

# PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC10834

<b>Project Name</b>	Education Project for Quality and Relevance in Secondary and Tertiary (P149233)
<b>Region</b>	AFRICA
<b>Country</b>	Congo, Democratic Republic of
<b>Sector(s)</b>	Secondary education (30%), Tertiary education (20%), Vocational training (50%)
<b>Theme(s)</b>	Education for the knowledge economy (100%)
<b>Lending Instrument</b>	Investment Project Financing
<b>Project ID</b>	P149233
<b>Borrower(s)</b>	Ministry of Finance and Budget
<b>Implementing Agency</b>	Ministry of Primary, Secondary and Vocational Education
<b>Environmental Category</b>	B-Partial Assessment
<b>Date PID Prepared/ Updated</b>	12-Jul-2014
<b>Date PID Approved/ Disclosed</b>	25-Aug-2014
<b>Estimated Date of Appraisal Completion</b>	
<b>Estimated Date of Board Approval</b>	26-May-2015
<b>Concept Review Decision</b>	Track II - The review did authorize the preparation to continue

## I. Introduction and Context

### Country Context

1. Endowed with 80 million hectares of arable land, abundant natural resources and steady economic growth, the Democratic Republic of Congo (DRC) remains nevertheless one of the poorest countries in the world. Since 2010 the DRC's economic growth has exceeded the average for Sub-Saharan Africa by 2 percentage points. Real GDP growth has averaged more than 7 percent from 2010-2012 and is projected to reach 7.3 percent between 2013 and 2015. Despite a better performing economy and profuse natural resources, riches do not trickle down to the Congolese people. The country still ranks last on the 2013 Human Development Index (HDI) and 71 percent of its population continues living on less than US\$1.25 per day. The country is one of the most afflicted by malnutrition: in 2012, the International Food Policy Research Institute (IFPRI) estimated that half the country is undernourished.

2. Decades of conflict and mismanagement have seriously eroded access to and delivery of basic services, which represents major challenges to the provincial and sub-provincial levels in a context of decentralization. Most Congolese continue living in harsh conditions and have limited access to quality basic services such as primary education, health care, clean water and energy supply, and sanitation. The 2006 Constitution redefines the DRC as a unitary but decentralized state with 26 provinces and over 1,000 self-governing territorial entities. Even if the decentralization agenda remains largely unfinished, local structures will take on responsibility for basic public service delivery. Their current limited institutional and technical capacities are among the key political challenges for the DRC in the coming years.

3. DRC is slowly undergoing a demographic transition, with declining child mortality but a sustained fertility rate. The country has a very young population, with about 67 percent of the population being less than 24 years old and almost 50 percent under the age of 14 years. This trend is anticipated to remain the same for the next 20 to 30 years. This overwhelmingly young population will put enormous pressure on the educational system and the labor market.

4. The DRC's sustained economic growth necessitates increasing both national and foreign investment which, in turn, requires a strong educated population with a diverse range of competencies and skills. Unfortunately, DRC educational system is not yet able to respond to the demands of the private sector. The demand for skills is high in most sectors, especially those created during secondary and vocational/technical education; but in the face of acute skills shortage, very often, the private sector has to import foreign skilled labor to fulfill its needs.

#### **Sectoral and Institutional Context**

5. Primary and secondary schools are administered by the Ministry of Primary, Secondary and Vocational Education (MEPSP). Modeled on the administrative division of the country, the MEPSP administers 11 provinces subdivided into 30 'educational' provinces (called PROVEDs) further subdivided into sub-PROVEDs at the district level. At provincial level, embryonic Ministries of Education (as part of provincial Governments) have been established as a prelude to the decentralization of education services.

6. The public system is characterized by a hybrid architecture in which faith-based organizations play a substantial role and exercise a high level of de facto autonomy. Since 1977, the State relies on two major pillars to administer its mandate: one is managed by the State itself (écoles non-conventionnées); the other is run by faith-based organizations (écoles conventionnées). Part of the public school system, the latter operate within parallel structures at national, provincial and district levels. Faith-based groups manage 76 percent of all secondary public schools (2012/13) and continue to strengthen their strategic position (76.6 percent of enrolled secondary students today compared to 74.4 percent in 2007/8), increasingly operating as de facto autonomous actors on the ground.

7. Secondary education consists of two to three year stream (called the 'cycle court') and a four year stream (called the 'cycle long'), both of which follow the first two years of lower junior secondary, common to all students (called 'tronc commun'). The short vocational stream offers 38 options that directly lead to a diploma called the 'Brevet d'Aptitude Professionnelle'; the long stream has three sub-streams: general, pedagogical and technical that all give access to higher education (university or non-university). In theory, the pedagogical stream (called humanités pédagogiques)

prepares future primary teachers; the technical stream offers options that overlap with those in the vocational stream.

8. TVET education needs to be revamped and provide Congolese youth with relevant knowledge and skills to efficiently respond to a changing labor market. The challenges are multifold, both institutionally and technically. At the institutional level, a nonaligned policy of all Ministries involved in vocational and technical training (MEPSP, Labor, Social Affairs, Youth and Sports, and Health) and the absence of a strategic dialogue/partnership with the private sector results in fragmented and parallel TVET programs. At the technical level, (i) technical and vocational streams of MEPSP currently offer about 40 different training and professional development options but less than half of these enroll/produce more than 1,500 graduates countrywide; (ii) current TVET training options do not respond to relevant labor market orientation and employment opportunities in line with national and local development policies; (iii) higher technical institutes (such as ISPT) do not adequately train and produce capable and motivated TVET teachers. In addition, the unrestrained growth of secondary education along with a complex institutional architecture of multiple education service providers results in major inefficiencies and paradoxes such as (i) 52% of secondary public schools not on the government payroll, (ii) too many schools, which results in a steady decrease of the student-teacher ratio (from 18 to 15 between 2007/8 and today) and (iii) related high household expenditure which in effect finances the system. Further, most professional development options do not have appropriate curricula (some are inexistent) in line with relevant labor market analysis and orientation, and, correspondingly, appropriate textbooks do not exist.

9. TVET suffers from a negative image among the population due to the irrelevance of its curricula and their non alignment with the private sector's needs. Current TVET programs are insufficiently attractive to mobilize and retain students. Recent education data reveals the expansion of secondary-level enrollment. However, over 80% of students go into general or pedagogical streams, while the remaining enter the TVET streams. This negative image together with the myth that university education equates to good jobs results in a fixation on higher education and a steady decline of interest in TVET streams. In addition, the irrelevance of different TVET options (filières) and their absence of practicums contribute to frustration and drop-out.

10. Government policy seeks more efficient ways to address current challenges. Recently developed policy papers (Interim Education Plan, the 'Document de la Stratégie sectorielle de l'Éducation et de la Formation 2014-23') highlight the necessity to design and invest in appropriate TVET programs in line with relevant employment opportunities. Subsequently, the MEPSP has set an ambitious target to increase current TVET enrollment from 30 to 45 per cent by 2024. However, precise routes for sustainable reform still need to be better articulated as the result of a larger consensus process that includes all stakeholders including the private sector. In addition, the government seeks to establish a basic education cycle of 8 years that integrates junior secondary with primary and is expected to broaden and strengthen the human capital base.

11. The provision of tertiary education is administered by the Ministry of Higher Education and Scientific Research. After years of political struggles, wars, mismanagement and corruption, the higher education system is in bad shape. Its development has been unbridled, resulting in over 1800 institutions in 2009, which has led to education of poor quality and dispersion of the resources of the country. Since then, action has been taken to rehabilitate the system and set it within the global higher education arena. First, an audit of higher education institutions led to the closing of more than half of them, then a strategic plan was developed with the participation of teachers, students,

support staff, unions, parents and employers, and recently a new Education law was passed, encompassing all levels of education from pre-school to higher education.

12. Challenges in the higher education system persist on all fronts. They are related to: (i) governance at the system as well as at the institution level, which has led to a proliferation of establishments, rigidity of institutional management and lack of accountability; (ii) quality in terms of efficiency and adequacy with employment requirements; (iii) human resources with too few qualified teachers and too many unqualified support staff; (iv) underdevelopment of research; (v) deficiencies of infrastructure and equipment; and (vi) under-funding by the State.

### **Relationship to CAS**

13. The project responds fully to the on-going CAS spanning FY2013–FY2016 that specifically committed to an operation to build on the gains achieved in primary education in secondary and tertiary education. Furthermore, the CAS has emphasized the importance of strengthening the quality and relevance of TVET as well as management and quality assurance systems in higher education. The project is well suited to fulfill the third strategic objective of the CAS, which is to improve social service delivery with the objective of raising human development indicators; and at the same time, it contributes to the second strategic objective of boosting the competitiveness of the economy with a better educated student population.

## **II. Proposed Development Objective(s)**

### **Proposed Development Objective(s) (From PCN)**

The proposed PDO is to improve the quality and relevance of Junior Secondary Education, formal TVET and corresponding areas of Tertiary Education. Project interventions in Junior Secondary and Tertiary Education will prioritize STEM education, while in formal TVET are limited to selected priority sectors and targeted geographic areas.

### **Key Results (From PCN)**

15. Achievement of the PDO will be measured by the Key Performance Indicators below:

- a. Number of direct project beneficiaries
- b. Number of enhancements in STEM education in Junior Secondary and Tertiary Education
- c. Number of redesigned programs in TVET
- d. Increased enrollment in selected priority sectors of TVET
- e. Improved evaluation of the quality of student performance in Junior Secondary and in TVET

## **III. Preliminary Description**

### **Concept Description**

#### **A. Project Concept**

##### **1. Description**

16. In the DRC, many different institutional actors are involved in TVET landscape in the formal, non-formal, informal and industrial) sectors. This project will focus on only formal provision, which is under the governance of MEPSP, even if overall coordination of all actors is warranted under the TVET Inter-Ministerial Committee ('Comité interministeriel de l'ETFP'), and, in Tertiary

Education, is under the purview of the Minister of Higher Education and Scientific Research.

17. Science, Technology, Engineering, and Mathematics (STEM) occupations will be critical to Africa's future economic competitiveness because of their direct ties to innovation, economic growth, and productivity. This is especially true for the DRC where the expanding Labor Market (LM) requires a supply of workers and specialists in many STEM areas; that being said, it is still not clear what skills will in fact be needed in the DRC's near future, but preparing for that eventuality can be mediated by a good quality STEM education. At present, secondary education is not responding to the needs of the LM; a skills mismatch is clearly apparent.

18. Reform of secondary education in DRC needs to address the following major and interrelated challenges of: (i) removing barriers to secondary education; (ii) starting structural reform for a more efficient use of available resources; (iii) improving the quality and relevance of the teaching and learning process.

19. In line with the Government's strategy to provide a cycle of eight years of basic education in the future, the Project will, among other things, include a relevance assessment of current general secondary curricula and place priority on a review of math, science and technology curricula.

Component 1: Improve Quality and Relevance of Junior Secondary education, of formal TVET and corresponding areas of Tertiary Education.

20. Sub-Component 1.1 Strengthening Junior Secondary Education. A common observation made regarding students entering Junior Secondary (the 'tronc commun') is that they are academically weak, lacking basic competencies in literacy and numeracy. This situation, if unaddressed, leaves them in a poor position to undertake junior secondary education, let alone succeed in later studies. In addition, students are recognized to be weak in other basic skills, like STEM competencies -- that is, those competencies most sought after in Science, Technology, Engineering, and Math, such as critical thinking, problem-solving, ability to work in groups, and so on.

21. This sub-component would seek to address this double concern (lack of basic skills and STEM competencies). It would provide the following: i) the curricula would be reviewed with an eye to strengthening STEM content (in math, science, and technology); (ii) up to date textbooks and teacher guides reflecting the new curricula would be made available, as well as other pedagogical resources; (iii) training on the competency-based approach used by the new curricula (developed but not yet entirely and successfully rolled out), on the textbooks, and on competency-based pedagogy would be presented to teachers (an emphasis being placed on teaching STEM competencies in all subject matters, in so far as possible); and (iv) studies to define the extent and characteristics of upgrades needed to junior secondary education institutions would lead to equipment provision and infrastructure rehabilitation. In addition, (v) modules and/or teacher training will be developed and implemented to help teachers remediate the noted weaknesses in basic skills in students throughout the course of their two years of study in Junior Secondary. Finally, (vi) the development of reliable assessments of student achievement (literacy and numeracy) and student competencies (STEM or soft skills) at this education level is required.

Sub-Component 1.2 Rationalizing TVET.

22. The TVET system, which includes the Vocational and Technical streams, has operated up to

now without any well articulated strategy. Consequently, it does not address the future skills needed to underpin the economic development of DRC in any effective or efficient way. The Vocational and Technical streams ('Cycle court' of two or three years and 'Cycle long' of four years) both offer about 40 different options. There is much overlap between the two. Analysis of enrollment and participation rates indicates that less than half of these options enroll more than 1500 graduates; some do not enroll more than 20 graduates nationwide (such as Metallurgy in the Vocational stream and Meteorology in the Technical stream); while still others have zero enrollment.

23. Further, most options do not have appropriate curricula; of more concern, curricula may be inexistent and hence the quality of the learning entirely relies on the creativity of teachers. The absence of national curricula and clear standards of achievement evidently questions the quality and the fairness of the examination process. Most importantly, many of these options appear out of date and so reflect little relation to the needs of the Labor Market.

24. Ongoing initiatives have tried to address this redundancy/irrelevance by beginning to restructure the streams. So, for instance, MEPSP (with support from VVOB and CTB) has developed relevant curricula for agriculture (6 for the 'technical' stream, thereby reducing agriculture curricula/options from 10 to 6; and 5 for the 'vocational' stream), while the APEFE/CTB have supported the development of 10 additional programs. Of all these new programs, the agriculture curricula are in the process of being rolled out, while the others are still in a pilot phase.

25. There is need for a major shift from 'piecemeal' initiatives like these, however successful and important they have proven to be, to whole-system reform, which will require: (i) a more harmonized and stronger donor intervention for effective structural reform and related (political) commitment by MEPSP and line ministries, such as Budget and Finance; (ii) clear policies on priorities and relevant routes for development (building on the national/provincial mapping developed by CTB that has started to analyze the labor market on the demand side); (iii) a more comprehensive and well-defined delineation of roles and responsibilities involving all Ministries that cover TVET (such as Social Affairs, Labor, Youth and Sport).

26. The restructuring of TVET is a long-term initiative. It will include mainstreaming the vocational with the technical stream and feature a way for students to transfer between the two streams, thereby allowing them greater educational opportunity. This project, building on the work done by the Ministries supported by VVOB and CTB, will concentrate efforts, first, on the vocational stream to respond to the immediate employability needs of the large number of students concerned.

27. Once selected, the programs in targeted, priority sectors would be developed through the financing a set of interrelated inputs to improve their quality, which would include:

- Curriculum Development: design and implementation of competency-based, demand-responsive curricula;
- Pedagogical Support: textbooks and teacher guides would be drafted on the basis of the curricula developed.
- Training of Trainers: design and delivery of training to upgrade existing trainers and train new trainers on technical, pedagogical, and STEM skills as per the new competency-based curricula;
- Infrastructure, Furniture, Equipment, and Materials: Infrastructure rehabilitation and construction, provision of furniture, equipment and materials;

- Assessment: the design and implementation of competency-based training will be accompanied by the assessment of trainees.

28. Entrepreneurship modules in TVET. This activity aims to create and provide entrepreneurship training modules in TVET streams. Evidence from randomized trials at university level has shown that entrepreneurship training significantly improves a graduate's chance of being self-employed. Similar programs in Botswana, Kenya, and Uganda with younger students have also seen promising results. Following these precedents, the project will include financing to develop these modules, which will include curricula and pedagogic materials, and build capacity for their delivery within the TVET streams by training trainers. It will also include an assessment of this project.

29. TVET awareness and promotion campaign. In order to counter the poor present image of TVET in civil society, an awareness campaign would be developed and implemented in the course of this project. It would aim to expose some of the current stereotypes surrounding secondary education in the DRC today, like the unfounded preference for General Arts and the fascination with Diplomas, while demonstrating that TVET streams lead to self-employment or employment in well-paid jobs in the Labor Market (monthly salaries for TVET graduates are higher than secondary graduates).

Sub-Component 1.3 Strengthening TVET and STEM at the Tertiary Level.

30. Technical secondary streams (the cycle long) can lead to Tertiary Education, and it is in those selected priority sectors at the Tertiary level that require strengthening. In addition, other Tertiary Education sectors that relate to STEM education are underfunded and so require immediate attention to improve their infrastructure, furniture, equipment, and materials. The project activities at this level will include studies to define size and characteristics of upgrades to higher education institutions, infrastructure rehabilitation, relevant equipment and materials provision in STEM subjects, and curricula adaption.

Component 2. Institutional Capacity Strengthening and Monitoring and Evaluation.

31. This component finances investments in the kinds of institutional capacity-building necessary to ensure strong project management and successful implementation.

Sub-Component 2.1 Institutional Capacity Strengthening.

32. This sub-component will support the effective implementation of this project. It presupposes in order for it to be fully successful, improved coordination between the relevant stakeholders in question, improved capacity, and improved commitment.

Sub-Component 2.2 Monitoring and Evaluation.

33. This sub-component will build capacity for monitoring and evaluating (i) student achievement (in Junior Secondary and in TVET programs, as described above in second paragraph describing Sub-Component 1.1) and (ii) training delivery, which will involve establishing reliable ways to assess the outcomes of teacher training.

#### IV. Safeguard Policies that might apply

Safeguard Policies Triggered by the Project	Yes	No	TBD
Environmental Assessment OP/BP 4.01	x		
Natural Habitats OP/BP 4.04		x	

Forests OP/BP 4.36		x	
Pest Management OP 4.09		x	
Physical Cultural Resources OP/BP 4.11		x	
Indigenous Peoples OP/BP 4.10	x		
Involuntary Resettlement OP/BP 4.12		x	
Safety of Dams OP/BP 4.37		x	
Projects on International Waterways OP/BP 7.50		x	
Projects in Disputed Areas OP/BP 7.60		x	

## V. Financing (in USD Million)

Total Project Cost:	200.00	Total Bank Financing:	200.00
Financing Gap:	0.00		
<b>Financing Source</b>		<b>Amount</b>	
BORROWER/RECIPIENT		0.00	
IDA Grant		200.00	
Total		200.00	

## VI. Contact point

### World Bank

Contact: Dung-Kim Pham  
 Title: Senior Operations Officer  
 Tel: 473-2539  
 Email: dpham@worldbank.org

### Borrower/Client/Recipient

Name: Ministry of Finance and Budget  
 Contact:  
 Title:  
 Tel:  
 Email:

### Implementing Agencies

Name: Ministry of Primary, Secondary and Vocational Education  
 Contact:  
 Title:  
 Tel:  
 Email:

## VII. 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>