



Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 11-Mar-2020 | Report No: PIDC28189

**BASIC INFORMATION****A. Basic Project Data**

Country Togo	Project ID P172674	Parent Project ID (if any)	Project Name TOGO - Improving Quality and Equity of Basic Education Project (P172674)
Region AFRICA	Estimated Appraisal Date Jun 01, 2020	Estimated Board Date Oct 15, 2020	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Finance	Implementing Agency Ministry of Primary and Secondary Education - MEPS	

Proposed Development Objective(s)

The Project Development Objectives are to: (i) improve the quality of teaching and learning, (ii) improve equitable access to basic education in select regions, particularly among girls; and (iii) strengthen sector management and governance.

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

Total Project Cost	65.00
Total Financing	65.00
of which IBRD/IDA	50.00
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Development Association (IDA)	50.00
IDA Credit	25.00
IDA Grant	25.00

Non-World Bank Group Financing



Trust Funds	15.00
Education for All - Fast Track Initiative	15.00

Environmental and Social Risk Classification

Moderate

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Togo is a small low-income country located along the West African coast on the Gulf of Guinea, between Ghana and Benin, with an estimated population of 7.35 million people¹.** From its deep-water sea port in the coastal south to its northern border with Burkina Faso, Togo sits on a narrow territory of 57,000 square kilometers, only 100 kilometers wide, creating a natural corridor that lends itself well to the country’s ambition of becoming a transshipment hub and logistics platform for the West African subregion. Just over a quarter of Togo’s population lives in the wealthier, more industrialized coastal area where the capital city of Lomé is located. The country is diverse in languages, ethnic groups, and geography. While French is the official language, two native languages are considered national languages: Mina (a dialect of Ewé) is widely spoken in the south of the country, while Kabiyé is primarily spoken in the north. From more than 6 million in 2010 and 7.35 million people in 2018, the Togolese population is expected to increase to slightly over 10 million by 2030—with approximately 37.2 percent of the population under 15 years of age. Significant efforts must continue to be made to ensure that the educational supply meets the demand for education.

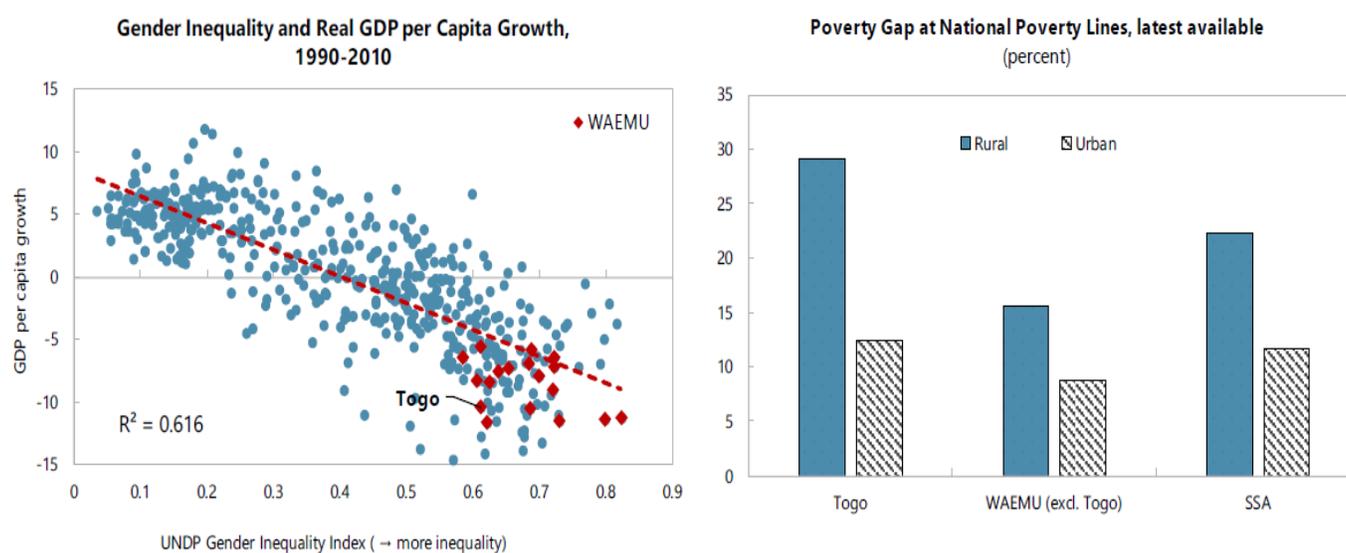
2. **Togo’s recent economic performance has been relatively stable, despite political and social tensions.** Growth remains robust, averaging 5.2 percent in 2014-2018, driven largely by domestic demand and large-scale public investments in infrastructure. Reflecting the Government’s strong commitment to reduce public debt, the fiscal balance improved from -9.5 percent of GDP in 2016 to -0.8 percent in 2018, while arrears declined from 13 percent of GDP to 7.6 percent of GDP over the same period. Since 2017, Togo has made substantial progress in strengthening macroeconomic stability by reducing fiscal imbalances and by servicing its outstanding debt obligations. In an effort to improve its business climate and attract more private investment, Togo has also implemented a series of reforms over the past few years: free primary school fees, halving secondary school fees for girls, implementing a new teacher policy, strengthening and revitalized teacher training institutions (ENIs). As a result, Togo’s Country Policy and Institutional Assessment (CPIA) score rose in 2018, driven by improvements in macroeconomic management and the business regulatory environment, and its Ease of Doing Business ranking increased from 156th in 2018 to 97th in 2020.

¹ <http://www.stat-togo.org/index.php/statistiques-demographiques> accessed on 18 May 2018.



3. **Despite these positive developments, progress in improving living standards in Togo has been slow, and poverty and vulnerability remain high and geographically concentrated in rural areas.** Togo remains a low-income country, with a per capita GDP of US\$663 in 2018. Though poverty has declined in recent years, more than half of the population still lives in poverty. The poverty rate (using the national poverty line²) decreased from 58.7 percent in 2011 to 55.1 percent in 2015. Recent simulations suggest that poverty has declined only gradually since 2015, given that per capita GDP growth (on average 2.5 percent in 2015-2018) has been relatively limited. The extreme poverty rate (US\$1.90 per day at 2011 purchasing power parity) is estimated to have declined to 46.4 percent in 2018 (from 49.2 percent in 2015) and is projected to fall to 45 percent by 2020. Poverty reduction has resulted from a strong performance in agriculture, greater employment opportunities in semi-urban areas, and community development programs implemented since 2017. However, as of 2017, Togo’s ranking in the UN Human Development Index remains at 166th out of 187 countries—the bottom 10 percent. Over the longer term, Togo’s real GDP per capita of US\$606 in 2017 was still lower than its 1980 peak of US\$683. A recent World Bank study³ analyzed the regional distribution of poverty in Togo: out of 36 prefectures in the country, one fourth (9 prefectures) report a per capita consumption higher than the national average, indicating significant geographic disparities persist. The extreme poverty headcount ratio has only modestly decreased relative to the 1990s, while income inequality has increased and is above the West African Economic and Monetary Union (WAEMU) and the Sub-Saharan Africa (SSA) averages (Figure 1).

Figure 1. Togo: Social Indicators



Sources: UNDP and IMF staff estimates.

4. **Recurrent political crises have hampered Togo’s economic development.** After years of pressure for greater democratization under President Gnassingbé Eyadema, in 1991, Togo entered a prolonged period of political tension, and key development partners curtailed or suspended their programs over concerns about governance, human rights and

² The national poverty line is a threshold of consumption or income in local currency below which a household is considered poor. It can change from one survey to another to take into account inflation. As it is difficult to compare countries using national poverty lines as they vary much across countries, the WB uses the PPP (Purchasing Power Parity) conversion or constant scale conversion which allows one to define a single threshold for all countries.

³ World Bank, 2017, The Geography of Welfare in Benin, Burkina Faso, Côte d’Ivoire, and Togo.



democracy. Official development assistance fell from 1992 to 2002 and exacerbated the government's difficulties in delivering public investments and services. In 2002, Togo fell into debt service arrears with the World Bank, which joined other donors in suspending its financing. Togo's governance and institutional capacities remain relatively weak, with a Country Policy and Institutional Assessment (CPIA) score of only 3.2 out of 5 in 2018. The political environment is also fragile, with Togo having experienced political unrest during the second half of 2017. Although the demonstrations from the opposition have declined since then, the political and governance risk is heightened by the uncertain socio-political situation.

5. **Togo's Human Capital Index (HCI) indicates that its human capital outcomes remain weak.** Togo ranked 122 out of 157 countries on the Human Capital Index (HCI) in 2017. A child born in Togo in 2017 is likely to be 41 percent as productive when they grow up as they could be with full education and health. The average child is projected to complete approximately 9.1 years of schooling. Factoring in what children effectively learn, however, reduces the actual educational attainment of a given child to 5.6 years. In particular, the HCI for girls is lower than that for boys, with girls benefitting from just 8.6 years of expected schooling—compared to 9.5 years for boys. The Government's priorities outlined in the National Development plan (NDP) for 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.

Sectoral and Institutional Context

6. **Togo's general education system is divided into four levels:** (i) a two-year pre-school cycle for 4 to 5 year-olds; (ii) a six-year primary cycle for 6 to 11 year-olds; (iii) a seven-year secondary education cycle for 12 to 18 year-olds, consisting of a four-year junior level and a three-year senior level; and (iv) a higher education system (two public universities, one private university, and 26 private institutions which provide two additional years⁴ of education at the tertiary level). Technical and vocational education and training (TVET) is also offered at the junior and senior secondary levels. Currently, only primary education is mandatory. The system is administered by a complex network of six ministries: The Ministry of Primary and Secondary Education (*Ministère de l'enseignement primaire et secondaire* - MEPS) is responsible for pre-primary, primary (public and private), and general secondary education; the Ministry of Technical Education and Vocational Training (*Ministère de l'enseignement technique et de la formation professionnelle* - METFP) manages high schools and technical and vocational training centers (public and private), as well as the apprenticeship sub-sector; the Ministry of Higher Education and Research (*Ministère de l'enseignement supérieur et de la recherche* - MESR) is in charge of tertiary education and research; and the Ministry of Social Action, Promotion of Women and Literacy (*Ministère de l'action sociale, de la promotion de la femme et de l'alphabétisation* - MASPFA) is responsible for delivering literacy and non-formal education programs (AENF: *Literacy and Non Formal Education*).

7. **Togo's education authorities have recently undertaken a process to revise its Development Policy Documents for the Education Sector (Education Sector Plan – ESP; 2020-2030).** The first Education Sector Plan (ESP; 2010-2020) was approved by the Government and endorsed by education donors in 2010, which qualified Togo to apply for, and receive, a GPE Catalytic Grant in the amount of US\$45 million. In 2014, a second Global Partnership for Education (GPE) grant in the amount of US\$ 27.8 million was granted for the 2014-2018 period (ESP; 2014-2025). In 2018, the Government decided to take stock of the implementation of the ESP and to identify key challenges facing the education sector. Within this context, a new Country National Education System Diagnostic (RESEN - *Rapport d'Etat du Système Educatif National*)⁴ was conducted in May 2019 by the Government, with support from UNICEF and UNESCO IIEP Pôle de Dakar. Based on this

⁴ Diagnostic Report of the National Education System (RESEN), 2018 in its preliminary version presented on 19 and 20 February 2019 in Lomé.



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. 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 Goals (SDGs 4).

8. **Government efforts in the education sector over the past decade have resulted in substantial progress.** In part as a result of the abolition of school fees starting in 2008/09, universal access to primary first grade (Gross Intake Rate =134.8 percent in 2018/19) has been achieved.⁵ The Gross enrollment rate in primary education remained stable over the last ten years (from 124.3 (in 2010/11) to 122.4 percent (in 2018/19) with a student population of 1.58 million. Combined enrollments in secondary education and TVET have increased significantly, rising from 551,800 in 2010 to 753,300 in 2017 (RESEN, 2018). Adult literacy rate (15 years old and over) has been also increased but is still low: 63.6 percent in 2017 against 56.7 percent in 2010. The primary completion rate (PCR) rose from 72.5 percent in 2009/10 to 86.5 percent in 2018/19. Although Togo's completion rate places it in the top-half of SSA countries, achieving a completion rate of 100 percent remains a challenge. The gender parity index at the primary level has also improved over time, rising from 94 girls/boys in 2010/11 to 1.02 girls/boys in 2018/2019. Internal efficiency of the system has also improved, resulting in a significant increase in the internal efficiency coefficient (from 78,5 to 85,9 percent, over the same period). Repetition rates were approximately 13 percent⁶ in 2017/18, while drop-out rates reached 8,8 in 2017-18. Table 1 provides an overview of student enrollments by level of education and status from School Year 2010-11 to 2018-19. Enrollments by level of education and status from School Year 2010-11 to 2018-19 are presented in Annex 3. These efforts have been made possible by the increase in the budget allocated to education, which increased from FCFA 57.0 to 172,3 billion⁷. Togo's expenditure on education as a percentage of GDP continues to be one of the highest in SSA. Annex 5 shows the evolution of budgetary indicators for the education sector since 2010 (In billions of FCFA, currency). From 2000 to 2019, Government expenditure (largely recurrent) on education increased from FCFA 57.0 billion to FCFA 172,3 billion. This latter amount represents approximately 19.2 percent of total government revenues and 5.4 percent of GDP in 2019. In addition, Togolese families contribute a significant amount to their children's educational expenditures—with more than half (56 percent) of current expenditures on education (including state and household) being borne by households⁸.

9. Despite the substantial progresses, the country's education sector continues to face several major challenges. Key challenges identified by the recent Country National Education System Diagnostic (RESEN; 2019) include: (i) low learning outcomes resulting in poor human capital accumulation; (ii) low internal efficiency of the education system; (iii) inequitable access to basic education, especially for girls; (iv) ineffective teacher management, recruitment and deployment; and (v) weak management and accountability system associated with poor quality of educational services delivered.

Low Learning Outcomes leading to poor human capital accumulation

10. **While Togo was in the top half of performers on PASEC 2014, the majority of children in Togo are not completing primary with sufficient competency in mathematics and reading.** Only a quarter of children are completing primary with sufficient proficiency in mathematics and reading as defined by PASEC. In addition, the average early primary national scores in Togo (473.6 points) is below the average of the ten PASEC countries, placing Togo among the four countries with

⁵ 2018/2019 are from the Latest Education Statistics Yearbook which is not yet published but already finalized. The team retrieved these data from Ministry of Education (DPEE –Directorate of Educational Planning and Evaluation -*Direction de la Planification d'Education et d'Evaluation*).

⁶ By comparing the 2017-18 administrative data (7 percent) with the 2017 MICS6 data (13.4 percent), we noted inconsistencies: the proportions of repeaters at the end of each sub-cycle is the same but not within the sub-cycles. The latter might not be declared by the schools because of the administrative measure aimed at prohibiting repeating within the same sub-cycle.

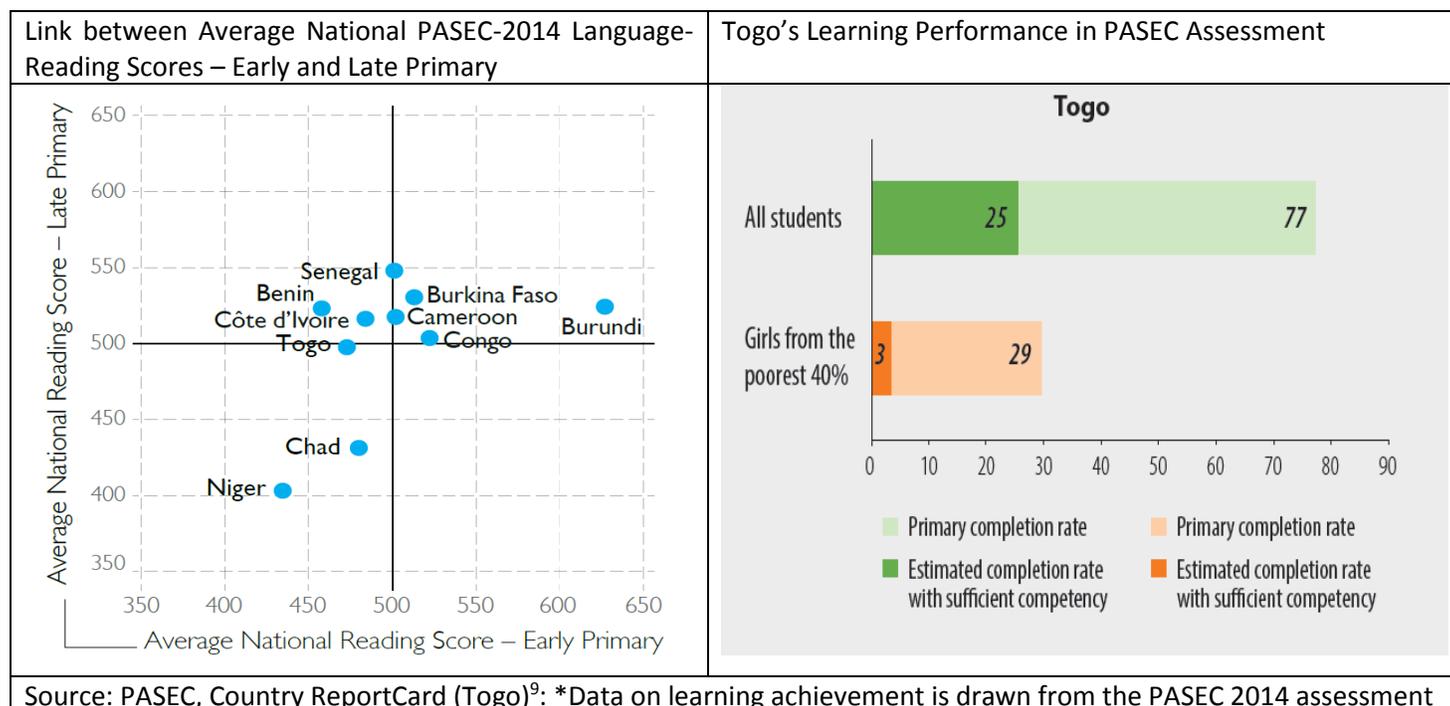
⁷ National Education Statistic Yearbook 2019.

⁸ Togo Diagnostic Report of the National Education System (RESEN), 2018; February 20, 2019.



the lowest average scores (Benin, Chad, and Niger). Analyzing the relationship between early (grade 2) and late primary (grade 6) national scores enables one to investigate the extent to which early primary performance levels may predict late primary performance levels. The results from this assessment demonstrated that Togo’s low learning performance at late primary national scores are primarily driven by low early primary national scores in reading than in mathematics (Figure 2).

Figure 2. Learning achievement from the PASEC 2014 assessment



11. **These results are reflective of a profound learning crisis in Togo which increases the importance of addressing the learning crisis in the country.** Learning poverty in Togo is 86 percent. This means that 86 percent of children in Togo at late primary age today are not proficient in reading, adjusted for the out-of-school children. Even though Learning Poverty in Togo is 1.1 percentage points higher than the average for SSR and 4.3 percentage points better than the average for low income countries, it still remains low compared to international standards. International evidence shows that reading is a critical gateway skill: without basic reading proficiency, children will most likely fail to become numerate, learn the fundamentals of science, civics and humanities and master key socioemotional skills such as self-regulation, creativity, and the ability to learn throughout their lifetime. Moreover, proficiency in reading is empirically associated with proficiency in numeracy and in the acquisition of some socioemotional skills. For example, the correlation between a country’s reading score on the Progress in International Reading Literacy Study (PIRLS) assessment and its Trends in International Mathematics and Science Study (TIMSS) science score is 0.99. Moreover, the Human Capital Index (HCI) shows that, globally, the productivity of the average child born today is expected to be only 56 percent of what it would be if countries invested enough in adequate health and education services. Much of the HCI’s variation across countries is due to differences in education outcomes: to shortcomings in access, and more importantly, in learning.

⁹ PASEC 2014: Data on learning achievement is drawn from the PASEC 2014 assessment. This assessment, conducted in 10 Francophone African countries, provides the first internationally comparable measure of learning assessment for these countries and the first international benchmark of sufficient competency. More info at <http://www.pasec.confemen.org>



Low Internal Efficiency of the Education System

12. **Expanding access, improving attendance, enhancing efficiency and providing budgetary resources alone, are insufficient to guarantee success. In Togo, too many children continue to drop out of school and repetition rates are still high.** At the primary level, when considering the frequency of repetitions and dropouts during the cycle, the overall internal efficiency coefficient for the 2017-18 school year stood at 71.3 percent, suggesting that approximately 28.7 percent of resources dedicated to primary education were consumed due to repetition and dropout. In lower secondary, the overall internal efficiency coefficient stood at 65.2 percent in 2017-18, indicating that 34.8 percent of resources were lost due to repetition and drop outs. When compared to countries sharing a similar level of economic development (average of African countries with a GDP per capita of between US \$ 350 and US \$ 850)¹⁰, Togo has a proportion of repeaters which remains far above the average, both at the primary and general secondary education levels of education. The detailed information used for this international comparison is available in the Annex 8.

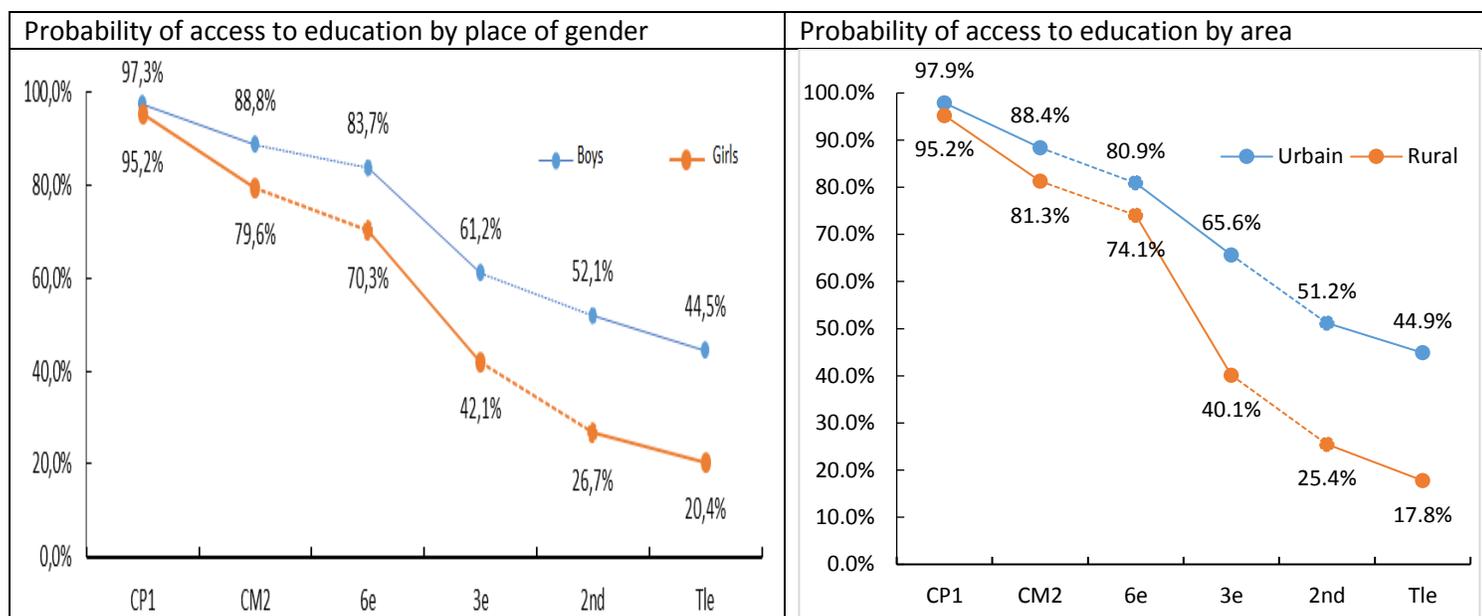
Inequitable Access to Basic Education, particularly among girls

13. **Gender gaps, especially in the secondary education, is also a serious constraint to strengthen education in poor and rural areas.** 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. The gap continues to widen when entering college, with a 13.4 percentage point gap between girls and boys in college entry chances. Girls from poor families have a 51 percent probability of going to college and only 17 percent probability of completing it. This probability is only 8 percent in access to high school and 4 percent for completion of high school, which implies that there are almost no poor girls in higher education. 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 (Figure 3).

¹⁰ The average is made up of the following countries: Burkina Faso, Comoros, Ethiopia, Gambia, Guinea, Guinea-Bissau, Liberia, Madagascar, Mali, Mozambique, Niger, Uganda, Democratic Republic of Congo, Central African Republic, Rwanda, Sierra Leone and Chad; with the exception of Ethiopia, Guinea and Rwanda for upper secondary general education.



Figure 3. Probability of access to education by gender and area



Sources : IIPE-Pôle de Dakar, Togo 2019 RESEN

14. **Gender-based disparities in education are a key constraint to achieving actual gender parity in Togo.** Primary education is free and compulsory; however, as of 2017, 49 percent of women were illiterate compared to 23 percent of men. While 39 percent of women do not have access to the media, this is the case for only 24 percent of men. While 33 percent of female versus 48 percent of male have enrolled in secondary education, only 3 percent of female adults versus 17 percent of male have a diploma. The main obstacles to girls' education include: early marriages, traditional roles in contributing to household chores, socio-cultural burdens, and family poverty. Educational outcomes have been strongly associated with one's gender and wealth. Poverty is one of the obstacles to schooling for children, especially for girls and often explains the average years of schooling for girls and boys. There is a six-year schooling gap by gender in lowest versus highest -income families; with only 3 years of schooling for girls from the poorest families. Helping girls stay in school, especially into adolescence, is an effective way of preventing early marriage and of delaying first pregnancy, both of which can trap women into poverty, social exclusion, violence and chronic ill health. A recent World Bank report, launched in partnership with the Malala Fund, shows that if all girls completed secondary school, women and girls could add up to US\$ 30 trillion to the global economy. In addition, achieving universal secondary school completion for girls could virtually eliminate the risk of child marriage.¹¹ There are also important social determinants that contribute to early fertility, which when combined with limited access to health and nutrition services, collectively contribute to weakened human capital, intergenerational cycles of poverty, and delayed demographic transition. The graph in Annex 9 show the social determinants of early fertility and weakened human capital.

15. **Access remains low, particularly at the secondary level of education in Togo.** At the national level, the GER stands at 120 percent at the primary level, whereas the lower secondary GER stands at 78 percent. The gender parity index (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 order words, approximately nine girls are enrolled in primary education for every ten

¹¹ Wodon et al. (2018, p.12). The cost of not educating girl – Educating girls and ending child marriage: A priority for Africa



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. One challenge to secondary school attendance in Togo is early pregnancy: the national rate is 17 percent. Adolescents in school had 2,824 pregnancies in 2016, particularly in the Plateaux (873), Maritimes (570), and Centrale (559) regions¹². DHS data indicates that use of family planning services among adolescent aged 15-19 has nearly doubled between 1998 (8 percent) and 2013 (15 percent), though it is still less than half of the rate for women aged 20-34.

Ineffective Teacher Management, Recruitment and Deployment

16. As teachers are the key input to the school system, the inadequately qualified teaching force in Togo could be one of the main reasons explaining the low learning outcomes observed. Teacher effort and capacity are critical to student learning and educational outcomes. Student learning depends on skilled, and adequately prepared teachers. In Togo, many teachers are not well qualified, mentored, and motivated to fulfill their responsibilities. The latest Service Delivery Indicator (SDI; 2016) showed that large number of teachers in early grades were not well qualified (Annex 5). Furthermore, Togo's education system is also characterized by an increasing proportion of volunteer's teachers. In fact, between 2011 and 2017, Togo has experienced a significant increase in unit wage cost of civil service teachers. The wage cost (in real terms) increased by 37 percent in primary education, 27 percent in middle school, and 45 percent in high school. In comparison with countries in the subregion with the same level of wealth, unit teacher wage expenditure in Togo is 1.8 to 2.5 times higher. This high unit wage cost leads to the recruitment of untrained volunteer teachers who are paid either by the state budget (at a much lower cost than public teachers) or directly by the families. In 2017, 27 percent of volunteer teachers were in primary school, and 41 percent and 25 percent, respectively, were in middle and high school (while there were none in high school in 2011). In addition, although teacher salaries are disbursed on time, the teacher payroll system is not linked to teacher performance: there is no system for merit-based progression/promotion system in place. Teacher salaries continue to be differentiated by their level of education/seniority (years of service).

Weak Management and Accountability System

17. Togo's education system management is still characterized by ineffective school leadership and lack of accountability at the school level and aging management staff. Selection and hiring of school management staff are largely based on political appointment. School principals are not selected using a meritocratic process, but rather are politically appointed. Therefore, many principals have no experience in education and/or are not held accountable for school management and performance, such as student learning outcomes or student flow. In addition, the renewal of the management and control body is *a sine qua non* condition to further strengthen the system. There are fewer inspectors and pedagogical advisers in the education system due to the high rate of retirement over the last five years without regular replacement. The teacher/inspector ratio (primary and secondary levels combined) is 487 teachers for 1 inspector at the national level for a standard of 1 inspector for 100 teachers. Finally, the inefficient supervision without a systematized monitoring system results in a rudimentary level of school management and lack of school accountability. At the school level, principals also do not oversee teachers' time on task. Other weaknesses include: inconsistency in the allocation and deployment of teachers; complete absence of guidance counselors; and precarious situation of AENF literacy workers and facilitators.

18. Several institutions operate in the field of teacher training in Togo without overall consistency. The Six Normal Schools of Teachers (*Ecole Normale d'Instituteurs - ENI*) under the MEPS are responsible for the initial and pre-service

¹² These pregnancies should also be read as markers of exposure to other pathologies such as sexually transmitted diseases and uterine cancer factors.



training for preschool and primary school teachers. The National Higher School (*Ecole Nationale Supérieure - ENS*) under MESR manages pre-service training to secondary school teachers ; the National Institute of Education Sciences (*Institut National des Sciences de l'Éducation - INSE*) under the University of Lomé also provides pre-service training to secondary school teachers without formal recognition by the MEPS in the recruitment of Secondary Teachers; National Institute of Youth and Sports (*Institut National de la Jeunesse et Sports INJS*) under the Ministry of Sports and Youth; the National Institute for Professional Training and Development (*l'Institut National de Formation et de Perfectionnement Professionnels - INFPP*) oversees the TVET pre-services and in-service teachers training under the METFP, while the Training Department (*Direction de la Formation – DF*) under the MEPS is mainly responsible for managing in-services teacher training (experience from PERI1&2). All these institutions, with the exception of INSE, are operating based on Government estimated need of teacher recruitment. In addition, in-service teacher training is mostly supported by donors' programs; not driven by comprehensive system's assessment in term of in-service training needs. An Independent Evaluation Group (IEG) evaluation focused on selected drivers of education quality and learning highlighted the importance and effectiveness of addressing both teacher's in-service and pre-service training to handle the critical issue of learning.¹³

Relationship to CPF

19. **The proposed Project supports the core objectives of Togo's National Development Plan (NDP) 2018-2022, and correspondingly, the Bank's Country Partnership Framework FY17-20 (CPF).** The CPF's areas of focus and objectives remain highly relevant and well-aligned with the Government's 2018-22 National Development Plan (NDP). The NDP focuses on forging a stable democratic nation with strong, sustainable, and inclusive growth; equitable access to quality social services; and respect for the environment¹⁴. The Togo CPF (FY17-20), discussed by Executive Directors on April 20, 2017, was the first full WBG country strategy for Togo since 1995¹⁵. The CPF thus marked the end of a period of isolation and donor disengagement from Togo during more than a decade of political turmoil and economic mismanagement. The Framework set out a plan that supported the Government's ambitious program in three focus areas: (i) private sector performance and job creation; (ii) inclusive public service delivery focused on human capital development; and (iii) environmental sustainability and resilience. It integrated the IDA18 special themes of climate change, gender, fragility, jobs and economic transformation, and governance and institutions across the three focus areas. World Bank Group resources available to finance the CPF program doubled as a result of the increased poverty orientation of the performance-based allocation available under IDA18, as well as the use of IDA18 windows such as the Regional Program. Shifting Togo's trajectory will require focusing on improving its human capital outcomes and addressing disparities in poor and remote areas. Hence, the CPF's second focus area aims to address the issue of weak quality of education services and the skills mismatch, with special attention to gender –particularly in secondary and higher education¹⁶.

20. **In this context, the proposed Project's higher-level objectives are twofold: support transformational reforms in the Togo's education system and enhance equitable access to quality education, with a particular focus on girls.** The Project will contribute to the CPF's second focus area—improving inclusive public service delivery. In relation to the Education sector, the CPF aims at strengthening basic services at local level, with a key focus on increasing quality of education in poor and rural areas¹⁷. The proposed Project design will also build on the lessons learned from the previous

¹³ World Bank. 2019. *Selected Drivers of Education Quality: Pre- and In-Service Teacher Training*. Independent Evaluation Group. Washington, DC: World Bank.

¹⁴ Country Partnership Framework (CPF) (2017, p. 16), CPF focus areas

¹⁵ CPF, p. 1

¹⁶ CPF, p. 9 - 12

¹⁷ CPF, p. 16, CPF priorities and objectives



GPE-financed – Education and Institutional Strengthening Project 2 (PERI2), which aimed at improving access, efficiency, quality, and equity in education.

C. Proposed Development Objective(s)

21. The Project Development Objectives are to: (i) improve the quality of teaching and learning; (ii) improve equitable access to basic education in select regions, particularly among girls; and (iii) strengthen sector management and governance.

Key Results (From PCN)

22. Progress towards achievement of the PDO would be measured by the following PDO-level indicators:

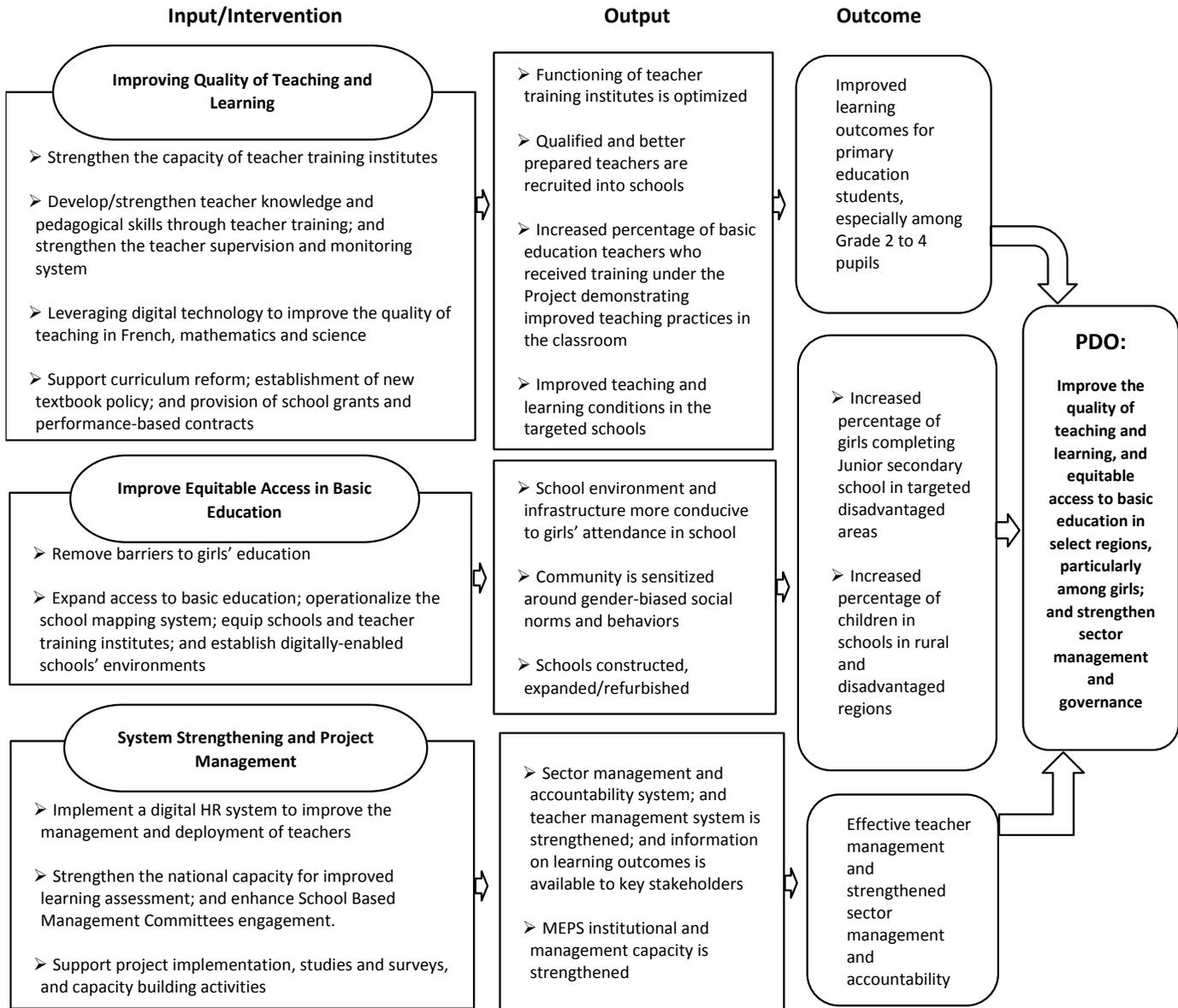
- Percentage of students completing Junior Secondary School in targeted disadvantaged regions (disaggregated by gender—percentage) (*improve equitable access*)
- Improved learning outcomes for primary education students, especially among Grade 2 to 4 pupils (*improve quality of teaching and learning*);
- Percentage of basic education teachers who received training under the Project demonstrating improved teaching practices in the classroom (*improve quality of teaching and learning*);
- National Learning Assessment results published and used to inform policy (*strengthen sector management and governance*)
- Direct Project beneficiaries (disaggregated by gender)

23. Proposed Disbursement-linked indicators (DLIs) under the Project, aligned with the GPE funding model would include:

- a. Increase in the proportion of qualified ECE and primary teachers in the targeted disadvantaged counties (*equity*);
- b. Improve the system of teacher deployment, recruitment and management including existence of a teacher deployment system based on the mapping of needs by region, focusing on the most disadvantaged areas; (*efficiency*) and
- c. Establishment and development of a well-functioning Student Learning Assessment System (*learning outcome*)



Results Chain





D. Concept Description

Component 1: Improving Quality of Teaching and Learning

24. In Togo, learning outcomes in primary education are low as shown in the learning poverty indicator. Eighty-six percent of children at late primary age today are not proficient in reading, adjusted for the out-of-school children¹⁸. Based on this background, Component 1 aims to strengthen teacher competencies through teacher training. Under Component 1, the Project will focus on: (i) improving teacher training and monitoring system to strengthen pre-service and in-service in basic education; and (ii) support curriculum and textbook policy reforms through carrying-out the ongoing curriculum reform and support the adoption of a national textbook policy.

Subcomponent 1.1: Improved teacher training and monitoring system

25. Sub-Component 1.1 aims to strengthen pre-service and in-service training and enhance the teacher monitoring system. The Government has commissioned a study to assess the optimal functioning of teacher training institutions in Togo. The report has been available since January 2018. The Project design will be informed by the key recommendations from the study. The Project would finance the following: (i) *at the pre-service level*, review the curriculum of Teacher Training Schools (*Ecole Normale d'Instituteurs*, or ENIs) and strengthen the capacity of ENI instructors; (ii) *at the in-service level*, provide teacher training to improve teachers content knowledge and pedagogical skills, including on the newly revised curriculum. Volunteer/community teachers will also receive substantial training, since many of them do not receive adequate training nor do they possess the required qualifications to teach; (iii) enhancing the system for monitoring of teachers; and (iv) *at the TVET level*, build the capacity of TVET Teacher training institutions (*Institut National de Formation et de Perfectionnement Professionnel - INFPP*).

Subcomponent 1.2: Curriculum reform and Textbook policy

26. Sub-component 1.2 aims to support continued curriculum reform and establishment of textbook policy. Under the previous Project (Education and Institutional Strengthening Project 2 (PERI 2, P146294), the curriculum for CP1, CP2, and CE1 (grades 1-3) were revised. This sub-component will continue this effort by supporting the curriculum revision for CE2, CM1 and CM2 (grades 4-6). Since the Government does not have sufficient financial resources to produce and distribute textbooks to all students in the country, it is considering handing over publishing and printing of textbooks to the private sector to ensure effective distribution to all students, and at a reasonable price. Given the delicate nature of this proposal, the Government and the Bank are currently discussing the soundness and viability of this intervention. However, it is expected that many parents would not be able to afford them, which would lead to fewer students being able to obtain textbooks. Therefore, in order to determine the appropriate textbook policy for the country, this sub-component will support hiring a textbook expert who will help the Ministry establish a national textbook policy. This new policy will propose ways to ensure that all students have access to textbooks in core subject matters. This sub-component will also support the implementation of the new textbook policy.

¹⁸ Source: Learning Poverty (The World Bank, 2019). Learning Poverty means being unable to read and understand a short, age-appropriate text by age 10.



Subcomponent 1.3: Provision of School grants and performance-based contracts

27. With the success of the school grants and performance-based contracts (PBCs) under the previous Project, the Project will finance continued provision of school grants and PBCs. Like the previous Project, school grants will be awarded on the basis of school size, context/location, resources already available and school performance. This sub-component aims to improve the teaching and learning environment in targeted schools. The Project will also aim to finance continued grants for School Inspectorates linked to PBCs to improve the quality and increase the frequency of school visits based on the set criteria such as: frequency of school visits and the number of remediation training and coaching sessions; and the number of learning assessments carried out. Annex 2 provides additional details on the various activities supported under Component 1, as well as the envisaged outputs and outcomes.

Component 2: Improve equitable access to basic education (primary and lower secondary)

28. **Inequitable access to education is a key challenge of the education system in Togo, especially for girls in rural and disadvantaged areas.** As described previously, the Country Education Diagnostic (RESEN) underscored the need to increase equitable access to education in rural and underserved areas, especially among girls. Exclusions based on poverty, geographic location, disability, and gender persist, but gaps are even larger in rural areas when desegregating by gender. Component 2 aims to improve equitable access to basic education by providing incentive measures to support the neediest group of children considering gender, socio-economic, and geographic disparities, with a particular focus on girls. Based on the issues identified in the sector context section, potential interventions would include: (i) remove barriers to girls' education; (ii) expand access to basic education; and (iii) establish digitally-enabled infrastructures and schools' environments.

29. **The Project would achieve the expected results by:** (a) creating safe school environments for all ; (b) reducing cost of schooling for girls from vulnerable households; (c) building and equipping new primary and lower secondary schools, and additional classrooms in existing schools that are facing a high unmet demand; (d) providing incentive measures to improve the learning environment and establishing STEM facilities and resources in lower secondary schools; and (e) equipping teacher training institutes (ENI, ENS or Ecole Normale Superieure) and training departments (DFs).

Subcomponent 2.1: Remove barriers to girls' education in rural and underserved areas

30. While girls and boys have almost equitable access in primary education in Togo, by the end of primary school, boys are more likely to have completed their studies (88.8 percent versus 79.6 percent) and have transitioned to secondary school (83.7 percent vs 70.3 percent) than girls. The parity index is 0.9 in primary, 0.6 in lower secondary and even higher in upper secondary (0.4).¹⁹ Moreover, early marriage, teenage pregnancies, corporal punishment, sexual harassment, violence, poor sanitation, shortage of secondary schools, and lack of transports are major impediments to rural girls' education. Addressing these challenges will be required in order to improve equity in basic education in rural and underserved areas. Under subcomponent 2.1, the Project will establish multilevel interventions targeting girls and aiming to *remove barriers to girls' education*. The Project would intervene at the school, community, household, and system-levels.

31. Overall, under sub-component 2.1, the Project aims to reduce gender gaps in terms of access to schooling. It is expected that Project interventions will result in friendlier and safer school environments for girls, which would lead to

¹⁹ MICS, 2017 & Togo Country Education Diagnostic, 2019.



increased attendance among girls; and greater demand for schooling on the part of parents of girls, translating into more girls being sent to school (especially in secondary levels). Removing barriers to education will require to: (i) create 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). The proposed project will also seek to reduce the cost of schooling for girls from vulnerable households. The Project will explore specific focus and approaches in collaboration with HNP/SPJ global practices and the Gender Innovation Lab (GIL).

Subcomponent 2.2: Expanding Access in Primary and Lower Secondary Education

32. **Since 2000, Togo witnessed a perceptible decline in learning attainment in remote areas due to greater enrollment rates and the perennial lack of suitable infrastructure and learning materials.** This sub-component will support the expansion of access to primary and lower secondary education in rural and underserved areas to ensure that all children can enter school at the right age, and with adequate preparation. Bringing schools closer to where children live is not merely enough, the basic package of teaching and learning materials and resources is required to ensure adequate learning.²⁰ Focusing on expanding the supply of public primary and lower secondary education and considering socioeconomic, gender and geographic disparities would respond to the following identified challenges: (i) inadequate regional distribution of schools; (ii) overcrowded classrooms in primary levels; and (iii) acute shortage of secondary schools in rural areas, hindering girls' participation and retention in school.

33. **The objective of subcomponent 2.2 would be achieved through the implementation of a set of interrelated activities, namely:** (i) construction and equipment of new primary and lower secondary schools; (ii) construction and/or rehabilitation of additional classrooms in existing schools that are facing a high unmet demand; (iii) operationalization of the school mapping system; and (iv) equipment of teacher training institutes (ENI, ENS) and teacher training department (DF) of the MEPS.

Subcomponent 2.3: Digitally-enabled infrastructures and school environments

34. **One of the important areas where digital technology can bring transformational impact is education, in view of digital solutions revolutionizing learning at all ages, helping people to develop solid basic, soft and technical skills** (through familiarization with digital tools, access to content, online exams, etc.), while contributing to improve the efficiency of the whole education sector (through better school management, evaluation processes, relationship management with students, etc.). The importance of bringing digital technologies into classrooms is clearly recognized by Togo's authorities (in the Education Sectorial Plan (PSE) and National digital strategy) as a leverage to maximize the contribution of education to the economic and social development of the country. The goal is to build a continuum of digital skills from the basic to tertiary education system including TVET and apprenticeship. The Project will support the implementation of the recommendations from the DE4A Country Diagnostic. Furthermore, construction works will follow universal schools' standards with the establishment of digitally-enabled schools' environments. The Ministry of Information and Communications Technology, in collaboration with the Ministry of Plan and MEPS, will support the geospatial mapping system exercise and be involve at the early stage of schools' construction to ensure adequate installation for digitally-enabled schools' environments. Annex 2 provides additional details on the various activities supported under Component 2, as well as the envisaged outputs and outcomes.

²⁰ Facing forward (2019, p. 168)



Component 3: System strengthening and Project management

35. **Component 3 will support: (i) teacher management and career development reforms; (ii) strengthening of the national learning assessment system, school leadership and accountability and capacity-building of COGEPs and COGERES; (iii) technical assistance, M&E and Project Management; and (iv) capacity building interventions associated with the implementation of the Project.** The PCU would be responsible for overall coordination and implementation of Project activities, as well as financial management (FM) and procurement. The Project would finance the salaries of PCU staff, and operational and equipment's costs. In addition, the component would cover specific technical assistance (TA) and capacity building needs for Project implementation. The proposed capacity building activities under Component 3 could include: (i) trainings, study tours, and other initiatives to enhance the capacity of relevant ministry or agency staff to implement, coordinate, and monitor their programs; and (ii) capacity building of TVET Teacher training Institution (INFPP) to design market aligned teacher training program, use of ICT to support practices and conduct tracer studies and use results to inform policy makers. Subcomponent 3 would also support: (a) the development and implementation of a professional leadership training program for school principals, together with the design and implementation of an incentive mechanism which would include results agreements and a school-level bonus pay program; and (b) the design and implementation of a policy governing the meritocratic recruitment and deployment of school principals learning from various experience and key lessons learned from the latest 2018 WDR Report. Annex 2 provides additional details on the various activities supported under this component, as well as the envisaged outputs and outcomes.

Subcomponent 3.1: Teacher management and career development reforms

36. **Building on experience from the Education and Institutional Strengthening Projects (*Projet d'éducation et de renforcement institutionnel* - PERI 1&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: (i) optimizing the functioning of teacher training institutions (ENIs; and potentially ENS); (ii) reforming the training programs and the supervision of new teachers; (iii) strengthening the teacher recruitment system; and (iv) implementing a new teacher policy for Togo. The Project will seek to implement a sector-wide improvement to teacher management system, including putting in place a computerized system for transparent staff management, learning from Senegal experience with MIRADOR21. The proposed Project will also support the implementation of the National Teach policy under approbation.

Subcomponent 3.2: Strengthen the national learning assessment system, school leadership and accountability and capacity-building of COGEPs and COGERES

37. Interventions under subcomponents 3.2 would include: (i) developing/strengthening the national learning assessment system's ability to measure student learning. Strengthen school leadership and accountability; (ii) enhance School Based Management Committees (Comités de Gestion de l'École Primaire – COGEPs and Comités de Gestion Ecole Secondaires – COGERES) engagement to maximize Project impact, supervision and monitoring; and (iii) Geo-Enabling for Monitoring and Supervision (GEMS).

²¹ The new Teacher policy identified this as a prior action for Togo and Government is quite committed to move this forward. The project is seen as a very opportune opportunity, knowing the Bank convening power and capacity to mobilize expertise and knowledge to push agenda on this side.



Subcomponent 3.3: Technical assistance, M&E and Project Management

38. Under sub-component 3.3, the Project will: (i) support Project implementation by strengthening the management capacity of MEPS staff, as well as regional and municipal education administrators; (ii) finance studies and surveys to assess the impact of Project interventions; and (iii) provide technical assistance for capacity development, research and policy analysis to help inform the development of future education policies through monitoring the implementation and evaluating the impact of interventions. Several TAs will be provided, including : (a) external expertise to put in place a digital HR system for transparent staff management; (b) capacity building activities to establish and analyze educational data to inform planning and decision-making in the sector; (c) in-service trainings to strengthening the MEPS’ monitoring and evaluation (M&E) capacity; and (d) consultants and workshops to design a new training program for ENIs aligned with the curriculum used in classes with a focus on pedagogic practices and teaching programs to improve teaching and learning in the classroom.

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

Summary of Screening of Environmental and Social Risks and Impacts

Environmental Risk Rating: Moderate

The expected environmental and social impacts of the project will be overall positive. The project will finance, under Component 2 (sub-component 2.2); (i) construction of and equipment for new preprimary, primary and lower secondary schools; and (ii) construction and/or rehabilitation of additional classrooms in existing schools that are facing a high unmet demand. Each targeted/constructed school would be expected to have gender-specific latrines, a water point, and an energy source, where possible, solar energy and fences. Potential adverse risks and impacts on the environment are not likely to be significant and are mainly linked to construction phase and may include occupational health and safety (OHS), community health and safety, and pollution due to solid waste, dust, noise, and vibration. During the operation phase, potential environmental risks and impacts will likely be related to solid waste and wastewater management. These risks and impacts are expected to be managed through application of established mitigation measures.

Social Risk Rating Moderate

At this stage, the social risk classification of this proposed project is rated moderate, as the risks and impacts are not significant and can be mitigated well. The social risks are related to the selection process of the beneficiary regions and the target groups both for teachers and learners including the identification of girls and disadvantaged socioeconomic families to receive stipends such as cash transfers, scholarships, or cost-reducing in-kind transfers could lead to the exclusion of certain categories of person or groups of the project benefits. A Stakeholder Engagement Plan (SEP) that clearly defines the key stakeholders of the project and actions to ensure their inclusion through consultation and participation, including a grievance redress mechanism will be developed during the project preparation phase. It is also expected that new construction activities and/or rehabilitation of additional classrooms



in existing schools would involve land acquisition, restrictions on land use and/or involuntary resettlement that could lead to physical and/or economical displacements (e.g. loss of property, loss or the disruption of income and/or livelihood activities) for individuals or groups of people. Therefore, a Resettlement Policy Framework (RPF) will be prepared prior to project appraisal. Gender Based Violence (GBV) will be addressed in two ways: (i) the project will develop and implement School-Related Gender-Based Violence (SRGBV) mitigation measures and plans in order to improve safety in schools; and (ii) the use of the Bank's GBV risk assessment tool to assess project risks related to GBV and Sexual Exploitation and Abuse (SEA). Proportional mitigation measures will be recorded in a GBV action plan that will be set up before project activities commence. The project will include direct workers and indirect workers. A labor management procedure that includes a working grievance redress mechanism will be developed prior to appraisal. Finally, the project includes some social challenges related to the possible exclusion of vulnerable groups during the

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