Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 22-Mar-2018 | Report No: PIDISDSA23788
BASIC INFORMATION

A. Basic Project Data

<table>
<thead>
<tr>
<th>Country</th>
<th>Project ID</th>
<th>Project Name</th>
<th>Parent Project ID (if any)</th>
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<tbody>
<tr>
<td>Tunisia</td>
<td>P162297</td>
<td>Strengthening Foundations for Learning Project</td>
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<th>Estimated Board Date</th>
<th>Practice Area (Lead)</th>
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<td>26-Mar-2018</td>
<td>22-May-2018</td>
<td>Education</td>
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<th>Borrower(s)</th>
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<td>Investment Project Financing</td>
<td>Ministry of Development, Investment and International Cooperation</td>
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Proposed Development Objective(s)

The objective of the Project is to improve learning conditions in public preschools and primary schools and to increase access to public preschool education in selected districts.

Components

- Improving quality and increasing supply of preschool education
- Improving learning conditions in public primary schools
- Strengthening management practices in the education Sector

Financing (in USD Million)

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<th>Financing Source</th>
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<td><strong>Total Project Cost</strong></td>
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Environmental Assessment Category

B - Partial Assessment

Decision
B. Introduction and Context

Country Context

1. **Tunisia underwent a significant political transition following the 2011 revolution, but economic stagnation, unemployment, and disaffection pose serious challenges for the country's development.** Tunisia adopted a new Constitution in early 2014, followed by orderly presidential and parliamentary elections and the establishment of a democratically elected government in 2015. Civil society organizations, including youth groups, have gained more voice and have pushed for less corruption and greater transparency and accountability in public services. However, economic growth has averaged only 1.4 percent annually since the revolution (compared to 4.4 percent annually during the five years before the revolution). Growth is mainly driven by the agricultural and services sectors, while industrial output and non-manufacturing industries have contracted. Delays in reform implementation, security-related incidents, social unrest, and political instability have hindered growth. Tunisia's current prime minister is the seventh in less than six years.¹

2. **Despite a remarkable reduction in poverty, regional disparities increased and account for most of the inequality in Tunisia.** Poverty incidence in Tunisia halved between 2002 and 2010, from over 32 percent to 15 percent. Around 80 percent of the reduction in poverty from 2005 to 2010 was attributed to economic growth, and much less, around 18 percent, to redistribution. Although the Gini index declined from 0.375 to 0.358 between 2000 and 2010, interregional inequality increased substantially. Inequality between regions explained 62 percent of total inequality in Tunisia in 2010 compared to 50 percent in 2000. The poor are concentrated in the western regions, which are home to 70 percent of the extreme poor. Poverty incidence in rural areas is nearly twice as high as in urban areas.

3. **In recent years, young, educated Tunisians have experienced growing unemployment rates and job insecurity.** Although most of the unemployed are low-skilled workers, university graduates have the highest unemployment rate: 31.2 percent in 2017. Female graduate unemployment reached 40.4 percent. Unemployment rates are much higher in the interior compared to coastal regions. Public sector jobs represent 20 percent of employment in Tunisia, and public sector wages constitute nearly 50 percent of the national budget. This system has resulted in significant government deficits, which has increased public debt from 41 percent to 71 percent of Tunisian GDP between 2010-2017. Tunisia's public wage bill is expected to grow from 10.7 percent of GDP in 2010 to more than 15 percent of GDP in 2018.²

**Sectoral and Institutional Context**

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4. Tunisia has successfully addressed issues of access to schooling, having achieved universal primary education and gender parity more than two decades ago. Tunisia’s basic education system is free and compulsory and consists of nine years of schooling divided into two stages: primary school, which lasts six years, and preparatory or lower-secondary school, which lasts three years. At the end of the nine-year cycle, students move on to four years of upper-secondary school. 91 percent of the 1.1 million children in primary school continue to lower secondary education. Arabic is the official language, with French introduced in Grade 3 and English in Grade 6. At the end of secondary school, students must pass the examen national du baccalauréat to access public universities. In 2015, there were 2 million children enrolled in the public education system from preschool (Année Préparatoire) at five years of age to the end of high school. The private sector is small but growing; only 11 percent of schools overall are privately run. In the primary cycle, the number of private schools has increased rapidly since 2010, increasing from 109 to 401 private schools in 2016 (representing 8 percent of the total number of primary schools). The administrative structure of the MOE leads to overlapping tasks and an ambiguity in the distribution of roles and responsibilities. Dozens of general administrations and specialized departments and centers affiliated with the MOE have been created in the past two decades. This phenomenon has led to heavy bureaucracy and has limited the effectiveness of planning, implementation, evaluation, and innovation.

5. Enrollment in preschool has witnessed rapid but unequal growth in the last decade. In 2016, preschool enrollment (including private kindergartens and koranic schools) reached 52,238 children, up from 23,756 in 2005. In 2016, 87 percent of children in first grade had completed one year of preschool. Primary school enrollment is near-universal for boys and girls, while lower and upper secondary enrollment is around 75 percent, and is higher for girls than boys (84 percent compared to 76 percent).

6. Other education indicators paint a mixed picture of the status of the education sector. Student-teacher ratios and class sizes in primary school have been declining and are, on average, favorable. The student-teacher ratio declined from 28 in 1990 to 17 in 2016. Class sizes also became smaller, from 30 students in 1990 to 23 in 2016. Student-teacher ratios and class sizes are comparable with OECD averages. In the academic year 2015-16, for the primary cycle, the promotion rate was 86.7 percent, the repetition rate was 12.2 percent, and the dropout rate was 1.1 percent. The situation changes at the lower and upper secondary levels, where drop-out and repetition are more significant issues. For secondary education, repetition rates increase to 20 percent, and dropout to 13 percent, both disproportionally affecting male students. Studies show that the most significant factors associated with dropout are no preschool education, low levels of parental education, low income, and long distances to school. Internal efficiency, measured by another grade repetition metric, is low: 43 percent of 15-year-old Tunisian students have repeated a grade at some point, the second highest repetition rate of all countries participating in the Programme for International Student Assessment (PISA 2015) and three times higher than the Organization for Economic Cooperation and Development (OECD) average.

7. Budget allocations for education exceed averages for MENA countries and international benchmarks and are mostly used to cover recurrent salary expenditures. In 2016, the education budget increased by more than 10 percent and represented 18 percent of the national budget and five percent

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of GDP. Between 2005 and 2016, the Ministry of Education’s (MOE) budget grew at an annual rate of 3.5 percent. In 2017, only four percent of the MOE budget was allocated to capital expenditures, most of which was infrastructure-related. Ninety-three percent of the overall budget is on salaries for teachers, personnel, and administrators with less than three percent for spending on inputs such as school operating costs, learning materials and teacher professional development. The budget for salary expenditures increased by 54 percent in nominal terms between 2012 and 2017, while the budget for investment decreased by 26 percent. The increase in salary expenditures can be attributed to the recruitment of thousands of additional teachers and administrative staff after the revolution. In 2015, the average teacher salary increased by almost 60 percent; other allowances (such as those for back-to-school and rural areas) were augmented. In terms of programs, only 34 percent of the education budget goes to preschool and primary education, despite high returns to early childhood education. The largest share of the budget, sixty-two percent, is allocated to lower and upper secondary, with the remaining four percent going to general support services. On average, unit costs at all levels of education have increased by 2.9 percent annually since 2010, these grew faster in secondary education (3.9 percent) compared to primary education (2.5 percent).

8. **The system produces low levels of student learning as measured by international and national assessments.** In 2015, PISA scores in science, mathematics, and reading were below the average for Middle East and North Africa (MENA) countries. The 75th percentile in Tunisia performs below the 25th percentile of the OECD average on PISA, placing Tunisian 15-year-olds at around three years of schooling below the OECD average (World Bank 2017). Results from the 2011 Trends in Mathematics and Science Study (TIMSS) results tell a similar story for primary school learning outcomes: 65 percent of 4th graders do not reach the lowest international level in mathematics and science. Out of the 30 percent of 6th graders who elect to take the highly selective exam to access elite public middle schools, 55 percent score zero in mathematics. On national measures of Grade 12 student achievement, the *baccalauréat*, success rates have declined in the last five years with only 43 percent of students passing in 2015. There are wide regional disparities in these results—Sfax, for example, had a pass rate of 67 percent in 2016, compared to 37 percent in Kasserine. These results point to a need for targeted interventions in the most disadvantaged areas.

9. **The government has laid out its broad plans for envisaged reforms for pre-tertiary education in a White Paper (Livre Blanc) and Five-Year Plan (plan quinquennal).** The priority programs outlined in these documents include increasing access to and quality of preprimary education, strengthening programs for teacher education and training, strengthening systems for learning assessment, and reviewing the functions and tasks of the different governmental bodies in education. The MOE has identified some major challenges restricting improvement in education outcomes relevant to the Project, such as: (a) uneven access to preschool and limited early learning opportunities for 5-year-olds living in disadvantaged areas; (b) the presence of thousands of unqualified teachers practicing with limited pedagogical skills and weak content knowledge; (c) the lack of school leadership and limited role of school directors; (d) the lack of standardized, reliable, comparable data on what students in primary school are learning; (e) an ambiguity of roles and responsibilities, and overlapping tasks in the distribution of administrative tasks across departments; and (f) the limited budget for much needed capital expenditures in both infrastructure and high-quality teacher professional development programs. The following

\[\text{Zaafrane 2017.}\]

\[\text{Females outperform males on the } baccalauréat; \text{ in 2016, 63 percent of the } baccalauréat \text{ graduates were girls.}\]
paragraphs present how the Project will address the priorities and challenges in pre- and primary education outlined in the MOE’s strategy.

10. **The first challenge relates to the limited supply of preschool classrooms in lagging regions**, which has been a constraint to reducing inequality in educational outcomes. Global evidence shows that high-quality preschool education contributes to school readiness and later academic achievement through the development of a range of skills, such as skills in reading and mathematics, and in attention, effort, initiative, and behavior. Moreover, studies show that children who attend preschool are less likely to repeat classes or dropout of education. Data from UNICEF’s Multiple Indicator Cluster Surveys confirm socioeconomic gaps in cognitive achievement before the official start of formal schooling.

11. **The MOE has made significant progress toward the universalization of one year of preschool for children five years of age, although it is currently neither mandatory nor free.** The MOE has almost doubled the supply of preschool classrooms in the last decade, from 1256 (28 percent of schools) in 2005 to 2194 (48 percent of schools) in 2016. Many decrepit, unoccupied teacher houses were quickly transformed into preschools, but without meeting the required standards for layout and surface area per child. Although the demand for preschool has been rising steadily, supply in the most disadvantaged areas has been limited, and the preschool enrollment rate varies widely across regions. On average, 81.2 percent of first graders have benefitted from preschool education, but this masks wide inequalities among regions. In Tunis, around 96 percent of first graders have had some preschool education, while in Kasserine and Kairouan, this rate is 44 percent and 55 percent, respectively. Nationwide in 2017, 34,000 children started school without any preschool experience (the equivalent of 18.8 percent of 180,000 first graders).

12. **Limited information is available on preschool quality**, which is essential to positively impact children’s readiness to enter first grade. While the MOE has rapidly increased access to public preschool, it has been unable to adequately prepare preschool teachers. Current preschool teachers are usually former primary school teachers at the end of their careers who have received very limited training. They work under the guidance of primary school directors and inspectors who also have not had learning opportunities related to preschool education. No programs exist for initial or in-service preschool teacher training, and there is no preparation for preschool teaching. Despite the existence of some national standards for preschool, the MOE currently has little capacity to ensure that preschool classrooms comply with those standards. Preschool quality in Tunisia has several strengths, including a favorable average class size, adapted materials, caring educators, and equitable inclusion of special needs children. However, other key aspects need improvement: learning objectives are not clearly identified or defined; instructional techniques are mostly teacher-centered and involve collective repetition; the physical space is not flexible enough for the range of developmental activities; and the range of instructional tools can

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8 Lagging regions, or regions defavorisées, are defined using a regional development index (indice de développement régional) that contains 18 governorate-level variables. A simple average is taken based on these 18 variables and a threshold is established below which a governorate is considered a lagging region. Variables include education attainment levels, unemployment rate, percentage of households with piped water, child mortality and gender disparities, among others. According to recent development indices, the following governorates are considered zones defavorisées: Zaghouan, Kébili, Gabès, Mahdia, Medenine, Gafsa, Béja, Tataouine, Kef, Sidi Bouzid, Siliana, Kairouan, Kasserine, and Jendouba (Country Partnership Framework (2016–2020) for the Republic of Tunisia Report No. 104123-TN).

9 In Tunisia, a recent MOE-UNICEF study demonstrates that first graders who have attended quality preschools perform better in language and mathematics than those who have not attended (after controlling for socio-economic background).
be limited to photocopied handouts and pencils.\textsuperscript{10} UNICEF, with EU support, has supported the MOE to prepare a new curriculum framework and standards for preschool teachers. In 2018, all preschool teachers (2500) will participate in a five-day professional development program to be trained on the new curriculum.

13. The second challenge is the influx of unqualified teachers in recent years, posing a serious constraint to learning. After the revolution, around 20,000 unqualified teachers were hired based on the candidate’s age and years of unemployment as part of the government’s efforts to maintain social order. Ad-hoc remedial activities provided by inspectors were insufficient to raise the quality of these new recruits. In addition, primary teacher unions successfully negotiated a reduction in the teacher working time from 20-25 hours a week to 15-18 hours. To compensate for the sudden shortage in supply of teaching hours, thousands of contract teachers were hired (probably as much as 17,000 but several thousands have already been regularized to become civil servants). Although most newly recruited and/or contracted primary school teachers have university-level degrees, they have had no preparation, and very limited access to continuing professional development. In recent years, teachers have been promoted automatically, based on years of service. As part of an agreement signed with the unions, the MOE has agreed to gradually regularize most contract teachers without requiring any certification. The practice of promotion based on performance, or the "\textit{note pedagogique}", is expected to be re-introduced in 2019. Improving the skills of these contract teachers, and improving the system for teacher professional development in general, are urgent priorities.

14. Teacher professional development is repetitive, outdated, over-theoretical, and does not respond to teachers’ needs. A national teacher professional development program is set annually. Regional Centers for In-service Training (Centre Regional de Formation Continue [CREFOC]) develop their own regional programs in parallel according to guidelines provided by the central MOE. Inspectors’ responsibilities also include the delivery of two training sessions a year. Further, training courses do not adequately address the heterogeneity of teachers’ skill levels. Professional development is not linked to career opportunities and there is very little follow-up to monitor to what extent newly taught methods are being applied in the classroom. There is no organized peer-to-peer learning at school level to pair unqualified teachers with more experienced ones. Governance of the teacher professional development system is also problematic, as there is little to no quality assurance of programs delivered. Financing for teacher professional development has decreased as the needs have increased. In 2017, the MOE budget for professional development was at 0.4 percent of the overall education budget, while it was at 1.6 percent in 2006. Inspectors and pedagogical counselors often lack resources to adequately respond to teacher needs, and the quality and utility of feedback to teachers are unknown.

15. The third challenge set of challenges relates to the limited role of primary school directors and a missing culture of collaborative school leadership and improvement. Primary school directors are selected based on seniority, and unlike school leaders in middle and high schools, they are not prepared for their roles through any kind of professional development on effective school leadership. They do not have access to any financial resources, and only basic management/reporting tools at their disposal. Primary school directors can make few decisions to improve teaching and learning and do not have strong incentives to improve school quality, including student achievement. Although they are explicitly required

\textsuperscript{10} Bausson Mt, Berger M, Berger My, Besson L. 2016. Pour Une Cohesion De La Politique Educative En Milieu Prescolaire : Etat Des Lieux De L’éducation Prescolaire En Tunisie
to provide guidance to teachers on curriculum and teaching-related tasks, this role is often left to pedagogical counselors and inspectors. They do not have any say in determining the selection or removal of teachers in their schools, as this is fully determined by the MOE. They do not have any decision-making authority in rewarding strong performance. However, school directors do have full autonomy in managing the distribution of time during schooling hours and teachers’ duties and responsibilities. Unlike middle and secondary schools, primary schools do not receive a budget due to their legal status as non-administrative public establishments. Introducing professional school management practices and empowering school leaders with skills and resources for school improvement will be an important part of the revitalization of the Tunisian primary school.

16. The current roles of inspectors and pedagogical counselors in primary education have limited impact on teacher practices. Around 800 pedagogical counselors report to 600 inspectors, and while they conduct regular classroom visits and give feedback to individual teachers, often the approach is not effective in promoting and supporting school-level professional interaction among teachers. Pedagogical counselors are former teachers who volunteer for the position, but who receive no pre- or on-the-job professional development in their new roles. According to the MOE General Inspectorate, the observation methods used by primary education inspectors are outdated and happen at most twice a year, while best practice suggests that teachers need frequent observations and feedback along with opportunities to practice and improve. Inspectors are also responsible for delivering professional development, but the style of this delivery is a traditional lecture-based approach which does not lead to changes in teacher practices.

17. The fourth challenge relates to Tunisia’s lack of valid and reliable data on student learning at the primary level. MOE does not currently have a policy framework for assessment, and the system of policies, structures, practices, and tools is weak. Because there is no standardized national assessment of student performance in primary school, policy makers and educational actors Tunisia do not have comparable data to support low-performing schools, improve quality, develop teacher professional development programs, and foster public accountability. In the absence of a standard measure of student learning, current national professional development programs are based on inspectors’ reports of teacher performance. According to the DGCP, the practice of classroom assessment by primary school teachers is also weak. Teachers do not have a strong understanding of good test design and are unfamiliar with methods of inquiry that capture understanding and not just rote memorization. They also lack training in incorporating results of classroom assessments into their teaching practices.

18. The fifth challenge relates to Tunisia’s unbalanced education budget. Despite the growing share of education in the GoT budget, fewer resources are allocated for necessary capital expenditures in infrastructure, professional development, and educational innovation. Similarly, the MOE budget for non-salary recurrent expenditures to pay for training and for monitoring and assessment of learning has stagnated over the years. The physical environment of most primary schools in Tunisia has deteriorated due a systematic lack of school maintenance and limited new investments in infrastructure. This negatively impacts the learning conditions in pre- and primary education. Currently, the GoT depends on external resources to finance both investment and operating costs. To improve the equity, quality, and sustainability of spending in the sector, adjustments to the current budget distribution may be necessary. For this, the MOE will need to gather better information on how money is spent to ensure efficiency and effectiveness of education spending.
19. **Several initiatives are underway in collaboration with other international partners.** On pre-primary education, the World Bank and UNICEF have jointly supported the development of a multisectoral Early Childhood Development strategy; the proposed project will support implementation of elements of the strategy related to preschool access and quality. The World Bank has also supported the development of a strategy for ICT for education known as Digital School (*Ecole Numérique*) with the overall goal of improving the quality of education and the employability of students, elements of which will also be implemented through the project. Initial teacher training programs are being improved and are currently being piloted, with an emphasis on building teachers’ reflective skills. The first cohort of approximately 2,500 primary school teachers trained under this new program will graduate in June 2019. A French language assessment for all unqualified teachers is underway, the results of which will be used to place teachers in an intensive language remediation program. For the preschool level, UNICEF, with EU financing under the *EMORI* project, has supported the MOE in developing a new general curriculum framework and has begun training inspectors to work on development of a new primary school curriculum. The World Bank and UNICEF are also working together with the Ministry of Social Affairs to reducing social inequalities and preventing intergenerational transmission of poverty by putting in place an integrated child-specific social protection system. It will provide a monetary allocation to families with children between 7 and 17 years of age in disadvantaged regions to guarantee access to quality health and education services. In terms of civil works, the Arab Fund for Economic and Social Development has committed US$200 million to support the construction and equipment of schools, including preschool classrooms, construction of sanitary facilities for primary schools, school canteens, and school fences. The Italian Agency for Development Cooperation will also support the construction of sanitary facilities, school canteens and playgrounds in preschools and primary schools. They have also signed a new commitment to provide 25 million euros for infrastructure in pre- and primary education. The African Development Bank (AfDB), French Development Agency (*Agence Française de Développement (AFD)*), and German Corporation for International Cooperation GmbH (GIZ) also provide support, but mainly in the areas of technical and vocational education and training (TVET) and professional training.

20. **The Project is designed to support the Government in addressing these challenges by directing resources towards key areas that can have a transformative impact on student learning.** The Project interventions will focus on expanding access to quality early childhood education, strengthening literacy and numeracy in the early grades, integrating 21st century skills, and improving school management and accountability, and student assessment. Based on the principle that real improvement in education quality can only come from within the school, the Project will aim to empower school leaders and instructional staff to work collaboratively to raise student achievement and other dimensions of school quality. This change is expected to result from the set of activities, including the introduction of management and leadership skills for primary school directors, the provision of effective and relevant teacher professional development programs for unqualified and unprepared pre- and primary school teachers, and supportive coaching and mentoring techniques for inspectors and pedagogical counselors. The establishment of a reliable and robust student assessment system for the purposes of identification and remediation of low performing schools and at-risk students is expected to, in the long term, lead to gains in efficiency and effectiveness. The Project will also help accelerate the Government’s efforts to

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11 *EMORI* Project is a Euro 65 million financing from the EU for the GoT for education. Euro 38 million is budget support, while Euro 12 million is executed by UNICEF for specific activities in pre- and primary education and 21st century life skills.

12 This approach follows the E4C framework which was developed by the WB and the IsDB and endorsed by all Arab Ministers of Education in December 2016.
exploit the use digital tools throughout the education system (for professional development, classroom instruction, and for monitoring and reporting). At the same time, the Project will support management systems at the central and regional levels.

21. **The Project will also incentivize a gradual shift from financing of inputs to financing based on results.** Using a results-based financing approach will increase the overall results orientation of the government’s strategy by tying disbursements of resources to the achievement of results. It will also strengthen the education system because it is geared towards changing critical behaviors and clearing bottlenecks that are currently impeding the education system, changes without which the strategic investments under the Project will have negligible effect. Disbursement-linked indicators (DLIs) will be a critical tool for shifting the policy dialogue toward results, especially in the initial years as they will be used to leverage the government’s investments in data systems and to institutionalize a culture of measurement and utilization of results for strengthened policy-making and planning.

C. Proposed Development Objective(s)

**Development Objective(s) (From PAD)**

The objectives of the Project are to improve learning conditions in public preschools and primary schools and to increase access to public preschool education in selected districts

**Key Results**

22. The PDO-level results indicators are as follows:
   a. Number of children enrolled in preschool in targeted districts, disaggregated by gender and by urban/rural areas
   b. Percentage of school directors implementing new school leadership practices after training, disaggregated by gender and by urban/rural areas
   c. Percentage of trained preschool and primary public teachers implementing skills taught in the new professional development program, disaggregated by gender and by urban/rural areas

D. Project Description

23. The Project will adopt a financing structure with an investment project financing portion in Components 1, and 2 and sub-components 3.1, 3.2 and 3.3 and a results-based funding (RBF) portion using Disbursement Linked Indicators (DLIs) in sub-component 3.4.

**Component 1: Improving quality and increasing supply of preschool education (estimated total cost: US$19.6 million; Bank: US$19.6 million)**
24. The Project will support MOE’s strategy aimed at providing universal access to quality preschool services for all children of five years of age to prepare learners for success in primary school and beyond. The Project will impact key determinants of child development in preschool while increasing access to public preschools in 31 mostly poor selected districts. An innovative contribution of the Project will be the introduction and use of a preschool quality assurance mechanism (DLI #1) to measure progress in service delivery and child development.

**Sub-component 1.1. Professional development for preschool teachers**

25. The objective of this sub-component is to finance the design and delivery of an advanced professional development program for all public preschool teachers in Tunisia based on the recently approved national preschool curriculum. The General Directorate for Primary Education (*Direction Générale du Cycle Primaire* [DGCP]), the General Directorate for Programs and Continuous Training (*Direction Générale des Programmes et de la Formation Continue* [DGFCP]), and the International Center for Training of Trainers and Educational Innovation (*Centre International de Formation des Formateurs et d'Innovation Pédagogique* [CIFIP]) and the National Center for Technologies in Education (*Centre National des Technologies en Education* [CNTE]) will be responsible for content development and training master trainers. Delivery to teachers will take place in the CREFOC, virtually, and within primary schools. Preschool teachers will participate in face-to-face and distance learning modules. The training module will be designed to be gender sensitive to different educational needs and capacities of girls and boys, and help the teachers to improve classroom practices including gender sensitive classroom management. The pedagogical counselors and inspectors will also take in parts of the professional development program, so that they provide in-class coaching. To ensure that children enrolled in non-public preschools also benefit from trained teachers, those teachers will be eligible to participate in parts of the professional development program.

26. All preschool teachers will benefit from ongoing professional development each year during the implementation of the Project. For the first time in Tunisia, the professional development content will also include the results obtained from the use of preschool quality assurance mechanism introduced under sub-component 1.4. The professional development of preschool teachers will also benefit from the strengthening of primary school leadership under Sub-component 2.1, which will seek to increase the collaboration and exchange between preschool and primary education in one school learning community.

**Sub-component 1.2. Provision of instructional materials for preschool**

27. While the MOE has opened many new preschool classrooms in recent years, it has been unable to provide good quality instructional materials. The lack of pedagogical resources is a serious impediment for preschool teachers to support quality work with the children. Therefore, the objective of this sub-component is to ensure that new and existing classrooms have the necessary instructional materials, linked to the new curriculum, for use in preschool classrooms and that materials are sensitive to the different educational needs and capacities of girls and boys. The Project will develop and/or procure and distribute these pedagogical resources and teachers will be trained to use them effectively, based on differentiated needs and capacities of students, under the nationwide professional development program. Instructional materials as well as training courses for professional development could be delivered in a digital format. For the first time the MOE will use the preschool quality assurance mechanism introduced under Sub-component 1.3 to monitor the availability the instructional materials.
and how instructional materials are used by teachers in daily interactions with the children in preschool classrooms.

Sub-component 1.3. Implementation of a preschool quality assurance mechanism

28. The MOE does not have any instrument at its disposal to monitor the quality of preschool services. The MOE is unable to take corrective actions to improve preschool services based on measurement and evidence. Therefore, the objective of this sub-component is to build capacity for measuring quality in preschool education. This subcomponent will finance the development of a quality measurement tool, an adaptation of the Measuring Early Learning Outcomes and Quality (MELQO) instrument, which measures both the quality of the learning environment and child development. Training modules on quality and results obtained from the use of these instruments will be integrated into the professional development program. A network of key preschool specialists will be trained to implement the measurement tools. The measurement tools to be put in place under the Project will continue and be sustained beyond the life of the Project. Results from the first round will be used as a baseline to measure improvements in overall preschool quality and to inform changes to preschool policies and practices.

29. The introduction of the preschool quality assurance mechanism will be used as a DLI under the Sub-component 3.4. This will be an important contribution of the Project to introduce results-based management in support of the MOE strategy to monitor and improve the quality of public preschool services.

Sub-component 1.4. Increasing the supply of public preschool classrooms in selected districts

30. The challenge of providing one year of preschool to all children of five years of age in Tunisia has not yet been met. The MOE has selected an initial list of 31 school districts in 12 regions (9 regions are among the 15 targeted lagging regions) based on a targeting methodology that accounts for education, basic social services, distance to schools, and economic development indicators. In these 31 districts, 10,000 children enter first grade each year without completing one year of preschool. This accounts for 30.3 percent of the total number of children (33,000) who do not have access to preschool in Tunisia in 2017. Therefore, the objective of this sub-component is to build at least 250 preschool classrooms in areas where there are no other service providers.

31. All public primary schools without preschool classrooms have been identified, and schools without a preschool and with at least 10 children enrolled in the first grade will benefit from the construction of a preschool classroom (and corresponding sanitary blocks). The construction will take place within the premises of existing public primary school sites. A standard MOE school design will be used with technical specifications that ensure the learning environment is suitable for the range of activities in the preschool curriculum. The construction of new classrooms will seek to integrate efficient architectural designs and building techniques. The installation of solar panels to generate electricity will be considered with the construction of preschool classrooms. This sub-component will mainly benefit young learners from rural areas who currently have no access to public preschool, private kindergartens, or koranic schools. By the end of the Project, it is expected that at least 250 new preschool classrooms
will have been built, providing access to 5,000 additional 5-year-olds. New classrooms will also be furnished and equipped appropriately. Exterior spaces will be refurbished and equipped with playgrounds.

Component 2: Improving learning conditions in public primary schools (estimated total cost: US$46.6 million; Bank: US$46.6 million)

32. The objective of this component is to improve a set of factors that directly affect learning in primary school, namely (i) school leadership, (ii) skills and knowledge of unqualified and contract teachers, (iii) the quality of instructional support to teachers, and (iv) the physical school environment. Some of the interventions, such as the rehabilitation of primary schools, will target districts. Other interventions will benefit all primary schools, such as strengthening school leadership and support for the professional development of primary school inspectors and pedagogical counselors.

Sub-component 2.1: Strengthening school leadership

33. The objective of this sub-component is to improve school management and performance through better prepared and more professional primary school principals. This sub-component will provide a program of professional development for at least 3,000 primary school principals. School principals will participate in a professional development program on leadership, effective methods and tools of primary school management, collaboration for school improvement, and engaging the school community. The program will also be used to raise awareness of principals on growing climate change issues (globally and specific to Tunisia) and mitigation measures that could be implemented at school level with the support of teachers, students, parents and broader communities. Through a cascade model, a network of carefully selected, experienced, and high-performing school principals will form the core group of trainers. Delivery to school principals will be through face-to-face modules in CREFOCs. Inspectors will also participate in select activities to better support the implementation of the new leadership practices of school principals. The school principals will have access to digital tools to complete the distance learning modules and participate in a community of practice. With support from key school staff, the school principal will form a school leadership team, which will conduct a self-review of the school’s performance on key domains such as teaching and learning, community engagement, and the student environment. Based on the self-review, the school leadership team would develop a school improvement plan with actions to address the quality of teaching and learning and other dimensions of quality. School principals who complete the program would be eligible for a school grant to implement school improvement activities.

Sub-component 2.2: Upskilling teachers

34. The objective of this sub-component is to improve teacher skills and mastery in the subjects taught in primary education. To ensure that classrooms are led by teachers with a minimum skill level, around 12,000 teachers nationwide will participate in a hybrid professional development program that is gender-sensitive and includes virtual, face-to-face, and classroom-based support. This program will be

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9 To achieve universal access, the MOE needs around 1,650 additional preschool classrooms nationwide (assuming 20 children per preschool classroom to reach 33,000 children). In the 31 targeted districts in which civil works for preschool classrooms are planned, around 9,500 of 18,000, or approximately 50 percent, first-graders in 2016 had not had access to preschool. Investing in preschool classroom construction will enable 5000 additional children to attend, meeting 50 percent of the determined need in the selected districts.
jointly developed by DGFPC and DGCP and will focus on key teacher competencies in Arabic, French, mathematics, and science. The curriculum for the professional development of primary teachers and the methods for its implementation will be designed under the Project. Diagnostic tools will be used to define the different needs of male and female teachers. Based on this, the content for the training of trainers will be developed with the support of technical assistance, with the CNTE supporting the development of digital content through a consultative process that includes the viewpoints and experiences of male and female teachers as well as students. Training of trainers will be provided within CIFFIP. The face-to-face part of the professional development programs tailored to incorporate the different capacities of male and female teachers will be implemented by trainers in CREFOCs. Support will be provided to CREFOCs to cover the operational costs of face-to-face training. Digital tools, as well as training on their use, will be provided, and libraries of digitized educational resources will be made available to teachers. Gender-sensitive teacher learning resources will include digital access to high quality lesson plans\textsuperscript{14} to be used by teachers and inspectors during classroom visits. Digital tools for the management of professional development will be developed under sub-component 3.1 to allow teachers, instructional support staff, and school directors to plan, track, and monitor differentiated professional development needs and progress.

Sub-component 2.3: Improving the quality of instructional support to teachers

35. The objective of this sub-component is to shift the existing model of instructional support from control to one of coaching and mentoring. Teams of inspectors and pedagogical counselors will learn to adopt new approaches and effective techniques to better support teachers in the classroom and to improve the quality and type of feedback teachers receive. This new coaching model, supported by technical assistance, is expected to increase collaboration and increase adoption of innovative and effective teaching practices within the school. Inspectors, pedagogical counselors and school principals equipped with new leadership skills are expected to organize regular reflective sessions with teachers within their respective schools and with other primary schools in the vicinity. This collaborative practice of “lesson study” would target an identified area for development in their student learning. Using existing evidence, instructional staff could collaboratively plan, teach, and observe a series of lessons. Discussion, reflection, and expert input will help teachers track and refine their interventions. The MOE will introduce digital equipment that could be used for distance learning, and to record lessons that teachers and inspectors could analyze together.

Sub-component 2.4: Promoting literacy-rich classroom environments

36. The objective of this sub-component is to improve student literacy skills through regular reading activities in school and at home. To ensure that students interact more with books, spend more time reading, exhibit more positive attitudes toward reading, and reach higher levels of reading achievement, Selected primary classrooms will be equipped with well-designed classroom libraries. These libraries will provide students with access to high-quality reading materials that they want to read and can read with success. Libraries will serve to complement teacher-led instruction in literacy skills. Student opinions will

be considered in determining the choice of books. Some primary classrooms will also be equipped with digital books on a pilot basis.

Sub-component 2.5: Improving the physical environment of public primary schools

37. The objective of this sub-component is to improve primary school facilities to promote a better teaching and learning experience for staff and students. The MOE has invested little to improve primary school facilities over the years. On the annual survey of needs carried out by school principals, the MOE reported that 600 primary schools did not have access to water. This sub-component will finance small rehabilitation and/or refurbishment of targeted primary schools to ensure that they meet minimum standards such as access to water, electricity, connectivity, classroom furniture, and outdoor spaces. The installation of solar panels to generate electricity will be considered on a case to case basis. Rehabilitation works will be estimated concurrently with the construction of preschool classrooms so that one contract is prepared for work in each targeted primary school. The cost of primary school rehabilitation will be capped at US$30,000 per school to control expenses. The Project will help the MOE to improve the maintenance for primary schools as well as to gradually increase the share of its budget allocated to the rehabilitation of school facilities.

Component 3: Strengthening management practices in the education sector (estimated total cost: US$63.5 million; Bank: US$33.5 million)

38. The objective of this component is to: (i) develop and reinforce the tools and management practices used at the central MOE and in the regional offices for the improvement of learning conditions in the primary cycle; (ii) support project management and (iii) strengthen results-based management in the MOE using DLIs.

Sub-component 3.1: Management of teacher professional development

39. The objective of this sub-component is to improve the effectiveness of the teacher professional development system. This sub-component will design and implement a digital tool for better management and tracking of individual teacher professional development pathways. Given that teachers have different professional development needs and different starting points, the system will allow them to customize a development plan based on their current needs in consultation with their respective inspectors and pedagogical counselors. The offer of professional development of all types (virtual, face-to-face, school-level) will be available. The system will also be open to school directors and other end-users for monitoring.

Sub-component 3.2: Implementing and utilizing learning assessments to improve instruction

40. The objective of this sub-component is to generate reliable data on student learning that can help inform changes in instructional practices. This sub-component will support the development, implementation, and effective utilization of learning assessments in primary school. Technical assistance has been provided during Project preparation to identify the critical steps needed to implement the student assessment system. The MOE has reiterated its support to monitoring progress overall and targeting interventions for low performing schools. An early grade reading (EGRA) and mathematics (EGMA) assessments will also be adapted and implemented in a sample of 2nd and 3rd grade classrooms. Results of the EGRA and EGMA will be used to identify specific areas for intervention and support.
41. Second, a broader curriculum-based national assessment will be designed and implemented for a nationally-representative sample of primary school students. Results of this assessment will be disseminated and shared with regional commissioners of education to enable them to plan and implement appropriate interventions based on results of learning assessment. CIFFIP will be responsible for the implementation of this task in close collaboration with the DGCP and other relevant departments. Both EGRA and the national learning assessment will require technical assistance and capacity building for relevant staff.

Sub-component 3.3: Supporting project management and monitoring

42. This sub-component will cover project management including external audit and monitoring and evaluation of project progress and outcomes.

43. The management unit *(Unité de Gestion par Objectifs [UGPO]*) will be responsible for coordinating project activities and reporting on progress. Data will be disaggregated by district, region, and gender when relevant to track the program’s impact on various groups in lagging regions. A Grievance Redress Mechanism (GRM) will be set up in the UGPO with antennas in all the regions involved in civil works activities and the CRE for the professional development programs. Quarterly reports will be sent from the regions to the UGPO.

44. In addition, it will include direct support to the MOE budget managers and comptrollers and their counterparts at the Ministry of Finance\(^\text{15}\) to ensure smooth execution of the Eligible Expenditure Programs (EEPs) and to prevent delays in the execution processes.

45. Strengthening the quality and frequency of communication around these interventions both within and outside the Ministry of Education will be important in incentivizing behavior change. Effective communication from the center to the regions and to schools, and with the wider public, is key to achieving the objectives set for the Project. Specific support activities to improve communication around ongoing and planned activities will be included under this sub-component.

Sub-component 3.4: Supporting results-based management

46. The objective of this sub-component is to support results-based management to increase MOE accountability and ownership for achieving key results under the Project. To achieve the identified results under the DLIs (see Table 1 Summary of DLIs) the MOE will use the EEPs identified in its budget and resources from the loan proceeds to finance the implementation of project activities under the Components 1, 2 and Sub-components 3.1, 3.2 and 3.3.

47. The EEPs were selected among the MOE budget line items comprised of non-procurable cost items. A total of US$60 million is expected to be allocated in the EEPs by the MOE during the next five years. The list of indicative EEPs is as follows:

\(^{15}\) The Ministry of Finance is providing technical assistance activities to pilot line ministries to ensure proper planning, budgeting and accountability under the umbrella of the program budgeting approach.
• Transfer to the 26 CREFOC, responsible for professional development activities to benefit preschool and primary school teachers, school principals, inspectors and pedagogical counsellors.
• Transfer to the 26 CRE, responsible for pre- and primary school maintenance.
• Transfer to the CIFIP, responsible for the training of trainers in professional development activities and the development of professional development programs.
• Transfer to the CNTE, responsible for the preparation of digital tools and content for distance learning used in professional development programs.

Table 1: Summary of DLIs

| Component 3.4: Results-based funding to strengthen the foundations for learning |
|---------------------------------|--------------------------------------------------------------------------------|
| DLI 1                           | Quality assurance mechanism for public preschool education adopted and used |
| DLI 2                           | Public primary schools receive and manage funds to improve quality           |
| DLI 3                           | Improved teacher professional development programs                           |
| DLI 4                           | Strengthened data systems for professional development activities             |
| DLI 5                           | Strengthened measurement and use of learning outcomes to inform policy       |
| DLI 6                           | Key investment programs in the education sector are prioritized               |

E. Implementation

Institutional and Implementation Arrangements

48. The Project will be executed by the MOE. The UGPO within the MOE will oversee the overall project management and in this capacity, the UGPO will update and monitor procurement plans and produce relevant management reports in collaboration with the units responsible for the implementation of the Project activities. This unit will also liaise with the WB and will be responsible for reporting to the WB as reflected in the project legal agreements.

49. The Director of the UGPO will act as the de facto Project Coordinator. The overall strategic direction for the Project will be provided by the Project Steering Committee (PSC). The main role of the PSC will be to provide guidance to the Project, approve annual work programs and budgets, and coordinate with other education sector interventions.

50. The execution of all civil works will be under the joint responsibility of the General Directorate for Civil Works (Direction Générale des Bâtiments et des Equipments [DGBE]), the General Directorate for Studies, Planning and Information System (Direction Générale des Etudes, de la Planification et du Système d’Information [DGEPSI]), the DGCP and the Education Regional Offices (Commissariat Régional de l’Éducation [CRE]). The UGPO will carry out the overall planning and procurement for civil works while
the CREs will be responsible for conducting studies. CREs will hire local engineers and architects to prepare the technical specifications for the civil works.

51. The execution of professional development activities for teachers, school directors, pedagogical counselors and inspectors will be under the joint responsibility of the CIFFIP, DGPFC, the DGCP and the CREFOC. It is expected that financial transfers will be executed from the MOE project account to the CREFOCs and CIFFIP to finance the activities related to the Project. To prepare the syllabi and modules of the professional development programs for teachers, school principals, inspectors and pedagogical counselors, the Project will recruit global and/or regional expertise to provide technical assistance. When possible, the MOE will partner with national and international universities to support the evidence-based development of the training programs. Professional development programs will usually begin with the training of trainers by experts, and then trainers will deliver training to teachers, school principals, inspectors and pedagogical counselors in the CREFOCs. During regular school visits, the inspectors will assess the extent to which the trained teachers make use of their new skills in the classroom. The inspectors, pedagogical counselors and school principals will work together to identify strengths and weakness in the use of new teacher skills, and this would be reported to the DGPFC and trainers who in turn will take corrective actions in the program design as needed. The CIFFIP will oversee the development of the national student assessment. The CNTE will be responsible for development of the online training platform, for the production of digital content, and for the management of digital tools for professional development. The CNTE will identify its need for technical assistance to ensure that innovations in education technology are incorporated in the development of accessible and user-friendly online content for education personnel in the field. The MOE will set up a Technical Coordination Committee for the activities related to professional development and national assessments before the launch of the Project.

52. The detailed responsibilities, implementation arrangements and action plans for each subcomponent are described in the Project Operations Manual (POM).

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

The Project interventions for the construction of preschool classrooms and small rehabilitation of primary schools will take place in the 31 school districts in 12 regions of which nine are lagging regions. Project interventions for civil works will happen in rural and semi-rural areas, always within the premise of existing primary schools. Other project activities related to preschool and primary education will be at national level.

G. Environmental and Social Safeguards Specialists on the Team

Antoine V. Lema, Social Safeguards Specialist
Mohamed Adnene Bezzaouia, Environmental Safeguards Specialist

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16 CIFFIP and CREFOC are public entities with financial autonomy with their budget with the MOE's budget (Établissements Publics à Caractère Non Administratif [EPNA])
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<thead>
<tr>
<th>SAFEGUARD POLICIES THAT MIGHT APPLY</th>
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<td><strong>Safeguard Policies</strong></td>
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<tr>
<td>Environmental Assessment OP/BP 4.01</td>
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<td>Natural Habitats OP/BP 4.04</td>
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<td>OP/BP 4.36: Forests</td>
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<td>OP/BP 4.11: Physical Cultural Resources</td>
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<td>OP/BP 7.50: Projects on International Waterways</td>
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<td>OP/BP 7.60: Projects in Disputed Areas</td>
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**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

   The project is classified as category B since its investments will be limited, not irreversible, and easily controllable and manageable. A draft Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) were prepared by the Ministry of Education and presented to various stakeholders during a national workshop held in Tunis on February 19, 2018. The final version of the RPF was disclosed in-country through the Ministry of Education website on March 15, 2018 and through the Bank external website on March 16, 2018.
workshop held in Tunis on February 19, 2018. The ESMF and the RPF propose key mitigation measures and guidance for the project implementation. The ESMF and the RPF were disclosed on March 15, 2018 in-country through the Ministry of Education website and on the Bank external website on March 16, 2018.

Project activities will follow the environmental screening process through the Environmental and Social Diagnostic Fact Sheet (FDES) to identify potential negative impacts of sub-projects on the human and biophysical environment. Based on the FDES, an Environmental and Social Management Plan (ESMP) or an Environmental and Social Information Fact Sheet (FIES) will be required to identify expected risks. Proposed mitigation measures will be included in the Terms and Specifications documents for operators. Site-specific Environmental and Social Management Plans (ESMPs) will be prepared, reviewed, approved and disclosed in-country prior to commencement of any civil works. Likewise, if need be, resettlement action plans (RAPs), will be prepared. An environmental and social focal point is nominated in the Ministry of Education to follow up, and ensure compliance with the implementation of mitigation measures of the ESMF and the RPF.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
No potential indirect and/or long-term impacts identified by the ESMF.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
Not relevant.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.
An environmental and social focal point in central level will be assigned to the project. He/she will be responsible for applying the screening checklist and following up and reporting on the mitigation measures of the site-specific ESIA. He/She will be supported by regional in this task by regional environmental and social focal points.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.
Key project stakeholders are the Ministry of Education and its representing regional administrations at governorate level (Commissariats Régionaux de l’Education). The Ministry of Environment and Local Affairs and the civil society organizations.

The ESMF and RPF were subject to public consultations in Tunis on February 19, 2018. The ESMF and the RPF allowed the identification of potential social and environmental impacts. They identify key adverse impacts, their respective mitigation measures and provide guidance for implementation. The final versions of the ESMF and the RPF were disclosed in-country through the website of the Ministry of Education website on March 15, 2018 and was disclosed on World Bank’s external website on March 16, 2018.

B. Disclosure Requirements

<table>
<thead>
<tr>
<th>Environmental Assessment/Audit/Management Plan/Other</th>
<th>Date of receipt by the Bank</th>
<th>Date of submission for disclosure</th>
<th>For category A projects, date of distributing the Executive Summary of</th>
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"In country" Disclosure

Resettlement Action Plan/Framework/Policy Process

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"In country" Disclosure
Tunisia
15-Mar-2018

Comments
Published on the Ministry of Education web site

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

OP/BP/GP 4.01 - Environment Assessment

Does the project require a stand-alone EA (including EMP) report?
Yes

If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report?
Yes

Are the cost and the accountabilities for the EMP incorporated in the credit/loan?
Yes

OP/BP 4.12 - Involuntary Resettlement

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?
Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?
Yes
The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank for disclosure?  
Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?  
Yes

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?  
Yes

Have costs related to safeguard policy measures been included in the project cost?  
Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?  
Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?  
Yes

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APPROVAL

| Task Team Leader(s): | Michael Drabble
|                     | Samira Halabi

Approved By

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Note to Task Teams: End of system generated content, document is editable from here. Please delete this note when finalizing the document.