

Chad: Primary education

Ex post evaluation report

OECD sector	11220 – Primary education	
BMZ project ID	1994 65 865	
Project executing agency	Direction des Projets Education (DPE) in the Ministry of National Education	
Consultant	HYDROPLAN	
Year of ex post evaluation report	2007	
	Programme appraisal (planned)	Ex post evaluation report (actual)
Start of implementation	Q4 1995	Q1 1997
Period of implementation	4 years	5.8 years
Investment cost	EUR 8.15 million	EUR 8.13 million
Counterpart contribution	EUR 0.48 million	EUR 0.46 million
Financing, of which FC funds	EUR 7.67 million	EUR 7.67 million
Other institutions / donors involved	GTZ, World Bank	GTZ, World Bank
Performance rating	3	
Relevance	2	
Effectiveness	2	
Efficiency	3	
Overarching developmental impact	3	
Sustainability	3	

Brief description, overall objective and project objectives with indicators

The FC project was part of the "Projet d'Enseignement Fondamental" devised by the World Bank in cooperation with the Government of Chad in the framework of the "Education V" sector programme and continued as the "Programme d'Appui à la Réforme du Secteur de l'Education au Tchad" (PARSET). The overall objective of the FC project was to improve primary education for a larger number of pupils. The construction of new primary schools was intended to make it easier to access primary school establishments (project objective).

The FC financial contribution of roughly EUR 7.7 million was used in the framework of a parallel financing for the construction of 650 classrooms and their equipment with classroom furniture in the (then) provinces of Mayo Kebbi/Tandjilé and Ouaddaï-Biltine. (After the administrative reform implemented in 2003, the borders of the regions were redrawn and the new regions are now Mayo Kebbi Est, Mayo-Kebbi Ouest and Tandjilé as well as Ouaddaï and Wadi Fira.)

Project design / major deviations from the original project planning and their main causes

In the framework of the FC project 827 classrooms were built, of which 650 were financed with FC funds and 177 with money provided by parents' associations (APE). The parents' associations, which have been very active in Chad for a long time, participated in the construction of the classrooms, but also in other activities such as the construction of offices for the school directors, wells on the school premises and accommodation for teachers as well as the provision of trees and plants for the school yards (to provide shade). This counterpart contribution rendered by the APE amounted to about 10% of the total construction costs.

All school building measures were implemented in the two DC programme regions (400 classrooms at 123 sites in the south west and 250 classrooms at 94 sites in the north east). The decision about the selection of sites was taken together with the Ministry of National Education on the basis of the criteria worked out by the World Bank in the framework of Education V programme (in coordination with the TC project). Besides aspects of school mapping and planning (catchment areas, enrolment situation, demand for education), these criteria were mainly geared at parent involvement and ownership of the schools by the local communities.

The FC financed building measures were carried out in units of two to three classrooms and the construction method applied was low-cost, simple and functional. The class rooms were equipped with school furniture produced by small local firms.

Since the borders of the DC programme regions had been redrawn, an adjustment of school locations became equally necessary. Due to the open concept of the project this was possible without any problems. Due to the failure of the originally chosen implementation organisation, but also due to problems of site selection in one region, consulting costs increased and the start of construction was delayed for several months. It was possible through the assignment of a long-term consultant for the supervision of construction works to at least partially compensate for the time lost.

Key results of the impact analysis and performance rating

"Education for all", the MDGs relating to education and the role of education in poverty reduction are central requirements to be met by education policy in Chad. During the project appraisal the low quality and quantity of education in the primary school sector had been identified as the main problem. This was correct and still constitutes the developmental priority also from today's perspective.

The synergy of quantitative and qualitative measures, which was achieved at through the integration of the project into the sector programme and the joint action of FC and TC, was plausible. By providing better infrastructure at almost 7% of state primary schools the project contributed to a qualitative improvement of teaching and learning in the project regions. Nevertheless, it has to be added that the assumption made in the project appraisal report that given the fragile political structures there was only limited scope to eliminate the qualitative deficits is still correct. Though the Chadian government attaches great importance to the education sector (education for all (EPT), MDGs, SNRP), the willingness to actually implement the necessary reforms at the highest political level is still weak.

The education system is basically still in the stage of build-up, both in terms of quantity and quality. Despite all efforts made so far, not even 60% of school-age children have the chance to attend school. Even without taking account of the annual population growth of at least 3.1% more than 27,000 additional classrooms are currently needed (replacement for makeshift buildings and additional rooms for children not enrolled up to now).

By providing 650 new classrooms the school buildings financed by KfW make a contribution to improving primary education in Chad. The new classrooms have usually replace the makeshift buildings constructed by parents and are mainly used by pupils in higher grades. The aspired utilisation rate of 45 to 50 pupils per newly built classroom (indicator 1 for the achievement of the project objective) was clearly exceeded. The rate was 56 at the schools inspected. As classes in the final grades usually have fewer pupils, the school directors tend to combine classes to be able to use the spare rooms differently. Teaching in shifts is practiced at only one of the FC-financed municipal schools. Many schools are also available for parents' meetings and for adult education. According to information provided by MEN more than 90% of classrooms are used on a long-term basis.

The average construction costs of around EUR 9,000 per classroom are not significantly higher than the costs estimated at project appraisal (EUR 8,670) and are adequate overall. The buildings have been in use for five years on average and are still in an acceptable condition. No structural damage to the buildings has been reported. Due to the simple, solid and appropriate method of construction only little maintenance was required in the last 5 to 7 years by the municipalities and it can be assumed that this situation will not fundamentally change in the next 5 to 7 years. Due to problems with the implementation organisation and deficiencies on the part of the project executing agency considerable delays occurred at the beginning of the project implementation. Overall the production efficiency is adequate.

The internal efficiency has improved in the last few years as a result of the sector programmes but has not reached a satisfactory level. In particular in the lower classes the learning results are poor and repeat rates are high due to unfavourable learning conditions caused by overcrowded classes, the lack of teachers and inappropriate curricula (teaching language). This causes inadequately high costs both to the state and to families. The measures implemented by PARSET are aimed at gradually improving this situation¹.

Improving the infrastructure is a major precondition for successful schooling, however, it has to be complemented by further measures to improve teaching quality. Though the number of successful graduates at the schools that benefited from the FC-financed infrastructure by far exceeds the indicator for the achievement of the overall objective this must not disguise the fact that the overall level of expectations was low. A country-wide repeat rate of 21% (2004) and an internal efficiency of primary schools of only 48.6% are an indication of the still existing substantial qualitative deficits of the primary school system in Chad. In view of the low level of primary education, however, the qualitative improvements achieved in the primary school sector are important steps towards implementing the EPT objective and the MDGs, even though the country has still a long way to go to actually achieve the objectives.

As regards equal access of boys and girls to schooling a lot still needs to be done. A positive assessment is given to the project impacts to strengthen the role of parents and the participation of municipal structures, which are mainly the result of the complementary approach of FC and TC. The project had potential to improve gender equality (G1). However, due to the project design this potential was only partially exploited. The decision to have the school latrines entirely built by the parents as a counterpart contribution had negative impacts, because the financial burden on the parents was too high. In consequence, the number of latrines actually built was not sufficient. In Islamic regions this is a major obstacle to girls' schooling.

¹ The mid-term review of PARSET took place in April 2007. However, no results have been presented so far.

The project was aimed at the poor rural population. The parents' associations were involved in the selection of sites for new schools. The target group was intensively involved in the project implementation.

The project was not expected to produce any immediate ecological impacts. However, it can generally be assumed that school education as such will in the long run have a positive influence on people's hygiene and environmental awareness.

The main elements of the project were: the involvement of parents' associations (APE) in the selection of school sites, parents' project participation through the involvement in the construction of classrooms, ancillary rooms, latrines and wells or the provision of trees and plants for the school yards, increased ownership by the municipalities in their schools, but equally the permanent extremely strong commitment of parents to ensuring the ongoing operation of the schools and bringing home the importance of education to people in the villages. The Chadian sector programme PARSET also builds on the experience gained in the context of the project and formalises an active partnership between the state and the National Federation of Parents' Associations (FENAPET) in the sense of an active role played by the APE concept in the quantitative and qualitative improvement of the education in Chad.

The design and construction of the school buildings was simple and functional. Thus, no substantial maintenance measures will be required in the future. This is all the more important because parents in Chad are already burdened to the limit with the operation of the schools and the Chadian state must in future take more of the responsibility for the education sector. Due to lack of transport school supervision in Chad is rather limited; for this reason it will be up to the school directors and parents to identify maintenance requirements and implement the measures required.

Measures to meet the growing demand for schools and classrooms and, thus, to try and satisfy the "education for all" requirement are being carried out in the context of PARSET. Increasingly oil revenues are used for this purpose. As foreseen in the new draft school law the lower secondary school level (Collège) will become increasingly important. Since this level is subject to compulsory education it has to be expanded substantially. The education provided by the state is far from satisfying the ever growing demand for education. To reach the MDGs and the objective of "education for all" substantial improvements in the infrastructure and teacher qualification are necessary.

The sector reform programmes that have been launched will only have an impact if they are being implemented consistently and with long-term commitment. We expect that the quality improvement measures planned in the context of PARSET and the further expansion of the infrastructure will finally be implemented according to plan (even though with a certain delay).

Our overall assessment of the project's developmental effectiveness can be summarised as follows:

- § Against the background of the continued high excess demand for primary education places, we can state that the **relevance** of the project was good, even though there are still bottlenecks in terms of quality and the learning progress made by primary school children is still not satisfactory. We classify the project's relevance as good (sub-rating 2).
- § The average construction costs of around EUR 9,000 per classroom are appropriate. The internal efficiency has improved in the last few years as a result of the sector programmes but has not reached a satisfactory level. Overall, we rate the efficiency of the project as still satisfactory (sub-rating 3).
- § The aspired utilisation rate of 45 to 50 pupils per classroom (indicator 1 for the achievement of the project objective) has been clearly exceeded. If the new buildings had not been pro-

vided the average number of pupils per class would be even higher. We classify the project's developmental effectiveness is good (sub-rating 2).

- § Overall we classify the **sustainability** as just satisfactory because the maintenance on the buildings is low but maintenance services have to be rendered mostly by the parents. The education provided by the state and the financial capacities of Chad are by far not sufficient to satisfy the ever growing demand for education. (Sub-rating: 3).

Despite the good relevance and efficiency, and due to the qualitative deficits and the sustainability risks, we classify project as still having satisfactory developmental effectiveness (**overall rating 3**).

General conclusions and recommendations

The lack of school furniture strongly hampered the teaching and learning situation. When implementing school projects under Financial Cooperation in the future furniture should not only be provided for the buildings constructed in the context of the project but for other solidly built classrooms as well.

As the existence of latrines is of major importance especially if older girls are to stay on at school, the PRODALKA and PRODABO school construction measures should also include the construction of latrines. In parallel, however, a concept for latrine maintenance and hygiene education should be developed in order to provide assistance and instruction to the schools on hygiene matters.

Notes on the methods used to evaluate project success (project rating)

Projects are evaluated on a six-point scale, the criteria being relevance, effectiveness, "overarching developmental impact" and efficiency. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

- 1 Very good result that clearly exceeds expectations
- 2 Good result, fully in line with expectations and without any significant shortcomings
- 3 Satisfactory result – project falls short of expectations but the positive results dominate
- 4 Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
- 5 Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
- 6 The project has no impact or the situation has actually deteriorated

A rating of 1 to 3 is a positive assessment and indicates a successful project while a rating of 4 to 6 is a negative assessment and indicates an unsuccessful project.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability) The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected.)

Sustainability level 3 (satisfactory sustainability) The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also

assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability) The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and an improvement is very unlikely. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. A rating of 1 to 3 indicates a “successful” project while a rating of 4 to 6 indicates an “unsuccessful” project. In using (with a project-specific weighting) the five key factors to form a overall rating, it should be noted that a project can generally only be considered developmentally “successful” if the achievement of the project objective (“effectiveness”), the impact on the overall objective (“overarching developmental impact”) and the sustainability are considered at least “satisfactory” (rating 3).