



Program Information Document (PID)

Concept Stage | Date Prepared/Updated: 25-Mar-2022 | Report No: PIDC254102



BASIC INFORMATION

A. Basic Program Data

Country Cote d'Ivoire	Project ID P177800	Parent Project ID (if any)	Program Name Cote d'Ivoire Human Capital Program
Region AFRICA WEST	Estimated Appraisal Date 15-Jul-2022	Estimated Board Date 29-Sep-2022	Does this operation have an IPF component? Yes
Financing Instrument Program-for-Results Financing	Borrower(s) Ministry of Economy and Finance	Implementing Agency Ministry of National Education and Literacy	Practice Area (Lead) Education

Proposed Program Development Objective(s)

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

COST & FINANCING

SUMMARY (USD Millions)

Government program Cost	870.00
Total Operation Cost	250.00
Total Program Cost	245.00
IPF Component	5.00
Total Financing	250.00
Financing Gap	0.00

FINANCING (USD Millions)

Total World Bank Group Financing	250.00
World Bank Lending	250.00



Concept Review Decision

The review did authorize the preparation to continue

B. Introduction and Context

Country Context

- Côte d'Ivoire was one of the fastest growing economies in the West African Economic and Monetary Union (WAEMU) before the COVID-19 pandemic, and the recovery is ongoing.** With Gross Domestic Product (GDP) growth of 6.9 percent in 2018 and 6.2 percent in 2019 (3.5 percent in per capita terms), Côte d'Ivoire continued to be one of the fastest growing economies in Sub-Saharan Africa (SSA), benefitting from strong domestic demand and investments. Pre-COVID-19 pandemic growth was dynamic across all sectors, including agriculture with the cocoa sector accounting for 60 percent of the country's exports and contributing directly and indirectly to 25 percent of all jobs. With the onset of COVID-19 in March 2020, GDP slowed down to 2.0 percent against a projected growth of about 7 percent pre-pandemic.
- The COVID-19 pandemic translated into rising poverty in Côte d'Ivoire, at least temporarily.** The global pandemic has led to significant income losses for households across all sectors and income levels, worsening the living conditions of already vulnerable households. To cope with the income loss, many households had to adjust their spending, mostly through the reduction of non-food expenditure. More than 40 percent of households had to reduce their spending on education. Women headed households seemed particularly affected with a higher share having had to reduce daily expenditures.¹ While some households have been able to smooth consumption with savings and family support, national poverty significantly increased during the pandemic and is estimated to have reached 41.5 percent in October 2020.
- Côte d'Ivoire's economic development did not translate into progress on human capital.** Despite recent efforts, Côte d'Ivoire's human capital index (HCI) score remains low, with large gaps in education and health outcomes across socio-economic groups. A child born in Côte d'Ivoire today will be only 38 percent as productive when she grows up as she could be if she enjoyed complete education and full health. Côte d'Ivoire ranks 149 out of 157 countries globally, which is lower than the average for SSA and lower middle-income countries.² Côte d'Ivoire's place on the Human Capital Index is lower than predicted by its income level and largely driven by low education performance, low adult survival rate and high stunting.
- Increasing the quality of Côte d'Ivoire's Human Capital is especially important given its young and rapidly growing population.** According to the National Institute of Statistics (*Institut National de Statistique, INS*),³ the annual population growth rate is estimated at 2.6 percent, one of the highest in the world. Human capital development must remain at the center of the country's strategy to sustain growth and to become a globally competitive emerging economy in the long run. Towards this end, it will be critical to strengthen the education system which is a central pillar of Human Capital development. Aware of this challenge, the government has formulated its National Human Development Program which focuses, on its second Pillar on "Development of Human Capital and promotion of

¹ Enquête rapide sur les effets de la Covid-19 – Une perspective Genre, Côte d'Ivoire 2020, Women count.

² World Bank, Côte d'Ivoire: Diagnostic du Capital Humain, 2021

³ <http://www.ins.ci/n/>



employment". The government is willing to invest in its education sector to cope with the different challenges mentioned below.

Sectoral (or multi-sectoral) and Institutional Context of the Program

5. **Demographic pressure on the education system is strong** (annual population growth rate of 2.6 percent). Coupled with a compulsory education policy for 6–16-year-olds, adopted in 2015, it implies an increased need for schools, classrooms, sanitation, water, teachers and teaching tools to meet the requirement in terms of access while guaranteeing the quality and strong governance of educational services.⁴
6. **In terms of access, few children benefit from preschool opportunities (1 out of 10) and the slow coverage extend is not meeting demand and need. Gross primary access rates improved from 94% in 2014/2015 to more than 100% in 2019/2020 with gender parity, but significant disparities between regions⁵ remain. Lower secondary is under pressure from increasing demand.** Access rates increased from 50% in 2014/2015 to 83.3% in 2020–2021 with gender parity (0.99). The number of lower secondary students is growing at a sustained rate, with more than 100,000 additional students a year, a rate that will likely continue until 2025 and beyond.
7. **Education has been severely disrupted by COVID-19 which has led to schools' closures and learning reorganization under unusual conditions.** Despite undeniable MENA's effort to develop distance learning tools for class exam, the impact on educational continuity has remained very limited.
8. **Insufficient access and high drop-out rates contribute to many out of school children.** The law on compulsory education policy and international commitments required the establishment of a policy to improve access to primary education, but also the development of alternative education and training offers for out-of-school children.
9. **After having experienced a sharp deterioration over the previous decade, primary completion rates are on the rise but transition rate to college remain low.** Completion rate has improved significantly from 63.9% in 2015 to 83.7% in 2020/2021. Transition rate to college remain low (less than 85%) and slightly favorable to boys.
10. **The learning environment at primary level remains inadequate in most of the country.** There are strong disparities between regions and between rural and urban areas. For schools with low quality materials, incomplete cycle and lack of facilities (such as latrines) there is a high risk of school interruption because of safety problems for students during rainy seasons, and thus leaving communities feeling abandoned and deepening regional inequalities.
11. **Learning outcomes are very low.** According to the learning poverty index in 2019, 82 percent of children in Cote d'Ivoire at late primary age today are not proficient in reading, adjusted for the Out-of-School children (21 percent of primary school-aged children are not enrolled in school).
12. **Pedagogical material is insufficient, teachers' training and supervision are not effective, and distribution of teachers is uneven:** less than half of students have textbooks in reading/writing and mathematics; most of teachers benefit from pre-service training but initial teacher training curriculum has not been recently and is not practice-

⁴ Ivoirian education system is organized around preschool level (2 years in community preschool or 1 year in preprimary) ; primary level of 6 years (CP1, CP2, CE1, CE2, CM1, CM2), lower secondary school « collège » for 4 years (6ème, 5ème, 4ème, 3ème), upper secondary « lycée » (seconde, première terminale), education and vocational training and higher Education. Primary and lower secondary (college) are compulsory.

⁵ For instance: 59,6% in Bagoué, 61% in Folon, 72,4% in Béré.



oriented, in-service programs are available but they are not part of a coherent regional or national in-service training plan.

13. **Public funding for education is significant and constant but inefficient.**⁶ The share of public education expenditure as a percentage of GDP has exceeded 4% from several years, a level that places the country among those of the sub-region investing the most in education. Financial efforts related to poor learning outcome results, indicate the needs to strengthen resources management mechanisms for a better efficiency.
14. **Accountability system is insufficient.** There has not been tangible progress on education quality because of lack of accountability at different levels and a poorly developed feedback monitoring system. Decentralized administrations exist in reality but still suffer from the lack of clear definition of their regulatory missions and duties⁷. Existing monitoring and evaluation system including the Education Management Information System
15. **To overcome these difficulties, the Ivoirian Government has developed an Education Sector Plan (ESP) articulated around pillars of access, quality and governance** which sets the ambitions and objectives of the system by 2025. partners' support revolves around these 3 pillars. In the meantime, the Government has launched a National Education Forum which aims to "co-build a sustainable social pact in favor of an Ivoirian school focused on students' success and the appropriation of the values of the Republic".⁸

Relationship to CAS/CPF

16. **The proposed Program for Result (PforR) financing aims to contribute to the development of human capital by developing education services and improving the quality of learning.** It is in line with the 2016-2019 Country Partnership Framework (CPF),⁹ particularly with Focus Areas 2 and 3, which focus on: (i) building human capital for economic development and social cohesion and (ii) strengthening public financial management and accountability. The Program will contribute to human capital development by providing better access to quality public education services. It will also contribute to enhanced public financial management and accountability by supporting reporting mechanisms throughout education delivery chain. The Program will contribute to: (i) reduce poverty and inequity by providing the opportunity for children to benefit from quality education for higher education achievement and (ii) strengthen accountability by supporting objective performance contracts for stronger and efficient education services delivery.
17. **The proposed PforR aligns to Pillar 2 of the National Development Plan (PND) 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.
18. **The proposed Operation is also aligned with the World Bank's Human Capital Program (HCP),** which makes the case for investing in people and bolstering demand for intervention that will build human capital. The HCP includes a

⁶ Banque mondiale, Revue des dépenses publiques du Secteur de l'Éducation en Côte d'Ivoire

⁷ Sofreco/AFD, Etude diagnostique sur l'allocation des ressources au sein du MENET en Côte d'Ivoire

⁸ MENA, TdR Etats Généraux de l'Éducation Mai 2021. « L'organisation des Etats Généraux vise à co-construire un pacte social durable en faveur d'une Ecole ivoirienne centrée sur la réussite des élèves et l'appropriation des valeurs de la république »

⁹ Report No. 96515-CI. While the CPF initially covered the period FY16 to FY19, it was decided to extend the CPF until FY21 during the PLR in May 2018. The CPF was approved on August 17, 2015.



Human Capital Index (HCI) designed to capture the amount of human Capital a child born could expect to attain by age 18, given the risk to poor health and poor education that prevail in the country. A child born in Cote d'Ivoire will be 38 percent as productive when he/she grows up as could be and if he/she enjoyed complete education and full health.

Rationale for Bank Engagement and Choice of Financing Instrument

19. **The World Bank is well positioned to support the government of Côte d'Ivoire expanding coverage and increasing the quality, efficiency and effectiveness of its education and training system.** The World Bank has strongly engaged in Côte d'Ivoire's education and training sector the last decade. The program complements the following ongoing projects: (i) Côte d'Ivoire Education Services Delivery Enhancement Project (ESDEP/P163218) which aims to increase access to pre-school and improve learning outcomes in beneficiary primary schools in participating regions; (ii) Côte d'Ivoire Youth Employment and Skills Development Project – phase 3 (PEJEDEC 3/P172800), which aims to improve access to skills training and enhance labor market outcomes for youth in selected regions of Côte d'Ivoire and strengthen the technical and vocational education and training (TVET) sector; (iii) Côte d'Ivoire Higher Education Development Support Project (PADES/P160642), which aims to improve higher education management system, increase enrollment in professional programs, improve the quality and labor market relevance of degree programs of participating public tertiary institutions; (iv) Enhancing Government Effectiveness for Improved Public Services (PAGDS/P176882), which aims to strengthen government capacity in program-based budgeting and procurement, delivery of selected education services, management of roads contracts, and facilitating access to financial services.
20. **The Program also complements the following projects which include activities related to Human Capital development** such as nutrition and health but also with project aiming to improve rural infrastructure and inclusive connectivity: (i) Strategic Purchasing and Alignment of Resources and Knowledge in Health Project (SPARK-HEALTH / P167959) which aims to improve the utilization and quality of health services towards reducing maternal and infant mortality; (ii) Multisectoral Nutrition and Child Development (P161770) which aims to increase coverage of early childhood nutrition and development interventions in selected areas; (iii) Northern CI Inclusive Connectivity and Rural Infrastructure (P178362) which aims to enhance inclusive, safe, climate resilient and sustainable rural road connectivity in Northern Côte d'Ivoire, to improve access to basic social services and economic opportunities.
21. **The Program will support selected priorities as set out in the Education Sector Plan 2016-2025. This program will be important to consolidate gain from past efforts and achieving impact at scale.** Many of the interventions proposed in the Program expand upon interventions made earlier. In particular, the Program will build on the ongoing ESDEP project which has (i) developed a model for community school construction, (ii) develop tools and mechanisms against gender-based violence in school, (iii) develop curriculum package to improve early learning outcomes in reading/writing and mathematics for CP1, CP2 and CE1 and train teachers, school directors and supervisors, (iv) develop digital technology to collect and analyze data, and (v) strengthen COGES in managing schools. The program will also build on the ongoing PAGDS Program which support the ministry to strengthen textbooks production and distribution chain.
22. **The PforR instrument is well suited to support the government in strengthening its education system given its strong focus on building country system, strengthening institutional and governance arrangements while also emphasizing achievement of results.** The government wants to intensify system approach. Côte d'Ivoire has built



capacity in preparing and implementing PforR Programs in the past, though the country's first PforR in the governance sector (Enhancing Government Effectiveness for Improved Public Services, P164302, Board approval on April 5, 2019). Other PforRs are under preparation: Côte d'Ivoire Northern Electricity and Digital Access (NEDA) Project (P176776); and Social Safety Net System Strengthening Project (P175594).

C. Program Development Objective(s) (PDO) and PDO Level Results Indicators

Program Development Objective(s)

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

PDO Level Results Indicators

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

- Result area 1: Access
 - PDO1: Number of children enrolled in preschool
 - PDO2: Number of children benefiting from school medical package
- Result area 2: Quality
 - PDO 3: Reformed primary teachers pre and in service training curriculum to improve quality of learning
 - PDO 4: Improved teachers' practices in the classroom for all primary teachers
 - PDO 5: Percentage of Grade 3 children meeting minimum competency threshold for reading
- Result area 3: Governance
 - PDO 6: Implementation of Objective and Performance contracts at DREN, IEPP levels

D. Program Description

PforR Program Boundary

24. The Program will be anchored in the government's Education Sector Development Plan 2016-2025, which has identified 8 "effects". In particular, the PforR will be anchored under "Effect 1, Effect 2 and Effect 8 of the ESDP as specify in table 4 below.

- Effect 1: Children of preschool age access to quality preschool education services.
- Effect 2: Children (girls and boys) aged 6 to 11 and people 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 non-formal education services.
- Effect 3: Pupils aged 12 to 15 have access to a quality education and complete lower secondary education.
- Effect 4: Students aged 16 to 18 have access to quality upper secondary education.
- Effect 5: People over 12 have access to quality technical and vocational training.
- Effect 6: Students have access to quality higher education offer that ensures their professional integration.
- Effect 7: Results of scientific research and technological innovation are valued and contribute to the social and economic development in Côte d'Ivoire.



- Effect 8: Institutional and organizational frameworks ensures a strong governance, management, planning and monitoring evaluation system that supports quality of services, internal and external intervention effectiveness and resources management efficiency.
25. **In 2016, Côte d'Ivoire developed an Education Sector Plan covering the 2016-2025 period. This Plan was developed on the bases of an in-depth diagnostic analysis contained in the State Report of the National Education System (RESEN) carried out in 2015.** This plan envisioned strategies to achieve the objectives the sector has set up aiming to improve equitable and quality education. Strategic axes are i) improving quality and diversity of education and training offer, ii) improvement of the school, family and community environment for a greater demand for education services, iii) improvement of quality management and governance of the system. The 2016-2025 ESP defines reforms, programs and projects to be implemented in order to have an Ivoirian education system that provides all children and adults with quality, equitable and inclusive education and training taking into account citizen transformation needs, making them able to contribute to the socio-economic development of their community and society and to promote social cohesion and to ensure their capacity for competitiveness and technological innovations.¹⁰ **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, schools' violence), renovation of governance and improvement of literacy (cross-cutting issue). **ESP priorities are presented according to three (3) pillars:** Access, Quality and Governance, which are broken down by sub-sectors and are based on factual data analyzed in the 2015 RESEN diagnostic. For each sub-program, objectives and expected results are broken down according to an explicit causal chain.
26. **While the ESP 2016-2025 is robust and comprehensive, its operationalization is hampered by a substantial implementation gap explained by various factor in particular lack of budget and lack of accountability.** According to its mid-term evaluation report (August 2021), the ESP execution rate as of December 31, 2020 was 50.2%. The level of actions and activities realization remains essentially dependent on the level of resources mobilization. The cross-cutting analysis of ESP completion activities and efficiency index suggest that ESP activities have led to substantial changes and improvements although not all the expected results have been achieved. According to the report "From a strategic point of view, ESP remains a programmatic document with ambitious objectives. Compared to 2025 goals, strategic options and objectives remain coherent and should support the country to tackle difficulties which undermine education system.
27. **Some of the flagship strategic actions and options are related to : (i) construction and rehabilitation of new classrooms in schools, ii) construction and rehabilitation of hygiene and sanitation infrastructure in all schools or rehabilitation ; (iii) strengthening pre and in service training of all educators and teachers at preschool, primary and secondary levels, (iv) curriculum revision; (v) strengthening of pedagogical supervision ; (vi) improving recruitment and allocation of educators and teachers.** And the 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”.
28. **In line with the midterm evaluation recommendation, the ESP is in the process of being updated.** This slight revision is foreseen to i) adjust the objectives and target based on an updated simulation model, ii) speed up efforts towards the quality of learning with the forthcoming adoption of a National Program for Early Learning, iii) strengthen system

¹⁰ Plan Stratégique de l'Éducation Formation (2016-2025), Vision.



accountability by scaling-up Objective and Performance based contracts at all levels of education service delivery chain. The revision is expected by June 2022.

29. Building on the government program (ESP), the PforR supports 3 results areas addressing key elements to transform the education system. These three results areas are embedded within the government program themes pertaining to access, quality, accountability.

	Government program	Program supported by the PforR (PforR Program)	Reasons for non-alignment
Objective			
Duration	<i>2016-2025</i>	<i>2022-2027</i>	<i>Current ESP will end in 2025 but a new one will be developed based on the achievement of 2016-2025 ESP</i>
Geographic coverage	<i>All the country</i>	<i>The focus may be on specific regions for construction and rehabilitation and national for the remaining activities</i>	<i>Specific activities such as construction need to be prioritized in some regions where the needs are more important</i>
Results areas	<i>Effect 1-8 of ESP</i>	<i>Effect 1, 2 and 8</i>	<i>Effect 3, 4, 5, 6 and 7 do not contribute to the objective of the PforR operation. Furthermore, some of them are addressed by other World Bank operations (PEJEDEC for effect 5, PADES for Effect 6 and 7) and by other Partners (AFD and MCC for effect 3 and 4)</i>
Overall Financing	<i>494 billion CFA (equivalent to US\$870 million)</i>	<i>FCFA 141 billion (US\$250 million equivalent)</i>	

30. The Program will adopt the three ESP pillars as results areas:

- a. **Access:** Increase equitable access to pre and primary school in a safe environment
- b. **Quality:** Improve quality of teaching,
- c. **Governance:** Strengthen management capacity, accountability, monitoring and evaluation system for results along the service delivery chain.

31. These 3 results areas relate to pre and primary education and the children 4 to 12 years. Results area 1, 2 and 3 cuts across all regions although some activities may prioritize the neediest regions (such as construction or rehabilitation). PDO indicators are proposed to measure progress toward achievement under each of the three results areas. These indicators are part of the results chain shown in figure 1.

E. Initial Environmental and Social Screening



32. Potential environmental and social risks and adverse impacts associated with the program are not likely to be significant and are mainly linked to occupational health and safety (OHS), community health and safety, and pollution. These may include: (i) Alteration of air quality by dust flights during development, foundation, earthworks, construction of preschools and public primary schools including facilities such as latrines and access to water; (ii) degradation of the sound climate due to excavation work; (iii) contamination of surface water by residues of hydrocarbons, lubricants, oils and suspended solids; (iv) Risk of accidents and incidents due to the supply of construction materials to the site, the transport of equipment and the transportation of personnel during construction work; (v) odor nuisance due to poorly designed, misused or maintained latrines; (vi) Waste generation; (vii) risks of disruption of activities for part of the school population; (viii) risks of spreading sexually transmitted diseases such as STIs/HIV/AIDS as well as COVID-19 contamination with the arrival of foreign workers; (ix) risks of social conflicts in the event of non-local employment; (x) health vulnerability due to poor school hygiene, which could lead to infectious diseases that can be transmitted; (xi) insecurity and risk of accidents in the event of failure to implement infrastructure; (xii) marginalization of disabled schoolchildren due to the lack of provision of structures adapted to their physical conditions (corridors or access ramps, benches, etc.); (xiii) SEA/SH that may arise from power relationships (hierarchy, positioning, economic benefits, etc.) in the context of the proximity of female and male workers as well as workers and neighboring communities; and (xiv) child labor risks on worksite.
33. These risks and impacts are expected to be adequately managed through application of established mitigation measures to be provided by ESMP or simplified ESIA.
34. The anticipated Borrower capacity assessment to manage E&S risks related to the program, indicate that the Borrower has comprehensive legislation in terms of environmental and social impact assessment for project or program and provides legal procedures for resettlement management, public consultations, including public hearings with participation of the affected population to validate the environmental and social impact studies. At the institutional level, the National Agency of Environment (ANDE, *Agence Nationale De l'Environnement*) that oversees all projects nationwide to ensure compliance with the various national safeguard requirements is well-staffed. However, its capacities are considered moderate according to the Environmental and Social Systems Assessment (ESSA) in Côte d'Ivoire that was carried out as part of the preparation of the Enhancing Government Effectiveness for Improved Public Services (P164302) in January 2018.
35. The current Côte d'Ivoire Education Services Delivery Enhancement Project (PAPSE/P163218) Coordination Unit (PIU) – which is well staffed with one fully qualified environmental specialist and one fully qualified social specialist to support the relevant ministries, will be responsible for the E&S risks management of the overall operation of the program.
36. The Program is not expected to have actions/activities that should be excluded from PforR, as those will not be likely to have significant adverse impacts that are sensitive, diverse, or unprecedented on the environment and/or affected people.
37. **An Environmental and Social Assessment (ESSA) of the Program will be conducted during preparation** to identify potential environmental and social impacts to be supported under the program and assess, against the requirements of OP/BP 9.0, the provisions and possible gaps in national program systems with respect to institutional capacity and performance, policy and regulations, consultation mechanisms and grievance redress mechanism (GRM) to manage



and mitigate the impact. The ESSA will be based on a review of the legal, regulatory and institutional framework related to environmental and social matters and broad consultation with the Program stakeholders. The assessment will also draw on experience from implementation and safeguard instruments similar to ESDEP project (P163218) supported by the Bank in Côte d'Ivoire. The ESSA Report will be consulted upon and disclosed prior to appraisal.

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

Summary of Screening of Environmental and Social Risks and Impacts of the IPF Component

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