2027	NA	0.00	NA



Verification Protocol Table: Disbursement Linked Indicators

DLI 1	Students and COGES in vulnerable areas benefit from a support package that promotes health, nutrition, and cognitive development of young children
Description	This DLI measures the targeting and prioritization of the medical and nutritional support package to young children (preschool/ preprimary and CP1) as well as the development and piloting of a family literacy program integrating nutrition and cognitive development issues for young children.
Data source/ Agency	Database and annual report of the school health campaign provided by PNSSU and MENA teams (DSPA) MENA documents (DAENF)
Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u></p> <p>DLR 1.1 / 1.2 / 1.3 / 1.4 / 1.5: Vulnerable areas. Students in vulnerable areas are those who live in regions with the highest poverty rates according to the 2018 poverty data analysis. These regions are currently Kabadougou, Bafing, Tchologo, Tonkpi, Haut-Sassandra, Agneby-Tiassa, Cavally and Guemon. The list of regions may be updated (regions added or removed) based on updated data, upon request by the beneficiary (MENA) and if deemed acceptable to the World Bank. The definition of “Vulnerable area” may be revised upon request by the beneficiary (MENA) and if deemed acceptable to the World Bank.</p> <p>DLR 1.1: Based on the document provided by MENA (DMOSS) and PNSSU, the independent Verification Agent (IVA) will verify (i) the availability of a planning document for the delivery of a school health package to students in preschool / preprimary and CP1 grades in public schools in vulnerable areas over the next three years; and (ii) the existence of a signed agreement (memorandum of understanding) between MENA and the MSHP on the planning document. This signed agreement must include prioritization of school health activities for preschool/pre-primary and first grade students and roles and responsibilities between MENA and MSHP with regards to the delivery of the school health package.</p> <p>DLR 1.2 / 1.3 / 1.4 / 1.5: Based on the DESPS database and annual report provided by DMOSS, IVA will verify the percentage of young students (preschool/preprimary and CP1) benefiting from the school health and nutrition support package during the relevant school year. School health and nutrition package contains (i) a general physical examination (including at least hearing and vision screening), (ii) follow-up of vaccinations, (iii) deworming, (iv) nutritional supplements, (v) referral to health services (school medical center) in case of specific health problems. The verification will be based on a representative sample proposed by the IVA and acceptable to the Bank.</p> <p>DLR 1.2: Students are those who will be enrolled in preschool, preprimary and CP1 grades during the 2023/2024 school</p>



	<p>year. AVI must take place before end of May 2024.</p> <p>DLR 1.3: Students are those who will be enrolled in preschool, preprimary and CP1 grades during the 2024/2025 school year. AVI must take place before end of May 2025.</p> <p>DLR 1.4: Students are those who will be enrolled in preschool, preprimary and CP1 grades during the 2025/2026 school year. AVI must take place before end of May 2026.</p> <p>DLR 1.5: Students are those who will be enrolled in preschool, preprimary and CP1 grades during the 2026/2027 school year. AVI must take place before end of May 2027.</p> <p>DLR 1.6: Based on the documentation provided by MENA (implementation report provided by DCSPA and DAPS-COGES), the IVA will verify the implementation of the piloting of the literacy program in the COGES reported. Implementation of the pilot literacy program (number of hours, timeframe, beneficiaries, content) will be defined in the implementation strategy and operational plan of the family literacy program developed under the IPF component and validated by MENA. The pilot must be implemented in at least 12 regions (administrative regions). DLR disbursement is done in increment of 10 COGES, up to a maximum of 160 within the Program timeframe.</p> <p><u>Formula (amount):</u></p> <p>DLR 1.1: US\$1 million for the school health program plan.</p> <p>DLR 1.2: From a baseline of 0 percent, US\$2 million when 50% of preschool/preprimary and CP1 students have received the school health package, US\$500,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 1.3: From a baseline of 0 percent, US\$2 million when 50% of preschool/preprimary and CP1 students have received the school health package, US\$500,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 1.4: From a baseline of 0 percent, US\$2 million when 50 percent of preschool/preprimary and CP1 students have received the school health package, US\$500,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 1.5: From a baseline of 0 percent, US\$2 million when 50 percent of preschool/preprimary and CP1 students have received the school health package, US\$500,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 1.6: US\$100.000 per COGES.</p>
DLI 2	Access to learning is facilitated by an expanded construction scheme based on an improved school map
Description	This DLI measures progress in school construction planning based on equity criteria as well as the expansion of the school construction program.
Data source/ Agency	MENA DSPS



Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u> DLR 2.1: School construction needs are planned (sites localization and availability, environmental and social mitigations measures) until 2026 based on (i) equity criteria acceptable to the World Bank, such as poverty rate of the region, regional enrollment rate; and (ii) prioritization of incomplete school structures. The verification will be based on a review of relevant documents provided by the DESPS (list of sites, documents attesting to MENA ownership, environmental and social assessment available for each site). DLR 2.2: Based on information provided by DCEP, DELC and MENA's DRH and on field visits (for a sample acceptable to the Bank), IVA will verify that new classrooms have been built and are operational according to the school's construction plan (DLR 2.1). "Operational" means (i) the provisional acceptance report for the new preschool, pre-primary and/or primary classrooms; (ii) the availability of equipment in accordance with the standards set by MENA; and (iii) the assignment of at least one teacher per classroom (or for preschool at least one educator or one teacher per classroom). DLI disbursement is done in increment of 300 classrooms, up to a maximum of 3,000 within the Program timeframe.</p> <p><u>Formula (amount):</u> DLR 2.1: From a baseline of 0 percent, US\$600,000 when 40 percent of 3,000 classroom construction have been planned, US\$100,000 for each additional 10 percentage point increase, up to a maximum of 80 percent. DLR:2.2: US\$30,000 per classroom built and operational up to 3,000 classrooms.</p>
DLI 3	MENA has supported children as part of its national inclusive education strategy
Description	This DLI measures the formalization of texts and strategies for the sustainability of Islamic education structures platform. This platform aims to (i) limit the number of Islamic education structures outside of the formal system, and (ii) bring them in line with the quality standards imposed by MENA.
Data source/ Agency	MENA
Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u> DLR 3.1: IVA will be based on a review of relevant documents to confirm the validation of the inclusive education strategy. This strategy must include: (i) an action plan for the integration of more out-of-school children through bridging classes; (ii) an approach and tools as well as relevant training for teachers to accommodate children with special needs (mental, physical and sensory); (iii) the texts necessary for the formalization of the platform of Islamic education structures. These</p>



texts must specify the identity of the structures integrated into this platform, the role and missions of each of these entities, the working modalities within the platform, the strategic vision of the platform for the follow-up of the Islamic education structures and their integration and retention in the formal system.

DLR 3.2 / 3.3 / 3.4: Based on MENA data, the IVA will conduct a direct verification with a sample acceptable to the Bank of students with sensory disabilities enrolled in public schools (visually- and hearing-impaired students). In particular, the IVA will need to ensure - based on a representative sample acceptable to the World Bank - that the following kits have been distributed to students:

- For visually impaired CP1 and CP2 students: (i) a Braille punch tool, (ii) an 8-line Braille tablet, (iii) an abacus, (iv) a white cane, and (v) the "Black to Braille" textbook or equivalent acceptable to the World Bank.
- For visually impaired students in grade 3 (CE1) and above: (i) a Braille punch tool, (ii) a 26-line Braille tablet, (iii) an abacus, (iv) a white cane, (v) the "Black to Braille" textbook or an equivalent acceptable to the World Bank.
- For hearing impaired students in CP1 and CP2: (i) Cycle 1 sign language manual.
- For hearing impaired students in CE1 and CE2: (i) Sign Language Cycle 2 textbook.
- For hearing impaired students in CM1 and CM2: (i) Sign Language Manual Cycle 3.

DLR 3.2: For the DLR disbursement, independent verification must take place before the end of November 2025 at the latest and cover students enrolled in the 2025/2026 school year.

DLR 3.3: For the DLR disbursement, independent verification must take place before the end of November 2026 at the latest and cover students enrolled in the 2026/2027 school year.

DLR 3.4: For the DLR disbursement, independent verification must take place before the end of November 2027 at the latest and cover students enrolled in the 2027/2028 school year.

Formula (amount):

DLR 3.1 IDA: US\$1 million for the validation of the inclusive education strategy.

DLR 3.1 GPE: US\$700,000 for the validation of the inclusive education strategy.

DLR 3.2 GPE : From a base of 10 percent, disbursement of US\$100,000 for each additional percentage of visually impaired / hearing impaired students enrolled in school who have received the specific equipment, up to a maximum of 60 percent.

DLR 3.3 GPE: Disbursement of US\$1 million to maintain 60 percent of hearing and visually impaired students in school with specific learning materials.

DLR 3.4 IDA: Disbursement of US\$1 million to maintain 60 percent of hearing and visually impaired students in school with specific learning materials.



DLI 4	PNAPAS is implemented throughout Côte d'Ivoire
Description	This DLI will support the progressive implementation of the National Early Learning Program, including the provision of a pedagogical package leading to basic skills (reading/writing and mathematics) strengthening.
Data source/ Agency	MENA-DPFC
Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u> DLR 4.1 / 4.2 / 4.3 / 4.4 / 4.5: The verification will be based on (i) a review of the relevant documentation produced by MENA (distribution reports with electronic or physical records of receipt in schools signed by the school principal), and (ii) field visit on a sample of classes acceptable to the Bank to ensure that the pedagogical package is available in classes no later than two months after the start of the school year. The pedagogical package contains educational inputs as defined in PNAPAS (from CP1 to CM1, one learning book for math and one for reading/writing, one student book for math and one for reading/writing and one teacher guide).</p> <p>DLR 4.1. The pedagogical package will only concern Preprimary/CP1 for the 2023/2024 school year. For the DLR disbursement, independent verification must take place before the end of November 2023 at the latest.</p> <p>DLR 4.2. The pedagogical package will only concern Preprimary/CP1/CP2 for the 2024/2025 school year. For the DLR disbursement, independent verification must take place before the end of November 2024 at the latest.</p> <p>DLR 4.3. The pedagogical package will only concern Preprimary/CP1/CP2/CE1 for the 2025/2026 school year. For the DLR disbursement, independent verification must take place before the end of November 2025 at the latest.</p> <p>DLR 4.4. The pedagogical package will only concern Preprimary/CP1/CP2/CE1/CE2 for the 2026/2027 school year. For the DLR disbursement, independent verification must take place before the end of November 2026 at the latest.</p> <p>DLR 4.5. The pedagogical package will only concern Preprimary/CP1/CP2/CE1/CE2/CM1 for the 2027/2028 school year. For the DLR disbursement, independent verification must take place before the end of November 2027 at the latest.</p> <p><u>Formula (amount):</u> DLR 4.1 IDA: From a baseline of 0%, US\$ 4 million when 60% preprimary and CP1 classes have received pedagogical package, US\$1 million for each additional 10 percentage point increase, up to a maximum of 90 percent. DLR 4.2 IDA: From a baseline of 0%, US\$6 million when 60% preprimary, CP1 and CP2 classes have received pedagogical package, US\$1 million for each additional 10 percentage point increase, up to a maximum of 90 percent. DLR 4.2 GPE: From a baseline of 0%, US\$1.250 million when 60% preprimary, CP1 and CP2 classes have received pedagogical package, US\$250,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p>



	<p>DLR 4.3 IDA: From a baseline of 0%, US\$11 million when 60% preprimary, CP1, CP2 and CE1 classes have received pedagogical package, US\$1 million for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 4.3 GPE: From a baseline of 0%, US\$1.250 million when 60% preprimary, CP1, CP2 and CE1 classes have received pedagogical package, US\$250,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 4.4 IDA: From a baseline of 0%, US\$15 million when 60% preprimary, CP1, CP2, CE1 and CE2 classes have received pedagogical package, US\$1 million for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 4.4 GPE: From a baseline of 0%, US\$1.250 million when 60% preprimary, CP1, CP2, CE1 and CE2 classes have received pedagogical package, US\$250,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 4.5 IDA: From a baseline of 0%, US\$23 million when 60% preprimary, CP1, CP2, CE1, CE2 and CM1 classes have received pedagogical package, US\$1 million for each additional 10 percentage point increase, up to a maximum of 90 percent.</p>
DLI 5	Teachers’ capacities to master new pedagogical approaches are strengthened
Description	This DLI will support the strengthening of teacher competencies through adjustment of the initial teacher training curriculum and the development of a national plan to strenghten teachers’ skills
Data source/ Agency	MENA-DPFC
Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u></p> <p>DLR 5.1: Based on relevant documentation provided by MENA (DELC), the IVA will verify that teachers training strategy has been updated. In particular, regarding pre-service training, the IVA will verify that (i) preservice modules have been adjusted in line with PNAPAS; (ii) a reference framework for monitoring and supervision of preservice training; and (iii) its operational implementation plan have been developed. The reference framework should specify the methods for supervising student teachers during their internships, as well as the status, missions, and responsibilities and roles of MENA staff involved in supervision and training. Regarding in-service training, the IVA will verify that the national strategy for teacher training is updated with an operational plan (including options for refresher trainings of teachers) and validated by MENA (validation report provided by the inspectorate general available). This strategy should specify the vision, the objectives, necessary actions, and resources needed.</p> <p>DLR 5.2 / 5.4 / 5.6 / 5.8 / 5.10: Based on relevant documentation provided by MENA (teachers training report drafted by DPFC) and on a sample acceptable to the Bank of teachers who have received training, IVA will verify that the target teachers have received in-service training related to PNAPAS.</p> <p>DLR 5.2: The target teachers receiving the training are pre-primary and CP1 teachers. Pre-primary and CP1 teachers are the</p>



one who will be in charge of pre-primary and CP1 students for the 2023/2024 school year. IVA must be requested before end of September 2023.

DLR 5.4: The target teachers receiving the training are CP2 teachers. CP2 teachers are the one who will be in charge of CP2 students for the 2024/2025 school year. IVA must be requested before end of September 2024.

DLR 5.6: The target teachers receiving the training are CE1 teachers. CE1 teachers are the one who will be in charge of CE1 students for the 2025/2026 school year. IVA must be requested before end of September 2025.

DLR 5.8: The target teachers receiving the training are CE2 teachers. CE2 teachers are the one who will be in charge of CE2 students for the 2026/2027 school year. IVA must be requested before end of September 2026.

DLR 5.10: The target teachers receiving the training are CM1 teachers. CM1 teachers are the one who will be in charge of CM1 students for the 2027/2028 school year. IVA must be requested before end of September 2027.

DLR 5.11: The target teachers receiving the refresher training are CP1 and CP2 teachers. CP1 and CP2 teachers are the one who will be in charge of CP1 and CP2 students for the 2027/2028 school year. IVA must be requested before end of September 2027.

DLR 5.3 / 5.5 / 5.7 / 5.9: Based on the relevant documentation provided by MENA (supervision report provided by DPFC), the IVA will verify that target teachers (as defined below) apply the 6 new pedagogical approach for classroom practices. These new classroom practices are (a) for reading and writing 1) individual student reading aloud while pointing, 2) corrective feedback from teachers, 3) explanation by teacher of unknown vocabulary; (b) for mathematics, 1) manipulation, 2) schematization, 3) questioning. The supervision report provided by DPFC will report on the supervisory visits made by pedagogical supervisors (*conseillers pédagogiques*) on at least 40% of target teachers each year. The classroom visits should be based on standardized classroom observation grids (TEACH type) and should include reports on implementation of the classroom practices by the teachers and recommendations for training needs.

DLR 5.3: The target teachers applying the 6 new pedagogical approach are CP1 teachers during 2023/2024 school year. Independent Verification must be completed before May 2024. IVA will verify the reports provided by DPFC.

DLR 5.5: The target teachers applying the 6 new pedagogical approach are CP2 teachers during 2024/2025 school year. Independent Verification must be completed before May 2025. IVA will verify the reports provided by DPFC.

DLR 5.7: The target teachers applying the 6 new pedagogical approach are CE1 teachers during 2025/2026 school year. Independent Verification must be completed before May 2026. IVA will verify the reports provided by DPFC.

DLR 5.9: The target teachers applying the 6 new pedagogical approach are CE2 teachers during 2026/2027 school year. Independent Verification must be completed before May 2027. IVA will verify the reports provided by DPFC.

Formula (amount):

DLR 5.1: US\$500,000 for the teachers' training strategy.



	<p>DLR 5.2: From a baseline of 0%, US\$6 million when 50% of preprimary and CP1 teachers have been trained on new methodological approach as defined under PNAPAS, US\$200,000 for each additional 1 percentage point increase, up to a maximum of 70 percent.</p> <p>DLR 5.3: From a baseline of 0%, US\$3 million when 60% of CP1 teachers visited apply the 6 new pedagogical approach, US\$500,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.4: From a baseline of 0%, US\$6 million when 50% of CP2 teachers have been trained on new methodological approach as defined under PNAPAS, US\$100,000 for each additional 1 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.5: From a baseline of 0%, US\$3 million when 60% of CP2 teachers apply the 6 new pedagogical approach, US\$500,000 for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.6: From a baseline of 0%, US\$6 million when 50% of CE1 teachers have been trained on new methodological approach as defined under PNAPAS, US\$100,000 for each additional 1 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.7: From a baseline of 0%, US\$3 million when 60% of CE1 teachers visited apply the 6 new pedagogical approach, US\$500,000 million for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.8: From a baseline of 0%, US\$6 million when 50% of CE2 teachers have been trained on new methodological approach as defined under PNAPAS, US\$100,000 for each additional 1 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.9: From a baseline of 0%, US\$3 million when 60% of CE2 teachers visited apply the 6 new pedagogical approach, US\$500,000 million for each additional 10 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.10: From a baseline of 0%, US\$6 million when 50% of CM1 teachers have been trained on new methodological approach as defined under PNAPAS, US\$100,000 for each additional 1 percentage point increase, up to a maximum of 90 percent.</p> <p>DLR 5.11: From a baseline of 0%, US\$3 million when 40% of CP1 and CP2 teachers have received the refresher trained on the methodological approach as defined under PNAPAS, US\$200,000 for each additional percentage point increase, up to a maximum of 50 percent.</p>
DLI 6	Learning outcomes are improved for grade 3 students in reading/writing and mathematical skills
Description	This DLI measures the effects of PNAPAS implementation on students' learning outcomes in reading/writing and mathematics. The standardized national survey must follow an EGRA/EGMA type methodology. The verification will be done on a representative sample.



Data source/ Agency	MENA - DVSP
Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u> DLR 6.1 / 6.2 / 6.3: The verification will be based on the review of documentation (methodological report and implementation report and results drafted by DVSP) to confirm the implementation of standardized national assessments for target grades (as defined below). These national assessments will be conducted on a representative sample of students, according to the EGRA and EGMA methodologies and standards in terms of sample and threshold. DLR 6.1: The target grades are CP1 and CE1. Assessment must take place before May 2024 for the 2023/2024 school year. DLR 6.2: The target grades are CP2 and CE1. Assessment must take place before May 2025 for the 2024/2025 school year. DLR 6.3: The target grades are CE1 and CM2. Assessment must take place before May 2026 for the 2025/2026 school year. DLR 6.6: The target grades are CE1 and CE2. Assessment must take place before May 2027 for the 2026/2027 school year. DLR 6.4 / 6.7: The data, sufficient in form and content to allow verification of this result, will be extracted from the national standardized reading and writing survey (EGRA) conducted on a representative sample (as defined in EGRA methodology standard) of students at the end of grade 3 (CE1) implemented by DVSP and will be audited by the IVA. DLR 6.5 / 6.8: The data, sufficient in form and content to allow verification of this result, will be extracted from the national standardized mathematics survey (EGMA) conducted on a representative sample (as defined in EGMA methodology standard) of students at the end of grade 3 (CE1) implemented by DVSP and will be audited by the IVA. DLR 6.4 / 6.7: Assessment must cover the students in the 2025/2026 school year and take place before end of May 2026. DLR 6.5 / 6.8: Assessment must cover the students in the 2026/2027 school year and take place before end of May 2027.</p> <p><u>Formula (amount):</u> DLR 6.1 IDA: US\$2 million for the assessment. DLR 6.2 IDA: US\$2 million for the assessment. DLR 6.3 IDA: US\$2 million for the assessment. DLR 6.6 IDA: US\$2 million for the assessment. DLR 6.4 IDA : From a baseline of 19 percent, US\$2 million when 40 percent of CE1 graders meet the minimum reading/writing threshold, US\$100,000 for each additional percentage point increase, up to a maximum of 60 percent. DLR 6.4 GPE: From a baseline of 19 percent, US\$500,000 when 40 percent of CE1 graders meet the minimum reading/writing threshold, US\$25,000 for each additional 1 percentage point increase, up to a maximum of 60 percent. DLR 6.5 IDA: From a baseline of 61 percent, US\$2 million when 70 percent of CE1 graders meet the minimum reading/writing threshold, US\$200,000 for each additional percentage point increase, up to a maximum of 80 percent.</p>



	<p>DLR 6.5 GPE: From a baseline of 61 percent, US\$500,000 when 70 percent of CE1 graders meet the minimum reading/writing threshold, US\$50,000 for each additional 1 percentage point increase, up to a maximum of 80 percent.</p> <p>DLR 6.7 IDA : US\$3 million when 50 percent of CE1 graders meet the minimum reading/writing threshold, US\$200,000 for each additional percentage point increase, up to a maximum of 60 percent.</p> <p>DLR 6.8 IDA: US\$3 million when 70 percent of CE1 graders meet the minimum reading/writing threshold, US\$200,000 for each additional percentage point increase, up to a maximum of 80 percent.</p>
DLI 7	MENA's planning and monitoring/reporting are strengthened
Description	This DLI aims to encourage MENA to evolve its institutional organization to strengthen the steering and coordination of activities carried out by various MENA directorates and partners. This intervention can have a significant positive impact on sector governance.
Data source/ Agency	MENA
Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u> DLR 7.1 / 7.2 / 7.4 / 7.5 / 7.6: IVA will ensure that the annual workplan and/or annual activity report of the support and coordination unit for the education sector are available (on the MENA website). This report must indicate (i) the activities carried out by the unit during the past year and the results achieved (e.g., number of analytical works, strategic documents, research commissioned from technical directorates and/or partners and finalized; implementation of pilot projects, monitoring of the scaling up of initiatives/activities); (ii) the minutes of the working and coordination/ harmonization meeting with technical and financial partners.</p> <p><u>Formula (amount):</u> DLR 7.1: US\$500,000 for the annual workplan. DLR 7.2 / 7.4 / 7.5 / 7.6: US\$500,000 for the annual activity report and annual workplan. DLR 7.3: US\$2 million when the interministerial decree establishing BCPENA has been signed.</p>
DLI 8	The reform of the regionalization of preprimary and primary teacher recruitment is implemented
Description	This DLI aims to encourage the government to implement the reform of the regionalization of recruitment. This reform should notably (i) increase recruitment of qualified teachers in the most needy regions and (ii) strongly reduce turnover and even the abandonment of position.
Data source/ Agency	MENA/HR



Verification Entity	Independent Verification Agent
<p>Procedure</p>	<p><u>Verification:</u></p> <p>DLR 8.1: The verification will be based on a review of the relevant documents shared by MENA (inspectorate general) to confirm the definition of the organizational framework for the regionalization of recruitments in the districts and regions. This framework must specify (i) the modalities for analyzing and regulating needs ; (ii) the modalities for organizing the competitive examination in the CAFOPs ; (iii) the modalities for regionalizing recruitment and, in particular, the modalities for assignment to geographic zones at the end of training ; and (iv) the modalities for digitizing the administrative monitoring of CAFOP students, including the digitization of their assignment decisions. This framework will entail three ministerial decrees : the description of exams modalities based on geographic need, the description of modalities for internship assignment in recruited areas, and the description of modalities for entry in service.</p> <p>DLR 8.2 / 8.3 / 8.4 / 8.6 : The verification will be based on review of relevant documents (report on the organization of the competitions formulated by the DECO) to confirm that CAFOP exam was held across the country, according to new assignment modalities specified in the new framework on the regionalization of recruitments. Exams must be implemented in the 16 existing CAFOP and any new CAFOP that could open during the program time frame.</p> <p>DLR 8.5: The verification will be based on the review of relevant source documents to confirm that CAFOP year 2 students (recruited following the regional approach) have received their assignment decision for their internship in responsibility in the geographical area covered by their training center. This decision must be sent electronically before the end of July 2026.</p> <p>DLR 8.7: The verification will be based on the review of relevant source documents to confirm that CAFOP students nominated as teacher (and recruited following the regional approach) have received their assignment decision in the geographical area covered by their training center. This decision must be sent electronically before the end of July 2027.</p> <p><u>Formula (amount):</u></p> <p>DLR 8.1: US\$200,000 for operational framework.</p> <p>DLR 8.2 / 8.3 / 8.4 / 8.6: US\$1.6 million for recruitment of preprimary and primary teachers organized at the regional level.</p> <p>DLR 8.5: From a baseline of 0 percent, US\$400,000 when 70 percent of CAFOP interns have been assigned in the region they have passed their entry exam, US\$400,000 for each additional 10 percentage point increase, up to a maximum of 100 percent.</p> <p>DLR 8.7: From a baseline of 0 percent, US\$400,000 when MENA has assigned 70 percent of teachers to the districts or regions they have passed their CAFOP entry exam, US\$400,000 for each additional 10 percentage point increase, up to a maximum of 100 percent.</p>



DLI 9	Objectives and Performance-based Contracts are implemented
Description	This DLI aims to encourage the government to strengthen the principles of deconcentrating and accountability in education management. It should enable the deconcentrated entities-particularly the DRENAs-to strengthen their skills in terms of steering education in their sector while reporting on the activities they have carried out and the results obtained. This DLI encourages MENA to transfer more funds to the DRENAs while developing mechanisms that promote accountability.
Data source/ Agency	MENA, DRENA, DAF
Verification Entity	Independent Verification Agent
Procedure	<p><u>Verification:</u></p> <p>DLR 9.1: The verification will be based on review of the training report (provided by the inspectorate general) to confirm that all DRENAS (41) have been informed and trained on the OPC implementation. The training must equip DRENAs with knowledge of OPC approach and tools and include simulation.</p> <p>DLR 9.2: The verification will be based on MENA's effective nomination of staff (at least one general inspector and two disciplinary inspectors) from the General Inspectorate in at least two regional offices.</p> <p>DLR 9.3: The verification will be based on the review of relevant documents (signed OPC and proof of transfer of funds from MENA to DRENA) to confirm that DRENA have signed their OPC and received their first allocation in accordance with the mechanism defined and validated by MENA under the IPF component. DLI disbursement is done in increments of 6 DRENAs, up to a maximum of 41 within the program time frame.</p> <p>DLR 9.4: The verification will be based on the review of relevant documents (evaluation report formulated by the General Inspectorate) to confirm that the deconcentrated structures have been subject to operational and performance evaluations according to the monitoring mechanism defined and validated by MENA under the IPF component. DLI disbursement is done in increments of 6 OPCs performance reports, up to a maximum of 41 within the Program time frame.</p> <p><u>Formula (amount):</u></p> <p>DLR 9.1: US\$7,000,000 for the dissemination report.</p> <p>DLR 9.2: US\$ 2.5 million for the effective decentralisation of MENA's General Inspectorate</p> <p>DLR 9.3: US\$250,000 for each signed OPC up to a maximum of 41 OPCs.</p> <p>DLR 9.4: US\$50,000 for each evaluation report, up to a maximum of 41 reports.</p>



ANNEX 3. SUMMARY – TECHNICAL ASSESSMENT

A. Government Plan and Strategies and PforR Boundary

- In 2016, Côte d’Ivoire developed an education sector plan (ESP) covering the 2016–2025 period. The plan was developed on the basis of an in-depth diagnostic analysis contained in the *State Report of the National Education System (Rapport d’Etat sur le Système Educatif National, RESEN)* carried out in 2015.** The plan proposed strategies to achieve the sector objectives of improving equitable and quality education. The ESP 2016–2025 defines reforms, programs, and projects to be implemented in order to have an Ivorian education system that provides all children and adults with quality, equitable, and inclusive education and training that takes into account citizen transformation needs, making them able to contribute to the socioeconomic development of their community and society and to promote social cohesion and to ensure their capacity for competitiveness and technological innovations.¹
- The ESP priorities are presented according to three pillars:** access, quality, and governance, which are broken down by subsectors and are based on factual data analyzed in the 2015 RESEN diagnostic. For each subprogram, objectives and expected results are broken down according to an explicit causal chain.
- The overall ESP is technically sound and places learning at the center of the system with a focus on quality education for all.** The vision adequately considers the complexity of education challenges in Côte d’Ivoire by addressing immediate and deeper causes of the learning crisis. The ESP aims to improve the organization and performance of the education sector by setting clear commitments, expected results, responsibilities, and time frames.
- The ESP is executed by the MENA.** Several key reforms are under way to develop school readiness, improve curriculum and teachers’ practices, and strengthen efficiency of the education management. In particular, MENA plans to increase opportunities for access to preschool and primary education while ensuring that students are in good health and nutrition conditions. Regarding learning outcomes, MENA plans a complete reform of early learning methodologies, particularly in the core subjects of French and mathematics. This implies a renovation of teaching practices and suggests an important teacher training plan. By introducing a major reform of human resource management and accountability (including regionalization of recruitment and performance contracts at different administrative levels), MENA intends to improve the management of the sector and encourages greater accountability for performance and results.
- The ESP includes eight effects. Each effect has objectives, indicators, and targets.** The Program-for-Results (PforR) will focus on three effects as shown in table 3.1.

Table 3.1: PforR Interventions within the ESP Government Program

ESP effect	ESP pillar
Effect 1: Children of preschool age have access to quality preschool education services.	
<ul style="list-style-type: none"> ➤ Product 1.1 Preschool children have an adequate education offer. ➤ Product 1.2 Preschool children benefit from a safe school, family, and community environment conducive to demand for preschool education services. 	Access and quality
Effect 2: Children ages 6 to 11 and children ages 10 and over illiterate or outside education system, have access to quality education and complete primary school and have access to quality literacy or nonformal education services.	Access and quality

¹ Côte d’Ivoire, Education Sector Plan, *Plan Stratégique de l’Education Formation* (2016–2025).



<ul style="list-style-type: none"> ➤ Product 2.1 Children of primary school age have an adequate education offer. ➤ Product 2.2 Children of primary school age benefit from a school, family, and community environment conducive to demand for services. ➤ Product 2.3 Children ages 10 and over who are illiterate or outside education system have an adequate supply of literacy or nonformal education. 	
Effect 3: Students ages 12 to 15 have access to a quality education and complete lower secondary education.	Access and quality
Effect 4: Students ages 16 to 18 have access to quality upper secondary education.	Access and quality
Effect 5: People over 12 have access to quality technical and vocational training.	Access and quality
Effect 6: Students have access to quality higher education offer that ensures their professional integration.	Access and quality
Effect 7: Results of scientific research and technological innovation are valued and contribute to the social and economic development in Côte d'Ivoire.	Access and quality
Effect 8: Institutional and organizational frameworks ensure a strong governance, management, planning, and M&E system that supports quality of services, internal and external intervention effectiveness and resources management efficiency.	Governance
<ul style="list-style-type: none"> ➤ Product 8.1 Governance reforms to ensure adequate management of education and training sector are implemented. ➤ Product 8.2 Planning and M&E systems ensure effective and efficient management of ESP implementation. 	
ESP effect	ESP pillar
Effect 1: Children of preschool age access to quality preschool education services	
<ul style="list-style-type: none"> ➤ Product 1.1 Preschool children have an adequate education offer ➤ Product 1.2 Preschool children benefit from a safe school, family, and community environment conducive to demand for preschool education services 	Access and Quality
Effect 2: Children (girls and boys) aged 6 to 11 and children aged 10 and over illiterate or outside education system have access to quality education and complete primary school and have access to quality literacy or nonformal education services	Access and Quality
<ul style="list-style-type: none"> ➤ Product 2.1 Children of primary school age have an adequate education offer ➤ Product 2.2 Children of primary school age benefit from a school, family, and community environment conducive to demand for services ➤ Product 2.3 People aged 10 and over illiterate or outside education system have an adequate supply of literacy or nonformal education. 	
Effect 3: Pupils aged 12 to 15 have access to a quality education and complete lower secondary education	Access and Quality
Effect 4: Students aged 16 to 18 have access to quality upper secondary education	Access and Quality
Effect 5: People over 12 have access to quality technical and vocational training	Access and Quality
Effect 6: Students have access to quality higher education offer that ensures their professional integration	Access and Quality
Effect 7: Results of scientific research and technological innovation are valued and contribute to the social and economic development in Côte d'Ivoire	Access and Quality
Effect 8: Institutional and organizational frameworks ensure a strong governance, management, planning, and M&E system that supports quality of services, internal and external intervention effectiveness and resources management efficiency	Governance
<ul style="list-style-type: none"> ➤ Product 8.1 Governance reforms to ensure adequate management of education and training sector are implemented ➤ Product 8.2 Planning and monitoring-evaluation system ensures effective and efficient management of ESP implementation 	

6. **While the ESP 2016–2025 is robust and comprehensive, there are substantial factors that hamper its implementation, such as a lack of budget and lack of accountability.** According to its midterm evaluation report (August 2021), the ESP execution rate as of December 31, 2020, was 50.2 percent. The level of actions and activities realization remains essentially dependent on mobilizing resources. The cross-cutting analysis of ESP completion activities and efficiency index suggests that ESP activities have led to substantial changes and improvements, although not all expected results have been achieved. According to the report, from a strategic point of view, ESP remains a programmatic document with ambitious objectives. Compared to 2025 goals, strategic options and objectives remain coherent and should support the country to tackle difficulties which undermine education system.² The midterm evaluation report concludes that strategic options cannot be called into question in view of the progress. However, those relating to improving the quality of learning and sector governance deserve to be revised to fast track improvement.

² ESP, Mid-Term Evaluation, MENA, 2021.



7. **In line with the midterm evaluation recommendation, the ESP is in the process of being updated and extended by one year to include 2026.** This slight revision is foreseen to (a) adjust the objectives and target based on an updated simulation model; (b) speed up efforts toward the quality of learning with the forthcoming adoption of the PNAPAS; and (c) strengthen system accountability by scaling up OPCs at all levels of the education service delivery chain. The revision is expected by early 2023.

B. Program Description

8. **The PDO is to improve (a) equitable access to education and school health services in preprimary and primary schools; (b) learning outcomes; and (c) performance-based management along the service delivery chain.**

The following results indicators are proposed to monitor the achievement of the PDO:

RA 1: Increase equitable access to preprimary and primary education in a safe and resilient environment

- Net access rate to primary grade 1 of primary school (CP1), disaggregated by girls (percentage)
- Students receiving medical checkups who have their vaccinations up to date (percentage)

RA 2: Improve the quality of teaching and classroom practices

- Learning poverty level in grade 4 (CE1) (percentage)
- Teachers visited applying new pedagogical practices in reading correctly (percentage)
- Grade 3 students meeting the minimum reading proficiency threshold, disaggregated by girls (percentage)

RA 3: Strengthen management capacity and accountability throughout the service delivery chain

- Strategic documents validated by the MENA support and coordination unit (number)
- Implementation of OPCs at DRENA level (number)

9. **The PforR will support three RAs.** The Program RAs are embedded within the government program themes. RA 1 aligns with the access themes of the government program, RA 2 falls under the quality theme for education, while RA 3 aligns with the government priority to strengthen governance.

C. Program Strategic Relevance and Technical Soundness

10. **For Côte d'Ivoire to propel toward a trajectory of faster growth and improved opportunities for all, achieving stronger human capital outcomes will be key.** With a HCI of 0.38, Ivorians born today will reach only 38 percent of their productivity potential. High stunting, low education performance, and low adult survival contribute to hampered human capital accumulation.

Major sector challenges

11. **The story of education in Côte d'Ivoire over the last decade is that of a rapid expansion not matched with quality.** Since 2010, the country has made tremendous progress toward universal basic education. While age-specific enrollment rates were below 90 percent for ages 6–11 and 50 percent for ages 12–14, the country has now almost achieved universal access to primary education for girls and boys and significant progress was achieved in promoting gender equality. Today, the gross access rate is above 100 percent for primary and around 83 percent for lower



secondary with gender parity.

12. **This remarkable expansion was achieved thanks to strong and consistent political commitment, backed by massive public investments the last decade, after many political crises.** Commitment to education translated into the compulsory education law voted in 2015 and into substantial public funding for the sector. Since 2015, the government has allocated, on average, about 25 percent of its total budget to education and training. However, the education system faces many challenges.
13. **Demographic trends show that the demand for education will increase in the coming decade with an annual population growth rate of 2.6 percent, which may jeopardize the access and quality of education.** Furthermore, the rapid progress observed hides an unequal distribution of outcomes. Inequality in opportunities starts early with low access to preschool education, in particular in rural areas.
14. **The main determinants of the learning crisis that jeopardizes human capital development in Côte d'Ivoire include lack of school readiness, lack of access to preschools and primary schools, inadequate teaching practices, and a weak education management system.** In the absence of prepared learners, well-equipped teachers, and a strong accountability mechanism, the Ivorian education system currently lacks the most fundamental ingredients of learning.
15. **Many Ivorian children do not benefit from early learning opportunities and access to primary schools.** This is mainly due to inequitable coverage of early childhood education services in the country. In terms of access to preschool opportunities, around 62 percent of schools are in urban areas, and they enroll 74 percent of preschoolers. In the 2021–2022 school year, 34,058 children were turned away from grade 1 because of lack of space or because they were too old. Other factors that can impact child cognitive development and readiness for school are a lack of early stimulation and poor nutrition and health, which is especially prevalent in children from rural areas.
16. **The teaching and learning process is undermined by an inadequate methodological approach and tools for early learning, weak teachers' preparation, and limited professional development support.** In-service programs are available, but they are not part of a coherent regional or national in-service training plan.³ Despite the high rate of qualified teachers (84 percent of teachers have a pedagogical diploma),⁴ strengthening the quality of preservice and in-service teachers remains a challenge. Teachers are insufficiently inspected and supervised, mainly because of a lack of human and financial resources. When it takes place, supervision focuses little on improving classroom practices to foster learning. Regarding pedagogical materials, less than half of students have textbooks in reading/writing and mathematics.
17. **The accountability system is insufficient.** There has been no tangible progress on education quality because of a lack of accountability at different levels and a poorly developed feedback monitoring system. In addition, human resource management does not focus on enhancing teacher effectiveness. Teacher allocation is not based on students' number in almost 30 percent of schools. According to MENA's Human Resources Directorate, reported deficit (requests for additional personnel) come mainly from rural areas and areas whose economic development lags behind the

³ UNESCO, *Rapport d'étude sur la formation initiale et continue des enseignants* (2017).

⁴ UNESCO, *Rapport d'étude sur la formation initiale et continue des enseignants* (2017).



rest of the country.

Adequacy of Program Structure

18. **Ending learning poverty in Côte d'Ivoire requires a deep and sustained effort to implement technically and politically sensitive reforms.** While the urgency is clear, concrete, and tangible, the impact on learning poverty can only be achieved over the medium term. The Program is designed around key milestones, outputs and intermediate outcomes that are achievable during the Program duration and can effectively shift the system towards a learning trajectory. Some of the processes needed to end learning poverty can be seen as outcomes since there are meant to transform the system. This is for example the case for PNAPAS, teacher training, and performance contracts implementation. The Program builds foundations to support MENA to deliver better and faster. All activities, incentives and DLIs are designed to improve learning outcomes and at the same time, improve access to education.
19. **The PforR design has been adequately structured to help address the challenge of low learning outcomes in Côte d'Ivoire that jeopardize human capital development.** By focusing on access to early childhood education and primary education opportunities, better health and nutrition condition, support to family literacy (RA 1), and improving the quality of teaching (RA 2), the Program directly addresses the main determinants of the learning crisis in the country, which includes children's lack of school readiness, lack of school access opportunities, and suboptimal process for teaching and learning. By strengthening management capabilities and accountability along the education service delivery chain (RA 3), the PforR also tackles the governance bottleneck that will help accelerate results of the first two RAs.
20. The design of this operation ensures complementarity with ongoing support from other development partners, as summarized in table 3.2.

Table 3.2: Ongoing Support from Development Partners

Development Partner	Area and objectives	Geographic scope	Period
French Development Agency (<i>Agence Française de Développement, AFD</i>)	Construction and equipment of community <i>collèges</i> and teacher training	National	2012–2022
Francophonie Agency/ International Francophonie Organization (<i>Agence Universitaire de la Francophonie/ Organisation Internationale de la francophonie, AUF/OIF</i>)	IFADEM: Strengthen the professional skills of primary school teachers in their pedagogical practices; elementary school principals, preschool principals, secondary school principals and deputy principals, and CAFOP principals and their deputies	National	2018–2022
Jacobs Foundation	Child learning and education facility To improve learning in beneficiary elementary school through the TARL approach	Cocoa-producing regions	2021–2026
Millennium Challenge Corporation (MCC)	Institutionalizing gender in the management of the education system; support for the implementation of the DEEG within MENA	National	2019–2024
	Construction and equipment of local <i>collèges</i> and teacher training	National	2019–2024
	Support for the implementation of EMIS	National	2019–2024
World Food Program (WFP)	Project to support the National School Canteen Program	Poros, Bagoué, Tchologo, Gontougo, Bounkani, Bafing, Cavally	2016–2022
International Service Volunteers' Association (<i>Association des Volontaires pour le Service International, AVSI</i>)	Improve the teaching and learning of reading and writing in CP1, CP2, CE1, CE2, and CM1 classes	Korhogo-Boundiali-Ferké-Touba Bondoukou, Bouna-Guiglo	2022–2026
United Nations Educational Scientific and Cultural Organization (UNESCO)	Update of the National information and communication technology (ICT) in Education Policy	Abidjan, Yamoussoukro, Bouaké, Korhogo, San Pedro	2021–2023
	ICT Literacy Program	Abidjan	2019–2022



Development Partner	Area and objectives	Geographic scope	Period
United Nations Populations Fund (UNFPA)	Strengthening participatory and community dialogue in favor of the right to health, keeping girls in school, reproduction	Bouaké, Yamoussoukro, Dimbokro, Daoukro, Bongounaou, Guilgo, Man	2019–2022
United Nations Children's Fund (UNICEF)	Support early learning	Seven educational zones (Yamoussoukro, Korhogo, Abidjan, Daloa, Bondoukou, San Pedro, Seguéla)	2020–2022
	Support OPCs	National (draft the required documentation)	2019–2025
	Support for the formulation of the distance learning strategy	National	2020–2022
	Support for the development of alternative educational opportunities to integrate children outside the formal system	National	2021–2025

21. **Finally, the Program design will benefit from links with ongoing World Bank operations in the education and health sectors.** Specifically, the ongoing ESDEP (P163218) helps improve education access and early learning outcomes, particularly in rural and disadvantaged areas. This project has strengthened community-based construction, developed new pedagogical approach and tools for early learning, and strengthened citizen participation and system accountability.

Description and Rationale for RAs

RESULT AREA 1

School Health and Nutrition

22. **Some sanitary and nutritional conditions among children in Côte d'Ivoire threaten their readiness to learn and to follow their schooling in good health.** Anemia can affect cognition and learning, while malaria and worm infections can reduce enrollment and increase absenteeism. These major health conditions that affect children's education are highly prevalent among poor Ivorian schoolchildren. Yet, 78 percent of five-year-olds develop healthy early childhood,⁵ and the prevalence of stunting (a manifestation of chronic malnutrition) has been declining since 2006 but remains a concern for two out of 10 children. Global evidence demonstrates that stunting is associated with not only increased risk of illness and death but also poor cognitive development and lower education attainment. The prevalence of stunting varies by geographic area. It is twice as high in rural areas than in urban areas (27 percent versus 13 percent). Prevalence of stunting is closely linked to poverty. Malnutrition in Côte d'Ivoire is mainly due to lack of access to a minimum acceptable diet for young children and to quality health care. The poor use of the health services for malnutrition prevention and treatments are partly due to (a) common barriers to the use of health care in general; and (b) the weakness of promotional and preventive activities.⁶ One of the recommendations is to better integrate nutrition issues into the policies and programs carried out by various ministries, particularly the education ministry.⁷
23. **School health is a prerogative of the Ministry of Health and Public Hygiene (MHPH).** In 2001, Decree No. 400 of December 20, 2001, directed the MHPH to create the National Program of

⁵ World Bank, *Côte d'Ivoire: Diagnostic du capital humain* (2021).

⁶ UNICEF, *Analyse de la situation des enfants et des femmes en Côte d'Ivoire* (2019).

⁷ UNICEF, *Analyse de la situation des enfants et des femmes en Côte d'Ivoire* (2019).



School and University Health (*Programme Nationale de Santé Scolaire et Universitaire*, PNSSU). The PNSSU coordinates and ensures the implementation of activities, including but not limited to the following: (a) organization of compulsory systematic medical visits extended to all preschoolers and primary students and supervisory staff; (b) a systematic and compulsory deworming campaign for all preschoolers and primary students during the school year; (c) vitamin A and micronutrient supplementation of students as a preventive, curative, and promotional measure during systematic medical checkups; (d) vaccination sessions for students to update their immunization status (expanded program of immunization for preschool and primary school), and for girls in secondary school (tetanus vaccine); (e) early and effective management of diseases commonly encountered and detected during systematic medical visits; (f) training and retraining on techniques to fight intestinal parasites and health education for medical staff and teachers for better care of students; (g) psychosocial care for pregnant girls and their referral to antenatal clinics (CPN); (h) monitoring of sanitation and hygiene in schools; and (i) setting up a collaboration platform with partners involved in school health (national education).

24. **In terms of school health, MENA's role is mainly to support the MHPH in implementing the PNSSU.** To this end, MENA has a DMOSS and health teams (doctors, nurses, nurses' aides) spread over 18 health areas (in line with the health map). These teams support the health ministry teams in their school health missions within the schools. The ministerial health and education teams define an annual plan of visits based on requests from schools collected within the IEPP and DRENA. The medical support package consists of the following elements: (a) a general physical examination; (b) follow-up of vaccinations; (c) deworming; (d) nutritional supplements; and (e) referral to health services (school medical center) for specific health problems.
25. **From an organizational and regulatory point of view, the operational framework is solid. However, implementation in the field remains problematic:**
 - **Financing problem.** MHPH and education teams lack the resources (financial, travel, human resources) to implement all of the scheduled visits. MENA estimates that only 23 percent of the planned visits are carried out each year.
 - **A questionable prioritization.** Aware of the impossibility of reaching the entire school population, MENA has prioritized school health activities for students in exam classes (end of primary, end of lower secondary, end of upper secondary). However, the health of young children is essential for their cognitive development and general health as they grow up.
 - **A school health support package.** This package could be complemented by activities in favor of the cognitive development of young children: Several analyses carried out in Côte d'Ivoire suggest that nutrition issues should be better integrated into the programs carried out by the various ministries, particularly MENA. Today, school nutrition is mainly approached from the angle of the provision of food supplements. However, several tools (for example, nutrition awareness modules) developed in the framework of projects could be capitalized on and used by MENA. MENA could thus complement the school health support package by developing family literacy activities that would, in addition to equipping young parents with basic literacy skills, integrate the issues of (a) nutrition and cognitive development of young children and (b) GBV.
26. **The Program will support a health and nutrition campaign jointly delivered by the Ministry of Health and Public Hygiene and MENA in favor of young learners enrolled in preschool and the grades 1 and 2 of primary school.** In the meantime, the Program will support a family literacy program that includes nutrition and parental education awareness (community practices



promoting health and nutrition needs of adolescents and pregnant women, child survival, growth and development, cognitive stimulation, social support to young children, hygiene and sanitation, household food diversification, health-seeking behavior, GBV awareness).

School Access

27. **The policy of compulsory education since 2015 has resulted in a substantial increase in the number of enrolled students in elementary school.** This policy coupled with the strong demographic growth means that today the pace of construction cannot meet the demand. The challenge is vast as the ESP anticipates 4,654,127 primary school students in 2024/2025, compared with 4 million today, which is an increase of more than 16 percent. This requires building and operationalizing 16,000 classrooms to welcome the current student stock and to renovate and operationalize 3,000 classrooms each year. The ESP goal will not likely be met without additional resources.
28. **This context suggests that priority could be given to fostering the school construction program to offer education opportunities and then strengthening human capital.** However, the tools for prioritizing needs and the processes for implementing school construction suffer from impediments that need to be addressed to increase the pace and completion of the government's school construction program. To define localities that will benefit from new school construction or extension work, MENA relies on its school mapping tool, which was developed in 2014. This planning and management tool automates the entire school map development process and is also equipped with a dashboard. The school mapping meetings take place at the central level at the end of May and allow for the finalization and validation of school construction proposals. Based on the results, the TCs, which are responsible for school construction, draw up their three-year plan, which will be validated by the Ministry of the Interior. The school mapping tool is built on solid foundations but could be improved to allow (a) real-time updating and (b) integration of additional data to better prioritize the localities benefiting from school construction from an equity perspective. Each year, the budget is insufficient to meet school construction needs, and local authorities are forced to limit their requests. It is important to have more criteria to select priority areas. The heat map (HeatMap) piloted during a partner's project preparation (TRECC) could be capitalized. The school mapping tool could also be further integrated into the EMIS that is currently being developed with MCC support.
29. **The PforR will increase access by supporting an expanded construction program.** This construction program will be supported by an improved planning tool. The construction can also be done in community mode. This construction method has been used in many projects in Côte d'Ivoire (ESDEP, PUAEB) and has proven its effectiveness. However, it requires strong support to the community in terms of contract management and monitoring of the work. It will therefore be necessary for classrooms built using the community mode to rely on the PIU/BCPENa Management Unit during the first 3 years of Program implementation. During this period, the PIU/BCPENa will build capacity and progressively transfer skills to the DAPS-COGES (community mobilization) and the DCEP (work monitoring). Construction will be carried out on the basis of standard MENA plans already used in other projects (ESDEP). The first year will be planning for the next two-year construction. With this support, the government should be able to build 3,000 public preschools and elementary school in areas with the highest poverty rates and lowest enrollment rates. The IPF component will be used to mobilize expertise in improving school mapping tool.



Inclusive Education strategy

30. **The issue of inclusive schooling remains an imperative for the Ivorian government.** The government is in the process of developing an inclusive education strategy that includes several components such as: (a) the integration of IES; (b) the integration of children with sensory disabilities; (c) integration of girl-mothers; and (d) expansion of the offer towards the education deserts or areas that lack access to primary education.

Integration of Islamic Education structure

31. **Within the private sector, IES (3,807 in 2020/2021) account for half of the student population (405,471 students, 45.8 percent of whom are girls).** In two-thirds of these structures, education is nonformal, that is, outside the official government framework. These IES do not follow the national curriculum and examinations and do not issue formal learning certificates. This is the case with Quranic schools, madrassas, and Franco-Arabic schools. The government has undertaken significant activities to integrate private Islamic faith-based institutions, which must follow the national curriculum, into the formal education system. An educational facility is said to be integrated into the formal education system when the students receive instruction in accordance with the official curriculum but not necessarily limited to the official curriculum. In addition, students in an education structure that is integrated into the formal education system have access to examinations that allow them to obtain state-issued certificates and diplomas.
32. **The issue of integrating children attending IES remains an important challenge for the Ivorian government.** As part of the compulsory schooling policy, which aims to enroll all children from ages 6 to 16 by 2025, the ministry developed a National Strategy for the Integration of Children from IES into the Formal Education System (*Stratégie Nationale pour l'Intégration des Enfants des Ecoles Islamique*, SNIESIE) in 2019. The objective of this strategy is to provide IES children with the common core of knowledge, skills, and culture while preserving religious learning.
33. **As far as IES are concerned, many structuring elements have been developed over the last few years,** notably the creation of a platform whose mission is (a) to constitute an interface and a credible interlocutor to represent IES to the government and the development partners on all issues related to Islamic education and its articulation with the official national education program in Côte d'Ivoire; (b) to lead, together with the state, the processes of integration and capacity building of IES; (c) to strengthen the human resources of IES; and (d) to constitute a social actor of cohesion, peace, and development. However, the question of sustainability remains, particularly owing to the absence of framework documents and the difficulty of mobilizing budgets to implement this strategy, such as the absence of official texts formalizing the existence of the Platform of Islamic Education Structures (*Plateforme des Structures Islamiques d'Education*, PSIE). The general assembly of September 4, 2021 did not allow the finalization of the structuring texts relating to the functioning and the evolution of the platform because of tensions between the various representations. Moreover, there are concerns about the sustainability of the platform because there continues to be resistance from some structures to be integrated (especially model 1: Quranic schools) and from some communities (parents). Like other religious structures (Catholic and Protestant) in the country, the PSIE must be self-financing. If it has guaranteed support from MENA until 2025 (the date on which the compulsory schooling policy must be fully implemented), it must already prepare the conditions for its sustainability after 2025.

Support for students with sensory disabilities



34. **In Côte d'Ivoire, many children with disabilities, particularly sensory disabilities, are excluded from the school system.** A pilot project was recently conducted to help promote access to quality education for children with disabilities, adapted to their specific needs, in their home communities, and through existing schools. The project mobilized 12 DRENAs, 18 preschool and primary education inspectorates, and 28 regular elementary schools, as well as several public and private technical structures, for the specialized supervision of people with disabilities. This project made it possible to develop tools and approaches adapted to this target audience. However, the project involved a very limited number of children (less than 10 percent of children with sensory disabilities attend school) and it needs strong support to be extended to other geographic areas of the country. However, it has enabled the integration of 481 children with sensory disabilities into 15 mainstream schools and the training of 157 teachers. Their success rate in the CEPE is 100 percent and all have been admitted to secondary school. In particular, the pilot project opened inclusive schools and distributed individual kits to students with sensory disabilities. These individual kits contain: (a) materials for the visually impaired that includes punches, tablets, abacuses, and white canes, as well as adapted textbooks ("from black to Braille"); and (b) materials for the hearing impaired that include a sign language textbook adapted for each cycle (three cycles in all). This project also made it possible to develop training modules for teachers. The evaluation of this pilot project shows that the provision of specific materials in schools encourages the enrollment of children with disabilities; facilitates their access to the acquisition of basic skills (reading / writing / mathematics); and favors their retention in school. MENA wants to expand this pilot by increasing the number of structures (schools) that can accommodate these students and by distributing more widely the kits adapted to their learning. The PforR will support accelerating the implementation of MENA's inclusive strategy and will incentivize MENA to put in place the conditions for its sustainability.
35. **The proposed DLIs will incentivize the strengthening of school readiness and school access and inclusion.** They are part of the overall government program.
- DLI 1: Students and COGES in vulnerable areas benefit from a support package that promotes health, nutrition, and cognitive development of young children.
 - DLI 2: Access to learning is facilitated by an expanded construction scheme based on an improved school map.
 - DLI 3: MENA has supported children as part of its inclusive education strategy.

RESULT AREA 2

Early Learning Outcomes

36. **School results are very low in Côte d'Ivoire.** According to the 2019 Learning Poverty Index, 82 percent of Ivorian children at the end of primary-school-age are not proficient in reading. Côte d'Ivoire is among the lowest-performing countries in SSA in terms of student achievement in reading and mathematics, with a worsening situation between 2014 and 2019. These results are corroborated by the national early grade reading and mathematics assessments (EGRA/EGMA), which showed in 2021 that 19 percent of grade 2 students reached the minimum level of competence in reading and writing and 61 percent in mathematics.
37. **Initiatives to improve quality of learning are numerous but unfortunately contribute to fragmenting interventions and prevent real capitalization by the Directorate of Pedagogy and**



Continuing Education (DPFC). A stabilization of this system is essential to allow capacity building at all levels of MENA.

38. **Aware of these shortcomings, the ministry—through the DPFC—has undertaken to develop a PNAPAS with a draft currently circulated.** The vision of the Program is that by 2030 all students who graduate from primary school will be able to read, write, and calculate. The objective is to develop a single program that federates all current initiatives to address the issue of improving literacy and numeracy in primary education. A single coherent program is preferable to several scattered projects because of their fleeting life span of 3 to 4 years, most of which often end without going beyond the simple pilot phase, leaving the impression to the educational community that Côte d'Ivoire is a permanent research laboratory for the benefit of other countries. The Program must also allow for the development of engineering and relevant teaching packages in reading, writing, and mathematics that enable primary school students to acquire solid skills.
39. **PNAPAS is deeply grounded in the evidence of how children learn to read.** Decades of research have now shed light on this process, and PNAPAS has been used to implement pilot projects toward learning outcomes improvement in Ivory Coast, in particular ESDEP and TARL. PNAPAS is aligned with and build upon national goals and curricula with appropriate scope and sequence. It addresses vocabulary, print awareness, sounds and phonological awareness, narratives and comprehension, and writing. Each topic is linked to specific learning objectives addressed over the academic year. PNAPAS's emphasis on shared-reading routines provides additional structure to reading routines to ensure that children's development of key readiness skills is explicitly targeted. To achieve fluency, students are exposed to age-appropriate texts and have sustained time to practice reading (books will be distributed at a 1:1 ratio and can be brought at home every day). Regarding mathematics, PNAPAS focuses on three main approaches: manipulation, schematization, questioning.
40. **PNAPAS also focuses on remediation through the TARL approach.** Students who are struggling with letter sounds continue to work on letter sounds and master them before moving to word reading. In Côte d'Ivoire, this implies adapting remedial education in one or two hours of a regular/contract school day.
41. **PNAPAS comes with a new strategy for teachers in service training currently under development / validation.** This strategy introduces reading and mathematics materials and teacher guides with step-by-step guidance on what and how to teach. The material that has been developed has tightly structured and effective pedagogy which greatly help students learn. These materials are in fact lesson plans for teachers; they simplify the task of providing instruction by allowing teachers to focus on how to teach rather than on what to teach. They remove the need for teachers to devise lesson plans on their own, although teachers are still encouraged to continuously find creative ways to deliver concepts and ideas. The pedagogies and teacher guides are designed by reading pedagogy experts, and they incorporate the findings from the science of how children learn to read and to do mathematics. They pay attention to organizing instruction around content, scope, and sequence of tasks and abilities that children need to become good readers.
42. **This strategy strongly emphasizes practicing specific classroom skills.** This "practice-based" professional development supports "lesson fidelity", which is the ability of teachers to implement the pedagogical plan they are given (e.g., lesson plans with tightly structured and effective pedagogy, and offers detailed guidance to aid teachers in low-capacity settings. This focus of classroom practice training helps teachers to apply what they learn in their classrooms



immediately. This in turn permits the consolidation of the practiced skills, as teachers observe how students respond to this more focused instruction. Continuous support to teachers in this process is essential. Coaching, mentoring, and “communities of practice” models give teachers access to experts and/ or senior colleagues who help to keep the focus on improving classroom teaching practices. Practical, focused professional development and continuous follow-up through coaching and support are indispensable elements of improvement. In the meantime, training and coaching are using technology. Digital infrastructure networks are used to ensure that resources reach all teachers. This virtual coaching (including WhatsApp teachers’ group) provides just-in-time guidance for reading instruction strategies.

43. **PNAPAS comes also with a slight adjustment of preservice training.** Initial teacher training is well structured through CAFOPs, with programs, training courses, and certification methods. The overall framework of the initial training is solid. However, the modules need to be slightly adjusted to integrate elements related to the methodology approach of early learning currently being developed within the framework of the PNAPAS. The reference framework for monitoring and supervision of initial training, which should specify the monitoring and supervision strategy, the tools used, the possible remedies, was not developed simultaneously with initial training reform.
44. **PNAPAS will be implemented gradually, by cohort.** Preprimary and CP1 students will be concerned by the implementation of this new approach over the next school year (2023/2024), then CP2 in 2024/2025 school year, CE1 in 2025/2026 school year, CE2 in 2026/2027 and so on. PNAPAS’ impact will be evaluated through large scale assessment (such as EGRA / EGMA) on a regular basis.
45. **The proposed DLIs address the persistent and increasing challenge of poor learning outcomes and insufficient teachers’ skills and professional development opportunities.**
 - **DLI 4:** PNAPAS is implemented throughout Côte d’Ivoire.
 - **DLI 5:** Teachers’ capacities to master new pedagogical approaches are strengthened.
 - **DLI 6:** Learning outcomes are improved for grade 3 students in reading/writing and mathematical skills.

RESULT AREA 3

46. **The proposed DLIs address the persistent and increasing challenge of poor learning outcomes and insufficient teachers’ skills and professional development opportunities.** The consultations organized within the framework of the EGENA call for the need to create, within MENA, a support and coordination unit. This coordination is foreseen to ensure the coherence of ministerial action, capitalization, administrative coordination between the central and decentralized entities, and to serve as an “entry point” (single window) for all partners wishing to support MENA. The Program will support the implementation of this unit with the objective of (a) designing, implementing, and sharing an adapted and continuous capitalization and monitoring/evaluation process; (b) conducting strategic reflections and ensuring their effective implementation; (c) taking into account the performance objectives in the budget programs and ensuring results-based management; and (d) ensuring coordination between the directorates and with the partners, particularly to ensure the balance of external support to national strategies on the one hand and pilot projects and innovations on the other.

Support and coordination Unit within MENA



47. The establishment of a support and coordination unit, as requested by the Education Forum actors, should make it possible, at minimum, to do the following:

- Design, implement, and share an adapted and continuous capitalization and M&E process.
- Conduct strategic reflections and ensure their effective implementation (by requesting input from the directorates).
- Consider performance objectives in budget programs and ensure results-based management.
- Ensure coordination between the departments and with the technical and financial partners (in particular, to ensure the balance of external support for national strategies on the one hand and pilot projects and innovations on the others).

Reform of Regionalization of Primary Teacher Recruitment

48. Initial teacher training at the CAFOP is very popular. More than 70,000 students take the exam each year for approximately 5,000 to 6,000 available positions. The popularity of the CAFOP is largely because student teachers are guaranteed a position as a civil servant upon graduation. The initial training program was recently restructured from two to three years of training to give more room for practice. The third year is devoted to a practicum with responsibility. The student teacher completes his or her third-year internship at his or her place of assignment. The country has 16 CAFOPs in 14 districts that can accommodate around 6,000 student teachers each year.

49. Aspiring teachers take the test in their region of origin. Successful candidates are then deployed to the 16 CAFOPs, regardless of their region of origin or their wishes. At the end of their first two years of training, they may be assigned—for their third-year internship in charge—to another geographic area. Teachers do not have the opportunity to express their choices and the criteria for assignment are not transparent. However, the teaching conditions in certain areas, as well as an assignment outside their region of origin, can lead to a strong lack of motivation and significant absenteeism. Some teachers seek to “escape” their place of employment at the risk of not respecting their commitments. The teacher’s contract indicates the need to remain in a position for at least five years (reduced to three for family reunification) before any new request for assignment

50. Through a DPO, MENA has issued a decree instituting the regional of recruitment of primary schools teachers. The PforR will support its implementation.

Objectives and Performance Contracts

51. Accountability system is insufficient. There has been no tangible progress on education quality because of limited accountability at different levels and a weak feedback monitoring system. Decentralized administrations (DRENAs, IEPPs, COGES) exist, but still suffer from the lack of clear definition of their regulatory missions and duties.⁸ The diagnosis of resource allocation within MENA reveals insufficient allocation of budgets to entities such as DRENAs, IEPPs, COGES, and CAFOPs. These budgets, which are only operating budgets, do not allow them—despite their FM autonomy—to meet their needs.

52. Deconcentration is not yet fully effective despite some recent initiatives. In 2019, the

⁸ Sofreco/AFD, *Etude diagnostique sur l’allocation des ressources au sein du MENET en Côte d’Ivoire.*



government adopted OPCs throughout the service delivery chain. MENA piloted the reform, starting it in 2019/2020 in 14 DRENAs, 10 CAFOPs, 41 IEPPs, and 210 elementary schools. The pilot phase ends in the 2021/2022 school year and the reform is planned for national implementation starting in 2022/2023. The OPCs are carried out in a participatory manner and involve many stakeholders. The OPCs are intended to enable the government to ensure that the various entities meet established administrative and educational standards.

53. **Five framework documents have been formulated to support this initiative:** (a) the educational project guide; (b) the contracting guide; (c) the accountability guide; (d) the OPC outline; and (e) the performance report guide.
54. **The educational projects should be based on three main principles:** (a) pedagogical management; (b) administrative and FM; and (c) school life management.
55. **Decree 0006/MENETFP/CAB of January 20, 2020, on the establishment of the OPC and the modalities of its implementation within MENA,** specifies that the OPC aims to ensure the success of the learner by improving the governance of the education system through the strengthening of various actors' accountability; the culture of results of M&E; the practice of accountability and reporting; and the performance of the administration and steering of the system.⁹ The three-year OPC can be revised at the request of one of the contracting parties. The decree specifies that the OPC is a strategic document which defines the basis for signing a contract (memorandum of understanding) between the minister of MENA, the regional director of education and the head of the preschool and primary education district.
56. **The decree also specifies that the contracting process is organized around five complementary stages to ensure coherence and efficiency:** (a) the diagnosis, which aims to assess the situation of the school, particularly with regard to the requirements of educational policy; (b) the development of the school project, which aims to determine, with the entire educational community, the major objectives chosen by the school according to its characteristics and resources, and to define the methods for achieving them; (c) management dialogue; (d) the signing of the OPC, which aims to target the priority areas in which a "qualitative leap" would enable the school to make significant progress in the realization of its project and the achievement of the objectives of improving the education system; and (v) implementation and M&E.
57. **The education management deconcentration is still in its infancy in Côte d'Ivoire.** As a result, the OPCs suffer from several limitations/impediments that can penalize this initiative for better governance and accountability of the system. In particular, OPCs do not include budgetary and financial aspects: In their current version, the OPCs are not budgeted. In other words, the local entities develop their OPC with operational objectives (around pedagogical management, administrative and FM, environmental management, and school life) without attaching financial projections. For example, DRENAs receive an operating budget, but no additional budget will be allocated for their OPC implementation. Local entities are left to manage their operating budget with the goodwill of the local community to help them implement their OPC.
58. **The proposed DLIs address persistent challenges in the accountability and efficiency process.**
 - ✓ **DLI 7:** MENA's planning and monitoring/reporting is strengthened.
 - ✓ **DLI 8:** The reform of the recruitment at the regional level is implemented.

⁹ Objective and Performance Contract, MENA, 2021.



- ✓ **DLI 9:** OPCs are implemented.

D. Institutional Arrangements

59. At the government level, the task force will be a member of MENA's SC (see below). It will provide strategic oversight of the Program and ensure its consistency with ESP and PND.

60. At the MENA's level, the following will be provided:

- **The SCU will be set up as a support and coordination body.** As part of the implementation of the Program, it will, among other things, (a) supervise the development of the action plans by the implementing structures (mostly technical directorates) and ensure that the activities are implemented according to plan; (b) engage in strategic thinking with the technical directorates to strengthen the Program's implementation effectiveness; (c) set up a M&E mechanism and organize a periodic review of the implementation of the Program.
- **A SC will include the following:** a member of the Cabinet, the coordinator of the SCU mentioned above or his/her representative, MENA's Administrative and Financial Director or his/her representative, a representative of the Inspectorate General, a representative of the Ministry of Budget and State Portfolio; a representative of the Ministry of Planning and Development, a representative of the MEF, and a representative of the coordination and monitoring unit for the portfolio of projects co-financed by the World Bank. The SC will meet at least twice a year to (a) review Program's progress; (b) review its strategic relevance in the context of ESP and PND; and (c) make recommendations accordingly to relevant stakeholders.
- **The ESDEP PIU will implement the IPF component of the financing and will serve as the technical secretariat of the SC.** Within the ministry's institutional framework, this PIU will evolve into MENA's projects coordination office BCPENA by year three of the Program. The modalities of this evolution will be entrusted to the support and coordination unit mentioned above. Based on the model of the BCP-E, the BCPENA will be created by an interministerial decree issued jointly by the MENA, the Ministry of the Budget and the MEF.

61. **The Directorate of the Mutuality and DMOSS is responsible,** together with the teams of the National School Health Program of the Ministry of Health and Public Hygiene (*Programme National de la Santé Scolaire et Universitaire*), for the implementation of the medical and nutritional support package. The DCSPA will be responsible for the development of the parental literacy program in conjunction with the National Nutrition Council and the DEEG and the Directorate of Animation, Promotion and Follow-up of School Management Committees (*Direction de l'Animation, de la Promotion et du Suivi des Comités de Gestions des Etablissements Scolaires, DAPS-COGES*); DCEP will be responsible for the expansion of the school construction program in conjunction with DAPS-COGES. The DESPS will be responsible for the improvement of the school mapping tool. The DELC will be responsible for the implementation of the inclusive education strategy with DMOSS. The DPFC will be responsible for the PNAPAS and in-service training strategy implementation. The DVSP will be responsible for standardized evaluations. The DAF will be responsible for the implementation of the management control capacity. The Human Resources Department (*Direction des Ressources Humaines, DRH*) will be responsible for regionalizing recruitment in conjunction with the Examinations and Competitions Department (*Direction des Examens et des Concours, DECO*) and DELC. The Directorate of Judicial Affairs (*Direction des Affaires Juridiques et du Contentieux*) is responsible for the development and dissemination of the Code of Education



and MENA's land titling procedures. The General Inspectorate is responsible for the implementation of the OPCs. All these actors have worked together in the past. Each will designate a focal point who will oversee planning, implementing, and supervising the Program activities under the responsibility of their directorate. These focal points will form a technical committee, which will be chaired by a representative of the General Inspectorate. It will meet at least quarterly and communicate regularly with the SCU and PIU/BCPENNA to monitor implementation progress. The creation of the technical committee and nomination of the focal points and the general inspector chairing the technical committee is an effectiveness condition of the PforR.

62. **At the institutional level**, focal points will be designated to support the implementation of the Program within the following structures: Ministry of the Budget and State Portfolio, MEF's Coordination and Monitoring Unit for the portfolio of projects co-financed by the World Bank, Public Debt Directorate, and the General Directorate of Public Procurement.
63. **The Accounting Officer and Financial Controller of the ESDEP Project will execute the resources of the IPF component.** The Directorate of Public Debt (where the dedicated account of the Program will be opened) and MENA's Financial Controller will be proposed to execute the resources of the Program.

E. Description and Assessment of Program Expenditure Framework

64. **MENA adheres to the common West African Economic and Monetary Union's (WAEMU's) financial and budgetary structure** which promotes transparency and efficiency in resource allocation and management; minimizes disparities between forecasted and actual expenditures; and improves the M&E of the sector's overall financial outcomes. MENA's recent adoption of medium-term budgeting framework has improved the pragmatism of its financial plans and limited groundless inflation of estimates. Nevertheless, further enhancements of its financial framework remain imperative. Recent variations between estimated and actual budgets of the ministry stood at -14.1 percent in 2020 from -3.8 percent in 2019. There was also a financing gap of +8.64 percent between planned and actual budgets by the end of the first quarter of 2019.
65. **For the time spanning 2022–2028, MENA projects to affect a budget of nearly US\$9.2 billion.** Recent budgets show that the ministry's expenditures have been commensurate with its available funding for each of the years. This gives credence to its total expenditure for 2022–2028 being amply financed by projected resources for the period.
66. **Although recurrent expenditure made up 95 percent of MENA's cumulative budget from 2018 to 2021, a 1 percent decline in the recurrent expenditure is evince by the programmed 2022–2028 budget.** This suggests an anticipated increase in the aggregate capital investment expenditure from 5 percent (2018–2021) to 6 percent for the PforR execution period.
67. **On the revenue side, MENA has in recent years financed its expenditures predominantly from internally generated funds with just about 2 percent from external sources.** This makes the ministry's forecast to finance 100 percent of its predicted spending for 2022–2028 from internally generated resources plausible. While MENA's sole dependency on state allocated resources subjects its operations to actual allocations from the Ivorian government's revenues, this is less precarious compared to being considerably dependent on external resources for its operations. About the adequacy of the ministry's budget 2022–2028 to allow the execution of the proposed Strengthening Primary Education System Program's PforR, both the projected total expenditure and financial resources for MENA are in excess of US\$9.1 billion and can amply cover the ministry's



financial obligation of US\$265.3 million for the Program, over the same duration.

68. **Recent trends show a decade of stable increases in government expenditures.** These increases have been accompanied by relevant increases in the budget devoted to education services.
69. **The Program Expenditure Framework projects a stable, though modest, increase in government education spending over the Program implementation period.** Increased government education spending is largely driven by increases in government revenues that arise from economic growth. The share of the overall government budget as a proportion of national income and the proportion devoted to education are assumed to remain the same throughout the projection period. Given these assumptions, the share of national income allocated to government spending on education stays relatively constant.
70. **About 84 percent of the education budget goes to support salaries.** This limits the funding available for investments in initiatives directed at improving the quality of education and therefore the quality of human capital. There is a lack of school infrastructure, pedagogical materials, and teacher's skills improvement. However, there is not enough funding available. The government views the PforR as a way to address these deficiencies and transform government schools into vibrant and performing institutions (see table 3.1).

Table 3.3: Government Program, 2022–2026 (US\$)

	2023	2024	2025	2026	2027	TOTAL
RA 1						
Cost of nutrition/school health activities Budget line: 2206804	19,135,178	19,088,263	19,090,696	na	na	57,314,137
Cost of literacy program Budget line: 22064	3,159,262	3,104,737	2,942,785	na	na	9,206,784
Cost of preprimary and primary school construction activities Budget line: 2206106	88,859,037	50,802,552	50,957,490	na	na	190,619,079
Cost of the strategy for the integration of Islamic schools Budget line: 2206101	2,935,000	675,000	0	na	na	3,610,000
Cost of the inclusive school strategy for students with sensory disabilities Budget line: 2206101	1,421,675	2,837,385	2,844,235	na	na	7,103,295
RA 2						267,853,295
Cost of PNAPAS: Budget line: 709479792	4,059,034	5,327,514	6,595,994	na	na	15,982,542
Cost of the National Teacher Training Strategy Budget line: 1312540180	58,381,616	58,381,616	58,381,616	na	na	175,144,848
Evaluation Budget line: 709479792	540,305	540,305	540,305	na	na	1,620,915
RA 3						192,748,305
Cost of strengthening MENA's planning and monitoring/reporting Budget line: 2106001	1,129,273	1,254,940	964,940	na	na	3,349,153
Cost of implementing the regionalization of recruitment reform: Budget line: 2206103	1,687,645	1,842,470	1,697,470	na	na	5,227,585



	2023	2024	2025	2026	2027	TOTAL
Cost of implementing OPCs: Budget line: 2206101	4,442,330	4,583,427	4,720,905	na	na	13,746,662
TOTAL	185,750,355	148,438,209	148,736,628	107,500,000*	107,575,000*	698,000,000
DLI Contribution						
Total expected DLI disbursements by year – IDA	21,900,000	53,600,000	79,350,000	92,250,000	82,200,000	329,300,000
Share of PforR IDA contribution to program funding requirement	12.2%	36%	53%	86%	76%	47.1%
Total expected DLI disbursements by year – GPE	700,000	2,000,000	7,000,000	5,000,000	0	14,700,000
Share of PforR GPE contribution to program funding requirement	0.4%	1.3%	4.7%	4.8%	-	2.1
Government funding						
Government funding (or funding provided by other partners)	163,150,355	92,838,209	62,386,436	17,812,500	17,812,500	339,300,000
Share of Government funding in total budget	87.8%	62.5%	42%	16.6%	16.6%	50.7%

*Conservative estimate

F. Description and Assessment of Program Results Framework and M&E

71. **SCU will be responsible for monitoring results and activities under the Program.** The Program's M&E will benefit greatly from the experience gained and tools developed under the ESDEP. The Program's implementation and its achievement of the expected results will be assessed quarterly by SCU. This will be done through routine collection of implementation data using standardized tools, developed, and validated by the various stakeholders (ministries, implementing partners, etc.).
72. **The PIU / BCPENA, commissioned by SCU, will undertake supervision missions and semi-annual reviews.** The objective of the supervision missions is to provide recommendations to the SCU, the SC and technical directorate to improve the implementation performance. These activities will focus on controlling the quality of the services offered in compliance with relevant standards. They will also serve as a framework for verifying the quality of the data transmitted and, through exchanges with beneficiaries, will assess their level of satisfaction with the services provided.
73. **The results framework (annex 1) provides key measures of Program achievements against its stated objectives.** SCU will be responsible for Program results M&E. It will aggregate the data and ensure that they are backed by evidence of overall progress on all dimensions of the results framework, with an emphasis on results related to DLIs, and compliance with requirements set out in the PAP. BCPENA, commissioned by SCU, will produce a Program report based on compiled M&E data and any other evidence related to Program implementation. It will submit an annual Program progress report to the task force. BCPENA, commissioned by SCU, will submit the approved annual status report of the Program to the World Bank as well as an additional semi-annual report no later than 60 calendar days after the end of each calendar semester, covering the calendar semester. The Program progress reports serve as the basis for the World Bank's implementation support missions and the midterm review.

G. Program Economic Evaluation

74. **The PforR is found to be cost-effective and expected to produce considerable economic**



spillovers. A total of about 6.96 million children of primary-school-age are expected to benefit for at least a year (for those who join just before the Program closes and up to five years for those who start at the commencement of the Program). An estimated 5.6 million children are envisioned to complete year 6 in primary school as a result of the PforR compared to the 5.1 million that would have graduated without the PforR Program. This gain stems from a forecasted reduction in annual dropout rate from 4.0 percent to 2.0 percent and represents a 9.7 percent increase in the proportion of students envisaged to graduate. These 5.6 million student-beneficiaries are anticipated to earn roughly 58.0 percent (US\$1,449) more than they would have without any formal education (US\$2,502), for each year of their working lives.

75. **Besides the direct financial benefit—a NPV of US\$1.6 billion, the Program’s design promises to keep young girls in school and increases the likelihood of many of these girls continuing to the secondary level of education.** Consequently, more girls will spend more years in school, delay marriage and pregnancies, which controls population growth, and increases the overall productivity and income of the population. This will eventually raise per capita income of Ivorians. HCI can improve the productivity for the country’s citizens through an expected flow into the Ivorian economy of direct foreign investments which can expand job creation, reduce unemployment, and inevitably engender positive macroeconomic effects.

H. Technical Risk Rating

76. **The overall risk of the Program is considered moderate.** Political and governance, macroeconomic and sector strategies and policies risks are currently rated moderate. The government’s commitment to reform is illustrated by considerable public investment and sustained efforts to produce education sector strategies. However, coordination of policy development and implementation in the education sector is weak at both the central and subnational levels. To facilitate the reform process and provide concrete solutions to the challenges of change and adaptation, the PforR will rely on multi-stakeholder engagement for structured dialogue around key outcomes. It will also strengthen the capacity of MENA to manage development results and lead the change process.
77. **Macroeconomic risk is considered moderate.** The ongoing impacts of the current set of crises (COVID-19 pandemic rising food prices, war in Ukraine), on the Ivorian and international economies pose a moderate risk in terms of potential repercussions on public finance availability and impact the funding predictability in the achievement of the Program. The upcoming Public Expenditure Review will identify recommendations on improved spending efficiency in the social protection sector in a context of limited fiscal space.
78. **Institutional capacity for implementation and sustainability is rated High.** The current project PIU, which will be transformed into BCPENA, will lead the implementation of the Program, providing some level of mitigation due to the proven track record of this PIU staff. In addition, the IPF component will provide additional technical expertise as needed to facilitate Program deployment and ensure that sufficient capacity is in place. Nevertheless, the shift from implementing specific activities to a results-based approach will require a change in the way different actors collaborate and the necessary resources are mobilized, which presents a substantial risk to the achievement of the PforR’s objectives. In addition, three of the activities supported by the Program are pilot activities (family literacy program, OPCs, regionalization of recruitments) and, as such, pose a higher risk for timely implementation.



79. **While the overall fiduciary risk of the Program is substantial**, several mitigating measures have been incorporated into the PAP to ensure adequate and timely execution of the Program and achievement of expected results, improve transparency and predictability of resource allocation, and strengthen accountability and external oversight.

Economic Evaluation

80. **Education and health outcomes among African countries remain the lowest in the world.** Even among lower-middle-income countries in the region, actual years of learning over the individual's lifespan are considerably low and is not commensurate with the total number of years spent in school. Together with the poor nutrition and low-quality healthcare, human capital (suggestive of the knowledge, skill and health embodied in residents and nationals over the course of their lives) in the region continues to be less attractive¹⁰ to foreign investors. Consequently, incomes are generally low whereas unemployment and poverty rates prevail.

81. **In order to redirect the significantly needed foreign direct investments into the region, an enriched human capital base for the continent is necessary to complement its rich natural resources.** As such, the Program is timely and apt. Yet, the scarcity of financial resources relative to the bounteous, equally suitable investments to be made, emphasizes the essence of assessing the economic prudence of the Program to ensure the most expedient allocation of financial resources

Methodological Approach

82. **The economic appositeness of the Program is analyzed by means of a CBA technique.** The CBA allows costs and benefits of the Program to be quantified and evaluated juxtapose each other. The NPV approach is drawn on to arrive at the CBA outcome. Since the cost of educating beneficiaries is not exclusively funded by the Program, both direct and indirect costs incurred by beneficiaries until their completion of their primary education are considered.¹¹

Computational Assumptions and Adjustments

83. **Student enrollments, retention and performance are expected to improve¹² with the building of new and enhanced learning centers for primary-school-age children.** At the same time, the improved learning setting as well as in-service training for teachers is anticipated to ameliorate teachers' performance.¹³ In effect, the student retention rate is forecasted to be augmented from 99.6 percent to 99.8 percent by the second year of the Program.

84. **The proposed Program is expected to benefit a total of 6,961,002 primary school students.** Of this number, 6,596,832 and 6,232,662 are expected to complete three years and six years of primary school respectively. Though the Program is co-financed by the Ivorian government, IDA, and the GPE, the funding excludes private costs (school fees, books, uniform, shoes, feeding allowance and transportation costs) incurred by students or their families on account of obtaining

¹⁰ World Bank, *African Human Capital Plan* (Washington, DC: World Bank, 2020).

¹¹ Emmanuel Jimenez and Harry A. Patrinos, "Can Cost-Benefit Analysis Guide Education Policy in Developing Countries?" (Washington, DC: World Bank, 2008).

¹² Peter Barrett, Fay Davies, Yufan Zhang, and Lucinda Barrett (2015), "The Impact of Classroom Design on Pupils' Learning: Final Results of a Holistic, Multi-Level Analysis." *Building and Environment* 89 (1): 118-133.

¹³ Glen I. Earthman (2002), "School Conditions and Student Academic Achievement." Mimeo.



primary education. Additionally, the real cost of attending primary school (income from child labor outside or in family’s economic activities) is also captured in this economic estimation.

- 85. **This analysis projects the economic advantages of having a minimum of three-years basic education as opposed to having less than a three-year primary education or none at all.** It is assumed that not completing lower primary or of primary school yields no benefit to the student as he or she will barely be able to read or write comprehensively. As such, whereas students who successfully complete three years of primary school are expected to earn a third of the total monetary compensations that primary school graduates bring in, those with less than a three-year primary education are not expected to have any more income than persons with no formal education. Additionally, three years spent in primary school is presumed to increase the likelihood of employment by 0.3 percent from the 3.3 percent unemployment rate for persons with no formal education.
- 86. **Data used in this analysis were drawn from the latest Ivorian Multiple Cluster Indicator Survey (MICS) published reports, empirical studies, and reports from MENA.** Additional extrapolations on pricing and costs are made from the Chadian Improving Learning Outcome Project (P175803, primary education) Project data using the relative incomes of the two economies. An average national wage of US\$2,392 for 2022 is estimated using trends in the country’s average wage from 2015 to 2021. Given the fluctuations in the country’s mean wage over the past decade, the youthfulness of its population and improvements in its demographic health, a 5 percent average increase in average wage every fifth year is forecasted for the next 52 years. Similar accommodations are made to predict the average annual wages for both primary graduates and persons with no formal education for the same period. Primary school graduates are predicted to work for nearly 44 years after legally joining the labor force at age 15, given the average life expectancy of 58 years¹⁴ for the country. Thus, they are expected to bring in US\$3,952 (primary graduates) or US\$2,985 (lower primary graduates) compared with US\$2,502 from persons with no formal education as depicted in the table 9.1. Also, though the analysis suggests the first three years of basic education produces merely a third of the additional income to primary education, the importance of these elementary years of education to the overall benefits of education should not be underestimated.

Table 3.4: Average Annual Wages 2031-2074

Category	Wage in US\$
Primary graduate	3,952
Average wage	3,153
Lower primary graduate (completed first three years of primary school)	2,985
Persons with no formal education	2,502

Computing Costs and Benefits

- 87. **The Program takes both the direct financial costs and opportunity costs of primary education into consideration to compute the total costs.** As the required data for estimating costs and benefits for the Program was incomplete some useful data was sourced from the Chadian Improving Learning Outcome Project (P175803, primary education) and modified with the

¹⁴ World Bank, *Life Expectancy at Birth, Total (Years) – Côte d’Ivoire* (Washington DC: World Bank, 2022).



comparative GDP per capita of the two economies. Government spending per primary student, private spending per primary student, and real cost of being in school and out of the child labor market are forecasted for the period of schooling and imputed into the valuation of the total cost of obtaining primary education. The corresponding benefits of primary education are estimated for an anticipated 6,596,832 students (6,232,662 primary year 6 graduates and 364,170 primary year 3 “only” graduates). This analysis assumes no significant differences among the productivities of primary year 4, 5 and 6 graduates. Total cost approximations for educating beneficiaries to their points of graduating or dropping out of school is estimated together with their associated benefits. The proportion of the cost of the Program to the total cost of educating the beneficiaries to generate the likely total benefits is calculated. The proportion arrived at is equivalent to the proportion of the predicted benefits ascribable to the Program.

Discounting Monetary Values

88. **Both costs and benefits are expressed in constant 2022 (Program’s start year) prices using deflating parameters computed from latest GDP deflators.** This allows for uniformity in nominal values and permits comparison between costs and benefits incurred and gained over different time frames.¹⁵ A 5 percent discount rate is then applied to transform constant values of costs and benefits into their NPVs to compute the BCR for the Program. For uniformity and the reliability of the Cost Benefit Analysis outcome and subsequent recommendations, Moore et al.¹⁶ recommend a discount rate of 3.5 percent for projects that span a generation or affects only single generation. Yet, since this recommended 3.5 percent is the average for all countries -both those with low and high interest rate-return on investment), the rate was slightly adjusted upward for Cote d' Ivoire so that the rate edges toward the return on capital in Côte d’Ivoire. The 5 percent rate is the average of the recommended rate (3.5) and the latest rate of 6.5 available on the World Bank site for Côte d’Ivoire (2017). Though a BCR exceeding 1.0 demonstrates the Program would generate positive returns, it is most appropriate to undertake a Program whose BCR outweighs 1.0 by a percentage greater than the returns on financial instruments for the period the Program would be undertaken and when benefits would be recouped.

Discussion of Results

89. **This Program is anticipated to positively influence the performances of teachers and students and improve student retention.** The expected decrease in dropout rates from 4 percent to 2 percent annually is envisioned to translate into the retention of 556,850 students who would otherwise have dropped out before graduating from primary school after six years see table 9.2. About 6,596,832 of the 6,961,002 beneficiaries are likely to complete the first half for primary school while 6,232,662 are prospected to finish primary school.

¹⁵ Donald Shepard, Wu Zeng, and Ha Thi Hong Nguyen. *Cost-Effectiveness Analysis of Results-Based Financing Programs: A Toolkit*. (Washington, DC: World Bank, 2015).

¹⁶ Moore, Mark A., Anthony E. Boardman, Aidan R. Vining, David L. Weimer, David H. Greenberg. 2004. “Just Give Me a Number!” Practical Values for the Social Discount Rate.” *Journal of Policy Analysis and Management* 23 (4): 789–812.

**Table 3.5: Côte d'Ivoire Strengthening Primary Education System Program's Gains**

Factor of interest (2031–2074)	Program's gains	Program's gains
Expected total number of primary graduates without the Program with six years of primary education	5,675,811	
Expected total number of primary graduates with the Program with six years of primary education	6,232,662	556,850 (9.8%)
Projected average annual wage of persons with no primary education	US\$2,502	
Projected average annual wage of persons with only three years primary education	US\$2,985	US\$483 (19.0%) ↑
Projected average annual wage of persons with six years of primary education	US\$3,952	US\$1,449 (58.0%) ↑
Projected average annual wage (national)	US\$3,153	

Source: World Bank estimations. October 2022.

90. **Additionally, it is revealed that earnings (US\$1,898) in 2022 among Ivorians with no formal education was 21 percent lower than the national average wage (US\$2,392) whereas that (US\$2,265) of those with at least three years of primary education was about 5 percent lower than the mean wage of Ivorians.** Earnings (US\$2,998) of persons with six years of basic education is 25 percent in excess of the national mean. Between 2031 and 2074, however, the mean marginal benefit of primary education per year stands at US\$1,449 signaling a 58 percent wage gap. Also, a 19 percent wage gap is evinced between persons with only three years of primary education and those without any formal education. The large wage gap suggested between primary school graduates' average annual earnings and that of those with no formal education indicates that a disproportionately large section of the Ivorian population has no formal education or less than six years of basic education. Thus, though earnings by the relatively smaller fraction of the populace with at least basic education is significantly higher than the mean national wage, the mean wage would most likely reflect or be similar that of the majority even after accounting for those with higher levels of education.

CBA Results

91. **It is predicted that the Program would benefit a total of 6,961,002 primary school students for at least a year.** While 6,596,832 of this number are expected to complete three years of primary school, only 6,232,662 are likely to finish six years of primary school. Nevertheless, by assuming ability to read and write by the completion of three years of primary in a country with low literacy and numeracy skills would accrue about 33 percent of the benefits that are ascribable to primary education, the study estimates the CBA outcomes. It considers the changes to the number of total beneficiaries from start of the Program to its closure to ensure computational accuracy.
92. **The Program cost is US\$698 million accumulated over a five-year timeframe.** When expressed in constant 2022 (Program' start year) prices, assumes a total of US\$696.6 million. A discount rate of 5 percent is then applied to obtain the present value of roughly US\$603 million.
93. **Benefits on the other hand amounts to approximately US\$8.5 billion amassed over 44 years (from the legal age of 15 years for entering the workforce until the expected 58 years of life).** This evolves into almost US\$8.5 billion at 2022 constant prices. After discounting for 44 years at 5



percent, it results in a present value of about US\$2.2 billion. Subsequently, an NPV of US\$1.6 billion and a BCR of 3.7 are produced.

94. **The Côte d'Ivoire Strengthening Primary Education System Program's cost-effectiveness is revealed in its BCR of 3.7.** Also, it is worth acknowledging that though Côte d'Ivoire is among the largest spenders per primary student in the subregion,¹⁷ spending on primary education still proved economically beneficial (see table 9.3).

Table 3.6: Estimates of Cost and Benefits of the Côte d'Ivoire Strengthening Primary Education System Program

Parameters of Interest	Value in US\$
Total benefits (<i>Nominal Prices</i>)	8,514,715,326
Total benefits (<i>2022 Constant Prices</i>)	8,259,464,436
Total benefits (<i>5% discount</i>)	2,212,292,355
Total costs (<i>Nominal Prices</i>)	698,000,000
Total costs (<i>2022 Constant Prices</i>)	696,600,000
Total costs (<i>5% discount</i>)	603,068,804
NPV (<i>5% discount</i>)	1,609,223,551
BCR	3.7

Source: World Bank estimations. October 2022.

95. **Besides the direct financial gains of the Côte d'Ivoire Strengthening Primary Education System Program, some indirect gains are also expected as the Program's design is envisioned to retain an increasing number of girls in primary schools.** Eventually, a significant proportion of these young girls will have a good chance of furthering their studies as far as the secondary school level. Keeping more girls in school and for a longer period is a good way of delaying marriage, reducing pregnancies, and managing population growth while increasing the overall productivity and income of the population. A rise in the national average income would be imminent as a result.

Sensitivity Analysis

96. **In everyday real-life situations, economic factors may change and affect Program's financial gains. For this reason, conducting a sensitivity analysis to ascertain the robustness of the CBA results is beneficial.** This analysis employs varying discount rates which the most sporadic of factors that influence the CBA to establish the reliability of its outcome (see table 9.4).

Table 3.7: Sensitivity of BCR to Possible Changes in Discount Rate

Discount rate	Parameter of Interest	Value in US\$
5%	Total benefits	2,212,292,355
	Total costs	603,068,804
	NPV	1,609,223,551
	BCR	3.7
	Total benefits	1,199,805,611

¹⁷ David K. Evans, Fei Yuan, and Deon Filmer, "Are Teachers in Africa Poorly Paid? Evidence from 15 Countries." Mimeo, 2020.



8%	Total costs	556,095,414
	NPV	643,710,197
	BCR	2.2
10%	Total Benefits	842,145,074
	Total Costs	527,931,314
	NPV	314,213,760
	BCR	1.6
12%	Total Benefits	611,099,966
	Total Costs	501,987,372
	NPV	109,112,594
	BCR	1.2

Source: World Bank estimations. October 2022.

97. **In table 9.4, as discount rate changes, cost variations prove much smaller than those of benefits.** This is explained by the fact that costs are discounted over the first five-year duration of the Program (when investment is made into the Program) whereas benefits are discounted over a 44-year timespan following three years after the Program ends; discounting factors are much larger in later years than in earlier ones.
98. **Evidently, a 100 percent increase in discount rate from 5 percent to 10 percent induces a less than commensurate reduction in BCR (57 percent) from 3.7 to 1.6.** While the magnitude of reduction in BCR may appear large, considering the expanse of the duration of the benefits accruable in later years relative to that of the cost (divisor) cumulated in preceding years, such changes in BCR are acceptable and do not undermine the robustness of the outcome. Furthermore, a 140 percent adjustment in discount rate from 5 percent to 12 percent reduces BCR by 67 percent (still less than proportional change in discount rate) from 3.7 to 1.2 and still suggests that the Program is economically advantageous.

Conclusion

99. In spite of the relatively higher cost of primary education in Côte d'Ivoire, the Program is cost-effective and promises positive demographic and economic spillovers.



ANNEX 4. INTEGRATED FIDUCIARY SYSTEMS ASSESSMENT

Executive Summary of IFSA

- 1. The IFSA concluded that the Program's fiduciary systems meet OP/BP 9.00 requirements** with the focus of supporting the achievement of Program objectives and providing reasonable assurance that financing proceeds will be used for intended purposes with due regard to economy, effectiveness, efficiency, transparency and accountability.
- The fiduciary systems assessment entailed a review of the capacity of the participating entities on their ability to: (a) record, control, and manage all Program resources and produce timely, relevant, and reliable information; (b) follow procurement rules and procedures; and (c) ensure adequate implementation arrangements and risk mitigation. The IFSA covered MENA as the implementing entities. IFSA focused on quality of legal and institutional framework for PFM, procurement, and Governance and Anticorruption (GAC) applicable to the Program, and the fiduciary capacity of implementing entities for budget, budget execution, internal controls, and external audit. This IFSA has been conducted through meetings and discussions with the various officials of all affected IAs. The review relied upon documents and data provided by the IAs regarding their fiduciary processes and performance in past and also upon the World Bank's past project experience and understanding of the FM and procurement systems at the state level.
- 3. The IFSA was conducted through a methodical review of systems and practices** involving the review of several analytical works mainly focusing on: (a) PEFA Assessment (2019)¹⁸; (b) Public Investment Management Assessment¹⁹ (PIMA, 2021); and (c) ANRMP, Court of Accounts and IGF annual reports. The team also reviewed the lessons learned in the implementation of World Bank-financed operations in relevant sectors. Several consultations of the IFSA had been conducted. The fiduciary assessment virtual mission was conducted in 2021 with the objective to discuss the Program with key stakeholders. The findings of the mission were presented to stakeholders.
- 4. The assessment determined that Côte d'Ivoire PFM and procurement country systems are acceptable to the World Bank and meet the requirements for the implementation of a PforR.** Côte d'Ivoire PFM counts on a strong legal and institutional framework, effective PFM planning and budget system, and a strong internal control system with clear and relevant segregation of duties at each step of the budget execution. Budget execution and internal control systems are computerized and interlinked with procurement and treasury systems. There is an adequate legal and institutional framework for fraud and anticorruption in line with international standards. Côte d'Ivoire also adopted WAEMU PFM and procurement directives, whose implementation is ongoing.
- 5. Meanwhile, there are opportunities to strengthen country systems for internal and external audit, procurement, and anticorruption.** The internal audit function needs to adopt International Standards on Auditing and increase the staff and capacity in terms of number and skills, with an ongoing related reform. External auditors do not conduct performance audits and need additional resources. Procurement timeliness could be improved by streamlining processes, and enforcement

¹⁸ <https://www.pefa.org/node/516>

¹⁹ <https://infrastructuregovern.imf.org/content/PIMA/Home/Region-and-Country-Information/Countries/Cote-dIvoire.html>



of sanctions could be enhanced, particularly for the infrastructure sector. Finally, the level of enforcement of anticorruption mechanisms could be strengthened.

6. **Based on the IFSA and given the multisector and multiagency engagement for operation and execution, the combined fiduciary risk is rated as “substantial”.** There is an inherent risk associated with variations in fiduciary capacity, compliance to agreed FM and procurement processes. To mitigate fiduciary risk and strengthen the existing systems, various actions are recommended to be completed during implementation as a DLI and PAP. With the implementation of recommended mitigation measures and system strengthening actions, during the Program implementation, the capacity and performance of the Program IAs is considered adequate to provide reasonable assurance that the financing proceeds would be used for the intended purposes, with due attention to the principles of economy, efficiency, effectiveness, transparency and accountability. If any significant events and issues come to the knowledge during the Program implementation, additional appropriate mitigation measures shall be put in place in consultation with Government of the Republic of Côte D’Ivoire.

A. The PFM System in Côte d’Ivoire

7. **The PFM framework is acceptable for supporting the implementation of the PforR.** This framework is in line with international standards, and Côte d’Ivoire has adopted WAEMU PFM. In past years, Côte d’Ivoire had undertaken major reforms in the management of public finances with the implementation of the WAEMU’s harmonized PFM framework. On the budget side, these reforms imply the shift from line-item-based budgeting to a performance-based budgeting with a multiannual perspective. Program-based budgeting became effective in Côte d’Ivoire since January 1, 2020. In 2021, the government pursued the implementation of the budget program with overall improvement of the budget program tolls and stakeholders’ capacities. The 2022 national approved budget contains 150 programs reflecting the consolidation of the implementation of the budget program.
8. **These reforms aim at greater efficiency in the management of public finances** through, among other things, the focus on performance, rationalization and optimization of public expenditure, securing public investment resources, strengthening budgetary discipline, control and transparency, and greater accountability of stakeholders. To reinforce the impact of the reform, a unit in charge of budgetary reform was created to permanently oversee the budgetary performance. Since 2019, the government drafted the Fiscal Risk Declaration (DRB), which documents the risks facing the public finance, mainly in resource mobilization and expenditures. DRB 2020–2022, DRB 2021–2023 and DRB 2022–2024 were adopted by the Council of Ministers and served as an annex to the 2020, 2021 and 2022 finance laws.
9. **Multiyear programming documents are elaborated and properly integrated in the annual budget cycle.** A NDP was prepared for 2016–2020. The new NDP 2021–2025 was adopted by the government and articulated under six pillars. The 2021 budget emphasized the post COVID-19 recovery plan and the multiyear expenditure programming documents (*Documents de Programmation Pluriannuelle des Dépenses, DPPD*) 2021–2023.
10. **However, budgetary discipline risk remains significant.** The system of control and verification posteriori of public companies has weaknesses, despite the 2017 PEFA analysis (reported in 2019), which showed a robust institutional system supported by efficient IT tools and a firm political will to ensure good overall budgetary discipline. The management of public services, beyond the obligation to ensure their continuity, can be strengthened at the level of strategic sectoral



management and own instruments, particularly the tools of results-based management promoted in the framework of the PAGDS Project. Compliance with budgetary discipline could also be weakened by the persistence of certain structural deficiencies, such as those identified in the internal audit function and the consideration of risks in the missions of ministries' inspections. External control by the Court of Auditors (CC) is also relatively small in scope.

B. The Public Procurement System and Procedures in Côte d'Ivoire

11. **The various reforms of the public procurement system in Côte d'Ivoire, which started in 2000, have resulted in a well codified legal and regulatory framework organized according to a hierarchical structure (law, decree, order, etc.).** This system, which is in line with the best regional and international standards in the field, has made it possible to create more transparency and an effective and efficient environment, and to improve the management of public expenditure. The recent public procurement code in force, which was the subject of Ordinance No. 2019-679 of July 24, 2019, responds to the needs for addressing the weaknesses of the public procurement system, complying with Community Directives, considering international standards, and strengthening the transparency and efficiency of the system through multiple innovations.
12. **It proved necessary to incorporate the provisions of these directives into the national regulations of WAEMU member states.** Thus, the harmonization of the provisions of the Public Procurement Code with Community Regulations motivated the second reform, which aims to strengthen the transparency of public procurement, the effectiveness of the fight against corruption, and fraud and guarantee effective remedies.
13. **In applying the Directive No. 5/2005/CM/UEMOA of WAEMU, the Public Procurement Code, the subject of Decree No. 2009-259 of August 6, 2009 advocates for the principle of institutional unbundling of control functions and those of regulation of public procurement and public service delegations.** If the former is the responsibility of the Directorate of Public Procurement (DMP) which is today the General Directorate of Public Procurement (DGMP), the regulatory functions are devolved to the ANRMP which is created the same day, in the Council of Ministers, by Decree No. 2009-260 of August 6, 2009.

C. Accounting and Reporting

14. **The government is seriously enhancing fiscal reporting and transparency in line with its commitment to Open Government Partnership (OGP).** In 2015, Côte d'Ivoire became the first francophone country to be accepted as a member of OGP and is now implementing the 2020–2022 Action Plan (third action plan) to improve fiscal transparency. This 2020–2022 action plan consists of 10 commitments covering six policy areas. In addition to ongoing reform from the previous plan, this new plan includes new areas such as legislation development (teleworking and school canteen provision) and better alignment with the NDP. Some progress has been made in strengthening relations between the government and the civil society. Inclusion of the civil society in budget guideline validation sessions has improved civic participation in fiscal processes at the national level.
15. **The Program budget line and its associated accounts will be managed by a single Payment Authorizing Officer (*ordonnateur de paiement*) and a single Public Accountant who will make the payments.** All government expenditures will be traceable back to these accounts.



16. **The DAF of MENA will have responsibility of accounting and reporting of PforR Program.** The team of the DAF have experiences related to ministry projects: constructions of classroom, purchase of students' desk, etc.
17. **The BCPENA will be a continuation of the PIU ESDEP.** The FM system and performance of PIU under the ongoing projects are acceptable to IDA. PIU will be responsible for FM of the IPF component which remains the World Bank's focal point.
18. **However, the BCPENA FM team will give support to the DAF** of MENA related to some areas (IFR elaboration, etc).

D. Transparency and Publication of Financial Statements

19. **The Ministry of Budget produces quarterly budget implementation reports** which are posted on the ministry's website. A brief analysis and annexes accompany the quarterly budget implementation report. Current year reports provide information on expenditure at the commitment, scheduling (liquidation) and payment stages. In the fiscal year under review, reporting (budget execution reports) is produced on a quarterly basis and are generally released within six weeks after the end of the quarter; these are also adopted by the Council of Ministers. The score for the PI-28 is C according to 2017 PEFA report. According to the information provided, the quarterly implementation reports were produced and published on time in the websites of the MEF or MPMBPE (www.finances.gouv.ci; www.dgbf.gouv.ci; www.budget.gouv.ci).

E. Treasury Management and Funds Flow

20. **The Treasury Single Account (TSA) framework is operational;** nevertheless, the payment timeline should be improved. Payments are made by the Treasury for all line ministries. According to national regulation, the payment delay is 90 days and the DGTCP is making efforts to avoid this delay. Following these efforts, in 2017 a total of XOF 911 billion was paid; in 2018 the government paid XOF 476.14 billion and XOF 1,338 billion in 2019. As part of its program with the International Monetary Fund (IMF) (Extended Credit Facility), the government agrees to avoid delay on arrears on domestic and external debt. This commitment follows the WAEMU directives whose settlement period is 90 days.

F. Internal Audit

21. **The institutional framework for control is adequate at the central government level, but the overall performance of institutions of internal control requires further improvements.** These include several administrative control bodies in Côte d'Ivoire, along with the: (a) IGF; (b) Inspectorate General of Ministries (*Inspectorate General of the Ministries*, IGM); and (c) State Inspectorate General (*Inspection Générale de l'Etat*, IGE). Furthermore, the Directorate of Financial Control (*Direction du Contrôle Financier*, DCF) is responsible for authorizing expenditure commitments and certifying the execution of the contracts before payments are made by the General Pay Office of the Treasury (*Paierie Générale du Trésor*, PGT). According to the 2018 PEFA report, there is an acceptable internal control system (rules of ex-ante controls of expenditures) in place in Côte d'Ivoire, but there is duplication of tasks over commitments and payments. The country shows a strong segregation of duties between the various actors at each phase of the public expenditure channel (public accountant, financial controller, internal auditor).



ANNEX 5. SUMMARY ENVIRONMENTAL AND SOCIAL SYSTEMS ASSESSMENT

1. **Objectives and scope:** The ESSA reviewed the following aspects: (i) the potential E&S risks and impacts of the Program including direct, indirect, induced, and cumulative impacts, as relevant; (ii) the Recipient's capacity- legal framework, regulatory authority, organizational capacity, and performance to manage those risks; (iii) the comparison of the Recipient's systems — laws, regulations, standards, procedures, and implementation performance — against the core principles and key planning elements to identify any significant differences that could affect Program performance; (iv) the likelihood that the proposed Program achieves its E&S objectives; and (v) recommendation of measures to address capacity and performance specific operational aspects relevant to managing the Program risks and impacts through a PAP.
2. **Methodology:** This included document review, consultations – field-level and state-level; analysis and synthesis of E&S systems strengths and areas for improvement. Key stakeholders' interviews and work sessions were held on June 8 – 29, 2022 with MENA through its central structures DELC, DPFC, DEEG, DAPS-COGES, decentralized structures such as DRENA and COGES as well as with ANDE.
3. **Disclosure:** The ESSA report was consulted upon during appraisal and the revised/final ESSA report was disclosed on the World Bank website on October 19, 2022²⁰.

A. Environmental Assessment

4. **Regulatory:** The investments pertaining to school and latrine construction, including other Program supported activities are not governed by regulations/procedures relating to environment clearance. However, general environmental standards and practices are applicable.
5. **Institutional:** BCPENA will be created within MENA. The implementation of the Program involves several structures (DMOSS, DAENF, DEEG, DCEP, DAPS-COGES, DESPS, DELC, DPFC, DVSP, IGDAF) which will each designate a focal point. The environmental specialist within the PIU for ESDEP (P163218) will ensure the implementation environmental measures and documents prepared under the Program. This specialist will continue to oversee environmental function and support relevant government ministries and various directorates who will be responsible for managing the E&S risks of the Program. There is a need to establish and maintain structured and documented procedures to enable effective implementation. These procedures should include aspects related to ESHS measures with bid/contract documents and engaging in source protection initiatives.
6. **Assessment against the PforR core principles:** The assessment focused on Recipient's environmental management systems, natural habitats and physical cultural resources. The gaps identified in the assessments are addressed through the ESSA recommendations. The assessment confirmed overall adequacy and consistency with these core principles but with the need to strengthen the Recipient's Program systems, particularly in the effective consideration of these aspects.

²⁰ <https://documents.banquemoniale.org/fr/publication/documents-reports/documentdetail/099445010192297646/p1778000c12874010a2710ecdda47c2928>



B. Social Assessment

7. **Regulatory:** There are no procedural requirements related to social issues. The contractors engaged for works are required to comply with labor regulations and these would need to be monitored by MENA. Specifically, the investments pertaining to pre- and primary schools are not governed by regulations. However, routine practices and building standards and plans of MENA are applicable.
8. **Institutional:** Currently there is a social safeguards specialist staff within the PIU for ESDEP (P163218), and a gender specialist will be hired to the BCPENA to ensure the implementation of stakeholder engagement aspects and the SEA/SH plan prepared under the Program. These specialists will continue to oversee social functions and support relevant government ministries and various directorates who will be responsible for managing the E&S risks of Program.
9. The MENA, through the COGES, school principals and pedagogical advisors, and COGES coordinators, has channels for managing all types of complaints (but they are not formal). Nevertheless, MENA has experience implementing dedicated GRM sensitive to SEA/SH in relation to donor-funded projects (World Bank, African Development Bank, AFD) during the implementation phase. Moreover, Côte d'Ivoire has established platforms to fight GBV, which were set up by the Ministry of Women, Family and Children and which directly report to the National Committee for the Fight against GBV, which is itself under the authority of this ministry. All the cases treated are registered in the national registry and the follow-up is guaranteed by the National Committee for the Fight against GBV until the case is resolved.
10. **Assessment against the core principles:** The ESSA focused on social management systems, public and worker safety, land acquisition and livelihoods, social conflict and the needs and concerns of vulnerable groups. The regulatory systems were assessed and found to be adequate to manage social risks. Compliance to labor regulations by contractors engaged in construction, including adherence to COVID-19-related protocols is an area that will need to be monitored by MENA. On land, MENA usually identifies land belonging to the government or community in rural areas. No requirement for land acquisition is foreseen for the construction activities.
11. The core principle 5 on indigenous people (Core principle 5) is only focused on vulnerable children, children with disabilities who should benefit from the Program outcomes, as there are no indigenous peoples in the Program area. In addition, the Program includes adequate provisions for vulnerable groups.

C. Findings

12. **Program Exclusion:** The assessment confirmed the activities do not include those which are not eligible for PforR financing. There are potentially no significant adverse E&S impacts likely to arise from activities under the Program. During the implementation, it will be required to ensure that all such activities ineligible for PforR financing remain excluded.



13. **Environmental:** The environmental risks and impacts, although present in the implementation of the Strengthening Primary Education System Program, are not significant and remain manageable through the application of adequate mitigation measures and monitoring at the local level.
14. The possible negative environmental impacts include construction-related environmental, health and public safety impacts, which have to be managed under the Program. There are no procedural regulatory requirements (on environment clearance) – either national or state – that are directly applicable to the contractors, who will be responsible for the construction-related impacts. However, the environmental standards and guidelines, particularly on different Worksite and Waste Management, will be relevant and need to be adhered. The institutional systems within MENA will continue to be developed based on ESDEP (P163218) management experience over the last few years. While the proposed environmental staff plans are adequate, substantial focus needs to be given to training and capacity building throughout the Program period. While there are ESHS issues in the provisions that MENA contracts to the construction contractors, these are often not adhered in practice. The contractors tend to be slack on these provisions, and this could result in risks related to public and worker safety. A particular focus on integrating ESHS management in contracts and contract administration will be required.
15. **Social:** The Strengthening Primary Education System Program will result in positive social impacts. In general, in school and latrine construction/rehabilitation program and other program supported activities, the potential negative social impacts are related to OHS, and community health and safety issues. These include (a) marginalization of disabled schoolchildren due to the lack of provision of structures adapted to their physical conditions (corridors or access ramps, benches, etc.); (b) SEA/SH that may arise from power relationships (hierarchy, positioning, economic benefits, and so on) in the context of the proximity of female and male workers as well as workers and neighboring communities; and (c) child labor risks on work site, as well as possible land acquisition impacts.
16. The ESSA noted that no private land will be acquired for the present PforR works and therefore livelihoods impacts are avoided. Provisions are in place to address the temporary construction stage impacts, which will be further strengthened by the provisions in bids and contracts.
17. The regulatory of Recipient's Program systems were found to be adequate to manage the social risks if they are effectively addressed. The system performance was found to be effective. The stakeholders, contractors shall however adhere to the legal provisions /mandates as per respective applicable Acts. However, contractors tend to be slack on these provisions particularly in the worksites, minimum wages, community safety and statutory compliances regarding engaging labor, all of which could result in risks at varied levels.
18. Recommendations for institutional strengthening and inputs for the PAP: The gaps identified in the assessment are addressed through the proposed institutional strengthening and the PAP that requires MENA to undertake specific actions within given timelines. By year 3, the MENA shall establish and maintain a PIU within the BCPENA of MENA, with qualified staff and sufficient resources to support management of Environmental, Social, Health and Safety (ESHS) risks and impacts of the Program, including an environmental specialist, a social specialist, and a gender specialist (including SEA/SH and stakeholder engagement aspects).



19. During Program implementation, the BCPENA shall: (i) establish and maintain documented environment and social systems including screening procedures within BCPENA; (ii) review and strengthen all the contract provisions pertaining to ESHS and construction stage aspects, including impacts and labor engaged for civil works, particularly pertaining to school construction/rehabilitation; (iii) review and strengthen monitoring and reporting on ESHS provisions in civil works, labor and working conditions and construction stage mitigation measures; (iv) develop training plan and engage in orientation and refresher training on ESHS management, management of social aspects, communication strategy and material for MENA staff, contractor staff and consultants on an ongoing basis; (v) streamline half-yearly monitoring and progress reports of ESHS performance of the construction contracts; and (vi) develop and implement a GRM including SEA/SH complaints applicable to all MENA activities. As part of the PAP, it is planned to build capacity within MENA on (i) environmental systems and procedures with a focus on streamlining the monitoring and supervision aspects and (ii) augmenting processes and strengthening procedures to manage social aspects relating to communities and worksite.
20. **Citizen Engagement:** The ESSA findings suggest that local community involvement must be effectively and meaningfully enhanced in the planning and implementation of the projects. It was thus deemed essential to organize a local forum involving communities. This local community committee should be inclusive in terms of gender, ethnicity, age group, poverty, and other social parameters; trained and engaged throughout the project cycle.
21. **Recommendations for implementation support:** The World Bank should focus largely on further building the E&S management capacity of MENA that includes competence building in managing ESHS issues in construction contracts, streamlining internal systems and procedures, and networking with other stakeholder departments on environmental (ANDE) and social issues should be strengthened including training to the GRM implementation to help MENA in its efforts to achieve Program objectives.



ANNEX 6. PROGRAM ACTION PLAN

Action Description	Source	DLI#	Responsibility	Timing		Completion Measurement
Planning and Budgeting: Share with the World Bank N+1 draft budget documents (Budget program, DPPD) during the year N third quarter for technical advice.	Fiduciary Systems		MEF/MENA	Recurrent	Yearly	Draft of N+1 budget shared Release of funds on a timely basis follows Budget allocation as per annual work plan
Planning and Budgeting. Prepare quarterly commitments plans to be shared with the National Treasury to allow for better forecasting of disbursement requests.	Fiduciary Systems		MENA	Recurrent	Quarterly	Cash Flow monitoring with requirements Payments done on a timely basis
Design an annual training plan for DAF MENA staff to address shortcomings identified during the previous year in the Financial management and procurement procedures, and implement it.	Fiduciary Systems		MENA	Recurrent	Yearly	at least 80% of staff to which such trainings and workshops are directed, have been trained.
During the first year of the Program implementation, provide a training to DAF on elaboration of Interim Financial Report.	Fiduciary Systems		MENA	Due Date	31-Dec-2023	At least 80% of staff to which such training is directed have participated
Internal Control and Internal Audit. Conduct annual	Fiduciary Systems		IGF/IGM	Recurrent	Yearly	Reports available



inspections and internal audit covering procurement, financial and technical aspects of the Program						
External audit. External audit of the Program financial statements conducted by Supreme Audit Institution (SAI) with the support (technical assistance) of an independent external audit firm; SAI may outsource the mission to a private audit firm.	Fiduciary Systems		MENA	Other	Six months after effectiveness	Copy of the audit report submitted to the World Bank nine months after end of year. Audits completed on a timely basis and reports submitted to the Bank on a timely basis.
Procurement. Strengthening of the Procurement Unit's team through the assignment of an additional staff (a procurement assistant for the MENA procurement unit).	Fiduciary Systems		MENA	Other	3 months after effectiveness	Assistant recruited and assumed duties.
Procurement. Setting up an electronic filing and archiving system for the MENA CPMP documents	Fiduciary Systems		MENA	Other	6 months after effectiveness	Documents filed according to procurement processes and available for supervision and audit missions.
Fraud and anticorruption. Conduct on annual basis a verification mission on Fraud and Corruption. This mission will cover the GRM, the complaints received and the treatment of these allegations.	Fiduciary Systems		IGF/IGE	Recurrent	Yearly	Report available
Fraud and	Fiduciary		MENA	Recurrent	Yearly	Report available



Anticorruption. Establish report (The reporting format will include the following: (a) location and date of the complaint; (b) allegation's description; (c)description of progress in investigation; and (d) investigation outcome)	Systems					
Environmental, Social and Safety Management System. Have dedicated staff who will manage the environmental, social, health and safety risks and impacts related to the implementation of the activities.	Environmental and Social Systems		MENA	Other	6 months after effectiveness	A team made up of 4 members for managing safeguards aspects is in place and implements E&S measures.
Environmental, Social and Safety Management System. Training of the DAPS-COGES and all the actors on the safeguard's aspects of the program.	Environmental and Social Systems		MENA	Other	6 months after effectiveness	The DAPS-COGES have been trained and instructed in the Program
Implement GRM including complaints related to gender based violence applicable to all MENA activities.	Environmental and Social Systems		MENA	Other	6 months after effectiveness and during Program implementation	Complaint management mechanism operating
Set up a procedure (gift of land or purchase) for the acquisition of land for school infrastructure construction activities in MENA.	Environmental and Social Systems		MENA	Other	Before land acquisition under the Program	Existence of an operational procurement management procedure.
Integrate health and safety issues	Environmental and Social		MENA	Other	Prior to the signature of	Contractual agreement considering issues of E&S



into the contractual agreements of Service Providers (E&S aspects) in accordance with the labor code and standards of the construction sector.	Systems				each contract under the Program	safeguards aspects.
Develop a GRM including complaints related to gender based violence applicable to all MENA activities.	Environmental and Social Systems		MENA	Other	6 months after effectiveness	Complaint management mechanism available



ANNEX 7. IMPLEMENTATION SUPPORT PLAN

Main Focus of Implementation Support

1. The strategy for implementation support has been developed based on the nature of the Program and its risk profile. The World Bank’s approach to implementation support strongly emphasizes open and regular communication with all actors directly involved in the Program, constant information exchange, and adequate flexibility to accommodate the requirements of the Program.
2. Although the overall responsibility of the Program’s implementation rests with the Ivorian government, the World Bank will provide necessary support on an ongoing basis in the following areas during the Program tenure:
 - Reviewing implementation progress and achievement of Program results, and compliance with legal covenants including the PAP
 - Resolving implementation issues and carrying out capacity building through guidance in technical, fiduciary, social, and environmental issues
 - Monitoring the performance of fiduciary systems and audit reports, including the implementation of the PAP
 - Monitoring Program risks
 - Managing TA under the IPF component
3. Considering that the Program involves TA, support for the Program will be significant. Formal supervision and implementation support missions will be carried out twice a year. The World Bank will conduct a midterm review jointly with the government of Côte d’Ivoire to review and update the Program design, results framework, and disbursement linked indicators, considering implementation progress and changing priorities, if any. The World Bank will also provide regular support as needed in development of terms of reference and in solving problems related to achievement of Program results. The World Bank will review semi-annual program implementation reports submitted by the government as well as annual financial audit reports of the Program. Table 7.1 below provides an estimate of skills mix requirement during implementation of the Program.

Table 7.1: Task Team Skills Mix Requirements for Implementation Support

Time	Focus	Role	Resource estimate
First 12 months	Task team leadership	Task team leader	15 staff weeks
	FM	FM specialist	3 staff weeks
	Safeguards	Safeguards specialist	3 staff weeks
	Procurement	Procurement specialist	2 staff weeks
	Inclusive education	Education specialist	5 staff weeks
	Family literacy	Education/Nutrition specialist	5 staff weeks
	School mapping tool development	Education specialist	3 staff weeks
	Early learning approach	Education specialist	5 staff weeks
	Teacher training	Education specialist	5 staff weeks
	Resources allocation	Education/Financial specialist	5 staff weeks
	Institutional governance	Governance/Operations specialist	4 staff weeks



12 to 48 months	Task team leadership	Task team leader	40 staff weeks
	FM	FM specialist	6 staff weeks
	Safeguards	Safeguards specialist	4 staff weeks
	Procurement	Procurement specialist	4 staff weeks
	Inclusive education	Education specialist	10 staff weeks
	Family literacy	Education/Nutrition specialist	10 staff weeks
	School mapping tool development	Education specialist	5 staff weeks
	Early learning approach	Education specialist	10 staff weeks
	Teacher training	Education specialist	10 staff weeks
	Resources allocation	Education/Financial specialist	12 staff weeks
	Institutional governance	Governance/Operations specialist	4 staff weeks



ANNEX 8. INVESTMENT PROJECT FINANCING COMPONENT

1. **The IPF component will provide strategic support and finance key inputs for the SCU to manage and coordinate the implementation of the Program, including fiduciary and safeguards support.** IPF component will be implemented by ESDEP PIU which will evolve into the BCPENA by year three of the Program (see Institutional Arrangements section in main text and annex 3-Technical Assessment for details about BCPENA). The assessments and appraisal concluded that the institutional and technical capacity of ESDEP PIU/BCPENA and of the focal points within MENA directorate will be a determining factor to Program success. ESDEP PIU/BCPENA requires access to additional (international and local) expertise in several areas that are critical to achieve the Program's objectives. In addition, although the country systems meet the World Bank's criteria to use a PforR approach, the Fiduciary Assessment indicates that certain aspects of due diligence could be strengthened through periodic fiduciary performance reviews supported by TA. Therefore, the IPF component will support strategic investments in technical and fiduciary capacity as well as contribute to the procurement of equipment for BCPENA.
2. **The main objective of the IPF component is to provide TA to the government to strengthen its human capital through a more efficient and performing education sector.** The content of the IPF component is described below.
3. **The IPF component will provide TA to support:**
 - **The establishment of activities or mechanisms to improve access to school health and nutrition and to learning.** The IPF will provide TA through consultancy services. In particular, TA will be provided to facilitate the development of a family literacy program by the DCSPA. This literacy program should equip the beneficiaries—young mothers—with basic skills and will tackle subjects such as child nutrition, early childhood cognitive development, and GBV. This TA will build on past experience, tools, and mechanisms developed within the framework of the Multisectoral Nutrition and Child Development Project (P161770). Technical expertise will be recruited to support this literacy program development while the Program will pilot its implementation (under DLI 1). In addition, the IPF component will support the government to strengthen its school mapping tool by drawing on tools already tested in Côte d'Ivoire (such as the HeatMap tools already piloted within projects financed by partners). Technical experts will also provide advice and recommendations to integrate this adjusted school mapping tool into the next EMIS.
 - **The development of the PNAPAS.** The IPF component will finance TA to finalize its PNAPAS and will furthermore support the preparation for scaling up this new methodological approach. The rollout will be done through the PforR, while its preparation will be supported by TA. In particular, technical experts will be recruited to ensure quality assurance of the pedagogical package developed for learning. The pedagogical package will be developed for preschool and primary levels (from preschool to grade 6) on the two core subjects (reading/writing and mathematics). Some of these pedagogical supports are already available (CP1, CP2, CE1, CE2, and remediation tools based on the Teaching at the Right Level, TARL, approach) but will need to be adjusted in line with PNAPAS and the results of its pilot phase implemented under the ESDEP (P163218). Some of the pedagogical material needs to be fully developed. Finalization and quality assurance of this pedagogical package will be supported by TA, while its dissemination in classrooms will be done through the PforR.
 - **MENA toward better management of the sector.** TA will include support in institutionalizing a new support and coordination unit within MENA. This unit will ensure better coordination and



effectiveness of actions within MENA. The IPF will support the definition of the institutional arrangements, and specifically how this support and coordination unit will interact with other relevant entities, such as BCPENA, EdLab,⁸⁴ partners, and MENA's directorates. Additionally, TA support will be provided to MENA to strengthen OPC mechanism, including funds allocation to DRENAs. The defined mechanisms will then be piloted through the PforR.

4. **The IPF component will support operating costs and capacity strengthening initially for the PIU and then the BCPENA once it is established.** Consultants, with a profile responding to IDA requirements, will continue to be in charge of fiduciary functions for the IPF component. Safeguards specialists will also be recruited to support the PIU/BCPENa on safeguards aspects related to the IPF component. The PIU will conduct ad-hoc phone survey to gather feedback from beneficiaries of the TA component and the Program on specific (via a call-center or equivalent). Finally, the IPF component will finance the IVA, which will verify the achievement of the DLRs under the Program. The IVA will be recruited competitively and meet IDA requirements. Also, the IPF component will cover audit costs for the Program and the IPF component. The IPF component will also contribute partially to the procurement of equipment for BCPENA based on needs and priorities.
5. **Disbursement arrangements under the IPF component will follow standard IPF disbursement procedures,** including a DA (different from the Program's DA). Disbursement arrangements are specified in the Disbursement and Financial Information Letter. All supporting documentation must be easily accessible and kept in an appropriate place for control and audit purposes.
6. **FM assessment.** The FM system and performance of the PIU under the ongoing ESDEP are acceptable to IDA. Going forward, BCPENA will be responsible for the FM of the IPF component. As noted above, the ESDEP PIU staff who will be "transferred" to BCPENA are familiar with the World Bank's FM requirements,⁸⁵ and FM staffing is adequate. For the IPF component, the FM risk has been assessed as substantial following the primary risk assessment that took into account the country overall public FM risk level.
7. **FM arrangements will follow standard IPF procedures.** The FM of the IPF component will follow the same approach as the implementation arrangements in place for the ongoing ESDEP Project. The configuration of the current accounting software, TOMPRO, will be updated. The FM procedures manual that was prepared for the ESDEP will be used for the implementation of the IPF component. The IFR and external audit arrangements related to IPF will remain unchanged. However, the IFR shall be due every semester (every quarter for the ongoing ESDEP Project) and 45 days after the end of semester. The IFR shall cover all Program activities (PforR and IPF). The audit report shall be submitted to the World Bank no later than nine months after the end of the fiscal year. (Six months after the end of fiscal year under the ongoing ESDEP Project.)
8. **The implementation support plan will remain the same as under the ongoing ESDEP Project.** The objective of the implementation support plan is to ensure the operation maintains a satisfactory FM system. Moreover, there is no overdue audit report under the ongoing ESDEP Project. The Program will comply with the World Bank disclosure policy of audit reports and disclose the information provided on the official website within one month of the report being accepted by the

⁸⁴ MENA is exploring the possibility of setting up a policy support laboratory. Its role would be to support evidence-based policy design (use of data and studies for decision making, evaluation of pilot projects and recommendations before scaling up, conducting research, and so on).

⁸⁵ The FM performance was rated satisfactory following the last supervision mission completed in 2021.



World Bank.

9. **Procurement under the IPF component will be carried out in accordance with the: “World Bank Procurement Regulations for IPF Borrowers”** dated July 2016 (Procurement Regulations, revised November 2017, August 2018 and November 2020) and the World Bank’s “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by International Bank for Reconstruction and Development (IBRD) Loans and IDA Credits and Grants” (revised July 1, 2016), and other provisions stipulated in the Financing Agreements.
10. **The procurement function will be administered through the PIU in charge of the ongoing ESDEP Project**, which team already has experience in procurement activities governed by the World Bank’s regulations as mentioned above.
11. **A Project Procurement Strategy for Development (PPSD) was prepared by the government and approved by the World Bank on November 14, 2022.** It aims to ensure that procurement activities are packaged and prepared in such a way that they expedite implementation by considering the market analysis and the related procurement trends, as well as the procurement risk analysis. The PPSD includes the recommended procurement approaches for the PIU component of the Program, which are reflected in the Procurement Plan covering the first 18 months of Program implementation. This procurement plan (PP) was approved by the World Bank prior to negotiations on November 14, 2022. Any update of the procurement plan shall be thereafter submitted for World Bank approval.
12. **The residual procurement risk rating is confirmed as moderate.** The procurement capacity in the IA will be strengthened through capacity building TA and World Bank implementation support. The World Bank will also provide training on the use of the Systematic Tracking of Exchanges in Procurement (STEP). As part of the preparation of the operation manual, the procurement procedure manuals used by the ongoing project will updated to fit with the requirements of the IPF.
13. **The E&S risk rating is moderate.** As mentioned above, the IPF component will support hiring of consultants and inputs needed to draft proposals and evaluations, and organize trainings/workshops, acquiring small office equipment and covering some operation expenditures. All activities will be carried out following the relevant ESF standards 1, 2, 4, and 10. The TA activities of the IPF are type 3 activities according to the TA and the ESF ESRC Advisory Note: May 21, 2019. They will likely have limited social and environmental impacts as the activities are mainly related to undertaking studies, organizing workshops/trainings and assessments, and so on. The main risks will be related to the need for inclusive stakeholder engagement to inform the assessment and improvement recommendations for the Program and the need to adhere to codes of conduct, including SEA/SH measures for the individual consultants and firms to avoid any unwanted behavior for community members and beneficiaries. In addition to the above, it is expected that TA outcomes related to the institutionalization of the community-based school construction Program will be associated with Potential environmental “downstream” impacts, which will be easily mitigated with environmental management good practices and simple OHS measures in a predictable manner.
14. **The PIU/BCPEN A** has prepared an ESCP, a SEP, and Labor Management Procedures (LMP). The ESCP and the SEP have been cleared and disclosed in-country and on the World Bank website on December 1, 2022 and November 3, 2022, respectively. The LMP will be cleared by the World Bank



and disclosed in-country and on the World Bank website within 30 days after Program effectiveness. In addition to the SEP, ESCP and LMP, the PIU will prepare, consult, adopt, disclose and implement any Environmental and Social instruments required for IPF TA component, namely an SEA/SH prevention and management action plan. The SEA/SH Prevention and Management Action Plan shall be developed, disclosed, consulted upon, and adopted no later than three (3) months after the Project Effective Date. The E&S documents will provide necessary detailed measures to avoid, reduce, or mitigate the potential negative E&S risks and impacts of the Program on the environment and society (including, among others, safety and SEA/SH risks) and any other instrument required for the respective activities of the Program based on the assessment process, in accordance with the relevant ESS, ESHS guidelines, and other relevant international industry best practices.