



Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 17-Jun-2020 | Report No: PIDA29449



BASIC INFORMATION

A. Basic Project Data

Country Togo	Project ID P174166	Project Name Togo COVID-19 Education Response Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 16-Jun-2020	Estimated Board Date 31-Jul-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 Objective is to increase access to distance learning in grades 1-9 and support the safe and effective re-opening of schools

Components

Ensuring learning continuity and tracking of student progress
Supporting safe re-opening of schools and student re-entry in schools
Project coordination, capacity building and monitoring and evaluation

The processing of this project is applying the policy requirements exceptions for situations of urgent need of assistance or capacity constraints that are outlined in OP 10.00, paragraph 12.

Yes

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	7.00
Total Financing	7.00
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing



Trust Funds	7.00
EFA-FTI Education Program Development Fund	7.00

Environmental and Social Risk Classification

Moderate

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

1. **The world is currently facing an unprecedented global health pandemic.** On March 11, 2020, COVID-19 was declared a pandemic by the World Health Organization (WHO) and since then the pandemic has become a global emergency. The COVID-19 crisis is primarily a health crisis, yet with far-reaching socio-economic implications. According to simulations by the International Monetary Fund (IMF), global growth could fall by 0.5 just in 2020. Globally, as of May 11, 2020, there have been 4,006,257 confirmed cases of COVID-19, including 278,892 deaths, reported to WHO¹. Despite a relatively slow entry into Africa, the pandemic has spread in recent weeks, as of May 11, 2020, approximately 44,533 cases of COVID-19 were confirmed in 52 of 54 African countries. Furthermore, economies in Sub-Saharan Africa could lose between US\$37 billion and US\$79 billion in output losses in 2020 due to COVID-19 according to a new World Bank regional economic analysis², and the region could face a severe food security crisis, with agricultural production expected to contract between 2.6 percent and 7 percent.

2. **COVID-19’s impending impact on education is large—and growing, according to USAID recent study³ and the Bank’s Africa Pulse report⁴.** As of March 31, 2020, most countries had implemented nationwide or localized school closures, affecting more than 1.5 billion learners⁵. To date, schools are closed in 180 countries, with about 85 percent of students out of school.⁶ For educators, this likely means loss of income alongside overwhelming responsibilities at home, expectations to quickly roll out and master distance learning modalities, while addressing health concerns, food insecurity, and additional stress and emotional demands for those who

¹ <https://covid19.who.int/>

² World Bank, Africa Pulse, Vol 21, Evaluation de l’Impact Économique du COVID-19 et des Réponses Politiques en Afrique sub-Saharienne » (April 2020)

³ USAID: Delivering distance learning in emergencies: *a review of evidence and best practice*, April 24, 2020

⁴World Bank, Africa Pulse, Vol 21, Evaluation de l’Impact Économique du COVID-19 et des Réponses Politiques en Afrique sub-Saharienne » (April 2020)

⁵ UNESCO 2020

⁶ Source: Education GP dashboard is accumulating the information crowdsourced by the Bank Task Team Leaders on the ground and by information online. Reflects the best knowledge of the situation globally by the Bank. For questions regarding this brief, please contact Kaliope Azzi-Huck or Tigran Shmis.



already teach and live in challenging conditions. For learners, effects take the form of lost routine and social contact, learning setbacks, expectations to adapt to new modalities of learning, emotional and psychological stress, and fear and threats to their physical and psychosocial well-being. The effects will be the grimmest for children, youth, and adults living in poverty, existing crisis and conflict contexts, those who have disabilities, those who are exposed to violence and oppressive conditions, minority and indigenous groups who are already marginalized, and girls and women in contexts where they are expected to take on additional caregiving roles⁷.

Country Context

3. **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 8.24 million people⁸.** 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. The current population of Togo is 8,240,000⁹, with 43.3 percent of the population living in urban areas, and with the median age at 19.4 years. 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 main economic activities are agriculture, animal husbandry, phosphate mining, trade and transit.

4. **On March 6, 2020, the Ministry of Health announced the first confirmed cases of COVID-19 in Lomé.** Since March 17, 2020, Togo has instituted an action plan from the Ministry of Health to address the pandemic. This includes surveillance of air, land and maritime borders, limits on the size of gatherings, sensitization and information sharing, clinical and para-clinical screening and intensified management of hospitals' human resources, infrastructure, and equipment resources. Government has reinforced measures to prevent the spread of COVID-19, including enforcing a curfew, revising working hours to allow workers to return home before the curfew and the suspension of all cultural and sporting events. All air travel from high-risk countries (e.g. France, Italy, Germany, Spain, among others) has been suspended until further notice.

5. **A recent report assessed the economic impact of the COVID-19 global crisis on Togo¹⁰.** The crisis is expected to impact the Togolese economy through three key channels—one domestic and two externals. First, containment measures, travel restrictions and border closures are expected to lead to domestic shortfalls in both supply and demand. Second, global trade disruptions are expected to lower Togo's exports and reduce activity at its main port. Third, tighter global financial conditions are expected to make it harder for Togo to finance its deficit and service debt. Results of the analysis show that in the baseline scenario, growth is projected to decline from 5.3 percent in 2019 to 1.0 percent in 2020, the external account widening marginally and the fiscal deficit growing from 1.2 percent of GDP in 2019 to 4.1 percent in 2020. In the higher case scenario, a much larger

⁷ Same USAID study

⁸ <http://www.stat-togo.org/index.php/statistiques-demographiques> accessed on 18 May 2018.

⁹ <https://www.worldometers.info/world-population/togo-population/>

¹⁰ Report "Togo: The Economic Impact of the COVID-19 Global Crisis". Prepared on April 23, 2020 by Ernest John Sergenti (Senior Economist, EA2M1) and Urbain Thierry Yogo (Senior Economist, EA2M1) and cleared by Lars Christian Moller (Practice Manager, EA2M1). Other GPs contributed also to the report

economic downturn is expected with the economy contracting by 1.5 percent and the fiscal deficit increasing to 8.6 percent of GDP.

Sectoral and Institutional Context

6. **At the beginning March 2020, Togo rolled out a series of school closure measures to prevent the spread of the COVID 19 pandemic.** On March 20, 2020, the Government closed all schools (preschool, primary, secondary, vocational training centers) and universities until further notice. Measures taken included auto-quarantine for fourteen days, social distancing, assembly ban, etc. According to the latest national education statistics¹¹, over 2.5 million children are out of school in Togo and 68,733 teachers unable to teach. The Togolese's education system will be impacted by the crisis over the short- to medium-term in numerous ways, including an increase in learning inequalities, deterioration of children's nutritional and health status, an increase in the number of dropouts, especially among disadvantaged populations, decreases in parents' investment in education, reduced government spending on education, the closing of private schools, a deterioration in the quality of teaching and a decline in the overall quality of education. Before the crisis, the learning poverty in Togo was 86 percent meaning that 86 percent of children in Togo at late primary age today are not proficient in reading, adjusted for the out-of-school children.

Table 1: Education sector statistics (2019)¹²

	Preprimary	Primary	Junior secondary	Upper secondary	TVET	AENF	High Education	Total
Number of schools and education institutions	3,129	7,662	1,786	492				13,069
Number of boys	85,067	808,042	316,289	103,850				1,313,248
Number of girls	87,158	776,334	265,034	60,943				1,189,469
Number of learners	172,225	1,584,376	581,323	164,793	42,185	2,227	160,682	2,707,811
Number of teachers	6,316	40,626	15,818	5,973				68,733

Source: Statistical yearbook 2019-2020 except for enrollments in TVET, literacy and High Educ. which came from RESEN 2019 (2016-2017)

7. **Prior to the COVID-19 pandemic, the Republic of Togo was in the process of updating its Education Sector Plan (PSE) with a GPE and IDA funded project under the pipeline.** The first Education Sector Plan (PSE; 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 (PSE; 2014-2025). In 2018, the Government decided to take stock of the implementation of the PSE 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*)¹³ was conducted in May 2019 by the Government, with support from UNICEF and UNESCO IIEP Pôle de Dakar. Based on this diagnostic and large consultation with key stakeholders, a new Education Sector Plan (ESP; 2020-2030) is currently being finalized.

¹¹ 2019

¹² Table based on the 2019-2020 statistical yearbook except for enrollments in technical education, literacy and universities which come from RESEN 2019 (2016-2017 workforce)

¹³ Diagnostic Report of the National Education System (RESEN), 2018 in its preliminary version presented on 19 and 20 February 2019 in Lomé.



Key challenges identified by the RESEN in the Togo Education system 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.

8. **To mitigate negative impacts of the COVID-19 crisis on the Togolese's education system, the Ministry of Primary and Secondary Education (MEPS), in collaboration with the Ministry of Technical Education and Vocational Training (METFIF),** developed a strategic plan which was shared with the Local Education Group (LEG) on April 30, 2020 and took into account the priorities of the ESP being finalized. Its three main objectives are to: (i) ensure continuity of learning, assuming that schools would remain closed beyond April 14, 2020; (ii) anticipate measures to be taken for schools reopening and supporting safe practices in schools; and (iii) reinforce system resilience. The sector's national preparedness and response plan is based on a scenario envisaging the prolonged closure of educational and other establishments until the state of health emergency is lifted at the end of June 2020. Also, it is important to note that the government recognizes that ensuring school continuity is crucial to preventing learning losses and a reduction to the risk of school dropouts. The school year in Togo is split into three trimesters taking place from September to June. The second semester for this school year (2019/020) was planned from January 6 to April 10, 2020. Hence, when schools were closed in late March 2020, the ministry maintained the policy that about two thirds of the program was to be delivered in schools and colleges.¹⁴ However, the policy is predicted on a hypothesis that establishments will reopen by end-May 2020 prior to the lifting of the state of health emergency. In either case, it is necessary to rearrange school and university calendars with the reprogramming of exams.

9. **It bears mentioning that as a grant agent for the Global Partnership for Education in Togo, the Bank has been supporting Togo's Education system since 2011 through the implementation of GPE funded Education and Institutional Strengthening Projects (PERI 1 & 2).** The PERI2 has been closed on September 30, 2019 and has strengthened the access and equity in primary schools particularly in deprived prefectures and has also led to huge improvement in the quality of teaching and learning in early grades of primary school. The Bank is preparing the new TOGO - Improving Quality and Equity of Basic Education Project (P172674). The current Education response is well articulated with the later to build system resilience and continue support in the long and medium terms. The project will complement and leverage other relevant ongoing education projects supported by other development partners (with special attention to the AFD's Secondary Education Support Project - PAREC).

10. **Following the announcement of the Republic of Togo's eligibility for COVID-19 accelerated funding from the Global Partnership for Education (GPE), Togo began the process of Grant Agent (GA) selection.** MEPS nominated the World Bank which, in turn, was endorsed by the LEG that same week. Selection of the World Bank as Grant Agent was driven by: (i) earlier selection of the World Bank as Grant Agent for the *Improving Quality and Equity of Basic Education Project (P172674)* jointly financed through grants from both the International Development Association (IDA) and the GPE; (ii) the concurrent IDA-financed *Togo COVID-19 Emergency Response and System Preparedness Strengthening Project (P173880)* which supports the country's COVID-19 health response; and (iii) the World Bank's long-standing engagement in Togo's education sector.

¹⁴ The information was shared by the ministry during the virtual identification mission.



Relevance to Higher Level Objectives

11. **The Education COVID-19 Response Project is fully aligned with the Government response plan both at the national and sector levels.** The proposed Project will support the implementation of urgent interventions identified in the education sector COVID-19 response strategy, considering the available budget for the operation. Project activities will address immediate impacts of school closures and ensure recovery of school system. Activities related to the resilience of the education system are expected to be covered under the GPE/IDA project (P172674) in the pipeline. At the national level, the Government of the Republic of Togo has also developed a National COVID-19 Preparedness and Response Plan. It focuses on scaling-up and strengthening all aspects of preparedness and response including surveillance, laboratory, point of entry, risk communication, case management, infection control and safety, coordination, and research. Where appropriate, the project design also takes into consideration measures under the national preparedness and response action plan. Moreover, schools re-opening options will be discussed and approved in line with the national action plan led by health sector as well as the *Framework for Reopening Schools*¹⁵, published in April 2020. Other partners from the LEG, led by the United Nations Children’s Fund (UNICEF), are also expected to contribute to the funding of the Government education action plan.

12. **The World Bank Group (WBG) remains committed to providing a fast and flexible response to the COVID-19 pandemic, utilizing all WBG operational and policy instruments and working in close partnership with Government and other partners.** This project will be the Bank’s first intervention using GPE funding to respond to the COVID-19 impact on the education sector, following IDA Togo COVID-19 Emergency Response and System Preparedness Strengthening Project (P173880) which will support the country COVID-19 health response. The proposed COVID-19 Education Project response is in line with the Country Partnership Framework (CPF).¹⁶ Strengthening Togo’s development 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 education¹⁷.

13. **The World Bank has established itself as a trusted partner with a comparative advantage anchored in its longstanding presence in policy dialogue, high-quality analytical work, technical support, financial instruments, convening power and capacity to forge partnerships.** It has supported several transformational projects in the country through, including large-scale improvements in service delivery to build human capital¹⁸, and politically complex and technically challenging structural reforms in many sectors. The Bank is recognized as an effective partner in addressing vulnerability through its innovative work in social protection (through the national registry and expanding safety net¹⁹) and climate change mitigation. The Bank’s diagnostics, policy reform initiatives and investments have improved sector governance and bolstered the domestic private sector. The COVID-19 pandemic provides an opportunity for the Bank to draw upon its recent experience supporting many

¹⁵ The Framework for Reopening Schools was developed by the United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Children’s Fund (UNICEF), The World Bank, and World Food Programme.

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

¹⁷ CPF, p. 9 - 12

¹⁸ The previous education projects were the Education and Institutional Strengthening Project 1 and 2 (*Projet d’Education et de Renforcement Institutionnel*) (PERI-1 & PERI-2)

¹⁹ Supporting A Unified Social Registry for Integrated Social Protection System in Togo (P166630) and TOGO Community Development and Safety Nets Project (P127200).



African governments in their fight against the Ebola virus. Many lessons learned from that emergency response are highly relevant in the context of the COVID-19 pandemic.

C. Proposed Development Objective(s)

14. The Project Development Objective is to: increase access to distance learning in grades 1-9 and support the safe and effective re-opening of schools.

Key Results

15. Progress towards achievement of the PDO would be measured by the following indicators:

- Share of grades 1-9 children supported with distance learning/home-based learning (disaggregated by gender, region, and disability— percentage);
- Share of children who return to school once the school system is reopened (disaggregated by gender and disability—percentage);
- Number of grant-supported schools equipped with minimum hygiene standards for prevention of COVID-19

D. Project Description

16. **The Project is an Investment Project Financing (IPF) which will be processed as an emergency operation.** In response to the COVID-19 pandemic, all Bank-financed emergency operations will benefit from fast-track processing procedures and move quickly to make funds available to governments.²⁰ The Project will partner with UNICEF under the Bank's agreement framework for UN agencies (direct contracting through output-based payment) to execute some key activities based on their comparative advantage in providing emergency support to the education sector. The project will also collaborate with other UN agencies and/or NGOs in order to better support the effective and timely implementation of this emergency operation.²¹

Component 1: Ensuring Education continuity (US\$1.448 million)

17. **Despite academic programs being advanced, the system needs to establish mechanisms to cope with the immediate impacts of school closures.** The school year in Togo is split into three trimesters taking place from September to June. The second semester for this school year (2019/020) was planned from January 6 to April 10, 2020. Thus, when the schools were closed in late March 2020, the ministry maintained the assumption that near two third of the program was supposed to be delivered in primary and lower secondary schools²². Hence, ensuring schooling continuity through distance learning is required to prevent learning losses and reduce risks of repetitions and dropouts. This component will (i) support distance learning for grades 1 to 9 to ensure schooling

²⁰ Management endorsed submission of the project to GPE on May 8, 2020, with effectiveness expected within two weeks of GPE approval.

²¹ Partnership with UNICEF is already discussed with the Government and modalities are being discussed. UNESCO expressed the availability to bring freely technical assistance to support distance learning. WFP and other partners are also planning the same. The table of Donors contribution to the Government COVID-19 action plan provides more details.

²² Information was shared by the MoE during the virtual identification mission.



continuity during school closures, and (ii) provide support to teachers, parents and caregivers for effective distance and home-based schooling.

Sub-component 1.1: Support distance learning for grades 1-9

18. **Given the context of inequitable access to connectivity and basic technologies in Togo, the objective of this subcomponent is to support the implementation of multimodal distance learning approaches for grades 1-9 students to ensure greater reach.** The project will finance the design and delivery of distance learning using a combination of modalities to reach most learners considering equity factors (e.g., age group, education levels, geographical location, place of residency, socioeconomic status, gender, learner with disabilities). Self-paced and directed distance learning content will be developed and delivered to students via broadcast, offline, and online technologies. Students will be able to access audio and video recorded lessons broadcasted on national television channels, and local and community radios. Adequate measures will be taken to accommodate students with disabilities. For instance, recorded video lessons broadcasted via television will include adapted signs language, and printed materials in braille will be distributed to students with impaired vision. In addition, the project will finance the printing and distribution of learning and reading materials to grades 1-9 students. Printed materials will be sent to the regional directorates of education (DREs) for duplication, DREs will make them available to inspectorates for distribution, and inspectorates will monitor the distribution of printed materials to beneficiaries. Priority will be given to exam classes.

19. Under this subcomponent, the MoE will work with Ministry of ICT and telecommunication to establish new partnerships with community and public/private radios and the national television (television Togolaise – TVT) to include Education programs in their daily transmission schedule. The project will finance distance lessons broadcasting time during school closures. Finally, the MoE proposes to enhance the existing radio education channels through expanding partnerships to reach all regions.

Sub-component 1.2: Support to teachers, parents and caregivers for effective distance/home-based schooling

20. **The objective of this subcomponent is to support teachers, parents and caregivers for effective distance/home-based schooling.** The project will finance teacher training in distance learning teaching methods and content design. Teachers need some exposure to distance learning teaching methods to effectively deliver remote lessons to students. Short online training on distance learning pedagogy will be provided to teachers identified to teach distance learning programs. The training particularly targets mathematics, physics and sciences' teachers. It is expected that 146 secondary school inspectors and teachers and 115 primary school inspectors and teachers will be trained for two weeks in distance learning content design. Training activities will build on the MOOC CERTICE²³ program developed by UNESCO in 2017, where several teachers were trained in the best practices of integrating ICT into pedagogy.

The project will also finance communication campaigns to support parents and caregivers for effective home-based schooling. Communications mainly target parents and caregivers, and relevant community members. The goal is to help parents keep children engaged in school activities and better monitor distance/home-based

²³ This reference framework has been divided into 6 areas, which are: Knowledge of ICT policies in education, Basic knowledge of curriculum and evaluation, integrating technologies into pedagogy, Basic tools in ICT, Organization and administration of the standard classroom and Digital literacy for professional teacher training (see ETN Report 2017).



schooling. In addition, gender sensitization campaigns will relay gender-based messages that aim at minimizing the negative impacts of school closures (i.e. early pregnancies, early marriages, gender-based violence), issues related to unequal social norms, as well as the risks of sexual exploitation and abuse (SEA) or sexual harassment (SH). The project will promote two-way communication between stakeholders and communities that would allow information on instances of SEA/H or other child abuse to surface and inform strengthening of SEA/H measures as needed. These messages target all community members, with a focus on girls. School-based management committees (*Comité de Gestion de l'Ecole Primaire, Secondaire — COGEPs and COGERES*) will play a key role during the implementation. Community relays, social workers and communication for development (C4D) specialists will conduct the media campaigns to educate actors at the community level, and social mobilization posters and guides with relevant messages will be produced and distributed.

Component 2: Supporting safe re-opening and re-entry (US\$4.537 million)

21. **The objective of this component is to support Government in the re-opening of schools and keeping learners safe.** The Government's education action plan is based on gradual and/or partial reopening of schools depending on the spread of COVID-19. There will be a checklist of the minimum requirements for the re-opening of schools that will guide schools and communities as schools begin the process of reopening. In this regard, two main considerations have been identified for project support: access to water, sanitation and hygiene (WASH) and equipping schools and staff with prevention tools and measures. To achieve this, the component will support (i) safe reopening of schools through the provision of water, sanitation and hygiene (WASH) to ensure schools are able to follow basic hygiene standards and that measures are in place for students and teachers and (ii) remedial programs for at-risk students and back-to-school campaigns. UNICEF has a comparative advantage in the provision of health and safety measures and WASH activities. Therefore, the government will explore options for partnerships with organizations such as UNICEF who have an established reputation of successful implementation globally of integrated WASH for schools.

Sub-component 2.1: Support safe reopening of schools and student re-entry in schools

22. This sub-component will support the implementation of WASH activities for adequate sanitation and hygiene practices to prevent and control the spread of the virus and ensure a safe and healthy learning environment for students and teachers. In close partnership with UNICEF, this sub-component will support: (i) installation of hand-washing devices and soap at the entrance of each classroom and administrative office; (ii) provision of soap and hand-washing kits to ensure children and teachers wash their hands frequently; (iii) provision of conventional masks for teachers and students; (iv) disinfecting approximately 9,915²⁴ schools from preschool to lower secondary prior to re-opening to prevent virus spread with the support of districts and peripheral health units, and (v) establishment of codes of conduct including reporting tools for disease prevention.

23. Currently, 26 percent of teachers in preschool, primary and secondary levels are not civil servant teachers, and most of them operate in community schools (*Ecole d'Initiative Locale – EDIL*). These teachers are supported either by the Government²⁵ (i.e. contract teachers or *Volontaires Nationaux de l'Enseignement - VNEs*) or directly

²⁴ It includes public, faith based and communities' schools (EDILS).

²⁵ Agence Nationale de Volontariat au Togo - ANVT



by parent' associations (volunteer teachers / Enseignants Volontaires - EVs). Volunteer teachers (EVs) represent 64 percent (i.e. 10,371 teachers) of the total population of non-civil servant teachers. Therefore, to ensure effective reopening and education continuity in community schools, the project will support three months of volunteer teachers' salaries (US\$ 40 per teacher /month). It bears mentioning that, the Government through the National Agency of Volunteers will continue to support contract teachers' salaries.

Sub-Component 2.2: Targeted School Grants to support readiness and functioning of the SMCs.

24. To ease the financial burden on households and ensure that children return to school, it will be important to ensure that schools are adequately funded and that they are prevented from seeking additional fees or contributions from parents²⁶. Education institutions, especially in the most disadvantaged schools, will also require additional funding or minimum cash to implement new health and safety requirements, undertake the outreach activities needed and support community's involvement. This sub-component will support school grants to be allocated as a lump sum once to about 3,200 primary and lower secondary schools in the most disadvantaged schools²⁷. School grants will finance expenses related to the functioning of SMCs to better accompany the implementation, supervision, and monitoring of WASH activities in close collaboration with UNICEF and NGOs in the most disadvantaged schools. The allocation will vary from US\$150 to US\$250 and will be allocated amount per school (for a total of about US\$0.64 million). Togo already had a program of school grants under the closed PERI2 project (P146294), hence the provision of the small grants will follow the established school grants mechanism used through COGEP and COGERES (*Comité de Gestion de l'Ecole Primaire & Secondaire*).

Sub-component 2.3: Back to school media campaigns and remedial programs for at-risk students

25. **The objective of this subcomponent is to support management of schooling continuity to ensure students learning can recover.** The project will support: (i) deployment of back-to-school media campaigns ahead of schools' re-opening to motivate students to return to school and (ii) mobilization of communities to relay important messages to families, community members, teachers, students and parents on disease prevention by deploying radio campaigns that encourage good hygiene practices during the crisis and safety for all. Audio spots will be produced in French and 18 national languages for broadcast on 36 community radio stations across the country along with interactive programs to be hosted in radio stations across the country. UNICEF has already developed a communication for development (C4D) packages targeting community members (parents, children, girls, and boys). The C4D packages mainly focus on the importance of learning continuity, disease prevention and gender-based messages. These will be used by the Ministry to implement this activity.

26. **Furthermore, once schools reopen, remedial programs are needed to prevent risks of repetitions and dropouts.** The project will also finance the implementation of remedial programs to support at-risk students. Students' post-crisis assessments will help determine the stock of student lagging. At the primary level, a quick and simple school-based learning assessment will be conducted using Pratham's ASER learning assessment tool adapted for Togo. This is a simple two pager assessment tool that can be easily administered by teachers and

²⁶ World Bank Group: The impact of the COVID-19 pandemic on education financing, May 2020

²⁷ Criteria to determine disadvantaged schools will be discussed with the MEPS and approved by the PSC. This might include, exposure to the COVID-19 impact, Low education outcomes, risk to drop out, especially for girls, lack of water points, school size.



which would provide valuable information on loss of learning and draw attention to already existing weaknesses. At the upper primary and junior secondary, subject-focused bridging courses will be undertaken. Based on these assessments, schools will plan and develop a condensed remedial program focusing on core competencies (e.g. reading and numeracy). The project will support acquisition of vehicles for the Regional directorates (DRE) and inspectors to better oversee the implementation of remedial programs and more generally activities under this component.

Component 3: Project Coordination, Capacity building and Monitoring and Evaluation (US\$ 0.839 million)

27. The objective of this component is to support project management costs, including staffing of the Project Coordination Unit (PCU), supervision, and project audits, as well as technical assistance, monitoring and evaluation and strengthen lessons from COVID-19 crisis.

Sub-component 3.1: Project management

28. **Management costs and capacity building.** This Sub-component will finance project management costs, including staffing of the Project Coordination Unit (PCU), supervision, evaluation, project audits, monitoring and evaluation and other operating costs. In addition, this sub-component will support capacity building across the education sector, within MEPS and within its response coordination committee in key areas, including social and environmental safeguards, financial management (FM), procurement, communication and monitoring and evaluation.

29. **Studies, surveys and evaluation activities.** This Sub-component will support studies and surveys to assess the impact of project interventions, which may include: (i) evaluations of the impact of the COVID-19 crisis on the education system; (ii) evaluations of activities supported in this project; and (iii) Systems Approach for Better Education Results (SABER) assessment on school health and school feeding. Students' post-crisis learning assessments will help determine the stock of student lagging²⁸. Based on these assessments, schools will plan remedial programs to mitigate learning losses. Building on that, the GPE-IDA upcoming Education project (P172674) can further deepen the scope of the remedial program. In addition, there are numerous times that schooling is disrupted due to outbreaks of other infectious diseases, which prevent students from benefiting from their learning.

30. It should be noted that, studies, surveys and assessment will have a gender lens to assess whether the COVID-19 crisis affected girls and boys equally, and whether the remote learning approach has impacted girls and boys in similar ways. Similar considerations will be taken for children with disabilities.

31. **Geo-Enabling method for Monitoring and Supervision (GEMS).** For real-time data collection and analysis, the project will implement the Geo-Enabling method for Monitoring and Supervision (GEMS). The GEMS method enables project teams to use open source ICT tools for in-field collection of structured digital data from the field that automatically feeds into a centralized M&E system and EMIS. These tools will allow the project to enhance the transparency and accuracy of project planning as well as monitoring and evaluation throughout the project cycle. Moreover, GEMS will provide a platform for remote supervision of activities, real-time safeguards monitoring; and rolling out of beneficiary or multi-stakeholder engagement surveys (e.g. citizen engagement surveys, etc.). The project will support cost related to setting up and implementation of the GEMS in the

²⁸ Pratham's ASER learning assessment tool will be adapted to Togo to conduct a quick simple learning assessment



education sector. This might include among others, (a) capacity-building training online or in-country of relevant ministry and PCU staff (required staff/consultant time and travel expenses, in case travel becomes possible in time); (b) smartphones or tablets for data collection (low-cost Android devices); and (c) field data collection costs as needed (enumerators' accommodation, communication costs, transportation.). In case of ongoing in-country travel constraints, the system can also be deployed via local stakeholders or third-party agents of various kinds. In addition, the PCU can leverage the GEMS platform, ICT access, and existing skills for the COVID-19 response, while the World Bank's GEMS team offers technical support to the PIU as needs arise.

Sub-Component 3.2: Strengthen lessons from COVID19 crisis.

32. **A key lesson learned for all education systems during the COVID-19 crisis has been the importance of alternative teaching and learning options to ensure learning continuity.** 'Building back better' education systems will be required to integrate sustainable multi-modal distance learning options and complement teacher-led instruction in normal school settings. Under this sub-component, technical assistance will be provided to MoE to develop expanded multiple-modalities distance learning approaches across all education levels which account for different school and home environments. Expansion of remote learning platforms will be implemented under the future education sector plan and through the upcoming grant-financed operation²⁹ and this Project will also support this. All activities in this area will be coordinated and appropriately sequenced.

33. **It has become evident during the COVID-19 crisis that Government must reinforce the ministries' capacity to work virtually.** To this end, this sub-component will provide reliable internet and VC connectivity, remote access and laptops for senior officials. The MoE will be equipped with a remote working platform, including a video conferencing system, for virtual meetings and more effective remote work. Government will evaluate COVID-19 management and public education, specifically focusing on what has been done during the COVID-19 crisis and how the response could have been improved. Lessons from how shocks and crises have been managed elsewhere for improving teaching and learning will be important for MEPS's own efforts to strengthen education in Togo. The goal is to identify areas of relative strength and weakness and use this information to guide policy and practice during emergencies.

C. Project Beneficiaries and Cost

34. Approximately 2.7 million students from pre-primary to secondary school will benefit from the proposed project of which 1.2 million are girls. For educational activities using remote learning tools such as radio, mobile phones and television, the project is expected to reach all children, including those not yet officially enrolled or those considered to be out-of-school, as well as all teachers, parents and other community members. Approximately 69,000 teachers and school heads will benefit from outreach activities and distance learning programs to promote safe and healthy learning environments. Health and social advisory campaigns on disease prevention and gender-based violence (GBV) will benefit the entire population through radio which has the widest reach in the country. As Government's plan is multisectoral, activities to improve resilience and promote remote learning in the sector may hold positive externalities for other sub-sectors, such as higher education and technical, vocational education and training (TVET). Table 2 presents the project's financing, beneficiaries, and geographic coverage. Table 3 presents contributions from other development partners to Government's overall COVID-19 response plan.

²⁹ ESPIG- P172674

Table 2: Project Financing (US\$ Millions) and Beneficiary Summary

	Beneficiaries	Coverage / Grade Level	Geographic	Estimated cost (US\$) million
Component 1: Ensuring Education Continuity	Students, teachers, and staffs	Pre-Primary to Grade 9 ³⁰	National	1,448
Component 2: Supporting safe re-opening of schools and student re-entry in schools.	Students, teachers, parents (<i>with target to deprived households</i>)	Pre-Primary to Grade 9	National*	4,537
Component 3: Project coordination, capacity building and M&E	education system	Entire education system*	National	0.839
Grant agency supervision fee				0.175
Maximum Country Allocation for Togo (to not exceed \$10 million)				6,999

Table 3: Contributions to the Governments Response Plan

	Urgent actions	Building resilience	Total
Help and Action	976		976
World Bank		11,923,729	11,923,729
HI	29,027	6,441	35,468
PNUD	70,475		70,475
GPE	9,653,000	347,000	10,000,000
UNICEF	637,797	569,492	1,207,288
Total Contributions Donors	10,738,274	12,499,661	23,237,935
Government contribution ³¹	11,176,742	75,769,431	86,946,174
Government Total Action Plan Budget	21,915,016	88,269,092	110,184,109

³⁰ 9915 public and non-profit private preschools ((2,551), primary (6,249) and junior secondary (1,115) schools will be supported. More detail is provided in the results framework section.

³¹ Government official contribution for urgent activities has been declared during consultation and for resilience activities the activities will further include some other resources. Togo is finalizing the ESP which will indicate also other donors long term contribution.



Legal Operational Policies

Triggered?

Projects on International Waterways OP 7.50

No

Projects in Disputed Areas OP 7.60

No

Summary of Assessment of Environmental and Social Risks and Impacts

Environmental and Social Risk Classification (ESRC) Moderate

Environmental Risk Rating

Moderate

Although the project is expected to have a positive impact, several environmental, health, and safety risks are to be taken into account during the implementation of certain activities, such as those relating to subcomponent 2.1 (Support safe reopening and re-entry of student to schools). These activities will require that special attention and procedures are in place to ensure that schools are ready to safely receive students again. The project will prepare an Environmental and Social Management Plan (ESMP) to further identify and assess the anticipated risks, as well as to develop mitigation measures as necessary to manage them.

Social Risk Rating

Moderate

The social risks associated with the project’s expected activities are considered Moderate. The proposed project will include no construction or rehabilitation activity. Key social risks of the project are: (i) the potential exclusion of learners from the low income families and from poor families living in very remote areas who may not have access to the internet, television, and radio fast being adopted as mediums of learning during COVID-19 lockdowns; (ii) learners in these settings are also more likely to face violence and abuse arising from parents who may, for example, expect children to engage in more income-earning activities to contribute to family income within the context of the many restrictions due to the Covid-19 preventive measures; (iii) the granting of school materials to all learners, including vulnerable groups like girls and persons with disabilities, may also awaken traditional societal biases against members of vulnerable groups, leading to further exclusion and abuse; (iv) competition to access these resources could lead to mild tension within local communities; (v) the role of teachers may also be threatened by alternative learning methods provided by the project, which could lead to anxiety and mental stress for teachers, students, and families overall. Therefore, the ESCP must include, among others, a communication strategy mainly oriented towards parents to allow children access to the study materials availed by the project and the study time at home, as well as mitigation measures to ensure the most culturally appropriate and convenient way to provide learning materials and to reduce their exposure to violence against children (VAC), sexual exploitation and abuse, and sexual harassment (SEA-SH). The Borrower will also develop and set up a participatory citizen engagement strategy plan as part of its Stakeholder Engagement plan. Psycho-social support for teachers, parents, and learners during the lockdown and transition to the reopening of schools should be done through sensitization activities that include stakeholders’ views and concerns.

B. Environment and Social Standards (ESSs) that Apply to the Activities Being Considered

B.1. General Assessment



ESS1 Assessment and Management of Environmental and Social Risks and Impacts

Overview of the relevance of the Standard for the Project:

The large majority of activities are capacity building with a huge, anticipated positive impact on the education system in Togo. However, activities such as disinfecting classrooms, distribution of masks to all targeted students, teachers and school staff, handwashing, and waste management related to printing teaching materials such as books, could induce some effects that entail environmental, health and safety concerns. The project will not finance any construction or rehabilitation works. To avoid or mitigate risks related to the project, the Borrower will prepare an Environmental and Social Management Plan (ESMP) to provide adequate measures to be implemented during operations. These will include provisions relating to the use of products that will be used for the deep cleaning and disinfection of schools and their storage and use by qualified personnel to avoid any risk of damage to human health. World Health Organization (WHO) guidelines should be used as a reference for carrying out activities, especially those related to disposal of masks, disinfecting classrooms and handwashing. Furthermore, to mitigate social risks, the ESMP will include a VAC/SEA/SH assessment plan with a Grievance Mechanism (GM) accessible to vulnerable groups, including young girls and students with disabilities. The VAC/SEA/SH will include effective, accessible, and inclusive communication measures about its existence and use. The Stakeholder Engagement Plan (SEP) will also include GM provisions that will be set up for receiving grievances and providing support to SEA/SH survivors. The GM will be accessible and take into consideration the required social distancing measures so that students from mainly vulnerable groups, such as girls, students with disabilities, and students from the lowest income families and from poor families living in very remote areas, may have appropriate means to access GM measures. The ESMP will identify measures to ensure the provision of technological equipment and materials for students, including the most vulnerable, with equitable access for girl/boy children, learners with disabilities, and other vulnerable households/children, so that support is targeted and monitored. The ESCP will set out substantive measures and actions with an effective calendar, listing the Borrower's institutions responsible implementing measures to meet environmental and social requirements.

ESS10 Stakeholder Engagement and Information Disclosure

In consultation with the Bank, the Borrower will prepare and disclose an inclusive SEP that outlines the main characteristics and interests of the relevant stakeholder groups including potential affected people and vulnerable groups, as well as the timing and methods of engagement envisaged throughout the project lifecycle. The SEP will include an outline for the establishment of a project Grievance Redress Mechanism. The SEP will also outline the ways in which the project team will communicate with key stakeholders and includes a mechanism by which they can raise concerns, provide feedback, or make complaints about the project and any activities related to it. After project approval, and no later than sixty (60) days after the start of the project going into effect, the SEP will be updated to include more detailed information regarding the methodologies for information sharing, more robust stakeholder mapping, and the identification of existing community-based platforms that can be used to facilitate effective community engagement and participation, as well as the monitoring and evaluation plan. The Borrower will engage in meaningful consultations on policies, procedures, processes and practices (including grievances) with all stakeholders throughout the project life cycle, and provide them with timely, relevant, understandable and accessible information. A project-wide Grievance Redress Mechanism (GRM), proportionate to the potential risks and impacts of the project, will be established. This will include a functioning GRM that is accessible and that students (including those with disabilities) living in lockdown situations have the appropriate means to access. The SEP will include measures to ensure effective and appropriate communication about the existence of the GRM, especially to students, teachers, parents and other vulnerable groups, in accessible formats and appropriate languages. The SEP will be drawn up in line with the guidance provided by the Bank related to public consultation for projects under COVID-19.



B.2. Specific Risks and Impacts

A brief description of the potential environmental and social risks and impacts relevant to the Project.

ESS2 Labor and Working Conditions

Project activities will be carried out mainly by the PCU team, school management committees, teachers and other educational staff, the majority of whom are government civil servants who fall under the provisions for workers' safety outlined in ESS2. The individuals making up the staff responsible for ensuring the thorough cleaning and disinfection of schools need to be protected; they may fall under a provider who will work as part of the project. The main potential risk will be exposure of these staff to chemical products for schools' cleaning and disinfection that could lead to skin irritations or other damage if individual members of the cleaning staff are not qualified for this type of cleaning or do not have adequate Personal Protective Equipment (PPE). The project will ensure the application of Occupational Health and Safety (OHS) measures to be described in the ESMP to mitigate these risks. This includes raising staff awareness, making available safety data sheets for the products used providing suitable PPE, and respecting procedures for carrying out tasks. The project will call on specialized service providers to ensure the improvement and monitoring of water quality, and ESS2 will apply to these workers. The PCU will need to develop and implement procedures that respond to the specific health and safety issues posed by project activities and protect workers' rights as set out in the ESS2. This shall include Labor Management Procedures (LMP), to be included in the ESMP to establish a procedure for the protection of workers' rights. It will provide guidance regarding the policies and procedures that will govern teachers, project staff and other workers hired under the project, including the management of OHS and SEA/SH risks. No large-scale labor influx is expected as part of this project. Per the requirements of ESS2, it is prohibited to employ children or use forced labor or conscripted labor in this project. The project will be required to meet the standard requirements for employees' working terms and conditions, equality of opportunity, and workers' associations. The project will ensure a basic and responsive grievance mechanism to allow workers to inform management of labor issues such as the lack of PPE or unreasonable amounts of overtime.

ESS3 Resource Efficiency and Pollution Prevention and Management

The cleaning and disinfection of schools, as well as distribution of masks to targeted students and school staff, under the component 2 of the project, "Supporting the safe re-opening of schools and student re-entry in schools," could generate the production of waste due to product containers, contaminated materials, used masks, ordinary waste and so on. The impact is not expected to be significant on environment and human health. The ESMP will assess risks associated with waste likely to be generated by the project and if such waste cannot be avoided, appropriate mitigation measures will be proposed and implemented throughout the project cycle.

ESS4 Community Health and Safety

The project will put in place measures to avoid any form of Violence Against Children (VAC), and Sexual Exploitation and Abuse/Harassment (SEA/SH) risks from workers towards local communities, mainly children and parents. The PCU staff, as well as other workers involved in the project, must also sign Codes of Conduct with clear and unambiguous language as to what constitutes SEA/SH, its prohibition, and the sanctions for breaching this conduct.

ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement

Not relevant as no physical or economic displacement is expected in this project.

ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources

Not relevant. However, all personnel involved in the project must follow the requirements delineated in the ESMP to ensure the safe handling of waste.



ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities

There are no known Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities in the project area.

ESS8 Cultural Heritage

This standard is not relevant according to the activities planned under the project

ESS9 Financial Intermediaries

This standard does not apply.

E. Implementation

Institutional and Implementation Arrangements

35. **Interdepartmental Committee for the Management of the COVID-19 Pandemic Crisis in the Education Sector (ICMCES).** The education sector has set up a response management committee involving all line ministries: *Comité interministériel de la gestion de la réponse sectorial face à la pandémie COVID-19* (ICMCES). The ICMCES will provide strategic direction and ensure effective coordination among line ministries and donors and review the implementation progress of the COVID-19 Pandemic Crisis in the whole Education Sector including the GPE project. The ICMCES is composed by the four ministers in charge of the education system assisted by their general secretaries, the Permanent Technical Secretariat, the LEG leader (UNICEF currently), among others.

36. **The Project Steering Committee (PSC) for the GPE COVID-19 Education Response Project (P174166).** The PSC will be chaired by the MEPS chief of staff whereas the Permanent Technical Secretariat (STP), serves as the Secretary of the PSC. Other key PSC members include relevant Directors from various Directorates at the MEPS; MEPS 's Heads of Finance, Accounts and Procurement; and representatives from the Ministry of Finance, Ministry of Technical Education and Vocational Training, Ministry of Higher Education and Research, Ministry of Social Action, Promotion of Women and Literacy³², the Teachers Union or the Head teachers' associations, and the Parents Association, district education authorities, two NGO project partners (Aide Action and Plan Togo), technical representative from the LEG coordination, among others. The PSC should be established without delay. The PSC will meet at least twice a year to, among others tasks: (i) validate planned activities, budgets for the coming year and progress reports of the project; (ii) provide support and advice to the project team on the implementation of project activities; and (iii) ensure M&E of project activities. The PSC will also provide clear orientation of the project implementation in coherence with the ICMCES strategic direction and ensure effective coordination among the project implementation agencies and review the implementation progress.

37. **COVID-19 Project Coordination Unit - COVID-19 PCU.** The COVID-19 pandemic response plan in the education sector will be managed by an entity called "*COVID-19 Project Coordination Unit - COVID-19 PCU*" which will be created by a ministerial decree by effectiveness. The COVID-19 PCU will be placed under the administrative authority of the coordinator of the ICMCES in the Education Sector. The PCU COVID-19 will be under the responsibility of a Project Coordinator. It will include senior financial management and procurement specialists (one of each) and an accountant. The PCU COVID-19 will be supported by an expert in the management

³² It has in charge non-formal education



of educational projects in emergencies, and a specialist in monitoring and evaluation. Under the authority of the General Secretary of the MEPS, each Department will be responsible of implementing its related Project components and sub-components. In regard to the social and environmental aspects, the PCU will integrate a dedicated specialist. However, in the short term, the ministry is receiving support from the previous environmental and social safeguards specialist (ESS) under PERI2. He will be supported by a consultant to draft all required documentation and a plan to reinforce the existing capacity of the MEPS.

38. **The Project's institutional and implementation arrangements builds on the implementation of the PERI2.** The responsible agency will be the MEPS³³. Given the urgency and the project duration, which is 18 months, the Ministry has proposed to recruit staff for the PCU COVID-19 within the PERI 2 team. The project closed October 2019 however, because of their experience the staff have agreed to continue to support in the emergency COVID-19 project. The PCU will be responsible for the coordination, financial management (FM), procurement and M&E of the Project

39. **Decentralized education authorities and communities will play a key role in the COVID-19 project.** At the regional level, the Regional Education Directorate (DRE) will coordinate and supervise the Project activities in each of the six regions. The head of each DRE is the representative of the MEPS activities under the supervision of the General Secretary. The School Inspectorate, under the supervision of the DREs, will be the key entities for the completion and implementation of the annual work program (AWP) in their respective areas. At the school and community levels, COGEPs/COGERES will be responsible for the implementation of school projects for their own communities. In addition, they will be in charge of supporting schools to deliver the results, and to monitor and report on the appropriate functioning of schools. COGEPs/COGERES will be also be responsible for all project activities taking place in the school. The COGEPs will make the financing received from the Government publicly available and will also communicate the schools' results to the community and deliver basic school statistics indicators to the School Inspectorate.

40. **The role of the LEG in the design and oversight of the COVID-19 pandemic response plan** The response to the pandemic is made in a concerted manner and supported by education partners and civil society within the already existing and functional partnership framework, namely the Local Group of Education Partners (GLPE) led by UNICEF. The LGEP contributed to the elaboration of the COVID-19 action plan which received its endorsement on May 2020. It is expected that the LEG will continue to guide and oversee overall implementation of activities with Government.

41. **Partnership with UNICEF is already discussed with the Government and modalities are being discussed.** The Project will partner with UNICEF under the Bank's agreement framework for UN agencies (direct contracting through output-based payment and delegated management contract) to execute some key activities (i.e. C4D, WASH) based on their comparative advantage in providing emergency support to the education sector. The ministry and the Bank will monitor UNICEF contract.

³³ Only the pilot literacy activities under sub-component 3.1 for the members of COGEP will be implemented in coordination with the MASPFA (Ministry of Social Actions and the Promotion of Women and Literacy). However, the MEPS will be responsible for procurement and financial aspects of these activities



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