

REPORT OF THE INDEPENDENT TECHNICAL ADVISORY PANEL (ITAP)

ASSESSMENT OF ENABLING FACTORS¹ CHAD | MARCH 7, 2023

Background

In line with the GPE 2025 operating model, the government and country partners have analyzed country progress in the four enabling factor areas for system transformation. The *Contextualized Enabling Factors Analysis* completed by the local education group and supporting documentation were shared with the ITAP, tasked by the Board with providing an assessment of country status against the enabling factors.

The ITAP assessment seeks to contribute to country policy dialogue on the partnership compact. The ITAP considers the extent to which challenges in enabling factor areas act as bottlenecks to country education system transformation goals. Based on this assessment, it classifies each area as a low, medium, or high priority for action. A designation of high indicates that identified challenges may act as significant bottlenecks to transformation goals.

The ITAP report is shared with the government and country partners to collectively review for any major factual errors that may have affected the ITAP assessment.

The ITAP report is ultimately shared with the Board and feeds into Board decision-making on the system transformation grant allocation, with special attention given to how challenges in the high priority enabling factors are resolved in the country compact.

¹ The ITAP operates as an independent advisory body to the GPE Board. The views expressed in this report are solely those of the ITAP country panel. ITAP country panel members for this report: Susy Ndaruhutse (Chair), Sonia Languille, Richard Sack, Michel Welmond.

Part A: Main Panel Conclusions

Data and Evidence

The Education Management Information System (EMIS)-generated statistics are produced annually and Statistical Yearbooks (*Annuaire statistique*) are available for recent years. A 2021 UNESCO Case Study on EMIS in Chad provides useful recommendations concerning the quality, accessibility, and usability of the EMIS and the Statistical Yearbooks. Learning assessments conducted by CONFEMEN's Programme for Education System Analysis (*Programme d'analyse des systèmes éducatifs de la CONFEMEN*) (PASEC) are also available, most recently from 2019, and previously for 2014. The 2019 exercise was part of a 14-country assessment designed for cross-national and temporal comparability. This means that the norms on which learning was assessed were common for all countries, rather than specific to Chad's curricula. Although the most recent full Education Sector Analysis (*Rapport d'état sur le système éducatif national*) dates from 2016, an Education and Training Sector Diagnostic Report (*Rapport de diagnostic du secteur de l'éducation et de la formation*) was completed in 2021. Both of these analyses make good use of data from the EMIS, PASEC, as well data as from the Multiple Indicator Cluster Surveys (*Enquête par grappes à indicateurs multiples*). The 2018–2020 Interim Education Plan Implementation Monitoring Report (*Bilan de la mise en œuvre du PTAB du PIET 2018–2020*) found evidence that there was no implementation for about 55 percent of the planned activities related to basic education. The ITAP notes the absence of dedicated, in-depth analytical studies on the issues signaled by the sector analyses, including: (i) girls' access and retention; (ii) factors associated with learning outcomes; (iii) financing and resource allocation; and (iv) teacher issues such as motivation, selection and recruitment, and allocation. As a result, the ITAP concurs with the country's self-analysis and is rating this enabling factor as a **MEDIUM priority**.

Gender-Responsive Planning, Policy and Monitoring

The 2006 Education Law (*Loi portant l'orientation du système éducatif Tchadien*) establishes education as a basic right of all Chadians and states that education is an "absolute" national priority. Chad has also made numerous commitments to address the education needs of specific populations including refugees. Chad has put in place a 2020–2024 National Contingency Plan for Education (*Plan national de contingence de l'éducation du Tchad*) that includes actions necessary to ensure that vulnerable children have access to education, particularly in areas affected by droughts, floods, or epidemics, as well as in response to refugee crises. Chad clearly considers education a human right.

Although gender issues are commonly mentioned in many documents, the country lacks a comprehensive policy and plan that specifically focusses on gender and education with targets, monitoring mechanisms and discrete well-funded programs. Despite this,

developing a sector specific plan is included in the current Three-Year Budgeted Action Plan (*Plan triennal d'actions budgétisés*) (PTAB).

The education planning process has been severely affected by Chad's particular context: oil price instability, security challenges, extreme weather events, extraordinary refugee inflows from neighboring countries. The PTAB associated with the 2018–2020 Interim Education Plan (*Plan intérimaire pour l'éducation au Tchad*) (PIET), was not functional, considering that most nationally-funded activities were not implemented and that it did not serve as an effective instrument for tracking externally financed activities. The 2022–2024 PIET 2 and its PTAB incorporate lessons learned and hopefully will enable the government and other interested stakeholders to better monitor the sector program. As a result, the ITAP concurs with the country's self-analysis on this enabling factor and rates it as a **MEDIUM priority**.

Sector Coordination

Inclusive Sector Dialogue and Coordinated Action:

Chad has an overarching Partnership Framework (*Cadre partenarial*) for coordination and three main structures in place for promoting inclusive education sector dialogue and coordinated action across the humanitarian-development-peace nexus. These include the Local Education Group (*Groupe local des partenaires en éducation*), the Education Cluster and the Refugee Education Working Group. They are all operational and meet regularly including at the annual Joint Review of the Education Sector (*Revue sectorielle conjointe de l'éducation*), though the ITAP notes there is room for improved coordination and information-sharing across these three groups and from central to local level. There is also a need to strengthen coordination capacity at central and especially at local levels. Given the structures and processes are in place and functional, but there is a need for further capacity development to strengthen coordination, the ITAP concurs with the country's self-analysis on this enabling factor and rates it as a **LOW priority**.

Coordinated Financing and Funding:

Chad has never had any kind of joint financing mechanism for education and there were 13 development and humanitarian partners providing external funds for the 2018–2020 PIET though all of this was off budget. These funds were not clearly mapped out according to the needs and gaps identified in the PIET with potential for an imbalance of resources in some geographic areas due to limited coordination. There are delays in the disbursement of these external funds and no data on execution rates. All of this indicates to the ITAP a direction of travel away from greater alignment, accountability and aid effectiveness. The combination of these factors undermines the potential for external funding to support significant education system transformation in Chad. As a result, the

ITAP concurs with the country's self-analysis and is rating this enabling factor as a **HIGH priority**.

Volume, Efficiency and Equity of Domestic Financing

Over the 2022–2025 period, the government's financial effort towards education is set to remain low, below the GPE benchmark of 20 percent of total government expenditure or 4 percent of GDP. Consequently, this is insufficient to achieve universal primary education and support systemic transformation in education. The country remains highly dependent on external aid to finance its educational investments and part of the teachers' wage bill. Households also shoulder a high share of school operational costs. While the government is committed to achieve 20.8 percent of public expenditure (excluding debt service) to education by 2026, Chad's macroeconomic, political and ecological vulnerability calls for a prudent assessment of this more favorable horizon. Moreover, little funding is available to operationalize government strategic commitments towards the educational needs of girls and other vulnerable groups and to fund interventions geared towards quality learning. Despite recent efforts to rationalize the allocation of financial, material and human resources according to standards and needs, the country continues to face major inefficiencies and inequities in public spending. As a result, the ITAP concurs with the country's self-analysis and is rating this enabling factor as a **HIGH priority**.

Part B: Assessment of Enabling Factors

1. Data and Evidence

Education Management Information Systems (EMIS)

An Education Management Information System (EMIS) has been in place since 2014 and Statistical Yearbooks (*Annuaire statistique*) are produced regularly (except for 2017/2018 and 2018/2019 when school surveys were not conducted). The Statistical Yearbooks cover data for all levels of education, including technical and vocational but excluding higher education. A 2021 UNESCO Case Study on EMIS in Chad, which acts as an audit, characterizes the EMIS as “comprehensive in terms of the steps involved”, not lacking of data, but challenged by issues of “the coverage, coordination and use of the data collected.” Where appropriate, the data are disaggregated by gender and by type of school (public, private, community), as well as by location (rural/urban), province and language of instruction. Data on students with disabilities and other vulnerabilities are limited to student numbers by type of school and province. The EMIS data in the Statistical Yearbooks are sufficiently extensive, disaggregated, and accessible to provide the basis for the excellent tables, graphs and figures presented in the two education sector analysis documents – the 2016 Education Sector Analysis (*Rapport d'état sur le système éducation nationale*) (RESEN) and the 2021 Education and Training Sector Diagnostic Report (*Rapport de diagnostic du secteur de l'éducation et de la formation*). These data have also been fed into the Financial Simulation Model (*Modèle de simulation financière*) (MSF).

Although the EMIS is certainly adequate and useful, according to the audit, there is room for improvement, including: (i) unique codification for schools in order to link and communicate information across various platforms (human resources and teacher management, examinations and learning outcomes, community initiatives), which would increase the analytical potential of available data; (ii) production of a synthetic and more analytical document that would show trends for key indicators, which would be helpful to decision-makers at all levels; (iii) better integration of data on learning outcomes and other indicators regarding quality; (iv) improved coordination and sharing of the available information, both within the Ministry of National Education and Civil Promotion (*Ministère de l'éducation nationale et de la promotion civique*) (MENPC) and with partners; (v) achieving effective use of the data by the concerned ministries, since the data are “mostly used by specific UN agencies to trace particular projects or geographical areas;” and (vi) improving MENPC’s technical capacities to analyze and use the data. The ITAP notes that the 2022–2024 Three-Year Budgeted Action Plan (*Plan triennal d'actions budgétisés*) (PTAB) includes a detailed and costed section on EMIS operations, maintenance and further development, which includes development of capacities for school mapping.

The Multiple Indicator Cluster Surveys (*Enquête par grappes à indicateurs multiples*) (MICS) studies,² which are regularly carried out by UNICEF, are a useful supplement to the EMIS data. Data from these studies have been used by education sector analyses to supplement the available EMIS and PASEC data.

Learning Assessment Systems

CONFEMEN's Programme for Education System Analysis (*Programme d'analyse des systèmes éducatifs de la CONFEMEN*) (PASEC) learning assessments have been carried out in 2010, 2014 and 2019. These assessments include a large amount of comparative data and indicators for the 14 PASEC (Francophone) countries that take part. Eleven Chadian experts contributed to the 2019 PASEC study. Reliance on the CONFEMEN to assess learning outcomes implies that the norms used to assess learning outcomes are mainly a function of, and determined by PASEC's requirements for international and temporal statistical comparability, rather than based on the learning norms established specifically for, and within Chad by its national curriculum. On the other hand, economies of scale are associated with reliance on PASEC. The 2022–2024 PTAB includes an action to establish a national assessment system (under GPE funding). According to a July 2022 Progress Report on the GPE Education Sector Program Implementation Grant, the National Directorate for the Assessment of Learning (*Direction nationale de l'évaluation des acquis scolaires*), a unit within the MENPC, will focus on carrying out PASEC assessments, as well as developing a national assessment system.

Evidence Production and Use

The only information available concerning implementation is in the 2018–2020 Interim Education Plan Implementation Monitoring Report (*Bilan de la mise en œuvre du PTAB du PIET 2018–2020*), which found that about 55 percent of the 211 activities related to basic education had not been implemented largely due to COVID-19 and lack of available funds. There is a lack of dedicated, issue-focused studies. Although the EMIS statistics and PASEC results identify major issues in the sector, they provide only clues (at best) about the root causes behind these issues. Using EMIS, PASEC and MICS, the education sector analyses have clearly identified major issues concerning: (i) the quality of education and learning outcomes; (ii) girls' access and retention; (iii) financing and equitable resource allocation; (iv) internal and external efficiency; and (v) excessive centralization and other governance issues. For example, given the poor learning outcomes and the low levels of primary school teachers' subject knowledge (as shown by PASEC), and the large numbers of community teachers (*maîtres communautaires*), the lack of an in-depth study on these issues (including teacher motivation, recruitment, training and allocation) is surprising; also noteworthy is the absence of any dedicated study on girls' education. It is unclear if any of

² These household surveys, carried out in 2019, 2010 and 2000, are not education-specific; they are concerned with a variety of social issues including education, health, nutrition, hygiene, security, access to resources, etc.

the nine studies and evaluations called for in the 2018 Joint Review of the Education Sector (JRES) (*Revue sectorielle conjointe de l'éducation*), have been completed.³

Although the 2022–2024 Interim Education Plan 2 (*Plan intérimaire pour l'éducation au Tchad*) (PIET 2) mentions studies on best practices regarding learning outcomes, no such studies are mentioned in the accompanying PTAB. However, the PTAB does include a diagnostic activity (*état des lieux*) on teacher issues (*la question enseignante*). On the other hand, the new World Bank Improving Learning Outcomes Project includes six planned evaluation studies.⁴

The two sector analysis documents are based on EMIS, MICS, and PASEC data and findings. The 2022–2024 PIET 2 makes use of the evidence from them when presenting the current situation. As noted above, the EMIS audit finds that the data are used mostly by UN agencies and that there is a need to improve MENPC's capacity to use the data. The Financial Simulation Model (MSF), which is used for budget allocation, is based on EMIS data. However, the lack of in-depth understanding of the issues (such as girls' education, the quality of learning outcomes, and financing bottlenecks) affects the strategies pursued, which border on generic solutions to problems that are identified but whose internal mechanisms are poorly explained.

Conclusion: Basic education statistics are regularly collected and published, disaggregated by gender, type of school, location, province and language of instruction, along with some data on children with disabilities. PASEC data is the main source of data on learning in Chad and the most recent dataset is from 2019. All of this data is used by the available sector analyses. Issues have been noted concerning reliability, user-friendliness, easy-to-understand access, coordination of data collection and generation, and sharing. The only information concerning implementation is contained in the 2018–2020 PIET Implementation Monitoring Report, which finds no implementation for about 55 percent of the activities. Particularly lacking are more in-depth studies that would address the major issues such as poor learning outcomes, girls' access and retention, teacher quality, and financing. As a result, the ITAP concurs with the country's self-analysis and is rating this enabling factor as a **MEDIUM priority**.

³ See the annex of the 2018 Progress Implementation Report on the PIET (*Rapport sur l'état d'avancement de la mise en œuvre du Plan Intérimaire de l'Éducation au Tchad (PIET) au cours de l'année 2018*).

⁴ Baseline evaluation of teaching learning practices; learning achievements and the effectiveness of the in-service training program; the effectiveness of the covered spaces; effectiveness of mother-tongue instruction; effectiveness of remedial teaching program; and an overall project evaluation.

2. Gender-Responsive Sector Planning, Policy and Monitoring

Strategic Planning Frameworks and Practices

The 2006 Education Law (*Loi portant l'orientation du système éducatif Tchadien*) establishes education as a basic right of all Chadian citizens and guarantees access to all children from the ages of 6 to 16, regardless of sex, social origin, race, ethnicity or religion. It states that education is an “absolute” national priority. It also indicates that education is free, though it allows for the contribution of beneficiaries and communities. Furthermore, the 2006 Law “promotes the education of girls by removing stereotypes and other socio-economic and cultural obstacles that prevent the full development of girls and women in the learning process” (Article 15). Chad has ratified the Convention on the Rights of the Child in 1990 and has committed to several relevant international agreements, such as the Sustainable Development Goals and Education for All. The 2017–2021 National Development Plan (*Plan national de développement*) (PND) puts forth a vision for 2030 that includes targeted results for basic, technical, and higher education, as well as for literacy. These national and international documents reflect Chad’s guarantee of access to education as a human right. However, there are serious concerns that abuses may have been committed in conflict areas that could have a direct impact on the rights of children to education.

Chad has made numerous commitments to address the education needs of specific populations. For example, a 2020 Law states that access to education, as a basic human right, is guaranteed to refugees. Furthermore, the 2006 Education Law indicates that the state will create education structures adapted to profoundly disabled children, as well as for nomadic populations. Although proposals have been developed with partner support, there are no specific and concrete strategies in place at this time. The government intends, in the near future, to undertake a series of studies on inclusive education.

Chad has put in place a 2020–2024 National Contingency Plan for Education in Chad (*Plan national de contingence de l'éducation du Tchad*) (PNCET) that includes actions necessary to ensure that vulnerable children have access to education in areas affected by droughts, floods or epidemics, as well as in response to refugee crises. The PNCET aims to harmonize the interventions of different actors and develop a mechanism for rapid response. It provides a costed analysis of possible interventions but does not identify funding sources.

Translating these commitments into implementable strategies has been difficult. The education planning process has been severely affected by Chad’s particular context. Oil price instability, security challenges, extreme weather events, and extraordinary refugee flows have made it difficult to meet targets put forward by plans, no matter how carefully elaborated. For example, the 2018–2020 PIET Implementation Monitoring Report found that only around 45 percent of all the 211 activities related to basic education were partially or fully implemented due to lack of funding and the impact of COVID-19. In addition, many

community teachers (*maîtres communautaires*) were paid by either development partners or by parents, rather than the national budget. Community teachers represent a very important component of the education system in Chad and their management and financing have perennially constituted a major challenge in the sector. One overall consequence of the difficulties facing the 2018–2020 PIET is that teaching conditions deteriorated during this period, although enrollment expanded at the primary level.

Operational Planning Instruments and Practices

Chad had originally planned to develop a 10-year plan at the closure of the 2018–2020 PIET, but considering the difficulties referenced above, the Chadian authorities decided to extend the PIET until 2024 and prepare a longer-term plan in 2023. An Education Sector Analysis is currently being prepared to that end. The 2022–2024 PIET 2 constitutes an excellent document that incorporates the main lessons of the previous PIET. One of the goals of the 2022–2024 PIET 2 is to improve the management of external resources and to increase and ensure the availability of national budgets. It also aims to reduce the reliance on external resources (partners and communities) to finance community teachers.

Budget Programming and Monitoring

The PTAB provides a detailed and costed presentation of the activities included in the 2022–2024 PIET 2 and serves as the principal monitoring tool for the government’s sectoral program. The PTAB associated with the 2018–2020 PIET, however, was not functional, considering that most activities were not implemented and that it had not been an effective instrument for monitoring external partner financed activities. The new PTAB incorporates some of the lessons learned and hopefully will enable the government and other interested stakeholders to better monitor the sector program. However, it is ambitious. The construction program for all education levels is considerable (for example, more than 3,000 primary school classrooms over the three years) and insufficient information is currently available to determine the progress towards the targets established in the 2022–2024 PIET 2.

Chad has developed a standard Financial Simulation Model (*Modèle de simulation financière*) (MSF). This has been updated for the 2022–2024 PIET 2, taking into consideration the latest available data and the most recent macroeconomic framework. It incorporates the actions from the 2022–2024 PTAB. The MSF will be further updated as part of the process of preparing the new Education Sector Analysis and the 10-year plan.

Sector Monitoring Mechanisms and Practices

The 2022–2024 PTAB was elaborated with a great deal of participation from different stakeholders and benefited from a comprehensive approval process and wide dissemination. Going forward, monitoring will benefit from management/implementation entities that are financed externally as while the 2022–2024 PTAB includes a considerable

number of institutional capacity reinforcement activities, most of these are marked as needing a funder (*à rechercher*).

Sector monitoring at the national level takes place through annual JRES meetings (*Revue sectorielles conjointes de l'éducation*), the last of which was held in June 2022. These reviews have provided a great opportunity to review progress and make recommendations. The 2022 JRES Aide-Mémoire reported on progress to ensure access to education for some of the most marginalized and vulnerable children under the 2020–2024 PNCET and the 2020–2022 Multi-Year Resilience Programme for Education in Emergencies (Programme Pluriannuel d'appui à la Résilience de l'Éducation en Situation d'Urgence). However, keeping up with interventions financed externally remains a challenge. For example, the new US\$150m World Bank education project contains several important elements, including the financing of community teachers, substantial teacher training and construction. Yet there is no mention of this project in the 2022–2024 PTAB, nor during the 2022 JRES, and the PTAB is supposed to be updated annually.

Gender Mainstreaming Across the Policy Continuum

Much of the documentation provided clearly shows that gender inequality is a serious issue in the education sector in Chad. For example, there is a gap of 20 percentage points in overall primary enrollment between boys and girls, one of the largest in the region, and girls are significantly more likely to drop out than boys. There are several general policy documents that indicate that Chad prioritizes gender equality. The 2011 National Gender Policy (*Politique nationale de genre*) (PNG) represents a commitment to address gender inequality writ large. Objective 3.2 of the PNG is to promote initiatives to meet the specific objectives of boys and girls in the education and literacy sectors. The 2019–2023 Five-Year Action Plan for the PNG includes some education objectives, such as an increase in access and retention, although there are no specific targets.

Chad lacks a comprehensive policy and plan that specifically focusses on gender and education with targets, monitoring mechanisms and well-funded programs. There are gender-related targets in the MSF and the 2022–2024 PTAB includes a chapter dedicated to gender as a cross-cutting issue. However, interventions are of limited scope and discussed in very general terms. A consultancy is included in the 2022–2024 PTAB for the elaboration of an education-specific gender plan with strategies and programs, but there is currently no information on whether this task has yet been initiated.

Conclusion: Chad's legal framework reflects a commitment to free basic education for all, and sets the stage for inclusive strategies. However, the political and economic context has made it difficult to translate this framework into workable plans. The implementation weaknesses (technical and financial) have and can be expected to continue to constitute an important brake on Chad's capacity to honor these commitments. The 2022–2024 PIET 2 and its accompanying PTAB has incorporated many lessons learned from the

shortcomings of previous plans (although it may remain overambitious). The development of a new 10-year plan sets the stage for a more pragmatic approach to planning going forward. A major shortcoming to the overall planning process is that it does not address the issue of gender inequality in the education sector in a more comprehensive manner. The preparation of a specific plan and strategy in this area will be a key signal that planning has become more gender-responsive. Therefore, the ITAP concurs with the country's self-analysis and is rating this enabling factor as a **MEDIUM priority**.

3. Sector Coordination: Inclusive Sector Dialogue and Coordinated Action and Coordinated Financing and Funding

3.1 Inclusive Dialogue and Coordinated Action

Coordination Functions and Practices

A Partnership Framework (*Cadre partenarial*) was signed by the government and key development partners in 2012. It serves as a framework for the strengthening of aid effectiveness in the education sector and includes a Consultation Framework (*Cadre de concertation*) outlining the role of development partners in supporting the implementation of the government's education sector plan. Chad has a Local Education Group (*Groupe local des partenaires en éducation*) (GLPE), co-led by MENPC and the French Development Agency (*Agence Française de Développement*) (AFD), which plays the role of sector coordination. A 2016 GPE Secretariat survey on the functioning of the GLPE found that Chad was the only country affected by fragility and conflict where the GLPE worked well even though some areas were identified for improvement. The country holds annual JRES meetings, which were interrupted by COVID-19 but resumed in 2022.

Under the 2018–2020 PIET, three coordination committees were established but it is not clear whether they were operational and if so, whether they will continue to operate under the 2022–2024 PIET 2. According to the 2022 JRES Report (*Rapport de la revue sectorielle conjointe de l'éducation*), the Steering Committee (*Comité de pilotage*) has met only once (in 2019). PIET also has a Permanent Technical Secretariat (*Secrétariat technique permanent*) (STP) which supports the work of the GLPE.

The 2021 Education and Training Sector Diagnostic Report states that there is weak collaboration between central structures and deconcentrated levels in terms of information sharing and coordination, including for example, on the implications of policy decisions for deconcentrated entities.

Given the protracted crises in Chad, two coordination structures have been set up for Education in Emergencies (EiE): (i) the Education Cluster, formed in 2007, co-led by MENPC and UNICEF; and (ii) the Refugee Education Working Group (REWG) co-led by MENPC and UNHCR. In 2016, the Cluster created a separate Strategic Planning Committee (*Comité d'Orientation Stratégique*), whose mission is to support coordination in strategic and technical decision-making. There is also a sub-national Education Cluster for Lac Province and a working group for Southern Chad. The national and sub-national REWGs all have representation from the Education Cluster. The ITAP highlights two recommendations from the 2020 ODI Case Study:⁵ (i) to strengthen coordination and collaboration between the Cluster and the REWG; and (ii) to make more use of external funding to promote and

⁵ This was an additional document that the panel drew from that was not part of the package submitted by the country. It can be found at this link: https://cdn.odi.org/media/documents/200605_chad.pdf.

incentivize coordination across the different mechanisms and across the humanitarian-development-peace nexus, especially given that 18/23 provinces in the country are considered crisis-affected.

Capacities for Coordination

Interministerial coordination is challenging with four ministries having some responsibility for education and training. MENPC plays a de facto coordination role for the sector as co-chair of the GLPE. The GLPE brings together representatives from government (MENPC), development partners, the Education Cluster, the REWG, parents associations, and civil society but does not include the private sector. The ODI Case Study commented that there is a notable absence of the other three ministries that have some responsibility for education and training at meetings, so the GLPE focusses more on primary and secondary education, reflecting MENPC's mandate, rather than the whole sector. As a result, important links like pre-primary and dependencies like higher education (teacher training for primary and secondary) are not necessarily considered in GLPE meetings.

In 2020, the GLPE set out to undertake a self-assessment of its effectiveness with the intention of findings from the review feeding into a revision of the Partnership Framework. However, this was stalled due to COVID-19. Findings from the initial workshop included the lack of effectiveness of the current partnership; development partners having more frequent meetings than the GLPE; low ownership by the other three ministries that work in the education and training sector; and the 2018–2020 PIET and PTAB rarely being used as frames of reference.

The ITAP notes that at the December 2022 GLPE meeting, the Coalition of Civil Society Organizations for the Development of Education in Chad (*Coalition des organisations de la société civile pour le développement de l'éducation au Tchad*) (COSOCIDE), strongly criticized the government and development partners for their absence at local level. They also lamented the non-disbursement (since 2020) of the 25 million FCFA budgeted for civil society under the Project to Strengthen Education and Literacy in Chad (*Projet de renforcement de l'éducation et de l'alphabétisation au Tchad*) (PREAT). The ITAP remarks how this underlines the limited external funding that is getting to local level. A number of other documents outline weak capacity for coordination in relation to human resources, finances and logistics at national and especially sub-national (province) levels. While the 2022–2024 PTAB includes activities for the strengthening of management and governance in the sector, the budget for many of these activities remains unconfirmed (*à rechercher*).

Conclusion on 3.1: Chad has a number of structures and processes for inclusive education sector dialogue along with an overarching Partnership Framework for coordination at the national level though this needs updating. National level coordination mechanisms are well established but the ITAP remarks that there is a need for better coordination and information sharing across the GLPE, the Education Cluster and the REWG as well as

between national and sub-national levels. There is also a need for capacity strengthening at both levels to improve coordination. Given that the structures and processes are largely in place but just need their capacity strengthened, the ITAP concurs with the country's self-analysis on this enabling factor and rates it as a **LOW priority**.

3.2 Coordinated Financing and Funding

Availability of Aid Alignment and Joint Financing Mechanisms

Chad receives external financing for education in the form of projectized funding (grants and loans). The new World Bank project also includes a payment-for-results component to help build more sustainable government financing of community teachers by integrating them into the government payroll. External financing constitutes around 15 percent of total annual education sector expenditure in the country. A gap identified in a 2021 UNESCO Case Study on EMIS in Chad was the absence of common mapping of all existing education projects across the Education Cluster, the REWG and GLPE partners. Thirteen external partners⁶ provided funds to support the implementation of the 2018–2020 PIET. The absence of a common fund, with some partners intervening directly at local level, makes it difficult to capture all finances and to promote coordination. Only about one third of external funds were included in the Finance Law (*Loi de finances*) in 2020. Due to the protracted crises in the country, the focus of external partners has been on particular geographic/thematic areas and target populations which creates a risk of imbalance in other parts of the country. In addition, each partner has their own financial and project management systems and procedures which is reported to cause delays in disbursements and results in increased transaction costs compared to a pooled fund. This suggests to the ITAP that more could be done to coordinate and align these projects.

Regarding humanitarian funding, the ODI Case Study⁷ found that there is a chronic lack of finances to roll out Education Cluster activities to support EiE. Education has represented between one and four percent of total resources in the annual Humanitarian Response Plan since 2016, and is one of the most underfunded sectors with reports suggesting a need for routine funding for EiE to be provided through the Chad Multi-Year Resilience Programme.

Accountability and Dialogue Around Aid Effectiveness

Despite the different coordination structures outlined in section 3.1, several documents report that MENPC suffers from a lack of human, material and financial resources to be able to effectively monitor all the interventions carried out by its partners and ensure they are

⁶ AFD, the African Development Bank (*Banque Afrique de développement*), the Arab Bank for Economic Development in Africa (*Banque arabe pour le développement économique en Afrique*), the Economic and Monetary Community of Central Africa (*Communauté économique et monétaire de l'Afrique centrale*) (CEMAC), GPE, the Islamic Development Bank (*Banque islamique de développement*), Saudi Arabia, the Swiss Development Cooperation, UNESCO, UNICEF (Education Cannot Wait), the World Bank, the World Food Programme, World Vision.

⁷ It can be found at this link: https://cdn.odi.org/media/documents/200605_chad.pdf.

used effectively. The ITAP notes the recommendations in several studies on the need for greater partner dialogue to increase external resources for education and to ensure better management of these resources. The ITAP was not able to find any data on execution rates of external finances but notes that several reports mention delays in disbursing money due to the different financial procedures and regulations of each partner.

Commitment Towards Greater Aid Effectiveness Practices

With no joint financing mechanism in existence in Chad and no signs of active planning to introduce one, this suggests to the ITAP that there is not currently a commitment towards greater aid effectiveness practices. This is further hindered by the separate coordination mechanisms for humanitarian and development funding and the many development partners each managing their own projects without strong oversight by the Chadian education administration.

Conclusion on 3.2: The lack of a clear map of development partner projects and funds and their strategic link to the needs and gaps identified in the 2022–2024 PIET 2; the risk of imbalance of resources in some geographic areas; delays in disbursement of external funds; and the absence of a joint financing mechanism and the majority of funds being off budget, all indicate a direction of travel away from greater alignment, accountability and aid effectiveness. In addition, there is no data on execution rates for external funding. These factors jointly undermine the potential for external funding to support significant transformation in Chad. As a result, the ITAP concurs with the country's self-analysis and is rating this enabling factor as a **HIGH priority**.

4. Volume, Equity, and Efficiency of Domestic Public Expenditure on Education

Volume

Despite a challenging context, the government of Chad has steadily committed to increase the domestic financial contribution dedicated to education. Based on government macroeconomic projections in the 2023–2025 Medium Term Expenditure Framework (*Cadre de dépenses à moyen terme*) (CDMT) and the education sector MSF, 20.8 percent of government expenditure (excluding debt interest) should be allocated to education by 2026, representing 3.8 percent of GDP. While this target is commendable, optimistic macroeconomic projections need to be treated with caution, given Chad’s high dependency on oil revenue and the volatility of international oil prices. In 2016, the country’s revenue plummeted by 50 percent following a dramatic fall in oil prices, leading to drastic budget cuts, including in education, and to an important increase in the public debt. This deterioration of public finances was compounded by the effects of the COVID-19 pandemic. While the country has been restoring its revenue level and has positive economic growth prospects, the country’s public debt continues to weigh on its public finances. Debt interest will increase by 81 percent between 2022 and 2023 and recent international agreements to manage and restructure Chad’s international public debt are tied to commitments on limiting public spending.

Table 1: Share of education expenditure in GDP and in total government expenditure (%)

	2020	2021	2022	2023	2024	2025	2026
	Act.	Act.	Act.	Est.	Est.	Target	Target
Education as a percentage of GDP	2.2%	1.7%	2.2%	2.2%	2.6%	2.5%	3.8%
Education as a percentage of government expenditure (excluding debt service)	19.0%	14.8%	17.6%	18.1%	19.0%	18.2%	20.8%
Recurrent education expenditure as a percentage of public recurrent expenditure (excluding debt service)	28.7%	19.6%	20.8%	21.6%	23.1%	22.6%	23.9%

Source: Computed from “Domestic financing matrix” completed by the country

Against this backdrop, the domestic financial effort towards education for the 2023–2025 period remains unfavorable, below the GPE benchmarks of 20 percent of government expenditure or 4 percent of GDP. In a context of fast demographic growth, the narrow education fiscal space is largely insufficient to support the expansion of the system and achieve universal primary education. The country remains highly dependent on external partners to fund its education investments (domestic resources only cover about 25 percent of education investments), a high proportion of community and contract teachers’

salaries and the development of specific sub-sectors (early childhood education, non-formal education and adult literacy). Household contributions are also very high, equivalent to almost half of state education expenditure.

Equity

In the absence of data that would directly document an equitable allocation of domestic financial resources, the ITAP infers its assessment on the triangulation of other available data on equity.

The current intra-sectoral budget allocation favors basic education, especially primary education, which represented 46 percent of current expenditure in education in 2021. Nevertheless, the initial budget for 2023 reflects a prioritization of investments in higher education and vocational education and training. Between 2022 and 2023, the ministries in charge of these two sub-sectors will see their envelope for domestically-financed capital expenditure increase by 121 percent and 674 percent respectively against a 21 percent decrease for MENPC (basic education).

Chad's generally low educational performance is accompanied by significant disparities. While the country has seen a narrowing of gender gaps in school attendance at all levels, gender inequality remains particularly pronounced. At the age of 7, all boys are enrolled against 83 percent of girls and, almost at every age, girls' enrolment rate is lower than boys by 20 percentage points. Geographical disparities also exist between rural and urban areas and between provinces. In four provinces, the primary completion rate falls below 13 percent, while it reaches 96 percent in N'Djamena and 84.5 percent in Mayo-Kebbi Ouest. Recent natural disasters have deepened existing inequalities. Household income level also has a significant influence on education opportunities with 16 percent of children from households in the top income quintile passing the baccalaureate compared to only 1 to 3 percent of children from the remaining income quintiles.

The generally poor learning conditions, which characterize Chad's entire education system, disproportionately affect girls and children with disabilities. Despite government commitments to promote girls' education, resources are lacking to scale up interventions that have demonstrated their transformative potential in some projects. Similarly, while the government plays a pioneering role in sub-Saharan Africa in recognizing the rights of refugees to education and in advocating for their full integration within the national education system, the materialization of this strategic commitment depends almost entirely on UNHCR funding.

Significant territorial disparities also exist in the availability of educational resources (classrooms and teachers) with urban areas benefitting disproportionately. To a large extent, the deployment of teachers is not based on actual needs. Civil servant teachers who are better trained and more experienced, are mostly deployed to urban schools, end-

of-cycle grades and to non-teaching positions while the majority of classroom teachers are community teachers that are recruited by parents' associations, often without prior training.

No mechanism of school subsidies is in place, even though a project-based experimentation has been conducted. Household contributions, which are allowed by the 2006 Education Law, cover most school operational costs including two thirds of the wage bill of community teachers. Insufficient financial means constitute the main reason behind prevalent early dropout. Nevertheless, as part of the 2022–2024 PIET 2 operational priorities, planning tools are being developed to rationalize the allocation of infrastructure and teachers based on standard norms and needs. In addition, a national teacher management policy is being developed (with G5 Sahel funding), which will include analyses of current practices in teacher deployment.

Efficiency

Chad's education system displays a very low internal efficiency. While almost all children access primary education, only 40 percent complete the full cycle, due to very high dropout rates especially in the first grades. Transition from one cycle to the other is also low: only 30, 15 and 4.7 percent of each cohort respectively accesses junior secondary education, high school and higher education. Repetition rates are also high at primary level (between 15 and 20 percent) and lower secondary level (between 17 and 25 percent), despite a downward trend. Given the high number of out-of-school children (almost half of 6-14-year-olds), Chad's dependency on external funding to support non-formal education and adult literacy is particularly problematic. Extremely limited domestic resources are also available to support expenditures geared towards quality learning.

Low budgetary execution constitutes an important source of inefficiency for the sector. In 2021, the overall government budget execution rate was 80 percent (65 percent for investments, 53 percent for transfers and subsidies). As a result, for the education sector, the construction of half of the 1,200 new schools to be funded by domestic resources did not happen. While personnel expenditures are usually executed at 100 percent, government subsidies for the payment of community teachers' salaries are executed irregularly, with long delays and through an inefficient transfer mechanism. By December 2022, community teachers formerly paid under a World Bank program had accumulated 11 months of salary arrears. Critical activities budgeted to address sources of inefficiencies in the system (for example, budget and financial management training for central level administrators) are not implemented due to the inadequacy of released funds. Finally, budgeted envelopes for deconcentrated services as well as high schools, adult literacy and non-formal education centers, which are already very low, are hardly ever executed. Centralization of decision-making over financial management contributes to low budgetary execution. Progress in

the deconcentration of the education administration, affirmed by the 2006 Education Law, remains slow.

While the availability of budget data (by the traditional budget classifications) is good, information on execution is limited and patchy. Program-based budget data does not exist, reflecting the slow progress of the Ministry of Finance in operationalizing the 2014 Organic Budget Law that organizes the shift from input-based to results-based budgeting. In addition, information about school-level finances is scant. The 2022–2024 PIET 2 foresees the implementation of a public expenditure tracking survey, which has not yet taken place.

Conclusion: In the 2022–2025 period, the volume of domestic resources allocated to education is set to remain below the GPE benchmarks and inadequate for supporting system transformation. In addition, Chad continues to face major inefficiencies and inequities in public spending despite recent efforts to rationalize the allocation of scarce resources based on standards and needs. As a result of these significant challenges in the volume, equity and efficiency of domestic resources, the ITAP concurs with the country's self-analysis and is rating this enabling factor as a **HIGH priority**.

Part C: High-Level Summary of Enabling Factors Assessed as High Priority

Enabling Factor	Challenges and Rationale for High Priority Rating
<p>Coordinated Financing and Funding</p>	<p>Challenge: There is no joint financing mechanism in place for external funding and no clear map of development partner projects and funds and their strategic link to the needs and gaps identified in the 2022–2024 PIET 2 resulting in the majority of these funds being off budget. In addition, there is no data on execution rates for external funding and there are reports that disbursement of external funds is often delayed.</p> <p>Rationale for high priority: Leveraging external funding to support education sector transformation in Chad requires more predictable external financing that is better coordinated around the sector plan and on budget. This will enable greater alignment, accountability and effectiveness of external funding in Chad.</p>
<p>Volume, Equity, and Efficiency of Domestic Public Expenditure on Education</p>	<p>Challenge: Chad experiences a very narrow education fiscal space, disparities in resource allocation and particularly low efficiency in the use of resources.</p> <p>Rationale for high priority: For the 2022–2025 period, the domestic financial effort towards education is set to remain low, below the GPE benchmarks. It is insufficient to achieve universal primary education and support systemic transformation. While the government is committed to achieve 20.8 percent of public expenditure (excluding debt service) to education by 2026, Chad’s macroeconomic, political and ecological vulnerability calls for a prudent assessment of this more favorable horizon. Moreover, little funding is available to materialize government strategic commitments towards the educational needs of girls and other vulnerable groups. Despite recent efforts to rationalize the allocation of financial, material and human resources according to standards and needs, the country continues to face major inefficiencies and inequities in public spending.</p>