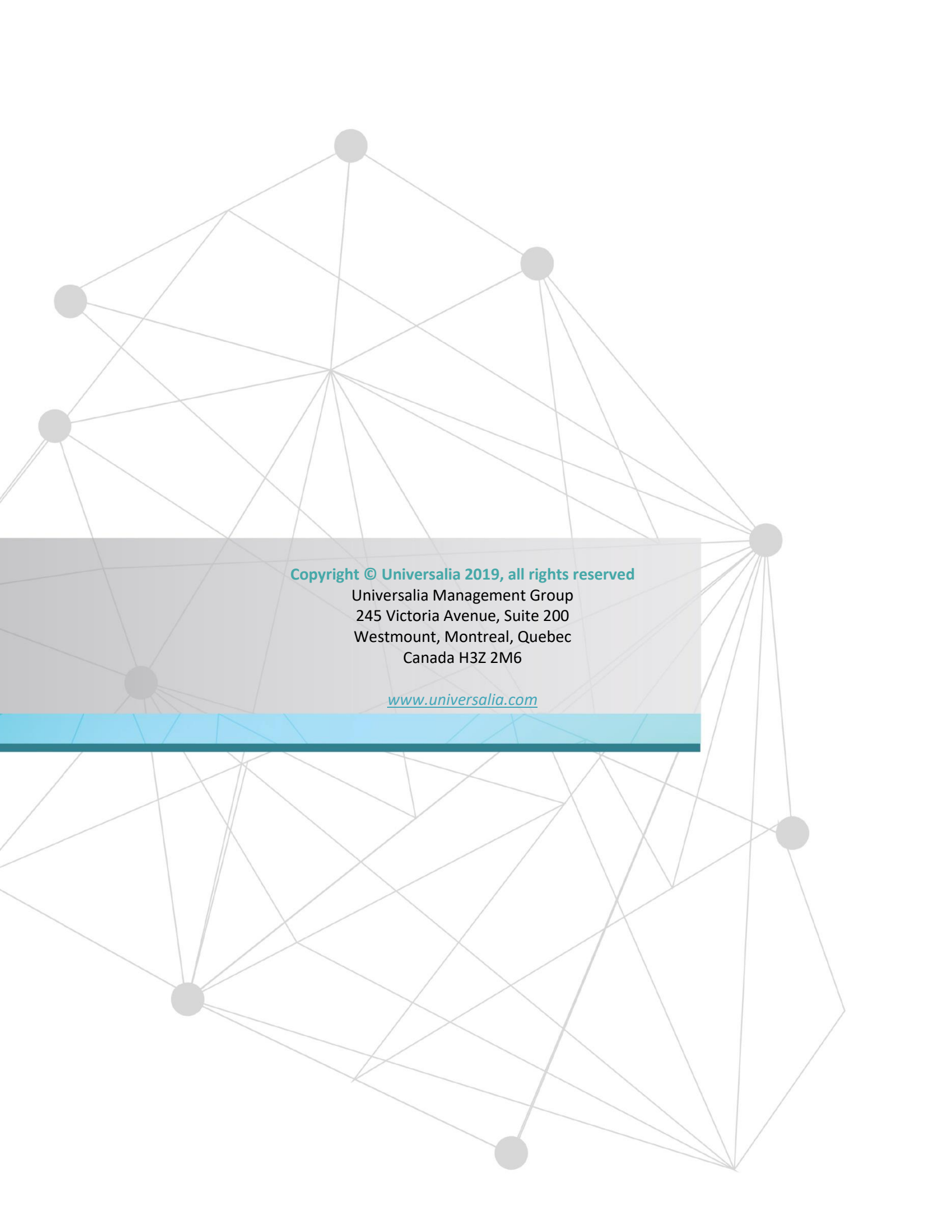


Summative Evaluation of GPE's Country-Level Support to Education

Batch 5, Country 16: Togo

FINAL EVALUATION REPORT | OCTOBER 2019





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Acknowledgements

The evaluation team¹ hereby wishes to express its gratitude to all stakeholders who have been involved in and supported this evaluation, in particular the Ministry of Primary and Secondary Education (MEPS), the Permanent Technical Secretariat and UNICEF who facilitated the in-country mission. We are also grateful to the Ministry of Technical Education and Vocational Training (METFP), the Ministry of Higher Education and Research (MESR), the Ministry of Social Action, the Promotion of Women and Literacy (MASPFA), the GPE Secretariat, especially the country lead for Togo, and all other individuals who took the time to meet with us, in Lomé or virtually.

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Acronyms

AENF	Alphabétisation et Éducation Non-Formelle (Literacy and Non-Formal Education)
AFD	Agence Française de Développement (French Development Agency)
BTOR	Back To Office Reports (of the GPE Secretariat)
CA	Coordinating Agency
CEGIL	Collège d'Enseignement Générale d'initiative Locale (community secondary school)
CEQ	Country Evaluation Question
CLE	Country-Level Evaluation
CNT-EPT	Coalition nationale du Togo pour l'Éducation Pour Tous (Togolese National Coalition for Education for All)
COGEP	Comité de Gestion des Écoles Primaires (Primary School Management Committees)
COGERES	Comité de Gestion des Ressources Scolaires (School Management Committees)
CONFEMEN	Conférence des ministres de l'Éducation des Etats et gouvernements de la Francophonie (Conference of the Ministers of Education of French speaking countries)
CRS	Creditor Reporting System
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
DCP	Developing Country Partner
DFID	Department for International Development (United Kingdom)
DPEE	Direction de Planification de l'Éducation et de l'Évaluation (Directorate of Planning and Evaluation)
DRE	Direction Régionale d'Éducation (Regional Education Ministry)
EDIL	École d'Initiative Locale (community primary school)
EFA-FTI	Education for All – Fast Track Initiative
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
FTI	Fast Track Initiative
GA	Grant Agent

GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Development Agency)
GoT	Government of Togo
GPE	Global Partnership for Education
GRA	Global and Regional Activities
IIEP	International Institute for Educational Planning
IBRD	International Bank for Reconstruction and Development (World Bank)
IEPP	Inspections des Enseignements Préscolaire et Primaire (Pre-primary and Primary Education Inspection Units)
IESG	Inspections des Enseignements Secondaire Générale (Secondary Education Inspection Units)
IsDB	Islamic Development Bank
JEDIL	Jardin d'Enfant d'Initiative Locale (community pre-primary school)
JSR	Joint Sector Review
KQ	Key Question
LARS	Learning Assessment and Reporting System
LEG	Local Education Group
M&E	Monitoring and Evaluation
MASPPA	Ministère de l'Action Sociale, de la Promotion de la Femme et de l'Alphabétisation (Ministry of Social Action, Promotion of Women and Literacy)
MEPS	Ministère de l'Enseignement Primaire et Secondaire (Ministry of Primary and Secondary Education)
MESR	Ministère de l'Éducation Supérieure et de la Recherche (Ministry of Higher Education and Research)
METFP	Ministère de l'Enseignement Technique et de la Formation Professionnelle (Ministry of Technical and Vocational Training)
NER	Net Enrollment Rate
NFM	New Funding Model (GPE)
NGO	Nongovernmental Organization
ODA	Official Development Assistance
OECD	Organization for Economic Co-Operation and Development
OOSC	Out-of-School Children
PASEC	Programme d'Analyse des Systèmes Éducatifs de la Confemem (Program for the Analysis of Education Systems)

PDG	Program Development Grant
PDO	Project Development Objective
PERI	Projet d'Éducation et de Renforcement Institutionnel (Education and Institutional Strengthening Project)
PSE	Plan Sectoriel de l'Éducation (Education Sector Plan)
PTS	Permanent Technical Secretariat
QAR	Quality Assurance Review
RESEN	Rapport d'État du Système Éducatif National (Education Sector Analysis)
RF	(GPE) Results Framework
SCAPE	Stratégie de Croissance Accélérée et de Promotion de l'Emploi (Strategy for Accelerated Growth and Employment Promotion)
STEM	Science, Technology, Engineering and Mathematics
TEP	Transitional Education Plan
ToC	Theory of Change
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
US\$	United States Dollar
WB	World Bank

Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures. ²
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of motivation (political will, social norms, habitual processes), opportunity (factors outside of individuals e.g., resources, enabling environment) and capabilities (knowledge, skills). ³
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. ⁴ Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curricula, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system. ⁵
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. ⁶
Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).

² OECD, Glossary of Aid Effectiveness Terms. <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

³ Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

⁴ Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

⁵ World Bank. 2003. World Development Report 2004: Making Services Work for Poor People. Washington, DC: World Bank; New York: Oxford University Press.

⁶ Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3.

Gender equality	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. ⁷
GPE support	The notion of “GPE support” encompasses financial inputs deriving from GPE grants and related funding requirements, as well as non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE’s global, regional, and national level engagement through technical assistance, advocacy, knowledge exchange, quality standards and funding requirements.
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors’ reporting processes and procedures, along with uncoordinated country analytic work and missions. ⁸
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education. ⁹

⁷ GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: <http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

⁸ Adapted from OECD, Glossary of Aid Effectiveness Terms <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

⁹ GPE 2010, p.3.

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Executive Summary

Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 28 country-level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

This CLE of Togo covers the development and implementation of the 2014-2025 Education Sector Plan and implementation of the 2015-2019 Education Sector Plan Implementation Grant (ESPIG). However, the full period for this review covers 2010-2019 given the need to assess a full cycle of ESP development, implementation and monitoring, and compare elements of the PSE with the previous PSE, in order to identify changes/improvements over time. It draws on a review of documents, databases and literature, and on consultations with 47 stakeholders from the four ministries of education and their agencies, with a focus on the Ministry of Primary and Secondary Education (MEPS), district-level officials, and institutions of Togo, bilateral and multilateral donor agencies.

Education in Togo

Togo, officially the Togolese Republic, is a small West African country that gained independence from France in 1960. The country has faced several periods of political turmoil which resulted in the EU cutting off aid and diplomatic

relations from 1993 to 2006. Togo is still considered a fragile state by both the World Bank and the African Development Bank, but has made progress in reducing poverty and improving social conditions in the last 15 years – due in part to resumed economic ties and inflow of aid from international donors and to improving economic conditions.

In 2017, Togo's population was 7.8 million, with a growth rate of 2.7 percent a year. The majority of the population (59 percent) lives in rural areas and approximately 40 percent is under 15 years old. The country's poverty level is high, but has declined from 62 percent in 2006 to 47 percent. Togo's human development index (HDI) is 0.503, placing it 165 out of 189 countries with HDI ratings (2017).

Togo's education sector is governed by four ministries: the Ministry of Primary and Secondary Education (MEPS); the Ministry of Technical Education and Professional Training (METFP); the Ministry of Higher Education and Research (MESR) which oversees universities; and the Ministry of Social Action, Promotion of Women and Literacy (MASPFA), which oversees literacy training and non-formal education for out-of-school children. While METFP, MESR and MASPFA are fully centralized, MEPS is decentralized into two levels, which include six regional ministries (DRE) that oversee education in each of the five administrative regions and the Lomé region. In 2018, there were 2.84 million children of school age and 2.42 million were enrolled in school.

Over the course of the last 15 years, Togo has developed three Education Sector Plans (Plan Sectoriel de l'Éducation – PSE). The first pre-dated GPE (formerly called the Education for All – Fast Track Initiative, EFA-FTI) and covered the years 2005-2015 and the following two plans, under EFA-FTI/GPE, covered the periods 2010-2020 and 2014-2025. **This evaluation focuses on PSE 2014-2025. However, where relevant, it also refers to PSE 2010-2020 and the planning**

processes for the new PSE 2020-2030, which is currently being developed.

GPE in Togo

Togo joined EFA-FTI/GPE in 2009 and is represented on the Board through the Africa 2 constituency. Since joining GPE, Togo has received five grants: two Education Sector Plan Development Grants (ESPDGs), two Education Sector Plan Implementation Grants (ESPIGs), and one Program Development Grant (PDG). This evaluation focuses on the most recent 2015-2019 ESPIG.

The Togolese Coalition for organizations working in the education sector, the *Coalition nationale du Togo pour l'éducation pour tous* (CNT-EPT), has received ongoing support from GPE through three successive grants from the Civil Society Education Fund (CSEF) since 2009.

Seven GPE Global and Regional Activities (GRA) grants included Togo in their activities, which include activities related to learning assessments, out-of-school children, gender-based violence and education financing.

GPE contributions to sector planning

State of sector planning in Togo, 2010-2019

Significant improvement was noted in the quality of education sector planning in Togo for the period under review. The GoT has improved its capacity over time to lead government-driven and participatory processes for education sector analysis and ESP development, although this capacity is not yet institutionalized and remains dependent on external assistance. Engaging senior leadership in governance of the PSE remains a challenge.

The quality of education sector plans also improved, when comparing PSE 2010-2020 to PSE 2014-2025; the latter plan met all seven GPE ESP quality criteria and was considered a more relevant plan than its predecessor by all stakeholders consulted. The independent appraisals of both plans rated the evidence base underpinning each sector plan as good or excellent, given the existence of education sector analyses (RESEN 2009, 2012) developed with support from the Pôle de Dakar.

While EMIS was improving in Togo in terms of producing regular data based on standard tools and procedures, challenges with reliability remain. There is still no functional national system for learning assessment in Togo. The complexity of the PSE results framework presents challenges to the plan's achievability. While the PSE 2014-2025 received a positive score against GPE criteria, the results framework has been unwieldy and difficult for the government to report against or use as a management tool to support decision-making.

GPE contributions

During the review period, the GPE model in Togo functioned effectively to improve sector planning in several ways: (a) the Secretariat, the CA and the ESPDG GA collaborated effectively with GoT to ensure a robust and participatory methodology for the production of a quality plan in 2014 and this continues today in 2019; (b) GPE exercised sufficient leverage to influence sector plan preparation and quality; and (c) the ESPDG supported a formal ESA, the cost of an external consultant to support both the ESA and ESP processes, while enabling a more participatory and comprehensive ESP validation and review process.

Implications for GPE

The increasing complexity of GPE funding requirements may not be well adapted to a country with low capacity and high levels of dependency on external financial and technical

assistance. Stakeholders are concerned about the length of time that will be required to renew the PSE and approve the next ESPIG. Given the important role GPE has played in the education sector, a gap in its financing of up to two years is of concern to education authorities in Togo.

GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in Togo

Sector dialogue improved considerably in Togo after 2016 although it remains dependent on the commitment and capacity of key individuals in government and in the coordinating agency (CA). Education sector monitoring also improved considerably during the period under review. Togo has well-established and participatory mechanisms for joint sector review, although challenges remain with regard to EMIS reporting on PSE implementation and using monitoring information for decision-making.

The lack of participation by education ministers in sector dialogue and monitoring continues to present challenges. Government motivation is also limited; while sector dialogue is effective at a technical level, it is not frequent or effective at a policy level between education ministers or at higher levels of government.

GPE contributions

During the review period, GPE made contributions to **improving sector plan monitoring and mutual accountability**. Along with UNICEF (as Chef de file and CA) and other development partners in Togo, GPE has supported the creation, capacity development and functioning of the Permanent Technical Secretariat (PTS) since 2012. Without the PTS, it is estimated that sector monitoring and mutual accountability for PSE performance would be

very limited. Togo has held annual joint sector reviews (JSRs) since 2011 (with the exception of 2014) and the quality of JSRs is seen to have improved steadily after 2016. While GPE and its Secretariat have exercised some leverage in improving sector monitoring and mutual accountability processes, challenges remain in the government's ability to produce reliable monitoring information and use it effectively for decision making.

GPE also made modest contributions to sector dialogue during the review period. Its support was important in providing ongoing funding to the PTS, and the Secretariat, through the Country Lead (CL), provided an important contribution in policy dialogue around the revitalization of the LEG and JSR.

There is an observed need for clarification around the respective roles and responsibilities played by the GPE Secretariat, the CA and the GA, with regard to sector dialogue, monitoring and mutual accountability in Togo. There is considerable reliance on the CA for ensuring the quality and regularity of ongoing sector dialogue and mutual accountability mechanisms. There is also a perception that GPE is not sufficiently visible by country-level stakeholders in Togo. For example, the PERI project is generally seen as a World Bank initiative and the CA and GA are not often associated with GPE and its efforts to improve education sector dialogue.

Implications for GPE

GPE has provided opportunities and exerted influence to ensure mechanisms are in place for mutual accountability; the GPE operational model could be used more strategically to ensure policy-level dialogue and mutual accountability.

Human and financial resources and capacity are extremely limited in Togo. In the absence of ongoing financial support from development partners, it is unlikely that education sector analysis, planning or monitoring would continue in its current form, or that the necessary capabilities have been institutionalized to

continue it in the absence of external support. While technical dialogue is operational and effective, policy and strategic dialogue between education ministries is lacking. This appears to be the result of both limited capacity and commitment by GoT to further these processes.

Given GPE's considerable leverage in Togo, additional GPE and Secretariat support and focus could be useful in terms of: (a) policy dialogue to ensure that the 2009 partnership agreement with GoT and the Presidential Decree of 2012 on education sector governance are respected and fully operationalized; (b) policy dialogue to ensure that the PTS can fulfill its expected role through appropriate levels of authority and domestic funding from all education sector ministries; and (c) ensuring assessment of PSE performance and support to GoT capacity in using this information for effective decision-making.

GPE contributions to sector financing

State of sector financing in Togo, 2010-2019

Domestic financing for education in Togo has increased steadily in nominal terms while the share of education spending has been variable, averaging 17.3 percent of total public spending. Recurrent expenditures account for most of the public education budget, limiting the government's ability to invest in education sector reform. From 2014-2017, an average of 98.4 percent of education spending went towards recurrent expenses, primarily salaries. Recurrent strikes since 2013 have put enormous pressure on the government to increase salaries and improve working conditions for teachers.

Execution rates by sub-sector remain high for all education ministries while execution rates for capital expenditures are much lower and this is often attributed to delays in procurement

processes and limited capacity within ministries to implement planned activities.

International financing for education increased modestly between 2009-2017, both in nominal terms and as a proportion of total ODA to Togo. The share of sector financing by development partners, relative to total sector investments, increased from 71 percent in 2009-2011 to 89 percent for 2014-2017. The proportion of bilateral support averaged 92 percent and multilateral support averaged eight percent. France and Germany were by far the largest education donors to Togo. The volume, predictability and quality of aid to the education sector in Togo did not change significantly during the period under review. Investments by development partners are provided solely through project modality, which limits aid predictability and has likely contributed, at least in part, to limitations in GoT's capacity to adequately and consistently plan, implement and monitor PSE 2014-2025.

GPE contributions

GPE's ESPIG funding represents the second largest financial investment in Togo's education sector, (US\$56.4 million) between 2010-2017, representing 28% of all education ODA and 73% of basic education ODA for the period under review. However, GPE support has declined substantially in nominal and relative terms since 2015.

Although GPE has influenced the allocation of domestic sector financing to some extent, its influence has been limited with regard to the quality and additionality of education ODA. Concerted advocacy (by the Secretariat, CA and GA) with regard to domestic financing and external financing was modest. Togo is committed to increasing the share of its domestic budget for education to 20 percent in order to meet GPE's ESPIG requirements, but concerns remain about the share of the education budget currently allocated to recurrent expenditures and the lack of investment funding. ESPIG funding is scheduled

to end in September 2019 and it is estimated that it will take one to two years before a subsequent ESPIG is developed, approved and disbursements begin. The risk, according to stakeholders, is that key reforms initiated under PSE 2014-2025 (through PERI 2) will stall or regress during this period if additional financing is not accessed from other sources.

Implications for GPE

The context of education financing in Togo is challenging. The GPE country-level operational model is not seen to have had significant influence on either the volume of domestic financing or on the quality of external aid to the education sector in Togo. Stakeholders report that the presence and visibility of the GPE Secretariat on issues of education sector financing, alignment and harmonization have been limited by time, geographic distance and visibility in-country. The World Bank's engagement, in its role as Grant Agent, in coordinated policy dialogue on sector coordination and financing is also perceived to have been limited. It is challenging for the CA (whose financial contribution to the sector is more modest than that of GPE or other donors to education in Togo), to drive policy dialogue on sector financing without considerable support from other development partners

GPE contributions to sector plan implementation

State of sector plan implementation in Togo

Tracking implementation of PSE 2014-2025 is challenging due to inconsistent planning, monitoring and reporting.

The 2014-2016 three-year action plan was underfinanced by government and development partners as compared to initial commitments. This, combined with project-driven delivery,

resulted in fragmented implementation of planned PSE reforms. Several key education reforms were initiated or expanded during the period under review, while other planned reforms registered only moderate or no significant progress. Key PSE achievements include increased access to pre-primary, increased school construction, and curriculum reform at the primary level.

GPE contributions

Because of the limited number of development partners in Togo and the limited availability of sector funding, the financial and non-financial contributions of GPE played a significant role in sector plan implementation in Togo. GPE was the largest contributor to the implementation of PSE 2014-2025 through PERI 2 and the World Bank, as the Grant Agent, was effective in ensuring the efficient implementation of the ESPIG. While focused on primary education, it also provided modest support to pre-primary, TVET and literacy training. In terms of results, PERI 2 introduced major reforms in primary education curriculum, teacher training related to this curriculum reform, and to decentralization of authority to communities and schools through direct financing, capacity building of community management groups (COGEPs) and piloting community-led school construction. PERI 2 also tested a new accountability mechanism in the form of performance contracts for school inspectors. Finally, PERI 2 supported the development of a new curriculum and learning materials at the pre-primary level, in TVET and in literacy training.

Implications for GPE

Beyond the notable contributions made through the ESPIG, GPE had limited influence on overall sector plan implementation, which faced challenges from limited government capacity and fragmented support through other donors.

The evaluation found that only two of GPE's six theory of change (ToC) assumptions held true. Clearly, there exist motivation and opportunities

for GoT to develop an education sector plan that meets GPE funding criteria. The challenge in Togo, which limits the validity of GPE's ToC and underlying assumptions, relates to the scarcity of government resources (human and financial) to support, implement, coordinate and monitor the PSE, and to strengthen EMIS and LARS.

Factors other than GPE contributions affecting change

Factors that positively influenced change in the above described areas included: collegiality and shared goals among development partners in the education sector in Togo, including support for a sector planning process, and contributions to implementation of PSE 2014-2015; other national and international initiatives (monitoring frameworks and processes) that promote greater accountability in Togo; strong economic growth in Togo in the last decade and a more stable political environment, which has led to increased domestic revenue as well as increased donor confidence; and sustained financial support from traditional donors to the education sector (namely, France and Germany).

Factors that negatively influenced change included: the legacy of the international embargo on Togo and limited donor investment in the education sector between 1998 and 2006; the lack of sufficient human and financial resources and limited management capacity in GoT, the absence of budgeted plans and related data to monitor the execution of planned activities, frequent changes in ministers and policy-makers in the education sector, lack of political will to engage in inter-ministerial policy dialogue, social pressure to increase the salary portion of the recurrent expenditure budget; and the small pool of development partners in Togo, their reliance on the project modality as the preferred ODA delivery mechanism, and lack of dialogue on more harmonized or aligned forms of aid delivery.

System level change

System level change

Togo has made substantial progress in expanding access to pre-primary and primary education, although disparities remain, particularly with regard to vulnerable and marginalized groups. Curriculum reform is underway at the primary level, while issues of access and quality at secondary and higher levels of education, as well as overall system management, remain significant challenges.

Access

- **Primary school** gross enrollment rate increased from 112 percent to 149 percent between 2007 and 2017. An average of 488 primary classrooms were constructed per year from 2011-2018. In 2017-18, 42 percent of primary schools still did not have functioning latrines and 53 percent did not have access to water.
- **Pre-primary** enrollment rates more than doubled and the number of students attending tripled. The number of pre-primary schools increased from 805 (2011) to 3,165 (2018).
- **At the secondary level**, school fees have not yet been eliminated and class sizes have increased. Consulted stakeholders consider this sub-sector the weakest link in the chain.
- **Upper secondary, TVET and higher education:** Due to low levels of financing for these sub-sectors, there has been limited progress in achieving targets with low student enrollment in the TVET sub-sector and low numbers of students pursuing STEM fields.
- **Literacy and non-formal education** have seen limited progress and some setbacks, due to decreasing funding in literacy

training and limited efforts made towards non-formal education.

Equity

The elimination of school fees was an important first step for addressing socio-economic barriers for families and improving education access for poor and marginalized children, however, direct and indirect school costs still represent an important impediment for parents, who contribute up to 56 percent of education costs for their children. To date, system-level progress in addressing inequities have been limited as most interventions implemented remain small-scale.

Quality and Relevance

The quality of teaching and learning remains the biggest challenge in the Togolese education system. There are several factors that affect quality, including the quality of the programs and curricula, the quality of the school environment, the availability of materials such as desks and textbooks, the skills and knowledge of teachers, and the availability/distribution of teachers.

Sector Management

Overall system capacity remains fragile and heavily dependent on external resources. Key challenges in capacity noted during the evaluation included insufficient human resources, limited financial resources, lack of adequate equipment, and inefficient administrative and financial procedures. Some frameworks and structures have been put in place with regard to decentralization, EMIS and LARS, but most initiatives have been carried out through short-term donor projects. Overall, there remains a lack of vision and medium-term strategy for strengthening system capacity and for transferring knowledge and skills within government departments, especially at decentralized levels. In the absence of external assistance, it is unclear whether GoT would have the capacity (financially and institutionally) to continue many of these initiatives on its own.

Likely links between sector plan implementation and system level change

For the most part, system-level improvements were aligned with the objectives of PSE 2014-2025 and were implemented through GoT leadership. However, lack of capacity and financial resources for scaling-up donor projects limit the extent of systemic change in Togo.

Implications for GPE

System-level change was limited by weak government capacity and fragmented implementation of the PSE based on stand-alone, donor projects.

Learning outcomes and equity

Changes in learning outcomes, equity, gender equality and inclusion

Access to education in Togo has improved at all levels and gender parity has been achieved at pre-primary and primary levels. However, transition to and completion of secondary education continues to be a challenge, more so for girls than boys.

Indicators that improved during the review period include:

Overall

- **Pre-primary enrollment:** GER increased from 8.7% to 37.2%
- **Primary enrollment:** GER decreased marginally from 132% to 128%, but has remained above 100 percent, while **primary NER** increased from 83.9% to 93.8%
- **Primary repetition rate** decreased from 21.5% to 13.7%

- **Primary and lower secondary completion:** Gross intake rate for the last year of primary increased from 76% to 91%. For lower secondary, the intake rate increased from 41% to 48%
- **Lower secondary enrollment** increased from 94,000 to 143,000. **Lower secondary GER** increased from 67.3% to 75.8%.
- **Lower secondary dropout:** decreased from 42% to 18%
- **Upper secondary repetition** rate decreased from 34.9% to 24.4%
- **Higher education:** Increase in student enrollments (per 100,000 inhabitants) from 977 to 1,256

Equity, Gender and Inclusion:

- **Primary completion** for girls increased from 80% to 91.7%. The GPI increased from 0.92 to 1.01
- **Secondary enrollment and completion:** Between 2014 and 2018, GPI for lower secondary enrollment increased from 0.75 to 0.86. Completion rate for girls in lower secondary increased from 28.9% to 42.8%. GPI for upper secondary enrollment increased from 0.45 to 0.56

Indicators that deteriorated during the period include upper secondary completion, TVET enrollment, literacy learners, and rural vs urban out-of-school children. All other indicators stagnated during the review period.

There is insufficient data to assess progress on learning outcomes for the full period under review (2010-2019). Where reliable data is available (2010-2014), Togo's performance with regard to learning is weaker than that for similar countries.

Likely links to observed system level changes

Progress in access and enrollment at the pre-primary and primary levels is likely linked to the

increased availability of fee-free schools. There is insufficient evidence to link improvements seen at the secondary level and in gender equality to system-level changes.

Implications for GPE

The GPE theory of change implies that sector plan implementation and subsequent system-level changes will lead to changes in equity, access and learning. However, making progress on all three can be challenging in the context of limited resources, as is the case in Togo.

The assumptions underpinning GPE's ToC with regard to impact trends held true to a limited extent in Togo. Overall, the challenges in sector monitoring, data quality and reliability made it challenging to establish linkages between system-level improvements and impact-level changes.

Conclusions/ Overall observations

GPE contributions

During the review period, GPE's contribution to Togo was strong in the following areas:

- Enhancing the overall quality of education sector planning
- Improving sector plan monitoring and mutual accountability
- PSE 2014-2025 implementation.

GPE made more modest contributions to sector dialogue and limited contributions to improving the volume and quality of education sector financing.

Emerging good practice

The following 'good practices' noted by the evaluation team may be of interest to other developing country partners.

- **Having a Permanent Technical Secretariat that supports the governance of the PSE but is independent of all four education ministries.** The idea of having an independent, impartial unit for supporting education ministries in their governance of the PSE can be considered a good practice.
- **Hiring an external consultant to support capacity building around sector monitoring.** It remains challenging for countries with limited capacity and weak accountability mechanisms to improve the quality of their JSRs. Hiring an external consultant to gradually improve government capacity for planning and implementing relevant and increasingly effective JSRs can be considered a good practice.

Strategic Questions for GPE

The following strategic questions for GPE arising from this CLE may be particularly relevant in thinking about the role that GPE plays in a context like Togo, where the financial and technical capacity for sector planning, implementation and monitoring is very limited and fragile and where there is excessive dependence on external assistance in the sector.

- How can the individual and collective roles and responsibilities of the CA, the GA and the CL be mobilized more strategically to promote aid effectiveness principles at the country level?
- To what extent, how and to what degree should the new GPE funding model (NFM) be adapted to contextual realities in a given country with respect to that country's capacity, resources, motivation, and needs?
- How can GPE and the Secretariat more strategically combine the financial and non-financial tools at its disposal to improve country capacity for education sector governance at the country level?

1 Introduction

1.1 Background and purpose of this summative country level evaluation

1. The Global Partnership for Education (GPE) is a multi-stakeholder partnership and funding platform that aims to strengthen education systems in developing countries in order to dramatically increase the number of children who are in school and learning. It was established in 2002 as the Education for All/Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.¹⁰ GPE is a partnership that brings together developing countries, donor countries, international organizations, civil society, teacher organizations, the private sector and foundations.

2. This country level evaluation (CLE), of GPE's support to the national education system of the Togolese Republic, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact at the country level.¹¹ Togo was selected as one of 20 summative CLE countries based on sampling criteria described in the study's inception report.¹² As per the inception report and the study's Terms of Reference (TOR), the objectives of summative CLEs are:

- to assess GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence;
- to assess the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.¹³

3. The primary intended users of CLEs are members of the Global Partnership for Education, including Developing Country Partners (DCPs) and members of local education groups (LEGs) in the sampled countries, and the Board of Directors. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

¹⁰ Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems. <https://www.globalpartnership.org/content/gpe-2020-strategic-plan>.

¹¹ In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in sector learning, equity, gender equality and inclusion outcomes (reflected in Strategic Goals 1 and 2 of the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

¹² See final Inception Report, 2018, <https://www.globalpartnership.org/content/country-level-evaluations-final-inception-report>, and subsequent update, the Modified Approach to CLEs, 2018. www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020.

¹³ For details on the model, see Global Partnership for Education (2017): How GPE works in partner countries. <https://www.globalpartnership.org/content/how-gpe-works-partner-countries>.

Box 1.1 Scope and limitations of this summative country-level evaluation

This summative CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting partner developing countries. It does *not* set out to evaluate the performance of the government of Togo (GoT), of other in-country partners and stakeholders, or of specific GPE grants.

The review period for this CLE covers the development and implementation of the 2014-2025 Education Sector Plan (PSE), as well implementation of the 2015-2019 Education Sector Plan Implementation Grant (ESPIG). However, the full period for this review covers 2010-2019 given the need to assess a full cycle of ESP development, implementation and monitoring, and compare elements of PSE with the former PSE, in order to identify changes/improvements over time.

The challenge in Togo is that there are very few stakeholders available to comment on the 2010 plan development. In addition, GPE (EFA-FTI) guidelines were very different at the time and no ESP quality ratings are available from 2010. There is more value, in terms of demonstrating change and improvements over time, in comparing PSE 2014-2025 development with the current process underway to renew the PSE in 2019. However, the challenge with this comparison is that the PSE development in 2019 is at a relatively early stage. There is only a draft country sector analysis, no draft PSE available, and no appraisals yet undertaken. A similar challenge exists with regard to sector monitoring where there are only recent GPE guidelines for and quality ratings of Joint Sector Reviews (JSRs) (2016, 2019). As for ESP financing and implementation, the evaluation examines only PSE 2014-2025. Development of the new ESPIG in Togo has not yet begun, so it is not possible to assess the effects of the new funding model (NFM) in this context. The focus of this evaluation will be on tracking quality improvements in sector planning and monitoring over time, while assessing the extent of PSE 2014-2025 implementation and its contribution to system-level and impact results in the sector. The effects of the NFM are not yet evaluable in Togo.

1.2 Methodology overview

4. The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change (ToC) for Togo (Appendix II).¹⁴ A brief summary of the CLE methodology is provided in Appendix III of this report. For further details, please refer to the final Inception Report for the overall assignment (January 2018).

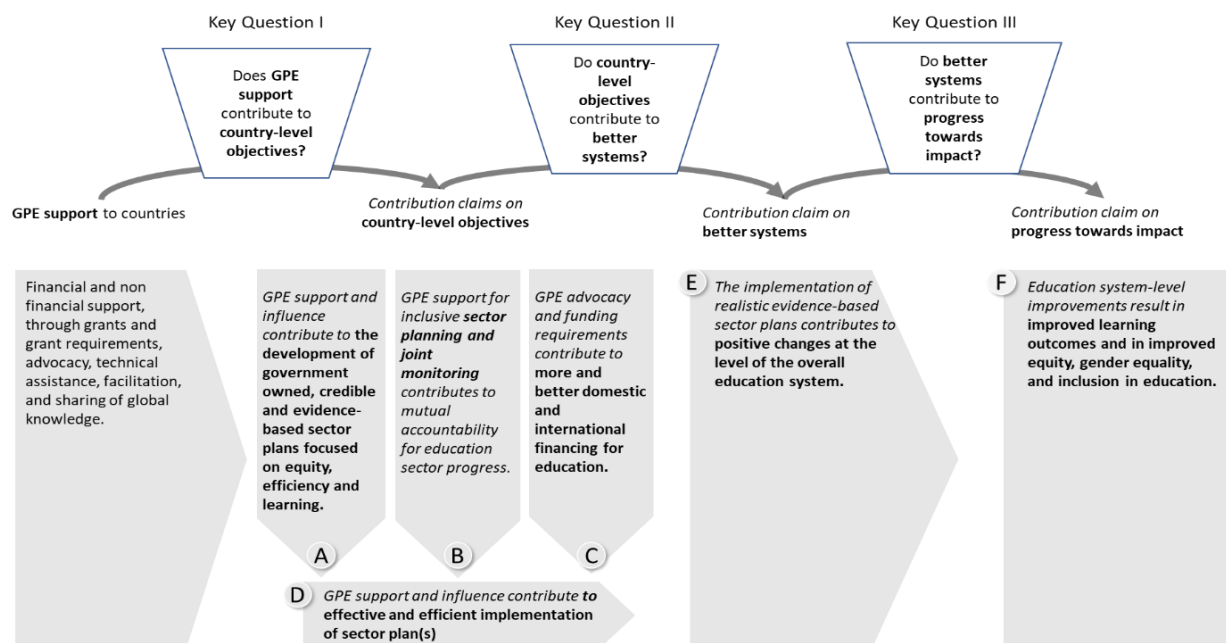
5. For the Togo CLE, the evaluation team consulted a total of 47 stakeholders from the four ministries of education and their agencies, with a focus on the Ministry of Primary and Secondary Education (MEPS), district-level officials, and institutions of Togo, bilateral and multilateral donor agencies, civil society coalitions, teachers unions, nongovernmental organizations, the Secretariat, and others (see Appendix IV for a list of consulted stakeholders). Most of these stakeholders were consulted in Lomé, Togo, between June 17 and 28, 2019; the remainder were consulted by phone/Skype shortly before or after the mission. The evaluation team also reviewed a wide range of relevant documents, databases and websites, as well as selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three Key Questions (KQs) from the evaluation matrix, which trace the contribution of GPE support to GPE country-level objectives (KQ I); of these country-level objectives to better education systems (KQ II); and of better education systems to progress towards impact-level objectives in terms of learning, equity, gender equality and inclusion (KQ III). The findings of this report are accordingly presented under three sections that each corresponds to one of the KQs. In

¹⁴ This country-specific ToC was adapted from the generic country-level ToC in the assignment Inception Report.

turn, each section is divided into sub-sections that address key GPE contribution claims as per GPE's ToC. The three KQs and the six contribution claims (A, B, C, D, E, F) are shown in Figure 1.1.

Figure 1.1 The evaluation presents findings on key evaluation questions and contribution claims



7. Throughout the report, we use tables to provide readers with broad overviews of key CLE findings on the respective issue. To facilitate quick orientation, we use a simple color-coding scheme that is based on a three-category scale in which **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue. In each table, the respective meaning of the chosen color coding is clarified. The color coding is intended as a qualitative orientation tool to readers, rather than as a quantifiable measure.

1.3 Structure of the report

8. Following this introduction, **Section 2** gives an overview of the national context of Togo, with a focus on the education sector and the history of the country's involvement with GPE.

9. **Section 3** presents evaluation findings related to GPE's contributions to: education sector planning; mutual accountability in the education sector through inclusive policy dialogue and sector monitoring; domestic and international education sector financing; and education sector plan implementation.

10. **Section 4** discusses education system-level changes in Togo during the period under review (2010-2019), as well as any likely links between these changes and the four areas of change discussed in section 3 (sector planning, mutual accountability, plan implementation and financing).

11. **Section 5** presents an overview of the impact-level changes in terms of equity, gender equality, inclusion and learning outcomes observable over the course of the 2010-2019 review period, as well as any likely links between these changes and system-level changes noted in section 4.

12. **Section 6** presents overall conclusions of the evaluation and outlines several strategic questions to GPE, with regard to the relevance, efficiency and effectiveness of GPE's country-level theory of change (ToC) and of its country-level operational model.

2 Context

2.1 Overview of Togo

13. Togo, officially the Togolese Republic, is a small West African country that gained independence from France in 1960. The country was led by former president Eyadema Gnassingbé (1967-2005), under whose rule the country faced several periods of political turmoil. Government crackdown on political protests and accusations of human rights abuse in the early 1990s resulted in the EU cutting off aid and diplomatic relations in 1993. After his father's death in 2005, Faure Gnassingbé took power, resulting in renewed protests and widespread condemnation internationally, an arms embargo by the African Union and general isolation from the international community. No World Bank projects were approved between 2000 and 2007. It was only in 2006, after Gnassingbé signed a commitment to hold fair elections, that the EU resumed economic cooperation with the country. Togo faced nearly 15 years of economic isolation and continues to be economically and politically fragile, with political protests occurring as recently as 2017.¹⁵ Togo is still considered a fragile state by both the World Bank and the African Development Bank.¹⁶

14. Togo has made progress in reducing poverty and improving social conditions in the last 15 years. This is in part due to resumed economic ties and inflow of aid from international donors, and to improving economic conditions thanks to the growing extractive industry and agricultural sector that account for 40 percent of the GDP and over 60 percent of employment (2018).¹⁷ In 2017, Togo's population was 7.8 million, with a growth rate of 2.7 percent a year. The majority of the population (59 percent) continues to live in rural areas and approximately 40 percent of the population is under 15 years old. The country has high levels of poverty at 47 percent, although this declined significantly from 62 percent in 2006. Togo's human development index (HDI) is 0.503, placing it 165 out of 189 countries with HDI ratings (2017).¹⁸ Togo is divided into five administrative regions: the Maritimes (southernmost region, which includes the capital of Lomé), Plateaux, Centrale, Kara and Savanes (northernmost region). Development indicators are generally higher in the South of the country with large disparities particularly between the Maritimes and the Savanes. Overall, the country is highly centralized with recent measures put in place towards decentralization.¹⁹ French is the official language and the language of instruction. There are also two officially recognized national languages: Ewé and Kabyé.

15. The government of Togo's (GoT) vision for development is defined in its Strategy for Accelerated Growth and Employment Promotion (SCAPE 2013-2017).²⁰ SCAPE features four priority areas: (i) accelerated economic growth, (ii) employment and inclusion, (iii) strengthened governance, and (iv) reduced regional disparities and promotion of local development. SCAPE has five objectives and

¹⁵ Government of Togo (2008). "Stratégie intérimaire de réduction de la pauvreté"; BBC News (2018). "Togo Country Profile", <https://www.bbc.com/news/world-africa-14106781> (accessed August 2019); The Guardian (2005). "World Shuns Togo as coup sparks mass protests", <https://www.theguardian.com/world/2005/feb/21/jeevanvasagar> (accessed August 2019).

¹⁶ World Bank (2018). "Harmonized List of Fragile Situations FY 19/a"

¹⁷ "The World Bank in Togo", <https://www.worldbank.org/en/country/togo/overview> (accessed August 2019).

¹⁸ Total population, % rural population, and HDI from: United Nations Development Programme Human Development Indicators. "Togo", <http://hdr.undp.org/en/countries/profiles/TGO> (accessed August 2019); Population growth rate and population under 15 from: MEPS (2019). "Rapport d'état du système éducatif national (RESEN 2019) – DRAFT"; World Bank; Poverty rate from "The World Bank in Togo", <https://www.worldbank.org/en/country/togo/overview> (accessed August 2019).

¹⁹ A law was adopted in 2017 to subdivide the regions into 116 communes with the first local elections taking place in 2018 (MEPS, RESEN, 2019).

²⁰ Government of Togo (2013). "Stratégie de croissance accélérée et de promotion de l'emploi".

objective three is of relevance to the education sector: the development of human capital, social protection and employment.

2.2 Education sector in Togo

16. The current education system in Togo is based on reforms that were implemented in 1975, which aimed to provide equal opportunities for education to all Togolese children, to build an effective school system through better teaching and learning, and to adapt the education system to the country's professional and employment needs.²¹ In 1998, Togo developed its National Policy on Education and Training. This was followed in 2009 by the development of a sector-wide policy letter,²² which recognized the need to improve the education sector in light of national economic growth objectives, with the aim to modernize Togolese society.

17. In 2005, the country developed a first National Action Plan for Education for All that spanned 2005-2015, with the goal of achieving Universal Primary Education by 2015.²³ During this time, the government implemented several major reforms, most notably the elimination of school fees at the primary level. An education sector plan was developed in 2010, spanning 2010-2020, which was updated in 2014 for the years 2014-2025. Despite significant progress in the education sector during this time, Togo's challenging and fragile context meant that several important setbacks limited the implementation of reforms, including political unrest leading to the suspension of teacher training programs lasting nearly a decade (2001-2009),²⁴ and recurrent teacher strikes that have disrupted schooling, most recently in 2016-17.²⁵

18. The Togolese school system features six sub-sectors : pre-primary (two years), primary (six years),²⁶ general secondary education (which includes four years of lower secondary and two years of upper secondary), technical and vocational training (TVET - which includes technical secondary education leading to University and specialized TVET programs leading towards employment), higher education, and literacy and non-formal education (AENF).²⁷

19. The education sector is governed by four ministries: the Ministry of Primary and Secondary Education (MEPS),²⁸ which oversees pre-primary, primary and general secondary education; the Ministry of Technical Education and Professional Training (METFP),²⁹ which oversees technical secondary education as well as vocational training and apprenticeship programs; the Ministry of Higher Education and Research (MESR),³⁰ which oversees the two public universities as well as the many private universities in Togo; and the Ministry of Social Action, Promotion of Women and Literacy (MASPFA),³¹ which oversees

²¹ Government of Togo (2014). "Togo - Rapport d'état du système éducatif, Volume 1", p. 60; Confemen (2014). "PASEC 2014: Performances du système éducatif togolais", p. 6.

²² Government of Togo (2009). "Lettre de Politique Sectorielle de l'Éducation".

²³ Government of Togo (2005). "Plan d'action national: Éducation Pour Tous PAN-EPT".

²⁴ Government of Togo (2013). "Plan Sectoriel de l'Éducation 2014-2015" (PSE 2014-2025), p. 41; CNT-EPT (2014). "Exigences de formation et de qualification professionnelle et profil actuel des enseignants du secondaire au Togo", p. 7.

²⁵ GPE internal document. Back To Office Report 15-19 May and 26 May-2 June 2017.

²⁶ Primary education is divided into three sub-cycles of two grade levels each: *cours préparatoire* (CP 1 and 2, equivalent of grades 1 and 2), *cours élémentaire* (CE 1 and 2, equivalent of grades 3 and 4) and *cours moyen* (CM 1 and 2, equivalent of grades 5 and 6).

²⁷ AENF is the French acronym for *Alphabétisation et Éducation Non-Formelle*.

²⁸ Ministère de l'Enseignement Primaire et Secondaire.

²⁹ Ministère de l'Enseignement Technique et de Formation Professionnelle.

³⁰ Ministère de l'Enseignement Supérieur et de la Recherche.

³¹ Ministère de l'Action Sociale, de la Promotion de la Femme et de l'Alphabétisation.

literacy training and non-formal education for out-of-school children. While METFP, MESR and MASPFA are fully centralized, MEPS is decentralized into two levels, which include six regional ministries (DRE)³² that oversee education in each of the five administrative regions and the Lomé region, under which are 61 pre-primary and primary education inspection units (IEPP) and 18 secondary education inspection units (IESG).³³

Table 2.1 Official grades and school age, by level in 2017-2018³⁴

LEVEL AND GRADE	AGE GROUP (IN YEARS)	CHILDREN OF SCHOOL AGE	STUDENTS IN SCHOOL
Pre-primary	4-5	0.41 million	0.16 million
Primary (CP1-CM2)	6-11	1.22 million	1.55 million
Lower Secondary (S1-S3)	12-15	0.72 million	0.56 million
Upper Secondary (S4-S6)	16-18	0.49 million	0.15 million
Total:		2.84 million	2.42 million

20. Based on data from the UNESCO Institute of Statistics, the MEPS annual statistics reports and the 2019 Education Sector Analysis (RESEN 2019), it can be estimated that as of 2017-2018, there were, in Togo:

- **Children of school age:** 2.84 million children and adolescents of age to attend pre-primary through to upper secondary. The estimated growth rate of the total school-aged population is around 2.7 percent per year.
- **Students in school:** 2.42 million children and adolescents are enrolled from pre-primary to upper secondary, with approximately 50 percent of students being girls at the pre-primary and primary level. In 2016-17, there were around 42,212 students enrolled in TVET and 88,605 enrolled in higher education, while 12,291 were enrolled in literacy training.
- **Schools:** 2,792 pre-primary schools, 7,458 primary schools, 1,765 lower secondary schools and 444 higher secondary schools. Of the 12,459 schools, 62 percent are public, 13 percent are religious (including Catholic, Protestant and Islamic schools), 21 percent are non-religious private, and 5 percent are community schools.
- **Teachers:** There are 470 pre-primary, 18,127 primary and 6,445 secondary government (civil servant) teachers. In addition, there are 10,390 volunteer teachers (6,673 at the primary level and 3,717 at the secondary level) who are generally untrained.

21. Togo's Local Education Group (LEG), as described in the Presidential Decree of 2012,³⁵ is the *Comité sectoriel de pilotage* du PSE (PSE Steering Committee).³⁶ The Presidential Decree has not been fully operationalized to date (for further details see Finding 5 in section 3.3 below). A national Committee of Consultation and Coordination³⁷ – with representation by government, development partners and civil

³² Direction Régionale d'Éducation.

³³ Rapport d'état du système éducatif (RESEN) 2019 - DRAFT, pp. 14.

³⁴ Data source: MEPS (2018). "Rapport d'analyse des indicateurs 2017-2018".

³⁵ Décret présidentiel 2012-07 fixant le cadre institutionnel de pilotage du PSE.

³⁶ The ToRs for the LEG were updated in 2017 by the CA and the Permanent Secretary. However, these were not available for review.

³⁷ The PSE Steering Committee was to be chaired by the Minister of MEPs with the Ministers of METFP and MESR acting as Vice-presidents. Ministerial participation in sector dialogue is infrequent; committee meetings have generally been chaired by the

society – has essentially replaced the function of the PSE Steering Committee and currently acts as the LEG.

22. Over the course of the last 15 years, Togo has developed three Education Sector Plans (Plan Sectoriel de l'Éducation – PSE). The first pre-dated FTI/GPE and covered the years 2005-2015. The following two, under FTI/GPE, covered the periods 2010-2020 and 2014-2025. This evaluation focuses on PSE 2014-2025. However, where relevant, it also refers to PSE 2010-2020 and the planning processes for the new PSE 2020-2030, which is currently being developed. Table 2.2 provides an overview of the main policies, plans and GPE grants in the review period.

Table 2.2 *Timeline of key policy documents in the Togolese education sector, 2010-2019*

CATEGORY	PRE 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	POST 2020	
Review Period		Review period for this CLE: 2010-2019												
National and Sector Policies					Accelerated Growth and Employment Promotion Strategy (SCAPE) 2013-2017									
		National Education Sector Policy (1998-now)												
Sector Plans		PAN-EPT 2005-2015												
		PSE 2010-2020												
						PSE 2014-2025								
												PSE 2020-2030		
Joint Sector Reviews		•	•	•	•		•	•	•	•				
CATEGORY	PRE 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	POST 2020	
GPE grants		ESPIG 2010-2014												
							ESPIG 2015-2019							
					ESPDG 2013					ESPDG 2018-2019				
				PDG 2013-2014										

2.3 GPE in Togo

23. Togo joined EFA-FTI/GPE in 2009 and is represented on the Board through the Africa 2 constituency. Since joining GPE, Togo has received five grants: two Education Sector Plan Development Grants (ESPDGs), two Education Sector Plan Implementation Grants (ESPIGs), and one Program Development Grant (PDG).³⁸ This evaluation focuses on the most recent 2015-2019 ESPIG. Dates and values for all grants are shown in Table 2.3.

Secretary General of MEPS or the Permanent Technical Secretariat. As such, the name of the Committee was changed to reflect its focus on technical rather than policy-level dialogue in the sector.

³⁸ While the ESPDG is used to support the development of the education sector plan, the PDG adds value to the ESPIG application process by providing support and technical assistance for the development of the ESPIG-funded program.

Table 2.3 GPE grants to Togo³⁹

GRANT TYPE	YEARS	ALLOCATIONS (US\$)	DISBURSEMENTS (US\$)	GRANT AGENT
Program implementation (ESPIG)	2015-2019	27,800,000	24,145,073	IBRD
	2010-2014	44,898,450	44,898,450	IBRD
Sector plan development (ESPDG)	2018-2019	499,825		UNICEF
	2013	250,000	238,844	UNICEF
Program development (PDG)	2013-2014	200,000	168,255	IBRD

24. The Togolese Coalition for organizations working in the education sector, the *Coalition nationale du Togo pour l'éducation pour tous* (CNT-EPT), has received ongoing support from GPE through three successive grants from the Civil Society Education Fund (CSEF) since 2009.⁴⁰

25. Finally, seven GPE Global and Regional Activities (GRA) grants⁴¹ included Togo in their activities. These include activities related to learning assessments, out-of-school children, gender-based violence and education financing.

³⁹ All figures in current US\$ (as of year of grant approval). GPE (2019). "Togo", <https://www.globalpartnership.org/country/togo> (accessed June 2019).

⁴⁰ CSEF I (2009-2012), CSEF II (2013-2015), and CSEF III (2016-2018).

⁴¹ These include: GRA-1 (Development of methodologies to link reading assessments across regions and draw lessons regarding best early assessment practices), GRA-6 (Out-of-school children: Closing the data gap), GRA-8 (Education financing: School grants), GRA-11 (Addressing the out-of-school children data and policy gaps), GRA-12 (Disability, health and education in support of Learning for All), GRA-14 (School profiles: Systems improvement), and GRA-16 (Addressing school-related gender-based violence).

3 GPE contributions to sector planning, dialogue/monitoring, financing and implementation

3.1 Introduction

26. This section summarizes findings related to Key Question I of the evaluation matrix: “Has GPE support to Togo contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?”⁴²

27. The GPE country-level theory of change, developed in the inception report and adapted to the Togo context (Appendix II), outlines four contribution claims related to GPE’s influence on progress towards achieving country-level objectives (one claim per objective).

28. This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, in Togo, what characterized sector planning, mutual accountability, sector financing and ESP implementation during the period under review? And second, has GPE’s support contributed to observed changes in (and across) these dimensions and, if so, how?

3.2 GPE contributions to education sector planning⁴³

Overview

29. This section addresses the following Country Evaluation Questions (CEQs):

- What characterized the education sector plan in place during the core 2010-2019⁴⁴ period under review? (CEQ 1.1.b)
- Has GPE support to sector planning contributed to better (more relevant, more realistic, government-owned) sector plans? (Key Question V)⁴⁵ During the 2010-2019 period under review,

⁴² Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

⁴³ This section addresses evaluation questions CEQ 1.1 b and 1.2 b-d, as well as to (cross-cutting) CEQs 3.1 and 3.2.

⁴⁴ As stated in Box 1.1, the period under review for the CLE in Togo (2010-2019) is challenging to demarcate. The challenge in Togo is that the PSE 2014-2025 must be compared to the PSE 2010-2020 in order to assess change. There are few stakeholders available to comment on the 2010 PSE development (planning took place a decade ago) while GPE (EFA-FTI) guidelines were very different at the time and no ESP quality ratings are available from 2010. While there is more value in comparing the PSE 2014-2025 development process with the current process underway to renew the PSE in 2019, current PSE development is at an early stage- no draft is ready and no appraisals have been undertaken.

⁴⁵ In particular: To what extent has the revised QAR process for education sector plans contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 9); To what extent have the revised ESPDG mechanism and/or ESPIG grant requirements (under the NFM) contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 10); and to what extent has GPE support to inclusive sector dialogue influenced sector planning? (CEQ 11b).

have there been unintended, positive or negative, consequences of GPE financial and non-financial support? (CEQ 3.2)

- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning? (CEQ 3.1)
- What are the implications of evaluation findings for GPE support to Togo? (Key Question IV)

30. A high-level overview of evaluation findings on sector planning is provided in Table 3.1. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.1 Overview – CLE findings on sector planning and related GPE contributions⁴⁶

PROGRESS TOWARDS A GOVERNMENT-OWNED, ROBUST ESP? ⁴⁷	DEGREE OF GPE CONTRIBUTION ⁴⁸	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁴⁹				
		1	2	3	4	5
Achieved: PSEs developed in 2010 and 2014 were participatory and led by government. They were developed based on ESAs of 2009 and 2012. While capacity is being built, considerable dependence remains on external assistance for sector planning, and there are weaknesses in the evidence base.	Strong: GPE financial and non-financial support contributed to improving the relevance and quality of education sector planning processes over time.					

Characteristics of sector planning during review period

Finding 1: Improvements in education sector planning between 2010 and 2014 included improved stakeholder participation, a broader evidence base and better attention to disparities. Weaknesses in EMIS and the complexity of the PSE results framework present challenges to the plan's achievability.

31. Togo's engagement in education sector planning preceded the country's membership in GPE. Togo has adopted three successive education sector plans to date, while its fourth sector plan was under development at the time of this evaluation. The first education 'action plan' in 2005 was developed with technical and financial support from the World Bank, involving dialogue between government and development partners. Entitled the *Plan d'Action Nationale de l'Education Pour Tous*, it represented a first step towards government-driven and more coordinated investment in the sector. This action plan focused on primary education only, lacked a financial framework for implementation, did not establish clear priorities or link proposed reforms to labor market needs. When Togo became a member of GPE in 2010

⁴⁶ Colour code: **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue

⁴⁷ In this case, the objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process, as per GPE/IIEP guidelines, and was endorsed by development partners in country.

⁴⁸ This assessment is based on whether the CLE found evidence of (i) GPE support likely having influenced (parts of) sector planning; (ii) stakeholder perceptions on the relevance (relative influence) of GPE support; and (iii) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

⁴⁹ For sector planning, the five underlying assumptions in the country level ToC were: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; (3) stakeholders having the *motivation* (incentives) to do so; (4) GPE having sufficient leverage within the country to influence sector planning, and (5) EMIS and LARS producing relevant and reliable data to inform sector planning.

(then EFA-FTI), a second education sector plan was developed to address some of the perceived shortcomings in the 2005 plan. The *Plan Sectoriel de l'Éducation* (PSE) covered the period 2010-2020 and was more comprehensive in its scope and aligned with GPE guidance at the time. This plan was updated⁵⁰ four years later, as PSE 2014-2025. Currently, a fourth PSE is in formulation and will be finalized in 2020.

32. As such, Togo has been engaged in education sector planning for well over 15 years. With the exception of the 2005 Action Plan, all sector planning in Togo has been undertaken in keeping with GPE guidelines and funding requirements. This is also the case for the new PSE under development. The last two sector plans and the new plan under development have each been informed by an education sector analysis (ESA or RESEN in Togo) and have been followed by the presentation of a new funding request to GPE. Table 3.2 below presents the alignment between the RESEN 2007 and PSE 2010-2020 and RESEN 2012 and PSE 2014-2025.

Table 3.2 Overview of key challenges identified and PSE strategies

RESEN 2007 ⁵¹	PSE 2010-2020 ⁵²
<p>The RESEN of 2007 identified the following key challenges in the education sector:</p> <ul style="list-style-type: none"> • Completion of primary education at 70% • Significant disparities by region, gender and socio-economic group, all of which have significant effects on access, retention and completion • Quality is suffering due to community teachers and lack of pre and in-service training for all teachers • Both education supply and demand factors have a bearing on access, retention and completion rates, including: school coverage and proximity, direct and indirect costs of schooling, and education quality • Limited management of the education pyramid, characterized by over-investment in higher education, high unit costs in secondary and higher education • Absence of alignment between higher levels of education and labor market needs • Very high rates of repetition and drop-out in primary and lower secondary • Togo achieving scores on PASEC⁵³ below the regional average 	<p>Objective 1: Manage the education pyramid and correct disparities</p> <p><i>Achieve universal primary education by 2020:</i> Progressively ensure that primary education is free to increase equity and access: replace volunteer teachers with trained, publicly funded teachers, transform community schools into public schools, and provide manuals and textbooks for free.</p> <p><i>Improve access and quality of preschool</i> by developing a standard education program and promoting community and private preschools, particularly in rural areas.</p> <p><i>Improve management of education pyramid</i> by increasing access and retention in secondary school, controlling unit costs in higher education, recruiting multi-subject and trained teachers in secondary, and increasing access to TVET in secondary and higher education.</p> <p>Objective 2: Improve the quality and effectiveness of education</p> <p>Ensure improved alignment with labor market needs for secondary, TVET and higher education.</p> <p><i>Decrease repetition and increase retention</i> in primary and secondary schooling by providing demand incentives, curriculum reform and renewing training for teachers.</p> <p><i>Creating a culture of evaluation</i> by improving systems to evaluate learning outcomes and use data to improve quality</p>

⁵⁰ Plan sectoriel de l'éducation 2014-2025.

⁵¹ The RESEN was undertaken in 2006-2007. This corresponded to a time in Togo's history where select development partners were returning to the country after a period of embargo where no development assistance had been provided. The PSE was only approved and endorsed in 2010, three years after the RESEN. Between 2008-2010, development partners had developed and financed an emergency plan for the education sector in the interim, before larger scale projects financed by GPE and AFD came on stream in 2010.

⁵² Plan Sectoriel de l'Éducation du Togo 2010-2020.

⁵³ The Programme d'analyse des systèmes éducatifs de la CONFEMEN (PASEC) supports the monitoring of education systems in CONFEMEN member states and government for improved quality education, namely through assessments of student performance.

RESEN 2007 ⁵¹	PSE 2010-2020 ⁵²
<ul style="list-style-type: none"> • EMIS not used for measuring progress at a sectoral level against the plan, or decision-making based on evidence • Lack of decentralization and weak accountability at different levels of education management • Weak management of human and financial resources (no correlation between needs based on student population, resources provided to schools and education results achieved) 	<p><i>Improve pedagogical support</i> at all levels of the education system</p> <p>Objective 3: Improve social partnerships <i>Improve consultation, dialogue and participation</i> in decision-making with civil society, teacher unions and communities. Increase involvement of parents in the management of schools. Develop public-private partnerships.</p> <p>Objective 4: Improve the efficiency and governance of the education system: Improve availability and reliability of EMIS. Decentralize education management and improve accountability at different levels of system. Improve efficiency of human and financial resource management (school mapping, allocation of resources to schools based on need).</p>
RESEN 2012	PSE 2014-2025
<p><i>Achieving Universal Primary Education remains a challenge:</i> disparities by gender and region, socio-economic group is still high; completion of primary at 77% but 23% of students enrolled drop-out before completion; repetition rates vary from 21 to 35% in primary-secondary; and 7% of school-aged children are out of school. The rate of illiteracy among adults remains high.</p> <p><i>Financial resources:</i> Almost 20% of public resources allocated to education and family contributions are significant and are increasing (63%). Salary levels are higher in Togo than in similar countries; 98% of education budget allocated to recurrent expenditures leaving little for investment.</p>	<p>Objective 1: Manage the education pyramid and correct disparities <i>Aim to achieve universal primary education (UPE) by 2022 which includes 10 years of basic education by:</i> transforming community schools into public schools; elimination of voluntary teachers; increasing efforts to reduce repetition and drop-outs by the elimination of repetition within primary sub-cycles; reforming secondary school program and recruiting multi-subject teachers; managing unit costs and ensuring appropriate allocation of resources at different levels.</p> <p><i>Focus on equity and inclusion:</i> through support for underprivileged girls and rural children (bursaries, access to uniforms, hygiene kits, etc.); school feeding programs to increase education demand; supporting learners with disabilities through funding for specialized schools.</p>
<p><i>Quality:</i> Increasing use of voluntary (untrained) teachers, especially in secondary; ranking decreasing relative to other countries in region.</p>	<p>Objective 2: Improve the quality and effectiveness of education <i>Extend coverage of preschool:</i> adapt the offer and target rural and underprivileged areas through community preschools. <i>Improve teaching and learning:</i> curriculum reform at primary level and improved pre and in-service teacher training. <i>Improve the quality and coverage of upper secondary, TVET and higher education, particularly with regard to their relevance to labor market needs in Togo:</i> improve transition to TVET and higher education and retention rates; develop public-private partnerships; increase access to TVET; develop private higher education; promote STEM in higher education.</p>

RESEN 2007 ⁵¹	PSE 2010-2020 ⁵²
<p><i>Internal efficiency is low:</i> There is no correlation between the resources education establishments receive and the education result they achieve. Regulation of the education pyramid is a significant challenge, with relatively low unit costs in education levels above primary.</p> <p><i>External efficiency and labor market demand:</i> Education and employment insufficiently linked - those with higher education have higher unemployment rates, too many students entering social sciences and not enough in Science, Technology, Engineering and Math (STEM), less than 6% of students in TVET.</p>	<p>Objective 3: Improve social partnerships Improve participation in decision-making with civil society, teacher unions and communities. Increased involvements of parents in the management of schools.</p> <p>Objective 4: Improve the efficiency and governance of the education system: Improve transparency, efficiency and accountability at all levels of the education system; strengthen credible EMIS; focus on decentralization and create a culture of accountability.</p>

33. As seen in Table 3.2 above, there is strong alignment between the analysis presented in each RESEN and the strategic priorities and objectives in the subsequent PSE. There is also considerable continuity and overlap between the PSE objectives of 2010 and those of 2014. PSE 2014-2025 was perceived as an “update” of PSE 2010-2020 and therefore maintained its over-arching objectives and much of its strategic focus.⁵⁴ It is not surprising that the same challenges and major reforms are repeated from one sector plan to the next. The challenges in the education sector are historical, deeply rooted and structural in nature.

34. The process for developing both PSE 2010-2020 and PSE 2014-2025 was driven by government but included the active participation of a broad range of stakeholders.⁵⁵ According to the independent appraisal of PSE 2014-2025, there were improvements in the preparation of this sector plan over the previous one: inter-ministerial planning structures were strengthened; meetings with civil society were expanded; the engagement by METFP and MESR was more substantial; and there were more frequent consultations with development partners and technical personnel charged with implementing the previous PSE.⁵⁶

35. Both sector plans were subject to independent appraisals in order to meet GPE requirements for ESPIG funding. GPE guidelines, rating criteria and appraisal processes changed considerably between the two ESPs, however, creating challenges for comparison.⁵⁷ For example, the independent appraisals commissioned by development partners in 2009 and 2012 assessed the quality of draft ESPs using slightly different assessment frameworks.⁵⁸ In addition, while the Secretariat provided comments on the draft of PSE 2010-2020, it provided no comments on PSE 2014-2025. The finalized document for PSE 2014-2025 was rated against GPE ESP quality standards (indicator 16a ratings from GPE results framework) and

⁵⁴ Ndoye, M et Oulai, D. Rapport d'évaluation du PSE 2010-2025 et du plan triennal d'action 2014-2016 du Togo, pp. 11.

⁵⁵ Plan Sectoriel de l'Éducation 2010-2020, pp. 8-9.

⁵⁶ Ndoye, M et Oulai, D. Rapport d'évaluation du PSE 2010-2025 et du plan triennal d'action 2014-2016 du Togo, pp. 11.

⁵⁷ The appraisal processes and extent of available data on ESP assessment and subsequent responses and by government are different for each PSE. The PSE 2010-2020 benefited from an independent appraisal as well as comments from the Secretariat on the draft PSE. There is evidence that the government responded to comments by the Secretariat indicating how the draft PSE would be revised. There is no available evidence as to how the final version of the PSE was revised. There was also no ESP quality assessment undertaken by GPE on the final version of the 2010 PSE because the GPE RF scoring process did not exist at that time. For the PSE 2014-2025, the only evidence available to evaluators was the independent appraisal report. Based on what the evaluators were provided, the Secretariat did not comment on the PSE draft but did undertake a quality assessment of the final version of the PSE against its ESP quality standards. No evidence is available to determine whether GoT responded to comments from the independent appraisal or revised the PSE accordingly.

⁵⁸ The assessment framework used in the independent appraisal of PSE 2010-2020 examined the evidence base; the strategic orientation of the plan against its context; action planning and budget allocation; quality and use of data; policy framework and sector strategy; and stakeholder consultation. The independent appraisal of PSE 2014-2025 used a slightly different framework to assess quality which included: quality and use of data; policy framework and strategy; financing; and implementation, good governance and responsibilities.

received a rating of 7/7. Table 3.3 below presents an overview⁵⁹ of the extent to which there has been improvement in meeting GPE's quality standards for ESPs.

Table 3.3 *ESP in Togo meets quality standards, as defined by GPE⁶⁰*

ESP QUALITY STANDARDS ⁶¹	GPE RESULTS FRAMEWORK (RF) SCORE ⁶²		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	PSE 2010-2020	PSE 2014-2025	
Overall vision	Not Rated	1/1	Standard met: Both sector plans were seen to be strongly aligned with national development plans, priorities and policies. Both were seen to address what stakeholders agreed to be the major challenges in the education sector.
Strategic		7/7	Limited improvement: The objectives and priorities selected for both ESP 2010-2020 and ESP 2014-2025 are seen to be highly relevant given the challenges identified in their respective ESAs. All stakeholders interviewed felt the strategic objectives and vision of the PSE documents addressed key challenges in the sector. Independent appraisals of both ESPs, however, raised the following concerns: analysis of root causes was weak; lessons learned from PSE 2010-2020 were not systematically integrated into PSE 2014-2025; and strategies that did not work well in the past were reproduced in PSE 2014-2025 (e.g., strategy to eliminate repetition). It does not appear that these issues were fully addressed in the final versions of PSEs.
Holistic		3/3	Improvement: The sector planning process for 2014 included more active contribution by METFP and MESR, by regional actors, local authorities, the private sector and civil society, which is seen to have produced a plan that is a better reflection of priorities across the sector. PSE 2010 was perceived as a plan largely benefitting primary education only. Strategies under PSE 2014-2025

⁵⁹ While formal comparison is difficult based on the differences in GPE assessment methods between 2010 and 2014, this overview is based on the evaluator's review of data and documents available leading to conclusions on areas where PSE content and structure has improved.

⁶⁰ Based on GPE RF data, indicator 16, and a review of the two independent appraisals of PSE 2010 and PSE 2014: Ndoye, M et Oulai, D. Rapport d'évaluation du PSE 2010-2025 et du Plan d'action 2014-2016; Ndoye, M et Wilson, M. Rapport d'évaluation du PSE 2010-2020.

⁶¹ The Secretariat rates the quality of sector plans along seven quality standards, which are incorporated into the GPE results framework. The standards and related guidelines provide guidance on what a good quality ESP/ Transitional Education Plan (TEP) looks like and were developed in 2015 in cooperation with UNESCO International Institute of Education Planning (IIEP). According to the Methodology Sheet for GPE Indicators (Indicator 16a), an ESP should meet five out of seven quality standards to be classified as meeting overall quality standards.

⁶² Different criteria were used to conduct the independent appraisals of the two sector plans in 2009 and 2012. In addition, only PSE 2014-2025 benefited from an assessment using GPE RF data, indicator 16a and these ratings are included in Table 3.3. Because each PSE was assessed using different criteria, it is challenging to determine the extent to which there has been improvement over time in sector planning.

ESP QUALITY STANDARDS ⁶¹	GPE RESULTS FRAMEWORK (RF) SCORE ⁶²		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	PSE 2010-2020	PSE 2014-2025	
			were well defined for each sub-sector including pre-primary, primary, AENF, secondary, TVET and higher education. The three-year plan (2014-2016) also included all sub-sectors.
Evidence Based		1/1	Improvement: The evidence base for PSE 2010-2020 was rated as excellent by the independent appraisal. The evidence base for PSE 2014-2025 was also rated as satisfactory according to GPE standards. Both plans relied on ESAs developed with oversight from the Pole de Dakar which brings some measure of confidence in the data and ensuing analysis. The evidence base was broader in 2014 than that for PSE 2010-2020, which relied largely on the RESEN of 2007 as well as national statistics. JSRs began in 2011; more studies were conducted after 2010 and EMIS was somewhat strengthened with donor support. As such, PSE 2014-2025 was developed on a more diverse and stronger evidence base than that available in 2009 although significant challenges remain (see discussion on EMIS in subsequent findings below).
Achievable		9/9	Limited improvement: Both PSE 2010-2020 and PSE 2014-2025 were rated as viable and achievable. PSE 2010-2020 was described in the independent appraisal as viable, balanced in terms of sub-sector allocations, and financially sustainable. PSE 2014-2025 was described as credible and appropriate: the plan covers all sector and all sources of financing, while sub-sector allocation is in keeping with PSE objectives. Strategies to achieve objectives were rated as realistic in both plans. The independent appraisals of both PSE 2010-2020 and PSE 2014-2025 raise the absence of risk analysis in the plans – including financial, institutional capacity and social conflict – and any corresponding mitigation strategies. The results framework for PSE 2014-2025 is complex (over 400 indicators) with limited attention to gender disaggregation and equity measures. Three-year action planning is not aligned with budgeting.
Sensitive to Context		1/1	Limited improvement: Both sector plans identified key challenges and responded with what were considered to be appropriate strategies, given the country context and available human and financial resources. That said, strategies were seen to lack operational detail.
Attentive to Disparities		3/3	Improvement: Both sector plans presented an analysis of gender inequalities, as well as some geographic and socio-economic disparities. Both sector plans provided strategies to address geographic and socio-economic

ESP QUALITY STANDARDS ⁶¹	GPE RESULTS FRAMEWORK (RF) SCORE ⁶²		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	PSE 2010-2020	PSE 2014-2025	
			disparities by progressively reducing school fees, improving the allocation of resources to schools based on need, focusing resources in regions where education indicators are low. Only PSE 2014-2025 included information on gender parity and GPI targets for all sub-sectors. Special activities were developed to address barriers for girls' education (waving school fees, providing uniforms and sanitary kits). While PSE 2014-2025 does not present data on children with disabilities it does include activities to improve inclusive education (special needs classes, translation of manuals into Braille, mobile special needs trainers of teachers, ramps for classrooms).
Overall, at least 5/7 met?		Yes (7/7)	Both PSE 2010-2020 and PSE 2014-2025 received positive assessments from independent appraisals and were deemed coherent, realistic and viable education sector plans by independent evaluators and the LEG and GPE. Quality has improved in sector planning over time with regard to greater engagement by stakeholders across all education sub-sectors, a broader evidence base, more relevance to sub-sectors beyond basic education, and greater attention to inequities and disparities.

36. The independent appraisals of both PSE 2010-2020 and PSE 2014-2025 rated the evidence base underpinning each sector plan as good or excellent, given the existence of education sector analyses (RESEN 2009, 2012) developed with support from the Pôle de Dakar. While EMIS in Togo will be more systematically assessed in section 3.3, several points emerged during data collection with regard to the availability of education sector data which are worth noting to nuance the findings of the independent appraisals with regard to the evidence base:

- Development partners interviewed reported that, while EMIS was improving in Togo in terms of producing regular data based on standard tools and procedures, challenges with reliability remain. School administrative data are not perceived as consistently reliable and the data underpinning basic education indicators such as gross enrollment and repetition rates therefore must be interpreted with care.
- There is still no functional national system for learning assessment in Togo. The PSE 2014-2025 was informed by PASEC data from 2010. A national learning assessment was undertaken in 2013 with support from GPE's ESPIG, but the data was produced too late to inform sector planning. Beyond the PASEC data from 2010, no standardized learning assessment data was available to inform planning for PSE 2014-2025.
- Over half of the PSE 2014-2025 results framework core indicators were not systematically reported against due to lack of administrative data or lack of capacity to generate reports against the data that does exist. This underscores weaknesses in the evidence base for education planning (see also section 3.3).

37. In terms of PSE achievability, the PSE 2014-2025 also received a positive score against GPE criteria. That said, the results framework developed for PSE 2014-2025 has been unwieldy and difficult for the government of Togo to report against or use as a management tool to support decision-making. It included 71 core indicators at the impact and outcome levels and over 400 indicators in the three-year action plan for 2014-2016. Among the 71 core indicators, there are no indicators related to learning outcomes. Gender disaggregated indicators are included only for enrollment at primary and lower secondary school but at no other levels of education and covering no other aspects of education performance (i.e., retention, completion, learning outcomes, presence in STEM, etc.). In addition, governance indicators are process related rather than systemic and remain vague and difficult to measure. Finally, the 71 core indicators are global and offer little information on progress in reducing disparities or advancing reforms at the sub-sector level, across regions or marginalized populations.

38. A new PSE is currently being prepared for finalization in 2020 and will coincide with Togo's next ESPIG request. A new 2019 RESEN was recently validated (February 2019), developed by a national team of technical staff representing each education ministry and working under the direction of the Permanent Technical Secretariat.⁶³ A financial simulation model was also developed and recently presented to Ministers of Education and senior bureaucrats; four financial simulation options were developed and one of these will be selected to be the basis of the new PSE. The same national team that prepared the 2019 RESEN will support the development of the new PSE. As in the past, the sector planning process will involve a series of national and regional workshops, involving a broad range of stakeholders for consultation and validation of sub-sector and sector plans. There is a perceived need to increase communication and dissemination of information around the new PSE among national, regional and local actors as this was seen as a limitation in previous sector planning processes. A robust communication plan is to be developed.

Finding 2: Stakeholders in Togo have strengthened their capacity for education sector planning although this capacity is not yet institutionalized and remains dependent on external assistance. Engaging senior leadership in governance of the PSE remains a challenge.

39. The Presidential Decree of 2012 established the governance structure for the PSE. As part of that structure, a Permanent Technical Secretariat (PTS) to the PSE was established as the administrative and technical unit to support PSE governance. While housed in MEPS, the PTS is an inter-ministerial unit that answers to the PSE Steering Committee. The PTS is responsible for coordinating the sectoral planning process and oversees the national team of technocrats (from education, finance and planning ministries) who prepare the PSE. Over the course of developing one national EFA action plan, two education sector plans and a third sector plan which is in development, capacity for sector planning has been strengthened to some extent within the PTS and among members of the technical team charged with preparing the PSE. As a demonstration of the capacity that has been strengthened, the Pôle de Dakar produced the RESEN and conducted the financial simulation for the new PSE in 2013, whereas, in 2019, the national team prepared sections of the RESEN and conducted the financial simulation with only periodic oversight by the Pôle de Dakar. In 2013, an external consultant led the process of PSE coordination and development whereas in 2019, the PTS is overseeing the process with periodic support from an external consultant.

40. While the GoT is now capable of assuming tasks related to ESP development that it did not have the capacity to undertake independently in the past, this new capacity for sector planning remains fragile

⁶³ The Permanent Technical Secretariat is an office created by Presidential Decree in 2012, charged with supporting the management of the education sector plan. The role of the Secretary will be further described in Finding 2 and in section 3.2 on sector dialogue below.

and dependent,⁶⁴ to a large degree, on external support. The office of the Permanent Technical Secretariat has a very limited budget, which is supplemented to a significant degree through ongoing donor assistance. Human resource capacity within this unit is limited so there is ongoing need for support from external consultants (paid by development partners) to help the PTS assume its responsibilities with regard to sector analysis, planning, and annual joint sector monitoring.⁶⁵ The national technical team is recreated each time a RESEN or PSE is to be developed. While there has been continuity among members of the team (a number of the individuals involved in 2019 sector planning were also on the national team for developing PSE 2014-2025), the capacity developed for sector planning to date remains with these individuals; there has been no institutionalization of ESP capacity, procedures, or systems within the education ministries. Without the oversight of the PTS and, in the absence of external assistance (financial and technical), it seems unlikely that GoT would be in a position to continue this level of sector planning.

41. It is unclear to what extent the GoT, at the highest levels of leadership, is committed to PSE 2014-2025 as *the* over-arching plan governing the education sector. Since 2012, the Presidential Decree dictating the governance of the PSE has never been fully operationalized and the Minister of MEPS has not assumed the presidency of the PSE Steering Committee.⁶⁶ In 2016, the Minister of MEPS announced the development of a parallel five-year strategic plan for his ministry. In 2017, a TVET strategy and a policy to govern teachers were announced. Development partners engaged in policy dialogue with the education ministers involved on the importance of having one integrated sector plan over disparate planning processes by sub-sector.

Finding 3: GPE support contributed to improved quality in education sector planning in Togo. The ESPDGs of 2013 and 2018-19 allowed for more structured and inclusive consultations with all stakeholders, while the independent appraisal of PSE 2014-2015 identified areas for improvement.

42. GPE has provided a series of financial and non-financial mechanisms to support sector planning. Table 3.4 provides an overview of these mechanisms, grouped by whether they have made a significant,⁶⁷ moderately significant or insignificant contribution to sector planning in Togo. This grouping is indicative and does not constitute a formal score.

⁶⁴ The involvement of the Pôle de Dakar in the production of the RESEN and financial stimulation was reduced to more of an oversight and coordination role in 2019 as compared to 2013. This was due, in part, to the fact that more EMIS data was available to the national team so they could generate more sections on their own. That said, the RESEN and PSE development still require considerable support financially and from external consultants (Pole de Dakar and the consultant engaged by UNICEF).

⁶⁵ Currently an international consultant, initially paid for by UNICEF and now paid through the ESPDG grant, is supporting the PTS with sector planning, analysis, monitoring.

⁶⁶ The PSE Steering Committee is generally chaired by either the Secretary General of MEPS or the PTS although the Presidential Decree stipulates it is to be chaired by the Minister of MEPS.

⁶⁷ In this section and all sections that follow, a GPE contribution is rated 'significant' if it made a clear, positive, and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be 'improved planning overall,' but could be a noticeable improvement in sub-components of this desirable outcome, such as 'improved government ownership,' 'improved participation,' 'improved results framework,' etc. Assessments are based on evaluator judgment based on interviews and documents consulted for this CLE.

Table 3.4 GPE contributions to sector planning from 2010-2019⁶⁸

PSE 2010-2020	PSE 2014-2025
SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING	
<ul style="list-style-type: none"> • ESPIG funding requirements provided an incentive for developing PSE 2010-2020. The GPE ESPIG in 2010 represented 50% of external assistance to the education sector. ESPIG funding requirements influenced the timing, structure and content of the new ESP. 	<ul style="list-style-type: none"> • ESPDG 2013: A grant of US\$250,000 was provided to update both the 2012 RESEN and PSE 2014-2025, prepare the financial simulation model and the three-year action plan for 2014-2016. This was the most significant source of funding to support the ESP development process. • Independent appraisal: There was an independent appraisal of PSE 2014-2025, which was an ESPIG funding requirement and was supported through the ESPDG. It informed the endorsement letter by development partners and feedback around key issues that required attention during PSE implementation. • ESPIG application process and requirements: The ESPIG funding requirement to have an up to date and credible plan was a principal factor influencing the decision to update both the RESEN and the PSE in 2012-2014 and in 2018-2019. • CA: The CA (UNICEF) was also the partner agency for the ESPDG in both 2013 and 2018-2019. All stakeholders consulted agree that UNICEF has played a crucial role in supporting GoT to design and deliver a participatory, structured and methodologically robust ESP development process.
<ul style="list-style-type: none"> • QA: The GPE Secretariat (then FTI) provided comments on the PSE draft in December 2009 although the external assessment of the PSE was supported by other development partners – <i>Agence française de développement</i> (AFD) and World Bank. GoT responded in writing to the GPE Secretariat comments and it appears that several changes to the draft PSE were made based on these comments. 	<ul style="list-style-type: none"> • Technical guidance / knowledge-sharing: The Permanent Technical Secretariat indicated that GPE/IIEP guidelines on quality ESP development and plan appraisal were useful in preparing the sector plan. Few other government stakeholders interviewed had been involved in PSE 2014 development so could not comment. Senior government representatives interviewed were unaware of the contents of GPE guidelines.
UNKNOWN CONTRIBUTION TO SECTOR PLANNING	
<ul style="list-style-type: none"> • GPE (then FTI) Advocacy and Technical Guidance: GPE contributions, in terms of guidance and advocacy, to the development of the first PSE are unknown – no documentation is available to assess the GPE role. No stakeholders consulted in Togo were able to describe specific GPE inputs and their 	<ul style="list-style-type: none"> • PSE 2014-2025 revisions: There is no available evidence to determine whether GoT revised PSE 2014-2025 based on the recommendations of the independent appraisal supported by GPE in 2013. • Country-lead support: Country lead Back to Office Reports (BTORs) are only available for 2011, 2015, 2017 and 2019 (one report each year). Interviewed stakeholders made no direct reference to CL

⁶⁸ This section considers GPE contributions to two planning cycles, in line with the evaluation matrix for these CLEs. However, subsequent sections do not present similar side-by-side comparison, as these CLEs do not involve a full review of two GPE support cycles, which would in any case not be possible given that the new cycle just started.

influence on the sectoral planning process for the years 2008-2010.

contributions to sector planning (in contrast to CL contributions in other areas). While it is understood that the CL made regular visits to Togo during the period under review and held discussions with key stakeholders as well as the LEG, there is no available evidence to assess country lead support to the sector planning process which would have taken place in 2012-2013.

- **Grant Agent to ESPIG:** The contribution of the GA to education sector planning for PSE 2014-2025 is not known, given available evidence.

ELEMENTS NOT APPLICABLE TO SECTOR PLANNING IN TOGO

- N/A

43. As the largest development partner in education in Togo for the period under review, GPE has had considerable influence on education sector planning, including through the ESPIG funding requirements and the ESPDG grants, both of which have contributed to the improved quality of resulting sector plans. The Guidelines and technical support provided to ESA and sector plan development have also been crucial in ensuring ESP quality standards. In the absence of GPE financial and technical support, GoT does not have sufficient resources or internal capacity of its own to ensure a participatory sector analysis followed by an equally comprehensive sector planning process. Beginning in 2017, for the new PSE currently under development, there is evidence of a substantial role played by both the CA and GPE Secretariat country lead in developing the roadmap and clarifying, to the GoT, GPE's funding requirements and the new funding model (NFM).⁶⁹ The ESPDG of 2018-2019 also provides twice the funding of the previous grant,⁷⁰ which has enabled a full revision of the RESEN and PSE to ensure their alignment with national policies and existing and emerging international commitments.

44. It is too early to assess the effects of GPE's new funding model with regard to sector planning in Togo. No sector plan draft was available at the time of this evaluation exercise. A key (and ongoing) challenge identified in the financial simulation model for the new PSE under development concerns the financial viability of the education sector plan and associated financial framework, given the very high proportion of public funds dedicated to recurrent expenditures (98 percent) and related challenges with salaries.⁷¹ Four financial scenarios emerging from the simulation model were recently presented to the GoT and one has been selected internally. While no scenario has been officially endorsed, consulted stakeholders expressed concern with the scenario they felt was most likely to be selected; from their perspective, this scenario presents risks with regard to its long-term viability if the challenge of recurrent expenditure and Togo's excessive dependence on foreign assistance is not addressed.⁷² It is unclear what the implications of the financial simulation model, resulting scenarios and associated financial risks will mean as Togo prepares its new ESPIG request.

⁶⁹ GPE Country lead Mission Report, May-June 2017.

⁷⁰ The new ESPDG funding mechanism was updated in 2015 and GPE increased the maximum allocation from \$250,000 to \$500,000 (half of which is earmarked specifically for developing an ESA). The ESPDG for Togo of 2018 includes: US\$499,825, of which US\$287,950 is dedicated to revising the ESA (RESEN) and the financial simulation model, and US\$211,875 is allocated for ESP development.

⁷¹ Including high teacher salaries, the need to recruit new teachers in keeping with strong demographic growth and the need to resolve the issue of community teachers.

⁷² Interviews with all development partners, NGOs and some government representatives.

Additional factors beyond GPE support

45. Additional **positive factors** beyond GPE support that likely contributed to sector planning during the review period include: (a) a sector planning process supported by development partners, which predates Togo's membership in GPE; (b) effective and collegial relations among development partners in the education sector and the promotion of sectoral coordination processes since 2005.

46. Additional **negative factors** include: (a) the legacy of the international embargo on Togo and limited donor investment in the education sector between 1998 and 2005; (b) the lack of sufficient human and financial resources in GoT, which constrains its ability to build sustainable institutional capacity for education sector planning; and (c) frequent changes in ministers and senior policy-makers within the education sector,⁷³ which is seen to limit continuity in education policy development and implementation.

47. The evaluation did not register evidence of significant negative/unintended effects of GPE's support in terms of sector planning.

Implications for GPE's ToC and country-level operational model

Finding 4: The increasing complexity of GPE funding requirements may not be well adapted to a country context with low capacity and high levels of dependency on external financial and technical assistance.

48. Available evidence suggests that three of the five assumptions about sector planning underlying the GPE country-level ToC (Appendix II) **held true** in the context of Togo during the 2010-2019 review period. These were assumptions: (2) that country-level stakeholders have the opportunities (resources, conducive external environment) and (3) the *motivation* (incentives) to participate in and improve sector analysis and planning; ; and (4) GPE has sufficient leverage within Togo for GPE support to influence sector planning (the motivation, political will, incentives) to jointly and collaboratively improve sector analysis and planning.

49. Two assumptions were found to hold only **partially true**: (1) stakeholders have the capabilities (knowledge and skills) to jointly improve sector analysis and planning; and (5) that EMIS and learning assessment and reporting systems (LARS) produce relevant and reliable data that is used to inform sector planning. We find that EMIS data has been used to inform sector planning, the availability of this data has improved over time and GPE rated the PSE evidence base as strong. However, in the case for LARS, the system is not yet functional. Overall, there has been improvement in the process of PSE development, in the quality of the plan and in the capacity of government to produce the plan (albeit with a need for continued external assistance). While internal capacity for sector planning has improved, it remains weak and heavily dependent on external support (financial and technical). Plans to improve EMIS and data quality figured in the PSE for 2014-2025. However, many challenges remain with EMIS and administrative data is not yet considered fully credible or timely (see further discussion on EMIS in section 3.2 on Mutual Accountability below).

50. Stakeholders are concerned about the length of time that will be required to renew the PSE and approve the next ESPIG in Togo. Given the important role GPE has played in the education sector, a gap in its financing of up to two years is of concern to education authorities in Togo. A small number of development partners questioned whether the GPE funding requirements, guidelines and processes for PSE and ESPIG renewal could be adapted to the contextual realities of Togo, in order to ensure continuity in financial support for the education sector while more progressively developing the country's sector planning capacity.

⁷³ The Minister of EPS has changed every two to three years since 2007 in Togo.

3.3 GPE contributions to sector dialogue and monitoring⁷⁴

Overview

51. This section addresses the following evaluation questions:

- Have sector dialogue and monitoring changed during the review period? If so, how and why? If not, why not? (CEQ 2.1 and 2.2)
- Has GPE contributed to observed changes in sector dialogue and monitoring? If so, how and why? (CEQ 2.3) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed changes in sector dialogue and monitoring? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (KQ IV)

52. Table 3.5 provides a high-level overview of evaluation findings on mutual accountability. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.5 *Overview: CLE findings on sector dialogue and monitoring and related GPE contributions⁷⁵*

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY FOR SECTOR PROGRESS	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁷⁶			
		1	2	3	4
Sector Dialogue: Improvement - Sector dialogue was infrequent from 2014-2016. Sector dialogue was renewed in 2017 with new ToRs, the arrival of a new PTS, and a new CA representative. Sector dialogue is now frequent, structured and inclusive. Inter-ministerial policy-level dialogue is limited and remains a challenge however.	Significant Contribution: GPE has supported the PTS financially and technically since the office was established. Advocacy by the GPE Secretariat country lead in 2015-16 was seen as important in the move to appoint a new PTS and renew sector dialogue. The country lead has attended all JSRs since 2015. The PTS and the CA (UNICEF) have contributed considerably to improved sector dialogue since 2017.				
Sector Monitoring: Some improvement - Togo has held annual JSRs since 2011, with the exception of 2014 when no JSR or sector dialogue took place. Annual JSRs have significantly improved in quality and structure since 2015. The LEG has also been revitalized, with new terms	Modest contribution: Improvements in annual JSRs and the LEG are the result of efforts made by the PTS (supported by GPE), the engagement of the CA in sector dialogue and the support provided by				

⁷⁴ This section addresses evaluation questions CEQ 2.1, 2.2 and 2.3, as well as to (cross-cutting) CEQs 3.1 and 3.2.

⁷⁵ Colour code: **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue

⁷⁶ For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning; (2) country level stakeholders having the *capabilities* to work together to solve education sector issues; (3) Stakeholders have the *opportunities* (resources, time, conducive environment) to do so; and (4) stakeholders have the *motivation* (incentives) to do so.

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY FOR SECTOR PROGRESS	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁷⁶			
<p>of reference and regular meetings held since 2017.</p> <p>Engagement by senior leadership in the education ministries for governance of the PSE has been limited. The results framework for PSE 2014-2025 is overly complex and has been challenging for the government to report against.</p>	<p>an external consultant (hired by the CA) since 2017.</p> <p>GPE's country-level operational model in Togo does not appear to have contributed to improvement in the engagement of education ministers in PSE governance. Despite efforts by GPE and the CA to improve the quality of JSRs, the PSE results framework is not fully monitored or reported against.</p>				

Strengths and weaknesses of sector dialogue

Finding 5: Sector dialogue improved considerably in Togo after 2016 although it remains dependent on the commitment and capacity of key individuals in government and at the CA. The lack of participation by education ministers in sector dialogue and monitoring continues to present challenges.

53. When development partners returned to Togo around 2006, a practice of participatory sector planning and consultation was developed and has been gradually strengthened over time. The National Plan of Action on Education for All (2005), the General Assembly on Education in Togo (2006) and the first PSE 2010-2020, included participation by a wide range of stakeholders⁷⁷ through consultations and validation sessions.⁷⁸ In 2009, the government of Togo signed a partnership framework with development partners (bilateral, multilateral and international organizations) promoting sectoral coordination, harmonization and alignment, while creating the donor coordination group. In 2012, the government adopted a Presidential Decree which outlined the governance structure, roles and responsibilities for implementing the PSE 2010-2020 and subsequent sector plans.⁷⁹

54. In practice, the Presidential Decree has never been fully implemented. The Decree established a PSE Sectoral Steering Committee⁸⁰ to act as a LEG and to coordinate, guide and evaluate the implementation of the PSE. The Steering Committee was to be presided over by the Minister of MEPS, with the Ministers of MESR and MEFTP acting as Vice-Presidents. According to the Decree, members of the Steering Committee were to include development partners (represented by the CA or chef de file), senior education officials, civil society representatives, teachers' unions, the private sector and parent-student associations. In practice, meetings of the Steering Committee have never been convened or

⁷⁷ Including government (national and regional representatives), development partners, civil society, teachers' unions and parent associations.

⁷⁸ Ndoye, M. et Wilson, M. (2009). Rapport d'évaluation du PSE 2010-2020, pp.51.

⁷⁹ The governance structure presented in the 2012 Decree consisted of a national Steering Committee to be chaired by the Minister of MEPS with the other education Ministers designated as vice-presidents. The Steering Committee is to include participation by senior civil servants from each education ministry and the lead donor (Chef de file or Coordinating Agency) representing development partners. In this structure, the Permanent Technical Secretariat fulfills the role of secretariat to the Steering Committee, which is to meet every three months. A similar steering committee was foreseen within each education ministry and at the regional level, to ensure coordination and monitoring of the PSE by sub-sector and by region. In addition, development partners have their own coordination group which meets regularly. (Aide-Mémoire de la revue annuelle sectorielle 2017, pp.27).

⁸⁰ Le Comité de pilotage du PSE.

presided over by the Minister of MEPS. In 2014, 2015 and 2016, the Steering Committee did not meet at all and there was no JSR held in 2014. At the urging of the GPE Secretariat, JSRs were held in 2015 and 2016 but the quality of sector dialogue was considered very poor by the majority of stakeholders consulted (see further discussion in sector monitoring section below). The 2012 Decree also established PSE coordination structures at the level of each education ministry, regionally and locally. These structures have never been operationalized.⁸¹

55. When a new PTS was named and a new CA representative arrived in Togo, both in 2016, terms of reference for the revitalization of sector dialogue were developed. A new national Committee of Consultation and Coordination was established in 2017 and it currently acts as the LEG and meets in lieu of the Steering Committee described above. This new Committee is convened and chaired by either the Secretary General of MEPS or (more frequently) the Permanent Technical Secretariat, and its membership includes development partners, civil society, parents' associations and teachers' unions. It does not appear that the private sector is yet engaged in these meetings. Regular LEG meetings were held in 2017 and 2018.⁸² The new terms of reference for sector dialogue created six PSE thematic working groups, although only two of these groups are active and meet regularly.⁸³

56. While sector dialogue has improved since 2017 and the LEG is now operational, three significant challenges remain. According to stakeholders interviewed, education ministers change with considerable frequency in the country (every two to three years), and each minister comes into office wanting to establish their own priorities. This creates instability in PSE governance as ministerial commitment to and support for the implementation of the existing PSE can differ. Secondly, because the LEG has rarely been chaired or attended by education ministers,⁸⁴ LEG discussions remain largely focused at a technical or operational level by sub-sector or theme, rather than at a sectoral policy or governance level. The third challenge is limited stakeholder availability to attend LEG meetings and to support effective sector dialogue. This challenge is present for both government and development partner representatives in Togo, where human resources and time are very scarce commodities.⁸⁵ Beyond ministers and senior ministry staff, it remains a challenge to ensure the regular participation of development partners in sector dialogue meetings.⁸⁶ Individual representation by the CA and PTS are currently the mainstays of education

⁸¹ According to Steering Committee Minutes from September 2017 and interviews with stakeholders from government and development partner representatives, the committee for MESSR was created but has never been functional while the other two education ministries have no committee. One regional committee meeting was held in Kara in 2017 but none have been held since. The GoT has no resources to allocate to this level of dialogue. Sub-national or ministerial dialogue takes place when a development partner can support it technically and financially.

⁸² Sources: Back to Office Report of GPE Secretariat country lead, September 2015. Interviews with STP, CA and development partners. The Steering Committee met four times in 2017 and twice in 2018,

⁸³ The Terms of Reference foresaw the creation of six thematic working groups including: Harmonization of EMIS, Violence at School, Inclusive Education, Preschool and Parental Education, TVET, and Employment. Only the thematic groups on Violence at School and Inclusion are currently operational, according to stakeholders. There appears to be limited capacity and interest by development partners to drive these thematic groups.

⁸⁴ Out of six steering committee meetings held in 2017 and 2018, half were chaired by the Secretary General of MEPS and half were chaired by the Permanent Technical Secretariat. Note that as of 2019, there has not been a Minister of Primary and Secondary Education.

⁸⁵ There are very few development partners in the education sector in Togo and staffing remains tight; program personnel are often responsible for multiple countries and/or multiple sectors, limiting the time they have to devote to education sector dialogue specific to Togo. Among senior education officials in government, there is a severe shortage of technical and support staff as well as resources to participate regularly and effectively in sector coordination efforts. This information is based on interviews with stakeholders. As examples, the Secretary General of MEPS has no technical staff in her office, save one legal advisor. During the most recent national exam period, due to lack of human and financial resources, the Secretary General of MEPS was personally involved in the distribution of national exam papers at the local level.

⁸⁶ This is based on interviews with development partners and the PTS. It is also cited as a challenge in CL BTOR of May-June 2017.

sector dialogue in Togo, with both playing crucial roles in ensuring its quality, regularity and frequency. As such, sector dialogue remains fragile and highly dependent on the capacity and motivation of the key individuals involved.

57. In terms of sector dialogue related to aid effectiveness, there is strong alignment between the objectives of PSE 2014-2025 and the focus of education projects designed and implemented with support from development partners. Sector dialogue has also contributed to an effective division of labor among development partners, with each major donor focusing on a different sub-sector.⁸⁷ Development partners operate exclusively through project modalities to date, however, and there is no evidence that issues of harmonization or financial alignment have been addressed in a formal or comprehensive way within the LEG (see Section 3.4, Finding 11 for more on quality of aid delivery).⁸⁸

Strengths and weaknesses of sector monitoring

Finding 6: Education sector monitoring in Togo has improved considerably during the period under review. Togo has well-established and participatory mechanisms for joint sector review, although challenges remain with regard to EMIS reporting on PSE implementation and using monitoring information for decision-making.

58. Togo held its first JSR in 2011 and has held a JSR meeting annually ever since, with the exception of 2014.⁸⁹ Available evidence suggests that these meetings are participatory.⁹⁰ The quality and relevance of earlier JSRs (2015 and 2016) were perceived as very weak by all stakeholders interviewed. In 2017, along with the revitalization of the LEG, the CA and PTS combined efforts to improve the quality of JSRs.

59. UNICEF hired an international consultant in 2017 to support the PTS in designing a new JSR meeting format, producing timely reports for JSR meeting discussions and coordinating the JSR process. According to all stakeholders interviewed, the quality and relevance of JSRs improved significantly in 2017. In 2018, other innovations were added to the JSR meeting process (thematic discussions) while the capacity of the office of the PTS had been strengthened to undertake more of the JSR organization and reporting responsibilities independently. The sidebar outlines major improvements noted by stakeholders with regard to the quality of JSRs since 2017.

⁸⁷ Through the PAREC project, AFD primarily supported reforms at the secondary school level. The German Government (GIZ) mostly supports TVET, while GPE, the World Bank and UNICEF mostly invest in preschool and primary education.

⁸⁸ In 2019, the GPE Secretariat presented the multiplier to development partners in Togo as a means to increase the funding envelope for the education sector and to improve financial alignment through a pooled funding mechanism. There were no interested parties although the World Bank has recently committed to investing some of its own resources in PERI 3, although it is unclear whether this may be a pooled fund with GPE.

⁸⁹ There was no JSR and no meetings were held between the government and development partners on the PSE in 2014 and most of 2015. Stakeholders report that this was due to the Permanent Technical Secretariat not effectively fulfilling its role.

⁹⁰ JSR reports since 2011 indicate the participation of representatives from government, development partners, regional directorates, civil society, teachers unions and parents' associations.

60. Stakeholders interviewed in Togo were unanimous that JSR meetings are crucial for policy dialogue, as they are the only forum that brings together actors from across the sector to review progress, discuss challenges and make recommendations. While there is recognition of some of the ongoing shortcomings with regard to JSRs,⁹¹ there was widespread agreement that sector monitoring through annual JSRs was important, inclusive and that the quality was improving. Since 2016, the civil society coalition CNT-EPT⁹² has published a shadow report on the JSR, PSE implementation progress and PSE reporting. This report is widely disseminated (with funding from GPE and development partners) and the Coalition remains very active and vocal within the JSR and LEG fora.

Improvements in JSRs since 2017:

- JSRs are now timed to inform the education planning and budgeting cycles
- There is timely dissemination of annual PSE implementation reports before JSR meetings
- Templates for JSR data collection and report preparation have been revised by PTS, requiring additional information on progress and bottlenecks associated with key reforms by sub-sector
- The relevance, structure and depth of discussions during JSR meetings have improved - plenary and small group discussions are organized to address key education themes
- The number of annual JSR recommendations has been narrowed, with associated tasks, timelines and responsibilities identified following the JSR meeting.

61. Improvement in the quality of JSRs since 2017 is reflected in GPE ratings for JSRs in Togo for 2016 and 2019 (which assess the JSRs for 2015 and 2018) (see Table 3.6). In GPE's 2016 assessment of the JSR held in 2015, Togo did not meet the minimum GPE threshold of 3 out of 5 JSR quality criteria satisfied, whereas in the 2019 assessment of the JSR held in 2018, Togo met minimum standards with 4 out of 5 criteria satisfied.

Table 3.6 JSRs in Togo and JSR quality standards as defined by GPE

JSR QUALITY STANDARDS ⁹³	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G., JSR REPORTS, ESA, ETC.) AND CONSULTED STAKEHOLDERS
	2016	2019	
Participatory and inclusive	Yes	No	<ul style="list-style-type: none"> • It is unclear why Togo's 2018 JSR did not meet this rating criterion. The process at national level included all major education stakeholders, (with the possible exception of the private sector) as did the 2015 JSR which received a satisfactory rating.
Evidence-based	No	Yes	<ul style="list-style-type: none"> • Based on GPE ratings, this criterion was met for the 2018 JSR given that the annual PSE implementation report included all standard elements with the exception of follow-up on the previous year's recommendations.

⁹¹ Many stakeholders interviewed expressed frustration with regard to how JSR recommendations were formulated, tracked and their status analyzed and reported on from one year to the next.

⁹² Members of CNT-EPT include NGOs and teachers unions.

⁹³ JSR quality standards have evolved somewhat over time. The five JSR quality standards scored by GPE's RF indicator 18 are: (a) participatory and inclusive; (b) evidence-based; (c) comprehensive; (d) a monitoring instrument; and (e) anchored into effective policy cycle (Global Partnership for Education (GPE). "Results Framework Indicators: Methodological Briefs," June 2017, p. 47). The five dimensions of an effective JSR outlined in GPE's guidelines for effective JSRs are: (a) inclusive and participatory; (b) aligned with shared policy frameworks; (c) evidence-based; (d) a monitoring tool; and (e) an instrument for change embedded effectively into a policy cycle (Global Partnership for Education (GPE, September 2018, p. 20). Table 3.6 lists six criteria to capture both sets of standards, which overlap on all but one dimension.

JSR QUALITY STANDARDS ⁹³	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G., JSR REPORTS, ESA, ETC.) AND CONSULTED STAKEHOLDERS
	2016	2019	
			<ul style="list-style-type: none"> That said, this criterion does not adequately evaluate the <i>quality</i> of different elements in PSE implementation reports. For example, in the 2015 report, 65% of PSE results framework core indicators were reported against and this decreased to 54% for the 2018 report. None of the 400 indicators from the three-year action plan 2014-2016 were reported against. In 2015, there was an overemphasis in reporting on PSE budget execution over PSE progress in achieving outputs and enacting key reforms, due to lack of data. This improved slightly in 2018, with more focus in reports on progress in achieving key education reforms and addressing bottlenecks. Generally, it is not possible to monitor PSE progress against its results framework on the basis of PSE implementation reports and the JSR Aide Memoires. This is a key element of the evidence base that was not fully considered in the GPE RF score.
Comprehensive	No	Yes	<ul style="list-style-type: none"> Togo did not meet this criterion in 2015 because no distinction was made between on and off budget programs/activities in the PSE implementation report. This improved in the 2018 JSR reporting with clearer budget distinctions. The criterion was met in 2018 although there was recognition that report content was very factual and lacking in analysis of overall progress, variance, delays or means to improve progress moving forward. All PSE implementation progress and financial reporting is detailed exclusively by sub-sector. This means that specific sector-wide challenges and bottlenecks are not systematically addressed in reporting (management of education pyramid or volunteer teachers for example). As of 2018, sector-wide themes were selected for discussion during the JSR meeting, but reporting should include them as well.
Aligned with shared policy frameworks	n/a	n/a	
A monitoring tool	No	Yes	<ul style="list-style-type: none"> According to GPE RF scoring in 2019, this criterion was met in that the PSE implementation report included all standard elements required. While the GPE rating is positive, the PSE results framework is overly complex with many indicators not reported against (see comments on evidence base above). Core indicators are reported differently in different years, making it challenging to roll up sector results over time. Indicators are not sufficiently disaggregated by gender or other equity measure. Learning outcomes do not figure in the PSE results framework.
An instrument for change anchored in an effective policy cycle	No	Yes	<ul style="list-style-type: none"> The JSR of 2015 received a negative score because it was held too late in the fiscal year to inform education sector planning and budgeting. Since 2017, JSRs have been held in May to better feed into planning and budgeting cycles, so the JSR of 2018 received a positive score.

JSR QUALITY STANDARDS ⁹³	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G., JSR REPORTS, ESA, ETC.) AND CONSULTED STAKEHOLDERS
	2016	2019	
			<ul style="list-style-type: none"> Tracking and reporting on recommendations has improved over time (fewer recommendations made, timeline and responsibility included for their implementation) although analysis is still lacking on whether and why recommendations are (fully) implemented.

Strengths and Challenges with EMIS

62. Table 3.7 provides an overview of the strengths and weaknesses of EMIS in Togo for the period under review, from the perspective of data quality, use of data and the influencing factors that underpin the effectiveness of the monitoring system.⁹⁴

Table 3.7 Assessment of EMIS in Togo

ASSESSMENT USING A MODIFIED VERSION OF WORLD BANK SABER CRITERIA
<p>Enabling Environment:⁹⁵ Togo's EMIS was developed in collaboration with UNESCO's Institute of Statistics (UIS) and with the majority of financial support provided by developing partners, primarily UNICEF. A dedicated unit within MEPS, the <i>Direction de Planification de l'Éducation et de l'Évaluation</i> (DPEE), is in charge of and oversees EMIS; there are also EMIS units within the regional departments and inspection units of MEPS. The most recent PSE includes a focus on improving EMIS under its fourth objective. However, the operational details included in the sector plan with regard to strengthening EMIS are limited. There is no national strategy to develop EMIS and no dedicated budget line for EMIS in either the national or regional budgets. There is a lack of resources available to train staff in data collection and data base management while the supervision of annual data collection is constrained by lack of funds. The strengthening of EMIS is largely dependent on external assistance (technical and financial, of which UNICEF provides the vast majority to MEPS). Obsolescence – of data collection manuals, data base operating procedures and computer equipment – along with poor internet connection and coverage, remain ongoing challenges.</p>
<p>System Soundness:⁹⁶ Togo has been using the UIS StatEduc2 system since 2014. An EMIS data base now exists at DPEE with data collection covering Pre-primary up to Secondary using paper-based forms. Dedicated staff have been trained at regional and national levels on data entry and data base management. The software is generally good - simple, flexible and easy to use both at central and decentralized levels. The data base does not, however, integrate LARS or data on other sub-sectors (TVET, higher education, literacy). Data systems between departments and ministries lack harmonization so interface is difficult due to the use of different codes, methods of calculation, nomenclature, etc. The in-depth use of the national data base managed by DPEE has been mastered by only one individual – the head of the national statistical department at MEPS. There is currently no system for secure archiving of data.</p>

⁹⁴The assessment does not rigorously apply all SABER criteria but uses the criteria as a framework to guide analysis of the EMIS function in Togo. Sources for the analysis in this table include: qualitative data collected from key informants during the CLE mission to Togo; and a report commissioned in December 2018 by UNICEF in Togo to analyze EMIS which is entitled, "Principaux éléments de diagnostic du SIGE du Togo."

⁹⁵ Defined by: legal frameworks, organizational structure and institutionalized processes, human resources, infrastructural capacity, budget and a data driven culture.

⁹⁶ Defined by: data architecture, data coverage, data analytics, dynamic system, and serviceability

Quality data:⁹⁷ Standard tools for data collection are used in all education institutions. Annual data collection is performed at the institutional level and overseen by district inspection units. This data is published annually in a statistics directory while school and inspection ‘dashboards’ are also produced each year by MEPS. Timeliness of data collection and production of statistics is a challenge each year, often due to delays in the distribution of paper-based questionnaires from central to decentralized levels. Directors of academic institutions report difficulties in completing the annual survey; they are in need of training while the procedures manual for survey completion is out of date. While roles and responsibilities are clear in data collection, entry and production of statistics, there is a lack of resources to ensure supervision or quality control of annual survey data. There is also currently no assessment of the coverage of data collection for the annual school survey. Stakeholders in Togo report that, while the quality of EMIS is improving, concerns remain with regard to the reliability of some data (concerns were recently raised with regard to data on repetition rates for example).

Utilization in decision making:⁹⁸ A statistics directory and school and inspection dashboards are published annually, covering pre-primary, primary and secondary education. The survey tools informing these reports were recently (2018) expanded to cover additional indicators of school and inspection performance. Unfortunately, there is no computerized system to disseminate education statistics or share data between levels or sub-sectors. DPEE has no website to publish its education directory which is only available in hard copy. EMIS data can be extracted from the data base on demand, although there is a lack of capacity among MEPS managers or regional directors to understand the data base and how it can be used to generate information for decision-making. Analysis of data in the statistics directory and its use for decision-making, as evidenced by annual education sector reports, remains limited.

63. Stakeholders interviewed in Togo agree that EMIS quality is improving slowly, but that it remains dependent on external assistance and many challenges remain (outlined in the table above). While there are dedicated human resources at the national and regional levels for EMIS, challenges remain with regard to ensuring timely and credible information for PSE monitoring and decision-making.⁹⁹ Both METFP and MESR report that their information management systems are rudimentary and that they lack the resources and technical assistance necessary to develop them in order to interface with those of MEPS.¹⁰⁰ Finally, with regard to national learning assessments, they are undertaken with limited frequency in Togo,¹⁰¹ they are not sufficiently anchored in the sector planning cycle, and they have been entirely dependent on external financing to date (further discussed in Chapter 4).

Strengths and Challenges in Reporting on PSE Implementation and Performance

64. Through annual JSR reporting,¹⁰² it is possible to track actual activities undertaken each year and link these to annual budget execution by sub-sector. Efficiency in PSE implementation is not analyzed however, and variance between planned and actual activities and disbursements is not explained. The three-year action plan was never operationalized under PSE 2014-2025 and no subsequent three-year plan was developed after 2016. As such, PSE progress and performance can only be tracked annually, against the activities accomplished by sub-sector and corresponding budgets executed for the year. This

⁹⁷ Defined by: methodological soundness, accuracy and reliability, integrity, and periodicity and timeliness

⁹⁸ Defined by: openness to EMIS users, operational use, accessibility and effectiveness in disseminating findings and results

⁹⁹ UNICEF (Décembre 2018) Principaux diagnostics du SIGE du Togo. pp.4-5.

¹⁰⁰ Interviews with planning units of METFP and MESR.

¹⁰¹ National learning assessments were undertaken in 2013 and 2019 with support from PERI. LARS will be further analyzed in the chapter on System Level Changes below.

¹⁰² The Aides-Mémoires prepared by the PTS and signed by the Minister of MEPs and the Chef de file each year following the JSR. The Aide-Mémoire presents a summary of progress achieved by sub-sector as well as a summary of discussions and recommendations made for improved progress.

monitoring of PSE implementation is limited given its focus at the activity level, when the achievement of PSE objectives involves complex, multi-year reforms.¹⁰³

65. Table 3.8 below presents the extent to which the 71 PSE 2014-2025 core indicators¹⁰⁴ have been monitored over time. Until 2015, there was no data provided by METFP or MESR on PSE indicators related to TVET, higher education or research. PSE governance indicators were not consistently reported in JSRs for the period under review; in some JSR reports, governance indicators were partially addressed, in other reports they were absent.¹⁰⁵ Representatives from MESR and METFP explain that PSE indicators were initially selected without ensuring that they related to existing data collection systems, and no resources were available to develop the systems required to collect this data.¹⁰⁶ Since the 2015 JSR, however, and the installation of StatEduc 2, there has been an improvement in the number of tracked MESR and METFP indicators.

Table 3.8 PSE Indicators Reported on in JSR aide-memoires from 2015-2018¹⁰⁷

DATA AVAILABILITY	TOTAL # OF INDICATORS	%	2015	2016	2017	2018
Fully reported on annually	33	46%	42 (59%)	46 (65%)	45 (63%)	38 (54%)
Limited data/only available some years	16	23%	n/a	n/a	n/a	n/a
Not reported on	22	31%	29 (41%)	25 (35%)	26 (37%)	33 (46%)
Total PSE 2014-2025	71	100%	71	71	71	71

66. From year to year, different PSE indicators are reported against (although there has been improvement since 2016).¹⁰⁸ There is very limited analysis provided in JSR aide-memoires explaining variance in planned to actual indicator performance, examining accumulated PSE performance to date, or discussing what implications reported progress might have for PSE implementation. Recommendations on improving PSE implementation are made each year at JSR meetings and are reflected in JSR reporting. Recommendations are numerous and many recommendations are repeated from one year to the next. Only about half of these recommendations are reported on each year as being fully or partially

¹⁰³ Three-year plans were never used by technical directorates within the education ministry to orient their activities, determine their budgets or report against their results. This has limited the quality of both sector planning and sector monitoring. This is most likely because: i) multi-year planning capacity in the education ministries is weak; and ii) because almost all investment in the education sector is driven by external assistance through donor-funded projects. These donor projects are coordinated by stand-alone project units within the education ministries and, as such, work planning for these projects is not necessarily harmonized with or integrated into ministry planning and budgeting processes.

¹⁰⁴ As explained in section 3.1, the PSE results framework included 71 core indicators (impact, outcome levels). The three-year action plan 2014-2016 included over 400 indicators (at activity, output, outcome levels) which were never reported against.

¹⁰⁵ In the JSR 2012 only two out of six governance indicators were reported against; the JSR 2013 did not report at all on PSE governance indicators.

¹⁰⁶ Based on interviews with PTS staff, planning units of MESR and METFP.

¹⁰⁷ Only core outcome-level indicators that are reported on in JSRs are shown here. PSE results framework featured over 400 indicators. These were not reported on in the JSRs and not included in this table. (Source: Aide mémoires 2014-2018).

¹⁰⁸ In some JSR reports, all PSE indicators are presented holistically in one table whereas in other reports they are divided by sub-sector and diffused throughout lengthy sub-sector analyses. In some JSR reports, PSE indicator values for the year under review are compared to previous years of PSE implementation as well as targets set for 2025, while in other JSR reports only planned to actual values are presented for the year under review.

implemented and there is no accompanying analysis to explain their status or any implications for PSE implementation going forward.¹⁰⁹

67. Annual JSR aide-memoires are structured by sub-sector, which means that larger reform initiatives requiring coordination across sub-sectors (management of the education pyramid for example) are not analyzed in terms of progress, bottlenecks and suggested corrections. The siloed management of the education sector, by sub-sector and among separate ministries, combined with the division of donor projects along those same lines, tend to limit a more integrated sector-wide focus to PSE implementation, reporting and monitoring. While JSR meetings have recently included discussions on sector-wide themes related to PSE objectives, there is no systematic monitoring or related reporting.

GPE contributions to sector dialogue and monitoring

Finding 7: Along with those of other development partners, GPE has made important contributions to improved sector dialogue and monitoring in Togo.

68. GPE has employed several financial and non-financial mechanisms to support sector dialogue and monitoring in Togo. Table 3.9 provides an overview of these mechanisms, grouped by whether they have made significant, moderately significant or insignificant contributions to mutual accountability in Togo. This grouping is indicative and does not constitute a formal score.

Table 3.9 *Observable GPE contribution to mutual accountability*

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p>ESPIG funding to the Permanent Technical Secretariat: Through its ESPIG funding, GPE has provided significant funding to the functioning of the PTS office (other contributors include UNICEF and AFD). Without this support, the PTS would be unable to organize the JSRs or prepare reports on PSE implementation.</p> <p>ESPDG funding supported the RESEN of 2012 and the update of PSE 2014-2025. ESPDG funding in 2018-2019 has supported the RESEN of 2019 and is now supporting the development of the new PSE. UNICEF also provided support but GPE funding is credited with improving the structure, depth and inclusiveness of the process over time.</p> <p>CSEF funding: CNT-EPT has benefited from core program funding since 2010. With this funding the Coalition prepared annual alternative JSR reports in 2016, 2017, and 2018. Through the efforts of CNT-EPT information on PSE 2014-2025 and its progress has been shared with non-governmental and local actors in the education sector.</p> <p>Policy Dialogue by GPE Secretariat: Stakeholders report that the GPE Secretariat country lead was very effective in engaging in policy dialogue with GoT to revive the office of the PTS and revitalize sector dialogue and JSRs after 2015.</p>
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p>Coordinating Agency: As the 'Chef de file' since 2010, UNICEF is <i>the</i> driver of education sector dialogue and mutual accountability among development partners in Togo. UNICEF has engaged an international consultant since 2017 to support the PTS and who is credited with significantly improving the quality of JSRs. It is unclear to what extent UNICEF's contribution to mutual accountability is influenced by its role as GPE CA.</p> <p>Multiplier Effect Mechanism and Dialogue Harmonization: Although Togo is still ineligible for the multiplier, the country lead introduced the multiplier effect mechanism recently to development partners in Togo to gauge interest among partners. This was the first, formal attempt at promoting improved harmonization in Togo.</p>

¹⁰⁹ Source : Aides mémoires des revues annuelles sectorielles for 2011-2018. For the period under review, between 20 and 40 recommendations were made each year during national JSR meetings. From a review of JSR reports since 2011, the rate of implementation of recommendations varies: 43% of 2012 recommendations were implemented, 36% in 2015 were implemented, while 52% of 2017 recommendations were fully implemented or are currently being implemented.

LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO MUTUAL ACCOUNTABILITY

GPE guidelines and tools: There was no mention made by stakeholders of GPE guidelines or tools related to sector dialogue, JSRs or other aspects of mutual accountability.

69. An observation on the GPE country model emerging from Togo relates to the need for clarification around the respective roles and responsibilities played by the GPE Secretariat CL, the CA and the GA, with regard to sector dialogue, monitoring and mutual accountability. In the case of Togo, it appears that there is considerable reliance on the CA for ensuring the quality and regularity of ongoing sector dialogue and mutual accountability mechanisms. To date, the CA has not been remunerated for its role¹¹⁰ while the scope of the job is considerable and can limit UNICEF's ability to further its own policy dialogue and programming. Given the limited number of development partners active in the LEG in Togo, the workload is heavy for one individual/agency to assume and this contributes to overall fragility in sector dialogue. At the same time, there are markedly diverging opinions among stakeholders in the education sector on the extent to which the Grant Agent (World Bank) and PERI 2 project implementation unit have been effectively involved in supporting or advancing sector dialogue, coordination and mutual accountability.¹¹¹ While several stakeholders report that the World Bank representatives regularly participate in all LEG and JSR meetings, an equal number of stakeholders in government and among development partners report that there has been limited progress reporting by the GA through JSRs or efforts made to coordinate with other education sector projects. Finally, while the CL has participated actively in all JSRs, the Secretariat's visibility in sector dialogue is perceived by most stakeholders as limited, given constraints of time and distance.

Additional factors

70. Additional **positive** factors beyond GPE support include: (a) continuity, collegiality and shared goals among development partners to the education sector in Togo; and (b) other national and international initiatives (monitoring frameworks and processes for the *Plan national de développement* and UEMOA program budget) which promote greater accountability in Togo.

71. Additional **negative** factors which limited the basis for mutual accountability between sector stakeholders include: (a) lack of political will to engage in inter-ministerial policy dialogue in the education sector; (b) protracted social unrest in the education sector and ongoing strikes by teachers unions for higher salaries; and (c) lack of financial capacity or will by GoT to empower and sustain the office of the PTS, and lack of human resources for GoT and development partners to engage in sector dialogue and monitoring.

72. There were no perceived unintended effects of GPE's support in Togo related to sector dialogue or monitoring. It should be noted, however, that in the absence of ESPIG funding as of September 2019, support to the Permanent Technical Secretariat risks being significantly reduced. If alternative funding is

¹¹⁰ GPE's new Effectiveness Partnership Rollout will pilot the financing of coordination and admin functions that are currently carried out by the CA [GPE, *Effectiveness Partnership Rollout Stockholm, June 11, 2019*].

¹¹¹ Diverging opinions appear to center on the extent to which the GA and PERI have supported the CA in sector planning, dialogue and monitoring; have actively participated in LEG meetings with regard to sector analysis, planning and monitoring; have coordinated activities and approaches with other donor initiatives; and have reported progress on PSE implementation regularly through the LEG rather than through their own reporting mechanisms and systems. The GPE terms of reference for the GA includes explicit references to the level of GA participation in sector planning and implementation, as well as specific responsibilities for supporting the CA in promoting mutual accountability and supporting the organization of annual joint sector reviews, using harmonized processes to regularly report progress to the LEG, and encouraging harmonized, inclusive policy dialogue. Sources: GPE TOR for Managing Entities (2012); Examination of Key Actors' Roles in GPE's Country Level Operational Model Towards 2020 Delivery. Vol 2, Annexe J, June 2018; GPE TOR for Grant Agents (May 2019).

not found, the role of the PTS in supporting mutual accountability in the education sector risks being curtailed.

Implications for GPE's ToC and Operational Model

Finding 8: GPE has provided opportunities and exerted influence to ensure mechanisms are in place for mutual accountability; the GPE operational model could be used more strategically to ensure policy-level dialogue and mutual accountability.

73. Available evidence suggests that two of the four assumptions about sector dialogue and sector monitoring underlying the GPE country-level ToC (Appendix II) fully held in the context of Togo during the 2010-2019 review period. These were assumptions: (1) GPE has sufficient *leverage* at global and country levels to influence the LEG's existence and functioning; and (3) stakeholders have the *opportunities* (resources, time, conducive environment) to work together to solve education sector issues. As the largest donor to the education sector for the period under review, GPE exerts considerable influence in Togo. As a result of GPE funding requirements, the LEG is functional, meetings are held regularly, minutes are documented and JSRs are held annually. In 2014, when sector dialogue and the JSR were not effective, policy dialogue by the GPE Secretariat was seen to have influenced their revitalization. ESPIG funding has supported the office of the PTS since 2012, without which mutual accountability in Togo would be limited.

74. Two assumptions were found not to have held true in the context of Togo; these were assumptions: (2) country-level stakeholders have the *capabilities* to work together to solve education sector issues; and (4) stakeholders have the *motivation* (incentives) to do so. Human and financial resources and capacity are extremely limited in Togo, with considerable dependence on external assistance. In the absence of ongoing financial support from development partners, it is unlikely that education sector analysis, planning or monitoring would continue in its current form, or that the necessary capabilities have been institutionalized to continue it in the absence of external support. While technical dialogue is operational and effective, policy and strategic dialogue between education ministries is lacking. This appears to be the result of both limited capacity and commitment by GoT to further these processes.

75. Given GPE's considerable leverage in Togo, the shortcomings noted above highlight areas where additional GPE and Secretariat support and focus could be useful in terms of: (a) policy dialogue to ensure that the 2009 partnership agreement with GoT and the Presidential Decree of 2012 on education sector governance are respected and fully operationalized; (b) policy dialogue to ensure that the PTS can fulfill its expected role through appropriate levels of authority and domestic funding from all education sector ministries; and (c) ensuring assessment of PSE performance and support to GoT capacity in using this information for effective decision-making.

3.4 GPE contributions to sector financing¹¹²

Overview

76. This section addresses the following evaluation questions:
- Have domestic or international education financing changed during the review period, in terms of either quantity or quality? If so, how and why? (CEQ 1.5)
 - Has GPE contributed to observed changes in sector financing? If so, how and why? (CEQ 1.6) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)

¹¹² This section addresses evaluation questions CEQ 1.5 and 1.6, as well as to (cross-cutting) CEQs 3.1 and 3.2.

- What other factors contributed to observed changes in sector financing? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (KQ IV)

77. A high-level overview of evaluation findings on sector financing and related GPE contributions is provided in Table 3.10.

Table 3.10 Overview: CLE findings on sector financing and related likelihood of GPE contributions between 2013-2018¹¹³

PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING					LIKELIHOOD ¹¹⁴ OF GPE CONTRIBUTIONS TO: ¹¹⁵			UNDERLYING ASSUMPTIONS APPLIED? ¹¹⁶	
TOTAL DOMESTIC EDUCATION EXPENDITURE	EDUCATION SHARE OF DOMESTIC BUDGET	MET 20% GOAL?	TOTAL INTL. EDUCATION FINANCING TO COUNTRY	QUALITY OF INTL. FINANCING	SHARE OF DOMESTIC FINANCING	AMOUNT OF INTL. FINANCING	QUALITY OF INTL. SECTOR FINANCING	GPE INFLUENCE ON DOMESTIC FINANCE	CONTEXT PERMITS IMPROVED DOMESTIC OR ODA
Increase	Fluctuation	Not met	Fluctuation, with some increase	Unchanged	Medium	High	Low	1	2

Characteristics of sector financing during review period¹¹⁷

Domestic education financing

Finding 9: Domestic financing for education has increased steadily in nominal terms while the share of education spending has been variable, averaging 17.3 percent of total public spending. Recurrent expenditures account for 98 percent of the public education budget, limiting the government's ability to invest in education sector reform.

78. **Domestic financing for education in Togo** has increased substantially in nominal terms. From 2010-2017, total education spending increased by 69 percent, from CFA 80.5 billion to CFA 136.4 billion.¹¹⁸ The

¹¹³ Colour code: **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue

¹¹⁴ Note that, different from similar tables in previous chapters, the summary focuses on the 'likelihood' rather than the 'degree' of GPE contributions. This reflects the nature of the respective change processes, which make it difficult to elicit evidence on direct links between GPE support and observed changes.

¹¹⁵ Assessment is based on: (i) existence/absence of positive change in respective area; (ii) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; and (iii) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

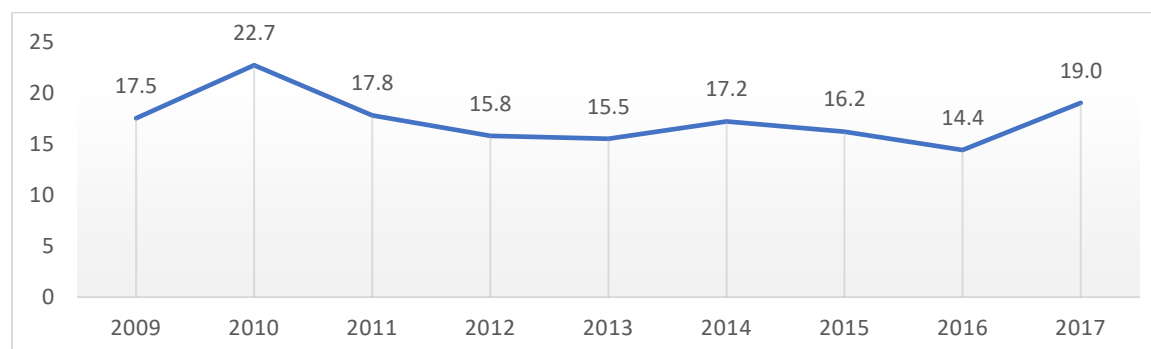
¹¹⁶ For sector financing, the two underlying assumptions in the country-level ToC were: (1) GPE has sufficient *leverage* to influence the amount and quality of domestic education sector financing, and (2) *External (contextual) factors* permit national and international stakeholders to increase/improve the quality of sector financing.

¹¹⁷ The period under review is 2010-2019, however this section focuses only on financing under the PSE 2014-2025, therefore from 2014 onwards. Although implementation of the ESP is still ongoing in 2019, data on financing from most sources is only available up to 2017. Data for this section is primarily based upon the 2019 draft Education Sector Analysis (RESEN), the 2015-2018 JSR aide-memoires and OECD CRS. Planned to actual expenditure information is based on planned budgets presented in the three-year action plan for 2014-2016 in comparison to executed budgets presented in the 2015-2018 JSR aide-memoires (for the years 2014-2017).

¹¹⁸ Numbers are based on the recent draft ESA report for 2019 and represent the total executed budget for each year. Absolute education spending increased by 10% per year on average, according to the draft RESEN 2019.

country's improved economic performance and steady growth in the last decade have allowed for increased domestic spending in the education sector. The share of education spending as a percentage of total public spending, however, has been highly variable throughout the years as shown in Figure 3.1 below, and has not consistently attained Togo's target of 20 percent. Domestic financing for education averaged 17.3 percent of total public spending between 2010-2017. In 2017, education expenditure reached 19 percent of total public spending, close to the 20 percent target, although data for fiscal years 2018 and 2019 were not available to confirm this trend. The majority of stakeholders interviewed emphasized the strong existing government commitment to meeting the 20 percent target by 2020.

Figure 3.1 Education expenditure as a percentage of total public expenditure (2009-2017)¹¹⁹



79. From 2014-2017, an average of 98.4 percent of education spending went towards recurrent expenses, primarily salaries. Within MEPS, salaries represented 89.4 percent of recurrent costs in 2017 and this percentage increased over the years (it was 84.6 percent in 2012). The primary education sector accounts for half of all teacher salaries within MEPS, representing 40 percent of the entire education sector spending for all sub-sectors in 2017. A similar trend is observed within the METFP, where the share of salaries rose from 73.2 to 79.4 percent of recurrent expenditure in the same time period. Increases in spending on teacher salaries are the primary factor accounting for the increase in domestic education financing in Togo for the period under review and come at the expense of other recurrent and capital spending by government. Capital expenditure in education decreased for the period under review, from an average of 2.3 percent (2009-2013) to 1.6 percent (2014-2017).

¹¹⁹ Data was obtained from draft ESA report from 2019, however numbers differ depending on the source. The 2018 JSR aide-memoire states that the State dedicated 16% of its budget on education in 2017 and UIS data shows that education expenditure in 2016 was 15.9% of total public spending. The 2019 ESA however has the most recent and complete data set for all years.

80. The issue of teacher salaries is significant in Togo. Recurrent strikes since 2013 have put enormous pressure on the government to increase salaries and improve working conditions for teachers.¹²⁰ The most recent increase took place in 2017-18 when thousands of assistant teachers were incorporated into the civil service, providing them access to the same conditions and pay as government teachers. The government also promised CFA 3 billion in premiums over two years for teachers at all education levels.¹²¹ Since 2011, teacher salaries at the primary and secondary levels have doubled and remain much higher in comparison to other African countries of similar size and GDP.¹²² The financial simulation model developed for the upcoming ESP identified this issue as a significant risk going forward (see sidebar). Consulted stakeholders report considerable concern with the viability of this financial framework over the medium to long-term. The ongoing social unrest in the sector and proportion of domestic budget allocated to recurrent expenditures appears to significantly limit the government's ability to increase domestic investment in the sector, while intensifying its dependence on external investment.

The 2019 ESA states that:

The high level of wages (in comparison with national wealth) impacts the development of the education system both quantitatively and qualitatively. In quantitative terms, the country cannot support a significant increase in the number of teachers paid through the State budget with the current wage policy in place, which has led to a significant increase in the use of volunteer teachers. This, in turn, impacts education quality due to the lower teaching capacity of volunteer teachers and the difficulty of the State to monitor training and teaching quality.

(Togo RESEN 2019, p. 93)

81. In terms of the objectives and commitments outlined in PSE 2014-2025, hiring additional teachers and incorporating volunteer teachers into the civil service were identified as key strategies for improving access, equity and quality of education in Togo, given increasing demographic pressure in the country. The PSE set out targets that aimed at reducing recurrent expenditure to 95 percent and increasing capital expenditure to 4.9 percent. Of the share of recurrent expenditure, the chosen financial model sought to reduce the share of salary expenditures in favor of increasing costs for other recurrent expenditures. However, the PSE does not provide details on how it would bring down the share of salary costs and it is not clear whether the additional costs that would come from incorporating volunteer teachers was taken into account. Due to reasons stated above, the government was unable to meet these commitments.

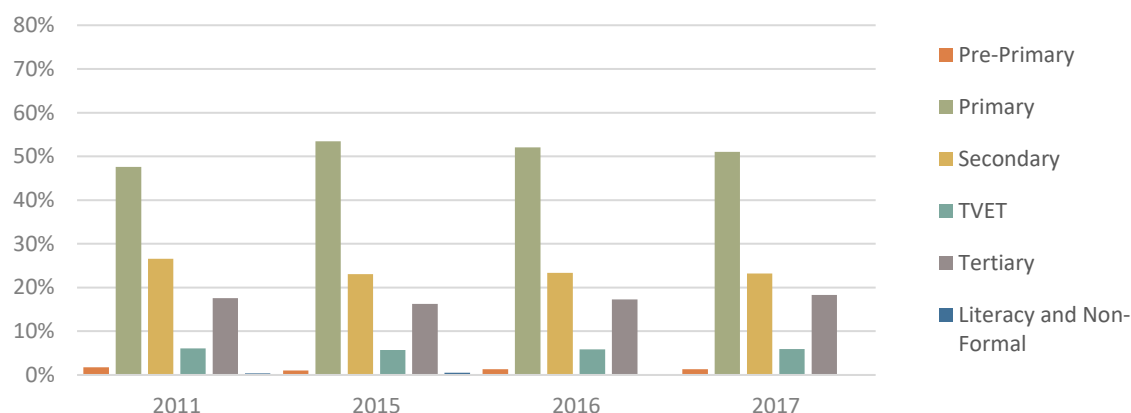
82. When examining education finance by sub-sector, primary education represented the largest share of education expenditure, exceeding 50 percent of total education spending from 2015-2017,¹²³ although its share marginally decreased from 53.5 percent to 51.1 percent during that time period. After primary education, secondary and higher education receive the largest share of the budget, with an average of 23 percent and 17 percent of total education spending respectively. Both sub-sectors, as well as pre-primary and TVET, saw their share of expenditures marginally increase from 2015 to 2017. Overall, spending in all sub-sectors remained relatively stable (when compared to 2011), with the only exceptions being literacy and non-formal education which saw a decrease in funding, from 0.5 percent of total education spending in 2015 to 0.1 percent in 2017.

¹²⁰ RFI (2017). "Grèves à répétition des enseignants au Togo" <http://www.rfi.fr/afrique/20170308-greves-repetition-enseignants-togo> (accessed July 2019).

¹²¹ Based on information provided by consulted stakeholders.

¹²² Primary teacher salaries are double the salaries in Chad and Burkina Faso, and three times the salaries of teachers in Guinea-Bissau and the Democratic Republic of Congo. (RESEN 2019, pp. 93).

¹²³ Education expenditure by sub-sector was consistently reported in the 2016-2018 JSR aide-memoires, providing comparable data for the years 2015-2017.

Figure 3.2 Share of education spending by sub-sector, 2011 and 2015-2017¹²⁴

83. When comparing GoT planned to actual spending for PSE 2014-2025, actual expenditures were higher than planned amounts for most sub-sectors (Table 3.11), although 97 percent of this increase is due to increases in recurrent expenditures. Capital investments between 2014 and 2016 were significantly lower than planned for the period.¹²⁵ The implementation of PSE 2014-2025 was significantly underfunded by the government. The PSE budget included a 21.8 percent funding gap, after accounting for GPE funds.¹²⁶ Pre-primary, literacy and non-formal education sub-sectors were particularly neglected, with the latter receiving only three percent of the total planned budget allocation.

Table 3.11 Planned and actual funding of PSE 2014-2025 by sub-sector, 2015-2016¹²⁷

SUB-SECTOR	PSE FUNDING 2015-2016 (MILLIONS CFA)		
	PLANNED	ACTUAL	% DIFFERENCE
Pre-primary (MEPS)	4,470	2,970	- 34%
Primary (MEPS)	91,845	135,602	+ 48%
Secondary (MEPS)	49,104	59,629	+ 21%
Literacy and non-formal (DAENF)	2,482	68	- 97%
TVET (METFP)	15,442	16,956	+ 10%
Higher education (MESR)	34,060	44,670	+ 31%
TOTAL	197,402	259,896	+ 32%

84. Overall, execution rates by sub-sector remain high for all education ministries.¹²⁸ Execution rates for capital expenditures are much lower than those for recurrent expenditures. Although recent numbers

¹²⁴ 2011 data obtained from the 2013 and 2019 ESAs; 2015-2017 data obtained from the 2016-2018 JSR aide-memoires.

¹²⁵ For 2014-2016, total planned investments by GoT were CFA 14.1 billion. However, actual investments for the period totaled CFA 8.1 billion or 58 percent of planned.

¹²⁶ The PSE does not address how this gap would be filled.

¹²⁷ Data on planned expenditures are taken from the three-year action plan (PTAB 2014-2016), while data on actual expenditures are taken from the 2016-2017 JSR reports. Comparison was only possible for 2015 and 2016 as actual expenditures were not available for 2014 and planned expenditures were not available for 2017.

¹²⁸ Execution rates ranged from 93% (2014) to 99% (2016) for METFP and from 97% (2014) to 99% (2016). For MASPFA, the execution rate was 91% in 2015 (data for other years was not available).

were not available, execution rates for capital expenditure for MEPS averaged 37.5 percent from 2013-2015, while rates for recurrent expenditure exceeded 100 percent (see Table 3.12 below). Consulted stakeholders and JSR aide-memoires frequently attribute the low execution rates for capital investment to delays in procurement processes and limited capacity within ministries to implement planned activities.¹²⁹

Table 3.12 Execution rates for Ministry of Primary and Secondary Education (MEPS), 2013-2017¹³⁰

EXECUTION RATE	2013	2014	2015	2016	2017
Recurrent	101%	106%	113%	n/a	n/a
Capital Investment	35%	57%	21%	n/a	n/a
Total ¹³¹	98%	104%	110%	105%	104%

International education financing

Finding 10: Between 2009-2017, international financing for education increased modestly, both in nominal terms and as a proportion of total ODA to Togo.

85. The nominal amount of education ODA has fluctuated but has shown a recent increase, from an average of US\$18 million annually from 2009-2013 to US\$22 million annually from 2014-2017 (Figure 3.3).¹³² This is likely due to improving economic and political stability in Togo following the lifting of EU sanctions in 2007, which led to a return in external investments.¹³³ The proportion of international education financing to overall ODA also increased, from an annual average of five percent (2009-2013) to nine percent (2014-2017) and the share of sector financing by development partners, relative to total sector investments, increased from 71 percent in 2009-2011 to 89 percent for 2014-2017.¹³⁴ In parallel, the decreased share of domestic investments in the education sector suggests that the Togolese government has become increasingly dependent on external financing in education.

¹²⁹ Capacity issues were multiple, particularly organizational capacity. Regarding delays, for instance, it was mentioned in interviews that capacity to manage procurement (develop ToRs and specifications, organize and manage competitive bids, selection and contracting, etc.) was inefficient and weak. There was also the issue of leadership – the former Minister of MEPS was slow to approve initiatives, which led to delays.

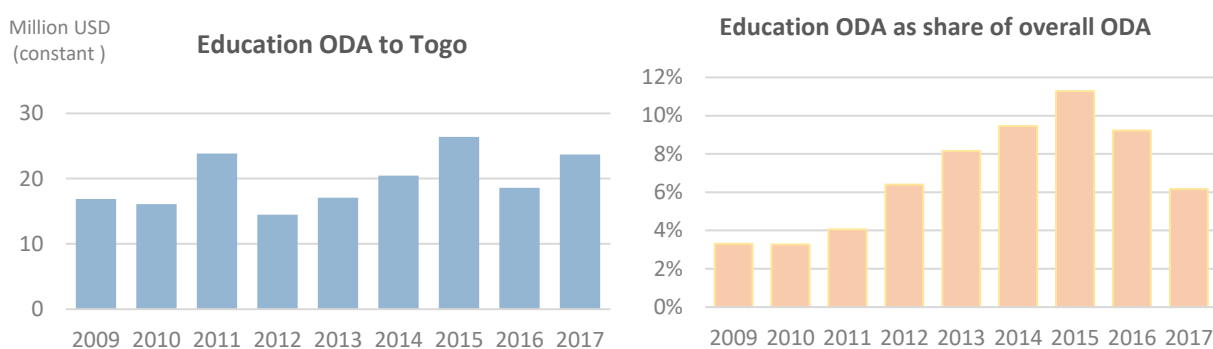
¹³⁰ Data obtained from 2015-2018 JSR aide-memoires.

¹³¹ This is the total execution rate for both recurrent and capital investments, based on reported figures.

¹³² Gross disbursed ODA in constant US\$(adjusted for inflation), OECD CRS data. These figures do not include support provided through GPE's ESPIGs.

¹³³ EU (2019). "International cooperation and Development – Togo", https://ec.europa.eu/europeaid/countries/togo_en (accessed July 2019).

¹³⁴ Data for 2009-2011 obtained from 2013 JSR report.

Figure 3.3 Education ODA to Togo, 2008-2017¹³⁵

86. Excluding GPE, the composition of donor partners remained relatively stable during the review period, with the vast majority of education ODA coming from bilateral partners. The proportion of bilateral support averaged 92 percent and multilateral support averaged eight percent. France and Germany were by far the largest education donors to Togo, providing 56 and 23 percent respectively of all sector support from 2009-2017. Financing from France remained relatively stable over the years, while Germany has steadily increased aid to education since 2013. Contributions from other partners have remained small, with most not exceeding five percent of total education ODA. Key among these (in terms of overall financing envelope) are the UN, the World Bank and the Islamic Development Bank (IsDB). Overall, however, the number of donor partners in Togo remains small.

87. The share of education ODA going to basic education decreased significantly, from 24 percent between 2009 and 2013 to eight percent between 2014 and 2017, mostly due to an increasing focus on secondary education and TVET by France and Germany. In terms of basic education, development partners, namely IsDB, UNICEF and AFD (France), have invested in improving access through school construction and, only more recently, investments in strengthening the quality of teaching and learning.

Quality of international financing¹³⁶

Finding 11: There was little change in the quality of ODA to the education sector during the period under review.

88. The volume, predictability and quality of aid to the education sector in Togo did not change significantly during the period under review. Investments by development partners are provided solely through project modality, which limits aid predictability as funding is dependent on donor calendars, procedures and conditionalities. There has been minimal discussion by development partners on moving towards the use of modalities other than the project, improving financial alignment, harmonization or aid predictability (i.e., pooled funds or budget support).

89. In 2019, the GPE Secretariat presented the multiplier to development partners in Togo as a means to increase harmonization within the education sector, but there were no interested parties.¹³⁷ In the Togolese context, the majority of the education sector investment budget (89 percent) is dependent on external assistance, which is delivered through project modalities based on donor support. This reduces aid predictability considering that project cycles and timelines are often determined by development

¹³⁵ Data obtained from OECD CRS. It does not include GPE funds.

¹³⁶ Quality refers to the level of alignment and harmonization of financial resources from external donors.

¹³⁷ Togo is in fact ineligible for the multiplier.

partners and that there can be funding gaps between project approvals. This reduced aid predictability has likely contributed, at least in part, to limitations in GoT's capacity to adequately and consistently plan, implement and monitor PSE 2014-2025 (see Section 3.5 on Implementation).

GPE contributions to sector financing

Finding 12: GPE's ESPIG funding represents the second largest financial investment in Togo's education sector and the largest investment in basic education for the period under review. Although GPE has influenced the allocation of domestic sector financing to some extent, its influence has been limited with regard to the quality and additionality of education ODA.

90. GPE offers a series of financial and non-financial mechanisms to support the quantity and quality of domestic and international sector financing. Table 3.13 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant or no/limited contribution in Togo. This grouping does not constitute a formal score.

Table 3.13 *GPE provided significant financial resources, but did not leverage any additional financing*

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
N/A	ESPIG funding represented the second largest financial contribution to the education sector in Togo totaling CFA 31 billion (\$US56.4 million) between 2010-2017, representing 28% of all education ODA for the period and 73% of basic education ODA for the period. However, GPE support has declined substantially in nominal and relative terms since 2015. From 2010-2014, ESPIG financing represented 49% of all ODA to the sector. This decreased to 24% from 2015-2017.
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
<p>GPE advocacy (global-level): At the February 2018 Dakar Conference for GPE's 2018-2020 replenishment campaign, Togo pledged to increase its relative education financing to 20% by 2020, with evidence of increased funding in 2017.</p> <p>ESPIG funding requirements: GPE requires countries to meet or move towards the 20% target for total education financing and 45% target for primary education, as well as to commit to funding their ESP. Togo has met the 45% requirement and has committed to (but not yet met) the 20% target.</p>	N/A
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO DOMESTIC FINANCING	LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO INTERNATIONAL FINANCING
GPE Secretariat advocacy: There is no available evidence that the Secretariat has engaged in advocacy with GoT on increasing the share of	GPE advocacy for donor harmonization: GPE (through the CL, CA and GA) had limited influence in increasing financial alignment or harmonization of education ODA in Togo.

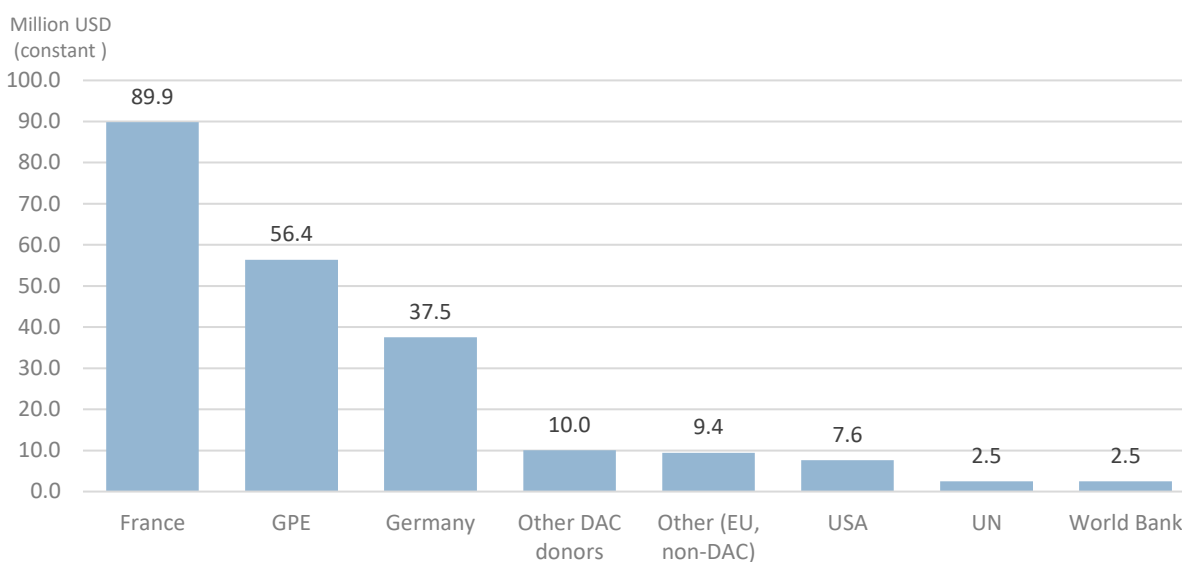
<p>domestic resources allocated to education investment (over recurrent expenses) or addressing the proportion of recurrent expenses in the public education budget.</p> <p>GPE support for sector planning: There is no evidence that PSE 2014-2025 better positioned MEPS, METFP and MESR to advocate the MEF¹³⁸ for increased funding to the sector for investment.</p> <p>CSEF grant has supported the CNT-EPT since 2009. The coalition has stated that it plans to advocate for and ensure that the government meets its domestic financing commitment.</p>	<p>Consulted stakeholders reported that GPE could have played a more “catalytic” role in advocating for improved quality of ODA.</p> <p>ESPIG modality: The 2015-2019 ESPIG was delivered using a project modality rather than a more aligned funding mechanism.¹³⁹</p> <p>GPE Multiplier: The multiplier mechanism was not in effect during the review period. Although, GPE introduced the concept of the multiplier mechanism to stakeholders in Togo in 2019, the country is not eligible for the mechanism and there was limited interest on the part of development partners. It nevertheless represents a concrete attempt towards increasing external investment in the sector.</p> <p>GPE additionality: During the period of PSE 2014-2025 implementation, the World Bank made a direct contribution to basic education in Togo,¹⁴⁰ while it fulfilled the role of GA on PERI 2. This raises the question as to whether PERI 2 contributed to additionality in this case, and if more could have been done by GPE to encourage greater WB investment in the sector.</p>
<p>NOT APPLICABLE FOR CONTRIBUTION TO DOMESTIC FINANCING IN TOGO</p>	<p>NOT APPLICABLE FOR CONTRIBUTION TO INTERNATIONAL FINANCING IN TOGO</p>
<p>N/A</p>	<p>NFM and Fixed/variable Tranche: Given that ESP had not been developed, the selection of the Grant Agent and the preparation of the new ESPIG funding request had not begun, the effect of the NFM (QA processes, fixed and variable tranches) cannot be commented on for the Togo CLE.</p>

91. Figure 3.4 shows the cumulative contribution of GPE in comparison to other donors for the review period.

¹³⁸ Ministère de l'Économie et des Finances

¹³⁹ According to GPE's system alignment criteria, which includes the 10 elements of alignment captured by RF indicator 29, the 2015-2019 ESPIG was scored as “not aligned” overall, as only five out of ten elements were scored as “aligned”, which is below the threshold of seven to be classified as “aligned” overall (GPE RF 2017 data). Elements that were rated as not aligned include mechanisms around the annual national budget, the treasury (use of national accounts and expenditures processes), accounting systems and financial auditing.

¹⁴⁰ Through the PDC project, the World Bank invested 4.3 billion CFA (see Implementation sector).

Figure 3.4 Cumulative Education ODA by donor (2010-2017)¹⁴¹

92. GPE most likely influenced GoT's commitment to increase domestic financing to 20 percent by 2020. Data on domestic financing trends provide some support for this commitment.¹⁴² As such, Togo has met or is in the process of meeting two key financial requirements to access ESPIG funding.¹⁴³

93. There is considerable concern among stakeholders with regard to the impending gap in GPE support to the education sector in Togo. Funding through the 2015-2019 ESPIG is scheduled to end in September 2019. It is estimated that it will likely take one to two years before a subsequent GPE ESPIG is developed, approved and disbursements begin. The risk, according to stakeholders, is that key reforms initiated under PSE 2014-2025 (through PERI 2) will stall or regress during this period if additional financing is not accessed from other sources.

Additional factors beyond GPE support

94. Additional positive factors contributing to domestic or international financing beyond GPE support include: (a) strong economic growth in the last decade and a more stable political environment, which has led to increased domestic revenue as well as increased donor confidence; and (b) sustained levels of financial support from traditional donors to the education sector (namely, France and Germany).

95. Additional negative factors that limited the volume and quality of domestic financing include social pressure to increase the salary portion of the recurrent expenditure budget, coupled with limited public financial management capacity of GoT. In terms of international financing, additional negative factors include the small pool of development partners in Togo, their reliance on the project modality as the preferred ODA delivery mechanism and lack of concerted dialogue around or movement towards more harmonized or aligned forms of aid delivery.

¹⁴¹ Data is from the OECD Creditor Reporting System, except for GPE, which shows the total ESPIG grant disbursement for the period. However, since not all donors report to the OECD, some donors like the Islamic Development Bank are not considered here.

¹⁴² Education spending as a share of total public spending reached 19% in 2017. Data for 2018 and 2019 were, however, not available to confirm this trend.

¹⁴³ These are: 1) moving towards the 20% domestic financing for education; and ii) 45% domestic financing for basic education. Other requirements for accessing ESPIG funds include having a credible, evidence-based sector plan, which has not yet been developed.

Implications for GPE's ToC and country-level operational model

Finding 13: The context of education financing in Togo is challenging. Given GPE's significant leverage in the education sector, its visibility in policy dialogue has been limited with regard to improving both the quality and volume of domestic and external education financing.

96. For the period under review, the first assumption of GPE's ToC, that GPE leverage can positively influence sector financing, does not appear to have held true; GPE's second assumption, that external (contextual) factors permit national and international stakeholders to increase/improve the quantity and quality of sector financing, was found to hold partially true. Togo has experienced significant economic growth in the last decade, following years of stagnation and political instability. This has increased donor confidence and, although the number of donors in Togo remains small, there has been a modest increase in external investments to education. Similarly, improved economic performance has allowed for greater internal revenue and increased domestic financing of the education sector, although much of the increased expenditure has been directed at the recurrent expense budget. Togo remains fragile with limited institutional capacity, weak public financial management systems as well as pressing financial challenges in the education sector. Key challenges - including a lack of domestic resources for investment, high donor dependency, and increasing teacher salaries – risk the viability and sustainability of education reforms. Stakeholders explain that policy dialogue, at a higher level of GoT than the education ministries, is required to increase capital investment and address structural financing challenges currently facing the education sector.

97. In this challenging context, the GPE country-level operational model is not seen to have had significant influence on either the volume of domestic financing, nor the quality of external aid to the education sector in Togo. Stakeholders report that the presence and visibility of the GPE Secretariat on issues of education sector financing, alignment and harmonization have been limited by time, geographic distance and visibility in-country. The World Bank's engagement, in its role as Grant Agent, in coordinated policy dialogue on sector coordination and financing, is also perceived to have been limited during the period under review (see Section 3.2 on sector dialogue). It is challenging for the Coordinating Agency (whose financial contribution to the sector is more modest than that of GPE or other donors to education in Togo), to drive policy dialogue on sector financing without considerable support from other development partners.

3.5 GPE contributions to sector plan implementation¹⁴⁴

Overview

98. This section addresses the following evaluation questions:
- What have been the strengths and weaknesses of sector plan implementation during the review period? Why? (CEQ 1.3)
 - Has GPE contributed to observed characteristics of sector plan implementation? If so, how and why? (CEQ 1.4) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
 - What other factors contributed to observed characteristics of plan implementation? (CEQ 3.1)

¹⁴⁴ This section addresses evaluation questions 1.3 and 1.4, as well as (cross-cutting) CEQs 3.1 and 3.2.

- Going forward, what are implications of findings for the GPE ToC/operational model? (KQ IV)

99. Table 3.14 provides an overview of evaluation findings on sector plan implementation and related GPE contributions during the review period. These observations are elaborated on in the findings and supporting evidence presented below.

Table 3.14 Overview: CLE findings on sector plan implementation and related GPE contributions¹⁴⁵

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁴⁶					
		1	2	3	4	5	6
Moderate – Several results were achieved, but lack of evidence and lack of effective monitoring systems make it difficult to assess progress against planned targets.	Strong – As of 2017, the 2015-2019 ESPIG financed 6% of the cost of PSE 2014-2025. The ESPIG, through the PERI 2 project, spearheaded several key reforms under the PSE.						

Strengths and weaknesses of sector plan implementation

100. This section presents an overview of financing and key achieved outputs of PSE 2014-2025, based on evidence emerging from stakeholder consultations and reviewed documentation, as well as strengths and weaknesses of the GPE-financed PERI 2 project.

Finding 14: Tracking implementation of PSE 2014-2025 is challenging due to inconsistent planning, monitoring and reporting.

101. The evaluation was limited in its ability to assess the extent to which PSE 2014-2025 has been implemented as intended. This is mostly due to challenges in using the 2014-2016 three-year action plan and the PSE results framework as the basis for assessing implementation levels. The reasons for this are multiple:

- The results framework is complex, featuring over 400 results indicators (at output, outcome and impact levels). This is in addition to 71 core indicators that are mostly at the outcome and impact level. Of these, only some of the core indicators are tracked annually in joint sector review reports (see Table 3.8 in Section 3.3).
- The majority of the PSE activities are financed externally by development partners through project modalities. Activities, outputs, indicators and targets are presented in the action plan by project, although these are not explicitly linked to PSE objectives, results, indicators and targets for the sector.¹⁴⁷ In addition, donors did not consistently provide progress information against plans for

¹⁴⁵ Colour code: **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue

¹⁴⁶ For sector plan implementation, the six underlying assumptions in the country-level ToC were: (1) relevant government actors having the *motivation* to implement the sector plan; (2) government actors have the *opportunity* (resources, time, conducive environment) to implement the plan; (3) government actors have the technical *capabilities* to do so; (4) country-level stakeholders have the motivation and opportunity to align their own activities with the priorities of the ESP; (5) country-level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation; and (6) the sector plan includes provisions for strengthening EMIS and LARS to produce timely, relevant and reliable data.

¹⁴⁷ For example, school construction activities are presented only by donor project, each with its own targets that are not always presented in a comparable or uniform way. The three-year action plan does not provide the total number of school constructions that are planned for the period. Determining the overall target required adding up the individual targets for each donor project. However, this was not possible for all activities.

their projects during the annual joint sector reviews, making it a challenge to roll-up project implementation into a measure of overall PSE progress or performance.¹⁴⁸

- Interviewed stakeholders report that the three-year action plan was never used as a planning, monitoring and implementation tool by any of the education ministries, as originally intended. Annual planning and reporting templates tracking implementation of the PSE were not regularly updated by education ministries for the period 2014-2016. Education ministries did not report against the three-year plan during annual sector reviews.
- Finally, a three-year budgeted action plan was developed for 2014-2016, but was not updated beyond 2016. As such, there is no consistent planned to actual activity or budget execution for the entire period under review. Targets on objectives are also not available beyond 2016 against which to measure PSE implementation progress.¹⁴⁹

Finding 15: The 2014-2016 three-year action plan was underfinanced by government and development partners, as compared to initial commitments. This, combined with project-driven delivery, resulted in fragmented implementation of planned PSE reforms.

102. An assessment of actual budget disbursement against planned budget commitments, as per the three-year action plan, indicates that the sector was underfinanced from 2014-2016.¹⁵⁰ A total of CFA 46.4 billion was invested in the sector from 2014-2016, against a planned investment of CFA 74 billion (see Figure 3.4).¹⁵¹ Based on the action plan, GoT was to invest CFA 14 billion between 2014-2016, whereas actual GoT's (capital) investment for the period was only CFA 8 billion (a gap of 43 percent). Development partners invested CFA 38.3 billion between 2014-2016, compared to planned investments of CFA 60 billion for the same period (a gap of 35 per cent).¹⁵²

¹⁴⁸ We do not have final reports for all donor projects and not all donors participated in sector dialogue (e.g., IsDB contributed significantly to the sector but did not participate in JSRs).

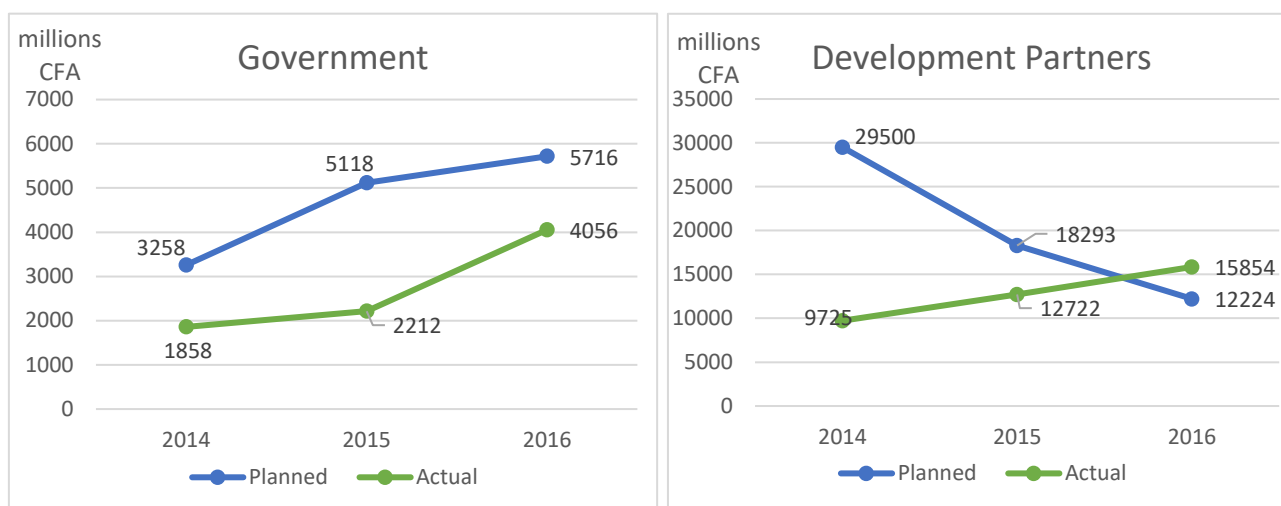
¹⁴⁹ The three-year action plan provided activities and cash-flow projections for 2014-2016 only. However, annual sub-sector reports were only produced for each JSR as of 2016 onwards, so that planned to actual PSE implementation data is available for the years 2015-2017 only. New PSE reporting templates since 2016 are also not aligned with the PSE results framework, making it difficult to assess actual progress against planned interventions or analyze variance between planned to actual achievements.

¹⁵⁰ Underfinancing (planned financial commitments exceeded actual disbursements for the period 2014-2016 by 37 per cent). As explained previously, comparing planned to actual financial commitments against disbursements is only possible for 2014-2016. It is difficult to explain the underfinancing of the PSE, although JSR reports and key informant interviews point to significant delays in PSE implementation related to lack of government capacity and efficiency in procurement, delays in the provision of capacity development inputs, delays in decision-making at senior levels of the education ministries related to key reforms and the implementation of various PSE activities, etc.

¹⁵¹ Includes capital investments from the State and funding from development partners. If 2017 is included, total investments equaled 67.4 billion CFA, whereas the total cost of the PSE including the financial gap is CFA 94.8 billion.

¹⁵² It is not clear why donor investments were lower than expected, however it may partially be due to delayed disbursements. For instance, although GPE funding was expected in 2015, the first disbursements for PERI 2 only came in in 2016.

Figure 3.5 *Planned versus actual investments from GoT and Development partners, 2014-2016 (in millions CFA)*¹⁵³



103. The implementation of PSE 2014-2025 was largely executed through a series of stand-alone projects supported by different development partners (see Table 3.19 further below for list of key development partners and funded projects/activities). While these projects are closely aligned with PSE objectives and expected results, they were designed in relative isolation from one another, they target different education ministries and sub-sectors, and have been managed by separate project implementation units. The majority of these projects involve testing pilot initiatives or implementing only some components of education reforms (either because they target only certain regions of the country, certain levels of education or certain aspects of the curriculum). While several projects address similar issues, projects appear to have adopted different approaches and methodologies within their project intervention zones. The implications of this project-driven approach for PSE 2014-2025 implementation includes:

- The difficulty in addressing sector-wide challenges and bottlenecks (e.g., the management of the education pyramid) when project implementation and financing is focused sub-sectorally, regionally and by ministry;
- The difficulty for the government to ensure coordination, collaboration and communication around PSE implementation given separate project management units and project processes for planning, monitoring and reporting; and
- The challenges for government in bringing pilots to scale or ensuring coverage across the country when funding is not pooled, and interventions are not coordinated.

104. When comparing actual funding across the four axes of the PSE¹⁵⁴ (Table 3.15), access received the largest proportion of investment, the majority of which went towards teacher salaries and school construction. Much smaller proportions of sector funding went to the axes of education management and quality, the latter primarily allocated for improving pre-service and in-service teacher training and curriculum reform. Equity received the least amount of financing (only 4 percent), funded exclusively by development partners in support of awareness campaigns, girl's education, and the provision of materials to students in need and students with disabilities.

¹⁵³ Planned figures obtained from 2014-2016 three-year action plan. Actual investments calculated from 2015-2017 JSRs. Government investments only include capital expenditures.

¹⁵⁴ Access, Quality, Equity, and Governance and Management.

Table 3.15 *Actual PSE financing (recurrent and capital) by the four axes of the PSE for 2015-2017 (in billions of CFA)*¹⁵⁵

FINANCING BY PSE AXES	GOVERNMENT	DEVELOPMENT PARTNERS	TOTAL	% OF TOTAL PSE FINANCING
Access	241.6 (75%)	17.9 (44%)	259.5	67%
Quality	31.5 (10%)	10.5 (26%)	42.0	13%
Equity	0.04 (0%)	7.7 (19%)	7.7	4%
Governance and Management	50.4 (16%)	4.4 (11%)	54.8	16%
Total	323.54	40.5	364.04	100%

Finding 16: Several key education reforms were initiated or expanded during the period under review, while other planned reforms registered only moderate or no significant progress. Key PSE achievements include increased access to pre-primary, increased school construction, and curriculum reform at the primary level.

105. The evaluation team used the reporting frameworks presented in annual sub-sector technical and financial reports to assess achievement of PSE 2014-2025. Where possible, reported activities were compared to planned activities outlined in the PSE and the three-year action plan to determine overall targets and objectives.¹⁵⁶ Key PSE achievements are presented in Table 3.16, as are interventions that are in progress and those that are not yet completed. Overall, several key results were achieved, with some even exceeding initial targets, particularly those related to access at pre-primary and primary levels. However, progress on results under quality, system efficiency and governance are far less advanced.

Table 3.16 *Key Results Achievements for PSE 2014-2025, 2014-2019*¹⁵⁷

EQUITABLE ACCESS	QUALITY	SYSTEM EFFICIENCY/GOVERNANCE
RESULTS ACHIEVED DURING PSE IMPLEMENTATION, 2014-2019		
Construction: From 2014-2017, 2,346 classrooms were constructed out of 1,997 planned (117% achieved) and 380 classrooms rehabilitated for 240 planned (158% achieved). This includes 73/26 classrooms	Curriculum: New competency-based curriculum developed for grades 1-4 (CP1-CE2) at the primary level in French and Math. This included the development of new textbooks and new modules for teacher training. 42,000 teacher	School subsidies: Subsidies were provided to schools at all levels. This includes basic subsidies by the government and additional subsidies based on performance

¹⁵⁵ Budget information for 2014 by axes was not available. It was also not possible to provide planned to actual budget by axes because the executed budgets presented in the JSRs by axes included both recurrent and capital expenditures, whereas, the 3-year action plan only provided the investment budget by axes. Numbers are therefore not comparable.

¹⁵⁶ Overall targets were estimated for 2014-2016 for all donor and government projects by totalling all individual project targets. However, implementation data was available up to 2017 in the JSR reports. Since many projects were delayed and only began in 2015 and 2016, we deemed it acceptable to compare the 2014-2017 implementation period to planned targets for 2014-2016.

¹⁵⁷ Sources are stakeholder interviews and 2015-2018 JSR reports and sub-sector reports. As previously noted, it was not possible for the evaluation to compare planned activities against implemented activities, so this table predominantly lists achieved outputs, as well as certain high-profile planned interventions that were not achieved. Planned targets were estimated when possible.

EQUITABLE ACCESS	QUALITY	SYSTEM EFFICIENCY/GOVERNANCE
<p>constructed/rehabilitated at the pre-primary level, 752/259 classrooms at the primary level, and 564/95 classrooms at the secondary level. There were also 278 new literacy centers constructed, and 20 TVET centers rehabilitated. All new school construction also included access ramps for students with disabilities.</p> <p>Distribution of materials: Uniforms and school supplies were provided to disadvantaged students, including girls, students in need and students with disabilities. Hygiene kits were provided to girls in primary and secondary.</p> <p>School feeding program: School feeding benefited 366,805 primary-level students.</p> <p>Non-formal education for out-of-school (OOS) children: A pilot program was developed and implemented for OOS children (9-14 years old) to integrate them into the formal school system. Three relay centers were constructed (two were planned) and 90 students enrolled (out of 120 planned).</p>	<p>guides and 1.2 million textbooks were distributed. A new curriculum was also developed for pre-primary, including the development of teacher guides, 4 picture books and the creation of 1,400 educational kits (to be rolled out in 2019).</p> <p>Teacher training: Pre-service teacher training increased following the construction of three new teacher training centers (ENI) in 2014. A total of 3,013 new teachers were trained during the period (compared to 1,626 planned). In-service training was also provided by donors¹⁵⁸ at the pre-primary (in classroom management, teaching methodology, use of games and play for learning, and positive disciplinary methods), primary and secondary levels.</p> <p>Teacher qualification for pre-primary: Decision made on minimal qualifications and training for pre-primary teachers. Some pre-primary teachers were included in the civil service.¹⁵⁹</p> <p>School inspections: Performance contracts were developed and implemented in 61 inspection units (IEPPs); capacity building and training were provided to inspectors and pedagogical counsellors.</p> <p>TVET: Curriculum and materials were developed for five basic trades including car and motorcycle repair, electrical, tailoring, and woodwork.</p> <p>Literacy: New curriculum, materials and guides were developed for literacy training in French and five local languages. Literacy training</p>	<p>(performance contracts) provided by donors.</p> <p>School management committees (COGEPs): Direct funds were provided to COGEPs for implementing and overseeing school construction, management of school grants, acting as focal points for the distribution of materials (e.g., uniforms, textbooks), community advocacy (e.g., awareness campaigns for girls' education), and overall school management (overseeing the development, implementation and monitoring of performance contracts). Training was provided to 80 new COGEPs as well as at least 100 existing COGEPs in financial management, community organization, literacy and procurement.</p> <p>Policy implementation: A new policy on repetition rates was developed (2013) and implemented across the country to reduce primary school repetitions rates.</p> <p>Policy development: Early Childhood policy was revised and approved (2018).</p> <p>Literacy: Implementation of "faire-faire" approach such that literacy centers are managed by local providers with financial support from the government.</p>

¹⁵⁸ These include Aide et Action, Bornefonden, Chaîne de l'Espoir, Handicap International, Plan International, UNICEF, and GPE.

¹⁵⁹ 19% of pre-primary teachers were incorporated into the civil service (representing around 1,178 teachers in 2017). The remaining 81% of teachers are still volunteers. (RESEN, 2019, p. 77).

EQUITABLE ACCESS	QUALITY	SYSTEM EFFICIENCY/GOVERNANCE
	was provided in the context of TVET and to COGEPs.	
OUTPUTS PARTIALLY OR NOT ACHIEVED DURING PSE IMPLEMENTATION, 2014-2019		
<p>Early childhood: Early childhood education program for 0-3-year olds was to be developed, aimed at parents (including sensitization and parental education modules). However, following revision of the Early Childhood Policy in 2016, the 0-3 age group no longer falls under MEPS (now under MASPFA). No activities for this age group were reported on and no follow-up was done in annual reviews; awareness campaigns were also to be conducted in 60 communities on importance of pre-primary education, which were not done.</p> <p>Construction: Aimed to construct 10 new TVET centers, but none completed by 2017. Four centers are being constructed now. A total of nine temporary centers were created in 2016-17 to meet demands.</p> <p>Inclusion of gender and disability in TVET: No initiatives were undertaken to encourage girls to pursue technical fields or to improve access for students with disabilities, as was planned.</p>	<p>Strategy and policy for teacher training: The PSE aimed to systematize in-service training for teachers and teaching support staff and develop a training policy for teachers.</p> <p>School inspections: Materials were provided to inspection units, including tablets and modes of transportation (motorbikes, petrol) to improve school inspection and implement performance contracts. Tablets were not effectively used and there is still insufficient transportation available for most inspectors to be able to conduct regular school inspections.</p> <p>Learning assessments: A National Evaluation Unit (CNE) was created in 2012 and a national learning assessment was conducted in 2012-2013. A follow-up assessment was to be conducted in 2016-17, but CNE was not fully operational. The unit was revived in 2018-19, and a national assessment is being carried out in 2019 (Learning assessments discussed further in Chapter 5)</p>	<p>Inclusion of support and volunteer teachers into civil service: 13,000 support teachers were incorporated into civil service in 2017 and the PSE aimed to eliminate the status of volunteer teachers. However, volunteer teachers remain in the system, with an increase in the proportion of volunteer teachers at secondary level.</p> <p>Monitoring and EMIS: Though monitoring has improved, there is no national strategy or plan to strengthen EMIS. Timeliness, validity and reliability of data is still a concern and there is lack of harmonization of sources of information, databases, tools and procedures within MEPS and across education ministries (see section 3.3).</p> <p>Communication plan: A communication plan was supposed to be developed for PSE 2014-2025, but no budget was allocated to this. There is also lack of communication personnel at MEPS for development and implementation of a communications plan.</p> <p>Decentralization process for sector management at primary level: Although regional sector plans were developed under PSE 2010-2020, plans were not updated for new PSE 2014-2025 for all regions. A regional annual sector review was held once in one region. There is lack of dissemination of information from central to decentralized levels.</p> <p>Equitable allocation of teachers and textbooks: Despite equity being identified under both sector</p>

EQUITABLE ACCESS	QUALITY	SYSTEM EFFICIENCY/GOVERNANCE
		<p>plans and ESAs, no initiatives or strategies were developed to better manage the allocation of teachers and textbooks leading to continued disparities between schools and between regions.</p> <p>Support Fund for AENF: A support fund was to be created to provide sustainable financing to the sub-sector. This was not done.</p> <p>Public-Private Partnership for TVET: A charter and action plan were developed in 2011 but were never implemented or operationalized.</p>
ACTIVITIES UNDERTAKEN IN THE REVIEW PERIOD WHICH WERE NOT IN THE PSE		
<p>Policy development: A model for inclusive education for students with disabilities was developed and approved by the government. A new strategy for inclusive education was also developed and set to be approved (2019).</p>	<p>New bursary program: Creation of a new bursary program for university students providing scholarships for excellence (previously, bursaries provided solely to students in need).</p>	<p>Policy development: Adoption of Policy Act on higher education and research aimed at improving the quality of higher education.</p>

106. The following interventions were highlighted by interviewed stakeholders as key achievements during the PSE 2014-2025 implementation period:

- **Increased offer and quality of pre-primary education:** PSE 2014-2025 featured key reforms in pre-primary education. Despite receiving less funding than planned, donor and government interest in the sub-sector led to several interventions being implemented that allowed for improved offer and quality of pre-primary education. These include classroom construction, the development and approval of an early childhood policy, and the development of a pre-primary curriculum, as well as the review of pre-primary teacher qualifications and in-service teacher training.
- **Increased and improved school construction:** Access received the vast majority of funding, with several donors¹⁶⁰ and the government¹⁶¹ investing in school construction in order to improve access and coverage of pre-primary, primary and secondary education. As a result, the number of schools constructed exceeded estimated targets.¹⁶²

¹⁶⁰ These include Aide et Action, Bornefondon, Chaîne de l'Espoir, Handicap International, Plan International, UNICEF, and GPE.

¹⁶¹ 19% of pre-primary teachers were incorporated into the civil service (representing around 1,178 teachers in 2017). The remaining 81% of teachers are still volunteers. (RESEN, 2019, p. 77).

considered an external partner and therefore the MDBAJEJ budget was not included in education sector budget and expenditures.

¹⁶² Target was estimated by adding the number of planned constructions for each project outlined in the 2014-2016 triannual plan.

- **Community-driven school management:** The use of a community-based approach to school construction through COGEPS¹⁶³ was piloted under the previous PSE. The approach was seen as a successful model for community-led management that led to better results than traditional approaches.¹⁶⁴ As a result, under the current PSE, the role of COGEPs was expanded beyond school construction and receives support from various donors.¹⁶⁵ A similar approach has also been adopted for secondary schools by the PAREC project.¹⁶⁶ Stakeholders interviewed considered the support to COGEPs a positive step towards decentralization and community involvement in education.¹⁶⁷
- **Development and implementation of a new primary curriculum:** The new competency-based curriculum is considered relevant and much needed by stakeholders¹⁶⁸ although concern was expressed that it only covers two of the seven subjects taught in primary school and only for grades 1 to 4. An appreciable success noted by stakeholders, however, was the fact that the curriculum and textbooks were developed locally using Togolese expertise and enterprises.

107. Despite these achievements, several key components of PSE objectives – including the elimination of volunteer teachers and the conversion of community schools into public schools to reduce direct costs for families – were not implemented. These required policy revision and budget arbitration at the highest level of government, which remains very challenging in Togo. Aligning TVET and secondary education with labor market needs and promoting private sector partnerships also saw limited progress under PSE 2014-2025. Other planned initiatives were only partially or not at all implemented. These include the development of an early childhood program (0-3 years old), the development of a teacher training policy, implementation of a system of regular school inspections and ongoing pedagogical support, implementation of a national learning assessment system, and creation of a support fund for the literacy sub-sector. A primary limitation for implementation of these initiatives was a lack of government financing (no domestic financing was available for reasons explained previously, and these initiatives were not covered in donor projects). Several donor projects also encountered delays in implementation for various reasons.¹⁶⁹ Overall, while some planned reform areas advanced, there was limited progress achieved in the implementation of many key initiatives (see Chapter 4 on System Level Changes for further details on the achievement of PSE objectives and key reforms).

¹⁶³ The COGEPs (Comité de gestion des écoles primaires) are local school committees in charge of overseeing various aspects of school management. They were primarily created to oversee school construction and equipment. They are generally made up of community representatives, parents and teachers.

¹⁶⁴ PERI 1 had used both the COGEP approach and the standard approach (contracting through an external construction firm). The COGEPs achieved better overall results in terms of efficiency and timeliness. As a result, PERI 2 only used the COGEP approach. The COGEP model is now considered a best practice by many West African countries (including Guinea, Côte d'Ivoire and Madagascar). Source: GPE (2014). "Togo QAR – Phase III Final Readiness Review"; Togo GPE ESPIG application, 2014).

¹⁶⁵ Bornefonden, for instance, provided capacity building training to COGEPs in 2016-17 (JSR reports 2017 and 2018).

¹⁶⁶ The COGERES (Comité de Gestion des Ressources Scolaires) were supported by the PAREC project for the participatory management of lower secondary schools with regard to construction and school performance (Projet's d'École). Source: MEPS (2018). "Rapport d'analyse des indicateurs; Analyse rétrospective du projet PAREC, Rapport final amendé".

¹⁶⁷ Sources: stakeholder interviews; CNT-EPT (2017). "Trois tables rondes pour comprendre l'éducation de qualité, inclusive et équitable".

¹⁶⁸ According to interviewed stakeholders, the current curriculum dates from 1975. There had been several attempts to update the curriculum in the past, but these were never successfully implemented.

¹⁶⁹ Lack of capacity and inefficient procurement processes, delays in government approval of project plans, etc.

GPE contributions to sector plan implementation

Finding 17: Because of the limited number of development partners in Togo and the limited availability of sector funding, the financial and non-financial contributions of GPE played a significant role in sector plan implementation in Togo.

108. GPE used a series of financial and non-financial mechanisms to support sector plan implementation.¹⁷⁰ Table 3.17 gives an overview of these mechanisms, organized according to whether they are likely to have made a significant, moderately significant or insignificant contribution to plan implementation in Togo. This classification does not constitute a formal score.

Table 3.17 GPE contributions to sector plan implementation

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<p>ESPIG-supported interventions: The PERI project (specifically under phase 2) spearheaded some of the key interventions under the 2014-2025 ESP, including the competency-based curriculum reform, pre-primary curriculum and materials, community-led school construction, the use of performance contracts, and provision of direct funding to schools.</p> <p>ESPIG share of PSE financing: GPE, through PERI, contributed 16.3% of total financing of the PSE between 2014-2017. GPE funds also represent the second largest external investment¹⁷¹ in the education sector for the period under review (2010-2019).</p> <p>Global and Regional Activities (GRA) funds: As a result of the school-related gender-based violence (SRGBV) grant, an SRGBV training module was included in pre-service teacher training curricula for primary teachers.¹⁷²</p>
MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<p>CA: Stakeholders appreciated the efforts of UNICEF as Chef de File in overall sector coordination. UNICEF played a crucial role in PSE implementation through its promotion of sector dialogue and coordination, and its financial and technical support to the PTS for sector monitoring and implementation. However, it is unclear how GPE contributed to the effectiveness of the CA (Chef de file) or how UNICEF's role would have been different in the absence of GPE.</p>
MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<p>ESPIG financing to strengthen plan implementation capacities: PERI provided financial support, capacity training and equipment to key government and non-government units responsible for plan implementation at both the central (MEPS) and decentralized (regional ministries, inspection units and communities) levels. However, the implementation of the PSE through donor projects was heavily reliant on external technical and financial assistance. The extent of sustainable institutional capacity development within GoT is unknown.</p> <p>ESPIG financing to strengthen plan monitoring capacities: PERI provided some support for the implementation of EMIS, improved monitoring capacity at decentralized levels (inspection units), as well as funding for the 2019 learning assessment. It also supported overall sector monitoring and coordination by providing financial and technical support to the PTS.</p> <p>LEG: Although the Comité de pilotage was never operationalized, the LEG has played an important role in the implementation of the PSE. However, its effective functioning is reliant on ongoing efforts by the PTS and the CA/Chef de file. The functioning of the PTS, as secretariat to the LEG, is dependent on donor support. The LEG contributes to the JSR process, as the only mechanism to track implementation of the PSE.</p>

¹⁷⁰ This refers to the financial contribution to Togo through the ESPIG and to the financial and non-financial support provided by the Secretariat.

¹⁷¹ See Section 3.4, Finding 12.

¹⁷² GPE (2017). "Summary – Annual GRA Portfolio Status Report as of June 30, 2017".

PDG (Program Development Grant): GPE provided a US\$200,000 grant for the preparation and development of the PERI 2 project (including evaluation of PERI 1).

LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

Secretariat visits: The GPE Secretariat, through country missions by the CL, has provided policy dialogue, technical support and monitoring visits on PERI. Evidence is lacking to determine whether and how these efforts contributed to sector plan implementation.

GA: Although the Grant Agent effectively oversaw the implementation of PERI 2 and contributed to achieving project results, there are divergent opinions on other aspects of the GA (ESPIG) role in Togo. Some stakeholders also noted that WB approval and disbursement procedures were lengthy, which may have contributed to project implementation delays.

Finding 18: GPE's primary contribution to sector plan implementation has been through its financial support to the PERI 2 project which spearheaded many of the key achievements of PSE 2014-2025, including community-led school constructions and primary curriculum reform.

109. GPE's Education and Institutional Strengthening project or PERI (*Projet d'Education et de Renforcement Institutionnel*, which includes PERI 1 from 2010-2014 and PERI 2 from 2015-2019) was the main donor-funded project supporting implementation of PSE 2014-2025, totaling CFA 19 billion.¹⁷³ PERI 2 (which is to close in September 2019) has three objectives/components that are closely aligned with the PSE: i) improve the quality of education and learning in pre-primary and primary (Quality); ii) increase access and equity in primary education, particularly in disadvantaged districts (Access and Equity); and iii) strengthen the provision of education services and project management (Service Delivery and Management). The project was implemented by MEPS through the PERI project coordination unit (PCU), with the World Bank functioning as grant agent.

110. From 2010-2014, PERI 1 provided textbooks to public and community schools and annual grants to 80 percent of public and community primary schools. The competency-based curriculum reform began under PERI 1 for first grade. PERI 1 financed the construction of the three teacher training institutes (ENIs) and constructed 996 primary schools, through which it piloted its community-based management approach (COGEPs); 266 COGEPs were trained under phase 1.¹⁷⁴

111. PERI 2 pursued many of the same initiatives that began under PERI 1, including: pursuing the competency-based curriculum reform; continuing and expanding the role of COGEPs; and continuing the provision of school grants. However, as GPE funding was reduced between PERI phase 1 and phase 2, the scope of activities in the second phase of the project was much smaller.¹⁷⁵ PERI 2 also featured new initiatives, including: support for girl's education by providing uniforms, materials to girls and awareness campaigns in four disadvantaged districts; and support for monitoring at decentralized levels through the use of performance contracts by regional ministries, inspection units and schools. PERI 2 features five project development objective (PDO) indicators and 14 intermediate results indicators that are tracked and reported on in World Bank implementation status reports (ISRs). See Appendix VIII for a full overview of indicators and progress. The main results of PERI 2 from 2015-2018 are presented in Table 3.18 below.

¹⁷³ CFA 3.8 billion from PERI 1 (funded by ESPIG 2010-2014) and CFA 15.3 billion (US\$27.8 million) from PERI 2 (funded by ESPIG 2015-2019).

¹⁷⁴ Source: World Bank (March 2014). "Project Appraisal Document for GPE funded project".

¹⁷⁵ PERI 1 had a budget of US\$45 million. This was reduced to US\$27.8 million for PERI 2.

Table 3.18 Main activities and results of PERI 2 (2015-2018)¹⁷⁶

PERI 2 COMPONENTS AND ALLOCATED FUNDS	MAIN PROJECT RESULTS	STATUS (AS OF JUNE 2019)
Quality (US\$13.8 million)	<ul style="list-style-type: none"> • Curricula, textbooks and teaching guides developed for grades 1-4 (CP1 to CE2) 	Target achieved
	<ul style="list-style-type: none"> • 1.16 million textbooks distributed for CP1 and CP2 (compared to 1.8 million planned) 	Target on track. CE1 textbooks to be distributed in 2019
	<ul style="list-style-type: none"> • 42,000 teacher guides distributed (42,000 planned) 	Target achieved
	<ul style="list-style-type: none"> • 30,478 teachers trained in new curricula (against 29,000 planned) 	Target achieved
	<ul style="list-style-type: none"> • 1,650 schools in 18 deprived districts received school grants each year (in 2016 and 2017) 	Target achieved
Access and Equity (US\$7.8 million)	<ul style="list-style-type: none"> • 240 schools constructed (including latrines for both genders and equipped with benches) 	Target achieved
	<ul style="list-style-type: none"> • 113,020 school uniforms distributed to girls in four deprived districts (against 165,000 planned)¹⁷⁷ 	Behind schedule. Remaining uniforms to be distributed in 2019.
Service Delivery and Management (US\$6.2 million)	<ul style="list-style-type: none"> • 80 COGEPs trained in four out of five management training sessions that were developed (5,637 members trained) 	Target achieved. Last training session to be delivered in 2019.
	<ul style="list-style-type: none"> • 100 COGEPs to be provided literacy training 	Trainings began in 2019. ¹⁷⁸ Not expected to be completed in time.
	<ul style="list-style-type: none"> • Yearly performance contracts were signed and agreed by 61 inspection units (IEPPs) 	Target achieved
	<ul style="list-style-type: none"> • Number of school inspections per year totaled 36 in 2016 (out of planned 70 visits/year)¹⁷⁹ 	Inspectors not expected to meet minimum targets for number of school and classroom visits

112. In addition to the outputs described above, PERI 2 also provided small amounts of funding for pre-primary education, AENF and TVET. PERI funding supported the development of the pre-primary curriculum and development of educational play kits. Funding was provided to the DAENF to develop curricula and materials for literacy training in French and five other national languages. PERI also provided support for the development of curricula and training modules for TVET in five trades, in collaboration with GIZ.

¹⁷⁶ Sources: JSR reports (2015-2018), World Bank ISR reports (2016-2018).

¹⁷⁷ Uniform distribution for girls was delayed in 2018 due to delays in obtaining Ministry approval, therefore last available figure is for 2017.

¹⁷⁸ As of March 2019, training had not begun; expected to begin in June 2019. (WB Mission report, 2019).

¹⁷⁹ The number of inspections for 2017 and 2018 were not reported.

113. Stakeholders considered PERI 2 to be a key component of PSE implementation with relevant activities that addressed important needs for the sector. Considering the significant financial investment that PERI 2 represented for the sector, many of the important achievements of the PSE are linked to this project.

114. PERI 2 implementation faced several challenges and delays. The main challenge identified by stakeholders related to slow approval of and disbursement of funds from the GA, which led to delays in implementation. These delays led to a year-long funding gap between the end of PERI 1 in October 2014 and the first disbursement of PERI 2 in October 2015, with PERI 2 implementation only commencing in early 2016.¹⁸⁰ Further delays were caused by challenges with procurement (which affected the production of textbooks and materials for implementation of the new curricula), the significant time required to prepare and train COGEPs (which affected school construction, provision of school grants and distribution of materials), and several administrative bottlenecks affecting the staffing of the project coordination unit and approvals at the Ministry level.¹⁸¹ PERI 2, which was supposed to end in 2018, was extended for a year, until September 30, 2019.

115. As of June 2019, 93.8 percent of PERI 2 funds had been disbursed, with the remaining funds expected to be disbursed by project closing in September 2019. The project benefited from exchange rate gains which helped finance a one-year extension of the project (from 2018 to 2019) and the funding of several activities not initially planned, such as the development, printing and distribution of grade 3 textbooks, the development of textbooks and curricula for grade 4, and additional teacher trainings on the new curriculum.¹⁸²

116. Several project activities are behind schedule and may not be completed on time.¹⁸³ This is the case for the literacy training for COGEPs. The target numbers of school inspections and classroom visits, as determined by performance contracts, have also not been achieved, and are not expected to be met by the end of the project.¹⁸⁴ This has contributed to poor follow-up by teachers in the implementation of the new curriculum. According to some stakeholders, the lack of available transportation and an insufficient number of inspectors¹⁸⁵ has limited their capacity to conduct regular school inspection visits. There were

¹⁸⁰ The ESPIG grant was approved in June 2014, but the project only became effective in July 2015 following fulfillment of the project's effectiveness conditions, which included formal adoption of the project operations manual and staffing of the Project Coordination Unit (PCU).

¹⁸¹ There are divergent views as to the reasons for delays and administrative bottlenecks. Some stakeholders point to delays in MEPS, due to a lack of capacity and efficiency in procurement and a lack of timely decision-making by senior education officials. Other stakeholders point to factors within the GA in terms of delays in staffing the project implementation unit for PERI, its Letter of Non-Objection procedures and the fact that the Technical Team Leader and other project specialists were not based in Togo. It is likely that all of these factors contributed to inefficiencies and delays on PERI 2, although limited evidence prevents a conclusive finding.

¹⁸² GPE (2018). "Meeting of the Grant Applications Review Committee (GARC) – Togo ESPIG restructuring, May 9, 2018"; stakeholder interviews.

¹⁸³ Based on World Bank 2019 mission report: World Bank (April 2019). "Aide-Mémoire de la mission d'appui à la mise en œuvre du Projet d'Éducation et de Renforcement Institutionnel 2 (PERI 2) du 11 au 22 mars 2019".

¹⁸⁴ Only 36 out of 70 visits were conducted in 2016, with no data reported for 2017-18. (World Bank, ISR reports 2016-2018)

¹⁸⁵ According to stakeholders, many inspectors retired during the review period and had not been replaced.

also challenges and delays in the printing and distribution of textbooks¹⁸⁶ and in the distribution of uniforms and hygiene kits to girls,¹⁸⁷ although targets are expected to be met by project end.

117. As mentioned in Section 3.4 (sector financing), the potential funding gap resulting from the end of PERI 2 is an unintended and potentially negative consequence that could affect the reforms in progress.

Additional factors beyond GPE support

118. The key additional factor beyond GPE support that **positively** supported the implementation of PSE 2014-2025 was significant contributions from other development partners (see Table 3.19). As indicated in findings above, PSE 2014-2025 implementation was highly dependent on external investment in the form of donor project funding (representing 94 percent of PSE financing).

Table 3.19 Contribution of key development partners to PSE 2014-2025 implementation

KEY ACTOR	SHARE OF EDUCATION ODA 2014-2017	SHARE OF FINANCING OF PSE 2014-2025 (2014-2017)	CONTRIBUTION TO PSE IMPLEMENTATION 2014-2017 ¹⁸⁸
Islamic Development Bank (IsDB)	Information not available	18.4% (12.5 billion CFA)	<ul style="list-style-type: none"> Supported primary and secondary education through school construction, and support in providing materials and equipment (e.g., libraries, laboratory equipment) for secondary schools
France	54.6% (US\$48.8 million)	12% (8.2 billion CFA)	<ul style="list-style-type: none"> Support for teacher training at primary and secondary level (construction and equipment of ENIs, development of training modules for teacher training) Support for secondary education through PAREC project (school construction, teacher training, materials, capacity development at school and decentralized levels, etc.) Some support to TVET Support for higher education through the Service de Cooperation et d'Action Culturelle, which supported bursaries and scholarships, research and harmonization of programs across institutions Support to sectoral coordination (support to PTS)
World Bank	4.8% (US\$2.5 million)	6.2% (4.3 billion CFA)	<ul style="list-style-type: none"> Support to primary education through school construction and school feeding initiatives Support to higher education (project supporting the aviary research center)

¹⁸⁶ Grade 2 (CP 2) textbooks were supposed to be distributed in 2016, but were only completed in 2018, while grade 3 (CE1) textbooks are expected to be distributed in 2019 (for the 2019-20 school year). It is unlikely that grade 4 textbooks (CE2) will be printed and distributed before the end of the project. Issues with the supplier were the main reason for the delays. (World Bank mission report, 2019; stakeholder interviews)

¹⁸⁷ There were delays in obtaining Ministry approval for the distribution of uniforms and hygiene kits to girls due to controversy over the kits. In addition, the number of hygiene kits delivered were insufficient as they were being distributed to all primary school girls regardless of age or need (World Bank PERI mission report, 2019; World Bank ISR report, 2018; stakeholder interviews)

¹⁸⁸ Based on information from interviews and reviewed documentation.

KEY ACTOR	SHARE OF EDUCATION ODA 2014-2017	SHARE OF FINANCING OF PSE 2014-2025 (2014-2017)	CONTRIBUTION TO PSE IMPLEMENTATION 2014-2017 ¹⁸⁸
UNICEF	3.6% (US\$3.2 million)	6.0% (4.1 billion CFA)	<ul style="list-style-type: none"> Supported pre-primary and primary sector (construction, teacher training, capacity building at school and decentralized levels, school management through "Projets d'Ecole", support to gender equality and inclusion) Support to non-formal education (for out-of-school children) Support to EMIS, governance, sector management and coordination (support to PTS)
Germany	27.1% (US\$23.9 million)	5.5% (3.7 billion CFA)	<ul style="list-style-type: none"> Primarily supported TVET (construction, equipment, curriculum development, materials) Some support to pre-primary, primary, and literacy training Support to higher education (supported climate change research project)
Bornefonden (Denmark)	Information not available	3.7% (2.5 billion CFA)	<ul style="list-style-type: none"> Support to pre-primary, primary, secondary and TVET (including school constructions, teacher training, distribution of materials, capacity building for COGEPs, support to decentralized and inspection units)
Plan International	Information not available	2.4% (1.6 billion CFA)	<ul style="list-style-type: none"> Supported pre-primary and primary education (school construction, teacher training, distribution of materials, support to gender equality and inclusion) Some support to secondary and TVET

119. Key factors that **negatively** affected plan implementation include: (a) the noted reduction in government (capital) investments compared to planned investments due to increased recurrent spending; (b) the absence of budgeted plans and related data to monitor the execution of planned activities; and (c) the implementation of PSE 2014-2025 through a series of stand-alone projects supported by different development partners, which targeted different sub-sectors, ministries and regions.

Implications for GPE's ToC and country-level operational model

Finding 19: Beyond the notable contributions made through the ESPIG, GPE had limited influence on overall sector plan implementation, which faced challenges from limited government capacity and fragmented support through other donors..

120. The evaluation found that only two of the six ToC assumptions held true. Assumption (4) states that other stakeholders have the motivation and opportunity to align their activities with plan priorities. This was true for all major development partners, whose project designs were largely aligned with PSE 2014-2025 priorities and objectives. Assumption (5) is also largely true - that country level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance PSE implementation. Since 2015, JSRs have improved considerably with regard to discussions and reporting. Nevertheless, some limitations remain with regard to the implementation of and analysis around JSR recommendations.

121. Other assumptions – that relevant government actors have the (1) *motivation*, (2) *opportunities* and (3) *capabilities* to implement the sector plan – were found to hold only partially true in Togo. Clearly, there exist motivation and opportunities in Togo for GoT to develop an education sector plan that meets GPE funding criteria. The challenge in Togo, which limits the validity of GPE’s ToC and underlying assumptions, relates to the scarcity of government resources (human and financial) to support, implement, coordinate and monitor the PSE. Donor projects are both driving and dominating PSE implementation in Togo because the government has neither sufficient financial nor technical resources at this time to effectively govern the sector or ensure PSE implementation without ongoing, external assistance.¹⁸⁹ The same can be said for assumption (6) – that the sector plan included provisions for strengthening EMIS and LARS. Although the strengthening of both are components of PSE 2014-2025, government investment has been minimal and there is significant dependence on and on-going need for development partners (including GPE) to strengthen EMIS and LARS.

¹⁸⁹ Togo has only recently emerged from a prolonged period of embargo and limited external investment in its education sector. This is exacerbated by significant levels of poverty and strong demographic growth in the country, which put pressure to rapidly expand the education system while managing extremely high levels of recurrent expenditure and social conflict. In addition, institutional instability and high rates of ministerial turn-over contribute to lack of coherence and continuity in reform efforts. In every aspect of GPE’s ToC, Togo relies on significant levels of external technical assistance (for ESA and ESP development, for ESP implementation and to support sector dialogue and joint sector reviews, etc.).

4 Progress towards a stronger education system

Introduction

122. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: “Has sector plan implementation contributed to making the overall education system in Togo more effective and efficient?” Key sub-questions are:

- During the review period, how has the education system changed in relation to (a) improving access and equity, (b) improving education quality and relevance, and (c) improving sector management? (CEQ 4)
- How has sector plan implementation contributed to observed changes at the education system level? (CEQ 5)
- Going forward, what are the implications of findings for the GPE ToC/operational model? (KQ IV)

123. Progress towards a stronger education system is measured by drawing on evidence of achievements against three strategic objectives¹⁹⁰ and 71 core indicators outlined in PSE 2014-2025. Of these 71 indicators, 41 relate to **access and equity** (PSE Objective 1), 16 relate to **quality and efficiency** (PSE Objective 2), and 14 relate to **governance and management** (PSE Objective 4). The analysis focuses on changes that go beyond activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools, local and regional education departments, education ministries), as well as changes in relevant rules, norms and frameworks (e.g., standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.¹⁹¹

124. To be counted as a ‘system-level change’, an intervention needs to be planned, nationwide in scope (at least in the medium term), and at least partly led by the ministry. Ideally, it should also be sustainable in terms of funding (e.g., government co-funding, cost recovery), or make sensible plans for future sustainability. Actual implementation is not a necessary criterion as policy or program design can in and of itself be a valuable first step, but timely implementation needs to be at least likely, and its likelihood is enhanced if timelines, funding and responsibilities are clearly outlined. Whether system-level changes actually enhanced education outcomes (enrollment, learning) is reviewed in Chapter 6. Table 4.1 summarizes related CLE findings, which are further elaborated on below.

¹⁹⁰ The PSE lists four objectives: 1) Balance the education pyramid and address disparities; 2) Improve efficiency and quality of education services; 3) Develop effective partnerships; and 4) Improve system management and governance. However, only objectives 1, 2 and 4 are developed further in the plan within each sub-sector chapter, and only these three objectives are presented in the results framework and have specific outcome indicators. As such, Objective 3, which relates to partnerships and improved dialogue with civil society and communities, will not be dealt with here.

¹⁹¹ Please see definition of ‘education systems’ in the terminology table of this report. The GPE 2020 corporate results framework defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing); (b) equitable allocation of teachers (RF11, covered here under Access and Equity); (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance); (d) reduced student dropout and repetition rates (RF13, covered in section 5); (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management); and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

Table 4.1 Overview: CLE findings on the contribution of plan implementation to systems change

IMPROVEMENTS MADE DURING REVIEW PERIOD? ¹⁹²	HAD ISSUE BEEN ADDRESSED IN PSE 2014-2025? ¹⁹³	LIKELIHOOD THAT PSE 2014-2025 IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS ¹⁹⁴	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁹⁵			
			1	2	3	4
Access: High – Increase in access through school construction in pre-primary and primary, with a particular increase in schools made of durable materials, with access to latrines and water sources.	Yes. Access is one of three key PSE objectives.	High. The increase in access was achieved through construction efforts planned and implemented through the PSE.				
Equity: Moderate - New model and strategy on inclusive education adopted. Several initiatives to reduce gender disparities undertaken, ¹⁹⁶ but most were small-scale, and sustainability is questionable. Continued use of volunteer teachers and community schools. No discernable strategy developed to address regional disparities.	Yes, but with limitations: PSE identifies gender and regional disparities as issues and proposes activities to address these, but with limited analysis. There is some discussion on students with disabilities and the need for inclusive education, but strategies marginally developed in PSE.	Moderate: Interventions addressing gender disparities were modest and donor-driven. Planned PSE initiatives to convert community schools or eliminate volunteer teachers not fully realized.				
Quality: Moderate – (Ongoing) Roll-out of locally-developed competency-based curriculum at primary level but limited to two	Yes. Quality of teaching and learning is one of the three overarching objectives of the PSE.	High. Curriculum reform and teacher training activities for primary, and				

¹⁹² Meaning, for example, new or expanded mechanisms or frameworks having been put in place. Rating options and related color coding: Green = strong/comprehensive; Amber = modest/fragmented; Red = limited/in isolated areas only; and Gray = insufficient data.

¹⁹³ Green = yes, comprehensively. Amber = yes, albeit partly/with gaps. Red = no or insufficiently. Gray = unclear. Of note, the fact that an issue was addressed in an ESP does not guarantee that positive changes in this area were due to ESP implementation. This table thus has two columns, one for whether the issue was addressed in the relevant ESP, and a second for whether there is evidence that improvements were due to ESP implementation (as opposed to, say, being due to a donor project that had little or no connection with the ESP).

¹⁹⁴ Green = High. Amber = Moderate. Red = Low. Gray = Insufficient data. ¹⁹⁴ Green = yes, comprehensively. Amber = yes, albeit partly/with gaps. Red = no or insufficiently. Gray = unclear. Of note, the fact that an issue was addressed in an ESP does not guarantee that positive changes in this area were due to ESP implementation. This table thus has two columns, one for whether the issue was addressed in the relevant ESP, and a second for whether there is evidence that improvements were due to ESP implementation (as opposed to, say, being due to a donor project that had little or no connection with the ESP).

¹⁹⁴ Green = High. Amber = Moderate. Red = Low. Gray = Insufficient data.

¹⁹⁵ The four underlying assumptions for this contribution claim are: (1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management; (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LARS; (3) ESP implementation leads to improvements of previous shortcomings in relation to learning; and (4) it leads to improvements in relation to equity.

¹⁹⁶ These include the distribution of uniforms and hygiene products for girls.

IMPROVEMENTS MADE DURING REVIEW PERIOD? ¹⁹²	HAD ISSUE BEEN ADDRESSED IN PSE 2014-2025? ¹⁹³	LIKELIHOOD THAT PSE 2014-2025 IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS ¹⁹⁴	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁹⁵			
subjects and only to grade 4. Development of pre-primary curriculum. ENIs present in all regions leading to increased capacity for pre-service teacher training, but no teacher training policy or strategy developed. Some efforts made to improve school inspections.		development of pre-primary curriculum, were implemented under the PSE.				
Governance: Low – Successful piloting of community-based approach to school management/construction, but no scale-up planned. Limited efforts made towards decentralization. Limited efforts towards improvement of EMIS; no national strategy and high level of dependence on donors. Lack of effective education sector governance structure (PSE Steering Committee not fully operational).	Yes. Governance is one of the three overarching PSE objectives, with specific focus on policy development, strengthening capacity of COGEPs, strengthening EMIS and accelerating decentralization process.	Moderate. Available data suggest that efforts to improve governance were implemented under the PSE but partially.				

Progress towards a stronger education system during the 2014-2018¹⁹⁷ period

125. This section reviews the system-level changes documented in the review period, based on the three strategic objectives of the 2014-2025 ESP. Overall, reviewed data and Table 4.1 above suggest that changes at the system-level were most significant in the area of access, with moderate to limited system-level changes in equity, quality and governance.

Finding 20: Togo has made substantial progress in expanding access to pre-primary and primary education, although disparities remain, particularly with regard to vulnerable and marginalized groups. Curriculum reform is underway at the primary level, while issues of access and quality at secondary and higher levels of education, as well as overall system management, remain significant challenges.

Access

126. **Primary:** The government of Togo is committed to achieving UPE by 2022 and this commitment stretches back to 2005 with its Action Plan on Education for All. In 2008, GoT eliminated school fees at the

¹⁹⁷ Most information for this section comes from the draft Education Sector Analysis of 2019 (RESEN 2019), which provides system level data for 2011-2018, unless otherwise stated.

primary level in order to expand access to all students. Since then, primary school enrollment has drastically increased (the gross enrollment rate increased from 112 percent to 149 percent between 2007 and 2017)¹⁹⁸ and significant efforts have been made to keep up with demand and the pressure of demographic growth. In 2009, MEPS adopted a national strategy on school construction that outlined norms, standards and procedures for primary school construction.¹⁹⁹ From 2011-2018, an average of 488 primary classrooms were constructed per year (Figure 4.1 below shows the overall increase in schools). As a result, the system has been able to keep up with demand, as the ratio of students per classroom has stayed relatively stable at 42.8 (2018) compared to 42.9 (2011). In order to improve the school environment, GoT also aimed to increase the proportion of primary schools made of durable construction materials and schools with access to latrines and potable water. As a result, schools made of durable materials increased from 59 percent (2011) to 63 percent (2018). However, 42 percent of primary schools in 2017-18 still did not have functioning latrines and 53 percent did not have access to water. School feeding was also a priority for GoT²⁰⁰ and a National Policy on School Feeding (*Politique Nationale d'Alimentation Scolaire*) was adopted in 2013. However, school feeding was only undertaken through small initiatives by donors such as the World Food Programme and the World Bank, and 90 percent of schools have no program in place.

127. **Pre-Primary:** Pre-primary enrollment rates more than doubled from 2011-2018 (from 14 percent in 2011 to 34 percent in 2018), exceeding PSE targets,²⁰¹ while the number of students attending pre-primary tripled. To meet demand, construction of pre-primary establishments²⁰² increased by nearly 400 percent,²⁰³ resulting in a reduced student to classroom ratio, from 43 to 34, during the same period.

128. **At the secondary level,** progress has been slower. GoT aims to expand basic education to include lower secondary in order to create a 10-year “fundamental” education system. The PSE aimed to eliminate school fees in lower secondary schools by 2016, increase construction (especially in rural areas) and decrease class sizes. However, to date school fees have not been eliminated and class sizes have increased. Increasing primary school attendance and completion has led to a large influx of students into secondary, and the capacity to accommodate students in lower secondary decreased during the review period. During this time (2011-2018), about 85 classrooms a year were constructed,²⁰⁴ while student to classroom ratio went from 65 (2011) to 75 (2018). Consulted stakeholders considered the secondary sub-sector as the weakest link in the chain and this is likely due to the primary sector continuing to receive the largest proportion of funding. At the upper secondary level, the situation is slightly better as an average of 52 classrooms were constructed yearly and the student to classroom ratio stayed relatively stable (63 in 2011 versus 61 in 2018).

¹⁹⁸ According to the PSE 2010-2020, gross enrollment rates have been consistently above 100 percent since at least 1998, showing a strong demand for education for the last twenty years (PSE 2010-2020, pp. 20).

¹⁹⁹ MEPSA (2009). Stratégie nationale du MEPSA en matière de constructions scolaire du primaire. (*MEPSA is the former acronym for MEPS*)

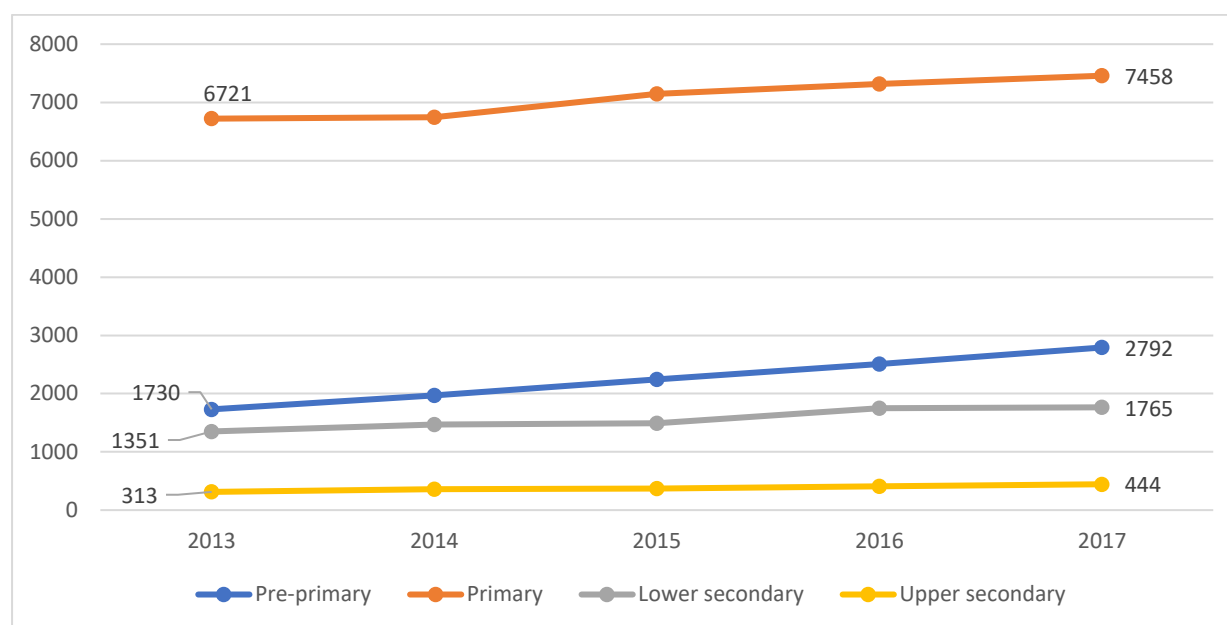
²⁰⁰ The PSE's objective was to have 6.8% of primary students benefiting from a school feeding program by 2016. However, this indicator was never tracked.

²⁰¹ The PSE aimed to increase pre-primary coverage to 27 percent for 4-5-year olds by 2025.

²⁰² Pre-primary establishments take various forms including kindergartens, community centers, and “urban preschool centers.”

²⁰³ The number of pre-primary institutions in the country went from 805 (2011) to 3,165 (2018).

²⁰⁴ The PSE aimed to construct 989 classrooms between 2014 and 2016. However, only 564 were constructed between 2014-2017.

Figure 4.1 Number of schools by level, 2013-2017²⁰⁵

129. Upper secondary, TVET and higher education: The main challenge relates to the flow of students between levels and between different fields of study, with the goal to better align students to the job market. The PSE aimed to increase access for students in STEM²⁰⁶ and other technical fields, while limiting the number of students in other fields;²⁰⁷ construct more libraries and laboratories in upper secondary, and attract more students to TVET with the goal of doubling the number of students and increasing sector capacity by 40 percent by 2025; and construct 10 TVET centers by 2025. It is unclear what progress has been made with regard to libraries and laboratories as 64 percent of upper secondary establishments did not have libraries and 81 percent did not have laboratories in 2018.²⁰⁸ Of the 10 new TVET centers planned, four are in progress, but none completed. Meanwhile, in higher education, there has been some infrastructure development with on-going construction and rehabilitation of classrooms, amphitheatres and laboratories. However, due to low levels of financing for these sub-sectors, there has been limited progress made in achieving targets with low student enrollment in the TVET sub-sector and low numbers of students pursuing STEM fields.²⁰⁹

130. Literacy and non-formal education have seen limited progress and some setbacks, due to decreasing funding in literacy training and limited efforts made towards non-formal education. Literacy

²⁰⁵ Source: MEPS, Annual statistics for school years 2013-14 to 2017-18.

²⁰⁶ Science, Technology, Engineering and Math.

²⁰⁷ About 60% of upper secondary students choose the Literary field (BAC – Série A), while only 1% of students are in the Scientific field (BAC – Série C) by the last of year upper secondary. At the university level, 73% of students choose commerce, law, the social sciences and literature and arts, which are deemed less valuable on the job market (RESEN 2019).

²⁰⁸ The PSE aimed to construct 45 libraries and 45 laboratories, however the JSRs do not provide clear information on the numbers constructed. The PAREC project did construct at least 11 libraries/laboratories, however, the preliminary project evaluation report states that due to budgetary reasons, many of these were not usable (e.g., non-functional laboratory equipment, insufficient number of books in the library or books not adapted to the pedagogy) limiting the sustainability of the initiative (Le Vif du Sujet (2018). "Analyse retrospective du projet PAREC", pp. 8).

²⁰⁹ The number of students enrolled in TVET were consistently below targets: 42,212 students in 2017 (compared to the target of 45,824). The percentage of secondary students pursuing TVET also decreased from 6.3% in 2011 to 5.3% in 2017. In higher education, the number of students pursuing scientific fields increased from 9.5% to 10.2% (2012-2017), however it remains under the PSE target of 11.8% (JSR reports, RESEN 2019).

training has primarily been provided by local NGOs through State funding, with two types of training provided: basic literacy and post-literacy.²¹⁰ During the review period, the number of learners at both levels decreased significantly, particularly from 2013-2016.²¹¹ This is due to lower offer as the number of service providers decreased from 1,195 (2013) to 668 (2017). A lack of resources is the main reason for this decline with lower funding from both the State and donors. The PSE had aimed to create a support fund for the sub-sector that would ensure a sustainable source of resources, however, this was never done, the reasons for which are not known.²¹² As for non-formal education (ENF), which is targeted towards OOS children, efforts have remained minimal as implementation of an ENF project is still in pilot stage.²¹³ Three centers were constructed in three regions and training has been provided to 90 students. Considering there are an estimated 120,600 out-of-school children of primary school age in the country, significant efforts are still needed to meet demands.

Equity

131. The elimination of school fees was an important first step for addressing socio-economic barriers for families and improving education access for poor and marginalized children, however, direct and indirect school costs still represent an important impediment for parents, who contribute up to 56 percent of education costs for their children. To date, system-level progress in addressing inequities have been limited as most interventions implemented remain small-scale in nature.

132. **Urban-rural disparities:** For many years, community primary schools (EDILs), which were created and funded by communities and parents, were the only option for rural children. Similar initiatives have been undertaken by communities for pre-primary schools (JEDILs) and secondary schools (CEGILs). In order to improve equity, the PSE aimed to convert all community schools into public schools by providing government subsidies. As a result of government efforts, there has been a decrease in primary student enrollment in community schools,²¹⁴ but community schools continue to exist in the system (decreasing for JEDILs and stagnant for EDILs) (Figure 4.2). Lower secondary, however, has seen an increase in community school enrollments²¹⁵ and numbers of CEGILs during the review period, possibly due to insufficient government funding for the sub-sector to meet growing demands (see Figure 3.2 under Section 3.4).

²¹⁰ Basic literacy training provides basic reading and arithmancy skills. Post-literacy aims to build on the skills learned during basic training in order to strengthen the use and application of these skills in the daily and professional lives of learners.

²¹¹ The PSE aimed to increase the number of basic literacy learners from 28,000 (2014) to 36,000 (2016), and post literacy learners from 4,200 (2014) to 5,400 (2016). Actual number of learners decreased from 22,340 (2013) to 12,291 (2016) – 10,064 in basic literacy and 2,227 in post-literacy in 2016 (JSR reports, RESEN 2019).

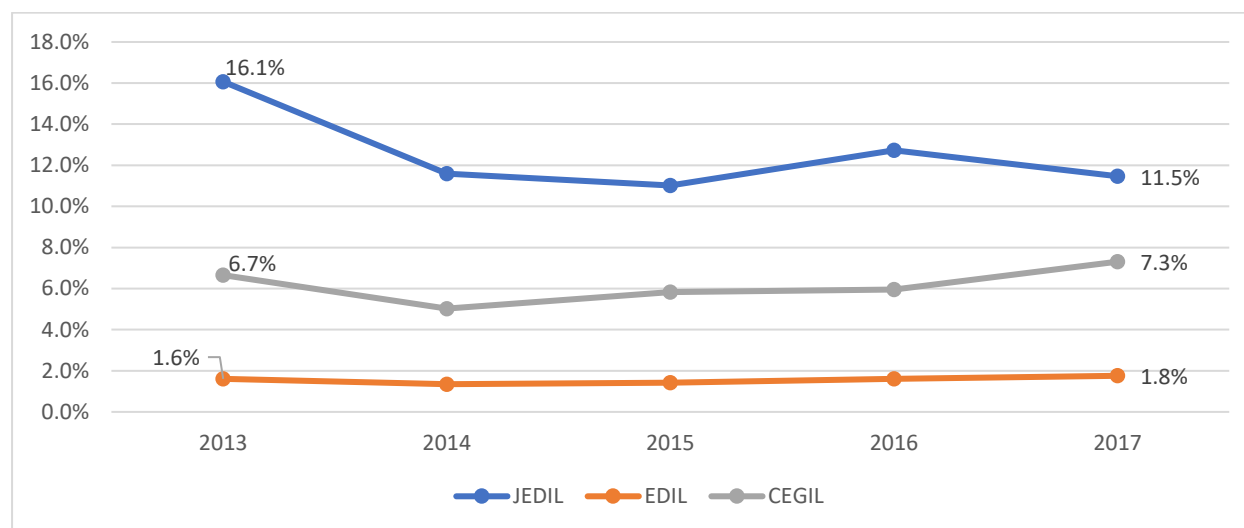
²¹² A lack of funds may be the reason. Government funding to the sub-sector has remained minimal over the years, averaging 0.3% of the education budget. The department in charge of literacy and non-formal education (DAENF) was also moved from MEPS to MASPFA in 2014, and since then it has received less support (e.g., in regard to monitoring and data collection). Finally, there are few donor partners who fund the sub-sector. Most funds used to be provided by UNESCO, but they have since shifted their focus towards TVET.

²¹³ The ENF pilot project was led by donor partner, Terre des Hommes, but it pulled out of the sub-sector in 2016. UNICEF has since stepped in to continue the project.

²¹⁴ The number of students enrolled in EDILs decreased significantly, from 44,101 (2010) to 12,501 (2017) (RESEN 2019).

²¹⁵ The number of students enrolled in CEGILs doubled, from 9,811 (2010) to 18,454 (2017).

Figure 4.2 *Percent of community schools out of total number of schools for pre-primary, primary and lower secondary, 2013-2017²¹⁶*



133. **Gender:** The PSE identifies the retention of girls in the last few years of primary and transition into secondary as the priority area for addressing gender inequality. A number of interventions, such as distribution of uniforms, bursaries, school supplies and hygiene kits in primary and lower secondary, were undertaken during the review period. However, neither the PSE nor the RESEN provide analysis of the underlying causes for this disparity and it is therefore unclear whether these interventions address the root causes of the problem or can be sustained in future. In addition, most interventions related to gender equality were conducted by donors on a small-scale and therefore do not constitute systems-level change.²¹⁷ Overall, the PSE, JSRs and RESEN only look at gender equality through the lens of gender parity, with limited discussion, analysis or initiatives beyond that (e.g., what are the systemic barriers to girls completing school and how is that being addressed, how is gender taken into account in the new curriculum reform). Some donor projects do address other aspects around gender. For instance, UNICEF and Plan Togo have provided trainings on school-based gender-based violence (SBGBV) and a new SBGBV module has been included in pre-service teacher training. The recent hiring of a gender focal person within MEPS is also a positive first step to better integrating gender into the sector, but to date, the office of the focal person remains marginal as there is no budget attached to the role.

134. **Disability inclusion:**²¹⁸ Since 2009, the government has funded a pilot program in inclusive education program in the Kara and Savanes regions. It includes several initiatives such as developing community awareness among parents, teachers and school administrators on disability inclusion, identifying children with disabilities in the community and providing support to them and their families (especially for students who are not able to attend school), developing tools for teachers and students to integrate them into the regular school system (e.g., exams translated into braille), providing training to teachers and other school staff (e.g., in sign language), the use of travelling assistant teachers who provide

²¹⁶ MEPS, Annual Statistics for school years 2013-14 to 2017-18.

²¹⁷ For example, under PERI 2, uniforms and hygiene kits were distributed to girls in four disadvantaged districts. These activities were accompanied by awareness campaigns on the importance of educating girls and enrolling them in school. As a result, the project did see a marginal increase in girls' enrollment from 45% to 49% (2012-2017). However, this remains localized to the four targeted districts.

²¹⁸ There is a lack of data on children with disabilities in the country and almost no information is provided on inclusive education in the PSE, the RESEN or the JSR reports. Most information provided here came from stakeholder interviews (namely, the inclusive education focal person at MEPS and the Togolese federation of organizations for people with disabilities (FETAPH)).

additional support to teachers who have students with disabilities in their classes, and the provision of a support person (“encadreurs”) for students. The entire program is funded by the State and implemented by local civil society organizations. However, to date, a lack of funding has limited the scaling up of the project. Because of the success of this pilot program, and through the leadership and commitment of several donors and civil society organizations that are part of the inclusive education thematic sub-group of the LEG, a model for inclusive education was developed and approved by the government in 2019. A national strategy was also developed and set to be approved, with the goal to eventually expand the program nation-wide. Besides these, the policy on school construction also states that all new schools must include access ramps for students with disabilities. According to stakeholders, this policy was applied to all new schools constructed during the review period.

135. A small number of health projects were undertaken by some donors,²¹⁹ which included sexual and reproductive health of girls (including the distribution of menstrual products and awareness projects), HIV/AIDS awareness and support for disabled students.

Quality and Relevance

136. The quality of teaching and learning remains the biggest challenge in the Togolese education system. There are several factors that affect quality, including the quality of the programs and curricula, the quality of the school environment, the availability of materials such as desks and textbooks, the skills and knowledge of teachers, and the availability/distribution of teachers.

137. **Curricula and program development** - The key initiative undertaken during the review period in relation to education quality in Togo has been the implementation of the competency-based curriculum (CBC) reform at the primary school level. Since 2014, the government of Togo has been rolling out the new curriculum with the development of textbooks and teaching materials for Reading and Math for grades 1 to 4 (CP1 to CE2), and the development and implementation of teacher training modules (both pre and in-service). Textbooks and materials were developed locally using Togolese expertise, which is seen as significant progress for the country in developing national capacity. However, it is too early to determine the success of the reform. As of yet, only two subjects out of seven have been addressed and there are no current plans (or available funding) to expand the reform to the remaining five subject areas or upper grades of primary.

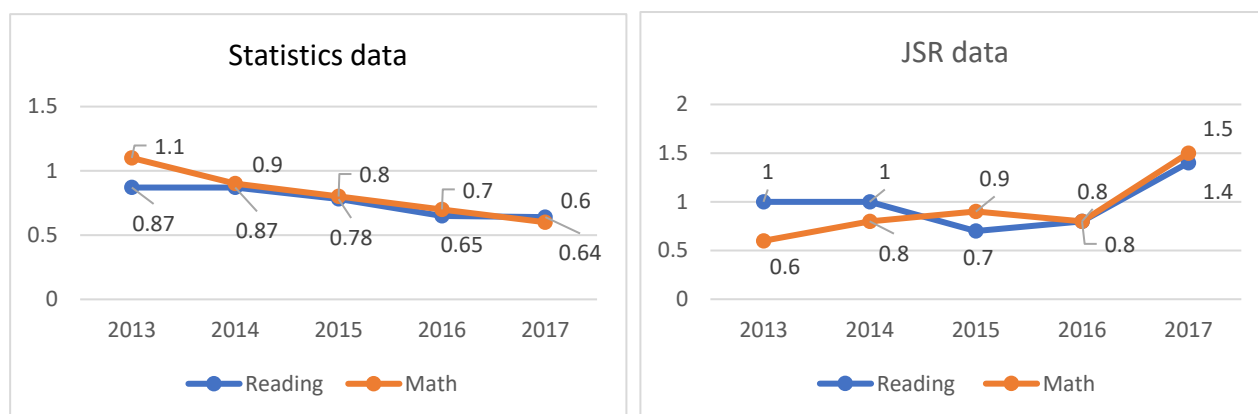
138. A new curriculum was also developed at the pre-primary level, which included the development of teaching and learning materials and the training for pre-primary teachers. This is an important step to improving the quality of early childhood education in Togo, which was limited in the past. At higher levels of education, there have been some attempts at curriculum reform. In the TVET sector, curricula were developed for five trades and there have been attempts at implementing a regional platform that would allow for the sharing tools and curricula for the sub-sector between countries. A sub-regional framework is also in development between Benin and Togo that would allow the recognition of certificates between the two countries. At the higher education level, an initiative is in process to harmonize programs and curricula at the Bachelor level between public and private institutions. At the secondary level, a key priority of the PSE was creating a new model for rural colleges with a simplified curriculum and reduced class time for students. However, limited efforts have been made to achieve this and it remains unclear what reforms were implemented within the lower secondary sub-sector.²²⁰

²¹⁹ These include Chaîne de l’Espoir, UNICEF, GPE and Handicap International

²²⁰ The PAREC evaluation states that neither the PSE nor the PAREC project provide a clear vision of what the new lower secondary model would look like in terms of administration, organization, programs, services, exams and certification, etc. According to the evaluation, activities related to curriculum reform (beyond school construction and teacher trainings) were not followed-through (Le Vif du Sujet (2018). “Analyse retrospective du PAREC”, pp. 3-4).

139. **Availability of materials** - During the review period, government efforts were made to ensure that classrooms were sufficiently furnished with desks and chairs and that every student at the primary level had at least one reading and one math textbook. There is conflicting data on student to textbook ratios. Based on annual statistics data, the student to textbook ratio at the primary level has worsened over time, whereas the annual JSR aide-memoires show overall improvement in ratios for both Reading and Math textbooks (see Figure 4.3).

Figure 4.3 Student to textbook ratios in primary, 2013-2017²²¹



140. Teacher recruitment and deployment

– There has been an increase in the number of teachers recruited and trained at the primary level, which has kept pace with growing student enrollment in the sub-sector. There was an average increase of 570 teachers per year from 2011-2018. As a result, the ratio of students to teacher remained stable during the period (45:1 in 2012 to 44:1 in 2017). In addition, GoT incorporated 13,000 support teachers into the civil service, improving the living and working conditions of teachers.

However, important disparities remain in the distribution of teachers in the country, as the number of teachers per school is not always proportional to the number of students per school and it has been shown that teacher distribution worsened over the review period.²²² The situation is worse in Lomé, where student: teacher ratios are as high as 70:1. The reasons for the disparities are not clear in the sector

Support vs Volunteer teachers

Volunteer teachers (*Enseignants volontaires*) are untrained teachers that are recruited and paid by communities or parent-teacher associations. However, they may also be employed in private schools as a way to address teacher shortages.

Support teachers (*Enseignants auxiliaires*) are hired by the government on contract. They are not considered civil servants and do not receive the same pay or benefits as regular civil servant teachers. However, their salary comes from the government budget. As of 2017, the status of support teacher disappeared after their integration into civil service.

²²¹ Source: MEPS. Annual Statistics for school years 2013/14 – 2017/18; annual JSR reports 2015-2018.

²²² Teacher allocation is measured by the degree of randomness, which represents the degree to which the distribution of teachers in schools is linked to factors other than the number of students per school (i.e., if the coefficient of determination between the number of students and the number of teachers is 60 percent, it means that the degree of randomness is 40 percent in that in 40 percent of cases, the assignment of teachers is due to other factors). Between 2011 and 2017, the degree of randomness increased from 36 percent to 41 percent. The degree of randomness in Togo is also higher when compared to other comparable countries such as Burkina Faso (29 percent), Guinea (23 percent) and Chad (31 percent). (RESEN 2019, pp. 66).

analyses or in the PSE, but they appear linked to overall inefficiencies in the system for managing human resources.²²³

141. Teacher training and qualifications – The PSE objective of eliminating volunteer teachers in favor of government teachers has not been implemented. Disparities in the qualifications and the distribution of government and volunteer teachers across the country remain and these have a significant effect on education quality and equity. Volunteer teachers are less likely to have teaching qualifications or any training and are paid for by community contributions. During the review period, six teacher training institutes (ENIs) were established leading to increased capacity for pre-service teacher training across the country, including in disadvantaged regions. There was a slight increase in the proportion of government teachers engaged at the primary level (going from 68 to 73 percent between 2011-2018), while the number of volunteer teachers remained stable during the same period. Disparities between regions remain, however; while 82 percent of teachers in the capital region are government employees, this percentage drops to 44 percent in the most disadvantaged regions of the country. At the same time, the proportion of volunteer teachers significantly increased at the secondary level.²²⁴ The PSE also aimed to develop a teacher training policy and to systematize in-service training of teachers and teaching support staff to ensure that all teachers had the same competencies and skills. To date, no training policy has yet been developed and in-service training is available only through donor projects.

Table 4.2 *Teacher qualifications by education level*²²⁵

TEACHER CHARACTERISTICS	PRIMARY	LOWER SECONDARY	UPPER SECONDARY
% of volunteer teachers out of total number of teachers	27%	41%	25%
% of schools where all teachers are civil servants	30%	0%	12%
% of schools where all teachers have at least an academic diploma (<i>BAC/Licence/Master</i>)	28%	2%	1%
% of schools where all teachers have at least a professional diploma ²²⁶	47%	4%	0%

142. Teacher absenteeism – Although teacher absenteeism is an issue in Togo,²²⁷ to date there are no initiatives or strategies by the government to address this problem.

143. Internal efficiency (repetition rates) – To address high rates of repetitions and drop-outs, GoT instituted a policy in 2013 that sub-divided primary school into three sub-cycles and banned repetitions within each sub-cycle. That is to say, a student cannot repeat a grade within a sub-cycle but can repeat between sub-cycles. This policy was accompanied by widespread awareness campaigns and training among teachers and school administrators on the new sub-cycle policy and the importance of reducing repetitions. Subsequently, the overall primary repetition rate has decreased. However, the 2019 RESEN and a study conducted by the CNT-EPT²²⁸ found that the ban on repetitions lead to high rates of

²²³ The RESEN does not specify what these inefficiencies are nor does it discuss causes of inefficiencies.

²²⁴ The number of volunteer teachers at the primary level remained relatively stable (6,660 in 2011 versus 6,673 in 2018). However, at the secondary level, numbers increased from 0 (2011) to 3,717 (2018). (RESEN 2019, pp. 63).

²²⁵ Data obtained from 2019 RESEN report and annual statistics report for 2017-2018

²²⁶ This would include a teaching certificate from a teacher training institute.

²²⁷ Teacher absenteeism was a theme addressed during the 2015 JSR. A short study was conducted, which presented the extent of the problem in Togo and the main underlying causes of absenteeism.

²²⁸ CNT-EPT (2017), "Suivi de l'impact de la politique des sous cycles sur la qualité de l'apprentissages".

misreporting and a drastic increase in drop-outs and that, overall, the policy was ineffective in dealing with the root causes of high repetitions.

Governance and Management

144. Although some positive steps were taken during the review period to improve governance and management, overall system capacity remains fragile and heavily dependent on external resources. Key challenges in capacity noted during the evaluation included insufficient human resources,²²⁹ limited financial resources,²³⁰ lack of adequate equipment,²³¹ and inefficient administrative and financial procedures.²³² Certain frameworks and structures have been put in place with regard to decentralization, EMIS and LARS, but most initiatives have been carried out through short-term, donor projects. Overall, there remains a lack of vision and medium-term strategy for strengthening system capacity and for transferring knowledge and skills within government departments, especially at decentralized levels. In the absence of external assistance, it is unclear whether GoT would have the capacity (financially and institutionally) to continue many of these initiatives on its own.

145. **Decentralization** – Decentralization has been an important component of the PSE. While Togo has been in a process of decentralization since 1992 and a law on decentralization was created in 2007,²³³ the process is still considered ineffective.²³⁴ Several donors have undertaken initiatives to develop the planning, budgeting and reporting capacities at different levels of the education system (e.g., regional and district education plans, inspection plans, etc.). Decentralization of school management to the community level is the area of decentralization which has received the greatest focus of attention, by government and development partners. Togo has a long tradition of community schools, entirely financed and managed by local communities and parent associations. Over the last decade, the government has attempted to transform community schools into state schools, standardize community management and strengthen capacity through the creation and training of COGEPs. The ‘projet d’école’ and direct financing provided to schools by government is an attempt to transfer some authority directly to school administrators and community leaders for school management and materials. Donor projects, such as PERI 2, have also experimented with transferring authority for school construction and maintenance, to COGEPs, although these initiatives have been tested to date only on a pilot basis.²³⁵

146. **EMIS** – PSE 2014-2025 aimed to improve overall sector monitoring through the strengthening of EMIS and there were improvements in data collection and sector monitoring during the period (e.g., with

²²⁹ For example, stakeholders noted the insufficient number of school inspectors, which limit the ability to adequately carry out school inspections. There is also a shortage of staff within Ministries. The Secretary General of MEPS, for instance, has no technical staff in her office, save one legal advisor. As a result, she was personally involved in the distribution of national exam papers at the local level during the most recent national exam period. Only one person within MEPS oversees the entire pre-primary education sub-sector, while only three people within MASPFA oversee literacy and non-formal education.

²³⁰ This is particularly an issue for other sub-sectors than primary education.

²³¹ The lack of adequate transportation is an example noted during interviews, which affected the ability to conduct inspections and monitoring visits.

²³² For example, the World Bank implementation status report for the PERI project notes significant issues linked to procurement including the unavailability of members of the bid analysis committee, the slow response time from persons in charge of procurement, and lack of regular meetings and follow-up.

²³³ In October 1992, the Government announced its intent to decentralize control to regional levels. (Source: ANCEFA and CNT-EPT (March 2017), “Trois tables rondes pour comprendre l’éducation de qualité, inclusive et équitable”).

²³⁴ According to a report by the CNT-EPT, although there have been several initiatives by donors to train and build capacity of local actors (e.g., regional ministries, inspection units, COGEPs and COGERES), there is still a large capacity gap. In addition, decision-making remains centralized and the legal framework for decentralization is not being applied. There are also issues of insufficient communication between central and decentralized actors and a lack of transparency. ANCEFA and CNT-EPT (March 2017), “Trois tables rondes pour comprendre l’éducation de qualité, inclusive et équitable”.

²³⁵ 260 COGEPs trained under PSE 2010-2020 and 80 trained under PSE 2014-2025.

regard to the use of standard data collection tools, standard processes and methodologies for data collection and data base management, while annual education statistics are published with regular frequency). According to the system diagnostic conducted by UNICEF,²³⁶ challenges remain with regard to technical capacity to manage data and use it for decision-making, while the system remains very dependent on external assistance (see Section 3.3, Finding 6).

147. **LARS** – The learning assessment system in Togo is also severely limited with almost no government investment. Prior to 2012, there was no learning assessment system in place. In 2012, the National Evaluation Unit (*Cellule Nationale d'Évaluation, CNE*) was set up and the first learning assessment was conducted in 2013 through PERI 1 funding. However, the unit was understaffed and overburdened²³⁷ and the 2018 JSR report notes that the unit has not been fully operational since.²³⁸ As a result, no national learning assessment was conducted after 2013 except for a PASEC assessment in 2014. A new unit (ENEAS) was created in 2019 and, with PERI 2 funding, a national learning assessment was undertaken in June 2019,²³⁹ along with a new PASEC assessment with support provided by ENEAS staff. Overall, LARS has been marginally functional for the period under review. National learning assessments have been conducted only when donor project funding is made available, therefore, the process is dependent on external assistance with no strategy in place for implementing a sustainable national system. The timing of the learning assessments is also not optimal to feed into education sector analysis and planning processes.²⁴⁰

Did ESP implementation contribute to system-level changes?

Finding 21: For the most part, system-level improvements were aligned with the objectives of PSE 2014-2025 and were implemented through GoT leadership. However, lack of capacity and financial resources for scaling-up donor projects limit the extent of systemic change in Togo.

148. Table 4.3 provides an overview of the six most significant system-level changes identified in the previous finding, whether they were planned under PSE 2014-2025, and whether their achievement was likely linked to PSE implementation.

²³⁶ UNICEF (2018). Principaux éléments de diagnostic du Système d'Information pour la Gestion de l'Éducation (SIGE) du Togo.

²³⁷ GoT (2013). "Troisième Revue Conjointe/Partenaires Techniques et Financiers du Secteur de l'Éducation".

²³⁸ GoT (2018). "Septième Revue Conjointe du Secteur de l'Éducation", pp. 9.

²³⁹ The methodologies used for the government's assessments in 2013 and 2019 are comparable so that, when learning data is analyzed, the government will be in a position to compare learning outcomes for grades 2 and 5 of primary

²⁴⁰ LARS results for 2019 will be available after the ESA process is finished and in the middle of PSE development.

Table 4.3 System-level improvements in the review period, against PSE 2014-2025

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO PSE IMPLEMENTATION? ²⁴¹	IMPROVEMENT SUPPORTED BY DONORS?
ALREADY SIGNIFICANT AND LIKELY SUSTAINABLE		
Framework and structure for pre-primary education: New early childhood policy in place; 400% increase in pre-primary establishments; new pre-primary curriculum and materials developed; new minimum qualifications for pre-primary teachers implemented; inclusion of pre-primary teachers into civil service.	Yes: Development of pre-primary sub-sector was a focus area of the PSE.	Yes: Several donors supported pre-primary development (GPE, UNICEF, Plan International, and Bornefonden)
Teacher training: 6 ENIs established (one in each region) for increased pre-service teacher training; increase in trained teachers at primary level.	Yes: Construction of ENIs was planned under previous PSE, but increased teacher training is part of PSE 2014-2025 priorities.	Yes: Training centers funded by GPE and AFD
POTENTIALLY SIGNIFICANT IF IMPLEMENTED AND/OR STRENGTHENED FURTHER		
Construction and rehabilitation of primary schools and classrooms: 488 schools constructed/year (slightly under PSE target of 510 classrooms/year); 63% of schools made of durable construction materials.	Yes: Infrastructure development is part of PSE planned initiatives.	Yes: Many donors supported school construction (GPE, IsDB, Plan International, Bornefonden, World Bank, and GIZ)
Curriculum reform: CBC developed for grades 1-4 in Reading and Math, including textbooks, teacher guides and teacher training modules	Yes: CBC reform is part of PSE planned initiatives	Yes: Funded entirely by GPE
Model and strategy for inclusive education: New model and strategy developed based on pilot project that has been in place since 2009.	Partially: The PSE stated aim to improve inclusive education but did not provide specific objectives or initiatives.	Yes: Initiative led by LEG inclusive education sub-committee (includes UNICEF, Plan International and others)
Community school management: At least 300 COGEPs implemented and functioning	Yes: First implemented through previous PSE 2010-2020 but sustained under PSE 2014-2025.	Yes: Funded primarily by GPE, but also supported by other donors (e.g., Bornefonden)

149. Table 4.3 suggests that the implementation of PSE 2014-2025 was likely the dominant factor in bringing about most system-level changes for the period under review; five out six changes have been principally driven by sector plan implementation. PSE 2014-2025 provided the guiding framework for the design and implementation of the majority of investment projects in the education sector in Togo for the period under review. The activities and results from investment projects were seen to be closely aligned

²⁴¹ Colour code: **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue

with PSE objectives and strategies. In this sense, it can be concluded that the main factor underpinning system-level change in the education sector in Togo from 2010-2019 has been the implementation of the PSE. All donor projects were implemented with government, based on government approved plans and through the efforts of government departments. An exception is that of inclusive education, where the PSE provided no detail on strategies or proposed actions. In this case, it was primarily the work of the inclusive education thematic sub-group (chaired by the MEPS focal point but with very active participation by development partners) that helped define a direction and coordinate actions in this area.

Implications for GPE's ToC and country-level operational model

Finding 22: System-level change was limited by weak government capacity and fragmented implementation of the PSE based on stand-alone, donor projects.

150. Within the GPE country level theory of change, four assumptions underlie the link between sector plan implementation and strengthened education systems.²⁴² The evaluation found that the likelihood of all four assumptions holding true was **limited**. PSE 2014-2025 was generally credible, evidence-based and country-owned, despite certain limitations (see section 3.2). While PSE 2014-2025 provided a strong vision and clear objectives for education sector reform, the lack of capital investment by the government in the sector, limited government capacity (technical and financial), combined with a reliance on donor-funded projects for sector plan implementation, has contributed to fragmented and partial education system reforms. As explained previously, education investment projects often involved pilot testing of initiatives, or focusing on some areas of reform or some regions of the country over others. Where project efforts are fragmented, PSE implementation by project modality requires significant capacity, on the part of government, to coordinate project plans, ensure coherence among project activities, finance the resulting gaps in reform, evaluate and learn from project experiences, bring promising initiatives to scale, develop institutional capacity for ongoing delivery, and reflect scaled initiatives in policy and plans going forward. This level of capacity does not yet exist in Togo. As such, the majority of key efforts to improve equitable access, learning quality and governance do not yet constitute system-level change.

²⁴² These are: (1) that sector plan implementation leads to improvements in sector management; (2) that there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LARS; (3) that ESP implementation leads to improvements of previous shortcomings in relation to learning; and (4) that ESP implementation leads to improvements in relation to equity.

5 Progress towards stronger learning outcomes and equity

Introduction

151. This section presents findings related to Key Question III: “Have improvements at education system level contributed to progress towards impact?” Key sub-questions are:

- During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- Going forward, what are the implications of findings for the GPE ToC/operational model? (KQ IV)

152. The section includes a brief overview of medium-term trends in basic education learning outcomes, equity, gender equality and inclusion that occurred in Togo up to and during the review period. The evaluation is not attempting to establish verifiable links between specific system-level changes that occurred during the review period and impact-level trends, given that the CLE covered only a relatively short timeframe and that in most cases it is likely too early to expect specific changes to be reflected in impact-level trends. However, where links are plausible, those are discussed. Table 5.1 summarizes CLE findings on any such plausible links, which are further elaborated on below.

Table 5.1 *Overview: CLE findings on the contribution of system-level changes to impact-level changes²⁴³*

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²⁴⁴	
		1	2
Equity, Gender Equality and Inclusion: Gender parity has been achieved in terms of education access at the pre-primary and primary levels. There has also been significant improvement in access at higher levels of education, although disparities persist, particularly between rural and urban areas and between low- and high-income students. No data is available on students with disabilities.	Moderate: High enrollments are likely linked to the elimination of school fees at the primary level, increased school construction, and the provision of government subsidies to schools. There is insufficient evidence to establish a causal link between system-level change and gender equality trends.	1	2
Learning: There is no evidence on whether learning has improved over time.	Data is non-existent.		

²⁴³ Colour code: **green** equals ‘strong/high/achieved’, **amber** equals ‘moderate/medium/partly achieved’, **red** signifies ‘low/weak/not achieved’, and **gray** indicates a lack of sufficient data to rate the issue

²⁴⁴ The underlying assumptions for this contribution claim are: (1) changes in the education system positively affect learning outcomes and equity; and (2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Togo from 2013 to 2018

Finding 23: Access to education has improved at all levels and gender parity has been achieved at pre-primary and primary levels. However, transition to and completion of secondary education continues to be a challenge, more so for girls than boys.

Equity, Gender Equality and Inclusion in Basic Education

153. Togo has made significant progress in terms of access at the pre-primary and primary levels both prior to and during the review period. This is mostly due to a high demand for education coming out of a period of social and political unrest, followed by the elimination of primary education school fees. Over the last 15 years, there has been rapid infrastructure development in order to meet the growing demand for education and rapid demographic growth. Primary enrollment has remained consistently high since 2000, with an increase in net enrollment, while gross enrollment remained above 100 percent.²⁴⁵ During the review period, the number of primary students increased at a rate of 2.4 percent a year; this rate has recently slowed in comparison to previous years.²⁴⁶ Pre-primary access and coverage has seen even greater improvements due to the increased funding and attention to the sub-sector during the review period, which led to greater availability of fee-free pre-primary establishments. This has resulted in a 180 percent increase in the number of students,²⁴⁷ and a 450 percent increase in the gross enrollment rate.

154. Table 5.2 provides an overview of trends in the key impact-level indicators, analyzing the extent to which there was improvement, stability, or deterioration for the review period, or whether available data is inconclusive. Selected highlights from the table include:

- **Marginal improvements in efficiency at the primary level** with higher net enrollment and slightly lower gross enrollment, meaning that fewer over-age children are entering primary. There has also been a significant reduction in repetitions rates, which was above 20 percent before the review period, placing Togo among the countries with the highest repetition rate in the region.²⁴⁸ Reducing repetition has been a priority for the government and a new policy eliminating repetition between sub-cycles in primary school was implemented. Repetition rates decreased to 13.7 percent in 2018.
- **Overall improvements at the lower secondary level**, with increased enrollment, increased completion rates and decreased drop-outs. However, repetition rates remain high and transition from primary to lower secondary and from lower to upper secondary have seen little change.
- **No change in percentage of OOS children.** There has been no progress made to reduce the numbers of out-of-school children. While the number of OOS of primary school age marginally increased from 98 thousand to 103 thousand, the rate of OOS has remained stable at around 8-9 percent (2014-2017).²⁴⁹ Although some initiatives have been undertaken to develop non-formal education, these are small-scale and insufficient to reduce the proportion of OOS children.

155. Historical country-level data is available for many education indicators, particularly enrollment data, and some are disaggregated by gender. However, data is not systematically disaggregated by region

²⁴⁵ Gross enrollment rate in 2000 was 121.5%; GER has varied between 115% and 150% from 2000-2019. The net enrollment rate, meanwhile, increased from 83.9% to 93.8% from 2011-2017 (PSE 2014-2025, p.16; JSR reports 2015-2018).

²⁴⁶ Between 2000-2009, student enrollments increased at a rate of 4% per year.

²⁴⁷ From 42,000 (2010) to 115,000 (2018) (increase of 17.8 percent per year).

²⁴⁸ In 2011, the repetition rate was 21.5 percent, while the regional average was 11.7.

²⁴⁹ Number of OOS from UIS; percentage from 2019 RESEN.

or household income and no data is available on disability. There are some concerns about the quality and reliability of MEPS data as numbers can vary depending on the source.²⁵⁰ There are particular concerns regarding repetition and drop-out rates as misreporting was revealed in a study by the CNT-EPT²⁵¹ and questions were raised in the draft RESEN 2019 with regard to the validity and reliability of the data for these two indicators.²⁵²

Table 5.2 Trends in indicators for Equity, Gender Equality and Inclusion in Basic Education

INDICATORS THAT IMPROVED FROM 2010-2018
<p>Overall:</p> <ul style="list-style-type: none"> • Pre-primary enrollment: GER increased from 8.7% (2010) to 37.2% (2017) (JSRs) • Primary enrollment: GER decreased marginally from 132% (2011) to 128% (2017), but has remained above 100 percent, while primary NER increased from 83.9% (2011) to 93.8% (2017) (JSRs) • Primary repetition rate: Repetition rates decreased from 21.5% (2011) to 13.7% (2018) (RESEN 2019)²⁵³ • Primary and lower secondary completion: Gross intake rate for the last year of primary increased from 76% (2011) to 91% (2018).²⁵⁴ For lower secondary, the intake rate increased from 41% (2011) to 48% (2018) (RESEN 2019) • Lower secondary enrollment: The number of students enrolled in lower secondary increased from 94,000 in 2011 to 143,000 in 2017 (JSRs). Lower secondary GER increased from 67.3% (2011) to 75.8% (2017) (RESEN 2019). The lower secondary NER was 36.3% in 2017 (UIS data). • Lower secondary dropout: Dropout rates for lower secondary decreased from 42% (2013) to 18% (2016) (UIS data) • Upper secondary repetition: Repetition rate decreased from 34.9% in 2010 to 24.4% in 2017 (RESEN 2019) • Higher education: Increase in student enrollments (per 100,000 inhabitants) from 977 (2011) to 1,256 (2018) (RESEN 2019) <p>Equity, Gender and Inclusion:</p> <ul style="list-style-type: none"> • Primary completion: Primary completion for girls increased from 80% (2013-14) to 91.7% (2017-18). The GPI increased from 0.92 to 1.01 in the same period (Annual statistics) • Secondary enrollment and completion: Between 2014 and 2018, GPI for lower secondary enrollment increased from 0.75 to 0.86. Completion rate for girls in lower secondary increased from 28.9% to 42.8%. GPI for upper secondary enrollment increased from 0.45 to 0.56 (Annual statistics)

²⁵⁰ There are variations between data reported on in the JSRs, the annual statistics reports and the ESAs, however, in most cases, numbers are similar, even though not identical.

²⁵¹ CNT-EPT (2017). Suivi de l'impact de la politique des sous-cycles sur la qualité des apprentissages.

²⁵² RESEN (p. 35) states explicitly that "it is evident that the rates [for repetition and drop-outs] are not at all credible and that repetitions within sub-cycles are not being declared during school censuses because of the administrative measures in place banning repetitions within sub-cycles."

²⁵³ The official repetition rate for 2017 reported in the JSRs, the UIS and administrative data was 7% for 2017. However, due to misreporting, the numbers presented here are based on the MICS survey results, which are reported on in the RESEN 2019.

²⁵⁴ The gross intake rate is the percentage of the total number of students entering the last year of the school level (regardless of age) by the total of number of age-appropriate children for that level in the country. Considering the high number of repeaters and over-aged children in the system, the gross intake rate may not accurately reflect completion. The National Statistics report in fact states that 6 out of 10 students do not complete primary school in Togo (MEPS 2018). "Rapport d'analyse des indicateurs 2017-2018", p. 51

INDICATORS THAT STAGNATED FROM 2013-2017

Overall

- **Upper secondary enrollment:** GER in upper secondary has remained stable from 30.5% (2011) to 31.8% (2017) (RESEN 2019)
- **Lower secondary repetition rate:** Between 2013 and 2016, repetition rate remained stagnant, going from 22.5% (2013) to 22.3% (2016) (UIS data). Based on the 2019 RESEN, the repetition rate reduced marginally from 22% in 2010 to 20.2% in 2018
- **Transition rates:** Transition rates have remained stable. **Primary to lower secondary transition** went from at 69.8% (2014) to 70.4% (2016), with gender parity index slightly decreasing from 0.96 (2012) to 0.93 (2016). **Lower to upper secondary transition** went from 42.5% (2014) to 42.8% (2018) (Annual statistics, UIS data)

Equity, Gender and Inclusion:

- **Primary out-of-school rate:** Percent of out-of-school children remained roughly the same from 2014-2017, going from 8.5% (2014) to 8.9% (2016) and 8.3% (2017) (UIS data)²⁵⁵
- **Pre-primary enrollment:** GPI for pre-primary is in favor of girls and remained stable at 1.03-1.04 from 2012-2017 (RESEN 2019)
- **Primary enrollment:** Gender parity index for GER has remained high, going from 0.98 (2011) to 1.01 (2017) and fluctuated for NER but remained over 0.9 (0.92 in 2011, 0.95 in 2016, 0.9 in 2017) (JSRs)
- **Upper secondary enrollment:** GPI has been variable with slight increase overall from 0.47 (2011) to 0.53 (2017) (JSRs)

INDICATORS THAT DETERIORATED FROM 2013-2017

Overall

- **Upper secondary completion:** Completion rate decreased from 20.2% (2014) to 16% (2018). Completions rates are much lower for girls than boys (10.5% compared to 21.1% in 2018) (Annual statistics)
- **TVET enrollment:** Although the number of TVET students slightly increased (per 100,000 inhabitants) from 532 (2011) to 555 (2017), TVET students represented 5.3% of secondary students in 2018, compared to 6.3% in 2011 (JSRs and RESEN 2019)
- **Literacy learners:** The number of learners in basic literacy decreased from 24.3K in 2013 to 11K in 2016 (JSRs)

Equity, Gender and Inclusion:

- **Rural vs Urban OOS children:** 88.1% of out-of-school children are located in rural areas, compared to 11% in urban in 2017, a slight increase compared to 2010 when 85.6% of OOS were in rural areas and 14.4% in urban areas (RESEN 2019)

INDICATORS FOR WHICH NO CONCLUSIVE DATA IS AVAILABLE

- **Primary dropout rate:** The cumulative dropout rate between 2012 and 2014 increased from 37.6% to 45.9%, but no recent data was available (UIS data)²⁵⁶
- **Literacy rate:** Modest increase from 60.3% (2011) to 63.6% (2015). Female literacy increased from 47.9% to 51.1% in the same period (RESEN 2019). No recent data available
- **Students with disability:** No data available

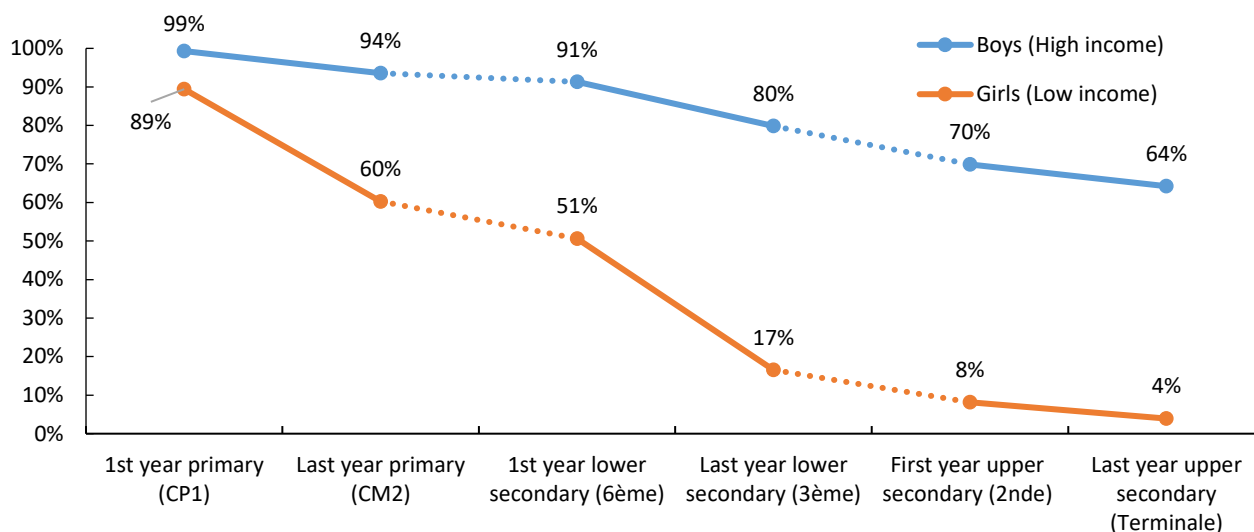
156. Togo has managed to achieve near parity in enrollment at the pre-primary and primary levels, with equal numbers of boys and girls accessing school. However, survival and completion rates for girls in

²⁵⁵ The 2019 RESEN reports the percentage of out-of-school children of primary school age in 2017 as 9.5%. The number of out-of-school children varies by sources. The 2019 RESEN reports 162,728 OOS children, of which 88,794 between 6-9 years old. UIS reports 103,487 OOS children of primary school age in 2017, an increase from 2014, when there were 98,079.

²⁵⁶ The sub-cycle policy that banned repetition led to an increase in dropout rates. However, a study by CNT-EPT found that school administrators would under-report repetition and instead report repeating students as dropouts.

primary school are lower than for boys. The disparity between boys and girls grows with each level of schooling. The 2019 draft RESEN provides a comparison between boys from a higher socio-economic status and girls from lower socio-economic status to illustrate the combined effect of wealth and gender on education disparities in Togo (Figure 5.1).

Figure 5.1 Probability of access to different levels of schooling for girls and boys with respect to socio-economic status (2017)²⁵⁷



Learning Outcomes in Basic Education

Finding 24: There is insufficient data to assess progress on learning outcomes for the full period under review (2010-2019). Where reliable data is available (2010-2014), Togo's performance with regard to learning is weaker than that for similar countries.

157. Togo conducted one national learning assessment in 2013 and a second national assessment was conducted in 2019. Togo has also participated in the regional PASEC assessment, which was conducted in 2010, 2014 and 2019. Results for the 2019 national assessment and 2019 PASEC are not yet available.

158. It is therefore impossible to assess progress on learning outcomes in Togo, based on standardized tests using recognized methodologies after 2014. It is however possible to compare the 2013 national assessment results with the 2010 PASEC scores as both assessments used similar methodologies.²⁵⁸ Based on this data, there was no significant change in learning outcomes between 2010 and 2013, with a slight decrease in scores for both French and a more pronounced decrease for Math. The 2014 PASEC results demonstrate that Togolese students scored below average in Grade 2 French and Math and in Grade 6

²⁵⁷ Figure from RESEN 2019, pp. 10

²⁵⁸ Based on stakeholder interviews and documents reviewed that compared the 2010 PASEC results with the 2013 national assessment results. (See *World Bank (March 2014). Project Appraisal Document, pp.5-6* that states "The national evaluation (2013) uses a cross methodology based on PASEC and Service Delivery Indicators (SDI) that allows for comparison on the PASEC scale.")

French.²⁵⁹ Results of the 2010 PASEC and 2013 national learning assessments also show poor learning outcomes. Table 5.3 and 5.4 below present results for all three assessments.

Table 5.3 PASEC 2010 and 2013 national learning assessment scores (average score out of 100)²⁶⁰

	PASEC 2010	NATIONAL ASSESSMENT 2013
Grade 2 (CP2) French	34.1	32.5
Grade 2 (CP2) Math	38.6	33.6
Grade 5 (CM1) French	29.1	28.1
Grade 5 (CM1) Math	33.7	29.5

Table 5.4 PASEC 2014 assessment (% students who did not meet minimum competency)²⁶¹

	TOGO	AVERAGE FOR PASEC COUNTRIES
Grade 2 (CP2) French	79.9	71.4
Grade 2 (CP2) Math	58.7	47.1
Grade 6 (CM2) French	61.6	57.3
Grade 6 (CM2) Math	52.5	59

159. Another national source of evidence, that can be used as a proxy for learning outcomes, is annual school leaving exams for students in the last grade of primary (CEPD) and lower secondary (BEPC). Data is available in annual statistics reports for school years 2013-14 to 2017-18. Generally, there has been a slight decrease in pass rates over the years (see Table 5.4).²⁶² Data provided in the 2019 RESEN, which differ from the annual statistics, show that 74.8 percent of primary students taking the CEPD exam in 2017 achieved a passing score; 35.9 percent of primary students obtained passing grades in French, while 76.1 percent did so in Math (2017).

160. At the lower secondary level, statistics data show mixed progress, with pass rates averaging 60.2 percent from 2014-2018. With regard to Math and French, the RESEN data shows that 71.8 percent of students obtained passing grades in French in 2017, while only 27 percent did so in Math.²⁶³ At the secondary level, learning outcomes are better in French than Math. The 2019 RESEN does not provide an explanation for why Math and French results at the end of lower secondary are the inverse from results of the CEPD in primary.

²⁵⁹ Of the 10 countries evaluated by PASEC, only one country obtained a lower average score than Togo in both French and Math for grade 2. In grade 6, two countries obtained lower scores in French and six countries obtained lower scores in Math.

²⁶⁰ Results as presented in the World Bank Togo project appraisal document (World Bank, 2014).

²⁶¹ From the PASEC 2014 report (*PASEC 2014, Performances du système éducatif Togolais*).

²⁶² It is possibly due to the expansion of the school system, which resulted in increased access, but no appreciable improvement in education quality, particularly given the lack of trained teachers, school inspectors and teacher training.

²⁶³ Source: 2019 RESEN, p. 50.

Table 5.5 Leaving exam pass rates (%) for primary and secondary, 2014-2018²⁶⁴

	2014	2015	2016	2017	2018
CEPD	82.2	82.2	81.1	80.6	79.9
BEPC	58	61	55	62	65

Table 5.6 Percentage of students who obtained passing scores for French and Math, 2017

	FRENCH	MATH
CEPD	35.9	76.1
BEPC	71.8	27.0

161. With regard to disparities in learning outcomes, a few observations can be made:

- Regional disparities:** There are wide disparities in learning outcomes between regions in Togo, with students in the capital region performing better in the 2014 PASEC and the CEPD compared to students in other regions, in particular the Savanes and Centrale regions.²⁶⁵ In addition, while average pass rates for the CEPD improved for the capital region from 2014-2017, they significantly decreased for the Centrale and Savanes regions during the same period.²⁶⁶ This is despite targeted investment by the government and development partners to improve education access and quality in rural areas. Available evidence does not clearly explain why these discrepancies have persisted and worsened.
- Disparities between public and private schools:** Differences in learning outcomes also exist between public and private schools, with private schools outperforming public schools significantly. For the 2014 PASEC, students in private schools had scores 69.1 percent above the national average for grade 2 French and 55.8 percent above average for grade 2 Math. A similar trend is seen in grade 6, with scores 55.1 and 59.8 percent above average for French and Math, respectively.
- Gender disparities:** 2014 PASEC scores were similar for boys and girls in both subjects, with most differences being insignificant, even when comparing regional differences. Togo had the least gender inequities in PASEC scores relative to other countries at primary, although the gender gap in pass rates increases significantly at the secondary level for the BEPC exam, with girls performing much worse than boys.²⁶⁷ Overall, gender disparities at the primary level appear to be small, both in terms of access and learning, but these intensify at higher levels of education.

²⁶⁴ Source: Annual statistics reports 2014-2018; MEPS (2018), Rapport d'analyse des indicateurs 2017-18.

²⁶⁵ In the 2014 PASEC, students in the Maritime-Golfe (Lomé) region obtained scores 14 and 28 percent higher than the national average for grade 6 French and Math, respectively, while all other regions obtained scores much lower than average, with the Centrale and Savanes regions obtaining the lowest scores (PASEC 2014). A similar trend can be seen with regard to CEPD scores, with students in the Centrale region having the lowest pass rate (an average of 74% compared to 88% for Golfe-Lomé) (Annual Statistics).

²⁶⁶ From 2014-2017, pass rates generally improved for Golfe-Lomé (from 83% to 93%), Maritime (74% to 81%) and Plateaux (76% to 82%), but decreased for Centrale (from 91% to 65%) and Savanes (from 92% to 77%).

²⁶⁷ From 2014-2017, CEPD pass rates for boys ranged from 81.4% to 83.7%, and for girls from 78.3% to 80.4% (average 4% difference). For the BEPC, boys' pass rates were from 66.3% to 68.3%, and for girls from 55.5% to 61.9% (average 12% difference) (Annual statistics 2013/14-2017/18).

Is there evidence to link trends in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?²⁶⁸

Finding 25: Progress in access and enrollment at the pre-primary and primary levels is likely linked to the increased availability of fee-free schools. There is insufficient evidence to link improvements seen at the secondary level and in gender equality to system-level changes.

162. Table 5.7 provides an overview of the main impact-level improvements identified in the two previous findings, and of the likelihood that system-level improvements identified in Chapter 4 contributed to these. As the table shows, there is evidence that the new early childhood policy, school construction and government subsidies for schools (following the elimination of school fees) supported improvements in access to basic education.

Table 5.7 Contributions of system-level improvements to identified impact-level improvements

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Growth in pre-primary enrollment	Strong: The increase in infrastructure (number of pre-primary classrooms increased 400% from 2011-2018) and the new early childhood policy likely contributed to improving overall enrollment numbers at this level.
Decrease in primary repetition rate	Strong: Although repetition rates had been decreasing over the years, there was a significant decrease during the review period (from 21.5 to 13.7 percent). Despite evidence of misreporting, the repetition ban and wide-scale awareness campaigns on reducing repetition may have contributed to the decrease.
Growth in primary enrollment (NER)	Moderate: Demand for primary education has been strong with high gross enrollment (over 100 percent) going back to at least 2000. This can be attributed to the existence of community schools across the country, the elimination of school fees in 2008, and the provision of government subsidies to public schools since 2008. Improvements in the sector continued throughout the review period with the increase in primary school constructions over the last 15 years. Overall, positive trends in enrollment preceded the review period and cannot be linked solely to mechanisms put in place since 2010.
Increased primary completion (gross intake rates)	No evidence: Available evidence does not establish any clear links between system-level changes and improvements in primary completion. It is important to note that gross intake rates do not necessarily reflect the number of students completing primary school. Therefore, the increase in gross intake rate at the primary level in Togo is possibly due to greater access to fee-free primary schools and not necessarily to improvements in quality.
Growth in secondary enrollment and completion	No evidence: Demand for secondary education has increased due to increasing numbers of students completing primary, however there is insufficient evidence of systems-level changes (secondary school construction has not kept pace with the growing demand) at the secondary level to be able to explain increased enrollment and completion.

²⁶⁸ Learning outcomes trends and linkages to systems level changes could not be assessed due to lack of data as stated in previous section.

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Gender equality indices in primary and secondary	No evidence: Available evidence does not establish any clear links between system-level changes and the modest improvements identified in reducing the gender gap for primary completion and secondary enrollment and completion. As noted, Togo had already reached gender parity in pre-primary and primary enrollment, and the former and current PSE did not articulate strategies to address equity at this level, beyond small-scale donor driven interventions.

163. A few observations emerge from the analysis above. First, challenges raised previously with regard to education sector monitoring, data availability and quality, as well as reporting on progress make it difficult to establish causal links between sector plan implementation, systems-level change and impact-level trends. Given that all education sector investment in Togo is generally aligned with PSE objectives and strategies (where they exist), some level of causal effect may be inferred but cause-effect relationships for specific impact trends are difficult to identify. Second, several systems-level changes that contributed to impact-level trends pre-date the review period (enrollment trends, gender parity indices, which have likely been affected by the elimination of school fees and the provision of school subsidies that were introduced before PSE 2014-2025). Third, investments or resulting improvements in education quality and equity have not kept pace with investment in and expansion of access. Improving education quality requires much more complex, systemic and sustainable institutional change, requiring more capacity development and more time. Major reforms related to quality (competency-based curriculum, support to school inspection) have recently and partially been introduced. These efforts will require significant investments to fully implement at a national level, which has been a challenge in Togo to date, given limited domestic investment in the sector and fragmented implementation of reforms, largely driven by stand-alone donor-support projects.

164. Evidence from documents and consulted stakeholders identified three key areas where current progress at the system-level has the potential to lead to improved learning outcomes in the future:

- The new competency-based curriculum has the potential to improve teaching quality and learning outcomes if it can be implemented effectively (with strengthened pedagogical support) in all grades and for all subject areas.
- Increased access to teacher training institutes through the new ENIs, along with the government's efforts to improve conditions for teachers and reduce volunteer teachers at the primary level, could improve equity and quality of education, especially in rural areas and in the regions. However, the issue of increasing teacher salaries remains a significant barrier.
- Increased funding for secondary education and the government's objective to expand basic education to include lower secondary has the potential to increase access and transition of primary students into secondary schools.

165. To date, government efforts in these three areas have been limited primarily by a lack of resources. Although PSE 2014-2025 presented a good overall vision for the sector and identified key reform areas necessary to improve education access, quality and sector management in the country, many reforms were not fully implemented due to a lack of funding, as well as limited human and technical resources.

Implications for GPE's ToC and country-level operational model

Finding 26: The assumptions underpinning GPE's ToC with regard to impact trends held true to a limited extent in Togo; data is either weak or unavailable to support these claims.

166. The evaluation found both underlying assumptions for this contribution claim to not hold true for Togo: (1) that changes in the education system positively affect learning outcomes and equity; and (2) that country-produced data on equity, efficiency and learning allow for the measuring/tracking of these changes.

167. Because of limited national learning outcome data, it is not possible to assess the extent to which system changes have affected learning outcomes. In addition, equity data was not available with regard to income level and disability, and only some regional and gender disaggregated data was available to assess improvements. Overall, the challenges in sector monitoring, data quality and reliability made it challenging to establish linkages between system-level improvements and impact-level changes.

168. Overall, the GPE theory of change implies that sector plan implementation and subsequent system-level changes will lead to changes in equity, access and learning. However, making progress on all three can be challenging in the context of limited resources, as is the case in Togo.

6 Conclusions and strategic questions/issues

6.1 Introduction

169. This final section of the report draws overall conclusions deriving from the evaluation findings and formulates several strategic questions that have been raised by the findings of the Togo evaluation. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming country-level evaluations.

170. This section also addresses CEQ 7 and CEQ 8 from the evaluation matrix:

- What, if any, aspects of GPE support to Togo should be improved? What, if any, good practices have emerged related to how GPE supports countries? (CEQ 7)
- What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? (CEQ 8)

6.2 Conclusions

171. Evidence emerging from stakeholder consultations and reviewed documents highlight that GPE's contribution to Togo was strong in the following areas:

- **Enhancing the overall quality of education sector planning:** There was significant improvement noted in the quality of education sector planning for the period under review. Available evidence demonstrates that GoT has improved its capacity over time to lead government-driven and participatory processes for education sector analysis and ESP development. The quality of education sector plans has also improved, when comparing PSE 2010-2020 to PSE 2014-2025; the latter plan met all seven GPE ESP quality criteria and is considered a more relevant plan than its predecessor by all stakeholders consulted. The GPE model in Togo functioned effectively to improve sector planning: (a) the Secretariat, the CA and the ESPDG GA collaborated effectively with GoT to ensure a robust and participatory methodology for the production of a quality plan in 2014 and this continues today in 2019; (b) GPE exercised sufficient leverage to influence sector plan preparation and quality;²⁶⁹ and (c) the ESPDG supported a formal ESA, the cost of an external consultant to support both the ESA and ESP processes, while enabling a more participatory and comprehensive ESP validation and review process.
- **Improving sector plan monitoring and mutual accountability:** The efforts of GPE, alongside those of UNICEF (as Chef de file and CA) and other development partners in Togo (principally AFD), have supported the creation, ongoing capacity development and functioning of the Permanent Technical Secretariat since 2012. Without the PTS, it is estimated that sector monitoring and mutual accountability for PSE performance would be very limited. Togo has held annual JSRs since 2011 (with the exception of 2014) and the quality of JSRs is seen to have improved steadily after 2016, particularly with the support of an external consultant funded by UNICEF since 2017. While GPE and its Secretariat are seen to have exercised some leverage in improving sector monitoring and mutual

²⁶⁹ Although evidence is not available with regard to whether and how GoT revised the ESP in 2014 based on the independent appraisal supported by GPE.

accountability processes, challenges remain in the government's ability to produce reliable monitoring information and use it effectively for decision making.

- **Strong contribution to PSE 2014-2025 implementation:** GPE is the largest contributor to the implementation of PSE 2014-2025 through PERI 2 and the World Bank, as the Grant Agent, was effective in ensuring the efficient implementation of the ESPIG. While focused on primary education, it also provided modest support to pre-primary, TVET and literacy training. In terms of results, PERI 2 introduced major reforms in primary education curriculum, teacher training related to this curriculum reform, and to decentralization of authority to communities and schools through direct financing, COGEP capacity building and piloting community school construction. PERI 2 also tested a new accountability mechanism in the form of performance contracts for school inspectors. Finally, PERI 2 supported the development of a new curriculum and learning materials at the pre-primary level, in TVET and in literacy training.
172. Areas of more modest contribution by GPE during the review period include the following:
- **Modest contribution to sector dialogue:** GPE support was important in providing ongoing funding to the PTS, without which sector dialogue and monitoring would be much weaker in Togo. The Secretariat, through the CL, provided an important contribution in policy dialogue around the revitalization of the LEG and JSR. There is, however, a perception held by stakeholders in Togo that GPE (through its country-level operational model) is not sufficiently visible in Togo. Stakeholders report that PERI is generally understood to be a World Bank initiative rather than a GPE-funded program. The presence of the CL in the country is also perceived as limited by time and distance. The CA and GA²⁷⁰ are not often associated by country-level stakeholders with GPE and its efforts to improve education sector dialogue. Government motivation is also limited; while sector dialogue is effective at a technical level, it is not frequent or effective at a policy level between education ministers or at higher levels of government. There are several pressing issues where stakeholders would appreciate greater engagement by the Secretariat in education sector dialogue.²⁷¹ These include: full operationalization of the 2012 Presidential Decree related to PSE governance; addressing the need for greater investment in education reform by GoT; and further promotion of the principles of harmonization, alignment and mutual accountability in the education sector.
 - **Limited contribution to improving the volume and quality of education sector financing:** GPE's support through ESPIG funding was the second largest financial investment in the education sector in Togo during the review period 2010-2019. This presents an opportunity for effective policy dialogue through GPE's country-level operational model. However, concerted advocacy (by the Secretariat, CA and GA) with regard to domestic financing and external financing was modest. Togo is committed to increasing the share of its domestic budget for education to 20 percent in order to meet GPE's ESPIG requirements, but concerns remain about the share of the education budget currently allocated to recurrent expenditure and the lack of investment funding. While GPE's support to the sector has been substantial, it appears to have had limited influence on the volume and quality of domestic or external investment.

GPE's ToC assumes that sector plan implementation is the main factor for subsequent system and impact-level changes.

²⁷⁰ The CA is considered the Chef de file which is not necessarily understood to be part of GPE. The World Bank manages PERI which is largely perceived as a WB project. Where it is understood that PERI is funded by GPE and supervised by the GA, the GA's role beyond fiduciary and management oversight of PERI is not well understood.

²⁷¹ This reflects the common perception among stakeholders that the Secretariat "is" GPE, while the GA and CA are not perceived as representing the partnership to the same extent (or at all, in the case of stakeholders who do not understand GPE).

173. The evaluation found this assumption to partially hold true in Togo. While the implementation of PSE 2014-2025 was likely the dominant factor in bringing about system-level change, ToC assumptions were found to not hold true with regard to impact-level changes. Challenges raised previously in relation to education sector monitoring, data availability and quality, as well as reporting on progress make it difficult to establish direct, causal links between plan implementation, systems-and impact-level trends. Given that all education sector investments in Togo are generally aligned with PSE objectives and strategies (where they exist), some level of contribution may be inferred, but cause-effect relationships for specific system and impact changes are difficult to identify. In addition, several reform initiatives that might have contributed to system-level change were introduced under PSE 2010-2020 and continued under PSE 2014-2025, so that direct attribution to PSE 2014-2025 is challenging. Investments and resulting improvements in education quality and equity have not kept pace with investment in education access. Major reforms related to quality (competency-based curriculum, support to school inspection) have only recently and partially been introduced. These efforts will require significant and ongoing investment to fully implement at a national level, which has been a challenge in Togo to date, given limited investments in the sector, weak institutional capacity in government and fragmented implementation of reforms, largely driven by stand-alone, donor-supported projects.

In Togo, only a third of ToC assumptions were found to hold true due to weak government technical and financial capacity as well as significant levels of dependence on external assistance.

174. GPE's ToC assumptions, particularly those around government capabilities and motivation, were found to either partially hold true or not to hold true in most cases. Togo has only recently emerged from a prolonged period of internal crisis, which has deeply affected investment in and progress with regard to education sector reform. Government technical and financial capability to analyze the education sector, develop a sector plan, and implement and monitor this plan, remains highly dependent on external assistance and ongoing technical support. Togo is a challenging case, in which investment in education reform is almost entirely financed by development partners, given the country's increasing levels of recurrent expenditure. Due to GoT's limited technical and management capacity, development partners invest in education exclusively through stand-alone project modalities, contributing to partial and sometimes fragmented reform efforts.

175. In terms of GPE ToC assumptions related to government motivation, GPE has demonstrated significant leverage with regard to influencing sector planning, dialogue and monitoring processes, in keeping with its funding requirements. GPE has had limited influence when it comes to domestic financing of education. While Togo meets or is in the process of meeting GPE ESPIG requirements related to education sector financing, budget negotiations within the government of Togo remain a challenge and limit the allocation of sufficient levels of investment necessary to support the achievement of PSE objectives and sector-wide reforms.

176. In Togo, seven out of 23 assumptions of GPE's country-level ToC held true (30 percent), nine partly held true (39 percent) and the remaining seven were found not to hold true. Assumptions that hold true in Togo tend to relate to stakeholder motivation and opportunities for sector planning and monitoring; GPE leverage for LEG functioning; and alignment between development partner support and the sector plan objectives. Assumptions that hold partially or not true relate to: (a) government capacity (motivation, resources, capabilities) for sector planning, analysis, monitoring and implementation; (b) GPE leverage with regard to sector financing; (c) stakeholder motivation (incentives) to work together to solve sector issues; and (d) national capacity with regard to EMIS and LARS to produce, analyze and report on relevant and reliable sector data and to use data to inform decision-making.

Table 6.1 Share of GPE ToC assumptions that were found to hold true, by contribution claim

AREA (NUMBER OF ASSUMPTIONS)	% OF ASSUMPTIONS THAT HELD, PARTIALLY HELD OR DID NOT HOLD TRUE		
Sector Planning (5)	60 %		40 %
Sector Dialogue and Monitoring (4)	50 %		50 %
Sector Financing (2)		50 %	50 %
Sector Plan Implementation (6)	33 %	67 %	
System-Level Changes (4)	100 %		
Impact-Level Changes (2)	100 %		
TOTAL (23)	30%	39 %	30 %

The Togo CLE validates GPE's Operational Model with regard to improved sector planning and monitoring. The model has been less effective in influencing the effectiveness of sector dialogue, financing and sector plan implementation.

177. Contextual realities in Togo²⁷² have limited the effectiveness of GPE's operational model. There are also limitations in how the GPE model functions in Togo, which may affect its strategic influence. The role of the CA (chef de file) has been crucial in maintaining ongoing sector dialogue and mutual accountability although this role is very time-consuming, is not currently remunerated, and appears largely dependent on the motivation of the agency and individuals involved. The Grant Agent role is more clearly defined in terms of fiduciary oversight and project implementation, while responsibilities with regard to policy dialogue, coordination and mutual accountability require clarification in the case of Togo.²⁷³ Finally, the CL's ability to engage effectively in promoting improved sector dialogue and mutual accountability are constrained by time and distance. GPE and its Secretariat have a number of financial and non-financial tools and mechanisms at their disposal to improve sector coordination and promote greater aid effectiveness. It would appear that the combined force of these tools and mechanisms could be mobilized more strategically to achieve more targeted objectives at the country level with regard to improved aid effectiveness in education.

178. While it is not possible to assess the benefits of the new funding model (NFM) in Togo,²⁷⁴ the majority of stakeholders are concerned about the complexity of the NFM in terms of the time and resources it will take to develop a new PSE, prepare an ESPIG request for GPE, go through GPE's quality assurance process for both the ESP and ESPIG request, endorse the ESP and approve the ESPIG. It is feared that it may take up to two years before the ESPIG is operational and GPE funds can be released. Given the context in Togo- characterized by weak capacity and high levels of dependence on external assistance - this represents a significant funding gap in the education sector (particularly if GPE funding is linked to

²⁷² These include: the small number of development partners investing in education in Togo and their willingness/ability to engage in sector dialogue; exclusive reliance by donors on project modalities for aid delivery, while understandable in the country context, makes coordination, dialogue and mutual accountability more challenging; the limited human, financial and technical capacity of GoT to manage the sector plan and ensure coherence and coordination among education sector investments; and GoT's limited commitment for policy dialogue, aid coordination or mutual accountability.

²⁷³ It is understood that the GPE GA TORs of May 2019 go some way in further clarifying roles and responsibilities in this regard.

²⁷⁴ It was too early in the process of ESP development in Togo to assess any effects of the NFM on improvements in sector planning.

funding recently announced by the World Bank), potentially risking the continuity, effectiveness and sustainability of current sector reforms. Beyond the risks inherent in a funding gap, there is a perception by a majority of stakeholders that the prescribed GPE processes and conditions inherent in its NFM may be overly complex, time-consuming, resource-intensive and ambitious, relative to the country's current needs and emerging capacities. Examining how the NFM could be adapted to the contextual realities of Togo would be beneficial at this point in the PSE and ESPIG development processes.

6.3 Good practices arising from Togo for other countries

179. The following 'good practices' noted by the evaluation team may be of interest to other DCPs.

- **Having a Permanent Technical Secretariat that supports the governance of the PSE but is independent of all four education ministries.** The idea of having an independent, impartial unit for supporting education ministries in their governance of the PSE can be considered a good practice.
- **Hiring an external consultant to support capacity building around sector monitoring.** It remains challenging for countries with limited capacity and weak accountability mechanisms to improve the quality of their JSRs. Hiring an external consultant to gradually improve government capacity for planning and implementing relevant and increasingly effective JSRs can be considered a good practice.

6.4 Strategic questions for GPE arising from this CLE

180. The following strategic questions for GPE arising from this CLE may be particularly relevant in thinking about the role that GPE plays in a context like Togo, where the financial and technical capacity for sector planning, implementation and monitoring is very limited and fragile and where there is excessive dependence on external assistance in the sector.

- **How can the individual and collective roles and responsibilities of the CA, the GA and the CL be mobilized more strategically to promote aid effectiveness principles at the country level?** How can the three individual roles be further clarified for improved balance among them? Collectively, how can these three roles be more strategically mobilized to promote and uphold aid effectiveness principles at the country level? In Togo, there is significant reliance on the CA while the engagement of the GA and the CL are seen to be more limited and requiring further definition. At the same time, the efforts of UNICEF (CA) and the World Bank (GA) – in sector planning, dialogue and mutual accountability – are not effectively associated with GPE and its support to the country.
- **To what extent, how and to what degree should the new GPE funding model (NFM) be adapted to contextual realities in a given country with respect to that country's capacity, resources, motivation, and needs?** There are examples of the NFM being adapted to different country contexts.²⁷⁵ Early signs point to the need for NFM adaptations in Togo, given the current level of government capacity, degree of financial dependence on external assistance, the current donor landscape, and structure of the education sector budget. To what extent, how and why should the NFM be modified (in terms of complexity, ambition, time and resource-intensity) in a given country? Who should decide this, on what basis and at what point in the education sector planning cycle?

²⁷⁵ Cases include Senegal, South Sudan and Bangladesh where ESPIG funding requirements have been adapted based on contextual realities.

- **How can GPE and the Secretariat more strategically combine the financial and non-financial tools at its disposal to improve country capacity for education sector governance at the country level?**
GPE funding requirements oblige governments to undertake regular education sector analysis, planning and monitoring, processes that are often dependent on outside consultants (e.g., Pôle de Dakar). The funding for these processes by GPE (largely through ESPDGs) is normally activity-based and short-term. Where government capacity is developed for ESA, ESP and JSR processes, capacity development efforts tend to be ad hoc, with a focus on individual (rather than institutional) capacity development. ESPDG and ESPIG funding is not systematically designed or delivered to develop institutionalized, sustainable capacity to undertake effective ESAs, ESPs and JSRs. If these processes are key to effective education sector governance (as per the assumptions in the GPE ToC), then the gamut of available financial and non-financial mechanisms should be used more strategically, by GPE and its Secretariat, to ensure that countries can continue these processes in the future without GPE support.

Appendix I Revised Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>Key question I: Has GPE support to Togo contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?²⁷⁶ If so, then how?</p>			
<p>CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review?²⁷⁷ How?</p>			
<p>CEQ 1.1a (prospective CLE) What have been strengths and weaknesses of sector planning during the period under review?²⁷⁸ What are likely reasons for strong/weak sector planning?</p>	<ul style="list-style-type: none"> • Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines²⁷⁹ <ul style="list-style-type: none"> – ESP is guided by an overall vision – ESP is strategic, i.e., it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e., it covers all sub-sectors as well as non-formal education and adult literacy 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent ESPIG • Education Sector Analyses and other documents analyzing key gaps/issues in the sector • GPE ESP/TEP quality assurance documents • GPE RF data (Indicator 16 a-b-c-d)²⁸³ 	<ul style="list-style-type: none"> • Descriptive analysis • Triangulation of data deriving from document review and interviews

²⁷⁶ OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

²⁷⁷ The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, where applicable, (and subject to data availability) the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

²⁷⁸ This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e., briefly summarizing key characteristics of the existing sector plan.

²⁷⁹ Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

²⁸³ If the respective ESP has not been rated by GPE (i.e., if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – ESP is evidence-based, i.e., it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g., between girls/boys or between groups defined geographically, ethnically/culturally or by income) • <u>For TEPs</u>: Extent to which the country’s sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines²⁸⁰ <ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e., it identifies strategies that not only help address immediate needs but lay the foundation for realizing system’s long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)²⁸¹ 	<ul style="list-style-type: none"> • Other relevant reports or reviews that comment on the quality of the sector plan • Interviews 	

²⁸⁰ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

²⁸¹ If no GPE ratings on these indicators are available, evaluation team’s assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies) • Extent to which the process of sector plan preparation has been country-led, participatory, and transparent²⁸² • Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of: <ul style="list-style-type: none"> – Leadership for and inclusiveness of sector plan development – Relevance, coherence and achievability of the sector plan 		
<p>CEQ 1.1b (summative CLE) What characterized the education sector plan in place during the core period under review?</p>	<ul style="list-style-type: none"> • ESP/TEP objectives/envisaged results and related targets • For ESPs: Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines²⁸⁴ <ul style="list-style-type: none"> – ESP is guided by an overall vision – ESP is strategic, i.e., it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e., it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e., it starts from an education sector analysis 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent ESPIG • GPE ESP/TEP quality assurance documents • GPE RF data (indicator 16 a-b-c-d)²⁸⁷ • Other relevant reports or reviews that comment on the quality of the sector plan 	<ul style="list-style-type: none"> • Descriptive analysis

²⁸² Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: <http://unesdoc.unesco.org/images/0023/002337/233768e.pdf>

²⁸⁴ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

²⁸⁷ If the respective ESP has not been rated by GPE (i.e., if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g., between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines²⁸⁵ <ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e., it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)²⁸⁶ 		
CEQ 1.2a (prospective CLE) Has GPE contributed to the observed characteristics of	a) Contributions through GPE ESPDG grant and related funding requirements:	<ul style="list-style-type: none"> • Draft and final versions of the sector plan 	<ul style="list-style-type: none"> • Triangulation of data deriving from

²⁸⁵ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

²⁸⁶ If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>sector planning? How? If no, why not?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)²⁸⁸</p>	<ul style="list-style-type: none"> • ESPDG amount as a share of total resources invested into sector plan preparation. • Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development b) Contributions through other (non ESPDG-related) support to sector planning: <ul style="list-style-type: none"> • Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan • Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, Secretariat/GA/CA advocacy, capacity building, facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> – Improving the quality (including relevance) of education sector plans – Strengthening in-country capacity for sector planning 	<ul style="list-style-type: none"> • Related GPE ESP/TSP quality assurance documents • Secretariat reports, e.g., country lead back to office/mission reports • Other documents on advocacy/facilitation provided by Secretariat, CA or GA • Country-specific ESPDG grant applications • Interviews • Education sector analyses and other studies conducted with ESPDG funding 	<p>document review and interviews</p>
<p>CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labelled CEQ 9-11)</p>			
<p>CEQ 1.3 What have been strengths and weaknesses of sector plan implementation during the period under review?</p>	<ul style="list-style-type: none"> • Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas). 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG • DCP government ESP/TEP implementation documents 	<ul style="list-style-type: none"> • Descriptive analysis • Triangulation of data deriving from document review and interviews

²⁸⁸ Advocacy can include inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>What are likely reasons for strong/weak sector plan implementation?</p>	<ul style="list-style-type: none"> • Extent to which sector plan implementation is funded (expected and actual funding gap) • Evidence of government ownership of and leadership for plan implementation (country specific).²⁸⁹ • Government implementation capacity and management, e.g.: <ul style="list-style-type: none"> – Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring – Clear roles and responsibilities related to plan implementation and monitoring – Relevant staff have required knowledge/skills/experience) • Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner. • Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable) • Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g., achievability, prioritization of objectives). • Stakeholder views on reasons why plan has or has not been implemented as envisaged 	<p>including mid-term or final reviews</p> <ul style="list-style-type: none"> • Relevant program or sector evaluations, including reviews preceding the period of GPE support under review • JSR reports • Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government • CSO reports • Interviews • DCP's plan implementation progress reports 	

²⁸⁹ For example, in some countries one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not?</p> <p>a) Through GPE PDG, ESPIG grants-related funding requirements and the variable tranche under the New Funding Model (NFM)²⁹⁰</p> <p>b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)²⁹¹</p>	<p>a) Contributions through GPE PDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable)</p> <ul style="list-style-type: none"> • Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Degree of alignment of ESPIG objectives with ESP objectives. • Grant implementation is on time and on budget • Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives) • Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable) • Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under the NFM, compared to progress made in areas without specific targets (where applicable) • PDG/ESPIG resources allocated to (implementation) capacity development • Stakeholder views on GPE PDG and ESPIG grants with focus on: 	<ul style="list-style-type: none"> • ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g., country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on GPE advocacy/facilitation • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under the New Funding Model)

²⁹⁰ Where applicable.

²⁹¹ Facilitation provided primarily through the Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – Value added by these grants to overall sector plan implementation; – the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche; – how well GPE grant application processes are working for in-country stakeholders (e.g., are grant requirements clear? Are they appropriate considering available grant amounts?); <p>b) Contributions through non-financial support</p> <ul style="list-style-type: none"> • Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation • Relevance of GPE non-financial support in light of DCP government’s own capacity development plan(s) (where applicable) • Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on: <ul style="list-style-type: none"> – GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation – GPE non-financial facilitating harmonized development partners’ support to plan implementation • Possible causes for no/ limited GPE contribution to plan implementation. 		
<p>CEQ 1.5 How has education sector financing evolved during the period under review?</p> <p>a) Amounts of domestic financing</p>	<p>a) Amounts of domestic education sector financing</p> <ul style="list-style-type: none"> • Changes in country’s public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure) 	<ul style="list-style-type: none"> • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g., Education Management Information Systems, National Education 	<ul style="list-style-type: none"> • Trend analysis for period under review • Descriptive analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>b) Amounts and sources of international financing</p> <p>c) Quality of domestic and international financing (e.g., short, medium and long-term predictability, alignment with government systems)?</p> <p>If no positive changes, then why not?</p>	<ul style="list-style-type: none"> • Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review • Changes in education recurrent spending as a percentage of total government recurrent spending <p>b) Amounts and sources of international financing</p> <ul style="list-style-type: none"> • Changes in the number and types of international donors supporting the education sector • Changes in amounts of education sector funding from traditional and non-traditional donors (e.g., private foundations and non-DAC members) • Changes in percentage of capital expenditures and other education investments funded through donor contributions <p>c) Quality of sector financing</p> <ul style="list-style-type: none"> • Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country • Changes in the quality of domestic education financing (e.g., predictability, frequency and timeliness of disbursements, program versus input-based funding) • Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%) • Changes in allocation of specific/additional funding to marginalized groups • Changes in extent to which other donors' funding/conditional budget support is tied to the education sector 	<p>Accounts, Joint Sector Reviews, public expenditure reviews)</p> <ul style="list-style-type: none"> • GPE results framework indicator 29 on alignment 	
<p>CEQ 1.6 Has GPE contributed to leveraging additional education</p>	<p>a) Through ESPIG funding and related requirements</p>	<ul style="list-style-type: none"> • ESPIG grant applications and related documents (country 	<ul style="list-style-type: none"> • Comparative analysis (GPE versus

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>sector financing and improving the quality of financing?</p> <p>If yes, then how? If not, then why not?</p> <p>a) Through ESPIG funding and related funding requirements?</p> <p>b) Through the GPE multiplier funding mechanisms (where applicable)?</p> <p>Through other means, including advocacy²⁹² at national and/or global levels?</p>	<ul style="list-style-type: none"> • Government commitment to finance the endorsed sector plan (expressed in ESPIG applications) • Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms • Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing • Changes in relative size of GPE financial contribution in relation to other donor' contributions • Trends in external financing and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Alignment of GPE education sector program implementation grants with national systems²⁹³ • Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable) <p>b) Through the GPE multiplier funding mechanism</p> <ul style="list-style-type: none"> • Amount received by DCP government through the GPE multiplier fund (if applicable) • Stakeholder views on clarity and efficiency of multiplier application process <p>c) Through other means (especially advocacy)</p> <ul style="list-style-type: none"> • Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education • Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) 	<p>commitment on financing requirement</p> <ul style="list-style-type: none"> • Donor pledges and contributions to ESP implementation) • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g., Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • Interviews with national actors (e.g., Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups) 	<p>other donor contributions)</p> <ul style="list-style-type: none"> • Triangulation of quantitative analysis with interview data

²⁹² Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

²⁹³ GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>attribute to GPE advocacy²⁹⁴ (e.g., JSRs attended by senior MoF staff)</p> <ul style="list-style-type: none"> • Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels • Amounts and sources of non-traditional financing (e.g., private or innovative finance) that can be linked to GPE leveraging 		
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
<p>CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> • Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • ESPIG grant applications (section V – information on stakeholder consultations) • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate results of document review and interviews • Stakeholder analysis and mapping

²⁹⁴ This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue, and/or plan implementation

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms</p> <ul style="list-style-type: none"> • Frequency of LEG meetings, and changes in frequency during period under review • LEG members consulted for ESPIG application • Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> – Degree to which different actors lead, contribute to, or facilitate dialogue – Inclusiveness – Consistency, clarity of roles and responsibilities – Meaningfulness (i.e., perceptions on whether, when and how stakeholder input is taken into account for decision making) – Quality (evidence-based, transparent) – Likely causes for no/limited (changes in) sector dialogue 		
<p>CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> • Extent to which plan implementation is being monitored (e.g., results framework with targets, performance review meetings, annual progress reports... and actual use of these monitoring tools) • Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings...) • Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period) 	<ul style="list-style-type: none"> • LEG and JSR meeting notes • Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Evidence deriving from JSRs is reflected in DCP government decisions (e.g., adjustments to sector plan implementation) and sector planning • Stakeholder views on changes in JSRs in terms of them being: <ul style="list-style-type: none"> – Inclusive and participatory, involving the right number and types of stakeholders – Aligned to existing sector plan and/or policy framework – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)²⁹⁵ and recommendations are acted upon and implemented • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector. • Likely causes for no/ limited (changes in) sector monitoring. 		
<p>CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not?</p> <p>a) Through GPE grants and funding requirements²⁹⁶</p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> • Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants • Proportion of total costs for sector monitoring mechanisms (e.g., JSR) funded through GPE grants 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews

²⁹⁵ Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

²⁹⁶ All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)²⁹⁷</p>	<ul style="list-style-type: none"> • Stakeholder views on extent to which GPE funding process (e.g., selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring b) Non-grant related support <ul style="list-style-type: none"> • Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring • Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG • Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country] a) and b) <ul style="list-style-type: none"> • Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to: <ul style="list-style-type: none"> – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g., around JSRs) • Possible causes for no/ limited GPE contributions to dialogue/monitoring. 	<ul style="list-style-type: none"> • Back to office reports/memos from Secretariat • Interviews • CSEF, KIX documents etc. 	

²⁹⁷ Capacity development and facilitation primarily through the Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through the Secretariat (country lead), CA, as well as (possibly) GPE at the global level (e.g., Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge sharing also possible through other GPE partners at country level (e.g., other donors/LEG members) if provided primarily in their role as GPE partners.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
<p>CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation, and in sector dialogue and monitoring?</p>	<ul style="list-style-type: none"> • Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) <ul style="list-style-type: none"> – Political context (e.g., changes in government/leadership) – Economic context – Social/environmental contexts (e.g., natural disasters, conflict, health crises) – Other (context-specific) 	<ul style="list-style-type: none"> • Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g., donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g., media) reports on changes in relevant national contexts and implications for the education sector • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews
<p>CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?</p>	<ul style="list-style-type: none"> • Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements • Types of unintended, positive and negative, effects deriving from other GPE support. 	<ul style="list-style-type: none"> • All data sources outlined for CEQs 1 and 2 above • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?			
<p>CEQ 4 During the period under review, how has the education system changed in relation to:</p> <p>a) Improving access to education and equity?</p> <p>b) Enhancing education quality and relevance (quality of teaching/instruction)?</p> <p>c) Sector Management?²⁹⁸</p> <p>If there were no changes in the education system, then why not and with what implications?²⁹⁹</p>	<p>a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g., related to:³⁰⁰</p> <ul style="list-style-type: none"> • Changes in number of schools relative to children • Changes in the average distance to schools • Changes in costs of education to families • Changes in the availability of programs to improve children's' readiness for school) • New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups • New/expanded measures put in place to ensure gender equality in education <p>b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g., related to:</p> <ul style="list-style-type: none"> • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) • Changes in relevance and clarity of (basic education) curricula 	<ul style="list-style-type: none"> • Education Management Information System (EMIS) • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports • Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison of statistical data for periods under review • Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

²⁹⁸ The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

²⁹⁹ Implications for education access and equity, quality and relevance, and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

³⁰⁰ The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Changes in the quality and availability of teaching and learning materials • Changes in teacher pre-service and in-service training • Changes in incentives for schools/teachers <p>c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g., related to:</p> <ul style="list-style-type: none"> • Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g., staffing, structure, organizational culture, funding) • Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring • If no functioning EMIS is in place, existence of a realistic remedial strategy in place • Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review <p>(a-c):</p> <ul style="list-style-type: none"> • Likely causes for no/ limited changes at system level (based on literature review and stakeholder views) 	<ul style="list-style-type: none"> • ESPIG grant applications • Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g., on restructuring, internal resource allocation) 	
<p>CEQ 5 How has sector plan implementation contributed to observed changes at education system level?</p>	<ul style="list-style-type: none"> • The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level • Alternative explanations for observed changes at system level (e.g., changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan) 	<ul style="list-style-type: none"> • Sources as shown for CEQ 4 • Literature on good practices in education system domains addressed in country's sector plan • Education sector analyses • Country's poverty reduction strategy paper 	

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question III: Have improvements at education system level contributed to progress towards impact?			
<p>CEQ 6 During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p>	<p>Changes/trends in DCP's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example:</p> <p>a) Learning outcomes</p> <ul style="list-style-type: none"> • Changes/trends in learning outcomes (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations) <p>b) Equity, gender equality, and inclusion</p> <ul style="list-style-type: none"> • Changes in gross and net enrollment rates (basic education) during review period (by gender, by socio-economic group, by rural/urban) • Changes in proportion of children (girls/boys) who complete (i) primary, (ii) lower-secondary education • Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group) • Changes in out-of-school rate for (i) primary, (ii) lower-secondary education (by gender, socio-economic group, rural/urban location) • Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education • Changes in the distribution of out-of-school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) 	<ul style="list-style-type: none"> • Sector performance data available from GPE, UIS, DCP government and other reliable sources • Teacher Development Information System (TDIS) • Education Management Information System (EMIS) • National examination data • International and regional learning assessment data • EGRA/EGMA data • ASER/UWEZO other citizen-led surveys • Grant agent and Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings 	<ul style="list-style-type: none"> • Pre-post comparison of available education sector data (examination of trends) during and up to 5 years before core period under review • Triangulation of statistical data with qualitative document analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question IV: What are implications of evaluation findings for GPE support to [country]?			
<p>CEQ 7 What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices have emerged related to how GPE supports countries?³⁰¹</p>	<ul style="list-style-type: none"> • Insights deriving from answering evaluation questions above e.g., in relation to: <ul style="list-style-type: none"> – Clarity and relevance of the roles and responsibilities of key GPE actors at the country level (Secretariat, GA, CA, DCP government, other actors) – Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e., through a partnership approach) – The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable) – Extent to which logical links in the GPE theory of change are, or are not, supported by evidence – Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why – Extent to which different elements in the theory of change appear to mutually enforce/support each other (e.g., relationship sector dialogue and sector planning) – Stakeholder satisfaction with GPE support 	<ul style="list-style-type: none"> • All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> • Triangulation of data collected and analysis conducted for other evaluation questions

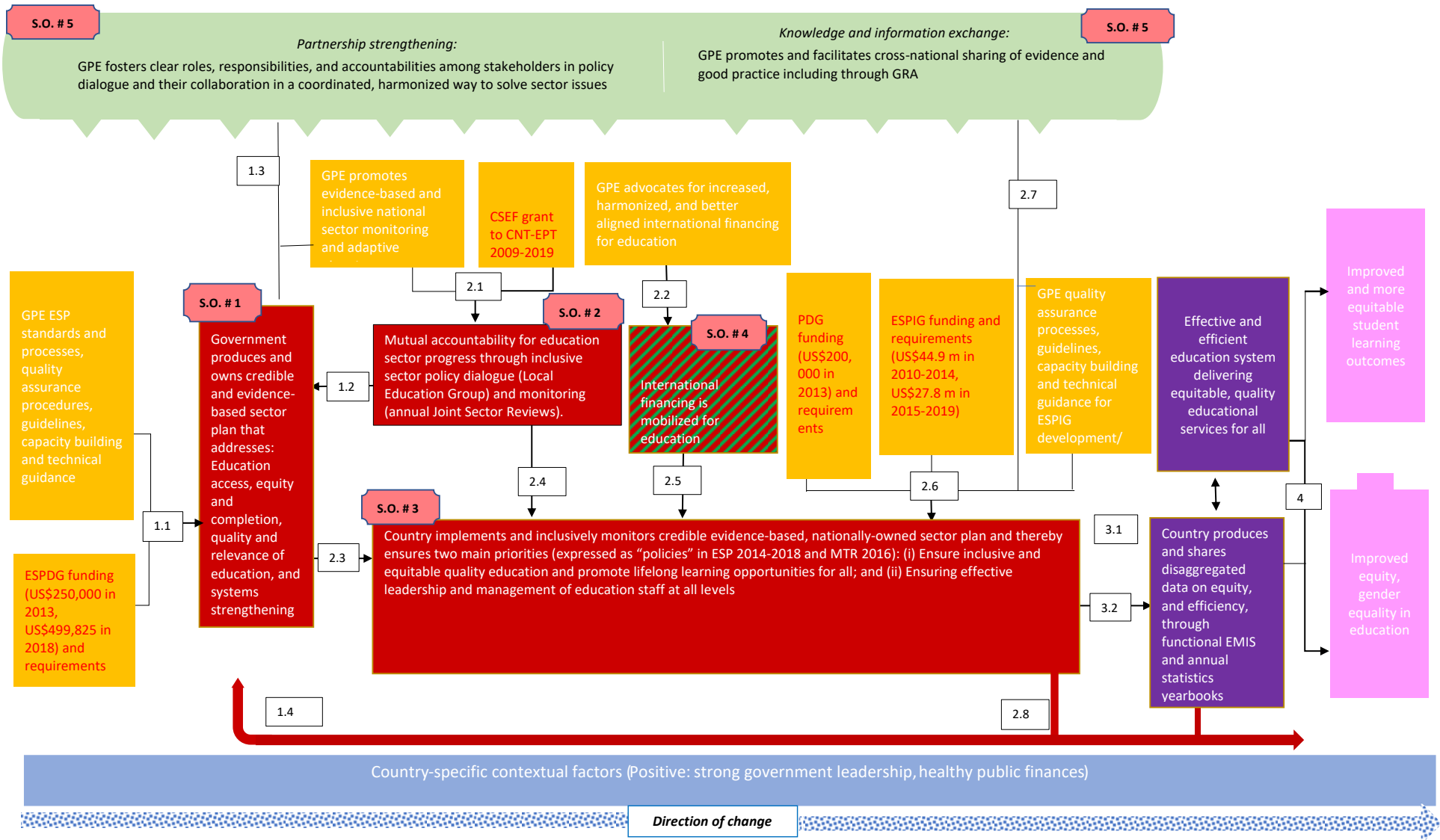
³⁰¹ For both questions CEQ 7 and 8 the notion of ‘good practice’ refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally ‘good practice’.

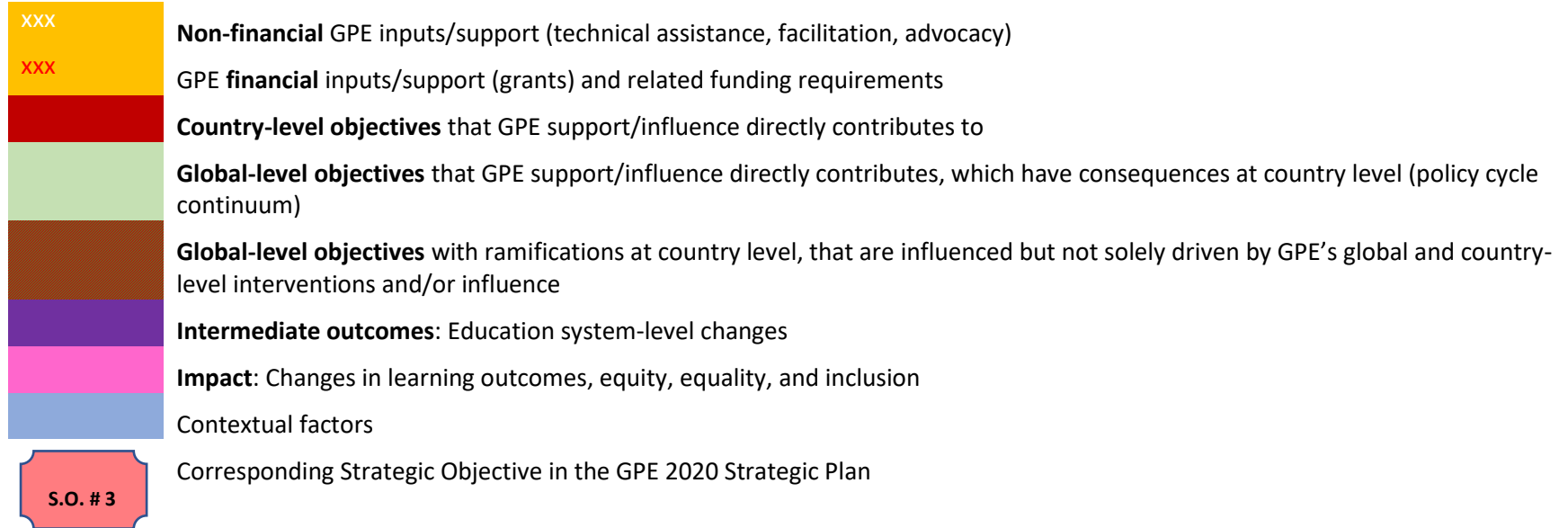
MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 8 What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle?³⁰²</p>	<ul style="list-style-type: none"> • Insights deriving from answering evaluation questions above e.g., in relation to: <ul style="list-style-type: none"> – Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation. – Successful, promising, and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges³⁰³ 	<ul style="list-style-type: none"> • All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> • Triangulation of data collected, and analysis conducted for other evaluation questions

³⁰² This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

³⁰³ For example, highlighting promising approaches taken by the respective government and development partners to try and reach out-of-school children. Please note that 'innovative' means 'innovative/new in the respective context', not necessarily globally new.

Appendix II GPE country-level theory of change for Togo





1

Numbers represent the key areas where **logical linkages** (explanatory mechanisms) connect different elements of the theory of change to one another (*'because of x, y happens'*). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.³⁰⁴ The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for Togo (Appendix II).³⁰⁵

The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.³⁰⁶

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in question are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review.

This country level evaluation (CLE), of GPE's support to the national education system of the Republic of Togo, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. In October 2018, the approach for the summative evaluations was slightly modified. Starting in FY18, these new 'summative plus' (including this evaluation) will have the following modifications:

- 'Summative plus' CLE will not only explore one policy cycle³⁰⁷ and related GPE support ('first policy cycle'), but also include the beginning of the following policy cycle (the 'second policy cycle'). This will allow addressing questions around the transition from one ESP to the next and related GPE contributions,
- The CLEs will also explore strengths, weaknesses and value added of the revised GPE Quality Assurance and Review (QAR) and ESPDG mechanism.
- The reports for 'summative plus' will include a final section on Strategic Questions, which will summarize – if applicable – suggestions for how GPE support to the respective country can be

³⁰⁴ In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

³⁰⁵ This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

³⁰⁶ See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

³⁰⁷ i.e., from sector planning and related sector dialogue to sector plan implementation and monitoring during the period covered by the most recent fully or mostly disbursed ESPIG.

improved, and/or which will outline overarching questions about the GPE operational model that may be worth further exploring in the context of other summative and prospective CLE.

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an ten-working day mission to Togo from June 17th to June 28th, 2019; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)
- Stakeholder consultations through individual and group interviews in Lomé, Togo. In addition, telephone interviews were conducted with the Secretariat country focal point, the Grant Agent and some Ministry officials. Appendix IV provides a list of consulted stakeholders. In total, the evaluation team interviewed 47 individuals (see Box iii.1), of which 12 were women.
- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.³⁰⁸

Box iii.1: Consulted Stakeholders

Education ministry (including agencies): 20
 Grant and coordinating agents: 3
 Development partners/donors: 4
 Civil Society/Teacher Organizations/Parent organizations: 19
 GPE Secretariat: 1

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

³⁰⁸ The key sources of data are the UNESCO Institute for Statistics (UIS) database, data.uis.unesco.org; the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>; and country-level datasets and data sources.

Appendix IV List of consulted individuals

In total, 47 individuals were interviewed in Lomé, of which 12 were women. All consulted individuals were based in Togo except for the GPE Country Lead.

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministries and Agencies of Togo			
Ministère de l'Enseignements Primaire et Secondaire (MEPS)	ALEGBEH, Tapha	Directeur, Direction de l'Enseignement Secondaire Général (DESG)	M
	AMAGLO, Martin Kossivi	Directeur, Direction des Affaires Financières (DAF)	M
	AMESSIAMENOU, Komlan	Directeur de Cabinet	M
	BALI, Méhéza	Point Focal Éducation Inclusive	F
	DARA-AHATO, Dotsé	Directeur des études, Direction des Formations	M
	GBETEGLO, Yao Efoé	Chargé d'étude (Secrétariat Général)	M
	KPEDJI, Anne	Point Focal Genre	F
	LANTOMEY, Lucien	Directeur, Direction des enseignements préscolaire et primaire (DEPP)	M
	SAMAH, Tinka	Point focal Petite Enfance, DEPP	F
	TCHEWAFEI A. Badja	Chef de division d'études prospectives et d'évaluation	M
	TITORA, Tawium Marie France	Secrétaire Générale	F
	TSALI, Kossi	Chef de Division Statistiques, Direction de la Planification, des Études et de l'Évaluation	M
	PADENOU, Benoit	Spécialiste finances, PERI	M
	TETEGAN, Pierre Kokou	Coordinateur PERI	F
?	Spécialiste communication, PERI	M	
Secrétariat Technique Permanent	ADEDJE, Mathias Kwami Ayité	Chargé de Programme	M
	AKAKPO-NUMADO, Sena Yawo	Secrétaire Technique Permanent	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministère de l'Action Sociale, De la Promotion de la Femme et de l'Alphabétisation (MASPFA)	ABETE, Baoumodom	Directeur General, Direction Générale de l'Alphabétisation et de l'Éducation Non Formelle (DGAENF)	M
Ministère de l'Enseignement Technique et de la Formation Professionnelle (METFP)	ADJAKLO, Matthieu	Directeur de la Planification	M
Ministère de l'Enseignement Supérieur et de la Recherche (MESR)	ZOGBEMA, Jervis	Directeur de la Planification	M
Bilateral and multilateral donor agencies			
Agence Française de Développement (AFD)	MATAR, Maréva	Directrice Adjointe	F
UNESCO	NANTILLES, Yves		M
GIZ	AYÉMÉ, Antoine Kokouvi		M
	MADOWE, Badirakouma	Point focal GIZ, METFP	M
GPE Secretariat	SIGNARBIEUX, Ludovic	Country Lead	M
World Bank	GBAYE, Hyacinthe	Team Leader	M
	GBENOUDON, Léandre	Consultant	M
UNICEF	DUSSART, Yannig	Chef d'éducation	M
Civil Society			
Aide et Action International	GIZENGA, Antoine	Directeur Pays	M
ANCEFA	AKPO, Solange Koumbon	Capacity building manager	F
	TCHAMANBE, Doriane	Chargée de programme	F
La Chaîne de Espoir	DATCHIDI, Espoir Komivi	Coordinateur des projets éducation	M
Coalition Nationale pour l'Éducation pour Tous (CNT-EPT)	APETO, Kuma	Membre, Global March	M
	BOYODE, Essofina	Conseiller du CA	M
	HLIMADO, Denise	Chargée de programme,	F
	IROUKORA, Ama Reine	Coordinatrice, RJCE	F
	YAO, Marcel	Coordonnateur national	M
	ALLOKPENOU, Lamatou	Coordinatrice du volet genre/ handicap et protection de l'enfant	F

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Fédération Togolaise des Associations de Personnes Handicapées (FETAPH)	KOLANI, Justine	Chargée de suivi des organisations partenaires sur le programme d'appui à l'inclusion des enfants et jeunes handicapés	F
	WAOURA, Thomas	Administrateur	M
Plan International	ADJOKE, Désiré	Conseiller en éducation	M
Unions			
FESEN	HOUNSIME, Sénon	Secrétaire général	M
FESET	ADAM, Assimou	Membre	M
	ANAMBA, Moutonti	Commissaire administratif	M
	KANITOM, Kofi	Secrétaire général, FESET	M
Union Togolaise des Associations de Parents d'Elèves (UTAPE)	MISSEBOUKPO Edoh Koffi A.	Conseiller	M
	TCHAKPEDEOU, Kondohou B. Alassane	Président national	M

Appendix V Stakeholder mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	Interest: High. Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Importance: High	The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.
Board members (from developing countries included in the sample)	Interest: High. Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies. Importance: High	Togo is represented on the Board through the Africa 2 constituency. These board members were <i>not</i> consulted during the course of this country evaluation.
Country-level		
Ministry of Primary and Secondary Education (MEPS)	Interest: High Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Focal point with GPE Secretariat. Importance: High. Main partner for GPE grant design and implementation.	Key informants at country level. Directors of all key MEPS directorates were interviewed in person during the country visit (see Appendix IV, list of stakeholders).
Permanent Technical Secretariat	Interest: High Influence: High. Responsible for sector planning and monitoring of sector plan implementation. Importance: High. Responsible for implementing measures planned in the ESP.	Key informants at country level (see Appendix IV, list of stakeholders).
Other Line Ministries and organizations involved in, or relevant for education Ministry of Technical Education and Vocational Training (METFP)	Interest: High Influence: High. Responsible for shaping and implementing education sector policy for their respective sub-sectors. Importance: High. Responsible for implementing measures planned in the ESP.	Key informants at country level (see Appendix IV, list of stakeholders).

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Ministry of Higher Education, Research (MESR) Ministry of Social Action, Promotion of Women and Literacy (MASPFA)		
Key Education Sector Stakeholders (national level)		
Grant Agent: World Bank	Interest: High Influence: High. Responsible for managing the ESPIG in Togo Importance: High	Key informant at country level.
Coordinating Agency: UNICEF	Interest: High Influence: Medium-High. Through its facilitating role, the coordinating agency plays an important role in the functioning of the LEG. Importance: High	Key informant at country level.
Development Partners (donor agencies, multilateral organizations): UNESCO AFD, GIZ	Interest: High Influence: Medium-High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. Importance: High	Key informants at country level were interviewed in person during the country visit.
International non-governmental organizations : La chaîne de l'Espoir, Aide et Action International, Plan International	Interest: High Influence: Medium, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. Importance: High	Key informants at country level were interviewed in person during the country visit.
Civil Society organizations: ANCEFA, FETAPH, CNT-EPT	Interest: High Influence: Low. Most are not members of the LEG, but several have participated in sector planning consultations and education sector reviews. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Unions and associations: UTAPE, , FESET, FESEN	Interest: High Influence: Low. Not member of the LEG but may have participated in sector planning consultations and education sector reviews. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.

Appendix VI List of Reviewed Documents

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- “Note de synthèse sur le système éducatif togolais pour la requête de financement du diagnostic révisé et de la préparation du prochain plan sectoriel de l’éducation” No Author. No Date
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- “République du Togo Mission d’Identification du Projet Initiative de Mise en Œuvre Accélérée de l’Education Pour Tous (« Fast Track ») 12 au 19 Avril 2009 Aide-Mémoire” No Author. April 2009
- “République du Togo : Documents pour Endossement Fast Track” No Author. 15 December 2009
- “Réunion du Groupe de Coordination des PTF Éducation au Cabinet du Ministère de l’Enseignement Supérieur”, Lomé, No author. 27 March 2013
- “Réunion de Validation de la Requête de Financement PME-Révision PSE”, No Author. 9 January 2013
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Appendix VII Progress on PSE 2014-2025 implementation³⁰⁹

OUTCOME-LEVEL INDICATORS	2013	2014	2015	2016	2017	2017 TARG ET	2025 TARG ET	COMMENT
Mobilization of internal public resource								
Recurrent education expenditure as a percentage of total recurrent expenditure (excluding debt)	25.9	26.6	29.7	27.9	n/a	27.8	28	Target met
Share of basic education in total sector budget	45.4	41.3	69.3	54	n/a	52	52.5	Target surpassed
Share of basic education in total state resources	13.9	11.9	12.4	11	n/a	14.2	13.5	Not on track
Objectif 1: Balance the national education pyramid and address disparities								
Pre-primary								
Coverage rate 0-3 years (%)	0	0	0	n/a	n/a	11.6	27	Not on track
Gross enrollment rate 4-5 years (%)	15.8	16.5	19.6	22	37.2	21.8	27	Target surpassed
Primary								
Gross Access Rate (%)	142	144.5	144.2	150.3	149.6	119.9	100	Not on track
Completion Rate (%)	77.7	83.6	85.2	94.8	93.6	86.1	100	Target surpassed
Net Enrollment Rate (%)	86.5	92.6	94.3	93.1	93.8	94.6	100	Target surpassed
Gross Enrollment Rate (%)	129.8	127.1	126.9	129.6	128.2	116.6	111.1	Not on track
Gender parity (GER) (%)	96	99	99.9	100	101	99.4	100	Target surpassed

³⁰⁹ Indicators and targets as presented in the PSE 2014-2025. Data is as presented in the annual JSR reports for 2015-2018, which track progress on the PSE indicators. Some numbers shown here may differ from those presented in other sources and those presented elsewhere in this report.

OUTCOME-LEVEL INDICATORS	2013	2014	2015	2016	2017	2017 TARG ET	2025 TARG ET	COMMENT
Gender parity (student number) (%)	93.2	93.8	94.3	95	90	97.3	100	Not on track
% of students who receive a meal at school (public and EDIL)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No Data
Secondary								
Number of enrollments in the 1st year of Lower Secondary	1058 04	1031 26	1262 02	1246 87	1432 08	1274 85	1660 89	Target surpassed
Number of enrollments in the 1st year of Upper Secondary	3451 5	3320 6	3543 2	3438 0	4030 3	3938 5	4879 0	Target surpassed
Gender Parity Index in the 1st year of Lower Secondary (%)	86.1	75.1	79	82	86	97.7	100	Improvement, but target not met
Gender Parity Index in the 1st year of Upper Secondary (%)	44.4	47.8	50	39	53	82.2	100	Improvement, but target not met
Literacy and non-formal education								
Number of basic literacy students	2433 0	1644 9	1572 9	1101 3	n/a	4100 0	4411 9	Not on track
Number of students in post-literacy	n/a	2320	1235	2161	n/a	6150	6618	Not on track
Number of students admitted annually in Non-Formal Education	n/a	140	36	117	n/a	1306	2744	Not on track
Number of enrollments in Non-formal education (3 years)	213	501	90	279	n/a	3044	7982	Not on track
Technical education and vocational training								
Total Number of Students	3125 5	3383 5		4189 3	4212 2	4584 2	6180 8	Improvement, target not met
% of the potential population		2,7	2,8	2	2	42	45	Not on track
% of students in the private sector	65.6	64.4	71	68	66	65.7	60	Target Surpassed
% of students in the industrial stream (long)	9,54	12,2 0	11	13	16	20.2	20	Improvement, target not met

OUTCOME-LEVEL INDICATORS	2013	2014	2015	2016	2017	2017 TARG ET	2025 TARG ET	COMMENT
% students in the industrial stream (short)	13,93	18,70	19	17	18	28.2	30	Not on track
% students in the dual industrial apprenticeship	n/a	0.9	2	n/a	n/a	7.2	10	Insufficient data
% student in industrial work-study program	n/a	0.4	n/a	n/a	n/a	4.6	10	Insufficient data
% of students in the tertiary stream (long)	97.3	97	68.5	68	64	37.2	25	Improvement, but target not met
% of students in the tertiary stream (short)	2.66	3	3	1	1	2.5	5	Not on track
Non-formal learning								
Number of students	n/a	n/a	n/a	n/a	n/a	59979	75543	No Data
% of students in informal non-agriculture program	n/a	n/a	n/a	n/a	n/a	59.4	50	No Data
% of students in vocational training for informal agriculture	n/a	n/a	n/a	n/a	n/a	40.6	50	No Data
Higher education and research								
Number of students	56708	52738	56361	63643	68182	78043	95767	Improvement, target not met
% of students in private higher education programs	n/a	n/a	n/a	22	n/a	17.7	30	Insufficient Data
% of students in technology streams	5.1	6.2	6.1	6	6.11	8.4	15	No change, target not met
% of students in scientific streams	9.4	9.7	9.9	10	10.16	11.8	15	Improvement, target not met
% of students in the health sciences streams	4.6	5	5.2	3	3.11	4.09	4.09	Not on track
% of students in literary streams	43.2	41.3	40.2	41	39.4	34.1	20	Improvement, target not met

OUTCOME-LEVEL INDICATORS	2013	2014	2015	2016	2017	2017 TARG ET	2025 TARG ET	COMMENT
% of students in the legal and economic streams	38	38.7	38.5	38	39.17	29.7	20	Not on track
% of students in the educational sciences and teacher training programs	0.8	0.6	0.9	1	0.56	2.5	4	Not on track
% of distance learning students	0	0	0	0	0	9.4	21.9	Not on track
Objectif 2: Improve efficiency and quality of the education sector								
Primary								
Average repetition rate ³¹⁰	18.5	11.2	9.5	8	8	11.65	10	Target Surpassed
Retention rate	54.7	57.9	80	63	62.6	71.8	100	Not on track
Student to teacher ratio	45	45	44	41	44	45	45	On track
Reading textbooks to student ratio ³¹¹	0.6	0.8	0.9	0.8	1.5	1	1	Target surpassed
Math textbooks to student ratio ³¹²	1	1	0.7	0.8	1.4	1	1	Target surpassed
Secondary								
Average repetition rate in Lower Secondary	21.8	22.5	22.3	21.3	22.3	19.8	15	Not on track
Average repetition rate in Upper Secondary	32.3	25.2	31.9	22.2	32.8	28.5	20	Not on track
Retention rate in Lower Secondary	65.7	61.2	56.8	61.4	64	62.2	65	Mixed progress
Retention rate in Upper Secondary	n/a	91.6	83.1	n/a	72	63.5	70	Target surpassed, but deteriorated
Student to classroom ratio in Lower secondary	66	68	72	58	69	63	55	Mixed progress

³¹⁰ Repetition rate data after 2014 was shown to be unreliable due to high rates of misreporting. The 2019 RESEN reports the repetition rate for 2018 at 13.7%, which is based on the MICS survey as opposed to annual statistics.

³¹¹ Student to textbook ratio reported here differs from annual statistics data, which shows a decreasing trend with fewer number of textbooks per student.

³¹² Ibid.

OUTCOME-LEVEL INDICATORS	2013	2014	2015	2016	2017	2017 TARG ET	2025 TARG ET	COMMENT
Student to classroom ratio in Upper secondary	57	62	60	49	62	63	60	Target surpassed
Technical education and vocational training								
Number of revised curricula	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No data
Number of trained counselors	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No data
Number of trained curriculum developers or specialists	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No data
Higher Education and research								
Student to teacher ratio	84	79	86	94	n/a	91	81	Target surpassed
Research expenditure (in millions CFA)	n/a	n/a	n/a	n/a	n/a	579	855	No data
Objectif 3: Improve management and governance								
Sector management								
Ministerial committees for coordination and monitoring are in place	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No data
Number of regional coordination and monitoring committees of the PSE that have been set up	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No data
Management of basic and secondary education sub-sectors								
Average level of randomness in the assignment of primary school teachers.	0.37	n/a	n/a	n/a	n/a	0.28	0.1	Insufficient Data
Average level of randomness in the assignment of lower secondary teachers	0.24	n/a	n/a	n/a	n/a	0.18	0.05	Insufficient Data
Number of primary learning assessments completed	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No data
Methodology for school mapping made available	n/a	0	0	n/a	n/a	n/a	n/a	Insufficient Data
Management information system (EMIS) made available	n/a	1	1	n/a	n/a	n/a	n/a	Insufficient Data
Management of literacy and non-formal education								

OUTCOME-LEVEL INDICATORS	2013	2014	2015	2016	2017	2017 TARG ET	2025 TARG ET	COMMENT
Support fund for AENF made available	n/a	0	0	n/a	n/a	n/a	n/a	Insufficient Data
Information system (EMIS) for the sub-sector made available	n/a	1	1	n/a	n/a	n/a	n/a	Insufficient Data
Management of technical and vocational education								
Mapping of technical and professional skills made available	n/a	0	0	n/a	n/a	n/a	n/a	Insufficient Data
Information system (EMIS) for the management of TVET made available	n/a	1	1	n/a	n/a	n/a	n/a	Insufficient Data
Tracking system for learning and graduates of TVET programs made available	n/a	0	0	n/a	n/a	n/a	n/a	Insufficient Data
Management of higher education and research								
Information system (EMIS) for the management of higher education made available	n/a	1	1	n/a	1	n/a	n/a	On Track
Tracking system for learning and graduates of higher education made available	n/a	0	0	n/a	0	n/a	n/a	Insufficient Data

Appendix VIII Progress on implementation of PERI 2

	Baseline (2012-13)	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2018-19 Target (revised)	Comment
Project Development Objectives Indicators									
Percentage of students in grade 2 (CP2) who attain defined minimum standards on national learning assessment tests (%)									No data; national learning assessment to be completed in 2019
Reading/Writing	29							34	
Math	36							41	
Percentage of primary teachers rated satisfactory in the use of the new curriculum (%)	0			0	0	49	57	60	Improvement, but target not met
Intake rate at grade 3 (CE1) in 18 deprived prefectures (%)									
Total	93		91	95	99	99	99	99	Target achieved
Girls	90		85	92	95	96	96	96	Target achieved
Percentage of girls enrolled in the 4 most deprived prefectures (with the lowest girls' completion rate)	45		46	46	46	48		49	On track to achieving target
Direct Project Beneficiaries	0				599076	787590	795843	700000	Target surpassed
Of which female	0			0	45	48.3	48	45	Target surpassed

	Baseline (2012-13)	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2018-19 Target (revised)	Comment
Intermediate Results Indicators (Component 1)									
Repetition Rate (%)	19	10	8	8	8	7	7	12	Target surpassed ³¹³
New textbooks distributed in CP1 and CP2 (and CE1) (math and reading)	0			0	599231	1163000	1163000	1188000	On track to achieving target
Primary teachers trained (including head teacher) in the use of new curriculum resulting from Project intervention*	0			0	14549	22224	30478	22000	Target surpassed
Schools which receive school grants each year in the 18 deprived Prefectures resulting from Project intervention	0			0	1650	1650	1650	1650	Target achieved
Percentage of CP1 and CP2 (and CE1) teachers using the new curricular in public schools (%)	0			0	50	66	75	100	Improvement, but target not met
% of schools which implement their budget in line with the initial forecast	0			0	88	88	96	80	Target surpassed
Intermediate Results Indicators (Component 2)									
Additional primary classrooms built in the 18 deprived Prefectures resulting from Project intervention	0			0	0	180	240	240	Target achieved

³¹³ Repetition rates seemed to be aligned with national statistics, which have been shown to be not reliable.

	Baseline (2012-13)	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2018-19 Target (revised)	Comment
Latrines constructed	0			0	0	336	456	480	Improvement, but target not met
School uniforms distributed to girls in 4 deprived Prefectures	0			0	54636	54636	113020	165000	Improvement, but target not met
Intermediate Results Indicators (Component 3)									
Communities having received at least 4 out of 5 grassroots management training modules planned under the project for the school construction	0			0	80	80	80	80	Target achieved
Teachers supervision visits per year by inspectors and pedagogical advisers	35		35		36	36		70	Not on track
Primary school teacher's deployment consistency index (%)	58 (2011)			62	62	61	55	68	Not on track
System for learning assessment at the primary level (rating scale 0-4)	1			1	1	2	2	3	Not on track
Percentage of schools receiving grants under the Project which communicate school grants and student results through community briefing meetings at least once a year (%)	0			0	75	75	77	75	Target surpassed

Appendix IX Togo sector financing data

ISSUE	DATA
Total domestic educ. expenditure	Increased substantially in nominal terms from CFA 80.5 billion to CFA 136.4 billion (69% increase). ³¹⁴
Education share of total government expenditures	Share of education spending has fluctuated over the years and did not attain Togo's target of 20 percent, overall increase from 17.5% in 2009 to 19% in 2017 but decreased from 22.7% in 2010.
% of domestic education financing allocated to Pre-Primary education	Decreased from 1.7% to 1.3% from 2011 to 2017.
% of domestic education financing allocated to Primary education	Increased from 47.6% in 2011 to 51.1% in 2017 but decreased from 53.5% to 51.1% between 2015 and 2017.
% of domestic education financing allocated to Secondary education	Decreased from 26.6% in 2011 to 23.2% in 2017, but marginally increased from 23% in 2015.
Funding by expenditure type (recurrent)	98.4% of education sector budget was allocated to recurrent expenditures between 2014-2017.
Amount of international financing	Nominal amount of education ODA has fluctuated but has shown a recent increase from an average of USD 18 million annually (2009-2013) to USD 22 million annually from 2014-2017.
Education ODA as share of overall ODA	Increased from 3.3% in 2010 to 11.3% in 2015, but declined to 6.2% in 2017
ESPIG amount as % of education ODA during review period	ESPIG funding made up 28% of all education ODA between 2010-2017 and 79% of basic education ODA. This has declined substantially in nominal and relative terms since 2015 - ESPIG financing represented 49% of all education ODA from 2010-2014, but this fell to 24% from 2015-2017.
ESPIG amount at % of <u>actual</u> ESP financing	ESPIG funding made up 16.3% of total PSE financing between 2014-2017.

³¹⁴ Numbers are based on the recent draft ESA report for 2019.

Appendix X Selected system-level country data

Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	<p>Pre-primary</p> <ul style="list-style-type: none"> • Construction of pre-primary establishments increased by 400% (from 805 in 2011 to 3165 in 2018). • The student to classroom ratio reduced from 43 to 34 between 2011 and 2018. <p>Primary</p> <ul style="list-style-type: none"> • From 2011-2018, an average of 488 primary classrooms were constructed per year. The number of schools increased from 6721 in 2013 to 7458 in 2017. • Ratio of students per classroom has stayed relatively stable at 42.8 in 2018 compared to 42.9 in 2011 <p>Lower secondary</p> <ul style="list-style-type: none"> • Between 2011 and 2018, 85 classrooms a year were constructed, and the number of schools increased from 1351 in 2013 to 1765 in 2017 • The student to classroom ratio increased from 65 to 75 between 2011 and 2018 <p>Upper secondary</p> <ul style="list-style-type: none"> • On average, 52 classrooms were constructed yearly between 2011 and 2018 and the number of upper secondary schools increased from 313 to 444 from 2013 to 2017. • The student to classroom ratio stayed somewhat stable- it was 63 in 2011 and 61 in 2018.
Changes in average distance to school	N/A
Changes in costs of education to families	<p>In 2008, the government of Togo eliminated school fees at the primary level to expand access to all students. School fees have not been eliminated at the secondary level but have been reduced for girls.</p> <p>Parents contribute up to 56 percent of education costs for their children.</p>
Changes in availability of programs to improve children's readiness for school	Pre-primary offer has improved through increased availability of pre-primary schools, a new pre-primary curriculum and more trained and qualified teachers.
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	<ul style="list-style-type: none"> • A pilot program was introduced in 2009 in 2 regions (Kara and Savanes) that introduced initiatives such as developing community awareness among parents, teachers and school administrators on the issue of disability education, identifying children with disabilities in the community and providing support to them and their families, developing tools for teachers and students so as to integrate them into the regular school system (e.g.: exams translated into braille), providing training to

ISSUE	OBSERVATIONS
	<p>teachers and other school staff, the use of travelling assistant teachers who provide additional support to teachers who have student disabilities in their class and the provision of a support person for students.</p> <ul style="list-style-type: none"> • A new strategy and model for inclusive education was developed in 2019.
New/expanded measures put in place to further gender equality in education	To date, the government has provided uniforms, scholarships and school materials for girls, and conducted awareness campaigns in communities to encourage girls' education. In addition, a teacher training module was developed on school-based gender-based violence and incorporated into teacher training curriculum.
Other (may vary by country)	<ul style="list-style-type: none"> • The number of literacy centers have decreased from 1,195 (2013) to 668 (2017). • PSE places emphasis on improving access to schools in rural zones and disadvantaged areas- mainly through school constructions and converting community schools into public schools. There has been decreased growth in the number of EDILs and decreased enrollments in EDILs, although they have not been eliminated. The lower secondary sector, however, has seen growth in the number of CEGILs as well as student enrollment in CEGILs. • A National Policy on School Feeding was adopted in 2013, but school feeding was only undertaken through small initiatives by donors such as the World Food Programme and World Bank, with 90% of schools having no program in place.

Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios	<p>Primary: The ratio of student to teachers has remained stable – 44:1 in 2011 to 43:1 in 2017.</p> <p>Lower secondary: Ratio decreased from 79:1 (2011) to 56:1 (2018)</p> <p>Upper secondary: Ratio remained stable – from 41:1 (2011) to 43:1 (2018)</p>
Changes in pupil/trained teacher ratio	<p>Primary: The ratio of students to civil servant teachers decreased from 64:1 in 2011 to 59:1 in 2017.</p> <p>Lower secondary: The ratio of student to civil servant teachers increased from 79:1 (2011) to 96:1 (2018)</p> <p>Upper secondary: The ratio of student to civil servant teachers increased from 41:1 (2011) to 57:1 (2018)</p>
Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)	The equitable allocation of teachers has worsened during the review period. Between 2011 and 2017, the degree of randomness ³¹⁵ increased from 36 percent to 41 percent.

³¹⁵ The degree of randomness represents the degree to which the distribution of teachers in schools is linked to factors other than the number of students per school (i.e., if the coefficient of determination between the number of students and the number of teachers is 60 percent, it means that the degree of randomness is 40 percent in that in 40 percent of cases, the assignment of teachers is due to other factors).

ISSUE	OBSERVATIONS
Changes in relevance and clarity of (basic education) curricula	<p>Pre-primary: A new curriculum was also developed at the pre-primary level- including the development of teaching and learning materials and training for pre-primary teachers</p> <p>Primary: Since 2014, the government of Togo has been rolling out the new curriculum with the development of textbooks and teaching materials for Reading and Math for grades 1 to 4.</p> <p>Secondary: limited efforts made to achieve the goal of creating a new model for rural colleges with a simplified curriculum and reduced class time for students.</p>
Changes in availability and quality of teaching and learning materials	<p>Data on student to textbook ratio varies by source:</p> <p>Based on annual statistics, the student to textbook ratio at the primary level has worsened over time: decreasing from 1.1 for Math and 0.87 for Reading in 2013 to 0.64 for Math and 0.6 for Reading textbooks in 2017</p> <p>However, the JSR reports shows that student textbook ratios fluctuated between 0.6 to 1.5 for Reading and 0.7 and 1.4 for Math, with overall improvements for both subjects.</p>
Changes to pre-service teacher training	During the review period, six ENIs – one in each region- were established which has led to increased pre-service training across the country and has allowed for the increase in the proportion of civil servant teachers in the country.
Changes to in-service teacher training	PSE aimed to develop a teacher training policy and also to systematize in-service training of teachers and teaching support staff, but no training policy has been developed yet and in-service training has only been provided through donor projects- targeting only those teachers working in project intervention zones.
Changes in incentives for schools/teachers	n/a
Other (may vary by country)	n/a

Progress in strengthening sector management

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g., staffing, structure, organizational culture, funding)	<p>The system capacity remains fragile and heavily dependent on external resources. A decentralization framework has been put into place, but the process is still ineffective.</p> <p>Several donors have developed initiatives that have put responsibilities on regional ministries, inspections or communities. But from a system standpoint there is limited evidence of progress made in decentralizing decision making and management to regional and local authorities.</p>

ISSUE	OBSERVATIONS
Is a quality learning assessment system (LAS) within basic education cycle in place?	The learning assessment system is severely limited with almost no government investments. Before 2012 there was no learning assessment system in place. Even after the evaluation unit was set up in 2012, only one national learning assessment was conducted in 2013 and one in 2019. The implementation of learning assessment appears to be largely dependent on external assistance with no strategy in place for implementing a sustainable national system.
Changes in how country <u>uses</u> LARS.	N/A
Does country have functioning EMIS?	<p>PSE 2014-2025 aimed to improve overall sector monitoring through the strengthening of EMIS and there have been improvements in data collection and sector monitoring. The institutional and organizational framework is well established, but the system is very dependent on donor funds and there are several challenges and weaknesses.</p> <p>Overall there is a perceived lack of vision and commitment by the government for developing a strong EMIS with no clear medium- or long-term objectives</p>
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	N/A
Other (country specific)	The use of community-based school management committees (COGEPs) have been in place since 2011, with at least 300 COGEPs having been trained in managing school constructions. The model has been a success but remains limited to a few communities.

Appendix XI Selected impact-level country data

Impact level trends

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes	
Changes/trends in learning outcomes (basic education) during period under review (<u>by gender, by socio-economic group, by rural/urban locations</u>)	<p>There is insufficient data to assess progress on learning outcomes. Based on the 2014 PASEC, Togo's performance was weaker than for similar countries.</p> <ul style="list-style-type: none"> • Regional disparities: There are wide disparities in the learning outcomes between regions in Togo. Students in the capital region performed better in the 2014 PASEC compared to those in other regions. • Public and Private schools: There are also differences between public and private schools, with private schools performing significantly better than the public schools. For 2014 PASEC, private school students had scores 69.1% above the national average for grade 2 French and 55.8% above average for grade 2 Math. A similar trend was seen in grade 6 (55.1% and 59.8% above average for French and Math). • Gender disparities: PASEC 2014 scores were similar for boys and girls.
Equity, gender equality and inclusion	
Changes in (i) gross and (ii) net enrollment rates (basic education <u>including pre-primary</u>) during review period (by gender, by socio-economic group, by rural/urban)	<p>Pre-Primary:</p> <ul style="list-style-type: none"> • GER increased from 8.7% in 2010 to 37.2% in 2017 (JSRs) <p>Primary:</p> <ul style="list-style-type: none"> • GER: decreased marginally from 132% in 2011 to 128% in 2017 • NER: increased from 83.9% in 2011 to 93.8% in 2017 <p>Lower secondary:</p> <ul style="list-style-type: none"> • GER: increased from 67.3% to 75.8% • NER was 36.3% in 2017
Changes in (i) primary completion rate and (ii) lower secondary completion rate (by gender)	<p>Primary gross intake rate to the last year for girls increased from 80% (2013 -14) to 91.7% in 2017-18. (Annual Statistics). The overall gross intake rate increased from 76% in 2011 to 91% in 2019 (RESEN 2019). However, the National Statistics report states that 6 out of 10 students do not complete primary school (MEPS 2018).</p>

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
	Lower secondary gross intake rate to the last year increased from 41% in 2011 to 48% in 2018 (RESEN 2019). The gross intake rate for girls increased from 28.9% to 42.8% between 2014 and 2018 (Annual Statistics).
Changes in out of school rates for (i) primary and (ii) lower secondary	Percent of out-of-school children at the primary level remained roughly the same between 2014 and 2017- fluctuating from 8.5% in 2014 to 8.9% in 2016 and decreasing marginally to 8.3% in 2017 (UIS data). ³¹⁶
Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)	88.1% of out-of-school children are located in rural areas, compared to 11% in urban in 2017, a slight increase compared to 2010 when 85.6 percent of OOS were in rural areas and 14.4 percent in urban areas (RESEN 2019).
Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)	Transition rates have remained stable: Primary to lower secondary transition increased from 69.8% in 2014 to 70.4% in 2016. The gender parity index decreased slightly from 0.96 in 2012 to 0.93 in 2016.
Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education	Primary repetition rates decreased from 21.5% in 2011 to 13.7% in 2017. ³¹⁷ Lower secondary repetition rate has remained the same. It was 22.5% in 2013 and 22.3% in 2016 (UIS data). Based on RESEN 2019, the repetition rate reduced marginally from 22% in 2010 to 20.2% in 2018. The cumulative dropout rate between 2012 and 2014 for primary increased from 37.6% to 51.1%, but no recent data was available.

³¹⁶ The 2019 RESEN reports the percentage of out-of-school children of primary school age in 2017 as 9.5 percent. The number of out-of-school children varies by sources. The 2019 RESEN reports 162,728 OOS children, of which 88,794 between 6-9 years old. UIS reports 103,487 OOS children of primary school age in 2017, an increase from 2014, when there were 98,079.

³¹⁷ The official repetition rate for 2017 reported in the JSRs, the UIS and administrative data was 8 percent for 2017. However, due to misreporting, the numbers presented here are based on the MICS survey results, which are reported on in the RESEN 2019.