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IMPLEMENTATION COMPLETION AND RESULTS REPORT

TF 18062

ON A

GRANT

IN THE AMOUNT OF US\$27.80 MILLION

TO THE

REPUBLIC OF TOGO

FOR THE

EDUCATION AND INSTITUTIONAL STRENGTHENING PROJECT 2 (PERI 2)

April 10, 2020

CURRENCY EQUIVALENTS

(Exchange Rate Effective March 17, 2020)

Currency Unit = CFA France (FCFA)

589.50 = US\$1

FISCAL YEAR

July 1 - June 30

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ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency (<i>Agence Française de Développement</i>)
APCD	Grassroots Facilitators (<i>Agents Porteurs de Dynamique Communautaire</i>)
BEPC	Lower Secondary School (<i>Brevet d'études du premier cycle</i>)
COGEPs	School Based Management Committee (<i>Comité de Gestion de l'Ecole Primaire</i>)
CPF	Country Partnership Framework
CPS	Country Partnership Strategy
CP1	Grade 1
CP2	Grade 2
CE1	Grade 3
DP	Development Partner
EFA-FTI	Education for All - Fast Track Initiative
ENIs	Teacher Training Institutes (<i>Ecole Normale d'Instituteurs</i>)
EPTT	Education Pour Tous au Togo
ERGG	Economic Recovery and Governance Grant
ESMF	Environmental and Social Management Framework
FCFA	CFA Franc
FDI	Foreign Direct Investment
FM	Financial Management
GER	Gross Enrollment Rate
GIR	Gross Intake Rate
GMT	Grant Management Training
GPE	Global Partnership for Education
ICR	Implementation Completion and Results Report
IDA	International Development Association
IPF	Investment Project Financing
IRI	Intermediate Results Indicator
M&E	Monitoring and Evaluation
MEPS	Ministry of Primary and Secondary Education (<i>Ministère des Enseignements Primaire et Secondaire</i>)
MTR	Mid-term Review
NAU	National Assessment Unit
PAD	Project Appraisal Document
PASEC	<i>Programme d'Analyse des Systèmes Educatifs de la CONFEMEN</i>
PCU	Project Coordination Unit
PDO	Project Development Objective
PER1	Education and Institutional Strengthening Project 1 (<i>Projet d'éducation et de renforcement institutionnel</i>)
PER2	Education and Institutional Strengthening Project 2(<i>Projet d'éducation et de renforcement institutionnel</i>)
PND	Country National Strategy (<i>Plan national de Développement</i>)
PSE	Education Sector Plan (<i>Plan Sectorial de l'Education</i>)
QER	Quality Enhancement Review
QUIBB	<i>Questionnaire des indicateurs de base du bien-être</i>

RESEN	Country Report on National Education System (<i>Rapport d'Etat du Système Educatif National</i>)
RF	Results Framework
RPF	Resettlement Policy Framework
SCDs	Systematic Country Diagnostic
SDG	Sustainable Development Goals
SSA	Sub-Saharan Africa
TA	Technical Assistance
TQIEBE	Togo Improving Quality and Equity of Basic Education Project
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
WFP	World Food Program

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**DATA SHEET****BASIC INFORMATION****Product Information**

Project ID	Project Name
P146294	TOGO - Education and Institutional Strengthening Project 2
Country	Financing Instrument
Togo	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

Organizations

Borrower	Implementing Agency
Ministry of Economy and Finances	Ministry of Primary and Secondary Education

Project Development Objective (PDO)

Original PDO

The project development objective is to : (i) improve the quality of teaching and learning in early grades of primary schools; and (ii) strengthen access and equity in primary schools particularly in deprived prefectures.

**FINANCING**

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
TF-18062	27,800,000	27,800,000	27,799,551
Total	27,800,000	27,800,000	27,799,551
Non-World Bank Financing			
Borrower/Recipient	0	0	0
Total	0	0	0
Total Project Cost	27,800,000	27,800,000	27,799,551

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
06-Feb-2015	03-Jul-2015	23-May-2017	30-Sep-2018	30-Sep-2019

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
28-Jun-2018	19.76	Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Change in Implementation Schedule

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Moderately Satisfactory	Satisfactory	Substantial

RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	03-Dec-2015	Moderately Satisfactory	Moderately Satisfactory	6.97



02	09-Jun-2016	Moderately Unsatisfactory	Moderately Unsatisfactory	6.97
03	19-Dec-2016	Moderately Unsatisfactory	Moderately Unsatisfactory	6.97
04	28-Jun-2017	Moderately Satisfactory	Moderately Satisfactory	11.12
05	27-Dec-2017	Moderately Satisfactory	Moderately Satisfactory	11.12
06	28-Jun-2018	Moderately Satisfactory	Moderately Satisfactory	19.76
07	31-Dec-2018	Moderately Satisfactory	Moderately Satisfactory	20.53
08	13-Jun-2019	Moderately Satisfactory	Satisfactory	26.09
09	27-Sep-2019	Moderately Satisfactory	Moderately Satisfactory	27.80

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Education 100

Early Childhood Education 3

Adult, Basic and Continuing Education 1

Primary Education 96

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3) (%)

Human Development and Gender 100

Education 100

Access to Education 50

Education Financing 50

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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

1. Following over a decade of absence, the World Bank re-engaged with Togo in May 2008 after the clearance of arrears by the International Development Association (IDA). Subsequently, the Board endorsed an Interim Strategy Note (ISN) for FY08-2010 and approved a US\$175 million Economic Recovery and Governance Grant (ERGG). The ISN was updated for FY 12-13 and an IDA-16 allocation of approximately US\$90.1 million was approved for Togo. The ISN supported three interrelated pillars: (i) deepening the economic recovery process and promoting sustainable development; (ii) improving economic governance and state capacity; and (iii) addressing urgent poverty reduction and social needs. One of the outcomes of the third pillar specifically aimed to improve the quality of, and access to, basic education and health services.

2. At the time of appraisal, Togo had an estimated population of approximately 6.9 million, of which 42 percent were under the age of 15. High average annual population growth rates of 2.8 percent continued to put pressure on public services systems. The country ranked 159 out of 186 countries on the 2012 United Nations Development Programme (UNDP) Human Development Index. A series of crises at that time had hampered early efforts and investments intended to achieve economic growth and social sector investment. However, with the July 2013 parliamentary elections, the Government began a reform process with the objective of strengthening economic development and reducing poverty. The reforms and engagements had resulted in an easing of political and social tensions.

3. Togo's economy was highly vulnerable to the external environment given its dependency on foreign direct investment (FDI), mainly European remittances, overseas development assistance and trade flows. Poverty affected a major portion of the country's population, particularly those living in rural areas. Moreover, basic indicators of well-being from the *Questionnaire des indicateurs de base du bien-être – QUIBB* (2011) showed that 59 percent of the population were living below the poverty line (of around US\$700 per year). More than three quarters (79 percent) of the poor lived in rural areas, with poverty more prevalent in the north, and the northernmost region of Savanes having a poverty rate of 91 percent. In the more densely populated south, almost one-half of the total poor population (45 percent) lived in the two southern regions (Maritime and Plateaux). While monetary poverty was a concern, food insecurity and malnutrition were also of significant concern, especially in the northern regions of Kara and Savanes. About 49 percent of households in these two northern regions were affected by severe or moderate malnutrition according to a 2010 survey conducted by the World Food Programme (WFP).

Sector Context

4. The Government's commitment to education had historically been strong. In 2011, the share dedicated to education out of total Government recurrent expenditures was 27.6 percent, above the Sub-Saharan Africa (SSA) average of 22.1 percent. Over the period from 2000 to 2011, Government expenditure (largely recurrent) on education increased from FCFA 57.0 billion to FCFA 75.1 billion (at constant prices). At the basic education level, the share of recurrent education expenditures dedicated to primary education was



also estimated at 48 percent, close to the recommended Global Partnership for Education (GPE) benchmark of 50 percent at that time. However, salaries comprised the bulk of education expenditures, leaving less than 10 percent for other expenditures, including those linked to improving the overall education of quality. The education sector in Togo was, and still is, supported by only a small number of donors; and external financing remains critical in funding non-salary expenditures in the sector. Therefore, addressing quality issues was of critical importance.

5. At the time of project appraisal, a small number of development partners (DP) were providing support in terms of technical assistance (TA) and funding to the sector under the leadership of UNICEF (the donors coordination agency). Support from key donors led to many positive developments in the education system. The Bank Education and Institutional Strengthening Project (*Projet d'éducation et de renforcement institutionnel – PERI-1, 2010-2014*), financed by a grant of US\$45 million from the Education for All – Fast Track Initiative (EFA-FTI), had contributed to the achievement of key education objectives. The Project *Education Pour Tous au Togo (EPTT)* (funded by the French Development Agency, AFD) had built two teacher training institutes (*Ecole Normale d'Instituteurs -ENIs*) and had provided accelerated pre-service training to about 11,500 auxiliary teachers (*enseignants auxiliaires*) who were teaching for many years without the requisite skills and knowledge to effectively teach. In 2012, the United Nations Children's Fund (UNICEF) also provided similar training to about 7,500 community teachers (locally referred to as "*enseignants volontaires*"), of which 5,000 of the top performers were in the process of being converted to auxiliary teachers ("*enseignants auxiliaires*").

6. The Government had made significant efforts to address access to basic education. Over the ten years preceding the project preparation period, the gross enrollment rate (GER) had increased from 3.5 percent in 2000/01 to 17.4 percent in 2011/12 at the preschool level and had remained well above 100 percent at the primary level. Primarily as a result of the abolition of school fees that began in 2008/09, the Gross Intake Rate (GIR) had also increased from 107.4 percent in 2006/07 to 139.5 percent in 2011/12. However, the projections for the period from 2011 to 2020 in the simulation model developed to assess the system's needs demonstrated the following: (i) primary school enrollments were expected to grow from 1,299,800 in 2011 to 1,356,900 by 2017 and to 1,431,400 by 2020; (ii) on average, an additional 600 primary school teachers would still need to be trained and hired every year; and (iii) 3,680 additional classrooms in primary schools would need to be built in order to meet the objective of having 75.6 percent of classrooms on solid foundations in 2020. Similarly, the public budget for education would have to grow at an average of 5.9 percent annually to support quality expansion in primary education.

7. Despite this strong Government commitment and some marginal improvements in education indicators over the previous decades, the sector still faced numerous challenges related to quality, equity, and retention within the education system. At the primary school level, about 7 percent of school-age children did not have access to school, and nearly 23 percent of those who had access, dropped out before completing primary education. Notwithstanding the observed improvements in the PCR from 69 percent in 2007 to 79 percent in 2012, Togo was also not on track to achieve universal primary completion. Achieving universal access to primary education, as well as universal primary completion, remained key challenges for the country. These challenges were particularly significant in rural areas, certain administrative regions such as Savanes, and among poor families—suggesting the need to identify innovative ways to strengthen the demand for education.



8. In term of equity, significant gender gaps existed, between prefectures and were increasing as students moved through the education system. In 2011/12, while the PCR for boys was above 82 percent, only 67 percent of girls completed primary education; and 28 percent of girls completed lower secondary education (compared to 51 percent for boys). A gender gap was also observed across prefectures. While the average PCR for girls was 72 percent in 2012/13, 18 prefectures had a rate of less than 70 percent. In four of the 18 disadvantaged prefectures, the PCR among girls was below 40 percent. In these four prefectures (Anie, Kpele, Dankpen and Kpendjal) innovative approaches were needed to strengthen the demand for girls' education.

9. As highlighted in the Education Sector Plan (PSE) adopted in 2010 (and revised in 2013), improving learning outcomes was a key priority of the Togolese Government at the time the PERI 2 project was prepared and appraised. The PSE provided the framework for achieving agreed education outcomes, using a common set of measurable benchmarks to track progress. Learning outcomes in primary education were low and had declined since 2000. A significant decline in quality was evidenced in the pass scores of the Learning Assessment of the Francophone Ministries of Education (*Programme d'Analyse des Systèmes Educatifs de la CONFEMEN- PASEC*) and national evaluations in 2013. Furthermore, even after six years of primary education, a large proportion (28 percent) of adults in Togo still did not know how to read. Finally, when considering the results on national exams, it was estimated that about 26.1 percent of students reached the end of lower secondary school (*Brevet d'études du premier cycle (BEPC)*) without the basic knowledge required for that level. The quality of instructions needed to be significantly improved.

10. Repetition rates remained high, contributing to weak internal efficiency. The percentage of repeaters observed in 2010-11 was similar to those observed in previous years and was about 21.5 percent. This figure, combined with the negative effect of dropouts, had led to weak internal efficiency. At the beginning of the 2012/2013 school year (SY), the Ministry of Primary and Secondary Education (*Ministère des Enseignements Primaire et Secondaire – MEPS*) approved a decree aimed at re-organizing the primary cycles into three sub-cycles in order to reduce repetition (while also enacting a policy which did not allow for repetition within any given cycle). The decree had been circulated to all schools and stakeholders and a public information campaign was underway to facilitate sound implementation of this reform (particularly in terms of reducing the repetition rate).

11. Six factors were identified as the main reason for the declining of learning outcomes¹. These included: (i) greater enrollments rates; (ii) the quality of curricula, which was a non-detailed list of unconnected items: content curricula without any objectives or guidelines to help the teachers design lessons and, as a result, the lessons differed from one teacher to another, and the students did not have the same understanding of the examination or assessment topics because of teaching differences; (iii) the lack of in-service teacher training for several years due to budget constraints; (iv) the high number of community teachers without pre-service training between 2000 and 2011²; (v) an inadequate number of textbooks per student: in 2011/12, there was 1 reading textbook for 2 students and 1 mathematics textbook for 3 students; and (vi) the poor quality of school infrastructure: in 2012, about 20 percent of classrooms were constructed with traditional, non-durable materials, and most of the classrooms on cement foundations required significant rehabilitation.

¹ "Evaluation diagnostique du système éducatif de la république du Togo" (PASEC Study), 2010, and Draft report on "2012-13 national évaluation" (comparable to PASEC score)

² In 2011, community teachers represented 32 percent of the total teachers (6,660 out of 20,800).



High level Objectives

12. At appraisal, there was no Country Partnership Strategy (CPS) for Togo. Following over a decade of absence, the World Bank re-engaged with Togo in May 2008 after the clearance of arrears by the International Development Association (IDA). Subsequently, the Board endorsed an Interim Strategy Note (ISN) for FY08-2010 and approved a US\$175 million Economic Recovery and Governance Grant (ERGG). The ISN was updated for FY 12-13, with an IDA-16 allocation of approximately US\$90.1 million. The FY12-13 ISN supported three interrelated pillars: (i) deepening the economic recovery process and promoting sustainable development; (ii) improving economic governance and state capacity; and (iii) addressing urgent poverty reduction and social needs. One of the outcomes of the third pillar was to improve the quality of, and access to, basic education and health services. The Systematic Country Diagnostic (SCD) was also underway which informed a year later the current Country Partnership Framework (CPF). The SCD highlighted that enrollment and completion rates remain comparable to other low-income countries but that the average quality of education had fallen compared to previous years and that school in poor areas were most problematic. With the findings of the SCD, the CPF focused on promoting competitiveness and improving the quality of education, particularly in the poor areas.

13. The Education and Institutional Reinforcement Project 2 (*Projet d'éducation et renforcement institutionnel 2 (PERI 2)*) was designed to support the Government in implementing the second phase of its PSE, as outlined in the 2014-2016 Action Plan. These activities were planned to be funded by both the Government and donors. The PSE had been appraised by a group of experts and determined to be technically sound and well-prepared. Three years ahead of the project preparation, the Bank had supported an Education Sector Technical Assistance (TA)-(FY10) which provided support to the Government in preparing its PSE to address policy, capacity, data, and funding gaps for the education sector. This had led to an Education for EFA-FTI-funded Project (PERI) (approved in FY11 in the amount of US\$45 million) financed by the GPE and supervised by the Bank. The PERI2 Project was also fully aligned with both the Africa Region Strategy (Africa's Future and the World Bank Support to It, 2011) and the World Bank Strategy for Education (Learning for All - Investing in People's Knowledge and Skills to Promote Development, 2011). These strategies focused on three pillars: (i) competitiveness and employment; (ii) vulnerability and resilience; and (iii) governance and increased public sector capacity. The Project responded to these strategies by focusing on equitable and higher quality service delivery and strengthening governance and public sector capacity. As such, it also aimed to address the World Bank's twin goals of promoting shared prosperity and reducing extreme poverty.

Theory of Change (Results Chain)

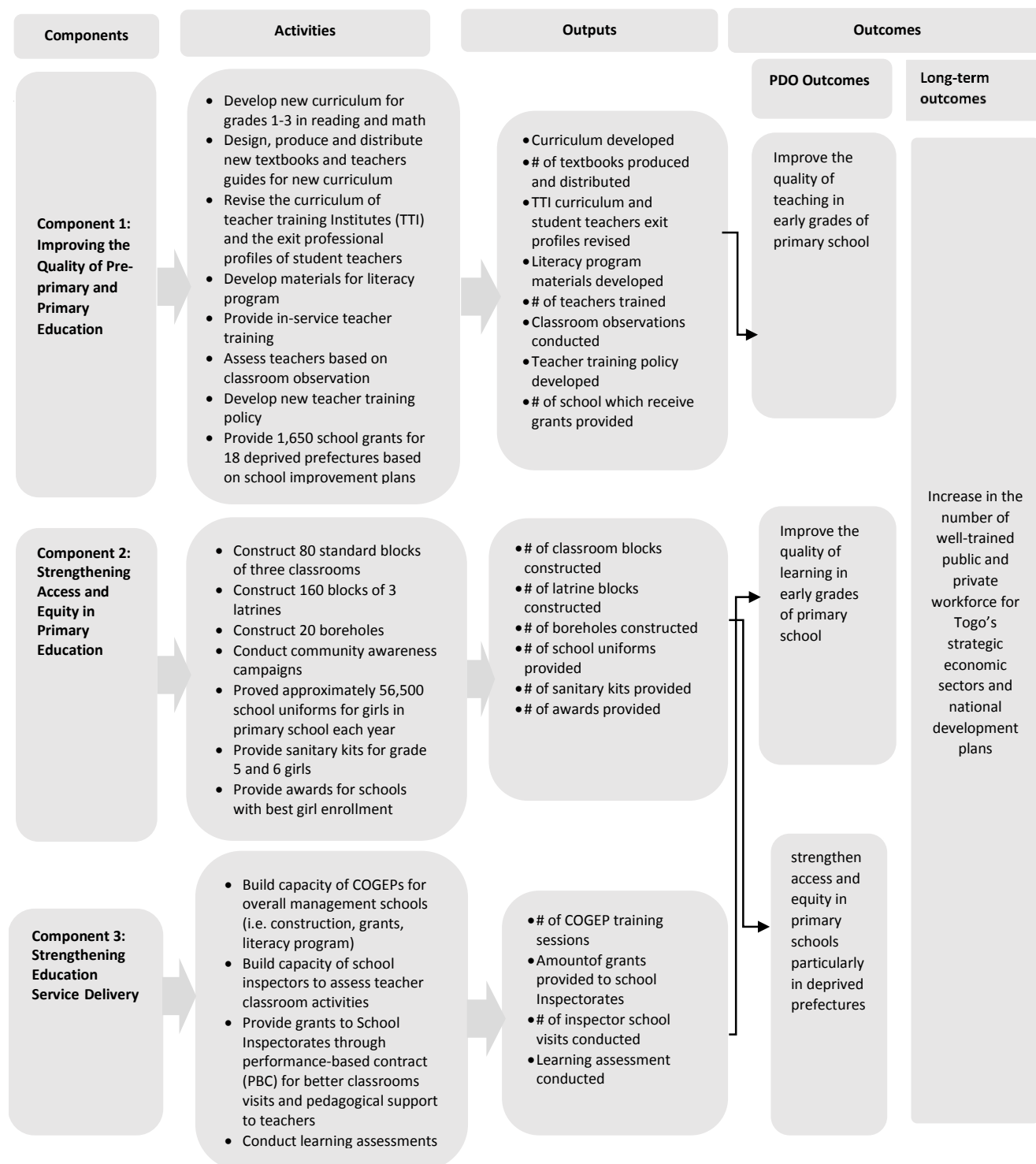
14. The Project Appraisal Document (PAD) did not provide a results chain, since it was not a requirement at that time of project preparation. However, in the context of this Implementation Completion and Results Report (ICR), Figure 1 was created to show the theory of change underpinning the Project. It shows that project's activities were designed to promote the achievement of the objectives/outcomes of the Project, and the supported activities were closely linked to the Project Development Objective (PDO).

15. The following diagram lays out the results chain linking project-supported activities with the envisioned outputs and outcomes of the PERI 2. The project targeted activities and expenditures that were



not already covered in the ongoing programs at appraisal and/or in areas where additional resources were clearly needed to further strengthen the education system in Togo.

Figure 1. Results Chain





Project Development Objectives (PDOs)

16. As described in the Global Partnership for Education Fund Grant Agreement, dated March 5, 2015, the PDO was to: (i) improve the quality of teaching and learning in early grades of primary school; and (ii) strengthen access and equity in primary schools particularly in deprived prefectures. The PDO wording was the same in the PAD.

Key Expected Outcomes and Outcome Indicators

17. It was expected that the project-supported activities would result in the key outcomes of: (i) improved quality of teaching in pre-schools and primary schools; (ii) improved quality of learning in pre-schools and primary schools; and (iii) strengthened access and equity in primary schools, particularly in deprived prefectures. For each outcome, the success of the project in terms of meeting its key objectives was based upon the review of its PDO-level indicators as well as several intermediate results indicators (IRIs) for a more complete and robust assessment (see section II.B Achievement of PDO). All key performance indicators were selected after in-depth discussions with counterparts and education sector stakeholders during project appraisal and were relevant to assessing the project's development outcomes. The intermediate outcome indicators effectively captured activities relevant to each component and linked these to the overall project outcomes.

18. **Outcome 1: Improved quality of teaching in pre-schools and primary schools** was to be measured by:

- Percentage of primary teachers rated satisfactory in the use of the new curriculum. The baseline was 0 and the project aimed to reach 60 percent by project closing.

19. **Outcome 2: Improved quality of learning in pre-schools and primary schools** was to be measure by:

- Percentage of students in grade two (CP2) who attain defined minimum standards in reading/writing on national learning assessment tests. The end target was 34 percent from a baseline of 28.5 percent.
- Percentage of students in grade two (CP2) who attain defined minimum standards in mathematics on national learning assessment tests. The end target was set at 41 percent from a baseline of 36 percent.

20. **Outcome 3: Strengthened access in primary schools, particularly in deprived prefectures** was to be measured by:

- Intake rate in grade 3 (CE1) disaggregated by gender in 18 deprived prefectures. The end target was set at 99 percent in total (and 96 percent for girls) from a baseline of 93 percent in total (and 90 percent for girls).

21. **Outcome 4: Strengthened equity in primary schools, particularly in deprived prefectures** was to be measured by:

- Percentage of girls enrolled in the 4 most deprived prefectures supported by the Project (with the lowest girls' completion rates in primary school). The end target was set at 41 percent from a baseline



of 36 percent. The end target was set at 49 percent from a baseline of 45.2 percent.

22. In addition, the Project included an overarching PDO-level indicator which informed of all project outcomes—direct project beneficiaries (of which, percentage female). The end target was 700,000 beneficiaries (of which, 45 percent of female).

Components

23. **Component 1: Improving the Quality of Pre-primary and Primary Education (original estimated cost US\$13.8 million) (June 28, 2018 restructuring revised costs—US\$15.30 million)—actual cost: US\$15.30 million.** Component 1 was comprised of a series of interventions which were meant to improve quality of basic education. The interventions targeted specific barriers to quality which had been derived from lessons learnt from the GPE-financed PERI-1 and other recent education projects at that time – in particular, the AFD-funded EPTT project and UNICEF education program. Component 1 aimed to improve the new curricula and textbooks for grades 1 through 3 and to improve the capacity of teachers to teach the new curricula. In addition, Component 1 aimed to raise awareness on the need to reduce repetition rates within the education system. The sub-components included:

- **Sub-component 1.1: New curricula and textbooks.** This sub-component was intended to support the deployment and implementation of a new curriculum reforms in Togo based on the competency-based approach. The following activities would be supported: (i) the development of the curriculum; (ii) the design, production and distribution of textbooks and teachers' guides for which the Government would own the copyright; (iii) revision of the of ENI's programs to enable new teachers to master the competency-based approach by the end of their pre-service training; and (iv) development of didactic and pedagogical materials for the literacy program. Activities targeted both public and private institutions at the primary level. At the preschool level, this sub-component would finance the development of pedagogical materials (primarily, textbooks and teachers' guides) and pilot the harmonized new curriculum for preschool.
- **Sub-component 1.2: Teacher training and awareness raising to reduce repetition.** This sub-component was designed to support the quality of teaching and training policies and also raise awareness to reduce repetition in primary education. The sub-component was to be achieved through: (i) in-service teacher training to ensure the implementation of new competency-based curricula, the use of teaching guides and adequate utilization of textbooks; (ii) an assessment through classroom observation after the delivery of the training to measure its impact on teaching practices; (iii) an assessment of teachers' competencies and classroom practices, including time-on-task and observations of teacher-student interactions; and (iv) development of a new teacher training policy based on lessons learnt from assessment of teacher knowledge and pedagogical capacities, student learning assessment studies, and classroom observation studies that the Project was supposed to support during the first two years of its implementation. The Government was committed to finding additional resources to support the training if necessary.
- **Sub-component 1.3: School grants and research activities for quality improvement in primary schools.** This sub-component focused on improving quality of primary schools and strengthening research activities by supporting: (i) designing and implementing school improvement plans; (ii) provision of school grants to 1,650 primary schools in the 18 deprived prefectures on an annual basis; (iii) introducing new training module for School-Based Management Committee (*Comité de Gestion de l'Ecole Primaire—COGEPs*) on the use of the school grants and preparation of school improvement



plans, building upon previous the IDA-support PERI-1 Project. In line with the piloting of the new preschool curriculum reform, this sub-component also aimed to provide grants during the first year of the Project to 360 preschools in the 18 deprived prefectures so that they could acquire the needed materials for the implementation of the new preschool curriculum. Finally, the sub-component was also designed to promote research on education by financing research activities to gain a deeper understanding of factors that could be addressed through policies to improve primary education quality.

24. **Component 2: Strengthening Access and Equity in Primary Education (original estimated cost US\$7.8 million) (June 28, 2018 restructuring revised cost—US\$6.7 million—actual costs US\$6.7 million).** Component 2 was comprised of a series of interventions which were meant to strengthen access to primary education in 18 deprived prefectures and promote equity in 4 selected prefectures. The sub-components included:

- **Sub-component 2.1: Construction of schools and boreholes in 18 deprived prefectures.** This sub-component supported a construction program that aimed at building the following in 18 deprived prefectures: (i) 80 standard blocks of three classrooms (for an estimated unit cost of about US\$16,600); (ii) 160 blocks of 3 latrines (for an estimated unit cost of US\$5,320); and (iii) 20 boreholes. These classrooms were meant to replace existing facilities built with traditional, non-durable materials, which were in serious disrepair and inadequate for children. The sub-component also intended to use the GMT method for capacity building of the COGEPs to monitor school construction. To ensure sustainability and quality of the civil works and training of the COGEPs, activities to be supported under this sub-component could also entail the recruitment of a full-time civil works engineer and a part-time GMT expert.
- **Sub-component 2.2: Promoting girls' schooling in 4 selected prefectures.** This sub-component was designed to respond to the demand-side of girls schooling in four of the deprived prefectures (Anie, Kpele, Damkpen and Kpendjal) where the PCR among girls was the lowest (below 40 percent) in 2014. The objective of the sub-component was to be achieved through incentives to reduce disparities in schooling and to encourage girls to attend and stay in school and reduce the opportunity cost of schooling for the families. Activities planned to be supported, on an annual basis, were: (i) communications and awareness-raising campaigns; (ii) uniforms for all primary girl students (approximately 56,500); and (iii) sanitary kits for all grade 5 and 6 female students (10,800); (iv) recruitment of grassroots facilitators, locally referred to as *Agents Porteurs de Dynamique Communautaire* (APDC) as part of the communications and awareness-raising campaigns; and (v) provision of awards to schools recording the best female access and retention rates in primary schooling in order to motivate teachers and members of COGEPs to conduct door-to-door family sensitization visits to encourage girls' participation in education.

25. **Component 3: Strengthening Education Service Delivery (original estimated cost US\$6.2 million, (June 28, 2018 restructuring revised costs—US\$5.8 million)—actual cost: US\$5.8 million.** Component 3 was designed to support institutional and capacity strengthening interventions to facilitate the implementation of the other two components and build effective monitoring, evaluation and accountability system within the Ministry of Education. The component included two sub-components:

- **Sub-component 3.1: Capacity-building of COGEPs.** Building on the previous PERI-1 project, this sub-component aimed at continuing to strengthen the capacity of COGEPs in the 18 prefectures identified in Component 2 to ensure proper: (i) construction of classrooms; (ii) purchase of uniforms for girls and



distribution of sanitary kits; (iii) management of school grants; and (iv) involvement in monitoring of overall school activities. The objective of this sub-component was to be achieved through: (i) the development and implementation of new training modules on: (a) the preparation of school improvement plans and the use of school grants; (b) literacy programs for members of COGEPs; and (c) the effective use of textbooks.

- **Sub-component 3.2.: Capacity Building of Education Ministries, Monitoring and Evaluation (M&E) and Accountability.** This sub-component was designed to support capacity building of Education ministries, monitoring and evaluation system and accountability. Interventions included a performance-based incentives program to build the capacity of 63 school inspectorates through the establishment of financial incentives to: (i) improve the frequency of school visits; and (ii) ensure the quality of formatting of school inspection reports and automatic data entry sheets. To that end, all school inspectorates were to be provided with electronic tablets to record data on-the-go, which in turn was supposed to reduce transaction costs for the inspectors, enable them to conduct more school visits, and improve data collection. In line with Government's strategy, and to assess the progress made particularly in the early grades with the implementation of new curricula, this sub-component also supported: (i) the implementation of a learning assessment in 2017 (with the same methods used in 2013) and analysis of results; and (ii) the strengthening of the National Assessment Unit (NAU) so as to enable it to continue similar work after project closing, including at the regional directorate level.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)

26. The Project was restructured on June 28, 2018 and a number of changes were introduced, including: (i) a revision of activities supported under Component 1 of the Project; (ii) a reallocation between components; (iii) a revision of two intermediate results indicators (IRI); (iv) an extension of the Project's closing date by one year from September 30, 2018 to September 30, 2019; and (v) a revision of the Grant Agreement. Details of the revision and the rationale for changes are provided below.

Revised PDOs and Outcome Targets

27. The PDO remained the same throughout the life of the project, as did PDO-level indicators. However, the target for the PDO-level indicator "percentage of primary teachers rated satisfactory in the use of the new curriculum" was increased from 60 to 65 percent. In addition, the 2018 restructuring introduced adjustments to intermediate results indicators as follows:

- a. The target for the indicator—primary teachers trained (including headmasters) in the use of new curriculum as a result of the Project—was increased from 22,000 to 29,000;
- b. The target for the indicator—percent of schools which implement their budget in line with the initial forecast—was increased from 80 to 90;
- c. The target for the indicator—school uniforms distributed to girls in 4 deprived prefectures—was increased from 155,000 to 165,000; and
- d. The target for the indicator—repetition rate at the primary level—was decreased (made more ambitious) from 12 to 7 percent.

28. The wording of intermediate indicators: "new textbooks distributed in CP1 and CP2 (math and reading)" and "Percentage of CP1 and CP2 teachers using the new curricular in public schools" were revised to



“new textbooks distributed in CP1, CP2 and CE1 (grade 3 math and reading)” and “Percentage of CP1, CP2 and CE1 (grade 3) teachers using the new curricular in public schools” respectively, to reflect the inclusion of manuals and teachers trained from CE1 in the indicator achievements.

29. The ICR team further notes that the adjustments made were valid and consistent with the Project’s expanded scope and fully in line with its original theory of change. All these changes and modifications to the Project’s indicators are presented in Annex 1 of the ICR.

30. Based on the changes introduced under the 2018 restructuring and the specific IEG guidance provided above, the ICR concluded that a split rating does not apply in this case. More specifically, under the PERI 2: (i) the Project’s scope expanded while the Project’s development commitment and ambition level remained the same; (ii) the revisions introduced mostly reflected re-wording of indicators and increased targets; and (iii) changes made to the Project’s components and targets did not materially change the overall objectives of the Project.³

Revised Components

31. Changes to components under the restructuring included the following: (a) Component 1 was revised to include the implementation of curricula and provision of good quality, durable textbooks and teacher ‘guides for grade 3 of primary education, which involved the provision of training in the use of these documents to relevant teachers; and (b) a reallocation of US\$1.1 million and US\$0.4 million from Components 2 and 3, respectively, to Component 1 (i.e., total reallocation of US\$1.5 million). There were no changes in the activities supported under Components 2 and 3.

Other Changes

32. Following the Government request of March 22, 2018, a Level-2 restructuring was approved on June 28, 2018 and a number of changes were introduced as described above. In addition to the changes mentioned, the closing date for the project was revised from September 30, 2018 to September 30, 2019. A revised implementation schedule was jointly prepared by the Government and the World Bank which laid out the timeline for full implementation of planned activities by the revised closing date.

Rationale for Changes and Their Implication on the Original Theory of Change

33. The modifications did not affect the original theory of change. The additional time allowed for utilization of the additional project resources due to exchange rate gains with the expansion of the project to support reading and mathematics for grade 3 (CE3). This led to the inclusion of the printing of textbooks and teachers’ guides in mathematics and reading for grade 3 (CE1). The project extension also allowed for full implementation of: school construction, student learning assessment postponed to November 2018, and research activities to better

³ The IEG guidelines for reviewing World Bank ICRs clearly provides the following specific guidance: (i) if the scope of the project expanded and project commitments remained the same, a split rating is not warranted, and the project should be assessed based on the revised objectives/targets; (ii) if the original indicator was relatively weak and that the new indicator/target provides a better measure for achievement of the PDO, then this would support a decision not to apply a split rating and instead assess the entire project based on the revised indicator/target; and (iii) changes in a project’s components, outputs, and output targets should not trigger a split rating, as these kinds of changes reflect a different (and presumably better) path, in the absence of a revision of PDOs or outcome targets, to achieve the same expected outcomes.



understand factors to be addressed for quality improvement in primary education (which was planned in September 2018 for one year and the research results would be used for the design of the next phase of the project).

II. OUTCOME

A. RELEVANCE OF PDOs

Assessment of Relevance of PDOs and Rating

Rating: **High**

34. **Consistence with Country Strategy.** The project objectives were highly relevant and directly corresponded to the key challenges in the education sector in The Togo. The PSE, adopted in 2010 (and revised in 2013), provided the framework for achieving agreed education outcomes, using a common set of measurable benchmarks to track progress. The main objectives of the Government's strategy included: (i) balancing the national educational pyramid while addressing disparities by giving priority to universal primary completion and, to the extent possible, to completion of lower secondary education; (ii) improving the efficiency and quality of educational services; (iii) developing effective partnerships with the various members of society, especially teachers' unions; and (iv) improving the management and governance of the education system. Furthermore, the PDOs were well-defined and developed in consultation with the other key donors in the sector. In addition, all donor interventions were aligned to support the Government's program. The contribution of each donor to the ESP and the areas of intervention were considered. The donors active in areas of preschool and primary education—and their respective contribution as well as the areas for their support—were listed and integrated in the design of the Project to ensure complementarity and comparative advantage in addressing the key priorities outlined in the ESP. The Project remains consistent with the ESP 2014-2025 that is currently under revision. A new Country National Education System Diagnostic (RESEN - *Rapport d'Etat du Système Educatif National*) was conducted in May 2019 by the Government, with support from UNICEF and UNESCO IIEP Pôle de Dakar. Based on this diagnostic and large consultation with key stakeholders, a new Education Sector Plan (ESP; 2020-2030) is currently being finalized. The 2020-2030 ESP is expected to be endorsed by April 2020 by the donors for submission to the Global Partnership for Education (GPE). The new ESP is being designed following a sector-wide approach, which combines investment planning and recurrent spending, as well as policy reforms to achieve the Government's specific education policy goals. The new ESP is also strongly aligned, and supportive of, the Fourth Sustainable Development Goal related to quality of education (SDGs 4). These revisions will continue to focus on equitable access to education and improved quality of education services, particularly among girls in deprived areas.

35. The Project also remains highly consistent with the Country National Strategy (*Plan national de Développement; PND*)—operationalized in the ESP. The PND (2018-2022) aimed at structurally transforming the economy, for strong, sustainable, resilient, inclusive, job-creating growth and improving social well-being. In its strategic axis 3, the Government aimed to consolidate social development and strengthen mechanisms for inclusion with the expected impact of improving the level of human development as a result of better access to basic social services. In fact, in late 2015, the Government launched the process of developing a new National Development Plan (PND) for 2018–2022. The PND follows the *Stratégie de croissance accélérée pour l'emploi (ESCAP)* (2013–2017) and provides a medium-term framework for integrating and implementing the SDGs, particularly related to: (a) improved access to preschool; (b) improved access and completion in primary education;



and (c) increased literacy rate. To this end, SDG priorities and targets were defined through a participatory process, with support from the UN, World Bank, and other partners.

36. **Consistence with the current WBG engagement with the country.** There was no Country Partnership Strategy (CPS) for Togo at the time of appraisal. After more than a decade of absence, the World Bank re-engaged with Togo in May 2008, after the clearance of arrears by the International Development Association (IDA). Subsequently, the Board endorsed an Interim Strategy Note (ISN) for FY08-2010 and approved a US\$175 million Economic Recovery and Governance Grant (ERGG). The assessment of the relevance of the PDOs was carried out using the ISN as the key guiding document. The ISN was updated for FY 12-13, with an IDA-16 allocation of approximately US\$ 90.1 million. In addition, a Systematic Country Diagnostic (SCD) was underway, which in turn, informed the new Country Partnership Framework (CPF). The CPF was subsequently finalized on September 19, 2016 (almost one year after the approval of the project). The ISN supported three interrelated pillars: (i) deepening the economic recovery process and promoting sustainable development; (ii) improving economic governance and state capacity; and (iii) addressing urgent poverty reduction and social needs. One of the outcomes of the third pillar was to improve the quality of, and access to, basic education and health services.

37. **Consistency with International and regional Sectoral Agenda.** At the same time, the Project was aligned with GPE's strategic plan, particularly the goals to increase the number of children with mastery of numeracy and literacy skills, improve teacher effectiveness, and ensure greater numbers of children, especially girls, would complete primary school and enter secondary school. The Education and Institutional Reinforcement Project 2 (PERI 2)) was also fully aligned with both the Africa Region Strategy (Africa's Future and the World Bank Support to It, 2011) and the World Bank Strategy for Education (Learning for All - Investing in People's Knowledge and Skills to Promote Development, 2011). The Project focused on equitable and higher quality service delivery and strengthening governance and public sector capacity. As such, it addressed the World Bank's twin goals of promoting shared prosperity and reducing extreme poverty. The Project's objectives are still currently in line with the SDG4 goals especially 4.1, 4.5 and 4.c, respectively : (i) ensure that all girl and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes; (ii) by 2030, eliminate gender disparities in education and ensure equal access to all levels of education; and (iii) by 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.

38. The Project's objectives remain **highly** consistent with the current Country Partnership Framework (CPF 2017-2020) prepared by the Bank on April 20, 2017, as well as the Systematic Country Diagnostic (SCD) prepared shortly thereafter on September 19, 2016. Shifting Togo's trajectory will require continued focus on improving its human capital development, while simultaneously addressing disparities in poor and remote areas. The CPF's second focus areas in relation to the education sector, addresses the issue of weak quality of education services and the skills mismatch, with special attention to gender⁴. The Project directly contributed to the CPF's second focus area related to improving inclusive public service delivery, with a particular focus on poor and rural areas. Based on the analysis provided above, the relevance of the PDO is rated **High**.

⁴ CPF, p. 9 & 12



B. ACHIEVEMENT OF PDOs (EFFICACY)

Assessment of Achievement of Each Objective/Outcome

39. The overall efficacy of the PDOs is rated as **Substantial**. The modifications to the results framework during the June 2018 restructuring were sound and further improved measuring progress toward achievement of the Project's development objectives. The end-of-project targets for 5 of the six PDO indicators were met and the 11 of the 14 intermediate results indicators (IRIs) targets were either met or exceeded. It is important to note that while 3 IRIs did not fully reach their end-of-project targets, substantial progress from the baseline values were observed over the life of the Project.

40. The following assessment of the PDOs is organized around four key objectives: (i) improved quality of teaching in early grades of primary schools; (ii) improved quality of learning in early grades of primary schools; (iii) strengthened access in primary schools, particularly in deprived prefectures; and (iv) strengthened equity in primary schools, particularly in deprived prefectures. The Project included the core indicator on direct project beneficiaries. At the time of project closing, direct project beneficiaries reached 795,843 (48 percent female), thus exceeding the 2019 target of 700,000 (45 percent female). For a detailed overview of activities undertaken and progress observed on each of the indicators over the life of the Project, please refer to the key outputs by component section in Annex 1.

41. **Objective 1: Improving the quality of teaching in early grades of primary schools.** The first objective of improved quality of teaching in early grades of primary schools was achieved through a strategic combination of interventions aimed at addressing critical challenges related to the quality of curricula (content curricula without any objectives or guidelines to help the teachers to design lessons); and lack of in-service teacher training for several years due to budget constraint (with a high number of community teachers without pre-service training). These interventions included: (i) teacher training and awareness-raising activities aimed at the reduction of repetition rates; (ii) revision of the of ENI's programs to enable new teachers to master the competency-based approach by the end of their pre-service training; (iii) development of didactic and pedagogical materials for the literacy program; (iv) assessment of teachers' classroom practices and the use of results to improve the training in the following years; and (v) technology-enabled teacher coaching through provision of electronic tablets to record data on-the-go, which in turn reduced transaction costs for the inspectors and also enabled them to conduct more school visits. The diversity of activities reflects the complex context of the Togo which is characterized by disparities between regions, as well as a large number of volunteer teachers without any pre-service training.

42. The achievement of the Objective 1 is evidenced by achievement of the PDO indicator's target. The main PDO indicator used to assess the level of achievement for Objective 1 of the project was: percentage of primary teachers rated satisfactory in the use of the new curriculum⁵. By project closing, the target had been exceeded by 17.1 percentage points (2014 baseline: 0—actual: 77.1 against a target of: 60). This indicator was measured four times during the life of the project using a classroom observation tool on a sample basis that was developed for the Project to better measure the impact of the teacher training.⁶ A comparison of the results in the four cycles

⁵ The Government of Togo moved from content curricula (item-based) to competency-based curricula as project implementation began.

⁶ The project used technical assistance for the development of the tool, training for data gathering, and final analysis and reporting of the data/findings. The sample included in 745 teachers in selected schools in six regions of Togo. The observations were related to reading, language, writing and mathematics. The competencies observed were pedagogical approach, organization of learning



shows that they are significantly higher than the second year of evaluation. The difference between the average result of the 1st assessment cycle and the 4th cycle is 18.9 percentage points, which indicates a significant improvement in teachers' practices. The teachers' practices assessments were important because student learning assessments conducted in 2000, 2010, and 2013 showed low levels of learning with no significant improvement from year to year. Based on this, PERI 2 provided support for: (i) the development of new curricula and textbooks; and (ii) training teachers for grades 1 and 2 teachers, including school heads. However, during field visits it was observed that teachers were still struggling to apply the training that they received. Based on this, the Project supported a pilot program of support through classroom observations, assessment of teacher practices upon completion of training, and visits by inspectors to support teachers. As indicated, the results shown demonstrated substantial improvements in teaching practices in the pilot program. Moreover, the results of the teacher's practice assessments were used to support teachers in improving their classroom teaching practices, as well as to draw lessons necessary to improve the next phases of teacher training—particularly those relating to the generalization of the new curricula, by identifying the weaknesses in the teaching-and-learning process.

Cycle	Cycle 1	Cycle 2	Cycle 3	Cycle 4
	4/2017	6/2018	3/2019	5/2019
Average result for the set of observation items	58.2	56.6	74.5	77.1

43. The IRIs that supported achievement of **Objective 1 (improved quality of teaching)** were:

- *Reduction in repetition rate* from the 2013 baseline of 18.5 percent to 7.0 percent in 2019 (as indicated previously, the original target was 12 percent)—at the time of project closing the repetition rate had been significantly reduced to 7.88 percent, slightly missing the revised target of 7.0 percent by 0.88 percent. However, this is a 10.62 percentage point decrease from the baseline of 18.5 percent which is a considerable improvement during the life of the Project.
- *Primary teachers trained*—at project closing, the number of public and private school teachers and headmasters trained had increased from a baseline the 2014 baseline of 0 to 30,902, exceeding the target of 29,000 by 6.5 percent (14,549 for grade 1, 15,350 for grade 2 and 15,673 for grade 3 were trained in the use of textbooks and teachers' guides). The first round of in-service trainings for each grade of teachers took six (6) days as planned under the Project. In addition, due to important cost savings resulting from exchange rate gains, 4- and 5-days complementary trainings was provided to grade 2 teachers and grade 3 teachers, respectively. In addition, as a result of the cost savings stemming in part from the exchange rate gains, grade 1 teachers also received 3 days of complementary training.
- *Percentage of CP1 and CP2 teachers using the new curricular in public schools*—at the time of project closing, the percentage of CP1 and CP2 teachers using the new curricula in public schools had increased from the 2014 baseline of 0 to 100 percent, thereby meeting the end-of-project-target of 100 percent.
- *Primary school teacher's deployment consistency index*—at the time of project closing, the teacher's deployment consistency index decreased from a baseline of 58 percent in 2011 to 48.9 percent in 2019, missing the target of 68.0 percent by 19.1 percent. Meeting this target was a challenge for project implementation. This situation was exacerbated by teacher strikes during school year 2016-2017. Teachers were demanding better wages and benefits and in response the Government provided a 5 percent increase in salaries. This action reduced the capacity of the system to recruit 2,800 teachers that were supposed to join the system. As a result, the teacher gap remains high and this has negatively impacted the primary school teachers' deployment consistency index. To respond to the challenges, the

conditions, regulation of learning, relationship climate, class management and language modeling.



Project supported the acquisition of the human resources management software and training on the software for the human resources department (HRD). This should assist the ministry and HRD with improved deployment of teachers, though additional incentives/reforms will be needed to further improve teacher deployment in the future.

44. Additional, quality-improvement activities were provided under the Project to the community teachers. Between 2000 and 2003, local recruitment of teachers played a major role in enabling the Government to close a teaching staff deficit in the system. This was done in order to reduce the student-teacher ratio which, in 2012/13, with community teachers the ratio in public schools was 44.4 per teacher—without community teachers it was estimated that the ratio would have been 68.9. Beginning in SY 2013/14, the Government changed the status of 5,000 community teachers to auxiliary teachers and prohibited local recruitment, particularly in primary education. Over the lifetime of the Project, 3,000 additional community teachers were converted to regularized teachers. By providing intensive in-service training to all primary school teachers—independently of their status: civil servant or community teachers (*enseignants volontaires*)—the Project improved their pedagogical and academic skills.

45. Building on the Project's focus on in-service teacher training and the related analytical work undertaken under the Project, included surveys for teachers' performance before and after in-service training and the Government is engaging in a set of strategic evidence-based reforms to revamp the Togo teacher training system. These include optimizing the functioning of teacher training institutions (ENIs); reforming the training programs and the supervision of new teachers; strengthening the teacher recruitment system; implementing a new teacher policy for Togo; and strengthening the training of trainers. In addition, the MEPS developed a teacher policy document with the support of technical assistance. The policy document is now being discussed within the MEPS and other stakeholders on how best to operationalize the policy. The majority of the PDO indicators and IRIs linked to Objective 1 have either met or exceeded their end-of-project targets. Considering the significant improvements in teacher's subject knowledge, practices and pedagogical skills, the efficacy rating for Objective 1 is **Substantial**.

46. **Objective 2: Improving the quality of learning in early grades of primary schools.** The second sub-objective of improved quality of learning in early grade of primary schools was to be achieved through a combination of: (i) targeted approaches to reading and numeracy using competency-based method articulated with the development of new curricula and textbooks for preschool, grades 1, 2 and 3 (with a focus, especially, on early grade reading); (ii) design, production and distribution of textbooks and teachers' guides for which the Government would own the copyright rights⁷; (iii) provision of school grants for quality enhancement in schools in the 18 prefectures⁸ supported by the Project; and (iv) the establishment of standardized learning assessment system.

47. Achievement of Objective 2 is evidenced by substantial improvements in learning outcomes as measured by the two PDO-level indicators: "percentage of students in grade 2 who attained defined minimum standards on national learning assessment tests in reading/writing" (PDO 1) and "percentage of students in grade 2 who attained defined minimum standards on national learning assessment tests in mathematics" (PDO 2). By the end of the Project, the PDO-level indicator on "percentage of students in grade 2 who attained defined minimum standards on national learning assessment tests in reading/writing" had increased from the 2013 baseline of 28.50 to 42.8

⁷ Discussion is undergoing in the context of the preparation of the new project in order to implement this measure. Some prerequisites were needed to put in place all guarantees and prevent from any piracy.

⁸ The 18 prefectures were: **Plateaux Region**: Agou, Akebou, Anie, Est mono, Haho, Kpele, Moyen mono, Ogou, **Centrale Region**: Sotouboua, Tchamba, Tchaoudjo, **Kara Region**: Dankpen, Keran, **Savanes Region**: Cinkasse, Kpendjal, Oti, Tandjoare, and Tone.



percent, exceeding the target of 34 percent by 8.8 percentage points. Similarly, PDO 2—percentage of students in grade 2 who attained defined minimum standards on national learning assessment tests in mathematics—increased from the baseline of 36 percent to 46.5 percent, exceeding the target of 41 percent by 5.5 percentage points. Teachers constitute a major determinant of children’s ability to read, write and perform better in numeracy as shown by international research. This is a great achievement given the typically slow process of improving learning outcomes and the ambitious target which was set. Despite the known challenges of “moving the needle” on learning outcomes over a relatively short period of time, the Government and partners remained strongly committed to the objective, and gains were anticipated given the strategic combination of improved intensive teachers training program and an enabling environment (more qualified and better trained teachers, an adequate learning environment, and suitable teaching materials).

48. The IRIs that supported achievement of **Objective 2 (improved quality of learning)** were:

- *New textbooks distributed in CP1, CP2 and CE1 (reading and math)*—at the time of project closing, the number of new textbooks distributed had increased from a baseline of 0 in 2014 to 2,343,426 in 2019, exceeding the revised target of 1,800,000 by 543,426 textbooks. These also included the teachers’ guides. Textbooks were distributed to all public and private schools and students. Moreover, the textbooks and teachers’ guides for grade 4 in mathematics and reading have been developed and their edition is finalized. Although the development of these textbooks was not part of the original project design, the Project was able to begin the process given cost savings and exchange rate gains which were realized during the life of the project. It should also be noted that distribution of the textbooks was supervised by the district education authorities and monitored by agents from the MEPS and the communities. This helped to ensure textbooks were effectively delivered to their intended beneficiaries.
- *Number of schools which received school grants each year in the 18 prefectures as a result of the project*—the number of school grants provided to public primary schools for quality enhancement increased from 0 in 2014/2015 to 1,650 for SYs 2016/17, 2017/18, and 2018/19, thereby meeting the project target of 1,650 for each year. The size of the grant varied between US\$400 and US\$1,000^{9 10} and were used for pedagogical materials, organization of pedagogical activities, needed stationery and medical kits.
- *Percent of school which implement their budget in line with the initial forecast*—the percentage of schools which implement their budget in line the initial forecast increased from the 2014 baseline of 0 to 95.9 percent, thereby exceeding the target of 90 percent by 5.9 percentage points. This indicator measured how effectively and efficiently the quality enhancement grants were implemented.

49. Achievement of objective 2 was also facilitated by the implementation of a series of system-strengthening activities. The Project put in place a system of school support and monitoring through performance-based contract (PBC), which included pedagogical support to teachers through remediation training sessions organized by

⁹ The size of the grant was determined by school size, context/location, resources already available and school performance as agreed by the MEPS and donors. Any school that received US\$800 or more would need to prepare a school improvement plan. In the context of Togo, education budget is inadequate to sustain a dynamic, equitable and quality education system. Salary expenditures typically account for approximately 90 percent of total primary education recurrent expenditures, thereby crowding out payments for other non-salary expenditures. In addition, the public financing adjustments made to counter-balance revenue losses associated with abolishing pre-and primary school fees is below what is needed and only a small portion of the adjustments are managed by schools. Therefore, school grants increase resource availability at the school level for quality enhancement. The list of eligible expenditures was limited to pedagogical material, stationery, organization of pedagogical activities (e.g. journées pédagogiques), and first aid medical kits.

¹⁰ The total amount disbursed for the school grants was US\$3,450,000 each year for three years. The annual audits confirmed that all eligible schools received the grants.



inspectors and pedagogical advisers and improvement of the number of inspections and class visits. In addition, electronic tablets were provided to all school inspectorates to record data on-the-go, which in turn reduced transaction costs for the inspectors. The IRI used to capture results of these activities: “teachers supervision visits by inspectors and pedagogical inspectors” showed that teacher supervision visits by inspectors and pedagogical inspectors substantially improved from the 2014 baseline of 35 percent to 68 percent, slightly missing the target of 70 percent by 2 percentage points. Even though the target was missed, there was a 33-percentage point increase from the baseline which is a significant improvement. This improvement was largely achieved because at the time of the mid-term review, additional resources were allocated to the Regional Education Directorates (*Direction Régionale de l’Education— DREs*) to monitor the performance-based contracts for inspection. Prior to the mid-term review, resources had not been allocated to DREs for this activity. This was an important modification made at the time of the mid-term review to improve the performance of these activities.

50. It should be noted that there were challenges with the tablets and related training for the school inspectors. The configuration of the tablets was such that the inspector’s reports were sent directly to the serve at the central level without also going to the local level education administrators. This created confusion with reporting. In addition, the school inspector training on the tablets was a one-off training with no follow up. It was recognized that additional training and support would be necessary to fully benefit from the use of the tablets. The new Bank-supported project will continue to work with inspectors to improve the utilization of the tablet technology.

51. The Project also financed the capacity building of the national assessment unit as well as the implementation of a national learning assessment which contributed to the completion of the 2019 national assessment used to measure achievement of PDO 2. Similarly, the end-line targets for the IRIs on “system for learning assessment”¹¹ and “utility of the learning assessment” were met. As indicated, the national assessment system at the primary level is functioning to the extent that learning improvement could be measured by the Project and was used to determine achievement of PDO 2. Considering the significant improvements in learning outcomes, and the progress observed on each of the quality enhancement measures, the efficacy rating for Objective 2 is **Substantial**.

52. **Objective 3: Strengthened access in primary schools particularly in deprived prefectures.** Strengthened access in primary schools was measured by the following four indicators: (i) intake rate in grade 3 (CE1) disaggregated by gender in 18 deprived prefectures (PDO-level Indicator); (ii) number of additional classrooms built or rehabilitated at the primary level resulting from project interventions (IRI and core indicator); (iii) number of latrines constructed (IRI); and (iv) communities having received at least 4 out of 5 grassroots management modules planned under the project for the school construction.

53. The Project supported a combination of interventions to address the low access in primary schools in 18 deprived prefectures where primary school enrollments represented 59.5 percent (about 601,500 students) of all national enrollments in 2012/13 (at appraisal stage). These included the construction of schools (standard blocks of three classrooms) and blocks of 3 latrine and boreholes closer to the targeted beneficiaries. Many new classrooms replaced existing facilities built with traditional non-durable materials.

¹¹ This indicator measures whether the basic elements of a learning assessment system exist at the primary level, and the degree to which that assessment is able to provide useful information for education policy and practice.



54. Achievement of Objective 3 was measured by the PDO-level indicator –intake rate in grade 3 (CE1) in 18 deprived prefectures (total and girls). By project close, the total intake rate in grade 3 (CE1) in 18 deprived prefectures increase from the 2014 baseline of 93 percent to 109.5, exceeding the target of 99 percent by 10.5 percentage points. The girl's intake rate in grade 3 (CE1) increased from the 2014 baseline of 90 percent to 110.2, exceeding the target of 96 percent by 14.2 percentage points. This 22.4 percentage point increase in girl's intake is a considerable achievement.

55. In addition to above described PDO-level achievement, the associated IRIs were:

- *Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions*—by project closing, the number of additional classrooms constructed by the project increased from a 2014 baseline of 0 to 252 classrooms (or 84 standard blocks of three classrooms), exceeding the target of 240 by 12 classrooms (5 percent increase over the target). Each of the 84 standard blocks includes three classrooms equipped with desks, an office and a storage room. It should be noted that the Project was able to build additional classrooms due to cost savings and exchange rate gains (approximately US\$2.2 million) and reduced unit costs related to the best practices of using community approach. The use of the community approach in the implementation of school infrastructure has given satisfactory results with good quality works at low cost. The empowerment of communities in the implementation of their subprojects was reflected by the communities' active participation throughout the entire implementation process—from construction to supervision of the new structures built under the Project.
- *Number of latrines constructed*—the number of latrines constructed by the Project increased from the 2014 baseline of 0 to 480 (160 blocks of 3 latrines), thereby meeting the target of 480. While not part of the original design, the Project was able to construct 22 boreholes. Upon completion of the boreholes the National Institute of Hygiene (*Institut National d'Hygiène*) analyzed the water quality and treated the water to ensure that the water was potable—once confirmed the boreholes were opened for consumption.
- *Communities having received at least 4 out of 5 grassroots management modules planned under the project for the school construction*—by project closing, participating project communities had received all five of the grassroots management modules, thereby meeting the project target of five modules. As a part of the training module, the capacity of the School-Based Management Committee (*Comite de Gestion de l'Ecole Primaire-COGE*P) had been strengthening such that they were able to: (i) construct classrooms; (ii) purchase uniforms for girls and distribute sanitary kits; (iii) manage of school grants; and (iv) be involved in monitoring of overall school activities. The capacity building activities included training sessions relate to: (i) building their skills in school based participatory management and in sharing student results; and (ii) supporting the adoption and use of social accountability mechanism such informing community of school learning result and school budget. Overall, 2,959 community members were trained. Of the 2,959, 304 members within 99 selected COGEPs were selected to receive literacy training through the pilot literacy program which was designed to help positively influence parents support for the schooling of their children as well as help improve the management of the COGEPs through increased participating of the community. A beneficiary survey of COGEP was undertaken which showed great involvement and satisfaction of the beneficiaries.
- *Percentage of schools receiving grants under the Project which communicate school grants and student results through community briefing meetings at least once a year*—by project closing, 100 percent of the schools receiving the grants communicated with the communities through briefing meetings exceeding the target of 80 percent.



56. Based on the above, the third objective of strengthening access and equity in primary schools particularly in deprived prefectures is rated **Substantial** given that the vast majority of PDO and IRI indicators met or exceeded their respective end-of-project targets.

57. **Objective 4: Strengthened equity in primary schools particularly in deprived prefectures.** Strengthened equity in primary schools was measured by: (i) percentage of girls enrolled in the 4 most deprived prefectures supported by the Project (with the lowest girls' completion rates in primary school (PDO-level Indicator); and (ii) number of school uniforms distributed to girls in 4 deprived prefectures (IRI).

58. The Project supported a combination of interventions to address equity in primary schools that included awareness-raising sensitization campaigns to promote girls' schooling, and incentives to reduce disparities in schooling in four of the deprived prefectures (Anie, Kpele, Damkpen and Kpendjal) where the primary completion rate among girls was the lowest (below 40 percent). Furthermore, to encourage girls to attend and stay in school and reduce the opportunity cost of schooling for the families, intervention also included the provision of uniforms for all primary girl students and the distribution of sanitary kits for all grade 5 and 6 female students.

59. Achievement of Objective 4 was measured by the PDO-level indicator –percentage of girls enrolled in the 4 most deprived districts. By project closing, the percentage of girls enrolled in the 4 most deprived districts" increased from the 2014 baseline of 45.2 to 48.2 in 2019, narrowly missing the target of 49.0 by 0.08 percent. These interventions resulted in substantial progress toward increasing equity in primary schools particularly for girls in deprived prefectures.

60. In addition to above described PDO-level achievement, the associated IRI was:

- *Number of school uniforms distributed to girls in 4 deprived prefectures*—by project closing, the number of school uniforms distributed to girls in the four deprived prefectures increased from the 2014 baseline of 0 to 179,007, exceeding the target of 155,000 by 24,007. In addition, the Project provided 13,949 female students (all grade 5 and 6) with sanitary kits for menstrual hygiene to encourage them stay in school. It should be noted that during the project period, the overall primary completion rate increased from 80 (in 2014) to 91.7 percent (in 2018). The four deprived prefectures (Anie, Kpele, Damkpen and Kpendjal) targeted by the Project historically were responsible for bringing down the primary completion rate. While it is difficult to make direct project attribution the improvements, targeting the girls in these prefectures did contribute to improvements in girl's enrollment and retention in Togo.

61. Based on the above, the fourth objective of strengthening equity in primary schools, particularly in deprived prefectures, is rated **Substantial** given the analysis presented above.



Justification of Overall Efficacy Rating

62. The overall efficacy rating of **Substantial** is justified by the analysis presented above. Five (5) of the six (6) PDO indicators were either met or exceeded. The Project played a significant role in laying a sound foundation for: (i) increased access with the construction of new classrooms; (ii) improved learning by improving teacher competencies through increased teacher training, increased focus on early grade reading with appropriate teacher training, as well as teacher and student materials to support the teaching of reading, provision of learning materials for all CP1, CP2 and CE1 (reading and math), increased focus on communities roles in supporting education; and (iii) an increased focus on overall assessment, particularly related to early grade reading and math. In sum, these are deemed *substantial* achievements. (See Section E—Institutional strengthening for more details on the institutionalization of project activities.)

C. EFFICIENCY

Assessment of Efficiency and Rating

63. The overall project efficiency is rated **Modest**. This section summarizes the economic and financial analysis of the Togo Education and Institutional Strengthening Project 2 (PERI 2) by presenting: (i) key contributions of the economic analysis in terms of providing the rationale for investment in education in Togo; and (ii) the results of the project cost-benefit analysis at project preparation stage and final actual interventions. The detailed economic and financial analysis is presented in Annex 4.

64. The economic analysis made key contributions to the project by providing the rationale for investing in education in Togo. First, returns on an additional year of schooling are positive and individuals with higher levels of education are more likely to engage in higher paying economic activities. At the national level, an additional year of schooling yields a 13 percent return. Likewise, the rate of return ranges from 67 percent for individuals with some primary education to 217 percent for individuals with higher education, relative to individuals with no education. Lastly, education is not only associated with higher wage earnings, but it also increases the likelihood of wage employment and employment in sectors with higher returns and employment contracts, which offer greater stability. For instance, the average estimated earnings increase from FCFA 82,677 (about US\$149) for the working age population with no formal education to FCFA 353,726 (about US\$637) for those with some higher education level. Additionally, the increase in the probability of finding wage employment ranges from 62 percent for individuals with some primary education to 160 percent for individuals with TVET education, as compared to individuals with no education.

65. The economic and financial analysis carried out for the ICR confirms that the Project is likely to have generated substantial benefits and is also likely to have had reasonably high rates of return. Table 1 below presents the results of the cost-benefit analysis at ICR stage. Both internal rates of return and net present value of costs and benefits for all components (combined), shows that the project is economically viable at the end of the project implementation based on actual beneficiaries of the project. The lower bound of the present discounted value of benefits for the overall project is estimated to be US\$151.6 million. As such, the present discounted value of costs is estimated to be US\$21.4 million including other unquantifiable portions. The corresponding net present value (NPV) of program benefits is US\$118.4 million. The internal rate of return (IRR) associated with this NPV is 37.2 percent, which is slightly higher than the IRR at project preparation stage (36.1 percent). The benefit-cost ratio is 7.2 at ICR stage. Therefore, although some benefits are not fully quantifiable to measure the potential benefits, the NPV from the quantifiable benefits are larger than the NPV costs, thus suggesting that the Project was



economically viable, and that the investment undertaken were efficient. Initially, there were some delays in the implementation of key activities such as school construction, procurement of textbooks, and the roll out of the student learning assessment. There was also staff turnover on the side of the Government that led to some implementation delays. This period of time also allowed for the provision of textbooks for grade 3 which was not scheduled under initial project's activities. Notwithstanding the significant efficiently gains realized under the Project, delays in key activities lead to some implementation inefficiencies which required an extension of the closing date by approximately one year. Considering the above, the overall efficiency is rated **Modest** despite the significant efficiently gains realized (see Annex 4 for the full economic and financial analysis of the Project).

Table 1: Net Present Value (NPV) in millions of USD and Internal Rate of Return (IRR)

(a) At project preparation stage

	Access	Quality	Total
IRR	24.9%	37.9%	36.1%
Discounted cost (present value of costs)	\$7.78	\$14.27	\$22.06
<i>O/w project cost</i>	\$5.57	\$14.27	\$19.84
<i>Maintained/incremental costs</i>	\$2.22	\$0.00	\$2.22
Present value of incremental benefits	\$45.37	\$93.28	\$138.64
NPV	\$26.52	\$79.00	\$105.52
Benefit/cost ratio	5.8	6.5	6.4

(b) Based on actual data at ICR stage

	Access	Quality	Total
IRR	26.5%	39.0%	37.2%
Discounted cost (present value of costs)	\$7.15	\$14.27	\$21.43
<i>O/w project cost</i>	\$5.23	\$14.27	\$19.50
<i>Maintained/incremental costs</i>	\$1.92	\$0.00	\$1.92
Present value of incremental benefits	\$48.62	\$103.02	\$151.64
NPV	\$29.61	\$88.75	\$118.36
Benefit/cost ratio	6.8	7.2	7.2

D. JUSTIFICATION OF OVERALL OUTCOME RATING

66. In terms of relevance of PDO, the Project objectives were **Highly** relevant at appraisal and continue to remain so today, directly responding to the current key issues and challenges facing Togo's basic education sector based on the: (i) Government's PND (2018-2022) that is operationalized through the ESP (2014-2025) which continues to focus on equitable access to education and improved quality of education services in deprived areas, particularly among girls; (ii) the second focus of the CPF (2017-2020) which seeks to address the issue of weak quality of education services, with special attention to gender; and (iii) RESEN (2019) which also focuses on expanding equitable access to education and improving the quality of education, particularly in deprived areas and among girls.



67. In terms of efficacy, the project is rated **Substantial** having met 5 of the 6 PDO indicators and 11 of the 14 IRIs. Moreover, substantial progress from the baseline was observed even for the IRIs which did not fully achieve their respective end-of-project targets. The results achieved in the PERI-2 also contributed to achievement of the ESP goals because the project-supported activities were directly linked to the overarching goals and objectives of the ESP. This contribution is specifically related to, but not limited to, continuing education of primary school teachers, transferring financial resources to schools through school improvement grants, launching the literacy campaign, and providing teacher training for early grade reading. Equally important were the achievements related to institutional strengthening, particularly those related to: (i) the establishment and strengthening of the national assessment system; and (ii) the support COGEPs and communities have put forth to build school infrastructure, as well as to deliver educational services at the decentralized levels.

68. As described previously, although some benefits cannot be not fully quantifiable to measure the potential benefits, the NPV from the quantifiable benefits are larger than the NPV costs, thus suggesting that the project was economically viable, and that the investment undertaken were efficient. However, in light of the fact that there were implementation delays and the extension of the closing date by one year, the overall efficiency rating under the Project is **Modest**. Additional evidence on the efficiency gains realized under the Project are included in Annex 4.

69. The overall outcome is rated as **Moderately Satisfactory** based on the **High** relevance of the PDO, the **Substantial** rating of the project's efficacy, and the **Modest** rating of efficiency.

E. OTHER OUTCOMES AND IMPACTS (IF ANY)

Gender

70. The Project had activities related to gender aimed at improving girl's enrollment and retention in four of the most disadvantaged areas. The provision of girl's school uniforms was aimed at eliminating some of the barriers to girl's enrollment and the sanitary kits to help with girls' retention. Expansion of access to primary education has been accompanied by progress in the gender parity index (from 94 in 2010 to 1.02 in 2018/19). However, a significant gender gap persists and increases as students move through the education system. The odds of completing primary school are estimated at 79.6 percent for girls compared to 88.8 percent for boys, a difference of 9.2 percentage points. In addition, only 3 percent of girls from the poorest 40 percent of the population complete primary with enough competency in both the PASEC mathematics and reading. Inequality in access to education is significant at all levels of education. Girls are particularly disadvantaged in gaining access to quality education services, especially in rural areas. The focus on the gender and gender gaps in education will continue with support from the new Bank-support Improving Quality and Equity of Basic Education Project (TIQEBE) (P172674) , particularly through activities related to: (i) creating safe school environments for all (including establishing gender-sensitive infrastructures and good practices in schools, implementing school related gender-based violence (SRGBV) plans to prevent and reduce GBV risks and support survivors, introducing school health (SH) interventions to increase students' knowledge of sexual and reproductive health and increase the demand for family planning, especially for girls, and promoting community mobilization to adequately support girls); and (ii) reducing the cost of schooling for girls from vulnerable households.



Institutional Strengthening

71. **Assessment.** A good foundation for the establishment of standardized learning assessment system was provided through the PERI 2. The capacity of national assessment team to administer the reading and math assessment in early grades has been strengthened through its collaboration with an international consultant recruited to support the team. In addition, in 2018 the Government of Togo supported the creation of a National Learning Assessment Unit (*Equipe Nationale d'Evaluation des Acquis Scolaires*; ENEAS). A new legal framework institutionalized the national learning assessment team with a clear mandate to assess learning and teacher performances. Two decrees have been issued to formally designate members of the ENEAS. At the decentralized level, regional assessment units are used to facilitate the collection and transmission of statistics. In SY 2018/19, ENEAS carried out a national learning assessment for Grades 2 in French and math with a cross methodology based on PASEC and Service Delivery Indicators (SDI). The Directorate of Educational Planning and Evaluation (DPEE) benefited from the capacity building from technical assistance to improve the collection and analysis of education data. Going forward, additional support will be required to build on the achievements of the Project. Further strengthening for all of these activities will continue with the new Bank-supported *Improving Quality and Equity of Basic Education Project (TIQEBE)* (P172674) currently being developed.

72. **School-Based Management Committee (*Comité de Gestion de l'Ecole Primaire*).** Through a combination of innovation approaches to involve COGEPs in school activities and a long-term engagement from PERI1 (2010-2014) to PERI2 (2015-2019), the COGEPs have been institutionalized in Togo. COGEPs now play a central role in the education system mainly in construction, supervision, purchase of uniforms for girls, distribution of sanitary kits, management of school grants, and monitoring of overall school activities. The community-based approach to school construction utilized under the Project proved to be a cost-effective in building classrooms. This approach also built the institutional and managerial capacity of targeted communities throughout Togo. As result, the Project achieved a substantial decrease in the unit cost of the construction of schools and boreholes in 18 Deprived Prefectures. Initially estimated at US\$16,600, the unit cost was as low as US\$14,201. Furthermore, a new study conducted under the PERI2 (in 2018) underscored the COGEPs' critical role in promoting improved school performance. COGEP capacity building activities includes also training sessions for COGEPs in the target school prefectures to: (i) build their skills in school based participatory management and in sharing student results; and (ii) support the adoption and use of social accountability mechanism such informing community of school learning result and school budget. Based on the long-term commitment to the COGEPs, Togo is now cited as best practice for school-based management in the region and other countries come to learn from its experience in engaging communities in school activities, particularly related to construction and supervision. Overall, a substantial achievement in institutionalization of a successful program.

73. **School Inspectors.** There has been strengthening of the capacity school inspectors to monitor teacher's classroom performance and to provide support to teachers and headmasters on improvements in teaching practice. Moreover, the inspectors, with the use of tablets, were able to record teacher performance on-the-go which reduced the transaction costs and enabled them to conduct more visits (teachers supervision visits by inspectors and pedagogical inspectors almost doubled over the lifetime of the project from 35 to 68 percent). This was an important and strategic accomplishment of the Project. Continued support for this important area of enhanced quality of teaching will be continued under the new-Bank supported project (P172674). Lessons learned from this will guide the design of the new project.



Mobilizing Private Sector Financing

Not Applicable.

Poverty Reduction and Shared Prosperity

74. While the PERI 2 did not explicitly include any specific impact measurement of poverty reduction and shared prosperity, it contributed to human capital formation by supporting the most deprived districts in Togo. The Government's priorities outlined in the National Development Plan (2018-2022) aim to structurally transform the economy in order to achieve strong, sustainable, resilient and inclusive growth, create good jobs, and improve social welfare. Human development is among top priorities identified in that regard.

Other Unintended Outcomes and Impacts

Not Applicable.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

75. **Project Financing.** The Global Partnership for Education (GPE) announced an allocation of US\$27.8 million for education in Togo. The Government and development partners agreed that the Bank would be the grant agent for the GPE funds. The Investment Project Financing (IPF) was appropriate given the focus on access and institutional capacity development that allowed for provision of the needed technical assistance and institutional strengthening schemes necessary to build the capacity to support the ongoing educational needs of Togo. The implementation period was originally three years which was based on the GPE guidelines for GPE projects at the time. Overtime, this implementation timeframe has proven to be inadequate and subsequently GPE has increased the implementation period for GPE projects to four years (or even five years in fragile and post-conflict contexts).

76. **Evidence Based Design.** Project preparation focused on access and improved learning, all directly related to the ESP. The preparation team was in continuous policy dialogue with the Government and development partners throughout the project preparation phase which ensured strong collaboration with the development partners. The project design built on lessons learned from the first PERI Project and continued the activities that had provide successful under the PERI-1 such as grants to the COGEPs for school construction and school-based management. Other lessons incorporated in the design included: (i) the complexity of curriculum reform implies taking a modest, deliberate approach by progressively rolling out the curriculum grade by grade. The design also built on a number of studies carried out by the Ministries of Education (i.e. review of the COGEP capacity building analysis under PERI1 and GMT under PERI1) during project preparation which identified specific needs for the primary education and guided the development and choice of interventions to address the identified challenges. The PDO was focused and appropriate given the overall need to increase access and improve learning, particularly related to disadvantaged areas and girls. The objective was outcome-oriented and was appropriately design given the Government's capacity, as well as the development status of primary school in Togo. The Results Framework was developed to measure all the PDO areas. The technical design of the Project drew from globally recognized key ingredients needed to address learning which include: (i) prepared learners; (ii) effective teaching; (iii) learning-focused inputs at the school level;



and (iv) skilled management. The project-supported activities, as inputs to achieve the PDO, were comprehensive and selected in close collaboration with the Government and partners. The project design included an M&E design to capture student and teacher performance and to guide implementation and make implementation adjust if necessary. The targeted project beneficiaries were highly appropriate for the needs of Togo particularly related to girls. Finally, the project design was also reviewed and agreed to by the GPE. This involved three quality enhance reviews (QERs) to ensure that the project was consistent with the overall EDP goals, as well as final approval of the project by the GPE Board of Directors prior to final approval by the World Bank.

77. **Appropriate selection of beneficiary groups to target.** The targeted project beneficiaries related to deprived prefectures with a special focus on girls ensured that poorest area, students and girls would receive project resources. The targeting of the school construction program financed by the Project emphasizes the prefectures experiencing major schooling difficulties, in particular girls' underachievement in primary education. The schools selected were located in the 18 prefectures where the girls' completion rate is below 70 percent. These 18 prefectures represented 42 percent of the population of Togo. These were also the prefectures with: (i) a rate of poverty of more than 70 percent (the average in Togo is 58.7 percent); and (ii) more than 49 percent of classrooms made of non-durable materials (the average in Togo is 45 percent).

78. **Implementation Arrangements.** At the project management level, the implementation arrangements gave overall responsibility for the management of the Project to a project coordination unit (PCU) under the authority of the MEPS. The PERI 2 Project PCU unit was merged with the PCU responsible for the French Development Agency (*Agence Française de Développement—(AFD)*) project to prevent duplication, reduce coordination work for the Government and ensure greater transfer of skills to the MEPS over life of the project. The creation of this unit was done on a cost sharing basis with the AFD. The PCU was to be led by a coordinator, with the support from an M&E specialist, procurement and financial management specialist, an accountant, and an internal auditor. Under the authority of the General Secretary of the MEPS, the components and sub-components were to be implemented by the responsible departments. The pilot literacy program for members of the COGEP was to be implemented by the Ministry of Social Action and Promotion of Women and Literacy (*Ministère de l'Action Sociale, de la Promotion de la Femme et de l'Alphabétisation*). The PCU had responsibilities for monitoring and evaluation (M&E) which included producing and disseminating project performance reports with the use of ICT. The Regional Education Directorate was responsible for the performance-based incentives for school inspectorates and the SOGEP were responsible for project activities at the school level.

79. **Risks and Mitigation Measures.** Key risks and appropriate mitigation measures were identified during preparation. The overall risk was rated substantial because of challenges in the form of: (i) weak capacity at the central, district and school levels; and (ii) financial management (FM) and procurement implementation were anticipated. The project activities were directly related to risk mitigation through: (i) provision of technical expertise to support curriculum reform and teacher training; (ii) training of technical staff within the ministry and decentralized offices; (iii) training for headmasters in school governance; (iv) grant management training for COGEPs; (v) capacity building for school inspectors; and (vi) recruiting experienced FM and procurement specialist.



B. KEY FACTORS DURING IMPLEMENTATION

80. **Factors subject to Government and/or implementing entities control.** Overall, the achievements of the Project are due to the work of the project coordination unit and other implementing units that were able to implement the project despite capacity constraints, learning on-the-job, and the level of procurement that was required within the project. The procurement challenges were: (i) delays in the production of textbooks which caused delays in distribution, (ii) school construction delays, and (iii) delays confirming the technical specification for hiring the firm to conduct the learning assessment. To overcome these delays, the Government and the project coordination unit, with Bank support, organized periodic meetings with the publisher and printers to define an action plan with an agreed upon timeframe for delivering the needed books. This consistent focus on the needed actions helped eliminate the bottlenecks and ensured the delivery of books. The classroom construction delays were attributed to delays in resettlement payments, delays in provision of technical specifications, and capacity constraints of procurement specialists. The resettlement payments were resolved through periodic meetings with the Inter-ministerial Compensation Commission ensuring the release of the payments. The delays in provision of technical specifications as well as the strengthening of capacity were resolved with the support of technical assistance for the technical directorates. The bottlenecks associated with procurement were related to the unavailability of the members of the MEPS procurement committee as well as delays with the procurement reviews of bidding documents, evaluation reports and draft contracts. After consultations with the Bank team, it was agreed that Bank would provide some additional procurement training for all members of the procurement committees which substantially improved procurement capacity. In the last six months of project implementation, when challenges arose again due to staff departures, the government agreed to hire a seasoned procurement consultant which facilitated the completion of the project procurement (see additional information below). The capacity improved such that by the mid-term review (MTR), that all component activities were moving at pace to achieve the project development objectives. The school grants were well-managed during the life of the Project contributing to the successes of the COGEPs. The Government, led by the *Inspection General de l'Education et de la Formation*, conducted six supervision/audit missions related to the financial management of the grants. The audits found some small shortcomings related to reporting, but these were subsequently resolved with the Bank's strong fiduciary support to the Project.

81. During the last year of project implementation, several staff in the project coordination unit moved to other positions (i.e. project coordinator¹², procurement specialist, statistical analyst) which created a few challenges due to limited institutional knowledge of the Project, particularly related to procurement. These positions were quickly filled to ensure the completion of project implementation. The efforts made to complete project implementation in the last year were also facilitated by the former project coordinator (now Minister) who remained involved and provided advice when necessary. There were also overarching challenges within the MEPS upper management related to how Bank procurement regulations were applied to the competitive aspect of bidding as well as the make-up of construction crews. The Bank worked closely with MEPS and the Director of Cabinet, under the guidance of the Prime Minister, to build an overall understanding of procurement requirements and project needs which led to the needed support to complete project activities.

¹² The original project coordinator was promoted to be Minister of the Ministry of Urban Development and Housing (*Ministère de la Ville, de l'Urbanisme, de l'Habitat et de la Salubrité Publique*).



82. **Factors subject to World Bank control.** The Project benefitted from the fact that there was a consistent World Bank team that supported implementation. The team consistency was effective in ensuring continuity of the project operation. There was a formal mid-term review (MTR) in 2017 that confirmed the Project was on track to achieve its development objectives. In 2018, the Bank worked with the Government to restructure the Project by extending the closing date from September 2018 to September 2019 to allow enough time for completion of all project activities and to implement a series of new (or scaled-up) activities which had been made possible by cost savings (efficiency gains) and exchange rate gains realized during the life of the Project. The restructuring request was made in 2018 but was subject to GPE approval prior to proceeding with the Bank's process. The restructuring was approved by GPE and the Bank in February 2018. All project supervision missions were conducted jointly by the Bank and the Government to ensure continued focus on implementation issues and challenges.

83. **Exogenous factors.** As indicated previously, there were teacher strikes during the 2016-2017 school year that delayed the start of the school year. The teachers were demanding better wages and benefits. The canceled classes also triggered student protests, which further aggravated the situation. In March 2017, the Government agreed to a 5 percent increase in teacher's salaries which helped to calm tensions but also reduce the capacity of the system to recruit new teachers. As a result, 2,800 teachers that were supposed to join the system were not recruited. As described previously, this impacted the project's teacher deployment activities.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

M&E Design

84. The links between the inputs, outputs, and outcomes and the PDO were sound (as shown in Figure 1). The PDO was clearly specified at appraisal and remained the same throughout the life of the project. Six PDO-level indicators and 14 intermediate outcome indicators were defined at appraisal to measure project outcomes.

85. The M&E design was developed to monitor and report on progress toward meeting the targets of the PDO and intermediate indicators in the Results Framework (RF) through regular routine monitoring and reporting activities carried out by the PCU. The Project also was designed to revitalize the monitoring system based on deconcentration of the system.

M&E Implementation

86. Reporting of data for the RF indicators was effectively done throughout the life of the Project. The selected performance indicators were tracked, and data was made available for the updating of the RF for supervision missions and the MTR. At the time of the 2018 restructuring, some adjustments were made to the RF to increase the relevant PDO targets based on the expanded scope of the Project and the additional implementation period provided to more fully measure and achieve the envisaged development objectives. Assessment was improved through capacity development related to the early grade reading and mathematics national assessment as well inspector's ability to assess the classroom behavior of teachers related to reading and mathematics. There was



also assessment of the teacher training activities which allowed for modifications/adjustments to the training programs in real time. COGEP's were given grassroots management training so that they could monitor the implementation of the classroom construction. In addition, the Project supported the updating and simplification of the grants manual to help COGEPs monitor school grants using school-based management, as well as monitoring the overall school activities. This included, but was not limited to: (i) displaying the amounts of grants; (ii) ensuring that spending was in compliance with the school plan for utilization; (iii) writing minutes of the school/committee meetings; and (iv) providing invoices/bills for expenditures. As indicated, the Project also supported performance grants to *Inspection d'Enseignement Préscolaire et Primaire* so that inspectors could monitor teacher performance regularly and report the results through the use of tablets. The Government team, with support from technical assistance, completed four national assessments in the targeted areas on a representative sample basis, increased the percentage of inspector visits to schools, and increased monitoring of the school grants that were provided to 1,650 public primary schools for three full schools years.

M&E Utilization

87. Data was made available regularly for the results framework and was used to inform the analysis of the ICR. The national teacher's assessment data was used to inform the overall teacher training program, in particular, teacher training modules, materials, and activities related to teaching early grade reading and mathematics. In addition, the feedback of teachers at the time of training contributed to real time adjustments in the training. Results of the national assessment were also shared with parents and communities, within the project-supported communities, and anecdotally, they have indicated a strong desire to continue and improve the teacher training and inspection programs because their children are learning. The grassroots management training led to completion of all the classroom construction activities. As indicated, COGEPs monitored the grants by posting the amounts of the grants and utilization so that communities could see how the grants were used thereby increasing transparency.

Justification of Overall Rating of Quality of M&E

88. **The overall rating for M&E is substantial.** The design, implementation, and utilization of the various system provided the needed tracking of progress made under the Project. Moreover, the design provided a strong foundation for student assessment, community participation and the communities ability to monitor and report on community grant activities, and teacher assessment through increased school and classroom visits by school inspectors. All-in-all these are considerable accomplishments of the Project.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

89. **Financial Management (FM) Performance.** FM performance under the Project is rated **Satisfactory**. There were three audit reports undertaken during the project. These audits were of unqualified opinion as they revealed no significant irregularities. Reporting standards and protocols were adequate and Interim unaudited financial reports (IFRs) were submitted in a timely manner and in accordance with established Bank procedures. In addition, during the life of the project, (i) the project account was regularly updated; and (ii) most of the FM recommendation of the previous mission have been satisfactorily implemented.



90. **Procurement Performance.** Although the administrative bottlenecks which caused initial delays in procurement were eventually resolved during the last year of the project, the overall procurement rating is maintained as **Moderately Satisfactory**. The registration of the project and the migration of procurement activities to Bank's Systematic Tracking /of Exchanges in Procurement (STEP) was done timely and according to the initial planning. Despite the delays and challenges previously described, overall procurement performance was generally moderately satisfactory during the life of the project and most of the envisaged outputs and outcomes of the project were achieved. The final procurement assessment in PRAMS was also effectively completed and archived.

91. **Environmental and Social Safeguards Compliance.** The project triggered the Environmental Assessment (OP/BP 4.01) and the Involuntary Resettlement (OP/BP 4.12). The Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) were prepared, approved and disclosed both in-country and at the Infoshop prior to the project appraisal. The ESMF and RPF were disclosed in-country and the Bank's InfoShop on November 17, 2014 and November 25, 2014, respectively. Three RAPs were developed and implemented according to the RPF provisions of the Project. The Project's Grievance Redress Mechanism (GRM) was established and is functional. Complaints have generally been regularly collected and addressed. As indicated in project documentation, there was one example of a complaint that was registered by the husband of a female construction worker. The complaint was handled through the GRM and the party received compensation after a detailed review by the GRM. This is a good example of the importance of GRMs and that they can effectively work as a mechanism to report on issues observed during the implementation of a project. According to the Project's ESMP, contractors elaborated and implemented ESMPs for each project-supported construction site. The social risks management provisions have been applied for all the 80 expected sites and the 4 additional ones. The Project's overall social risks management performance is deemed **Satisfactory**. The overall Safeguard Rating is Moderately Satisfactory because the ESMP, although prepared for each of the construction sites, were sent to the World Bank for approval with some delay. In addition, the first analyzes of the water quality in most boreholes show that the water was not be used for consumption. The Bank requested to seal them pending the results of the new bacteriological tests. The new bacteriological tests, carried out by the National Institute of Hygiene (*Institut National d'Hygiène-INH*), showed that the water had been satisfactorily treated and was suitable for consumption.



C. BANK PERFORMANCE

Quality at Entry

92. The project preparation team ensured that the project design was closely aligned with the PND and the ESP. The project's PDO, design, and key indicators were aligned with the ESP. The design took into consideration the recommendations from peer reviewers and lessons learned from the other education projects implemented in Togo using the Bank's processing procedures. In addition, the Project went through two GPE QERs that ensured that the Project was aligned with the ESP goals. The main project-supported activities were closely aligned with the sector's challenges and logically linked to the overarching PDOs. The preparation team also identified the appropriate risks, incorporated design features to mitigate them, and included the relevant technical specialists to develop the Project. Preparation was a consultative process with donors and Government. Based on the above, Quality at Entry is rated **Satisfactory**.

Quality of Supervision

93. Supervision missions were semi-annually, staffed with education and fiduciary staff and consultants. The Project team was actively engaged in supporting the Government in its efforts to implement the Project. Whenever implementation challenges arose, the World Bank team worked with the Government to find appropriate solutions that would not compromise the integrity of the design. The supervision teams consistently reported on FM, procurement and safeguards progress during supervision missions and worked with the PCU, to build their capacity in these areas. As indicated above, safeguards compliance was monitored regularly, and recommendations were made on closing boreholes until the water quality was acceptable for consumption. The Bank also recruited an independent consultant to analyze classroom construction to ensure the quality of the construction. The missions also systematically and thoroughly documented project progress in aide memoires, back-to-office reports, and ISRs, all of which kept the World Bank management informed of progress and provided the foundation for the ICR analysis. Key to the Project's achievements was the consistent supervision by the World Bank team that had the needed technical expertise to support the various implementation units. The strong partnership between the Government and the World Bank had greatly facilitated the implementation of the Project and lead to a number of important achievements in the sector. Based on the above, Quality of Supervision is rated **Satisfactory**.

Justification of Overall Rating of Bank Performance

94. Based on the sub-ratings of *Bank Performance at Entry* (**Satisfactory**), *Bank Performance during Supervision* (**Satisfactory**), and the *Project's overall Outcome Rating* (**Satisfactory**), overall Bank Performance is rated **Satisfactory**.

D. RISK TO DEVELOPMENT OUTCOME

95. The interventions are expected to benefit future cohorts of students and teachers. The new classrooms, latrines and boreholes supported improved access and have contributed to the filling the gap in the need classrooms for primary. Equally important, perhaps more important, is the increased awareness of parents' and communities of the importance of education gained through the training and work with the COGEPs, which will



continue with the new-Bank supported project and will potentially have a greater impact on getting children into school going forward. The improved learning interventions are expected to continue to be impactful, given that the focus was primarily on training teachers with an emphasis on early reading, mathematics and, pedagogy. At the same time, school inspections were re-invigorated. In addition, capacity of MEPS has been increased with support from technical assistance particularly related to assessment, financial management, and procurement. The Project helped to lay a good foundation in all of these areas, but continued investment will be required to sustain some of the initiatives (i.e. teacher training, expanding assessment, etc.). Since the interventions grew directly out of the Government's education sector strategy, the Government and development partners remain committed to strategy, it is expected there will be on-going support from the Government and donor community for all the project initiatives. The Bank is supporting Togo in responding to some of the ongoing education sector challenges through continued support with the preparation of the new Bank-supported Improving Quality and Equity of Basic Education Project (TIQEBE) (P172674), of approximately US\$50 million equivalent, that will build on the PERI-2 foundation. The TIQEBE will continue support for: (i) pre-service and in-service training as well as enhance the teacher monitoring system related to classroom observations to improve quality; (ii) curriculum reform and establishment of textbook policy to improve distribution; (iii) school grants and performance-based contracts; (iv) access, particularly for girls, by creating safe school environments for all and reducing cost of schooling for girls from vulnerable households; (v) teacher management ,especially teacher deployment, and career development reforms; (vi) strengthening of the national learning assessment system; and (vii) school leadership and accountability and capacity-building of COGEPs.



V. LESSONS AND RECOMMENDATIONS

96. **Lesson 1. Particular attention should be paid to the time period from the development of textbooks to their distribution to schools.** The Government team that was put in place for the development of textbooks and teacher guides successfully delivered them by prior to the Project's closing date. However, the time needed for publishing and printing the documents, as well as the procurement process from the launch of the competitive bidding to the selection of the bidders can take approximately one year. In addition, the distribution of textbooks in all schools usually takes at least one month. Considering this reality, it is recommended that textbook development and distribution take these factors into consideration when timelines are developed. Moreover, a single procurement process which includes the publishing (edition) and printing of textbooks can help save time. During the implementation of the Project, the editor of the textbooks and the printers were not the same contractors. For textbooks of each grade, the editor and printers were competitively selected. Given the cumbersome procurement process in Togo, and the fact that it takes time to complete the procurement process for each contractor, it is recommended that a single competitive procurement process be considered which would help to expedite the overall process.

97. **Lesson 2. One-off training is not adequate when introducing new technologies.** Technology-enabled supervision and monitoring in low capacity contexts can only lead to substantial results when a robust capacity building plan is established from the onset of a project. The Project provided electronic tablets to record data on-the-go, with the intension of reducing the transaction costs for the inspectors, enabling them to conduct more school visits. However, the one-time training provided to the inspectors was not sufficient to provide them with the know-how to effectively make use of these electronic tablets. Future projects in Togo will need to place a stronger emphasis on how to use technology and digital approaches to improve data collection and analysis at all levels of the education system. The effective use of new technologies in the collection, analysis, and dissemination of data will be instrumental as a way to guide future policies and programs within the education sector.

98. **Lesson 3. Training of government staff involved in project procurement on World Bank procurement rules and procedures at the start of the project can help to smooth the implementation of the procurement activities of the project.** The institutional arrangements for procurement and committees required by the national procurement code are formally established under the MEPS. The relevant staff had procurement experience, but few are knowledgeable about the Bank's project implementation and procurement procedures. A procurement specialist with Bank project experience was recruited as member of the project coordination team to assist the Ministry. Given that the members of the internal procurement review committee do not have the same understanding of Bank procurement procedures, it caused delays in the completion of the process. After the training of members of the internal procurement review committee in World Bank procurement rules and procedures, discussions were limited, and the implementation of procurement activities significantly improved, and all major procurement contracts were effectively delivered by the Project's closing date.

99. **Lesson 4. The successful establishment of a robust M&E system is instrumental as a way to critically evaluate the effectiveness of project-supported activities.** In order to systematically document the achievements and shortcomings of an operation—as well as to detect issues which delay project implementation and/or pose a



challenge to the attainment of the intended development impacts—a sound M&E system must be established and maintained throughout the life of a project. The M&E system established under the PERI-2 was robust and allowed the Government and Bank to evaluate the project’s overall performance and to introduce slight adjustments aimed at further enhancing the developmental impact of the operation.

100. **Lesson 5. A community-based approach to construction of classrooms, while a complex undertaking, can provide several important benefits.** Working closely with the communities and their COGEPs for the school construction proved to be effective in terms of costs, quality of construction, and delivery time. In addition, the capacity building of COGEPs helped to promote participatory school-based management because COGEPs were more involved in the supervision of all school inputs and played a lead role in governance and quality improvement at the school level. Moreover, it contributed to arise in community members the need to be literate.

101. **Lesson 6. A well-designed school grants program articulated with a strong mechanism of supervision and monitoring can be an effective mechanism to finance the critical inputs and activities at the school-level.** A large portion of the Togolese Government’s education budget is absorbed by teacher salaries, leaving limited discretionary resources available to finance activities in the sector. The school grants program supported under the PERI-2 Project provided direct financial support to schools in the within the most deprived prefectures of Togo. These school grants financed a number of critical inputs (pedagogical material, stationery, first aid medical kits, etc.) and supported pedagogical activities (*e.g., journées pédagogiques*). Building upon the experience of the PERI-1 and PERI-2 Projects, future operations in Togo should continue to emphasize the importance of establishing strong M&E systems at the local level in order to systematically track the judicious use of school grants.

102. **Lesson 7. Teacher training and headmaster training with post follow up activities is important for ensuring the quality of teaching in the classroom.** The Project supported post follow-up activities by school inspectors using a classroom observation toll to help identify challenges that teachers were having applying new practices in the classroom. Teachers received additional support which proved to be highly effective based on assessments that were conducted during the life of the project. Moreover, the findings from the assessments were also feedback into the overall teacher training program.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Improving the Quality of Teaching and Learning in Pre schools and Primary schools

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of students in grade 2 (CP2) who attain defined minimum standards on national learning assessment tests in reading/writing	Percentage	28.50 30-Jul-2013	34.00 30-Sep-2018	34.00 30-Sep-2019	42.80 20-Sep-2019

Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Percentage of students in grade 2 (CP2) who attain defined minimum standards on national learning assessment tests: Math	Percentage	36.00 30-Jul-2013	41.00 30-Sep-2018	41.00 30-Sep-2019	46.50 20-Sep-2019
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Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of primary teachers rated satisfactory in the use of the new curriculum	Percentage	0.00 01-Dec-2014	60.00 30-Sep-2018	65.00 30-Sep-2019	75.80 20-Sep-2019

Comments (achievements against targets):

Target exceeded. This indicator's target was revised during the June 28, 2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project.

Objective/Outcome: Strengthening access and equity in primary schools particularly in deprived prefectures



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Intake rate in grade 3 (CE1) in 18 deprived prefectures – Total	Percentage	93.00 01-Dec-2014	99.00 30-Sep-2018	99.00 30-Sep-2019	109.50 20-Sep-2019
Intake rate in grade 3 (CE1) in 18 deprived prefectures - Girls	Percentage	90.00 01-Dec-2014	96.00 28-Sep-2018	96.00 30-Sep-2019	110.20 20-Sep-2019

Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of girls enrolled in the 4 most deprived prefectures (with the lowest girls completion rate)	Percentage	45.20 01-Dec-2014	49.00 30-Sep-2019	49.00 30-Sep-2019	48.20 20-Sep-2019

Comments (achievements against targets):

Target partially achieved. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00	700000.00	700000.00	795843.00
		01-Dec-2014	30-Sep-2018	30-Sep-2019	20-Sep-2019
Female beneficiaries	Percentage	0.00	45.00	45.00	48.00

Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Number of grades 1 and 2 students who benefitted from textbooks: 581, 500 of which 285 310 girls + Number of students who benefitted from school grants: 323, 154 of which 155, 646 girls+ Number of teachers who benefitted from trainings : 30,478 of which 7,482 women - Number of grades 1 and 2 students who benefitted from school grants (to avoid double counting students): 13, 9289 of which 66 497 girls.*The total number of beneficiaries will be increased after the completion of the distribution of grade 1 and grade 3 textbooks under distribution.*

A.2 Intermediate Results Indicators



Component: Component 1 : Improving the quality of pre-primary and primary education

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Repetition Rate (Component 1)	Percentage	18.50	12.00	7.00	7.88
		30-Jul-2013	30-Sep-2018	30-Sep-2019	20-Sep-2019

Comments (achievements against targets):

Target partially achieved. This indicator's target was revised during the June 28, 2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
New textbooks distributed in CP1, CP2 and CE1 (math and reading) (Component 1)	Number	0.00	1188000.00	1800000.00	2343426.00
		01-Dec-2014	30-Sep-2018	30-Sep-2019	20-Sep-2019

Comments (achievements against targets):

Target exceeded. This indicator's target was revised during the June 28, 2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project. Revised target value also includes CE1, in addition to CP1 and CP2.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Primary teachers trained (including head teacher) in the use of new curriculum as a result of the Project (Component 1)	Number	0.00 01-Dec-2014	22000.00 30-Sep-2018	29000.00 30-Sep-2019	30902.00 20-Sep-2019
<p>Comments (achievements against targets): Target exceeded. This indicator's target was revised during the June 28, 2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project. Revised target value also includes CE1 teachers, in addition to CP1 and CP2 teachers.</p>					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Schools which receive school grants each year in the 18 deprived Prefectures as a result of the Project (Component 1)	Number	0.00 01-Dec-2014	1650.00 30-Sep-2018	1650.00 30-Sep-2019	1650.00 20-Sep-2019
<p>Comments (achievements against targets): Target achieved. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.</p>					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of CP1 and CP2 teachers using the new curricular in public schools (Component 1)	Percentage	0.00 01-Dec-2014	100.00 30-Sep-2018	100.00 30-Sep-2019	100.00 20-Sep-2019
<p>Comments (achievements against targets): Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project. In addition, the indicator's name was revised to include CE1 teachers as well. The new formulation in the project paper is : Percentage of CP1, CP2 and CE1 teachers using the new curricular in public schools.</p>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percent of schools which implement their budget in line with the initial forecast (Component 1)	Percentage	0.00 01-Dec-2014	80.00 30-Sep-2018	90.00 30-Sep-2019	95.90 20-Sep-2019
<p>Comments (achievements against targets): Target exceeded. The indicator's target value was revised during the June 28, 2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project.</p>					



Component: Component 2: Strengthening Access and Equity in Primary Education

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions.	Number	0.00	240.00	240.00	252.00
		01-Dec-2014	30-Sep-2018	30-Sep-2019	20-Sep-2019

Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Latrines constructed (Component 2)	Number	0.00	480.00	456.00	480.00
		01-Dec-2014	30-Sep-2018	30-Sep-2019	20-Sep-2019

Comments (achievements against targets):



Revised target exceeded and original target achieved. This indicator's target value was revised during the June 28,2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
School uniforms distributed to girls in 4 deprived Prefectures (Component 2)	Number	0.00	155000.00	165000.00	179007.00
		01-Dec-2014	30-Sep-2018	30-Sep-2019	20-Sep-2019

Comments (achievements against targets):

Revised and original targets exceeded. This indicator's target was revised during the June 28, 2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project.

Component: Component 3: Strengthening education service delivery

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Communities having received at least 4 out of 5 grassroots management training modules planned under the project for the school	Number	0.00	80.00	80.00	84.00
		01-Dec-2014	30-Sep-2018	30-Sep-2019	20-Sep-2019



construction (Component 3)

Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Teachers supervision visits per year by inspectors and pedagogical advisers (Component 3)	Percentage	35.00	70.00	70.00	68.00
		01-Dec-2014	30-Sep-2018	30-Sep-2019	20-Sep-2019

Comments (achievements against targets):

Target partially achieved. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Primary school teacher's deployment consistency index (Component 3)	Percentage	58.00	68.00	65.00	48.90
		30-Jun-2011	30-Sep-2018	30-Sep-2019	30-Sep-2019



Comments (achievements against targets):

Target not achieved. This indicator's target was revised during the June 28, 2018 Level 2 restructuring and the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
System for learning assessment at the primary level	Yes/No	Y 01-Dec-2014	Y 30-Sep-2018	Y 30-Sep-2019	Y 30-Sep-2019
Utility of the learning assessment system	Number	1.00	3.00	3.00	3.00

Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of schools	Percentage	0.00	75.00	75.00	100.00



receiving grants under the Project which communicate school grants and student results through community briefing meetings at least once a year (Component 3)

01-Dec-2014

30-Sep-2018

30-Sep-2019

20-Sep-2019

Comments (achievements against targets):

Target exceeded. Though the target value was never revised, the actual achievement date was modified to coincide with the revised closing date of the Project.



B. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1: Improving the quality of teaching in early grades of primary school	
Outcome Indicators	1. Percentage of primary teachers rated satisfactory in the use of the new curriculum
<p>The first objective of improved quality of teaching in early grades of primary schools was achieved through a strategic combination of interventions aimed at addressing critical challenges related to the quality of curricula (content curricula without any objectives or guidelines to help the teachers to design lessons); and lack of in-service teacher training for several years due to budget constraint (with a high number of community teachers without pre-service training).</p>	
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. Reduction in repetition rate 2. Primary teachers trained 3. Percentage of CP1 and CP2 teachers using the new curricular in public schools 4. Primary school teacher's deployment consistency index
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	
<ul style="list-style-type: none"> • Reduction in repetition rate from the 2013 baseline of 18.5 percent to 7.0 percent in 2019 (as indicated previously, the original target was 12 percent)—at the time of project closing the repetition rate had been significantly reduced to 7.88 percent, slightly missing the revised target of 7.0 percent by 0.88 percent. However, this is a 10.62 percentage point decrease from the baseline of 18.5 percent which is a considerable improvement during the life of the project. • Primary teachers trained—at project closing, the number of public and private school teachers and headmasters trained had increased from a baseline the 2014 baseline of 0 to 30,902, exceeding the target of 29,000 by 6.5 percent (14,549 for grade 1, 15,350 for grade 2 and 15,673 for grade 3 were trained in the use of textbooks and teachers' guides). The first round of in-service trainings for each grade of teachers took six (6) days as planned under the Project. In addition, due to important cost savings resulting from exchange rate gains, 4- and 5-days complementary trainings was provided to grade 2 teachers and grade 3 teachers, as well as headmasters, respectively. 	



- **Percentage of CP1 and CP2 teachers using the new curricular in public schools**—at the time of project closing, the percentage of CP1 and CP2 teachers using the new curricula in public schools had increased from the 2014 baseline of 0 to 100 percent, thereby meeting the end-of-project-target of 100 percent.
- **Primary school teacher's deployment consistency index**—at the time of project closing, the teacher's deployment consistency index decreased from a baseline of 58 percent in 2011 to 48.9 percent in 2019, missing the target of 68.0 percent by 19.1 percent. Meeting this target was a challenge for project implementation. This situation was exacerbated by teacher strikes during school year 2016-2017. Teachers were demanding better wages and benefits and in response the government provided a 5 percent increase in salaries. This action reduced the capacity of the system to recruit 2,800 teachers that were supposed to join the system. As a result, the teacher gap remains high and this has negatively impacted teacher deployment. To respond to the challenges, the project supported the acquisition of the human resources management software and training on the software for the human resources department (HRD). This should assist the ministry and HRD with improved deployment of teachers, though additional incentives/reforms will be needed to further improve teacher deployment in the future.

Objective/Outcome 2: Improving the quality of learning in early grades of primary schools

Outcome Indicators

1. Percentage of students in grade 2 who attained defined minimum standards on national learning assessment tests in reading/writing
2. Percentage of students in grade 2 who attained defined minimum standards on national learning assessment tests in mathematics

This objective was to be achieved through a combination of: (i) targeted approaches to reading and numeracy using competency-based method articulated with the development of new curricula and textbooks for preschool, grades 1, 2 and 3 (with a focus, especially, on early grade reading); (ii) design, production and distribution of textbooks and teachers' guides; (iii) provision of school grants for quality enhancement in schools in the 18 prefectures supported by the Project; and (iv) the establishment of standardized learning assessment system.

Intermediate Results Indicators

1. New textbooks distributed in CP1, CP2 and CE1 (reading and math)
2. Number of schools which received school grants each year in the 18 prefectures as a result of the project
3. Percent of schools which implement their budget in lines with the initial forecast
4. Teachers supervision visits by inspectors and pedagogical inspectors
5. System of learning assessment
6. Utility of the learning assessment



Key Outputs by Component

(linked to the achievement of the Objective/Outcome 2)

- ***New textbooks distributed in CP1, CP2 and CE1 (reading and math)***—at the time of project closing, the number of new textbooks distributed had increased from a baseline of 0 in 2014 to 2,343,426 in 2019, exceeding the revised target of 1,800,000 by 543,426 textbooks. These also included the teachers' guides. Textbooks were distributed to all public and private schools and students. Another important achievement of this activity was the fact that the MEPS now retains the copyrights for the textbooks, thereby making the printing more efficient. Moreover, the textbooks and teachers' guides for grade 4 in mathematics and reading have been developed and their edition is in finalization. Although the development of these textbooks was not part of the original project design, the Project was able to begin the process given the exchange rate gains which were realized during the life of the project. It should also be noted that distribution of the textbooks was supervised by the district education authorities and monitored by agents from the MEPS and the communities.
- ***Number of schools which received school grants each year in the 18 prefectures as a result of the project***—the number of school grants provided to public primary schools for quality enhancement increased from 0 in 2014/2015 to 1,650 for SYs 2016/17, 2017/18, and 2018/19, thereby meeting the project target of 1,650 for each year. The size of the grant varied between US\$400 and US\$1,000 and were used for pedagogical materials, organization of pedagogical activities, needed stationery and medical kits.
- ***Percent of school which implement their budget in line with the initial forecast***—the percentage of schools which implement their budget in line the initial forecast increased from the 2014 baseline of 0 to 95.9 percent, thereby exceeding the target of 90 percent by 5.9 percent. This indicator measured how effectively and efficiently the quality enhancement grants were implemented.

Achievement of objective 2 was also facilitated by a culmination of many system-strengthening activities. The Project put in place a system of school support and monitoring through performance-based contract (PBC), which included pedagogical support to teachers through remediation training sessions organized by inspectors and pedagogical advisers and improvement of the number of inspections and class visits. In addition, electronic tablets were provided to all school inspectorates to record data on-the-go, which in turn reduced transaction costs for the inspectors. The IRI used to capture results of these activities: "teachers supervision visits by inspectors and pedagogical inspectors" showed that teacher supervision visits by inspectors and pedagogical inspectors substantially improved from the 2014 baseline of 35 percent to 68 percent, slightly missing the target of 70 percent by 2 percentage points. Even though the target was missed, there was a 33-percentage point increase from the baseline which is a significant improvement. The Project also financed the capacity building of the national assessment unit as well as the implementation of a national learning assessment which contributed to the completion of the 2019 national assessment used to measure



achievement of PDO 2. Similarly, the end-line targets for the IRIs on “system for learning assessment”¹³ and “utility of the learning assessment” were met. As indicated, the national assessment system at the primary level is functioning to the extent that learning improvement could be measured by the Project and was used to determine achievement of PDO 2.

Objective/Outcome 3: Strengthened access in primary schools particularly in deprived prefectures

Outcome Indicators	1. Intake rate in grade 3 (CE1) (total and girls)
Intermediate Results Indicators	<ul style="list-style-type: none"> 1. Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions 2. Number of latrines constructed 3. Communities having received at least 4 out of 5 grassroots management modules planned under the project for school construction 4. Percentage of schools receiving grants under the Project which communicate school grants and student results through community briefing meetings at least once a year
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	
<p><i>Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions</i>—by project closing, the number of additional classrooms constructed by the project increased from a 2014 baseline of 0 to 252 classrooms (or 84 standard blocks of three classrooms), exceeding the target of 240 by 12 classrooms (5 percent increase over the target). The use of the community approach in the implementation of school infrastructure has given satisfactory results with good quality works at low cost.</p> <p><i>Number of latrines constructed</i>—the number of latrines constructed by the Project increased from the 2014 baseline of 0 to 480 (160 blocks of 3 latrines), thereby meeting the target of 480. While not part of the original design, the Project was able to construction 22 boreholes.</p> <p><i>Communities having received at least 4 out of 5 grassroots management modules planned under the project for the school construction</i>—</p>	

¹³ This indicator measures whether the basic elements of a learning assessment system exist at the primary level, and the degree to which that assessment is able to provide useful information for education policy and practice.



by project closing, participating project communities had received all five of the grassroots management modules, thereby meeting the project target of five modules. Overall, 2,959 community members were trained. Of the 2,959, 304 members within 99 selected COGEPs were selected to receive literacy training through the pilot literacy program which was designed to help positively influence parents support for the schooling of their children as well as help improve the management of the COGEPs through increased participating of the community.

Percentage of schools receiving grants under the Project which communicate school grants and student results through community briefing meetings at least once a year—by project closing, 100 percent of the schools receiving the grants communicated with the communities through briefing meetings exceeding the target of 80 percent.

Objective/Outcome 4: Strengthened equity in primary schools particularly in deprived prefectures

Outcome Indicators	1. Percentage of girls enrolled in the 4 most deprived districts
Intermediate Results Indicators	1. Number of school uniforms distributed to girls in 4 deprived prefectures
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	

Number of school uniforms distributed to girls in 4 deprived prefectures—by project closing, the number of school uniforms distributed to girls in the four deprived prefectures increased from the 2014 baseline of 0 to 179,007, exceeding the target of 155,000 by 24,007. In addition, the Project provided 13,949 female students (all grade 5 and 6) with sanitary kits for menstrual hygiene to encourage them stay in school.



ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Preparation	
Yacinthe Gbaye	Task Team Leader(s)
Itchi Gnon Ayindo	Procurement Specialist(s)
Alain Hinkati	Financial Management Specialist
Lucienne M. M'Baipor	Social Specialist
Adakou Sylvie Assiongbon Nenonene	Team Member
Laura S. McDonald	Team Member
Tshela Rose-Claire Pakabomba	Team Member
Nadia Mireille Zenia Amoudji Agnegue	Team Member
Nneoma Veronica Nwogu	Counsel
Abdoulaye Gadiere	Social Specialist
Pamela Mulet	Team Member
Supervision/ICR	
Yacinthe Gbaye	Task Team Leader(s)
Kouami Hounsinnou Messan, Mathias Gogohounga	Procurement Specialist(s)
Angelo Donou	Financial Management Specialist
Abdoulaye Gadiere	Environmental Specialist
Nneoma Veronica Nwogu	Counsel
Nadia Mireille Zenia Amoudji Agnegue	Team Member
Esinam Hlomador-Lawson	Procurement Team
Ndeye Magatte Fatim Seck	Team Member



Tshela Rose-Claire Pakabomba	Team Member
Laura S. McDonald	Team Member
Adakou Sylvie Assiongbon Nenonene	Team Member
Abdoul Wahabi Seini	Social Specialist
Mouhamadou Moustapha Lo	ICR Author
Sandra Beemer	ICR Contributor
Setou Mamadou Diarra	ICR Economic Analysis
Bernardo da Cruz Vasconcellos	ICR Quality Assurance

B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY14	32.954	175,223.84
FY15	2.575	51,913.39
FY16	56.064	183,936.04
FY17	38.190	127,465.76
FY18	23.362	106,367.82
FY19	33.359	176,298.63
FY20	13.539	105,075.35
Total	200.04	926,280.83
Supervision/ICR		
FY16	0	10,832.42
FY17	0	1,640.00
FY18	2.107	7,486.36
FY19	3.357	16,738.00
FY20	.300	2,844.26
Total	5.76	39,541.04

**ANNEX 3. PROJECT COST BY COMPONENT**

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (US\$M)
Component 1 : Improving the quality of pre-primary and primary education	13.80	15.30	111
Component 2: Strengthening Access and Equity in Primary Education	7.80	6.70	86
Component 3: Strengthening education service delivery	6.20	5.80	94
Total	27.80	27.8	100

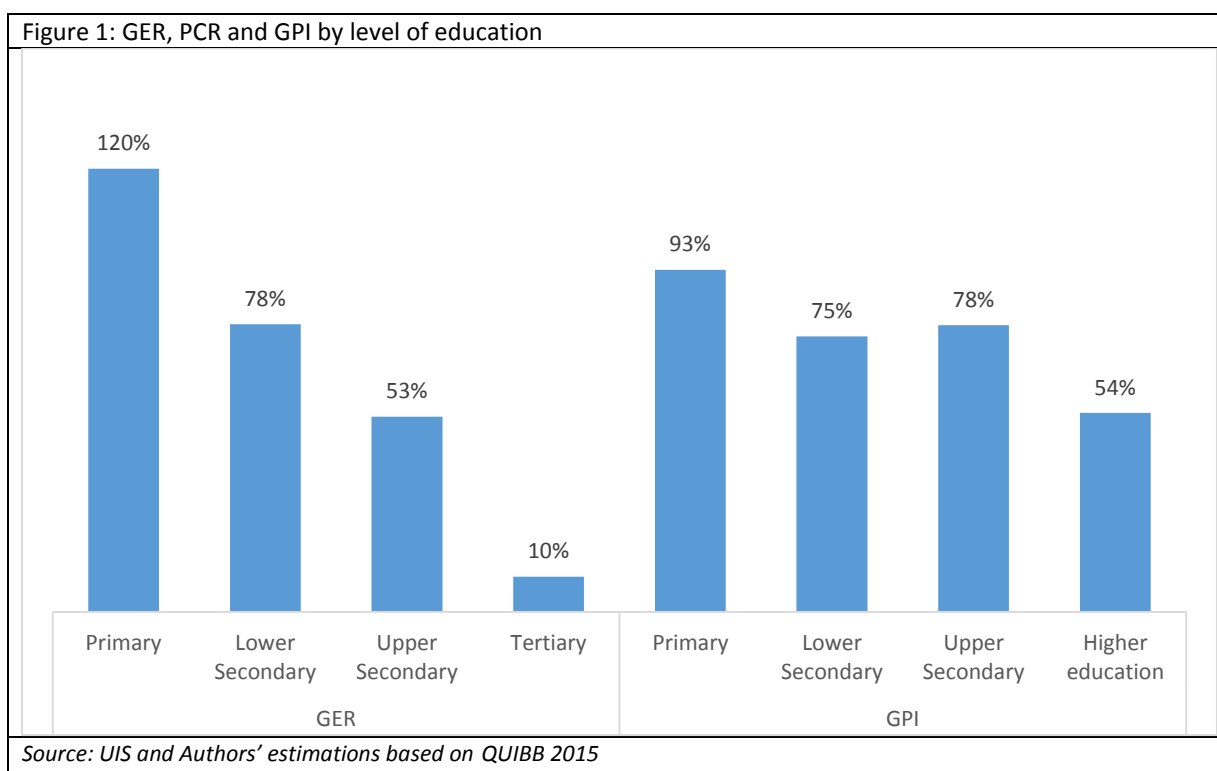


ANNEX 4. EFFICIENCY ANALYSIS

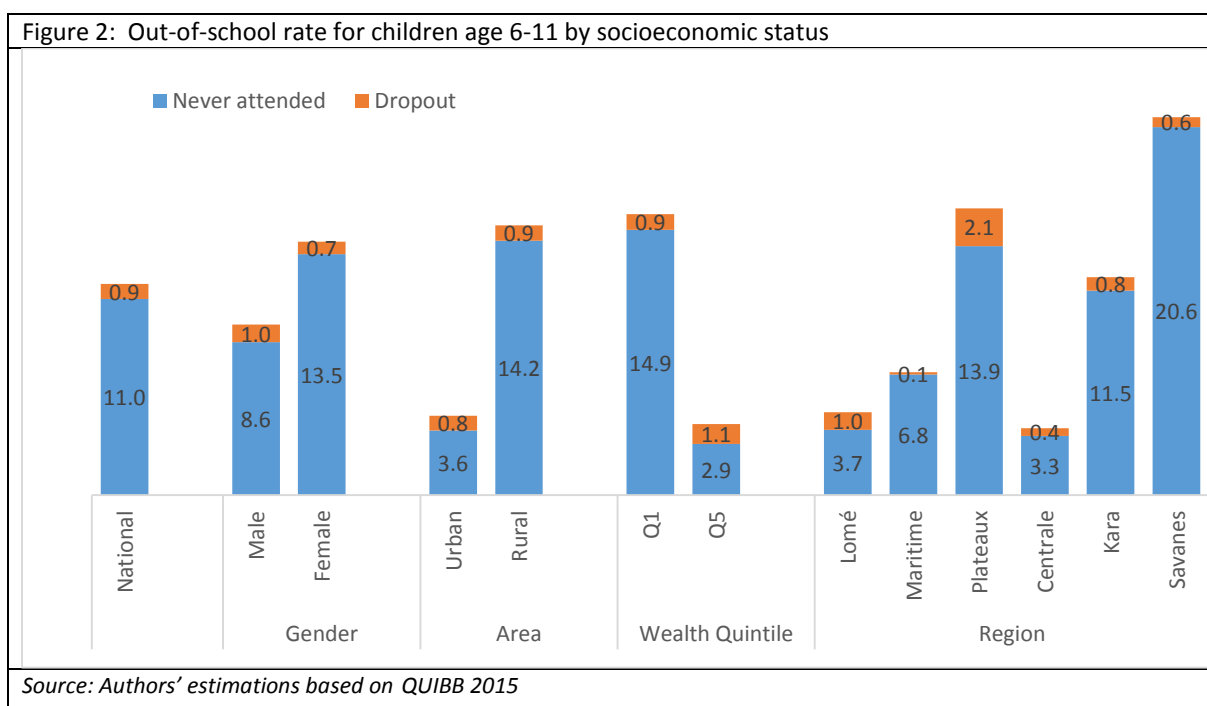
1. This section provides the efficiency of investment in education in Togo based on key sector indicators and estimates economic internal rates of returns (IRR) of the actual indicators observed at the end of the project implementation period. First, an analysis of key sector issues, and the returns to education, are provided. This analysis: (i) highlights key challenges in the education sector, (ii) reestablishes the linkages between educational outcomes and the labor market, (iii) analyzes whether Togolese labor market provides a positive signal that investing in education yields important returns to both individuals and households, and (iv) presents the rationale for investing in education in terms of key outcomes related to access, equity and private benefits of education. Second, a cost-benefit analysis of the project is presented providing evidence of the efficiency of investments undertaken under the project. Third, a detailed unit cost analysis for some of the major project activities is carried out.

Key Challenges in the education sector

2. Access to education remains low, particularly at post-secondary level. Figure 1 shows the Gross Enrollment Rate (GER) by level of education, the Primary Completion Rate (PCR), and the Gender Parity Index (GPI) in 2015. At the national level, the GER stands at 120 percent at the primary level, whereas the lower secondary GER stands at 78 percent. At the tertiary level, the GER stands at only 10 percent. The primary completion rate stands at 61 percent. The GPI, which measures the ratio between the number of boys and girls, is 93 percent at the primary level and 75 percent at the lower secondary level in Togo. In other words, approximately nine girls are enrolled in primary education for every ten boys. This, in terms of the Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs) and targets, leaves Togo far behind even those targets set to be achieved by 2015 for universal primary completion and for gender parity at all levels of education.



3. The percent of out-of-school children remains high in Togo. About 12 percent of children aged 6-11 were out-of-school in 2015. Although the out-of-school rate is relatively low in Togo, there are some disparities in access to education across different socioeconomic backgrounds. In fact, the incidence of out-of-school disproportionately affects children from economically disadvantaged groups, rural areas and girls. Figure 2 also illustrates the large disparities between regions in terms of out-of-school rates. For instance, the out-of-school rate is lower in the Centrale region (about 4 percent), while it reaches 21 percent in Savanes region.

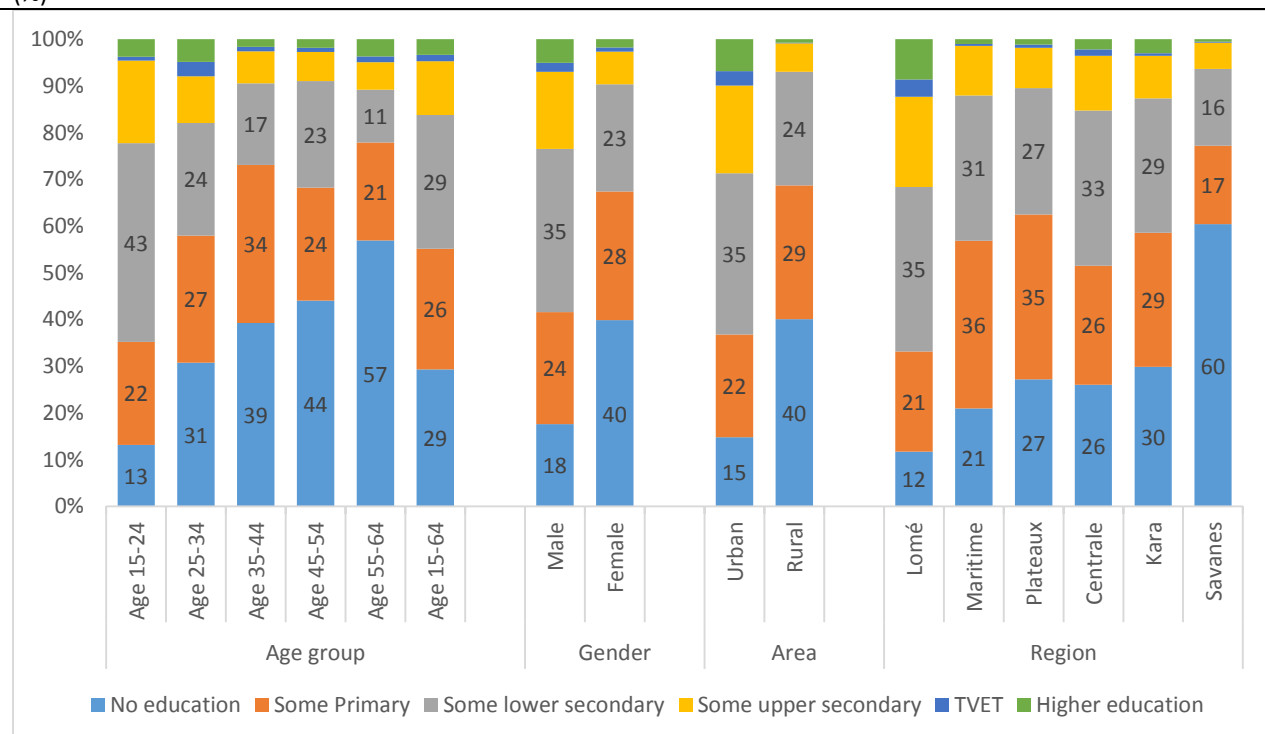


4. Learning outcomes in Togo are low. The results from the 2014 PASEC show that 47.6 percent of grade 6 children reach the competency threshold in mathematics and the proportion is only 38.4 percent in reading. With an index of 0.41 out of 1, Togo ranked 122 out of 157 countries on the Human Capital Index (HCI) in 2017. Furthermore, children in Togo can expect to complete only 9.1 years of pre-primary, primary and secondary school by age 18. However, when years of schooling are adjusted for quality of learning, this is only equivalent to 5.6 years: a learning gap of 3.5 years. Additional efforts are needed to further improve the quality education, which should in turn, equip youth with the necessary skills to fulfill their potential and contribute to the country's overall productivity and socio-economic development.

5. The Togolese working-age population is characterized by low educational attainment. In 2015, the average years of schooling equaled 5.7 at the national level, 7.4 years among the youth population, and 3.4 years among the older cohort. Similarly, the distribution of the working population in terms of age-group shows that although educational attainment of the labor force in Togo is growing, about 29 percent of the working-age population have no formal education. For instance, 13 percent of the youth cohort has not received any formal education - a significantly lower proportion than the adult cohort with no formal education which stands at 57 percent. When the distribution of the working age population is disaggregated by gender and geographic location, the following are observed: (i) there are relatively more women (40 percent) than men (18 percent) who have not received a formal education; and (ii) rural areas, and especially the Savanes region, have the highest proportion of the working age population with no education. For instance, 60 percent of the population in Savanes region have not received any formal education. Rural areas have higher percentage of working age people (40 percent) with no education compared to urban areas (13 percent). This suggests that the labor market is likely composed of workers with low skills who have not completed primary education, and this increases the likelihood of working in the informal and less productive sectors of the economy.



Figure 3: Distribution of the Working Population by level of education in terms of age group, gender, area and region (%)



Source: Authors' estimations based on QUIBB 2015

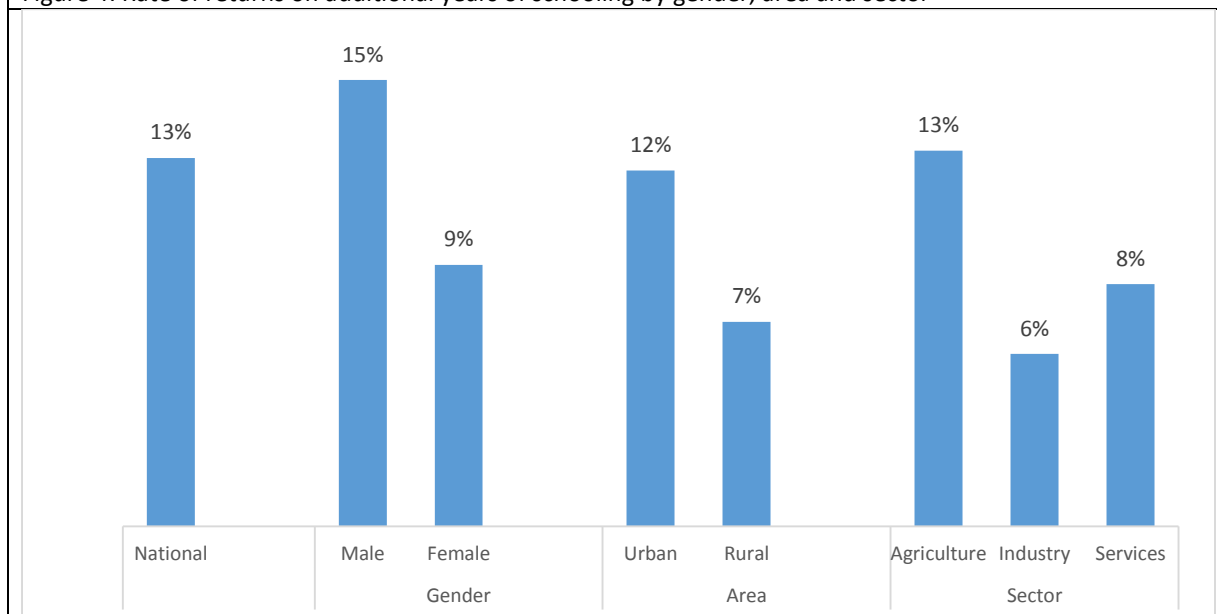
Returns to education

6. The Togolese labor market provides a strong signal that investments in education yield higher returns and better employment opportunities to both individuals and households and contributes to reducing inequality in access to education as well as post-education labor market outcomes. In Togo, higher levels of education are associated with better earnings, an increased probability of wage employment and increased the likelihood of finding employment in more productive sectors.

7. Education is a positive and profitable investment in Togo. At the national level, one additional year of schooling increases income by 13 percent. Figure 4 presents estimates from the *Mincerian* regression by gender, area of residence, and sector. It indicates better returns for men compared to women. For the same level of educational attainment, men have a higher rate of return (15 percent) than women (9 percent). The rate of returns on education in the agriculture sector is higher than in the other sectors.



Figure 4: Rate of returns on additional years of schooling by gender, area and sector



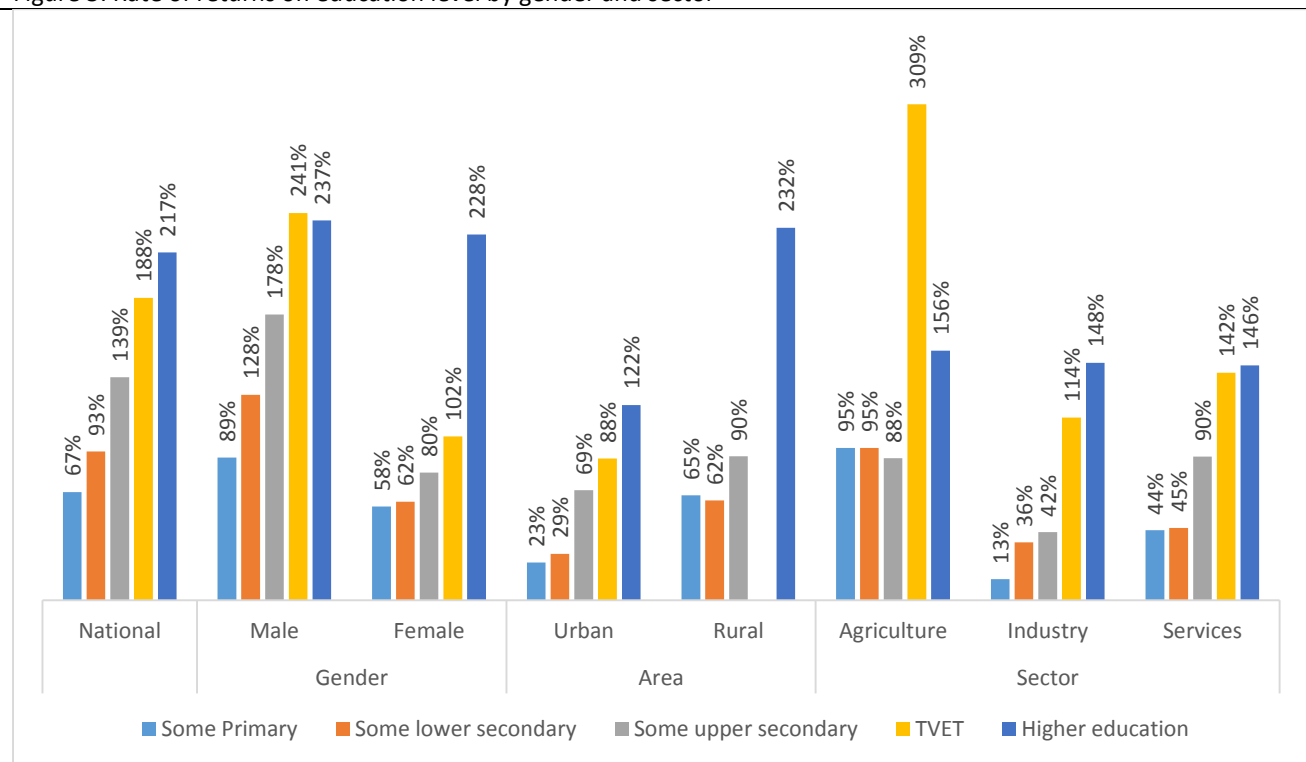
Source: Authors' estimations based on QUIBB 2015

8. Individuals with a higher level of education receive better economic returns and the rate of return on education is higher for higher levels of education, confirming that education is a key determinant of livelihoods. At the national level, the rate of return ranges from 67 percent for individuals with some primary education to 217 percent for individuals with higher education, relative to individuals with no education (Figure 5). The analysis shows that TVET education is the level that leads to remarkably high returns in agriculture (309 percent). Therefore, like in many countries around the world, Togo's labor market strongly justifies investments on education and there is a clear economic and social rationale for investing on education.

9. Education is not only associated with higher wage earnings, but it also increases the likelihood of wage employment. In fact, the increase in the probability of finding wage employment ranges from 62 percent for individuals with some primary education to 160 percent for individuals with TVET education, as compared to individuals with no education (Figure 6).

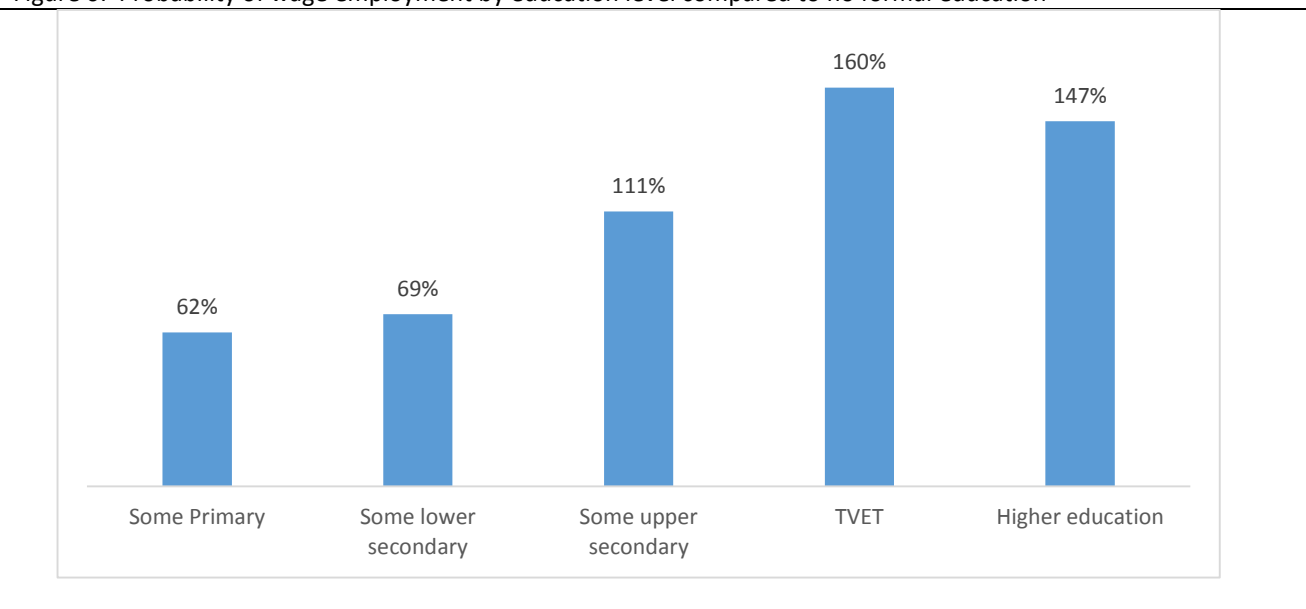


Figure 5: Rate of returns on education level by gender and sector



Source: Authors' estimations based on QUIBB 2015

Figure 6: Probability of wage employment by education level compared to no formal education

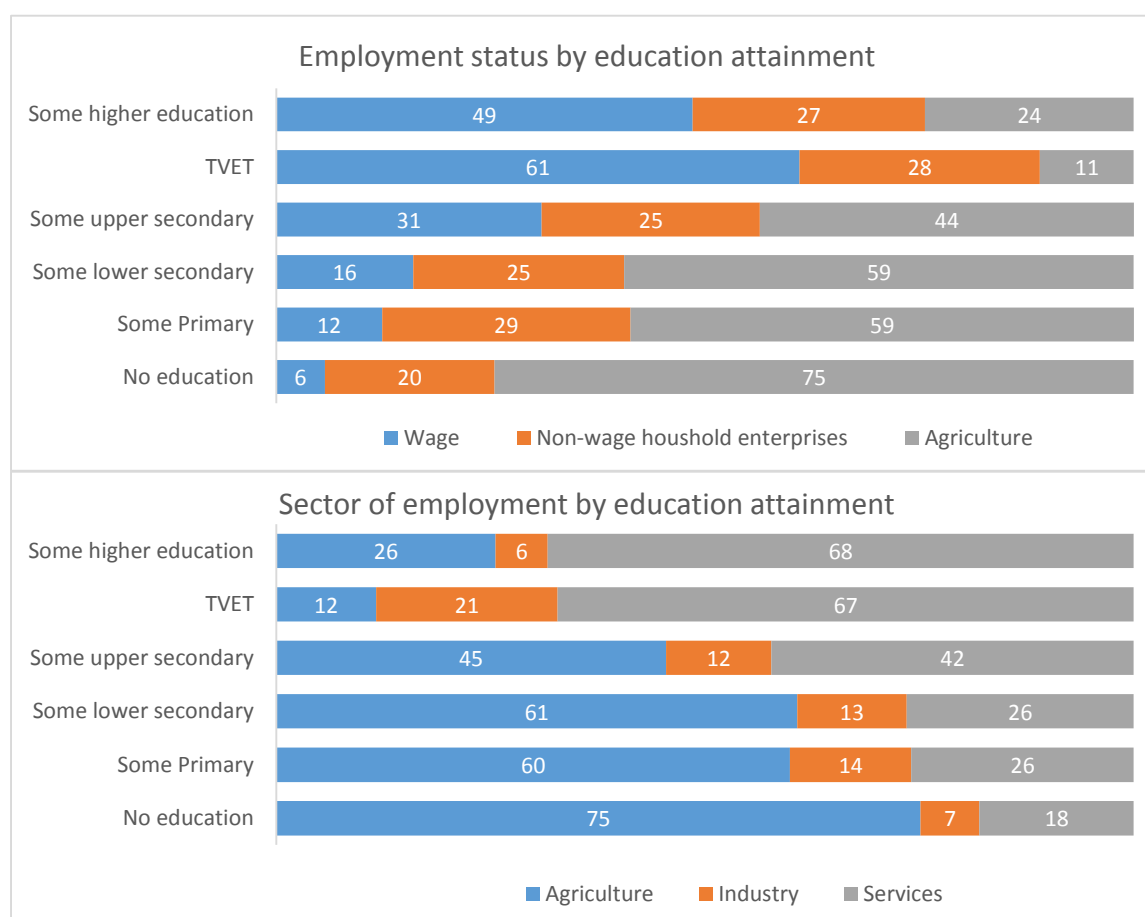




Source: Authors' estimations based on QUIBB 2015

10. The type of employment the labor force is engaged in is associated with the level of educational attainment: workers with low levels of education tend to be involved in farming employment, whereas those with higher levels of education tend to work in wage employment, which represent stable and consistent forms of employment income (Figure 7 top). On average, only 6 percent of the working-age population with no formal education is engaged in wage employment as opposed to 61 percent of those with some Technical and Vocational Education and Training (TVET) education. More educated individuals tend to work in the services sector since it offers better economic benefits and formal employment (Figure 7 bottom). About 18 percent of the working age population with no education work in services sector whereas, 68 percent of the labor force with some higher education level work in the service sector.

Figure 7: Employment status and sector of employment by education attainment for working age population (age 15-64)

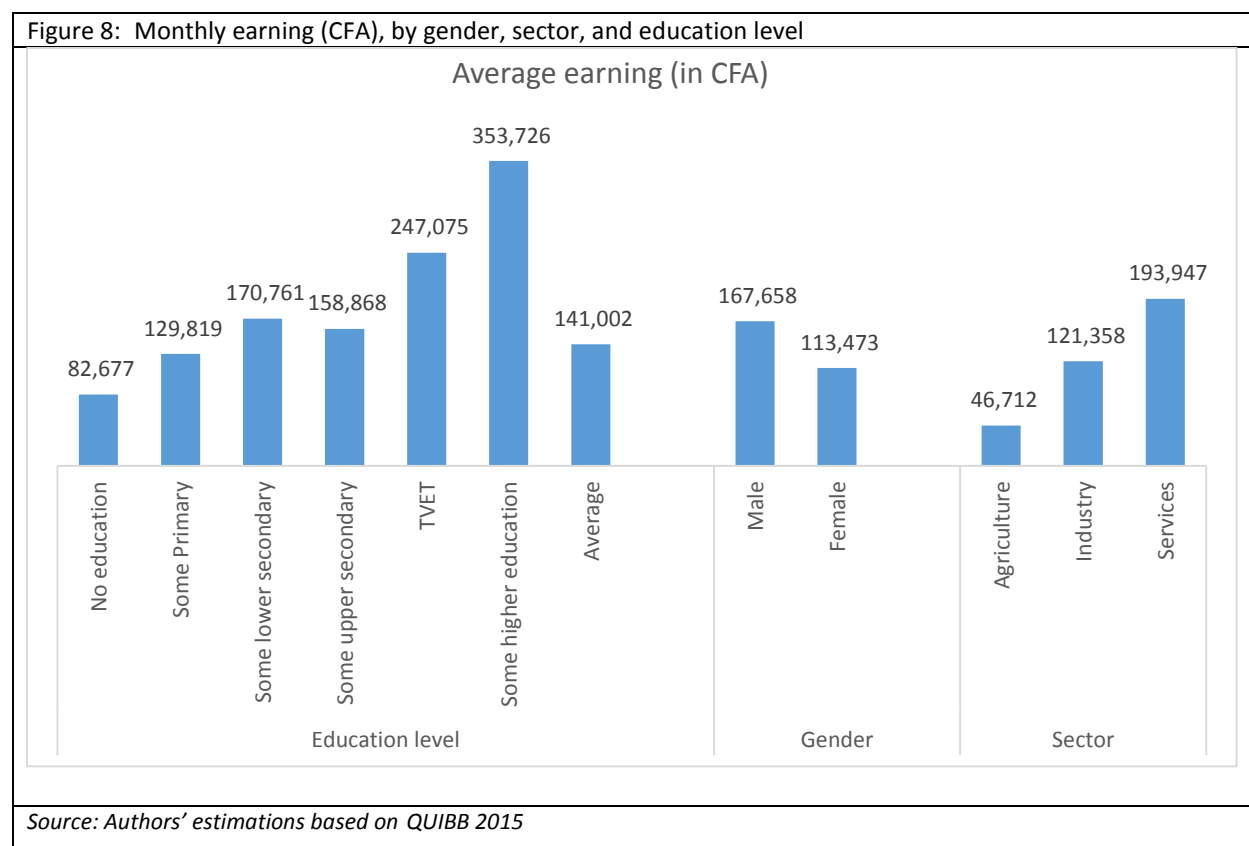


Source: Authors' estimations based on QUIBB 2015

11. In terms of investment on education, the labor market signals higher returns and better employment opportunities for higher level of skills. While education has direct and indirect economic and



social impacts, this section only focuses on the economic effects. As such the efficiency of the education sector is measured in terms of the value that education offers through earnings and employment opportunities. For example, the average estimated earnings increase from FCFA 82,677 (about US\$149) for the working age population with no formal education to FCFA 353,726 (about US\$637) for those with some higher education level, thus representing more than a fourfold increase in income when compared to individual with no education (Figure 8).



Cost-benefit Analysis

12. The cost-benefit analysis is used to estimate the benefit brought by project as well as the associated cost to assess the economic feasibility at project preparation stage and final actual interventions. The analysis is tailored-based on the component-specific intervention, targeting method employed by the project, and the quantifiable benefits accruing to targeted beneficiaries. The cost-benefit analysis captures the economic benefit streams of the project beneficiaries realized in terms of lifetime earnings because of better learning, as well as the intermediate benefits of the interventions. Semi-tangible benefits are benefits that are mostly associated with the quality component of the project and they are estimated based on standard benefit findings from similar interventions in other countries.

13. The first approach of the cost benefit analysis focuses on access interventions of the project. This section captures the benefits associated with the construction of new primary and lower secondary classrooms along with latrines, water points and the provision of furniture. It is worthwhile to mention



that some of the investments affect both the quality and quantity aspects of the beneficiaries' outcomes and should not be assumed as double counting the benefits.

14. The second approach focuses on the impact of interventions on quality improvement. This examines both the direct and indirect impact of interventions. The impact of direct interventions examines the student learning improvement through, for instance, teacher training and pedagogical support; the production and distribution of teaching and learning materials to preschool centers, primary schools and lower secondary schools to facilitate more effective pedagogical engagement with students; and the promotion of more meaningful learning activities aligned with the curriculum. The analysis builds on various studies showing the relationship between education interventions and student learning outcomes (mainly test scores)¹⁴ and impact of learning outcomes (particularly cognitive skills) on labor market outcomes (mainly earnings). The summary results of the relevant interventions to this project are presented in detail below.

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

Assumption for cost-benefit analysis

16. To derive the cost-benefit analysis, the model makes several assumptions about the project activities, the associated costs, and benefits. The following presents the model assumption, net present value (NPV), and internal rate of return (IRR) for the project.

Below are the assumptions used:

- Rates: A 15 percent discount rate is used, the inflation rate assumed for the project lifetime is 5 percent, the maintenance cost assumed for the lifetime of the construction is 7.5 percent. The 2018 official exchange rate is set at 555.7 CFA per US\$1.
- Earnings: A wage rate is estimated for different levels of education and age, using the 2015 QUIBB (*Questionnaire Unifié des Indicateurs de Base du Bien-Être*). The earning rate remains the same over the benefit time span.
- Employment: The probability of employment remains the same and it is estimated by level of education using the 2015 QUIBB.
- Labor market entry – the age considered for entry in the labor market is 18.

¹⁴ The first relationship (impact of intervention on learning outcomes) is based on findings from international expert interview on 40 education interventions. The analysis uses research by Schiefelbein et al. (1998 and 2007) on the impact of education interventions, and research findings on learning outcomes and labor market relationships from developing countries. Although average measures are used to calculate the base scenario estimates, the estimated values can be affected by country-specific contexts, implementation efficiency and the school management system which require alternative scenarios to validate the analysis as robust. For example, Schiefelbein et al.'s study shows that out of the 40 interventions assessed, a divergence of one standard deviation from the mean had an average impact of 10.3 percent on the learning outcome (test score). They further estimated the probability of adequate implementation of the intervention to be at 62.8 percent - leading to an overall actual impact of 6.5 percent (10.3*62.8 percent). Findings from the labor market indicate that one standard deviation from the mean in cognitive skills (learning outcome or test score) results in 0.17 to 0.22 proportional increases in wages. Therefore, the ideal intervention with these profiles increase earnings by 1.1 percent (6.5 percent*0.17) to 1.4 percent (6.5 percent*0.22).



- Life Span of the project: The beneficiaries from access component of the project engage in the labor market for a period of 40 years and for 15 years for those benefiting from quality. The universities provide services for 40 years.
- Probability of implementation: The probability of project implementation used is 63%, which is an average of 40 interventions in Latin America.
- Running cost or maintenance costs – There are costs associated to providing services including building maintenance fees throughout its life span. They are considered to remain the same after project interventions.

17. The PAD at project preparation stage did not carry out estimation of internal rates of return (IRR) and net present value (NPV) of costs and benefits of project's components. Therefore, this section performs the cost-benefit analysis at the project appraisal stage and compares the IRR with actual data results obtained at the project closing using the key assumptions stated above.

18. Both internal rates of return and net present value of costs and benefits for all components (combined) shows that the project is economically viable at project preparation stage and at the end of the project implementation based on actual beneficiaries of the project. Table 1 below presents the comparison of cost-benefit analysis results at project preparation stage and final actual interventions. The lower bound of the present discounted value of benefits for the overall project is estimated to be US\$151.6 million compared with US\$138.64 million at project preparation stage. The increase is a result of the fact that more students benefited from the project-supported activities than originally envisaged at appraisal. As such, the present discounted value of costs is estimated to be US\$21.4 million, including other unquantifiable portions, compared to US\$22.1 million estimated at the project preparation stage. The corresponding net present value (NPV) of program benefits is US\$105.5 million compared with US\$118.4 million at project preparation stage. The internal rate of return (IRR) associated with this NPV 37.2 percent which is slightly higher than the IRR (36.1 percent) at project preparation stage. The benefit-cost ratio is 7.2 compared with 6.4 at project preparation stage. Therefore, although some benefits are not fully quantifiable to measure the potential benefits, the NPV from the quantifiable benefits are larger than the NPV costs, and this strongly supports the efficiency of investments undertaken under the project.

Table 1: Net Present Value (NPV) in millions of USD and Internal Rate of Return (IRR)

(a) At project preparation stage

	Access	Quality	Total
IRR	24.9%	37.9%	36.1%
Discounted cost (present value of costs)	\$7.78	\$14.27	\$22.06
<i>O/w project cost</i>	\$5.57	\$14.27	\$19.84
<i>Maintained/incremental costs</i>	\$2.22	\$.00	\$2.22
Present value of incremental benefits	\$45.37	\$93.28	\$138.64
NPV	\$26.52	\$79.00	\$105.52
Benefit/cost ratio	5.8	6.5	6.4



(b) Based on actual data at ICR stage

	Access	Quality	Total
IRR	26.5%	39.0%	37.2%
Discounted cost (present value of costs)	\$7.15	\$14.27	\$21.43
<i>O/w project cost</i>	\$5.23	\$14.27	\$19.50
<i>Maintained/incremental costs</i>	\$1.92	\$.00	\$1.92
Present value of incremental benefits	\$48.62	\$103.02	\$151.64
NPV	\$29.61	\$88.75	\$118.36
Benefit/cost ratio	6.8	7.2	7.2

Unit Cost Analysis

19. The cost of activities was kept under budget, except for the cost teachers training and awareness-raising for reduction of repetition which were underestimated at appraisal. The project achieved a substantial decrease in the unit cost of the construction of schools and boreholes in 18 Deprived Prefectures. Initially targeted at US\$16,600 the unit cost was as low as US\$14,201 in (Table 2). The project also supported improvement of the quality of teaching and learning environments in pre-primary and primary education through the development and implementation of new curricula and textbooks for grades 1 through 3 and to improve the capacity of teachers to teach the new curricula as well as raise awareness of the need to reduce repetition rates. Although the overall cost at completion for teachers training was higher than the estimation at appraisal, the project achieved a substantial decrease in the unit costs for the development and implementation of new curricula and textbooks (see Table 2). Furthermore, there were 179,007 school uniforms distributed to girls in 4 deprived Prefectures, far exceeding the end target of 155,000. The project managed to achieve such significant improvement at lower cost.

Table 2: Unit Cost of key components of the project

	At appraisal			At ICR		
	Cost (in million US\$)	Target	Unit cost (in US \$)	Cost (in million US\$)	Actual at Completion	Unit cost (in US \$)
Quality						
Development and implementation of new curricula and textbooks	6.4	1,188,000	\$ 5.4	4.79	2,343,426	\$ 2.0
Teachers training and awareness-raising for reduction of repetition	4.7	22,000	\$ 214	6.82	30,902	\$ 221
Access						
Construction of classrooms + equipment	5.9	240	\$ 16,600	3.58	252	\$ 14,201
Construction of boreholes		480	\$ 5,320	0.86	480	\$ 1,786



School uniforms distributed to girls in 4 deprived Prefectures	1.50	155,000	\$ 9.7	1.33	179,007	\$ 7.4
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Financial and Institutional Sustainability

20. Overall, the decentralized activities supported by the project at the regional level, including in-service training for the implementation of new curricula and textbooks, development of pedagogical material, textbooks and teachers' guides, construction of schools and boreholes in 18 deprived prefectures, promotion of girls' schooling in 4 selected prefectures, as well as strengthening education service delivery has boosted the dynamic of the education system in Togo. In addition, the project has been designed as a short-term operation that serves as a building block for creating medium and long-term conditions for future education sector investments. The close links of the PERI 2 with the PSE for 2014-2016 enhanced the prospects for its technical and financial sustainability.

21. The new Togo Quality and Equity Enhancement of Education Project (P172674) under preparation will continue to support some of the project activities. Building on experience from PERI 1 and 2—which focused on in-service teacher training and the related analytical work including the Service Delivery Indicators (SDI) survey and surveys for teachers' performance before and after in-service training—the Government is engaged in a set of strategic evidence-based reforms to revamp the Togo teacher training system. These include: optimizing the functioning of teacher training institutions (ENIs); reforming the training programs and the supervision of new teachers; strengthening the teacher recruitment system; and implementing a new teacher policy for Togo, namely: strengthening of training of trainers. The project will build a system-wide improvement to teacher management including putting in place a computerized system for transparent staff management. The proposed Project will also support the implementation of the National Teach policy under approbation.

22. In terms of improving access and equity in primary education, activities such as the construction of schools in 18 deprived prefectures which generated immediate results will continue to benefit future cohort of students beyond the life of the PERI 2 project. In order to optimize the use of these schools and generate greater impact, the new project will focus on improving the delivery of education services through better allocation of resources and enhanced school-based management in targeted regions.

Efficiency of Implementation and Overall Efficiency Rating

23. The Project was initially designed to be implemented to follow the modalities of a three-year Investment Project Financing (IPF) mandated by the GPE guidelines. Overtime, this implementation timeframe has proven to be inadequate and subsequently GPE has increased the implementation period for GPE projects to four or five years—the latter being the preferred option for fragile and post-conflict contexts. As mentioned previously, there was a level 2 restructuring approved on June 2018 and the Project closing date was extended by one year. Changes to components under the restructuring included the following: (a) Component 1 was revised to include the implementation of curricula and provision of good quality, durable textbooks and teacher 'guides for grade 3 of primary education, which involved the provision of training in the use of these documents to relevant teachers; and (b) a reallocation of US\$1.1 million and US\$0.4 million from Component 2 and 3, respectively, to Component 1 (i.e., total reallocation of US\$1.5 million). The project extension allowed for full implementation of: school construction, student



learning assessment postponed to November 2018, and research activities to better understand factors to be addressed for quality improvement in primary education. More importantly, as a result of cost savings (due to efficiency gains) and exchange rate gains, additional resources were made available to the Project. These additional resources helped to finance a larger number of activities/outputs (greater number of textbooks procured and delivered, complementary teacher training, etc.) than had originally been planned. As such, the Project was able to exceed many of its end-of-project targets and was successfully implemented in four years. On a related note, it is also important to note that while funds from Component 2 and 3 were reallocated to Component 1, project activities under these components were still completed and outcomes were achieved or exceeded with less resources. Moreover, by project closing, 100 percent of the funds had been disbursed and most activities had either achieved or exceeded their intended objectives/targets.

24. The project was cost-effective and significant cost-savings were observed with the cost of most activities kept under budget. In fact, approximately US\$2.2 million surpluses were generated due to cost savings resulting from exchange rate gains and saving from reduced unit costs related to the best practices of using community approach. As mentioned above, due to this important cost savings, the Project was able to: (i) build additional classrooms; (ii) provide 4- and 5-days complementary trainings to grade 2 teachers and grade 3 teachers, respectively; (iii) provide grade 1 teachers with 3 days of complementary training; and (iv) support printing of textbooks and teachers' guides in mathematics and reading for grade 3 (CE1).

25. With the NPV of the quantifiable benefits greater than the NPV costs, the project demonstrated strong efficiency in investments undertaken during implementation. Furthermore, internal and external efficiency gains were observed over the life cycle of the project with a majority of the PDO indicators successfully achieving and/or exceeding their targets. Despite a short extension of the closing date by one year, the project was successfully implemented in a cost-efficient manner. At the time of project closing, direct project beneficiaries reached 795,843 (48 percent female), exceeding the original end target value of 700,000 (45 percent female). There were 252 additional classrooms built or rehabilitated at the primary level resulting from project interventions, exceeding the original target by 12 classrooms. In addition, the total number of new textbooks in CP1, CP2 and CE1 (math and reading) produced and distributed at the school and district level increased from a baseline of 0 in December 2014 to 2,343,426 in 2019, far exceeding the end target of 1,800,000. Also, 30,902 primary teachers were trained (including head teacher) in the use of new curriculum as a result of the Project, far exceeding the end target of 22,000.

26. *Strong Financial Management (FM) Performance and Judicious Use of Project Resources.* With support and oversight of the FM specialist, fiduciary tasks under this operation were effectively carried out. Throughout the life of the operation, there were three audit reports undertaken during the project. These audits were of unqualified opinion as they revealed no significant irregularities and by project closing, all pooled funds were fully disbursed. Reporting standards and protocols were adequate and Interim unaudited financial reports (IFRs) were submitted in a timely manner and in accordance with established Bank procedures. In addition, during the life of the project, (i) the project account was regularly updated; and (ii) most of the FM recommendation of the previous mission have been satisfactorily implemented. Available information from the internal and external audits provides evidence that project resources were used for judiciously and for their intended purposes.



27. In light of the analysis presented above, there were substantial project achievements on key outcomes and the project was successfully implemented. However, considering the delays in the implementation of a number of activities and the extension of the closing date by one year, the overall efficiency rating under the project is **Modest**.

ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

The Government provided its project completion report (PCN) to the World Bank on October 31, 2019. The Government's PCN has been archived in *WBDocs* for information and reference.



ANNEX 6. SUPPORTING DOCUMENTS (IF ANY)

Bank Country Documents consulted

IDA, Country Partnership Framework, Republic of Togo for the period FY17-FY20, April 20, 2017
Togo Systematic Country Diagnostic, Report No.108184-TG, September 19, 2016.

World Bank. 2018. The Human Capital Project. World Bank, Washington, DC. © World Bank.
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