I. Project Context

Country Context

A landlocked country covering an area of 1,284,000 km², Chad is a country rich in resources. In addition to being rich in minerals, it also has oil and became an oil-exporting state in 2003. Chad is divided into multiple regions: a desert zone in the north, an arid Sahelian belt in the centre and a more fertile Sudanese savanna zone in the south. It faces adverse climate conditions including prolonged droughts in some areas and yearly floods in others, as well as wind erosion, and desertification, leading to recurrent food crises and population displacement. It is home to over 200 different ethnic and linguistic groups. Arabic and French are the official languages and Islam and Christianity are the most widely practiced religions.

Since its independence in 1960, the country has experienced instability, violence and number of military coups resulting in a string of one-party regimes. By the mid-1990s, the situation had stabilized and in 1996, Idriss Déby was elected president in Chad's first multiparty election and was again re-elected in the most recent presidential elections in 2011. Despite the political continuity, the country is considered a fragile state, being exposed to security crises and affected by instability in the sub-region.
The country’s economy is largely dominated by the agriculture and extractive industries, especially oil. Since 2000, with the advent of the oil era and the high-level of investment in this sector, the gross domestic product (GDP) expanded rapidly. Nominal GDP grew by 15% between 2000 and 2011, with a peak growth rate of 48.3% in 2003-04 and real GDP reached US$10 billion in 2011. Boosted by oil revenues, public revenues also grew significantly and contributed to significant increases in infrastructure investments. The average annual deficit is FCFA131 billion and external debt service represents on average FCFA20 billion a year. Price patterns are erratic as a result of the country’s dependence on food imports and the international oil market; the inflation rate was negative in recent years but it picked up in 2012 and was 2%.

The economic performance of the last decade was not accompanied by similar improvements in poverty level and human development (HD) indicators. Chad remains one of the ten poorest countries in the world, with more than one-half (53.2%) of its population living on less than US $1.25 per day and is ranked 183 out of 187 on the UNDP Human Development Index (HDI) (2011) . Achieving most Millennium Development Goals (MDGs) by 2015 therefore remains out of reach. And this is particularly worrisome given the high population growth rate of 3.4 % (or 3.6% including refugees. The current population is estimated to be about 12 million people. The country’s high population growth rate is largely a result of having the highest high fertility rates (7 children per woman) in the world. The population is unevenly distributed across the territory – 47% of the population is concentrated on only 10% of the total area of the country – and largely in rural areas, with only 21.7% of the population living in urban areas.

**Sectoral and institutional Context**

Overview of the system.

The education system in Chad is subdivided into early childhood education (almost inexistent, gross enrolment rate (GER) of 2%), six years of primary education, four years of lower secondary education, three years of upper secondary education, and higher education. Teachers are trained at the upper secondary level for service in primary schools and at the university level for service in secondary schools. Recent (2013) ministerial restructuring shifted responsibilities for primary and lower secondary to the Ministry of Basic Education and Literacy (Ministère de l'Enseignement Fondamental et de l'Alphabétisation, MEFA), for upper secondary (general and technical) to the Ministry of Secondary Education and Professional Training (Ministère des Enseignements et de la Formation Professionnelle Secondaires, MEFPS) and the responsibilities for higher education, research and post-secondary professional training to the Ministry of Research and Higher Education (Ministère de l'Enseignement, de la Recherche et de la Formation Professionnelle Supérieure, MERFPS). Primary and secondary education is delivered by three different types of schools, namely community, public, and private schools.

Parents and communities play a crucial role in the country’s education system. In the context of the civil war which followed independence, Parents’ Associations (Association des Parents d'Eleves - APE) substituted themselves to the State which was unable to respond to their demand in setting up schools and continue to largely support the sector development today. APEs are nowadays especially involved in: (i) the construction of new schools (called community schools); (ii) the recruitment and management of community teachers (CTs) working in both public and community schools; and (iii) the collection of student fees and provision of financial and in-kind support in all types of school. Community schools enrolled over 33% of primary students in 2010-11.
Community teachers account for the largest portion of the teaching force at the primary level and represent a growing phenomenon in lower secondary education.

Finance, Management and Strategy.

Public funding of education is low. Only 2.5% of GDP and 10.3% of the state budget was allocated to education in the past 10 years. Most of the education budget is used to cover salaries. Nevertheless education expenditures have grown by nearly 7% annually since 2001: FCFA 89 billion in 2010. The share of expenditures going to primary education was 38% in 2010, 90% of which is in wage bill and subsidies. Budget execution rate is about 90% and executed allocations to education were only about 60% and 78% of the established national poverty reduction strategy targets in 2004-07 and 2008-09 respectively.

Management in the education sector is facing many challenges. This includes the sub-optimal allocation of human and material resources to schools, highly centralized financial and human resources management, as well as a limited capacity and funding among the decentralized structures including inspections and pedagogical advisers. Furthermore, the sector’s capacity in monitoring and evaluation (M&E) is also limited. Production of national statistics on education is regularly delayed by more than a year, there is no standardized assessment system, and statistics and results from M&E are rarely used to inform planning and operational decisions.

The Interim Strategy for Education and Literacy. The Government recently prepared an Interim Strategy for Education and Literacy (Stratégie Intérimaire pour l’Éducation et l’Alphabétisation, SIPEA) covering the period from 2013 to 2015 which addresses issues of quantity and quality indicating that, although goals with regards to access have not yet been reached, the Government acknowledges that ensuring that conditions are met for the delivery of a quality education is important. The SIPEA was developed in consultation with civil society, relevant ministries as well as the financial and technical partners (FTP) and was confirmed by the Government through a letter of educational policy and endorsed by the Local Education Group (LEG) in August 2012. The strategy focuses on primary education, adult literacy, non-formal basic education, as well as capacity-building for planning, management, and M&E at all levels. It also include studies to identify strategic options for other subsectors and to prepare a Ten-Year Plan for the Development of Education and Literacy (Plan Décennal de Développement de l’Éducation et de l’Alphabétisation, PDDEA).

Expenditures in the context of the SIPEA are estimated to be FCFA 296 billion (US$592 million) while indicatively earmarked government resources are estimated at FCFA 235 billion (US$469 million). The financing gap therefore stands at FCFA 61.28 billion (26.1% of the costs of implementing the SIPEA) or about US$123 million. Apart from funding from the International Development Association (IDA) through the proposed project, planned external financing and funding currently available for implementation of the SIPEA totals US$106 million resulting in a financing gap of about US$17 million.

Key inputs

Infrastructures: Despite various construction programs having been rolled out in recent decades, first mainly by donors and, since the arrival of oil revenues, largely by the government, quality and quantity of school infrastructure remains deficient. In 2011-12, the pupils-to-classroom (PTC) ratio
was 61 on average (often as high as 100 or 200) and 153 if restricted to permanent or semi-
permanent classrooms. About 10% buildings made of “hard” materials (masonry) are in a state of
disrepair due to lack of maintenance and approximately 75% of existing school buildings are
temporary shelters made of poto-poto (adobe) or Secko (millet straw). Often this results in delayed
school entry (after the end of the rainy season in October, millet need to be dry before being used) as
well as frequent cancellations and early closing due to rain and strong winds.

Teaching and learning material. Institutional capacity in curriculum and textbook development was
successfully strengthened through the setting-up of the National Curriculum Center (Centre National
des Curricula, CNC) under Education Sector Reform Project Phase 1 (PARSET 1, P000567).
Although the design of the new curriculum and textbooks for grades 1 to 6 is complete and ready for
printing and distribution, teaching and learning materials in primary schools in all regions of the
country are still scarce. In primary schools, textbook-to-student ratios vary from 1:5 for science to
1:4 for French and math and guides-to-teacher ratio vary from 1:7 in science to 1:4 in math. In upper
secondary, the situation is even worse. Textbook-to-student ratios vary between 2:100 and 5:100
across subject and specialized teaching and learning facilities such as computer rooms, laboratories,
and libraries are extremely rare. This may in part explain the there is a lack of students pursuing
study of sciences.

Teachers: There are currently five categories of primary education teachers with highly disparate
qualifications and conditions: three levels of community teachers (CT0, CT1, and CT2) and two
levels of civil servant teachers (assistant teachers and teachers). CT0 are solely supported by the
community while CT1 and CT2 receive state subsidies. The subsidy system, however, which aims at
relieving some of the burden which usually falls on parents, is deeply flawed. Subsidies are small
and are often paid late (on average approximately 6 months late), and payment agents have been
reported to “tax” the subsidy for up to 20% of the amount. On the contrary, the average pay of civil
servant teachers is extremely high, up to 7.3 times the GDP per capita for teachers and 5.2 times that
for assistant teachers (compared to the Sub-Saharan Africa average of 4.5 times GDP per capita).

The quality of teaching in Chad is weakened by a high pupil-to-teacher ratio (PTR), inefficient
allocation of teachers to schools (with PTRs varying between 43 and 120), a large share of teaching
force with limited content knowledge and pedagogical skills as well as the coexistence of
inconsistent training and recruitment policies. At the primary level, about 3,000 individuals are
trained as teachers on a yearly basis in one of the country’s 22 Teacher Training College (Écoles
Normales d’Instituteur, ENI) but budgetary constraints and high salary levels limits the number of
qualified primary education teachers that can be integrated in the civil service and deployed to
schools (that need them) to about 1,300. As a result, more than 13,000 qualified teachers, having
recently completed ENI training, are awaiting integration (and their newly acquired knowledge is
not being used and, therefore, may be lost over time). Meanwhile, confronted with a dearth of
qualified teachers and increasing enrolment, parents and communities continue to recruit CTs that
are very poorly trained – if at all. CTs represent 75% of the teaching staff in primary public and
community schools taken together, and 64% of the teaching staff in public primary schools. At the
upper secondary level, most teachers are qualified in their field of study but have rarely been trained
as teachers and are thus lacking fundamental pedagogical skills.

Effective teaching time: The school year is often two or three months shorter than the official
calendar and high teacher absenteeism (11% and 29%, depending on year and location) is
 correlated with low learning outcomes. Many of the challenges taxing the system can potentially
explain this limited teaching time including, as mentioned earlier, temporary classrooms, CTs forced
to participate in competing activities to supplement or substitute their income when confronted with delays and irregularities in the payment of their subsidies, contracting conditions and infrequent visits by inspectors and pedagogical advisers.

Outcomes and relation with key inputs

Enrollment and dropouts: Despite recent improvements in enrollment and access, many challenges remain. In 2010-11, while the primary GER reached 91% (and access to grade 1 reached 120%), the average net enrolment rate (NER) falls between 51% and 65% (depending on the sources), indicating a large proportion of out-of-school primary school age children and low internal inefficiency. Transition rates from primary to secondary are relatively high but only result in a GER of 21% and 19% at the lower and upper secondary levels respectively. Technical and vocational education and training (TVET) is marginal, with only 1.5% of upper secondary students enrolled in TVET. Enrollment in higher education is limited: 20,349 in 2010, of which 72% are enrolled in public institutions. Children continue to enter primary school until around 11 years old and only a little more than one third (37%) complete the primary cycle. Overall cumulative survival rates within the primary cycle are extremely low with the highest drop in survival rates observed in the earlier grades.

Gender and regional disparities are important and increase as one moves through the system. The parity index in GER is 0.75 at the primary level, 0.44 at the lower secondary level, and 0.30 at the upper secondary level. In geographic terms, the southern regions are generally at an advantage. Most indicators in the north regions are lagging substantially compared to the rest of the country and are generally below average in the Center, Eastern and Western regions. For example, primary education GER is around 95% in the South while it varies between 20%-40% in the North and the probability of never have attended school is especially high in the North. However, drop-out rates in primary school are especially high in the Southern regions, indicating challenges of their own.

Analysis of EMIS and household survey (see Table 6 in Annex 7) data indicate that, to increase access, one should aim to create new schools and tackle the cost constraints faced by certain households, especially in the Northern regions. On the other hand, to increase survival rates, especially in Southern Regions, one should aim to increase textbooks-to-student ratios, percentage of permanent school building, the number of latrines, and demand-side factors related to return to education (not useful, no interest), more diffuse categories such as “family not wanting” and “others” and, to a lesser extent, to the opportunity cost (work).

Learning: Learning levels are low and point to the urgency of tackling quality issues. On the two Programme d’Analyse des Systèmes Educatifs (PASEC) assessments carried out, 2004 and 2010, no average student scores reached the 50% threshold and 1 in 4 students score less than 10%. Similarly, on tests used, in the context of the Public Expenditure Tracking Survey (PETS) to assess students’ learning outcomes from a small sample of 88 schools located in 7 regions, average scores were 23% and 32% in French and 53% and 59% in math, for grade 2 and 4 respectively. Apart from PASEC, there exist no standardized tools used to assess of student learning at the national level. At the secondary and higher education levels, except for passing rates on the end-of-cycle exam, evidence on quality outcomes is lacking.

Evidence from PASEC surveys in Chad (see Table 7 in Annex 7) suggest that conditioning on school socioeconomic status, and teacher and student characteristics, availability of class materials
are a significant predictor of students sitting final primary school exams but that this is not significantly different from zero when looking directly at performance on standardised tests. Although point estimates on electricity access in the classroom suggest that this may improve performance, these are weakly determined, and not significant at typical levels. Teacher performance appears to be a statistically and economically important predictor of both test scores and primary school test completion, with increases in teacher absence overwhelmingly appearing to negatively influence student performance. Pedagogical training in particular appears to be an important determinant of test scores, representing nearly a 1 standard deviation increase in the test score distribution. These results from teacher training are supported by findings from Public Expenditure Tracking Survey (PETS) test score analysis (Moser, 2012). In these tests, student performance responded positively to teacher training, specifically whether or not the teacher had completed a high-school diploma. The PASEC scores analysis also provides evidence in favour of the effectiveness of school management committees and (weak) evidence that reductions in student/textbook ratios may increase performance. In those schools where APEs meet more regularly, student performance appears to be higher by around 0.1-0.2 of a test-score standard deviation. Reducing the number of students per French book in a classroom does seem to increase likelihood of passing to final exams, however similar results are not seen when reducing students per book ratios in mathematics classes nor on the test scores. Given that the textbooks are unlikely to be useless in improving learning; this potentially highlights the need for a quality-oriented intervention to go further than simply distributing textbooks and contemplate, for example, implementation mechanism promoting appropriate use of the material.

Rationale of the project

As illustrated above, despite recent efforts to reform the education sector, the “business as usual” approach has not resulted in sufficient improvements in student retention or learning outcomes. The project will therefore support the government to leverage its economic growth to improve human development indicators by identifying high-impact and cost-efficient interventions. To do so, the project will build on lessons learned from prior reform efforts (e.g. community-based approach to construction), support changes in inputs shown above to have impact on completion rates and learning, and support innovative and cost-efficient approaches for fast tracking improvements in the education system. A rigorous monitoring and evaluation framework will also be set up, including impact evaluation of several of the project’s intervention.

II. Project Development Objectives

The proposed Project Development Objective is to (i) improve teaching and learning conditions in primary and upper secondary schools in selected areas and (ii) strengthen the system to facilitate evidence-based decision-making in the education sector.

III. Project Description

Component Name
Supporting teaching and learning conditions in primary schools
Supporting teaching and learning in secondary schools
Project Management, Monitoring and Evaluation

IV. Financing (in USD Million)

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V. Implementation

The project will be implemented over a five-year period, beginning in November 2013. The proposed closing date is October 31, 2018. The MEFA and MEFPS will be the implementing agencies for the project. A Steering Committee will be established under the umbrella of the MEFA, with representative of MEFPS, all technical departments involved in the Project, the Ministry of Planning, Budget Director, the Ministry of Finance, the FENAPET and teachers' unions. Within MEFA, the project will be overseen by the Direction des Projets (DPE), which coordinates the efforts and funding of all donors involved in the basic education sector in Chad. Implementation will be coordinated by the Project Coordination Unit (PCU), overseen by the DPE and located on MEFA grounds. The PCU will be responsible for project coordination and supervision of the civil works component, procurement, financial management, compliance with safeguards policies, and monitoring and evaluation. The Direction Générale de l'Éducation (DREN) will be responsible for the regular supervision of the project in the field and submit quarterly reports to the PCU.

Project implementation will be the responsibility of each department concerned within the relevant implementing agencies. The responsibility for the construction/rehabilitation will be fully delegated to the APEs, which will be responsible for (i) indicating their interest in participating in the civil works activities, (ii) signing an agreement with MEFA in which they commit to build classrooms and latrines in compliance with standards, plans and specifications, and (iii) submitting payment requests to MEFA for the construction costs. Under the signed agreement, MEFA will commit to granting funds to the APEs financing 100% of the estimated construction cost, provided that the projects are carried out in accordance with plans and specifications of the Project Implementation Manual.

VI. Safeguard Policies (including public consultation)

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VII. Contact point

World Bank
Contact: Marie-Helene Cloutier  
Title: Education Economist  
Tel: 473-5275  
Email: mcloutier@worldbank.org

**Borrower/Client/Recipient**  
Name: The Government of Chad  
Contact: Adour Bachar Brahim, MPECI  
Title: Secretaire General  
Tel: 235-22517153  
Email: bachar_brahim07@yahoo.fr

**Implementing Agencies**  
Name: Project Coordination Unit  
Contact: Mahamat Al-boukharri Adam Barka  
Title: Project Coordinator, MEFA  
Tel: 235-66266696  
Email: barka_adams@yahoo.fr

**VIII. For more information contact:**  
The InfoShop  
The World Bank  
1818 H Street, NW  
Washington, D.C. 20433  
Telephone: (202) 458-4500  
Fax: (202) 522-1500  
Web: http://www.worldbank.org/infoshop