

## PROJECT INFORMATION DOCUMENT (PID) APPRAISAL STAGE

Report No.: PIDA25081

<b>Project Name</b>	Quality and Relevance of Secondary and Tertiary Education Project (P149233)
<b>Region</b>	AFRICA
<b>Country</b>	Congo, Democratic Republic of
<b>Sector(s)</b>	Secondary education (40%), Tertiary education (30%), Vocational training (30%)
<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 Higher Education, Ministry of Primary and Secondary Education and introduction to the new Citizenship, Ministry of Technical and Professional Education
<b>Environmental Category</b>	B-Partial Assessment
<b>Date PID Prepared/Updated</b>	22-Apr-2015
<b>Date PID Approved/Disclosed</b>	16-Apr-2015, 23-Apr-2015
<b>Estimated Date of Appraisal Completion</b>	25-Mar-2015
<b>Estimated Date of Board Approval</b>	26-May-2015
<b>Appraisal Review Decision (from Decision Note)</b>	The Chair authorized the team to proceed with appraisal of the project subject to incorporating the advice provided in the revised PAD. This Decision Review Note has been decided by Ahmadou Moustapha Ndiaye, Country Director, AFCC2.

### I. Project Context

#### Country Context

With 80 million hectares of arable land, abundant natural resources and a promising economic growth, the Democratic Republic of Congo (DRC) still remains one of the poorest countries in the world. Since 2010, DRC economic growth has exceeded the average for Sub-Saharan Africa by 2 percentage points. Real GDP growth has averaged more than 7 percent from 2010-2014 and is projected to reach 9 percent in 2015. However, and despite a better performing economy and abundant natural resources, the country's wealth has not had much impact on the lives of the Congolese people. DRC still ranks 186 out of 187 on the 2014 Human Development Index (HDI) and 64 percent of its population is poor (below the national poverty line) and 82 percent of the population continues to live on less than US\$1.25 per day.

The promising economic growth may be challenged by recent falling commodity prices, further impacting on DRC social condition. It is important to promote growth in sectors where the poor live and work. Even though DRC will not suffer from the falling of oil price, being an oil importer; its economy can experience lower growth due to the long period fall in the prices of metals for which DRC is a major exporter. Revenue can decrease with expenditure contraction, leading to recessionary pressure, which will impact further on the poor. To counter this negative impact, growth in agriculture is essential as it is where the majority of the poor works. There is also the need for economic diversification into services and manufacturing sectors which require continued progress in education quality and the availability of a more skilled labor force.

DRC is undergoing a demographic transition with declining child mortality but a sustained fertility rate. DRC 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 expected to remain the same for the next 20 to 30 years. As a consequence, this overwhelmingly young population will put enormous pressure on the educational system and the labor market. The 2013 World Population Report estimated that by 2050, DRC will among the top five most popular nations in the world. Following the dark periods of arms conflicts and political instabilities of the past years, DRC is progressively leaving behind the context of emergency to embrace a sustainable development context. This transition is also shifting the needs and priorities, requiring more investment in human capital. Albeit volatile political environment of recent years the economic context is favorable to sustainable investments in short, mid and long-term. However, uncertainties remain with the coming electoral timeline which is expected to be very tense, as it coincides with the constitutional democratic transition of power.

With the adoption of the Millennium Development Goals in September 2000 the Government of the DRC had developed its Strategy for Growth and Poverty Reduction with emphasis on education and the strengthening of human capital. The Strategy establishes a single unifying framework for all sectorial policies of the country with one of its main pillar focusing on improving access to basic social services and on strengthening human capital. In line with the Government commitment to education and the strengthening of the country's human capital, a National Education Law was promulgated (2014). Discourse of the President on the state of the nation also put a strong emphasis on education and training to meet the challenges of economic growth and globalization.

DRC economy has a large informal sector and has started to adopt policies and practices to promote the development of small and medium-scale companies. A study conducted by the National Institute of Statistics suggests that the informal sector represents between 60-80 percent of business activity but the Investment Climate Assessment Survey suggests an even higher share, in the range of 90% and finds that the majority of informal enterprises are engaged in retail and commercial activities (63%) followed by industrial and manufacturing industries (15%) and services (12%). This poses critical challenges: (i) it undermines the taxation system and therefore economic growth, and (ii) because of the volatile nature of these one-person informal undertakings, income is often erratic and generally not high enough to reduce poverty in a sustainable way. The formal sector has been developing modestly and needs to speed in order to keep step with rapid labor force growth.

Firms in DRC experience skills shortage in growth sectors such as Agriculture, Mining and Construction, and are looking for skills from secondary and tertiary levels. Agriculture is the pillar of the Congolese economy but remains largely unexploited. Only 9 to 10% of the 80 million

hectares of arable land are currently cultivated. With potential advances in the development of agribusiness parks by Government, a demand for medium to high-level skills has been identified in biotechnology, soil fertilization, food protection and security but also in the value-chain process from initial production to processing, quality and commercialization. Besides agriculture, mining activities are essential with important spillover effects providing good opportunities to increase economic benefits. Economic value retained through employment and local suppliers accounts for 66% of the total value created through minerals extraction. The most urgent need is for semi-skilled workers, in particular plumbers, electricians, masons, welders, blacksmiths, carpenters, IT technicians, mechanics, equipment operators, and drivers. The construction sector has expressed similar immediate needs; correspondingly, the sector has the potential to create a significant number of jobs due to upstream and downstream spillover effects.

There is low level of education and lack of training in Agriculture. A recent study on Demand and Supply of Skills in Agriculture in Bandundu and Bas Congo provinces, led by the World Bank, indicated that there is a low level of education in the active agriculture labor force, not only among seasonal workers and individual farmers but also among executives and owners of agro-businesses. The lack of appropriate training and illiteracy are issues that both enterprises and farmers perceived as key obstacles to improve their performance. On the supply side, the study indicated that trainers typically mention lack of funding, lack of equipment, lack of infrastructure, lack of educational materials and low salaries, among the key obstacles of effective training services. Around 70% of the training institutions find it difficult to recruit qualified trainers. Farmers and farmers associations expressed interest in skills related to modern agricultural production processes and processing technologies – skills which are not currently offered by the existing training system.

DRC's shift from post-conflict reconstruction to investment-led growth, coupled with increase in demand for skills by firms, necessitates a quality expansion of education in post-primary, with targeted investment in technical and vocational education. One of the first recommendations of the World Bank Economic Memorandum is to strengthen secondary education and TVET. A study by Lutz and al. (2008) shows that secondary and technical education are key to achieve higher growth rates for countries in a development stage as DRC. In particular, the FEC/AFD 2009 survey points out technical skills in the secondary education level are the most needed on the labor market. As a rule, and for reasons of relevance and cost-efficiency, technical and vocational education programs need to interact with local market dynamics and needs. In the long run, they seek to maintain a balance between labor demand and supply.

### **Sectoral and institutional Context**

The DRC's education system

The number of students in the DRC education system is very large, and the system expansion is unregulated. The current DRC pre-tertiary education system has a traditional 6-2-4 structure: six years of primary education, followed by two years of lower secondary and four years of senior secondary education. Over the course of the last five years, there has been considerable expansion of the system, resulting in a rapid increase in enrollments at all levels of education. Between 2008 and 2010, the number of public and private education institutions increased from 47,000 to 66,600, and the number of students registered across the system, from primary to higher education, grew from 13.6 million to 16.9 million. The number of teachers in primary and secondary education exceeds 600,000 (45% of whom are secondary teachers), and there are around 66,000 schools in the country (34% secondary schools). Analysis of secondary education demonstrates disproportionate

growth in the number of schools compared to enrollment, with the number of schools growing almost twice as fast as the number of students. This situation contributes to systemic inefficiencies and is driven by: (i) the presence of multiple actors (many of them faith-based) with the authority to open schools and recruit teachers; (ii) low levels of compliance with school mapping; and (iii) the accreditation of schools that have not been budgeted for.

Faith-based organizations play a substantial role in the DRC's public education system. The system includes schools managed by the State (écoles non-conventionnées) and schools run by faith-based groups (écoles conventionnées) administered primarily by Catholic, Protestant, Kimbanguist and Islamic organizations. In 2012-13, faith-based groups managed 76 percent of the country's 19,600 secondary public schools and enrolled 3.3 million students. Only two percent of secondary students are currently enrolled in private schools, 41% of whom are concentrated in the capital, Kinshasa. Faith-based schools are an integral part of the public system and benefit from the same advantages as the state schools, including the public financing of teacher salaries, operating costs, the renovation of school buildings, textbook distribution, etc.

Sector administration is divided among three ministries responsible for primary and secondary education; technical and vocational education; and higher education. In 2014, a government reshuffle established a new Ministry of TVET (Ministère de l'Enseignement Technique et Professionnel - METP) and the appointment of a new minister for higher education - a portfolio which had been operating under the minister for primary and secondary education for some time. The new METP is still in the process of establishing its administration. The former Ministère de l'Enseignement Primaire, Secondaire et Professionnel has been renamed Ministère de l'Enseignement Primaire, Secondaire et Initiation à la Citoyenneté - MEPS-INC), following the transfer of vocational training to the new ministry (METP) and the addition of a new responsibility for 'citizenship initiation'.

Considerable achievements were made in primary education but many challenges remain. Important investments have been made during the last five years, resulting in significant results. From 2007 to 2013 gross intake rate in first grade of primary rose from 115% to 133%, meanwhile gross enrollment rate increased from 64% to 101.4% and the completion rate has more than doubled from 29% to 64%. The gradual introduction of a fee-free policy for primary education in September 2010 contributed to this positive trend in access, specifically for children from poorer households and has contributed to a reduction in gender disparity. In spite of these achievements, challenges remain. Barriers to access are driven by high costs to households, poor infrastructure, and socio-economic and cultural factors that constrain access for girls, and children from low income groups and hard to reach areas. A poor learning environment, underpinned by poor teaching skills and the limited availability of textbooks, undermine the quality of student learning. The Bank and the development partners continue to provide support to primary education through the GPE on-going Support to Basic Education Project and the Bank's Human Development System Strengthening as well as subject matters on girls' education and education in conflict setting. A potential second GPE program is being considered in which the Bank's work in early childhood development can complement to provide a more comprehensive scope.

### Secondary education

Student performance in secondary education is poor. Secondary education consists of a common stream (2 years) followed by four different streams: general, pedagogical and technical (4 years) that give access to higher education (university or non-university); and vocational (2 or 3 years) that

leads to a professional certificate. The results of the Examen d'Etat (examination at the end of secondary education) (2011-13) showed poor pass rates in Math and Science, between 40%-60%. The poor state of student performance in Math and Science can be explained by the fact that teachers are poorly trained, pedagogical materials are lacking and the laboratories are either in poor state or inexistent. Textbooks for students are in very short supply and it is generally accepted that teachers do not have handbooks either. The quality of the teaching largely depends on the teacher's inventiveness and creativity.

Junior and senior secondary education curricula need to be upgraded and mainstreamed. Many curricula are outdated, incomplete, or of poor quality. School timetables vary (some curricula do not indicate the number of periods of required study) and field visits to schools (Kinshasa) observed noncompliance with official teaching time requirements or local rescheduling in line with realities on the ground. Recently developed programs such as Informatique (Computing) and Education à la vie (Life skills) have been introduced without consideration for existing learning programs and schedules, or guidance for their integration. The result is the existence of non-standardized, school-specific, timetables and confusion about the number of periods that should be allocated to teaching each subject.

Secondary technical and vocational education (TVET) is inefficient and insufficiently aligned with the economy to drive economic development. The technical and vocational streams both currently offer 39 programs in training and professional development. Analysis of the Examen d'Etat enrollment rates indicates that less than half of these programs enroll more than 1,500 students; some enroll fewer than 20 students nationwide; while others have zero enrollment and may not be operational. Many programs continue to utilize outdated curricula. There are on-going initiatives to support curriculum development in agriculture (VVOB) and in a range of subjects (APEFE/CTB). While the new curricula for training in agriculture, developed with Belgian support, are being rolled out; others are still in the piloting phase. Initiatives to improve and update curricula are encouraging but support remains limited and has not been brought to scale.

The image and attractiveness of secondary TVET has eroded over time. TVET is perceived as a "second class" education and suffers from a negative image by youth and general public. This is due to the irrelevance of its curricula, the poor alignment of programs with the needs of the private sector, and the poor returns to education accruing to graduates of the system. The current TVET programs are not attractive enough to mobilize and retain students. A poor learning environment, obsolete equipment, outdated pedagogical materials, and teaching that emphasizes theory rather than its practical application, exacerbate this situation. Over 80% of secondary students enroll in general or pedagogical programs, foregoing vocational and technical options entirely. In 2012-13, the share of students in secondary TVET represented 18.5% of total enrollment; 17.4% of which enrolled in the technical stream and 1.1% in the vocational stream. Both streams organize almost similar study options but students prefer the technical stream as it leads to obtaining the State Diploma that gives access to higher education.

Financing of public secondary TVET is limited and relies primarily on households, the international community and self-generating revenues of the technical schools. Public financing is inadequate, and there is no distinct budgetary allocation for secondary TVET. Since 2010, the scarce operating costs provided to the public schools have ceased forcing schools to rely heavily on school fees to pay for the instructors salaries. At present, 46% of secondary teachers are awaiting to be budgeted. A number of schools have used training methods to generate revenues that very often are not in

agreement with the pedagogy and the training programs schedule. There exists a levy system by which public enterprises are required to pay training tax, corresponding to 3% of the salary of the workforce to the National Institute for Professional Preparation (Institut National de Préparation Professionnelle – INPP) under the Labor Ministry. For private companies, the tax scale is 3% for companies that have 1-50 employees, 2% for companies of 51-300 employees, and 1% for companies of more than 300 employees. The administration of the training tax is opaque and inefficient.

#### Tertiary education

Tertiary education offers both general higher education and higher level TVET. While universities are responsible for general studies leading to bachelors, masters and doctoral degrees in various disciplines, higher education institutes offer specialized studies aligned to specific skills. Secondary school teachers graduate from pedagogical higher institutes (Instituts Supérieurs Pédagogiques – ISP) and the Kinshasa-based National Pedagogical University (for senior secondary); and pedagogical and technical higher institutes (Instituts Supérieurs Pédagogiques et Techniques – ISPT) (for technical education). Boundaries between universities and the higher education institutes are getting blurred as the latter are now organizing programs similar to those provided by the universities (3-year graduat and 5-year licence). The delivery of tertiary TVET is of a poor quality and lacks relevance to the economy. Despite an increase in demand for skilled workers, most students continue to graduate from programs that do not equip them with the relevant knowledge and skills to access employment and participate in economic growth. Programs that target the development of skills complementary to key growth sectors in the economy attract relatively few students (about 20% of total enrollment in 2013-14), with particularly low enrollment rates in agriculture (8%), construction (7%) and mining (1%). As a consequence, MESU seeks to improve the quality and relevance of its TVET, and expand vocational programs.

#### Overall TVET

Responsibility for and oversight of the DRC's overall TVET is scattered across various ministries and parastatals, undermining the development of a coherent national policy framework. The multi-sectoral nature of TVET and lack of coordination in skills development has resulted in the development of different forms of TVET administered by different actors with vested interests. The mandates of these ministries overlap, contributing to confusion and tension, and undermine the development of coordinated policy interventions. Poor oversight and implementation is further complicated by the institutionalization of de facto formal, non-formal and informal TVET activities on the ground. The work of the Inter-ministerial TVET Commission established in 2008 to improve the coordination of TVET programs, has been stymied by these challenges and, so far, its impact has been limited.

#### The Government Education Sector Strategy and the National Education Law (2014)

The recently developed Education Sector Strategy (ESS) and the National Education Law articulate an agenda for reform with a focus on more effectively aligning the supply of workers with labor market demand, and the provision of relevant knowledge and skills to Congolese youth to meet the evolving needs of the DRC's economy. For junior and senior secondary, the reform agenda seeks to overhaul the entire curriculum to strengthen the teaching and learning of mathematics and science as well as literacy skills. Regarding secondary TVET, it focuses on the need to strengthen an effective partnership with the private sector to increase the relevance of training and its attractiveness as an education option. The objective is to boost enrollment in TVET with a goal to increase the proportion of students enrolled from the current level of 19% to 45% by 2024. For

tertiary TVET, the reform agenda seeks to develop new short-cycle courses of vocational programs (formations professionnalisantes) that will provide graduates with skills that have practical applications for the needs of the labor market. For both secondary and tertiary TVET, the ESS advocates the importance of effective public-private partnerships and the development of work-study programs with the private sector

#### Donor Coordination and Financing

Donor support to formal and non-formal TVET has been limited and with few actors currently present on the ground. On the formal side, VVOB has supported the development of curricula for agriculture with a participative approach. It has been adopted by MEPS-INC as part of the national curriculum. The project will make use of the same curricula and complement its implementation with additional pedagogical materials. CTB is introducing a pilot to support the government's program in developing sizeable TVET centers to serve as resource center to surrounding technical schools. In addition, it is supporting the development of a TVET strategy, which is put on hold with the ministerial change. On the non-formal side, Japan and France are the main donors with most support going to INPP. Donor coordination is assured by an Inter-ministerial TVET Commission with limited effectiveness due to lack of leadership and clear vision of TVET development.

## II. Proposed Development Objectives

The objectives of the project are to: (i) improve the teaching and learning of Mathematics and Science in general secondary education, and (ii) enhance relevance of technical and vocational education and training (TVET) in priority sectors at secondary and tertiary levels.

## III. Project Description

### Component Name

Improve the teaching and learning of Math and Science in general secondary education

### Comments (optional)

Subcomponent 1.1: Development of Secondary education strategic framework and strengthening of Math and Science curriculum for secondary education with improved teaching and learning conditions

Subcomponent 1.2: Upgrading Math and Science curriculum and in-service and pre-service training of teachers at ISPs

### Component Name

Enhance the relevance of TVET in priority sectors at secondary and tertiary levels

### Comments (optional)

Subcomponent 2.1: Development of TVET Strategy and enabling framework

Subcomponent 2.2: Enhancing the quality and relevance of secondary TVET in the priority sectors

Subcomponent 2.3: Enhancing the quality and relevance of tertiary TVET in the priority sectors

### Component Name

Project Coordination, Monitoring and Evaluation

### Comments (optional)

## IV. Financing (*in USD Million*)

Total Project Cost:	200.00	Total Bank Financing:	200.00
Financing Gap:	0.00		
<b>For Loans/Credits/Others</b>			<b>Amount</b>
BORROWER/RECIPIENT			0.00
International Development Association (IDA)			130.00
IDA Grant			70.00
Total			200.00

## V. Implementation

### Institutional and Implementation Arrangements

Three ministries are ultimately accountable for meeting the objectives of the project: MEPS-INC, METP and MESU.

**Strategic Direction.** A Steering Committee (SC) will be established. It is chaired by the Minister of MEPS-INC, with the Ministers of ESU and METP as Co-Chairs. The SC is further comprised of: the Secretary Generals (SG) of MEPS-INC and MESU; representatives of the Ministry of Finance, the relevant Directorates and representatives of the private sector targeted by the project. The SC has the following responsibilities: (i) provide strategic direction to the project; (ii) approve the project annual work plans, and (iii) evaluate the project progress. It will meet twice a year. The existing Technical Assistance Unit within the MEPS-INC (Cellule d'Assistance Technique - CAT) will assume the role of Secretariat. The SC will be established by a government decree.

**Overall coordination.** The CAT will be responsible for overall project coordination, evaluation as well reporting. The CAT was established with donor support to monitor the implementation of the Interim Education Plan and the harmonization/coordination of donor interventions; as a result, it has developed significant expertise in technical education issues. At present, it has capacities in education planning and economics, sector budgeting, training system development, monitoring and evaluation. The project will provide technical assistance to the CAT to further strengthen its knowledge in topics related to the development of education, including knowledge of the economics of education and labor market dynamics.

**Project implementation** will fall under the authority of the Secretary Generals of each education ministry. Technical Support Teams (TST) will be established to assist the SGs in the day-to-day operation and will be manned with staff with strong capacities in leadership, project programming, planning, synchronization, and monitoring of activities. Procurement and financial management qualification will also be included, in coherence with the capacities of the SGs administration. The technical Directorates under the SGs will implement project activities that fall under their technical jurisdiction and will be strengthened with technical knowledge.

The higher education institutions (HEIs), operating under PBC, will execute their own PBC. These institutions are autonomous. Each one will set up a PBC committee placed under the Rector/ General Director to coordinate the part of the PBC that falls under its faculties or departments. The PBC committee will comprise: (i) a coordinator, (ii) a procurement focal point, (iii) a financial management specialist, and (iv) a monitoring and evaluation specialist. Once the PBC is signed, after the World Bank's no-objection, each HEI will be in charge of procurement and financial management of its PBC.



For HEIs, not operating under PBC, the General Director will be responsible for the implementation of the institution's work plan. Procurement and financial activities will be assembled and centered at the SG level. This group of HEIs include the 6 ISPs and the 2 ISPTs.

A recent government reshuffle (2014) has resulted in the arrival of a new Ministry for TVET (METP). This Ministry is still in the process of establishing its administration and will follow the above project implementation structure. For the time being, procurement and financial management responsibilities will rely on the set-up under the SG-MEPS-INC.

## VI. Safeguard Policies (including public consultation)

<b>Safeguard Policies Triggered by the Project</b>	<b>Yes</b>	<b>No</b>
Environmental Assessment OP/BP 4.01	<b>x</b>	
Natural Habitats OP/BP 4.04	<b>x</b>	
Forests OP/BP 4.36		<b>x</b>
Pest Management OP 4.09		<b>x</b>
Physical Cultural Resources OP/BP 4.11	<b>x</b>	
Indigenous Peoples OP/BP 4.10	<b>x</b>	
Involuntary Resettlement OP/BP 4.12	<b>x</b>	
Safety of Dams OP/BP 4.37		<b>x</b>
Projects on International Waterways OP/BP 7.50		<b>x</b>
Projects in Disputed Areas OP/BP 7.60		<b>x</b>

**Comments (optional)**

## VII. Contact point

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