



1. Project Data:		Date Posted : 08/14/2002	
PROJ ID: P000517		Appraisal	Actual
Project Name: Basic Education V	Project Costs (US\$M)	33.8	33.95
Country: Chad	Loan/Credit (US\$M)	19.3	17.9
Sector(s): Board: ED - Primary education (78%), Central government administration (12%), Tertiary education (5%), Other social services (5%)	Cofinancing (US\$M)	5.6	5.6
L/C Number: C2501			
	Board Approval (FY)		93
Partners involved : KfW	Closing Date	06/30/1999	06/30/2001
Prepared by :	Reviewed by :	Group Manager :	Group:
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2. Project Objectives and Components			
a. Objectives			
<p>The project was to improve the access, quality and efficiency of primary education, primarily in rural areas and nationwide for girls. It supported a national development program for primary education designed to achieve the following targets for 1998: raising overall primary enrollment rate from 59% in 1990 to 65% and the share of female enrollment from 31% to 36%, and reduce the average repetition rate from 30% to 20%. Secondary objectives were to promote a more efficient resource use in the education sector.</p>			
b. Components			
<p>To achieve these objectives and to help finance recurrent costs entailed by project investments, the project supported policy measures to: (a) increase public expenditures on primary education; (b) increase efficiency in the use of primary school teachers and classrooms; (c) promote girls' participation in primary education; and (d) encourage private initiatives in the provision of education. Within the framework of the policy measures, the project was to finance investments designed to: (i) improve the access and quality of primary education nationwide (US\$24.8 million); (ii) support a pilot school improvement program for primary education in three regions (US\$3.3 million); and (iii) strengthen critical sectoral institutions (US\$2.6 million). During mid-term review, the textbooks and evaluation component were integrated into others, and the number of components was reduced, though project size remained the same.</p>			
c. Comments on Project Cost, Financing and Dates			
<p>After extensions totaling two years, the project was closed; about US\$1.3 million was cancelled.</p>			
3. Achievement of Relevant Objectives:			
<p>Objectives were partly fulfilled. Enrollments increased substantially, from 46% at the start of the project to about 72%, compared to a target of 65%. Girls' enrollment increased from 31% to 55% in the same period, against a target of 36%. Repetition dropped only slightly, from 30% to 28%. About 1145 classrooms were constructed, against a target of 1375. However, the quality-related components were not fully implemented.</p>			
4. Significant Outcomes/Impacts:			
<p>Some policy measures to rationalize teachers and classrooms were implemented, such as double shift in about 20% of schools, while automatic promotion met with resistance. (Though they may rationalize student flows, these policies diminish the quality of education in other countries.) No studies were carried out to assess their effect. Teacher training curricula were developed, and about 1908 community teachers and 750 headmasters received training, but training quality and impact are uncertain. Despite lack of human resources, an evaluation and testing system was developed and experimented in 50 schools across three regions. (No outcome data were presented.) Instruction in mother tongues was tried with considerable success (no data presented), but the government did not agree to generalize this successful experiment. Large amounts of resources were given to enable small schools to accommodate girls, and enrollments in some areas rose from 8% to about 36%. Parents' associations received financial support to pay community teachers and developed a strong partnership with the schools. Finally, 50 government officials were trained in school mapping techniques, and computing equipment was acquired.</p>			
5. Significant Shortcomings (including non-compliance with safeguard policies):			
<p>The project was implemented right after a civil war that had depleted the country's financial and human resources. The first three years of implementation were marked by poor performance, lack of government commitment and support to the project, and noncompliance with provisions of the credit agreement. The project was too complex, and</p>			

task managers changed six times. The Bank promoted measures that were ineffective or even detrimental to quality, including automatic promotion books for every 2-4 students. (OED experience from other countries suggests that unless there is about one book per student, classroom use of textbooks becomes too difficult, and they may remain unused.) Added to double shifts of diminished class work, these measures militated against learning achievement. The 28% repetition rate may be an outcome of these quality-oriented policies. At any rate, even the modest numbers of textbooks could partly be delivered. Many textbooks were stolen and sold in markets (as it also happened in the previous project); eventually textbook ratio was 1 for every 3 students in French and math, and for every 6 students in science. Part of the implementation was carried out through foreign technical assistance, with little impact in improving institutional knowledge.

6. Ratings :	ICR	OED Review	Reason for Disagreement /Comments
Outcome :	Satisfactory	Moderately Unsatisfactory	Objectives were partly achieved. Enrollments increased, but quality of education remained low. Though objectives were relevant, project efficacy and efficiency remained modest.
Institutional Dev .:	Modest	Negligible	The multiple irregularities and continuing lack of coordination among agencies in the Ministry of Education indicate that the project had little if any institutional development impact. The ICR states that the various measures still do not bring visible and durable change in the management and functioning of the Ministry.
Sustainability :	Likely	Unlikely	Policy decisions regarding financing of teachers and inputs from HIPC funds may sustain increased enrollments, but quality inputs are not sustainable, and instructional effectiveness is thus not sustainable.
Bank Performance :	Unsatisfactory	Unsatisfactory	
Borrower Perf .:	Unsatisfactory	Unsatisfactory	
Quality of ICR :		Satisfactory	

NOTE: ICR rating values flagged with '*' don't comply with OP/BP 13.55, but are listed for completeness.

7. Lessons of Broad Applicability:

- In countries with difficult implementation environments, complex projects with multiple components face considerable obstacles. Particular care should be taken to integrate lessons from earlier projects in follow-on projects.
- An accurate institutional assessment is needed to estimate the degree of complexity a project can realistically have.
- Foreign technical assistance has a limited impact on strengthening institutional knowledge; implementation may be best left to national agencies.
- Procurement and distribution of high-quality textbooks is a difficult component to carry out in many low-income countries. More detailed study is needed to understand how to avoid theft and how to substantially increase availability (e.g. provide one textbook per student) and how to improve the relevance of the textbooks to Chadian realities.
- Instruction in the mother tongue is an effective way for students to begin education, and such students have high success rates. However, governments are often reluctant to allow mother-tongue instruction on a large scale.
- Care should be taken to develop professionally the contract or community-contract teachers that many low-income countries depend on. However, their wage bill must continue being sustainable by governments.

8. Assessment Recommended? Yes No

Why? No education projects have been 'audited' in Chad; outcomes of recent projects are marginal. Chad has severe implementation constraints in meeting education for all targets. An assessment would yield lesson of broader applicability to reaching EFA in the poorest countries.

9. Comments on Quality of ICR:

Overall quality is marginally satisfactory. Important evidence on achievement testing and language of instruction outcomes was not presented. There are holes and mistakes in the annexes, and there not even a clear statement of how much of the loan was disbursed. There are also discrepancies between the ICR and the SAR, such as the enrollment rate at the beginning of the project, and disbursement figures are unclear.

