

## TECHNICAL ASSESSMENT

November 29, 2022

### A. Government Plan and Strategies and PforR Boundary

1. **The government program is guided by the National Development Plan (NDP) 2021–2025, which focuses on “Development of human capital and promotion of employment” and emphasizes the strengthening of the education system as a whole in order to ensure training-job adequacy.**<sup>1</sup>
2. **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 (RESEN)* carried out in 2015.** The plan proposed strategies to achieve the sector objectives of improving equitable and quality education. The strategic axes are (a) improving quality and diversity of education and training offer; (b) improvement of the school, family, and community environment for a greater demand for education services; and (c) improvement of quality management and governance of the system. 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.<sup>2</sup> **The ESP strategies are clearly stated and constitute a response to the identified problems:** optimization of physical (construction and use) and human resources, teachers’ recruitment and management, management of flows (regulation of schools paths), quality (learning outcomes, administrative and pedagogical management, school violence), renovation of governance, and improvement of literacy (cross-cutting issue). **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.
3. **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.
4. **The ESP is executed by the Ministry of National Education and Literacy (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.

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<sup>1</sup> Côte d’Ivoire, National Development Plan 2021–2025.

<sup>2</sup> Côte d’Ivoire, Plan Stratégique de l’Education Formation (2016–2025), Vision.

5. **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
<b>Effect 1: Children of preschool age access to quality preschool education services</b> <ul style="list-style-type: none"> <li>➤ Output 1.1 Preschool children have an adequate education offer</li> <li>➤ Output 1.2 Preschool children benefit from a safe school, family, and community environment conducive to demand for preschool education services</li> </ul>	<b>Access and Quality</b>
<b>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</b> <ul style="list-style-type: none"> <li>➤ Output 2.1 Children of primary school age have an adequate education offer</li> <li>➤ Output 2.2 Children of primary school age benefit from a school, family, and community environment conducive to demand for services</li> <li>➤ Output 2.3 People aged 10 and over illiterate or outside education system have an adequate supply of literacy or nonformal education.</li> </ul>	<b>Access and Quality</b>
<b>Effect 3: Pupils aged 12 to 15 have access to a quality education and complete lower secondary education</b> <ul style="list-style-type: none"> <li>➤ Output 3.1 Pupils of lower secondary have an adequate education offer</li> <li>➤ Output 3.2 Pupils of lower secondary benefit from a school, family, and community environment conducive to demand for services</li> </ul>	<b>Access and Quality</b>
<b>Effect 4: Students aged 16 to 18 have access to quality upper secondary education</b> <ul style="list-style-type: none"> <li>➤ Output 4.1 Students of upper secondary have an adequate education offer</li> <li>➤ Output 4.2 Student of upper secondary benefit from a school, family, and community environment conducive to demand for services</li> </ul>	<b>Access and Quality</b>
<b>Effect 5: People over 12 have access to quality technical and vocational training</b> <ul style="list-style-type: none"> <li>➤ Output 5.1 Children over 12 have an adequate supply of technical and vocational training</li> <li>➤ Output 5.2 Institution have a favorable learning environment</li> </ul>	<b>Access and Quality</b>
<b>Effect 6: Students have access to quality higher education offer that ensures their professional integration</b> <ul style="list-style-type: none"> <li>➤ Output 6.1 Students have an adequate training offer</li> <li>➤ Output 6.2 Students are supported in the demand for higher education services</li> </ul>	<b>Access and Quality</b>
<b>Effect 7: Results of scientific research and technological innovation are valued and contribute to the social and economic development in Côte d’Ivoire</b> <ul style="list-style-type: none"> <li>➤ Output 7.1 Scientific research structures have technical capacities in terms of research offer</li> <li>➤ Output 7.2 Scientific research structures benefit from adequate financial resources and development of private sector partnership</li> </ul>	<b>Access and Quality</b>
<b>Effect 8: Institutional and organizational frameworks ensure a strong governance, management, planning, and monitoring and evaluation system that</b>	<b>Governance</b>

<b>supports quality of services, internal and external intervention effectiveness and resources management efficiency</b>	
<ul style="list-style-type: none"><li>➤ Output 8.1 Governance reforms to ensure adequate management of education and training sector are implemented</li><li>➤ Output 8.2 Planning and monitoring-evaluation system ensures effective and efficient management of ESP implementation</li></ul>	



6. **While the ESP 2016–2025 is robust and comprehensive, its operationalization is hampered by a substantial implementation gap explained by various factors, in particular 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 the level of resource mobilization. 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.”<sup>3</sup>
7. **Some of the flagship strategic actions and options relate to (a) construction and rehabilitation of new classrooms in schools; (b) construction and rehabilitation of hygiene and sanitation infrastructure in all schools or rehabilitation; (c) strengthening pre- and in-service training of all educators and teachers at preschool, primary, and secondary levels; (d) curriculum revision; (e) strengthening of pedagogical supervision.** The midterm evaluation report concludes, “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.”
8. **In line with the midterm evaluation recommendation, the ESP is in the process of being updated.** 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 Early Learning Program, and (c) strengthen system accountability by scaling up objectives and performance contracts at all levels of the education service delivery chain. The revision is expected by the fall of 2022.

## **B. Program Description**

9. **The Program development objective (PDO) is to improve (a) equitable access to education and health services in preschools 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:

### **Result Area 1: Increase equitable access to preschool and primary education in a safe and resilient environment**

- Net access rate to primary first grade (CP1)
- students receiving school medical and nutrition support (number)

### **Result Area 2: Improve the quality of teaching and classroom practices**

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<sup>3</sup> Education Sector Plan, Mid-Term Evaluation, MENA, 2021

- teachers visited implementing the new reading instructional practices (percentage).
- grade 3 students meeting the minimum reading proficiency threshold (percentage)

**Result Area 3: Strengthen management capacity and accountability throughout the service delivery chain**

- Implementation of objectives and performance contracts at Regional Directorate of National Education and Literacy (DRENA) level
10. **The PforR will support three result areas (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**

11. **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 Human Capital Index (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**

12. **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 83.3 percent for lower secondary with gender parity.
13. **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. Today, the education system operates with an annual budget of FCFA 1.1 trillion (US\$1.7 billion) a year. In sum, the development of the education system in Côte d'Ivoire has been guided by consistent policies and strategies and has enjoyed high-level political commitment backed by substantial public funding. However, the education system faces many challenges.
14. **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. Illiteracy was reduced from 65 percent in 2010 to 50 percent in 2020, but the proportion is large among women (60 percent) and the rural population (65 percent). Inequality in opportunities starts early with low access to preschool education, in particular in rural areas.
15. **Côte d'Ivoire's educational achievement remains low.** The results of PASEC 2019 show that the country did not make relative progress in student learning outcomes.
16. **The main determinants of the learning crisis that jeopardizes human capital development in Côte d'Ivoire include lack of school readiness and 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 (Figure 3.1).

**Figure 3.1: Key Determinants of the Learning Crisis in Côte d'Ivoire**

Lack of access to preschool and school opportunities	Curriculum does not foster learning outcomes and teachers are not well prepared and equipped	Weak education management system and low accountability mechanisms
<ul style="list-style-type: none"> <li>• Inequitable access to preschool opportunities, especially in rural areas</li> <li>• Insufficient access to primary school</li> <li>• High stunting and lack of school medical support to foster cognitive development</li> <li>• High literacy rate and insufficient parental knowledge in young children development</li> <li>• High share of informal education</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of preschool curriculum fostering child cognitive development and motivation to learn</li> <li>• Limited relevance and quality of the primary curriculum impact negatively learning outcomes</li> <li>• Inadequate training system and very limited opportunities for teacher professional development</li> <li>• Lack of pedagogical material and support</li> </ul>	<ul style="list-style-type: none"> <li>• Insufficient teachers human resource management</li> <li>• Lack of accountability mechanisms at centralized and decentralized levels</li> <li>• Low coordination at central level</li> </ul>

- 17. Many Ivorian children miss opportunities to 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. From the 2016 Multiple Indicator Cluster Survey (MICS),<sup>4</sup> the enrollment rate was 1.5 percent for a child from the poorest quintile and 51.4 percent from the richest. Lack of access to primary schools is also a major constraint. In the 2021-2022 school year, 34,058 children were turned away from first grade because of lack of space or because they were too old. Lack of school readiness may also come from a lack of early stimulation and poor nutritional and health status, especially in rural areas, which negatively impact child cognitive development.
- 18. 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.<sup>5</sup> Despite the high rate of qualified teachers (84 percent of teachers have a pedagogical diploma),<sup>6</sup> strengthening the quality of pre- 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.
- 19. 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. The randomness in teacher allocation is one of the most important within the region. 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 rest of the country.

### Adequacy of Program Structure

<sup>4</sup> UNICEF, Multiple Indicators Cluster Survey, 2016–2017.

<sup>5</sup> UNESCO, *Rapport d'étude sur la formation initiale et continue des enseignants* (2017).

<sup>6</sup> UNESCO, *Rapport d'étude sur la formation initiale et continue des enseignants* (2017).

20. **Ending learning poverty in Cote d'Ivoire requires a deep and sustained effort to implement technically and politically sensitive reforms.** While the urgency is clear, concrete, and tangible 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 Disbursement Linked Indicators are designed to improve learning outcomes and at the same time, improve access to education.
21. **The PforR's 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 address the main determinants of the learning crisis in the country, which include 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. The governance angle of this operation is a unique feature and is designed to support the education system in shifting its focus away from logistics and accounting to performance and accountability so that it promotes learning outcomes and therefore human capital.
22. 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**

<b>Development Partner</b>	<b>Area and objectives</b>	<b>Geographic scope</b>	<b>Time frame</b>
French Development Agency ( <i>Agence Française de Développement, AFD</i> )	Construction and equipment of community collèges and teacher training	National	2012–2022
Agence Universitaire de la Francophonie/ Organisation International de la francophonie (AUF/OIF)	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 Teaching at the Right Level 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 Directorate of Gender Equality and Equity 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 ICT in Education Policy	Abidjan, Yamoussoukro, Bouaké, Korhogo, San Pedro	2021–2023
	ICT Literacy Program	Abidjan	2019–2022
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 objectives and performance contracts (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

23. **Finally, the Program design will benefit from linkages with ongoing World Bank operations in the education and health sectors.** Specifically, the ongoing Education Services Delivery Enhancement Project (ESDEP) helps improve education access and early learning outcomes, in particular 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*

24. **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, 78.4 percent of five-year-olds develop healthy early childhood,<sup>7</sup> and the prevalence of stunting (a manifestation of chronic malnutrition) has been declining since 2006 but remains a concern for 2 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 (a) lack of access to a minimum acceptable diet for young children and (b) lack of access to quality health care. The poor use of the health services for malnutrition prevention and treatments are partly due to (i) common barriers to the use of health care in general and (ii) the weakness of promotional and preventive activities.<sup>8</sup> One of the recommendations is to better integrate nutrition issues into the policies and programs carried out by various ministries (in particular the education ministry).<sup>9</sup>
25. **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 School and University Health (*Programme Nationale de Santé Scolaire et Universitaire*; PNSSU):
- The school health policy reaffirms the strategic vision of school health in Côte d'Ivoire. This vision translates into the promotion of the physical, mental, psychic, and social well-being of students in schools and the promotion of the health education in schools, offering measures intended to guarantee sanitary school environments compatible with good physical and mental conditions for learning.
  - The policy framework document sets new objectives to be achieved, defines the roles of the different actors, and provides guidelines for the promotion of school health in line with the evolution of the health system based on primary health care.
  - To date, 101 school health services called "medico-school" have been created to ensure the medical care of preschoolers and primary students and of the teaching staff of MENA in collaboration with the other structures of the primary level in the given competence zone. They are coordinated by a School Health Directorate. The central coordination of school and university health activities is assigned to the PNSSU and ensured by a Coordination Directorate.
26. **The PNSSU coordinates and ensures the implementation of the following activities (no exhaustive list):**
- Organization of compulsory systematic medical visits extended to all preschoolers and primary students and supervisory staff

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<sup>7</sup> World Bank, *Côte d'Ivoire: Diagnostic du capital humain* (2021).

<sup>8</sup> UNICEF, *Analyse de la situation des enfants et des femmes en Côte d'Ivoire* (2019).

<sup>9</sup> UNICEF, *Analyse de la situation des enfants et des femmes en Côte d'Ivoire* (2019).



- A systematic and compulsory deworming campaign for all preschoolers and primary students during the school year
- Vitamin A and micronutrient supplementation of students as a preventive, curative, and promotional measure during systematic medical checkups
- Vaccination sessions for students to update their immunization status (expanded program of immunization for preschool and primary school), for girls in secondary school (tetanus vaccine)
- Early and effective management of diseases commonly encountered and detected during systematic medical visits
- Training and retraining on techniques to fight intestinal parasites and health education for medical staff and teachers for better care of pupils and students
- Psychosocial care for pregnant girls and their referral to antenatal clinics (CPN)
- Monitoring of sanitation and hygiene in schools
- Setting up a collaboration platform with partners involved in school health (National Education)

27. **In terms of school health, MENA's role is mainly to support the MHPH in implementing the PNSSU.** To this end, MENA has a Directorate of Mutuality and Social Works in the School Environment (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 Inspectorate of Preschool and Primary Education (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.

28. **From an organizational and regulatory point of view, the framework is very solid. However, implementation in the field remains problematic:**

- Financing problem: Theoretically, annual school health visits are mandatory for all students enrolled in school. This visit is billed to the families (500 FCFA). In practice, the 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. The decision to ban voluntary contributions (presidential decision in 2020), which was not compensated by a specific budget allocation for school health activities, did not allow the 2021/2022 health campaign to be conducted.
- 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. Prioritizing younger age groups (preschool and first grade of primary school) as well as certain areas (the poorest, areas with the highest rates of malnutrition) seems to be more effective today for the development of human capital.
- A school health support package that 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. The Directorate of Literacy and Nonformal Education (DAENF) and the Directorate of Animation, Promotion and Monitoring of School Management (DAPS-COGES) could thus complement the school health support package provided by the health ministry and the DMOSS 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) gender-based violence.

29. **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 first two grade 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 pregnant woman and adolescent, child survival, growth and development, cognitive stimulation, social support to young children, hygiene and sanitation, household food diversification, health care-seeking behavior, gender-based violence awareness). The Program aims to change behaviors and social norms, which has shown a strong impact on reducing child undernutrition.<sup>10</sup> Both the Multisectoral Nutrition and Child Development Project and ESDEP have accumulated experience related to community involvement in child growth promotion and cognitive development, parental education, and school management. The Investment Project Financing (IPF) component will be used to mobilize expertise in literacy program development

#### *School Access*

30. **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 classes 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.
31. **In the meantime, the government acknowledges that access to preschool programs provides a strong foundation for children’s learning and development in the early years.** About 90 percent of brain development has already taken place by the time a child is six years old, making the early years a particularly crucial stage for intervention. Recent research confirms that access to a good quality early childhood education program during these critical years can lead to the child’s holistic development, which in turn leads to improved levels of school readiness, which finally leads to higher learning levels in the primary grades. Children that attend preschool have higher completion rates, lower repetition rates, higher scores in reading and math, and higher labor market productivity. MENA’s recognition of preschool through its first ESP effect is a promising step toward ensuring quality early childhood education for all children. The ESP is expected to create a stimulating learning environment for young learners.
32. **This context suggests fostering the school construction program to offer education opportunities and then strengthen human capital.** But the tools for prioritizing needs and the processes for implementing school construction suffer from impediments/dysfunctions that need to be addressed to increase the pace and completion of the government’s school construction program.
- *School mapping tool:* To define localities that will benefit from new school construction or extension work, MENA relies on its school mapping tool developed since 2014 with the support of technical and financial partners and the National Center for Remote Sensing and Geographic Information (*Comité National de*

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<sup>10</sup> Independent Evaluation Group, *World Bank Support to Reducing Child Undernutrition: An Independent Evaluation* (Washington, DC: 2021).

*Téledetection et Information Géographique*; CNTIG). This planning and management tool automates the entire school map development process and is also equipped with a dashboard. Each December, the Directorate of Strategy, Planning and Statistics (DSPS) sends data collection forms (by digital means) to the prefectures, DRENAs, and IEPPs. IEPPs are responsible for needs assessments. In January, validation commissions are held at the IEPP level and attended by local elected officials. The commission's members finalize the list of requests based on a budget communicated by the Ministry of Budget. Each year, budget is insufficient to meet school construction needs. Local authorities are forced to limit their requests. The requests are then grouped at the level of the subprefectures (494), which validate and transmit them to the departments (111). Once validated, these requests are transferred to the regions (31 regions and 2 autonomous districts) for validation. The school mapping meetings take place at the central level at the end of May and allow for the finalization and validation of proposals. Based on the results, the territorial communities (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. Because of a lack of budget, not all school construction or extension needs can be met. 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 education management information system (EMIS) that is currently being developed with Millennium Challenge Corporation (MCC) support.

- *Responsibilities and financial circuits*: Law No. 2003-208 of July 7, 2003, on the transfer and distribution of competencies from the state to the local authorities, specifies the competencies of the commune as follows in terms of education and vocational training: *"the construction and management of elementary school, nursery schools and kindergartens, and women's education institutions in harmony with the school map."* In accordance with this law, the financial resources allocated to school construction (always lower than the real estimated needs) are transferred from the Ministry of Budget to MENA, then from MENA (budget line "capital transfers") to the Ministry of the Interior. All the funds are transferred in one installment. The Ministry of the Interior transfers these funds to local authorities for school construction. Once the funds are transferred to local authorities, MENA "loses control" of school construction. There is limited control/accountability mechanism for MENA to monitor the construction program implemented by the territorial communities (TCs).
- *Limited budget*: Construction planning is not based on actual needs but on available budgets. It is difficult for MENA to anticipate what funding will be allocated to infrastructure investments in subsequent years. Some infrastructure needs are put "in provision" for the following years, but there is no guarantee that they will actually be built.
- In view of the needs, it seems difficult to envisage limiting the responsibility for school construction to the TCs alone. Other methods must be considered, in particular community-based construction, which has been widely tested with the support of partners. This should (a) increase the possibilities of construction, (b) allow MENA to keep some control over the school construction aspect, (c) limit costs, and (d) allow partners who wish to do so to build via this institutionalized process. Finally, MENA has also the possibility of building classrooms through its Directorate of Project Coordination and Implementation (DCEP). Prior to the transfer to the TCs, this directorate was the main body responsible for school construction. It is always called upon in the context of school construction projects financed by partners (especially *collèges*). Since the transfer to the TCs, few primary school construction projects have been directly managed by this directorate within MENA.

33. 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. 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 3-year construction. With this support, the government should be able to build 2,700 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 school mapping..

#### Inclusive Education

34. **The issue of inclusive schooling remains an imperative for the Ivorian government.** MENA has developed strategies for several target groups, including (a) children in Islamic schools and (b) children with sensory disabilities.

#### Integration of Islamic schools

35. **The issue of integrating children attending Islamic education structures (IES) remains an important challenge for the Ivorian government.** As part of the compulsory schooling policy, which aims to enroll all children from 6 to 16 years old 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.
36. **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:
- Quranic school (1): The Quranic school is an Islamic nonformal education structure in which the teaching provided is essentially religious, focusing on the knowledge and practice of Islam. The objective is to learn how to read and recite the Quranic verses, and then to appropriate the daily practice of prayer in order to be a good believer.
  - Medersa (2): This term is derived from the Arabic word *madrassa*, which means “a place of learning.” In Côte d’Ivoire, *madrassas* offer Islamic religious teachings and secular teachings, all of which are taught in Arabic. These schools deliver diplomas that are not recognized in Côte d’Ivoire but do give access to Islamic schools and universities, particularly in Africa and the Middle East. The diplomas thus obtained abroad, in Arabic, are not equivalent in Côte d’Ivoire.
  - Franco-Arabic school (3): Franco-Arabic schools have Arabic as their only language of instruction. Thus, all subjects are taught in Arabic; French is a subject. These schools deliver diplomas that are not recognized in Côte d’Ivoire but do give access to Islamic schools and universities, especially in Africa and the Middle East. The diplomas thus obtained abroad, in Arabic, are not equivalent in Côte d’Ivoire.
  - Private Islamic faith-based school (4): These are Islamic educational structures that meet the standards set by MENA to define a school that complies with the requirements of the formal education system.

37. **MENA's objective is to progressively accompany the faith-based schools of models 1, 2, and 3 toward model 4: Islamic faith-based schools**, designed on the same model as the other faith-based schools in the country (Catholic and Protestant in particular).
38. **The SNIESIE is led by a steering mechanism including strategic and operational levels.** The National Commission for the Support of Islamic Education Structures (*Commission National pour l'Appui aux Structures Islamiques d'Education*; CNAESI) is composed of a steering body, an operational implementation and coordination unit, and Islamic education structures. A guide for the implementation of the process of accompanying the IES to the integration into the formal system is available. It defines the objectives of each operation and presents the steps, tasks, and tools. It defines standard norms for validating integration. These standards concern infrastructure and equipment, human resources, pedagogy, and governance. An action plan, operational follow-up, and communication plan are available.
39. **To support the implementation of the strategy and to monitor the Islamic educational offer, MENA can rely on the Platform of Islamic Education Structures (*Plate-forme des Structures Islamiques d'Education*; PSIE), which represents all Islamic obediences and organizations in the country.** The role of the platform is to be the single entry point for the Muslim community. Since its creation (2014), through the signing of an agreement between the presidents of LESIM and OOCEI, and the national director of IQRA schools,<sup>11</sup> PSIE has been operating under a defined rotation mechanism. The platform's mission is to (a) constitute an interface and a credible interlocutor to represent IES to the state and partners on all issues related to Islamic education and its articulation with the official national education program in Côte d'Ivoire; (b) lead, with the state, the integration process and capacity building of IES; (c) promote and strengthen IES human resources; and (d) be a social actor of cohesion, peace, and development.
40. **Many structuring elements have been developed in the last few years to achieve some promising results.** Thus, in 2021/2022, 547 IES were integrated into the formal system (out of 3,146 evaluated). The validation of the integration was done on the basis of the requested standards, namely the human resources, the pedagogy, governance, infrastructure, and equipment. However, the question of sustainability remains, particularly because of the absence of certain structuring texts and the difficulty of mobilizing budgets to implement this strategy and ensure the work of the platform:
- Absence of official texts formalizing the existence of the 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.
  - Sustainability of the platform: The role of the platform and its sustainability are even more necessary as there is still resistance from some structures to be integrated (especially model 1: Quranic schools) and from some communities (parents). Like other religious structures in the country (Catholic and Protestant), the PSIE must be self-financing. If it is 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.
41. **The objective of the program is to encourage MENA to support the integration of Islamic structures into formal education in order to ensure equitable access for all students to quality schooling.**
- Support for students with sensory disabilities
42. **In Côte d'Ivoire, many children with disabilities, particularly sensory disabilities, are excluded from the**

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<sup>11</sup> LESIM: Ligue des Etablissements Confessionnels Islamiques et Medersas; OOCEI: Organisation des Etablissements d'Enseignements Confessionnels Islamiques en Côte d'Ivoire; and IQRA: Ecole Confessionnelle Islamique.

**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, 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% of children with sensory disabilities attending 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% 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: i) for the visually impaired: punches, tablets, abacuses, white canes, as well as adapted textbooks ("from black to Braille"), ii) for the hearing impaired: 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 i) encourages the enrollment of children with disabilities, ii) facilitates their access to the acquisition of basic skills (reading / writing / mathematics) and iii) 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.

43. **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.**
44. **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 School Management Committees (COGES) in vulnerable areas benefit from a support package that promotes health, nutrition, and cognitive development of young children.** 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. Complementing this package with the implementation of a family literacy program that aims to provide young parents—especially mothers—with basic skills and knowledge in school nutrition/health, early childhood cognitive development, and gender-based violence contributes to their emancipation/empowerment and promotes their children's academic success.
  - **DLI 2: Access to learning is facilitated by an expanded construction scheme based on an improved school mapping tool.** The shortage of classrooms results in thousands of students being denied enrollment in the first year of primary school each year. The objective of this DLI is to diversify the modalities of school construction in order to substantially increase the pace of construction to meet the state's commitments to compulsory schooling. 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.
  - **DLI 3: MENA has supported children as part of its inclusive education strategy.** The objective of this DLI is to push for the validation and sustainability of MENA's inclusive education strategy, the integration of IES by structuring a body (platform) in charge of Islamic faith-based schools and a greater intake of children with special needs into the formal system. It will incentivize the government to progressively provide students with the package of tools adapted to their needs and meet its mandate of schooling for all students.

## **RESULT AREA 2**

## Early Learning Outcomes

45. **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 Sub-Saharan Africa 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 second graders reached the minimum level of competence in reading and writing and 61 percent in mathematics
46. **To support MENA, many partners are implementing initiatives around early learning, particularly in reading/writing and mathematics.**
47. **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.
48. **Aware of these shortcomings, the ministry—through the DPFC—has undertaken to develop a National Early Learning Program (PNAPAS), a first draft of which is currently being 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, often giving the impression to the educational community that our country 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.
49. **The current program experiences some limits:**
  - Need to link PNAPAS to a national strategy for early learning: The current document presents both operational vision elements (strategy) and implementation elements (program). It is important to be able to differentiate between the two elements, to have a “framework” document for the vision and an implementation document (National Early Learning Program). The overall vision must make it possible to define the large-scale activities (system stability) from the “pilot” activities, to define the decision-making modalities for the efficient use of the partners’ resources in relation to the implementation of new initiatives. This vision document must also make reference to the reference texts and achievements on which to build: the Curriculum Orientation Framework, which sets out the main orientations in terms of output profiles for the different cycles/levels of education; the language policy; the national strategy for professional development; and the national new technology strategy.
  - Need to finalize the operational plan for implementation and monitoring/evaluation: The operational program should go into detail about learning methodologies, hourly volumes, pedagogical tools, and the pace of implementation of the reform (gradual) and the mechanisms implemented to ensure its monitoring and evaluation.
  - Need to develop the package of pedagogical inputs and strengthen its production/reproduction/dissemination chain at the classroom level: The program should develop the package of pedagogical inputs associated with the methodological approaches selected for initial learning. This also implies defining an operational plan for publishing/disseminating the various pedagogical tools.
  - Need to institutionalize the practice of standardized learning assessment to assist in policy making: In recent years, Côte d'Ivoire has strengthened its capacities in terms of implementing standardized assessment based on EGRA/EGMA/PASEC methodologies. This capacity building and implementation of

standardized evaluations have been financed by partners. The Directorate of Program Monitoring and Evaluation (DVSP), the department in charge of these activities, does not have the budget (no budget line) to implement these evaluations. PNAPAS should be backed up by an institutionalized/sustainable mechanism for evaluating the impact of the policy (via this national program but also via pilot projects that could be developed in the future) on learning outcomes. The results of these studies should be widely consulted and inform public policy on education.

### *Teachers' Professional Development and Support*

#### Pre-service training

50. **Initial teacher training is now well structured through Animation and Pedagogical Training Centers (CAFOPs), with programs, training courses, and certification methods.** A major reform of initial training was undertaken in 2014/2015. This reform focused in particular on the transition from disciplinary training to modular training; the development of professional skills related to the teacher profession; the validation of the principle of theory-practice alternation; and the evaluation of the skills of the preschool and primary school teacher in relation to the skills repository of the Ivorian teacher. Thirteen training modules as well as the accompanying documents have been developed and validated. This new system has been implemented in a progressive manner. By the start of the 2022/2023 school year, all CAFOP graduates will have been trained through modular approach.

51. **Pre-service training faces some challenges:**

- Need to adjust and stabilize modules: 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.
- Need to strengthen pedagogical supervision chain capacities: 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. The skills of the pedagogical supervision chain have not been strengthened in line with this new modular approach, thus impacting quality and effectiveness of supervision. CAFOP inspector's statutes (a new body within the framework of the reform) are available but have not been subject to an implementation decree.

#### In-service training

52. **In-service training is based on the following system:** 36 DRENAs, 4 Departmental Directorates of National Education and Literacy (Direction Départementale de l'Éducation et de l'Alphabétisation; DDENAs), 29 IEPPs, 1,960 pedagogical sectors. A pedagogical sector covers 10 to 15 elementary schools. The sector has 1,939 supervisors and 296 primary inspectors. MENA aims to reduce the number of elementary schools per pedagogical sector (from 15 to 5), which will have important implications in terms of human resources.

53. **Despite significant territorial coverage through local supervision structures, in-service training is facing difficulties that negatively impact the quality of teaching as well as teachers' professional development:**

- Shortage of pedagogical support staff, despite exceptional recruitment of 1,211 supervisors in 2019. There are currently 112,386 primary teachers for 1,859 supervisors and 296 primary inspectors—that is, approximately 1 supervisor for every 60 teachers.
- Lack of pedagogical supervision chain skills. Supervisors have not been trained to the modular approach and are not able to ensure continuum between pre- and in-service training.
- Insufficient pedagogical resources.



- Insufficient material and financial resources allocated to in-service training structures.
- Insufficient travel resources to enable pedagogical support chain to carry out its mission.
- Lack of budget line dedicated to in-service training in the DRENA and IEPP budget allocations.
- Insufficient coherence of in-service training content throughout the country: In-service training activities are mainly financed by partners according to their own programs (and therefore their own approaches and training tools) without being part of an overall vision known and shared.
- Insufficient vision and planning of in-service training policy.
- Absence of formal framework for training achievements valorization.

**54. In response to these shortcomings, MENA developed a new in-service training teachers' strategy in 2022.**

This strategy sets out principles and major orientations that should guide actions with regard to the promotion of and support for the continuous pedagogical training of teachers and supervisory staff. It expresses the political choices that assert the will to do the following:

- Take into account training needs of the staff.
- Draw up a national multiyear training plan with the establishment of a training program for pedagogical staff and for trainers; the training programs are then broken down into a regional plan that gradually concerns all teachers.
- Create a training ecosystem through the implementation of a continuum of initial and in-service training.
- Operationalize implementation of training plans through the systematic use of digital technology to improve training engineering and pedagogical support in hybrid formats that combine face-to-face and distance learning.

**55. This strategy will be then translated into national and regional plans for in-service training.** The objective of the national in-service training plan is to list the compulsory training modules on which the entire teaching staff and the pedagogical support chain must be trained. Although the document is still in its infancy, it already indicates the need for in-depth reinforcement of teaching skills in the basic areas of French and mathematics. Regional plans are more likely to list, at the local level, specific needs identified through classroom observations and needs expressed by teachers themselves.

**56. In-service training faces some challenges:**

- Need to translate the national strategy into operational plans: The framework document for in-service training (the national strategy) is currently being finalized. It should then be translated into national and regional in-service training plans.
- Need to strengthen monitoring/coaching activities in the classroom to inform the reality of classroom practices and the need for in-service training: The legal framework has recently been strengthened with the adoption of several decrees specifying the role and mission of each actor and structure involved in pedagogical supervision. In primary education, the MENA standard requires each supervisor to make 15 visits per month (that is, approximately 100 visits per year due to school vacations). There are 112,386 pre and primary teachers in the system for 1,960 supervisors and 299 primary inspectors—that is, about 1 supervisor for every 60 teachers. Theoretically, each primary teacher could therefore be visited twice. However, in 2020/2021, only 36 percent of primary teachers received a visit from a pedagogical adviser. This is partly due to the lack of resources allocated to these missions. Furthermore, pedagogical advisers and inspectors do not have harmonized tools for observing classroom practices that would allow the system to conduct comparative analyses and are not all able to deduce training needs. This is all the truer since supervisors have not been trained in the modular approach.

**57. 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:** This DLI incentivizes the government to define, on the basis of a capitalization of pilot projects and international recommendations, a harmonized program for reinforcing early learning to substantially increase students' school results. Developing and implementing 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.
- **DLI 5: Teachers' capacities to master new pedagogical approaches are strengthened.** As with the previous DLI, this one incentivizes the government to define a structured in-service teacher training strategy/program so that the strengthening of teachers' skills does not depend solely on the partners' projects, but rather presents a coherent training path architecture. 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.
- **DLI 6: Learning outcomes are improved for grade 3 students in reading/writing and mathematical skills.** This DLI impulses the government to put in place the conditions necessary for substantial improvement in learning (including through previous DLIs) and to institutionalize national standardized assessment practices.

### **RESULT AREA 3**

#### *Steering and Coordination within MENA*

58. **The consultations organized within the framework of the National Education and Literacy Forum (EGENA) call for the need to create, within MENA, a technical and coordination unit.** This coordination is foreseen to ensure (a) the coherence of ministerial action; (b) capitalization; and (c) administrative coordination between the central and decentralized entities, but also to be (d) 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 (i) designing, implementing, and sharing an adapted and continuous capitalization and monitoring/evaluation process; (ii) conducting strategic reflections and ensuring their effective implementation; (iii) taking into account the performance objectives in the budget programs and ensuring results-based management; and (iv) ensuring coordination between the directorates and with the partners (in particular ensuring the balance of external support to national strategies on the one hand and pilot projects and innovations on the other).
59. **An inter-ministerial task force (national education, technical and vocational training, and higher education) was recently created in place of a strategic management unit of the ministry attached to the Cabinet.** However, this task force is not institutionalized (it is not mentioned in the recent decree on the organization of MENA) and it operates in part with financing from the partners. It has no authority over the departments in place. It therefore faces major difficulties in implementing activities for which it is responsible, namely (a) coordinating activities of all the ministries in charge of the education sector, (b) developing strategic plans for the sector, (c) seeking resources for their implementation, (d) ensuring their monitoring and evaluation, and (e) defining medium- and long-term orientations.
60. **The establishment of a technical secretariat/steering 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 (requesting input from to the directorates) strategic reflections and ensure their effective implementation.
  - 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 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*

61. **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 due to the fact that 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.
62. **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.

#### *Objectives and Performance Contracts*

63. **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.<sup>12</sup> 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. Inequalities in learning objectives and school indicators (access, enrollment, completion, dropout) are not sufficiently considered in the allocation of resources at the different deconcentrated levels. 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 financial management autonomy—to meet their needs.
64. **De-concentration is not yet fully effective despite some recent initiatives.** The government adopted in 2019 “objectives and performance contracts (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 a large number of stakeholders. The OPCs are intended to enable the government to ensure that the various entities meet established administrative and educational standards. MENA has already formulated standards on (a) working conditions in schools: number of students per teaching group, distribution of students in the

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<sup>12</sup> Sofreco/AFD, *Etude diagnostique sur l'allocation des ressources au sein du MENET en Côte d'Ivoire*.

teaching group (limited number in classes at the beginning of the cycle), assignment of teachers to classes (experienced teacher in CP), use, maintenance and upkeep of premises, especially sanitary facilities; (b) administrative and pedagogical management of schools: academic results, early identification of students in difficulty and preventive measures, programs and progressions, regular practices, correction of notebooks, provision of resources for follow-up activities, management of flows (repetition, dropout, transition from one level to another); and (c) improvement of school time: attendance (of students and teachers), respect of the official timetable, and organization of “pedagogical days.”

65. **Five framework documents have been formulated to support this initiative:** (i) the educational project guide, (ii) the contractualization guide, (iii) the accountability guide, (iv) the OPC outline, and (v) the performance report guide.
66. **The educational projects should be based on three main principles:** (i) pedagogical management, (ii) administrative and financial management, and (iii) school life management.
67. **Decree 0006/MENETFP/CAB of January 20, 2020**, on the establishment of the objectives and performance contract 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 monitoring and evaluation; the practice of accountability and reporting; the performance of the administration and steering of the system.”<sup>13</sup> 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, the basis for contractualization with the minister of MENA, the regional director of education and the head of the preschool and primary education district.
68. **The decree also specifies that the contractualization process is organized around five complementary stages to ensure coherence and efficiency:**
- The diagnosis, which aims to assess the situation of the school, particularly with regard to the requirements of educational policy
  - 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
  - Management dialogue
  - 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
  - Implementation and M&E
69. **The education management de-concentration 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.
- 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 financial management, 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 with their operating budget and the goodwill of the local community to help them implement their OPC.
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<sup>13</sup> Objective and Performance Contract, MENA, 2021

70. The proposed DLIs address persistent challenges in the accountability and efficiency process.
- ✓ **DLI 7: MENA’s planning and monitoring/reporting is strengthened.** 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 directorates and partners. The creation of this entity will make it possible to better identify opportunities to rationalize and pull human and financial, resources identify knowledge gaps, and identify needs for additional support.
  - ✓ **DLI 8: The reform of the recruitment at the regional level is implemented.** This DLI is an extension of the First Investment for Growth Development Policy Operation (P178064) 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.
  - ✓ **DLI 9: Objectives and performance contracts are implemented.** This DLI aims to reinforce the principles of concentration and accountability in education management. It should enable concentrated 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.

#### **D. Institutional Arrangements**

71. **The PforR Program benefits from strong commitment from the Ivorian government as it supports the ESP, which is fully aligned with the country’s priorities as set out in the NDP 2021–2025.** The PforR’s institutional architecture relies on clear roles, accountability lines, and government ownership. It follows the same institutional arrangements as the ESP, which leverages and complements existing sectoral resources, catalyzing efforts to bring about more coherence and integration across ministerial departments involved in safety nets programs. The governance arrangements rely on mechanisms already established and functioning.
72. **Strategic oversight of the ESP is carried out by the task force.** It will also provide strategic oversight of the Program within an extended steering committee. 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/Training Sector (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.
73. **The ESDEP PIU will provide technical assistance for the Program overall coordination and the implementation of the IPF component.** Within 3 years of project effectiveness, a new operational unit (the BCPENA) will be established within MENA. It will be created by an inter-ministerial decree between MENA, the Ministry of Budget, and the Ministry of Finance to ensure technical assistance for the implementation of the program and the implementation of any new initiatives linked to national education. BCPENA will be a continuation of the Project Implementation Unit (PIU) of the ESDEP. The PIU was created in 2018 by an inter-ministerial order for the management of the ESDEP. As the ESP is robust and sustainable, it became necessary to convert the PIU into a more sustainable management unit on the same model as the Employment Projects Coordination Office (BCP-E). The creation of BCPENA is a condition for the PforR effectiveness.
74. **The implementation of the program involves several actors, who will each designate a focal point and meet periodically in a technical committee.** This technical committee will be executed by a representative of the general inspectorate designated by MENA. The technical committee prepares and adopts annual

actions plans which will serve as a basis for the use of resources by the concerned directorate. The creation of this technical committee and the appointment of focal points is a condition for PforR effectiveness. The Directorate of Mutuality and Social Works in the School Environment (DMOSS) is responsible, together with the teams of the National School Health Program of the MPHP (*Programme National de la Santé Scolaire et Universitaire*), for the implementation of the medical and nutritional support package. The Directorate of Literacy Program Coordination and Monitoring (DCSPA) will be responsible for the development of the parental literacy program in conjunction with the National Nutrition Council and the Directorate of Gender Equality and Equity (DEEG); the Directorate of Project Coordination and Implementation (DCEP) will be responsible for the expansion of the school construction program in conjunction with the Directorate of Animation, Promotion and Follow-up of School Management Committees (DAPS-COGES). The Directorate of Strategy, Planning and Statistics (DSPS) will be responsible for the improvement of the school mapping tool. The Directorate of Primary and Secondary Education (DELIC) will be responsible for the implementation of the inclusive education strategy. The Directorate of Pedagogy and Continuing Education (DPFC) will be responsible for PNAPAS and in-service training strategy implementation. The Directorate of Program Monitoring and Evaluation (DVSP) will be responsible for standardized evaluations. The General Inspectorate is responsible for the implementation of reforms related to governance and in particular the establishment of a technical and coordination unit, the regional recruitment of teachers, and the establishment of OPCs. All these actors have worked together in the past. Each will designate a focal point who will be in charge of planning, implementing, and supervising the program activities under the responsibility of his or her directorate. These focal points will form a technical committee, meet at least quarterly, and will have regular communication with BCPENA to keep track of implementation progress. The creation of the technical committee and nomination of the focal points is an effectiveness condition of the PforR.

#### **E. Description and Assessment of Program Expenditure Framework**

75. **The Ministry of National Education and Literacy 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 monitoring and evaluation of the sector's overall financial outcomes. The Education Ministry'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.
76. **For the time spanning 2022-2027, the Ministry of National Education and Literacy projects to affect a budget of nearly US\$2.2 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 2022-2027 being amply financed by projected resources for the period.
77. **Although recurrent expenditure made up 95 percent of the education ministry's cumulative budget from 2018 to 2021, a 5 percent decline in the recurrent expenditure is evince by the programmed 2022-2027 budget.** This suggests an anticipated increase in the aggregate capital investment expenditure from 5 percent (2018-2021) to 10 percent for the PforR execution period (see Table 1). While the 5 percent budget allocation for capital investment for 2018-2021 may be better than nothing at all, this could have less favorable effect on its internally generated funds which are crucial for the sustainable financing of short- and medium-term programs of the ministry. Appreciatively, budgetary projections of the sector for the

period 2022-2027 earmarking about 10 percent to capital investment is pro-growth and has the potency to improve internal resource-generation as well as the financial viability of the ministry’s future projects.

Table 1: Ministry of National Education and Literacy Budget Summary (in US Dollars) 2018-2027

Budget Item	Actual (US\$) 2018-2021	Proportions	Projected Budget (US\$) 2022-2027	Proportions
<b>Total Expenditure</b>	<b>6,081,150,300</b>	<b>100%</b>	<b>2,234,002,335</b>	<b>100%</b>
Recurrent expenditure	5,759,620,683	95%	2,005,323,989	90%
Investment expenditure	321,529,617	5%	228,678,346	10%
<b>Total Funds</b>	<b>6,081,150,300</b>	<b>100%</b>	<b>2,234,002,335</b>	<b>100%</b>
Internal Funds	5,989,307,583	98%	2,234,002,335	100%
External funds	91,842,717	2%	0	0%

Source: *Team’s Computation from Ministry’s Estimates*

78. **On the revenue side, the Ministry of National Education and Literacy 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 2022-2027 from internally generated resources plausible. While the ministry’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 external resources for its operations. With regards to the adequacy of the ministry’s budget 2022-2027 to allow the execution of the Strengthening Primary Education System Program’s PforR, both the projected total expenditure and financial resources for the Education Ministry are in excess of US\$2.2 billion and can amply cover the ministry’s financial obligation of US\$265.3 million for the project, over the same duration.
79. **Figure 1 below shows the proportions of Ministry of National Education and Literacy’s budget allocated to preschool and primary school from 2018-2021. Figure 2 in the other hand, depicts the shares of MENA’s financial resources programmed to be spent on the same units for the time spanning 2022-2027.** The average total expenditure of preschool and primary schools for 2022-2027 are estimated to be about 29 percent and nearly 17.1 percentage points higher than the US\$265.3 million (11.9 percent of the projected US\$2.2billion) the sector is expected to inject into the HCP PforR. Thus, the Ministry of Education’s budgetary appropriation towards preschool and primary education for the 2022-2027 period is more than adequate to cover its financial obligations towards the PforR program over the same timeframe.

Figure 1: MENA’s Budgetary Allocation to Preschool and Primary Education 2018-2021

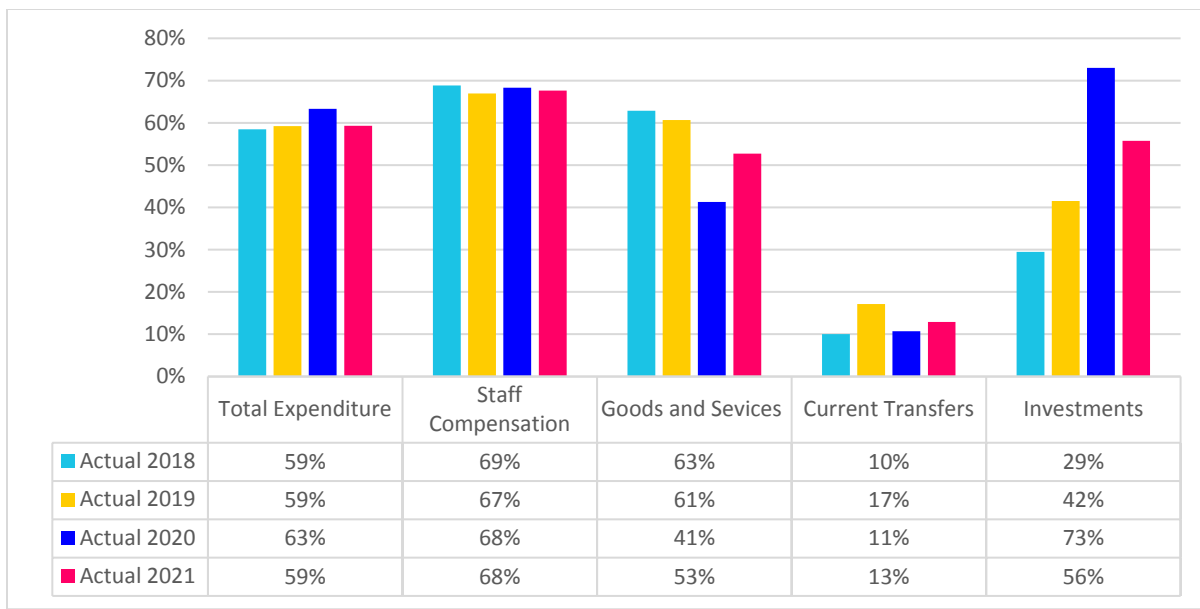


Figure 2: MENA's Budgetary Allocation to Preschool and Primary Education 2022-2027

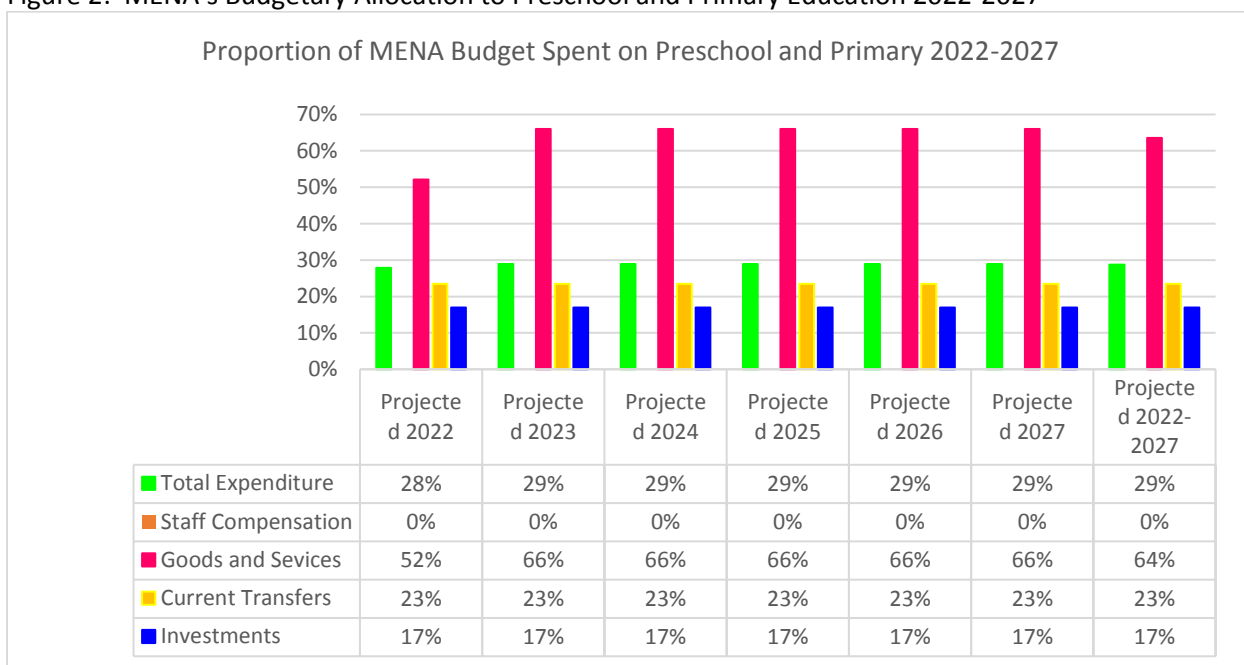


Table 2: Ministry of Education Budgetary Summary, 2018-2021



<i>Budget Item</i>	2018	2019	2020	2021	2018-2021
<b>Total Expenditure</b>	<b>1,359,726,767</b>	<b>1,521,974,150</b>	<b>1,531,261,717</b>	<b>1,668,187,683</b>	<b>6,081,150,317</b>
<b><i>o/w Total Recurrent Expenditure</i></b>	<i>1,301,496,717</i>	<i>1,437,789,917</i>	<i>1,437,162,100</i>	<i>1,583,171,967</i>	<i>5,759,620,700</i>
Staff Compensation	1,060,663,383	1,199,821,900	1,276,605,517	1,305,391,050	4,842,481,850
Goods and Services	45,232,833	50,725,450	37,537,400	58,213,733	191,709,417
Current Transfers	195,600,500	187,242,567	123,019,183	219,567,183	725,429,433
<b><i>o/w Total Capital Expenditure (Investments)</i></b>	<i>58,230,050</i>	<i>84,184,233</i>	<i>94,099,617</i>	<i>85,015,717</i>	<i>321,529,617</i>
<b>Total Funds</b>	<b>1,359,726,750</b>	<b>1,521,974,133</b>	<b>1,531,261,733</b>	<b>1,668,187,683</b>	<b>6,081,150,300</b>
Internal Funds	1,345,506,117	1,493,053,600	1,531,261,733	1,619,486,133	5,989,307,583
External Funds	14,220,633	28,920,533	0	48,701,550	91,842,717

**Table 3:** Ministry of Education Budgetary Summary, 2022-2027 (Projected)

<i>Budget Item</i>	2022	2023	2024	2025
<b>Total Expenditure</b>	331,775,400	329,091,917	338,964,667	372,861,133
<b><i>o/w Total Recurrent Expenditure</i></b>	<i>298,889,250</i>	<i>295,219,183</i>	<i>304,075,750</i>	<i>334,483,325</i>
Staff Compensation	0	0	0	0
Goods and Services	58,213,733	47,323,400	48,743,100	53,617,410
Current Transfers	240,675,517	247,895,783	255,332,650	280,865,915
<b><i>o/w Total Capital Expenditure (Investments)</i></b>	<i>32,886,150</i>	<i>33,872,733</i>	<i>34,888,917</i>	<i>38,377,808</i>
<b>Total Funds</b>	<b>319,506,717</b>	<b>329,091,917</b>	<b>338,964,683</b>	<b>372,861,152</b>
Internal Funds	319,506,717	329,091,917	338,964,683	372,861,152
External Funds	0	0	0	0

Source: *Team's Computation from Ministry's Estimates*

**Table 3:** Ministry of Education Budgetary Summary, 2022-2027 (Projected) Cont'd.

<i>Budget Item</i>	<b>2026</b>	<b>2027</b>	<b>2022-2027</b>
<b>Total Expenditure</b>	<b>410,147,247</b>	<b>451,161,971</b>	<b>2,234,002,335</b>
<b><i>o/w Total Recurrent Expenditure</i></b>	367,931,658	404,724,823	2,005,323,989
Staff Compensation	0	0	0
Goods and Services	58,979,151	64,877,066	331,753,860
Current Transfers	308,952,507	339,847,757	1,673,570,129
<b><i>o/w Total Capital Expenditure (Investments)</i></b>	42,215,589	46,437,148	228,678,346
<b>Total Funds</b>	<b>410,147,267</b>	<b>451,161,994</b>	<b>2,221,733,729</b>
Internal Funds	410,147,267	451,161,994	2,221,733,729
External Funds	0	0	0

Source: *Team's Computation from Ministry's Estimates*

80. **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.
81. **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.
82. **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.

**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:	4,059,034	5,327,514	6,595,994	na	na	15,982,542

	2023	2024	2025	2026	2027	TOTAL
Budget line: 709479792						
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
<b>RA 3</b>						<b>192,748,305</b>
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
Cost of implementing OPCs: Budget line: 2206101	4,442,330	4,583,427	4,720,905	na	na	13,746,662
<b>TOTAL</b>	<b>185,750,355</b>	<b>148,438,209</b>	<b>148,736,628</b>	<b>107,500,000*</b>	<b>107,575,000*</b>	<b>698,000,000</b>
<b>DLI Contribution</b>						
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
<b>Government funding</b>						
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

83. **BCPENA 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. BCPENA, which will be composed of the ESDEP PIU team, already has an M&E specialist whose role is also to support the task force in monitoring the ESP. To strengthen the specialist's role, technical experts may be hired. The operation will be an opportunity to strengthen the ESP M&E systems and teams.
84. **The Program's implementation and its achievement of the expected results will be assessed monthly and quarterly.** This will be done through the routine collection of implementation data using standardized tools, developed and validated by the various stakeholders (ministries, implementing partners, etc.).
85. **In addition to the traditional ongoing reporting activities, the Ivorian government will rely on several other mechanisms that will contribute to the monitoring of the Program.**
- i) BCPENA will undertake supervision missions and semi-annual reviews. The objective of the supervision missions is 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.

- ii) The government will strengthen its capacity to conduct research and evaluation activities. This is necessary to provide evidence to inform public policy and guide decisions. The following external evaluations are planned as part of the IPF component: a process evaluation on the implementation of PNAPAS, a process evaluation on the expansion of the school construction program; a pilot evaluation on the family literacy program; and a process evaluation on the transfer and use of funds related to the DRENA OPCs.
86. **The results framework (Annex 1) provides key measures of Program achievements against its stated objectives.** BCPENA 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 Program Action Plan (PAP). BCPENA 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 will submit an 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**

87. The prospective PforR is found to be cost-effective and expected to produce considerable economic spillovers. A total of about 6.2 million children of primary school-going 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 their sixth year 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 percent to 2 percent and represents a 9.7 percent increase in the proportion of pupils envisaged to graduate. These 5.6 million pupil-beneficiaries are anticipated to earn roughly 58 percent (US\$1,449) more than they would have without any formal education (US\$2502), for each year of their working lives.
88. Besides the direct financial benefit—a net present value (NPV) of nearly US\$1.4bn, the project'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 fertility which controls population growth and increases the overall productivity and income of the population. This will eventually raise per capita income of Ivorians. Again, as improvement in HCI further impacts the productivity of the country's nationals, foreign direct investments needed to expand job creation and reduce unemployment in the country is expected to flow into the Ivorian economy which will inevitably engender positive macroeconomic effects.
89. **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 attractive<sup>14</sup> to foreign investors. Consequently, incomes are generally low whereas unemployment and poverty rates prevail.

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<sup>14</sup> World Bank, *African Human Capital Plan* (Washington, DC: World Bank, 2020).

90. **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**

91. **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.<sup>15</sup>

#### **Computational Assumptions and Adjustments**

92. **Student enrollments, retention and performance are expected to improve<sup>16</sup> 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.<sup>17</sup> 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.

93. **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 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.

94. **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.

95. **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

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<sup>15</sup> Emmanuel Jimenez and Harry A. Patrinos, "Can Cost-Benefit Analysis Guide Education Policy in Developing Countries?" (Washington, DC: World Bank, 2008).

<sup>16</sup> 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.

<sup>17</sup> Glen I. Earthman (2002), "School Conditions and Student Academic Achievement." Mimeo.

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 years<sup>18</sup> 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

96. **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 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

97. **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.<sup>19</sup> 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

<sup>18</sup> World Bank, *Life Expectancy at Birth, Total (Years) – Côte d’Ivoire* (Washington DC: World Bank, 2022).

<sup>19</sup> Donald Shepard, Wu Zeng, and Ha Thi Hong Nguyen. *Cost-Effectiveness Analysis of Results-Based Financing Programs: A Toolkit*. (Washington, DC: World Bank, 2015).

the Cost Benefit Analysis outcome and subsequent recommendations, Moore et al.<sup>20</sup> 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

98. **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.

**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.

99. **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

<sup>20</sup> 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.

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

100. **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.
101. **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.
102. **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.
103. **The Côte d’Ivoire Strengthening Primary Education System Program’s cost-effectiveness in 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,<sup>21</sup> 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> )	<b>2,212,292,355</b>
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> )	<b>603,068,804</b>
NPV ( <i>5% discount</i> )	1,609,223,551
BCR	3.7

Source: World Bank estimations. October 2022.

104. **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**

<sup>21</sup> David K. Evans, Fei Yuan, and Deon Filmer, “Are Teachers in Africa Poorly Paid? Evidence from 15 Countries.” Mimeo, 2020.



**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

105. **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
	<b>BCR</b>	<b>3.7</b>
8%	Total benefits	1,199,805,611
	Total costs	556,095,414
	NPV	643,710,197
	<b>BCR</b>	<b>2.2</b>
10%	Total Benefits	842,145,074
	Total Costs	527,931,314
	NPV	314,213,760
	<b>BCR</b>	<b>1.6</b>
12%	Total Benefits	611,099,966
	Total Costs	501,987,372
	NPV	109,112,594
	<b>BCR</b>	<b>1.2</b>

Source: World Bank estimations. October 2022.

106. **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.

107. **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 (devisor) 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

108. 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.

## H. Technical Risk Rating

109. **The overall risk of the PforR is considered moderate.** Political and governance risks, sector strategies and policies, and stakeholder risks are currently rated as 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.
110. **Macroeconomic risk is considered moderate.** The ongoing impacts of the COVID-19 pandemic 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.
111. **Sector strategies and policies is currently low.** Relevant strategies, policies, and guidelines are in place to support basic education. The ESP is being revised and updated after its midterm review. Most of the ESP funding comes from the government budget and spending represents over 4 percent of GDP. The ESP gives the PforR a strategic anchor in the education sector.
112. **Institutional capacity for implementation and sustainability is rated moderate.** 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, objectives and performance contracts, regionalization of recruitments) and, as such, pose a higher risk for timely implementation.
113. **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.