UNICEF and MENET

EDUCATION SYSTEM RECOVERY SUPPORT PROJECT

PROGRAM DOCUMENT
For a Global Partnership for Education Grant
to the Central African Republic

©UNICEF CAR/2014/Tom
Start of term in a school in Bossangoa.

05 SEPTEMBER 2014
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<tr>
<td>ACFPE</td>
<td>Central African Professional Training and Employment Agency</td>
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<tr>
<td>ACTED</td>
<td>Agency for Technical Cooperation and Development</td>
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<td>ADEFCA</td>
<td>Central African Association of Basic 1 School Principals</td>
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<td>AFD</td>
<td>French Development Agency</td>
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<tr>
<td>AGETIP-CAF</td>
<td>Agency for the Execution of Works of Public Interest in the CAR</td>
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<td>CAR</td>
<td>Central African Republic</td>
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<td>COOPI</td>
<td>Cooperazione Internazionale Fondazione</td>
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<td>CPR</td>
<td>Regional pedagogical centre</td>
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<td>CSR</td>
<td>Country status report</td>
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<td>DCM</td>
<td>Delegated contract management</td>
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<td>DRC</td>
<td>Danish Refugee Council</td>
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<td>DRH</td>
<td>Directorate of Human Resources</td>
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<td>ECAC</td>
<td>Associated Catholic Teaching of Central Africa</td>
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<td>EGMA</td>
<td>Early Grade Math Assessment</td>
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<td>EGRA</td>
<td>Early Grade Reading Assessment</td>
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<td>ESF</td>
<td>Enfants sans Frontières</td>
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<td>ETAPB</td>
<td>Protective temporary learning spaces for children</td>
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<td>EU</td>
<td>European Union</td>
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<td>FCA</td>
<td>Finn Church Aid</td>
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<td>FTI</td>
<td>Fast-Track Initiative</td>
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<tr>
<td>GDP</td>
<td>Gross domestic product</td>
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<td>GER</td>
<td>Gross enrollment rate</td>
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<td>GLPE</td>
<td>Local Education Partners’ Working Group</td>
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<td>GPE</td>
<td>Global Partnership for Education</td>
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<td>GS</td>
<td>General secondary</td>
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<td>HDI</td>
<td>Human Development Index</td>
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<td>HIV</td>
<td>Human immunodeficiency virus</td>
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<td>IDPs</td>
<td>Internally displaced persons</td>
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<td>IMF</td>
<td>International Monetary Fund</td>
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<td>JUPEDEC</td>
<td>United Youth Movement for Environmental Protection and Community Development</td>
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<td>LEI</td>
<td>Local education inspectorate</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>MEN</td>
<td>Ministry of National Education</td>
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<td>MENESRS</td>
<td>Ministry of National Education, Higher Education and Scientific Research</td>
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<td>MENET</td>
<td>Ministry of National Education and Technical Training</td>
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<td>MISCA</td>
<td>African-led International Support Mission to the Central African Republic</td>
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<td>NGO</td>
<td>Nongovernmental organization</td>
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<td>NRC</td>
<td>Norwegian Refugee Council</td>
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<td>NTC</td>
<td>National Transition Council</td>
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<td>OPM</td>
<td>Operations and procedures manual</td>
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<td>PA</td>
<td>Parents association</td>
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<td>PAPSE</td>
<td>Projet d’Appui au Programme Sectoriel de l’Education/ Education Sector Pro-</td>
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<td></td>
<td>gram Support Project</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<td>PASEC</td>
<td>CONFEMEN Programme for the Analysis of Education Systems</td>
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<td>PLWHA</td>
<td>People living with HIV or Aids</td>
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<td>PRSP</td>
<td>Poverty Reduction Strategic Paper</td>
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<td>QAR</td>
<td>Quality Assessment Review</td>
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<td>SNSE</td>
<td>National Strategy for the Education Sector</td>
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<td>STP</td>
<td>Permanent Technical Secretariat</td>
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<td>TFP</td>
<td>Technical and financial partners</td>
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<td>TVET</td>
<td>Technical and vocational education and training</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<td>WFP</td>
<td>World Food Programme</td>
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1. Context

The MENET's transition plan includes a more detailed description of the Central African Republic's context than that offered here.

1.1. Geography, Demography and Social Indicators

The Central African Republic is a landlocked country of an area of 623,000 km². The population was estimated at 4.7 million inhabitants in 2012. About 20 percent of the population lives in the capital, Bangui. The country is characterized by a high level of ethnic diversity. Sangho is the official and national language, spoken throughout the country.

A great majority of the Central African population is young. In 2012, 51.3 percent of the population was aged under 20 years and over 60 percent were under the age of 25 years. The rate of demographic growth in 2012 was approximately two percent. The population is mainly rural. The under-five child mortality rate remains high, at approximately 170.8 deaths per 1,000 live births. Life expectancy is only 48 years for men and 51 years for women. HIV represents a real challenge, with a prevalence rate among adults aged 15 to 49 years of 4.6 percent in 2010.

Most administrative and socioeconomic activities are concentrated in the capital Bangui and some other urban centers nationwide. The North region has had fewer public services than other regions for several decades. Likewise, most development projects, including those pertaining to education, have not significantly and equitably reached this region, whose access is difficult. This situation was the main stated motive of the last rebellion, which is at the root of the current crisis.

In 2011, the CAR ranked 179th out of 187 countries for which UNDP computed the Human Development Index (HDI). The lack of road infrastructure, the inaccessibility of many areas, particularly during the rainy season, as well as insecurity issues, isolate the regions furthest from Bangui for several months a year, in particular in the North, North-East and Eastern regions. These regions, lacking banking networks and quality social and public infrastructure, are abandoned by shopkeepers and civil servants. This generates a sense of neglect among local inhabitants and constitutes a fertile background for uprisings.

The CAR has one of the highest poverty rates in Sub-Saharan Africa. In 2003, according to household survey data collected by UNDP, 67.2 percent of the population lived under the poverty line. The poverty rate is higher in rural areas and in the regions affected by successive crises.

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1.2. Politics and Economy

The CAR has the characteristics of a fragile state.

With a gradual return to political stability between 2004 and 2012, economic recovery accelerated. The CAR was able to resume its structural reform program and in 2006 the government initiated its medium-term macroeconomic and financial program. In December 2008, the CAR held a process of inclusive political dialogue and implemented a program of demobilization, disarmament and rehabilitation. This enabled the organization of presidential and legislative elections in 2011.

Trends in GDP growth have been unstable, from -4.6 percent in 2003 to +4.2 percent in 2007. The average level of economic growth fails to achieve an improvement in the level of income. The financial and economic crisis of 2008 had a negative impact on the Central African economy and exports. The recovery initiated in 2010 appeared to be consolidating until the outbreak of the crisis. According to World Bank and IMF estimates, in 2012 growth had reached 4.1 percent, a higher rate than in 2011 (3.3 percent). Repeated crises aggravate the poverty phenomenon however. According to the World Bank’s October 2013 projections, GDP contraction is considerable (-19.8 percent), mainly as a result of the crisis.

The Central African economy is dominated by the primary sector, that represents over half of GDP (52 percent in 2008), followed by the tertiary sector (about 30 percent) and the secondary sector (about 12 percent). The primary sector is characterized by a predominance of subsistence agriculture (about 28 percent) and cattle breeding (about 12 percent).

Regarding public finances, tax income is low (under 10 percent of GDP) and budgets are characterized by weak and irregular execution levels.

However, civil servant salaries are being financed by international development partners (UNDP), and will be until the end of 2014, which will enable the government to consolidate its budget and foresee the regular payment of salaries within the next three years. The government will be able to assume responsibility for these financial commitments thanks to the gradual recovery of national economic activity, which is already tangible with the return of key economic players. The recovery of these economic activities should provide the government with sufficient resources to face its obligations.

The CAR will not achieve the Millennium Development Goals (MDGs), or those of Education for All (EFA), by 2015. However, all the support provided to the sector over this transition period has contributed to create the foundations for the sector’s sustainable development.

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2 World Bank data: http://www.banquemondiale.org/fr/country/centralafricanrepublic/overview#1
3 Idem
1.3. The CAR Crisis

Decades of instability, political crises, coups d’état and bad governance have generated a state of pervasive insecurity throughout the country, the acute impoverishment of the population and great vulnerability, as well as the absence of public services. In 2012, several rebellion movements in the North united to form the Séléka, which threatens the government’s authority. Despite the signature of a peace agreement in January 2013, the Séléka seized the capital Bangui and overturned the president. Since early 2013, the armed rebellion, the coup d’état of 24 March 2013, ethnic and religious violence and the looting and extortion of the population by the Séléka’s ex-rebels and anti-balaka self-defense insurgents have considerably worsened the country’s precarious situation.

In January 2014, the United Nations High Commissioner for Refugees (UNHCR) enumerated 935,000 displaced persons since the 2013 coup d’état. Since December 2013, about 212,000 refugees fled to Cameroon, Chad, Congo and the Democratic Republic of Congo. According to the United Nations, 2.2 million people rely on humanitarian aid. In December 2013, the Food and Agriculture Organization estimated that about 1.3 million people were in need of food aid. Despite the presence of the French Sangaris force and the African-led International Support Mission to the Central African Republic (MISCA), as well as the planned deployment in September 2014 of 12,000 peacekeepers, the situation remains extremely tense.

Since January 2014, a new interim president and transition government are in power. A presidential election is planned for spring 2015.

1.4. The CAR Education Sector

1.4.1. A Fragile and Under-Developed Sector

Act n° 97/014 of 10 December 1997 pertaining to the future of education constitutes the legal framework defining education sector policy in the CAR. The sector comprises three cycles, not including preprimary that is optional:

- Basic education, including Basic 1 (primary) and Basic 2 (lower secondary);
- Secondary education, including general secondary education and technical and vocational education; and
- Higher education, including universities, teacher training institutes and private institutes.

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5 UNHCR, L’insécurité génère plus de 935 000 déplacés en République centrafricaine, 3 January 2014, [http://www.unhcr.fr/52c6ea31c.html](http://www.unhcr.fr/52c6ea31c.html)
7 World Bank data: [http://www.banquemondiale.org/fr/country/centralafricanrepublic/overview#1](http://www.banquemondiale.org/fr/country/centralafricanrepublic/overview#1)
Access to education remains very low in the CAR:

- Preprimary education is attended by a slight minority of urban children (GER of 5.4 percent);
- The primary cycle single-handedly represents 80 percent of enrolled youth. The GER is 87.2 percent on average, but just 73.4 percent for girls.
- 30 percent of children aged 6 to 11 years have never had access to school (26.4 percent of boys and 33.7 percent of girls). The situation is worse in rural areas (37.7 percent) than in urban ones (16.8 percent);
- The primary completion rate was 39.7 percent in 2011, far off the target of 58 percent for that year.

Secondary enrollment is very low, which can constitute a handicap for the renewal of the country's elite cadre. The GER is 21.8 percent for lower secondary (under half the Sub-Saharan African average) and 8.9 percent for upper secondary (three times lower than the Sub-Saharan African average).

The system's main bottleneck is the lack of qualified teachers. Before the crisis, the pupil-teacher ratio was 89:1. Forty percent of teachers are community-teachers (community teachers whose qualifications can be weak). School infrastructure is also insufficient, the pupil-class ratio being 87:1 and the pupil-desk ratio of 32:1. Textbooks are scarcer still, despite a recent improvement.

In 2011, almost no schools had electricity, over three-quarters had no running water and 45 percent were not equipped with latrines.

A 2007 Light PASEC study revealed weak performance in terms of learning outcomes. This translates into high repetition rates, of close to 23 percent in Basic 1 and over 17 percent in Basic 2 and secondary education.

The CAR education sector was historically underfinanced in the run up to the 2013 crisis. Only 1.45 percent of GDP contributed to the sector’s recurrent expenditure, one of the lowest rates in Africa.

1.4.2. The Situation Mid-2014

With the crisis, most schools closed at some point as a result of security concerns. In February 2014, 65 percent of schools were closed. The population occupied some schools and others were attacked.

The situation is improving however, thanks to the return to better security, enhanced by the deployment of significant international troops. Internally displaced people are gradually returning to their homes and camps are progressively emptying, such as the M’Poko camp near the Bangui airport.
In March 2014, Bangui schools were officially reopened. According to a MENESRS survey in March and April 2014, the renewed calm enabled the reopening of 56 percent of schools nationwide.

The running of Basic 2 schools is now even considered to be normal. These schools were among the first to reopen.

The Ministry of Education has demonstrated its will to initiate a return to normal pedagogical activity. The year-end exams were able to be held throughout most of the country.

1.4.3. The CAR Sector Strategy

Government action for the development of education and the support of international development partners and sector stakeholders is coordinated within and framed by a long-term sector strategy. The current crisis has disrupted the implementation of this strategy. The MENET transition plan for 2014-17 should open the path towards new long-term development perspectives.

After the completion of a CSR in 2007, the CAR elaborated a National Strategy for the Education Sector (SNSE) for the 2008-2020 period. This long-term sector strategy had the following goals:

(i) The improvement of enrollment rates through universal primary education and broadening access to secondary schools;
(ii) The improvement of the education system’s internal and external efficiency through the raising of TVET completion and transition rates;
(iii) The vocationalization of higher education; and
(iv) The more efficient management of the education sector.

These goals were planned in three stages:
- An emergency stage (2008-2011);
- An implementation stage (2012-2015); and
- A consolidation stage (2016-2020).

The strategy was considered to comply with the Fast-Track Initiative framework that prevailed at the time, being realistic, giving priority to providing universal primary education access and being financially sustainable with foreign aid.

International development partners endorsed the SNSE in February 2008, at which time the CAR joined the Global Partnership for Education (then Fast-Track Initiative).
1.4.4. The Central African Republic and the Global Partnership for Education

In September 2008, the CAR was allocated a grant of US$ 37.8 million from the Fast-Track Initiative Catalytic Fund. The CAR government and the World Bank signed the grant agreement on 5 April 2009.

The Catalytic Fund financed the sector strategy through the Education Sector Program Support Project (PAPSE) for the 2009-2011 period. The World Bank supervised this project, which took effect on 22 June 2009. To enable the implementation of the SNSE, the Ministry of National Education (MEN) created a Permanent Technical Secretariat (STP), a functional unit responsible for the operational activities and the execution of supporting external financing.

The sector strategy, thus supported by external financing, has begun to have a beneficial impact on enrollment. By late 2012, the action plan targets had been achieved for the primary gross access (90 percent) and enrollment (88 percent) rates.

Early January 2013, the CAR filed a new funding request with the Partnership secretariat, for a second allocation of an indicative amount of US$ 19.2 million. A national sector policy document and a World Bank project document were included in support of the request.

Unfortunately, political and military unrest and the coup d'état of 24 March 2013 froze the preparation of this new grant. The Global Partnership accepted to release a first installment on 19 November 2013, equivalent to 20 percent of the amount, of US$ 3.69 million, the implementation of which was trusted to UNICEF. This provisional allocation is currently devoted to financing an emergency program.

As of June 2014, the improvement of the political and security situation carries the hope of a return to a normal context and to the usual running of institutions.

UNICEF remains the Partnership fund’s administrative agent and the Central African government is submitting a new request, based on the transition plan it has recently adopted. This is to assist the national education sector through the crisis, through flexible and complementary emergency-related and more structural development-oriented activities.

One of the request’s annexes reviews the lessons learned by the MENET and its partners in the execution of the first Partnership grant and of the emergency installment that is currently under execution.

2. Adoption of a Ministerial Transition Plan

The Ministry of National Education and Technical Training (MENET) has developed and adopted a transition plan for 2015-2017. This transition plan aims to pave the way
for the gradual return to the normal operation of school activities, especially for the primary cycle, and to the smooth functioning of sector management, enabling the resumption of efforts towards development.

2.1. Status of the Transition Plan

The transition plan is a national CAR document determining the Ministry of Education’s policy outlook for three years, submitted to local stakeholders in the context of the GLPE for endorsement and to the GPE for approval. It supports a request for partial funding from the GPE, which will be one of several contributors to its implementation. It replaces the action plan submitted by the CAR to the GPE in January 2013, which was reviewed (QAR 1 and 2) and approved in principle, but whose implementation was impeded by political events.

This ministerial plan is the framework for the current program, describing a number of activities and priority spending areas, as a proposal for the outstanding Partnership funding of US$ 15.51 million that has not yet been released for emergency activities.

2.2. Hypotheses and Alternative Scenarios

As of June 2014, the Central African Republic's immediate future is still affected by multiple uncertainties.

In terms of security, “following the deployment of troops in early December to support the peacekeeping forces of the African-led International Support Mission to the Central African Republic (MISCA), the security situation has improved but remains uncertain. Overall, the number of troops deployed by MISCA, France, the United Nations security council and the EU should be increased to close to 20,000.” Everybody hopes that this considerable deployment of troops will put an end to the last armed uprisings that continue to shake the country.

In terms of politics, a transitional government, recognized and supported by the international community, has been in power since 23 January and is responsible for organizing new elections, which are planned for 2015.

Economic activity has witnessed a degree of recovery, but has not yet reached its pre-crisis level. Thanks in part to external support, the payment of civil servant salaries on the government budget has resumed, and the budget will be able to cover these without further suspensions from now on.

The transition plan and the current program are based on uncertain hypotheses that translate into several scenarios.

Under the most favorable hypotheses (the “optimistic” scenario): the security situation will remain stable and normal school activities will be carried out throughout the

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country, with the exception of a few areas; a non-transitional government with national and international legitimacy will take power in the CAR; public finances will be able to sustainably cover the payment of civil servant salaries from 2015 onwards, and further recruitment will be considered. Under this scenario, the transition plan will help to reduce emergency-related school activities and favor the return to normal teaching activities, whereas expenditure financed by the Global Partnership will be devoted first and foremost to structural support for the gradual resumption of the sector’s development.

Should these hypotheses not be confirmed and should the provision of emergency education services to internally displaced children continue to be required, the plan foresees greater emphasis being placed on these substitution activities, part of which would be covered by the Partnership financing.

Under less favorable hypotheses (the “average” scenario): the security situation will not fully stabilize; activities will resume shyly, but violence might resurface at any time; a non-transitional government with national and international legitimacy will take power in the CAR. Under this scenario, a budgetary provision will be made in the Global Partnership-financed expenditure to support the emergency response.

Under the unfavorable hypotheses (the “pessimistic” scenario): the security situation will again deteriorate and fighting and violence will resume, leading to the suspension of activities. In these circumstances, priorities will focus on meeting the needs of affected persons, and enabling school-aged children to access education.

Some activities are planned under all the scenarios, such as the supply of textbooks, the reestablishment of basic government capacities and the refurbishment of buildings, for instance.

Given the level of external resources that are foreseeable in 2014 for the 2015-2017 period, planning the active search for further funding, and the financing of resource mobilization activities, appear to be unavoidable.

The favorable set of hypotheses (the “optimistic” scenario) is adopted in the context of this program document for a GPE grant to the CAR. It is characterized by a stable security situation and relative calm, despite the potential subsistence of some pockets of violence and insecurity. It is hoped that the deployment of 12,000 peacekeepers in September 2014 will contribute to reinforce the return to calm, security and peace.

2.3. Implementation and Steering of the Transition Plan

The institutional arrangements to be set up for the transition plan will be more straightforward than those of the 2008 SNSE, that were barely or badly operative in practice, but also as a result of the political and institutional crisis that the CAR faces. The political steering of the transition plan will consist in regularly appraising the state of implementation, informing the national budgetary and political authorities, sharing findings with partners and civil society and taking any potentially required corrective
action. This political steering will be the responsibility of an ad hoc committee that will meet twice a year. The technical steering will consist in the practical daily monitoring of the action plan’s activities, organizing the related administrative tasks, making note of implementation difficulties and proposing solutions to overcome them, and collecting information pertaining to results. This technical steering will be the responsibility of the Permanent Technical Secretariat (STP), with support from the local education partners’ working group (GLPE).

2.4. Scope of the Transition Plan

The transition plan will not cover the entire education system. Indeed, it is not feasible at the emergence from the crisis to gather data on the entire system and the fundamental priority is that of Basic 1 (primary). The authorities are committed to spare no realistic effort to enable children whose education has been disrupted to remain in school until the end of primary and validate the cycle.

The plan does not contemplate any significant activities aimed at improving girls’ education. Obstacles to the enrollment of girls are both cultural and economic in nature. To change the situation, broad action will therefore be required, nationwide. Given the current dynamic, characterized by the international community’s commitment to provide greater support to the CAR, in particular in terms of education, it will be necessary to lift these constraints, which have been worsened by the crisis. The government is studying the option of cancelling school fees for all children attending Basic 1, which would contribute to accelerate and broaden the enrollment of children and that of girls in particular.

The plan includes some provision for higher and preprimary education; mainly basic measures to maintain the status quo. It contains provisions relating to vocational training, financed by AFD, and to Basic 2 (lower secondary) and general secondary (upper secondary), even if no financing has yet been planned for these cycles. The central arrangements of the transition plan relate to primary education, which will be the recipient of the lion’s share of external financing.

Sectorwide planning to be carried out in 2016 and 2017, after the resumption of statistical activities and on the basis of a new general population census, will enable the achievement of comprehensive planning of the Central African education system.

2.5. Transition Plan Goals and Contents

The transition plan aims to:

- Support alternative types of education for as long as required;

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9 The committee will comprise the Minister of National Education and Technical Training, the Minister of Higher Education and Scientific Research, a representative of the Ministry of Finance, representatives of the Parents Association federation and of teacher unions, representatives of the key private education sector stakeholders and international development partners.
- Support a return to normal teaching conditions by facilitating the transition from emergency activities to normal teaching services;
- Restore primary and secondary education indicators, both quantitative and qualitative, to their pre-2013 levels, by 2017;
- Ensure sector authorities are in a position to formulate new long-term sector forecasts; and
- Henceforth include emergency situation responses in the heart of the sector’s transition reflections and projections.

The goal of reestablishing sector governance is that the Ministry of Education should be able, by 2017, to: (a) organize the ongoing operation of primary and secondary schools, as well as annual exams, through the effective and timely distribution of available resources; (b) lead policy dialogue to define sector strategies in terms of developing access, pedagogical content, learning certification and financing; (c) coordinate all the initiatives undertaken by different education system players; (d) regularly provide knowledge of essential education indicators, through descriptive statistics that enable the management of resources and the forecast of financial needs; and (e) ensure the supervision of teaching activities.

The plan has identified five critical functions of sectorwide governance: (a) policy dialogue and leadership; (b) exams and learning assessments; (c) statistics; (d) determination of pedagogical standards and contents, and supervision of teachers; and (e) strategic planning and guidance. The plan will work to restore capacities in these functions through the refurbishment of government premises, the provision of basic administrative and technical equipment, technical support to build sector governance capacities and the training of specialized government staff.

With respect to the pedagogical strategy for the transition years, the plan will consider the disruptions children have faced in their education. Significant adjustments are to be anticipated:

(a) In teaching content, taking into account the realities of the conflict and the crises in pedagogical approaches (considering teaching in religious knowledge; ruling-out discriminatory pedagogical practices; integrating non-cognitive activities; setting goals combining the return to order, protection and goodwill; taking a step towards alleviating the financial burden on families and gratuity; training teachers in psychosocial approaches enabling them to positively react to traumas children have faced and helping them to overcome them).

(b) In the pedagogical organization of schools, with respect to the inclusion of remedial sessions in timetables, the distribution of pupils among classes avoiding any discriminatory practices, repetition policies and the prohibition of physical punishment.
(c) In the activities on offer for children. The transition plan contemplates the establishment of model secondary schools and the granting of scholarships, as well as the formal organization of the transition between emergency measures and the return to normal operations.

The transition plan contemplates the reorientation of the strategy followed with respect to community-teachers. Indeed, the number of community-teachers continued to grow between 2008 and 2012. The transition plan explores options to relieve the burden on communities of paying community-teachers through subsidies to local parents associations or other community organizations. The transition plan also includes the renewed basic training of 500 contract-teachers (“Maître d’enseignement”) per year in the regional pedagogical centers (CPRs), as of 2015. The Ministry of Education will apply for GPE financing for the training costs.

Regarding physical capacity, the transition plan contemplates the building, refurbishment and enhanced security of schools. In 2015, the construction of 200 new buildings should be undertaken, for approximately 10,000 children, which is equivalent to the natural growth of the school-aged population. Given the lack of financing and the high cost of construction, the MENET will rely on light or provisional construction techniques (similar to those used for facilities built during the emergency) for a significant share of these classrooms. The transition plan’s projected refurbishment incorporates the compliance with hygiene standards (water and latrines) and to enhance security (doors and padlocks, fences in rural areas).

Regarding the enhancement of teaching conditions, the plan includes the distribution of 1.45 million textbooks, one reading and one math textbook by primary pupil, as well as the distribution of 290,000 individual school supply kits per year. The Ministry of Education will determine the roll-out of measures to sustain school demand on the basis of WFP’s food insecurity criteria. The plan contemplates the establishment of school canteens and the increase in their capacity to provide 150,000 children with rations by 2017.

The transition plan includes future sector policy forecasting activities. These activities will integrate the management of emergencies, given the unfortunate reality that the country is prone to multiple and repetitive crises or events that disrupt school activities. The assessment of the academic level of existing teachers is necessary to highlight potential differences in the academic level of different classes of teachers currently practicing in the CAR, the need to implement basic academic training activities, the option of compensating for these deficiencies through adapted pedagogical materials and whether basic language-training activities should be considered. The transition plan includes the completion of research into the prospect of providing communities with subsidies to cover the financial cost of community teachers. The transition plan aims to carry out a standardized assessment of pupils’ learning results in the course of the 2015-2016 school year, enabling the preparation of the quality components of the future sector

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10 The European Union will contribute the textbooks required by the 180,000 children that attend the schools financed by their program, and the GPE will finance the remaining textbooks.
strategy. Finally, the transition plan contemplates the elaboration of a CSR over 2016-2017, after the first collection of school-level statistics, circa January 2016.

The program document presented here describes the selected transition plan activities that the MENET intends to finance with the Global Partnership grant.

2.6. Structure of External Financing in Support of the Transition Plan

2.6.1. Complementarity of Spending by Type

This financing will complement other financing, already available or announced:

- Two AFD grants have already been approved; the effective launch of one of them is awaiting the implementation of the transition plan. As it happens, AFD has planned to finance institutional support activities, including government building construction works. These works, with AFD financing, will begin in 2014 so that as of 2015, Partnership funds devoted to institutional recovery should benefit government services that will then have been relocated within refurbished and operational facilities.

- European Union financing of EUR 20 million (US$ 27.8 million), the execution of which will be trusted to UNICEF, as will the Partnership grant. Partners continue to discuss the activities to finance, whose respective weights within the funding have not yet been determined.

The EU intends to finance:

- The refurbishment of school infrastructure and temporary learning spaces in IDP camps and the provision of basic equipment for 300 schools;
- The training, equipment and deployment of teachers in accessible and secured areas, with support to the organization of remedial classes and for the strengthening of the teacher training and supervision system;
- The capacity building of MENET authorities and other officers at the central and deconcentrated levels, as well as support to the organization of “Back to school” campaigns in 2014 and 2015;
- The provision of alternative education services for out-of-school children, including vocational training.

2.6.2. Complementarity in Terms of Goals and Timing

The July 2014 QAR 2 mentions that “as the EU plans to specifically target given regions, it is essential to also check the geographic complementarity of interventions, the conflict being sensitive to the ethno-religious panorama. As the programs are complementary, the
linkages between the respective timeframes are an element that it will be appropriate to
determine in the final version of the program document."

Indeed, the program submitted to GPE financing does not contemplate any geographical
targeting, unlike the EU-financed project implemented by UNICEF. This lack of geo-
graphical discrimination is related to the nature of the activities planned under GPE fi-
nancing.

- The first spending category relates to teachers. It includes salaries (for contract-
teachers undergoing training or starting their career) and subsidies (for commu-
nity-teachers); contract-teachers are posted throughout the country according to
the school catchment rules and priority needs.
- The second category relates to textbooks. For this input, the complementarity of
the two sources of funding is clear, the EU providing financing for the schools in
its areas of intervention and the GPE in the remaining schools nationwide. The fi-
nancing is also complementary in terms of timing, as it is likely that the EU fi-
nancing will be available first.
- The third spending category relates to the capacity building of priority govern-
ment institutions; the complementarity of financing is not of a geographical na-
ture here (See separate note).
- The forth spending category relates to construction works. The EU-financed pro-
ject will only include this type of activity incidentally, in its areas of intervention.
For the GPE financing, the MENET would rather not target areas in advance, out
of concern about initiating complex discussions, but rather apply a sequence of
eligibility criteria for building works in due course, that combines: (a) feasibility
criteria (access to the area, security, possibility of attracting delegated contract
management agencies); and (b) simple school-based criteria related to the noted
level of education demand (pupil-classroom ratio).
- Finally, under the average and pessimistic scenarios, emergency spending is fore-
seen. The complementarity of financing would then depend on the precise nature
of the spending required, which will vary according to the source of resources
available. The geographical areas cannot of course be known in advance.

In terms of timing, the two programs are close. It is possible that the execution of the
EU-financed activities will slightly precede those under GPE financing. Whatever the
circumstances, each of the two grants can be executed independently. The existence of a
single administrative agent for both grants offers guarantees against the duplicate fi-
nancing of a given activity.

The AFD grants are already available for disbursement in Bangui; this is one of the rea-
sons they will be partly devoted to activities starting in 2014 and that will enable to ini-
tiate the recovery of government capacities under GPE and EU financing from 2015 on-
wards.
3. Goals and Results of the GPE Program

3.1. Main Goal and Specific Goals

The overall goal of the program consists in supporting the resumption of education activities with the aim of restoring Basic 1 education to its pre-2013 quantitative and qualitative levels, by 2017.

To achieve this goal, the MENET and its partners will organize their actions according to four axes:

**Axis 1.** The teaching issue: recruitment, training and contracting of new contract-teachers; experimentation of Parents Association subsidies for community-teachers; training to upgrade the skills of community-teachers.

**Axis 2.** Equipment and enhancement of teaching conditions: refurbishment, extension or building of schools; school furniture; textbooks.

**Axis 3.** Institutional development: relocation of the ministry; definition of policies and strategies incorporating emergency management issues; strengthening of information systems; assessments; data collection, studies and surveys.

**Axis 4.** Support to school activities in emergency situations (only under the average and pessimistic scenarios).

These four axes aim to achieve the following specific goals, which have also been developed in the logical framework:

- Improve access to primary school for all school-aged children, with particular focus on vulnerable groups (girls, orphans, PLWHAs…) and those of disadvantaged areas (Axis 1 of the logical framework: Improve access to primary school for all school-aged children).
- Improve the quality of teaching and the learning outcomes of children (Axis 2 of the logical framework: Improve the quality of teaching and the performance of pupils).
- Reestablish the effective operation of the Ministry of Education’s most essential services and sector governance capacities (Axis 3: Management – Improve the operations of Ministry of National Education services).

3.2. Expected Results and Beneficiaries

The expected results of the program are:

- The percentage of re-entry and enrolled pupils after the 2013 events increases from 63 percent in 2013/2014 to 100 percent in 2016/2017 (equivalent to a GER of 87.2 percent);
- The gross enrollment ratio returns to its 2012 level by 2017 (88.3 percent);
- Ratios of one reading and one arithmetic textbook per pupil are achieved;
• Education statistical yearbooks are available in 2016 and 2017;
• Biannual implementation reports are available;
• Joint sector reviews are organized;
• A post-2017 strategic sector plan is prepared and based on a complete CSR, studies of children’s learning achievements and the academic skills and qualifications of contract-teachers.

In terms of direct beneficiaries, the 2012 gross enrollment rate, of 88.3 percent, will be achieved in 2017. The new contract-teachers recruited (1,500) will benefit from basic training, whereas 1,050 community-teachers will benefit from training to upgrade their skills and Parents Associations will receive subsidies permitting to pay a thousand of them in 2017.

4. Transition Plan Activities Proposed for GPE Grant Financing

4.1. Selection Criteria

The criteria used for the selection of the program activities proposed for Global Partnership financing are the following:
- The prospect of complementarity with other available financing;
- The indivisible nature of some spending;
- Prior UNICEF experience in implementing activities of a similar nature; and
- The structural nature of activities.

Regarding the geographical dimension of the various interventions, coverage is nationwide as indicated above (2.6.2.). In terms of school construction and the posting of new teachers, throughout its implementation the program will aim to correct the inequitable treatment that the disadvantaged regions have been subject to, particularly in the North-East region, and which has constituted one of the triggers of the current crisis.

4.1.1. Prospects for the Complementarity of Financing

The Global Partnership grant is appropriate, more so than other external resources, to finance the basic training of new contract-teachers and for their contracting. Indeed, few financial partners can engage in financing salary expenditure, even if this financing is to be assumed in due course by national government resources. Furthermore, there is an element of continuity with the previous Partnership grant in the selection of this spending.

Similar motives have led to the inclusion under Partnership grant financing of the share of capacity recovery expenditure that relates to the effective operations of the services strengthened during the transition period. Indeed:
- The refurbishment of relevant government premises, their redesign and re-equipment will have been financed under AFD grants that have already been approved for this purpose; and

- Several partners (the European Union, AFD and the French Embassy) are willing to finance resident technical assistance, technical support and the training of staff. Everybody agrees to place high importance on technical assistance in the context of the CAR emerging from the crisis, and the excellent complementarity of all of the financing available for the recovery of essential government services will ensure that, should nothing be overlooked – construction, equipment, training and operating costs – technical assistance will offer full coverage and effectiveness.

4.1.2. The Indivisible Nature of Some Spending

For some transition plan spending, it would not be wise to multiply the sources of financing. This is particularly the case for the issue of a new collection of school textbooks (two textbooks per child, one for reading and one for arithmetic). This spending is a good candidate for Global Partnership financing, benefitting from its relatively straightforward execution procedures. Although the European Union will finance the textbooks for the schools within the scope of its intervention in parallel, the combination of the two sources will suffice to cover needs. This is equally the case of parents association subsidies for the payment of community-teachers: spending of this nature can difficulty be shared among several financial partners.

4.1.3. Prior UNICEF Experience Implementing Activities of Similar Nature

UNICEF is a referential partner in the CAR education sector and has always been greatly involved, alongside national authorities, in the implementation of key activities.

As such, in coordination with UNESCO, UNICEF has frequently provided support to the ongoing activities of statistical services that, lacking the funding of their running costs, would otherwise never have been able to carry out annual data collection and processing campaigns. UNICEF’s prior experience in this area has led to the spending for the recovery of government capacities related to the operation of these services being financed by the Partnership grant.

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11 This is for instance the stance developed by Paul Collier in The Bottom Billion, Why the Poorest Countries Are Failing and What Can Be Done About It, Oxford University Press, 2008 and met by the recommendations of International Crisis Group’s Report No 219 (14 June 2014) devoted to CAR: La crise centrafricaine, de la prédation à la stabilisation.
4.1.4. The Structural Nature of the Financed Activities

The selection of the activities to finance under the Partnership grant should be aligned with its priorities (in this instance, the priority of "support to fragile states" fits well with this program) and its primary vocation, to enable the effectiveness of education system development efforts through their integration with sector policies and through the coordination with all other structural activities.

The resumed contracting of new teachers is one of the more structural activities. For the government it involves resuming the posting of teachers throughout the country, not only with the aim of providing a public service, but also to demonstrate its presence to populations in the provinces, where its break-down and absence have been one of the roots of the crisis.

The same applies to sector governance capacity recovery activities. In the absence of such public governance of the sector, social demand for education will translate into the development of uncoordinated community-based initiatives, potentially with sporadic support from NGOs, but incapable of founding a national education system that provides a collective education project reflecting values and promoting unity.

4.2. Potential Adjustment of Supported Activities to the Pace of Emergence from the Crisis: Existence of Alternative Scenarios

Uncertainty continues to weigh on the emergence from the crisis, and particularly on its pace. That some population groups might remain for some time yet in IDP camps cannot be out ruled, even if in June 2014, a degree of optimism was felt at the reduction of numbers in the Bangui camps. The re-stabilization of groups affected by the conflict, in their original locations or in new locations, can be long and complex. In such cases, it may be necessary to continue to finance education service delivery activities for the benefit of the affected populations, via NGOs, in ETAPEs or equivalent set-ups.

In this case, the number of contract contract-teachers to recruit would drop and the respective financing re-allocated to such emergency services.

This reallocation would affect a maximum financing tranche of 20 percent and could be the result of a common decision of the GLPE, presided by the MENET, and the Global Partnership for Education secretariat.

4.3. Description of the Program Activities, their Implementation Arrangements and Estimation of their Amounts

4.3.1. Contracting of Teachers

The 2008 National Strategy for the Education Sector (SNSE) initiated a broad process of teacher contracting.
The previous finding was that: (i) the number of primary teachers was highly insufficient to ensure the growth of enrollment; (ii) the status and remuneration of primary teachers, such as determined by the general civil servant statutes, precluded any prospect that the government might one day be in a position to deploy a sufficient number of teachers to achieve progress towards universal primary education; and (iii) most of these teachers worked in Bangui or its immediate whereabouts, whereas remote districts and rural areas were home to very few.

Furthermore, this finding in relation to teacher posting reflected the severe and chronic under-financing of the sector.

The SNSE had established several simple principles to enable the Central African education system to embark on the road to the expansion of primary education for the benefit of all, urban or rural, inhabitants of the capital or of peripheral regions.

These principles were the following:

- The devolution of the recruitment and basic vocational training of new teachers to the regional level, with new teachers committing to work in the region of their initial recruitment;
- The creation of new forms of contractual employment and of the “contract-teacher” category (called “maîtres d’enseignement”), whose remuneration is equivalent to that of teachers belonging to the “deputy teacher” category in the civil service statutes;
- The financing by external resources (in this instance by the first grant that the Global Partnership, then the Fast-Track Initiative, had allocated to the CAR) of the pre-salary payments due to contract-teachers during their basic CPR training (CFAF 35,000 /month for 9 months), their supervised practical internment year (CFAF 40,000 /month for 9 months) and their first year of contract (CFAF 60,000 /month for 12 months). After these three years, each class of contract-teachers was admitted to the civil service under the status of deputy primary teacher. This process, with the agreement of the Central African authorities, enabled the initiation of the regular and automatic increase in the education sector’s budgetary resources and hence aimed, in due course, to curb its chronic under-financing.

The 2013 unrest interrupted this process. The current situation in the CAR and the hypotheses upon which the 2015-17 transition plan is based do not offer the prospect of the government budget currently being able to reinitiate this virtuous process with its own resources.

This is why the Ministry of Education intends to resume the process of contract-teacher contracting under the financing of the Global Partnership grant, with the recruitment, in the ten regional pedagogical centers nationwide, and under the optimistic scenario, of a new group of 500 contract-teacher-trainees per year, effective as of the school year starting October 2015, according to the timeline presented below.
Prior to resuming contract-teacher recruitment, the Ministry will have carried out the refurbishment and equipment of three regional pedagogical centers that suffered damage during the conflict, and will organize an admissions assessment for the first group of recruits in the course of 2015, on a regional basis, and according to transparent approaches that will be communicated in advance.

However, as mentioned earlier, should the evolution of the security situation require maintaining emergency measures, the number of recruits could be limited to 400 per year (average scenario) or 300 (pessimistic scenario).

The cost of this recruitment operation will be borne by the Global Partnership allocation, and is estimated as follows:

<table>
<thead>
<tr>
<th></th>
<th>COST in THOUSANDS OF CFAF</th>
<th>COST in THOUSANDS OF US$</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>OPTIMISTIC SCENARIO</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CONTRACT-TEACHERS IN CPR – YEAR 1</td>
<td>52,500</td>
<td>157,500</td>
</tr>
<tr>
<td>CONTRACT-TEACHERS IN CPR – YEAR 2 IN CLASS (internship)</td>
<td>0</td>
<td>60,000</td>
</tr>
<tr>
<td>CONTRACT-TEACHER INTERNS UNDERGOING INTEGRATION</td>
<td>90,000</td>
<td>90,000</td>
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<tr>
<td>OPERATING COSTS</td>
<td>4,200</td>
<td>17,400</td>
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<tr>
<td><strong>COST OF THE OPTIMISTIC SCENARIO</strong></td>
<td>56,700</td>
<td>234,900</td>
</tr>
<tr>
<td><strong>AVERAGE SCENARIO</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CONTRACT-TEACHERS IN CPR – YEAR 1</td>
<td>42,000</td>
<td>126,000</td>
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<tr>
<td>CONTRACT-TEACHERS IN CPR – YEAR 2 IN CLASS (internship)</td>
<td>0</td>
<td>48,000</td>
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<td>CONTRACT-TEACHER INTERNS UNDERGOING INTEGRATION</td>
<td>72,000</td>
<td>72,000</td>
</tr>
<tr>
<td>OPERATING COSTS</td>
<td>3,360</td>
<td>13,920</td>
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<tr>
<td><strong>COST OF THE AVERAGE SCENARIO</strong></td>
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<tr>
<td><strong>PESSIMISTIC SCENARIO</strong></td>
<td></td>
<td></td>
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<tr>
<td>CONTRACT-TEACHERS IN CPR – YEAR 1</td>
<td>31,500</td>
<td>94,500</td>
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<td>36,000</td>
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<td>54,000</td>
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<td>OPERATING COSTS</td>
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<td><strong>COST OF THE PESSIMISTIC SCENARIO</strong></td>
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<td>140,940</td>
</tr>
</tbody>
</table>
The total amount of this activity for three years varies between US$ 952,000 under the pessimistic scenario to US$ 1.586 million under the optimistic scenario.

**Execution Process**

The Directorate of Exams and Learning Assessments will organize the admissions competition for contract-teacher-trainees in each of the regional pedagogical centers.

The Permanent Technical Secretariat will establish and update the database of scholarship and salary beneficiaries and the contract-teacher-trainees’ candidate profiles each month. It draws up monthly lists of the payments to make and of potential deductions, suspensions or dismissals, according to the guidelines provided by the contracting procedures manual that was elaborated and implemented during the first phase of the sector strategy with PAPSE support.

The financial hosting of scholarships and salaries to the CPRs, and from the school internship year onwards, to the workplace, has been documented by several studies carried out between 2008 and 2012, but no studies are available on the capacity of economic operators to assume the hosting of salaries in areas without bank coverage. This issue had not found a sustainable solution before 2012; this new experience should help to do so. With the short-term technical support required to find such a solution, the STP and the fund’s administrative agent will update these studies before October 2015 and implement the most appropriate procedure to guarantee the hosting arrangements and to ensure good traceability of fund flows to their destination. Following this, given the importance of the issue and the highly evolving nature of the practical solutions available for fund hosting, the STP and the administrative agent will continue to receive rotating technical assistance.

**4.3.2. Experimental Subsidies to Communities for the Payment of Teacher-Parents and Monitoring of the Experience**

Based on a simulation model, the 2008 SNSE had assumed that in due course (2015), the recruitment and contracting of successive groups of contract-teachers would be sufficient for communities to no longer rely on community-teachers (teachers that are locally recruited by communities and that are remunerated randomly, little, and sometimes in kind).

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In fact, the considerable and gradual recruitment of contract teachers has not been sufficient, even before the 2013 events, to significantly reduce the number of community-teachers in schools. Indeed, the social demand for education has heightened and communities have not waited to compensate for the lack of teachers by such means, especially in rural areas.

The security crisis has again reinforced the role of community-teachers in the Central African education system. The finding reached by the education cluster in 2014 is that they have a very broad presence.13

Although it is neither feasible nor necessary to elaborate a new simulation model in 2014, the persistence of a significant contingent of community-teachers in schools for a long time to come is a certainty. Their gradual replacement by government-remunerated teachers will not be complete for many years.

As a result, the Ministry’s transition plan includes financial support to the communities that employ community-teachers, in the name of equity and of progress towards free schooling, as well as to respond fairly to the consequences of the crisis and the emergency.

The Ministry does not wish to directly compensate community-teachers. A direct legal and financial relationship between the government and community-teachers could have multiple inappropriate consequences, and public policy is clearly to deploy qualified and certified teachers with decent rights and remuneration, as fast as the availability of funds and training capacities permit. Accordingly, the adopted approach will be to subsidize communities, through formally constituted parents associations, to alleviate the burden the teacher-parents they employ represent.

This operation carries risks, in a situation of widespread poverty where the prospect of financing, of any nature, immediately generates a plethora of unfounded requests and fraud attempts.

For this reason, the Ministry will devote 2015 to two preparatory activities, initiate the payment of subsidies in 2016 and will ensure it organizes the regular monitoring and an in-depth assessment of the first experiences, to identify the potentially perverse effects of this measure without delay.

13 “With the exception of Bangui, all these districts have a percentage of parent-teachers above 50 percent, or even 75 percent for four of them (Basse-Kotto, Lobaye, Vakaga, Ouham-Pendé). Indeed, the August 2013 survey revealed that the majority of teachers that stayed on were parent-teachers (81.5 percent held their posts), unlike civil servants that leave their postings more easily. On the basis of this information, we can therefore consider that an important share of teachers that remained in schools is composed of parent-teachers.” Un saut dans l'inconnu : état de l'éducation en RCA, évaluation à distance, Education Cluster, Bangui, February 2014.
Preparatory Activities

Census of Practicing Community-Teachers (2015)

This operation aims to constitute a proper database of the community-teachers in the system. The data to collect must at least include age, gender, marital status, seniority in the teaching profession and in their given school, academic profile, levels taught, in-service training courses followed as a teacher, whatever the source and type of such training, and remuneration, including any pay in kind.

In order to achieve a suitable level of credibility of such data, the census of community-teachers will use two channels: parents associations and their federations, and NGOs. These operators will be expected to involve their respective school sector heads in every step of their work.

On the quantitative front, the results of this census will be compared to that of the quick statistical count of pupils carried out the same year.

Definition of Criteria and Procedures for Subsidy Allocations

The Ministry will request technical assistance in 2015, as soon as the results of the census of practicing community-teachers are known, in order to help determine the criteria and procedures for the award of subsidies.

The criteria should always include elements related to seniority, the level of qualification and training followed, and could include elements related to the location of the school and constraints it faces in the allocation of a contract-teacher. The set of criteria should enable a clear, public and unquestionable classification of the situation of applicants as well as the selection of the first wave of PTAs to receive a subsidy, from 2016 onwards and on an experimental basis.

The procedures should guarantee the traceability of funds through to their release to communities, whatever the channel used for their transfer. They should also include mechanisms to verify the attendance of teachers, the operation of schools, and the discontinuation of undesirable practices related to the earlier condition of teacher-parents, such as using children in agricultural work for their personal gain. Finally, they should include a dimension that provides guarantees in terms of the ongoing and transparent functioning of the beneficiary Parents Associations.

Payment of Subsidies

After completing these preparatory activities, in 2016 the Ministry will commence the effective payment of Parents association subsidies, on the basis of CFAF 35,000 per month and per community-teacher, over 10 months of the year. The first year (2016), 500 community-teachers will benefit; and 1,000 the second year.
External technical assistance in 2016 and 2017 will help the Ministry and the administrative agent to assess the experience and adjust the procedures if required.

The financing of this activity will be covered by the Global Partnership grant. It represents US$ 1.33 million over three years, including preparatory and running costs.

4.3.3. Skills Upgrade Training of Community-Teachers in the Regional Pedagogical Centers (CPR)

The MENET has perfected and tested a training model for unqualified community-teachers. The courses are organized during school vacation periods, in regional pedagogical centers (CPR) that are available at such times. They span 35 days, and comprise content to strengthen academic knowledge and content with a greater vocational purpose.

This activity was interrupted due to the crisis. Nevertheless, the training needs of many community-teachers persist. The MENET intends to resume these courses each year between 2015 and 2017 for 350 community-teachers per year, under Partnership financing.

4.3.4. Textbooks

The MENET wishes to use the Global Partnership grant for the procurement and distribution of textbooks to primary pupils in 2015. European Union financing will also contribute to the procurement.

Indeed, a first distribution was carried out in 2011, so four years will have passed between both operations. Recent events have likely accentuated the prevailing need to renew textbooks. According to the rapid assessment by the education cluster in February 2014, 3.7 primary pupils shared a textbook on average, the ratio reaching 7.4 in some regions, whereas 51 percent of schools had declared in 2013 that their books had been stolen or destroyed.14

The MENET’s forecasts for textbooks as per the initial 2013-2015 plan have been revised. They will only cover two textbooks per child (reading and arithmetic), through the international procurement of existing editions. The textbooks will belong to the same collection as those that were procured during the PAPSE’s previous acquisition. Re-launching the national production of textbooks is not conceivable in the short-term, in the light of the significant deterioration of the INRAP (“Institut national de recherche appliqué à la pédagogie”) facilities and given the current order of priorities.

The MENET is in a position to take the lessons learned through the PAPSE experience into account, as these have been broadly documented.15

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15 Aide-mémoire de Mission de suivi et d’appui à la mise en œuvre du PAPSE du 12 au 26 octobre 2011, # 34.
The MENET has estimated the number of textbooks to acquire at 1,450,000. This number is slightly higher than double the number of children enrolled in schools in 2012 (last school census). Indeed, the following facts should be taken into account:

- The numerous incomplete schools (those not offering all grades in the course of a given year) are in need of a complete set of textbooks covering all grades for the following years;
- The number of children enrolled in schools is not constant, particularly with the emergence from the crisis, so schools always need more textbooks than pupils;
- It is possible that the social demand for education be stronger than it was previously when the country returns to a peaceful situation, as the result of population migrations towards towns or average-sized districts and of the disappearance of a certain number of activities that traditionally employ children (farming, cattle-breeding).

**Preparatory Activities**

The Directorate of Statistics will receive priority support for its relocation (see below), technical assistance and a contribution to its operating resources. In 2014-15 it will carry out a first estimation of school attendance, before resuming the more formal activities of ordinary school statistics in 2016. The 2015 count will be used as the basis for the breakdown of the textbook order by grade, and the preparation of its geographical distribution.

The Directorate of Statistics will be able to benefit from the support of WFP for the planning of logistics and the preparation of the distribution. Indeed, in schools where food rations are distributed, WFP has a focal-point (principal, inspector) who counts the children each morning. The focal-points communicate the number of children using the school canteens to WFP each month. WFP is willing to share this data with the Directorate of Statistics. This will enable a first estimation of school attendance.

The Ministry and the administrative agent will receive ad hoc technical assistance in 2015 (potentially provided by WFP, who is willing and has several logistics officers among its staff) to determine the most appropriate logistical means to distribute the textbooks to schools, considering the best combination of reliability, speed and cost. Indeed, logistical issues are of formidable complexity in the CAR due to the condition of the road network, the remoteness of or difficult access to numerous areas, and the scarcity of available means of transport. The occasional support of a logistics professional is therefore required.

On the basis of these preparatory activities, the MENET may proceed with the procurement and distribution of textbooks in late 2015. It already has a storage warehouse in the airport area of Bangui.
4.3.5. Reestablishment of Basic Government Functions

Overview of the Situation in May 2014

The administrative capacity of the Ministry of Education is currently in a deplorable state, due to the successive looting and destruction (2003 and 2013) of the main building where the three ministries are housed, including the Ministry of Education, but also of the buildings of the Directorate of Exams and Assessments and the Directorate of Statistics. The deterioration of the main building where the STP offices were located is such that staff has been relocated to another building, where their work capacity is extremely limited due to the insecurity of the facilities.

The west wing of the main building is completely destroyed and no longer has a window or a door. Staff have no desks, electricity, internet connection or a vehicle. The walls of the Directorate of Exams and Assessments and of the Directorate of Statistics still display the impact of bullets and all of the computer equipment has been looted.

The publication of a routine administrative document in the main building can take several days, despite the goodwill and diligence of staff. Some officers are still located in IDP camps.

The transition plan assumes that public resources will support the regular payment of existing civil servant salaries from 2015 onwards, either autonomously or with external budget support, and contemplates further recruitment. However, it is not reasonable to expect the government to cover other operating or capital costs.

The 2015-17 transition plan has set out an order of priorities for the reestablishment of a limited number of critical government functions and a gradual return to the controlled management of the sector.

Restoring these capacities will harness several types of contribution and activity: the physical refurbishment of facilities, the procurement of equipment (including means of communication and internet connections), the training of personnel and technical assistance.

Considering the different timeframes involved in the mobilization of these contributions, the need to begin with the physical refurbishment aspects as well as the outlook shared by various partners, the most favorable coordination of the different activities and partners is the following.

Refurbishment of Government Premises and Procurement of Equipment

The French Development Agency's grant n° 1133 has earmarked approximately US$ 1,698,000 for institutional support. This grant has already been processed and a funding agreement signed. AFD is awaiting the validation of the transition plan to adjust the planned activities if required and implement it. It is already possible to carry out the planned construction activities, as well as the procurement of equipment. The speedy
implementation of these grants could enable a gain of several months in the execution of works, compared to the potential timeframe should they be financed by Global Partnership funds.

However, it would not be appropriate to refurbish facilities to their pre-2013 state for the relocation of personnel, for two reasons:

- The Minister and his cabinet are housed in the main building, which it would be best to consider terminally unusable and in a state that excludes refurbishment.
- The Directorate of Exams and Assessments, a high priority, was already in a critical state in 2010 given its cramped quarters, the need to provide access to the public at that location, and given the interest in housing it in premises separate from those where exams are prepared.

Consequently, the most appropriate way forward is to immediately elaborate a technical inventory of the premises the MEN owns in Bangui, which is planned by the AFD’s Studies and Capacity Building Fund, and for which terms of reference have been written and a provider identified (ACTED). On the basis of this inventory, the Ministry will elaborate a relocation plan for the ministerial cabinet and progress with the refurbishment and re-equipment required for the services identified by the transition plan as high priority, under AFD grant n° 1133 financing.

However, even with optimistic timing assumptions, it is unlikely that these services will be able to relocate before March or April 2015. For this reason the initiative was taken to estimate the cost of the immediate purchase of temporary offices (prefabricated units or containers) of a type similar to those UNICEF installed on its land, and to prepare the first draft of a memorandum enabling the request of the required funds from the UNICEF country committee.

**Technical Assistance**

Several partners have mentioned their intention to contribute technical assistance to support the reestablishment of the MEN's administrative functions. This is the case of the European Union, the French Embassy and AFD. It would not be wise for this type of support to be spread over more than four or five resident technical counselors, or to multiply the financing modalities used in its provision.

This is why the Ministry does not intend to finance resident technical assistance with Global Partnership grant funds.

**Training**

The contributions of the European Union and AFD (Grant n° 1133 and a specific grant called the Studies and Capacity Building Fund - FERC) will enable the financing of local or international training that the staff belonging to priority services might need. It is not appropriate to multiply the financing modalities of this spending category.
However, the MENET wishes to use the Partnership grant to finance emergency-related training and expenditure related to the elaboration of emergency response strategies (support missions, workshops).

**The Priority Services’ Operating Costs**

The transition plan’s financial assumption is that the national budget will be able to cover the payment of civil servant salaries.

On the other hand, it is prudent and realistic to consider that recurrent non-salary expenditure devoted to the running of government services will not be covered by the government budget.

This was already the case before 2013 for the Directorate of Statistics, the STP and pedagogical services (the latter, in fact, had very limited activities, assuming they any).

The financing of exams and assessments essentially relied on the registration fees paid by candidates. Such fees were paid in cash to the school or center they attended, on uncertain grounds and random traceability, the transfer of cash boxes to the central administration occurring in lowly acceptable traceability conditions.

It is not advisable to maintain these kinds of practices and it is unlikely that the MENET will be able to quickly reform these procedures to attain an acceptable degree of transparency under national financing. This is the reason it is important to finance the exam campaigns, during the transition period, with external resources.

The MENET considers this point to be primordial. The bad governance of the exams and the general suspicions raised have contributed to weaken the image and credibility of the government among the population. The contribution of the education sector to good governance and to renewed levels of trust relies on the management of exams. The MENET is leaning towards the participation of third-party observers in every stage of the process; this will be worthwhile if the financing of operations is itself above question.

The annual operating costs of the DEC (“Direction des Examens et Concours”) represent approximately US$ 8 per exam or assessment candidate, which is nevertheless modest.

For this set of reasons, the MENET plans to use the Global Partnership grant to finance the recurrent operating costs of its priority services during the transition period. This financing finds full meaning in its complementarity with other partners’ contributions (for the refurbishment of premises, re-equipment, training, technical assistance).

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16 For the International Crisis Group, governance blemished by predation laid the grounds for the Central African crisis and the sustainable emergence from this crisis will require great progress in the transparency of public administration. ICG, *La crise centrafricaine, de la prédation à la stabilisation*, Africa Report N° 219, 17 June 2014.
This is indeed the critical factor to ensure that spending executed in the name of institutional support translates into effective education system management practices, in circumstances where the daily sourcing of operating means would be a challenge should it rely on the national budget and the spending procedures of the national treasury.

The amount devoted to this spending is US$ 2.26 million for the financing period.

For the execution of this expenditure, UNICEF, who already has similar experiences, will ensure the provision of supplies according to its own procedures, and the storage of consumables and goods in its warehouses. It will involve MENET services in the related accounting.

**Complementarity of Different External Resources Devoted to Capacity Recovery**

The complementarity of sources of financing available for the recovery and strengthening of administrative capacities is very intricate.

The refurbishment of government premises required by priority directorates and services will be financed by the AFD grant; preparatory inventory work is already underway in Bangui.

Technical assistants should be deployed within several important areas of central government; their financing will be shared between the French Embassy, AFD and the EU, without any duplication.

For the re-equipment of services and the training of their officers, the main sources of funds that are currently known are the EU and AFD. The budget document is elaborated on the assumption of an equal distribution of financing between both sources. Given the stage of preparation of activities and related documents reached in August 2014, this issue cannot be covered in greater detail, as effective commitments will depend, as a last resort, on the opportunities for execution and the preparation of annual action plans.

The program document requests the GPE to finance the operating expenses of the services whose recovery is a priority. Indeed, it is unlikely that the national budget will be able to cover this type of expenditure at this stage, and it would not be appropriate to finance capacity recovery for services that would then be prevented from working for the lack of daily operating resources. The QAR 2 raised some concerns about this prospect, deemed to be insufficiently clear, and the bearer of fiduciary risk.

In fact, the sector’s TFPs routinely provide this type of support in the CAR, especially in cases of support to strategic operations. This involves providing material supplies (paper, ink, fuel, rental vehicles) or non-material inputs (telephone communications, internet connections via 3G or subscriptions) and covering petty mission expenses or those required for the organization of meetings or workshops.
The administrative agent will provide material supplies in kind and directly make payments for the other expenses. The basis of this activity will consist in the bimonthly or quarterly planning of needs and implementation will occur through a straightforward request procedure that will be perfected before the start of activities by a simple memorandum between the administrative agent and the MENET.

4.3.6. School Civil Works

The school civil works planned in the transition plan will relate to the refurbishment and construction of schools and will include the following activities:

1. The construction and refurbishment of classrooms, to replace classrooms unfit for rehabilitation or to add to schools with an insufficient number.
2. The securing of schools, with fences in urban areas\(^\text{17}\) and by reinforcing openings (doors, windows, ...).
3. The confection and distribution of equipment and furniture, such as school desks and benches, desks and chairs for principals and teachers, cupboards, in particular for the safekeeping of textbooks and school supplies, and potentially accommodation for principals in order to encourage and facilitate the return of public officers.
4. The construction and rehabilitation of latrines with separate blocks for boys and girls, of water supply points, wells or boreholes, and water pumps, whose unit costs are very high.

Given the significant disparity between the system’s construction needs and the available financing, new buildings may be raised according to light designs (wooden structures, at ground level with roofs of light corrugated iron) or consist in the installation of provisional classrooms of the variety used during emergency periods.

UNICEF will rely on delegated contract management (DCM) for school civil works activities. UNICEF will therefore delegate some of its prerogatives in terms of site management to specialized agencies or operators, in particular those related to technical feasibility studies and the recruitment of general contractors and supervision firms. However, to preserve the harmony of classroom architecture, UNICEF will maintain the defined model plans and construction norms, aligned with those of the STP.

NGOs and private companies will carry out the construction works trusted to them by UNICEF, the delegated contract manager. A number of NGOs/private companies have already been involved in school civil works activities in the CAR in the framework of the PAPSE and the GPE emergency grant, and therefore have sound experience in this area. UNICEF will also consider NGOs who did not participate in the first emergency phase of

\(^{17}\) Recent looting has mostly been of an opportunistic nature in a context of weak law and order, by petty, unprofessional delinquents. Works to secure schools, ensuring solid locks and perimeters, are therefore indispensable.
the GPE grant. The NGOs selected for DCM will call on local companies or their own staff to carry out the construction and refurbishment activities. The NGOs will ensure the regular supervision and control of building sites, to avoid delays or higher costs in the execution of the activities defined by the program, and provide quality assurance for the new or refurbished premises.

For more technical projects such as multi-storey buildings, UNICEF will assume the role of general contractor directly, through its construction unit, and by the local recruitment of technical consultancy firms that will assist it in its duties.

In the course of the preparation stage of the second phase of the GPE grant, the identification mission asked most of the NGOs working in the CAR about their activities and capacities to take on DCM. Considering the number of buildings and refurbishments to be carried out through UNICEF’s delegated contract management under the two GPE and EU grants, and in comparison with the earlier pace of construction, UNICEF will increase the number of invitations to tender sent to NGOs, which will have to reinforce their local presence.

When NGOs intervene in programs including construction and refurbishment activities, they incorporate community approaches in their execution processes. Community participation aims to create or strengthen the ownership of the works carried out by the communities involved. This approach then facilitates the maintenance and longevity of the premises built, in particular thanks to the involvement of Parents Associations. Community participation in the CAR consists in beneficiary communities supplying certain locally-available basic materials (sand, gravel and stone) or providing labor for tasks requiring few qualifications (earth-moving). However, to avoid any drift in community involvement and given that the community approach’s primary goal is not to lower construction costs, NGOs selected for DCM will pay for processed materials (baked bricks) as well as for labor contributions. The ownership of premises built or refurbished by communities will use planned program activities related to the training of Parents Associations in complement to construction works.

The cost of civil works is very high, due to the successive crises that have affected the country, chronic insecurity and to the geographical location of the CAR, a landlocked country. Operators therefore also face complications in terms of transport, logistics and supplies, explaining the high nature of the cost of civil works.

If it is within their means, NGOs and private companies will distribute classroom equipment and furniture through their own logistics.

**Coordination and Complementarity of Resources Devoted to Financing Civil Works**

The transition plan includes civil works for government premises and the construction and refurbishment of schools and classrooms.
The need for government premises in Bangui can be met through the refurbishment (and re-equipment) of existing buildings, the MENET being the owner of a diverse property estate. A study is underway to reconcile the needs of priority services with the opportunity that these properties offer, in the best possible way. The funds required for the completion of these refurbishments are available through AFD, who had made provisions, even before the current crisis, for this required spending.

The current sector funding outlook does not however allow for similar projections with respect to the administrative offices established at the provincial level. The issue of the material arrangements for the deployment of administrative staff throughout the country is one of the points that the post-transition sector strategy must address.

In terms of classrooms, whether refurbished or newly built, regardless of the design model, a significant financing gap is noted, available resources being sufficient only to cover a minimal share of requirements. This is the case even if the latter are based on minimal estimates (meaning the building of further capacity that is barely sufficient to meet the natural growth of the school-aged population, with no increase in enrollment rates, giving priority to light or temporary building structures and with the refurbishment and re-equipment of barely a quarter of the current premises, over three years).

Indeed, the EU contribution does not focus primarily on physical capacity and will only include civil works activities in support of its greater goals, whereas the request filed with the GPE prioritizes the teaching issue and quality inputs, leaving just about a fifth of expenditure for civil works.

It is clear that the government’s efforts to attract new financial partners should aim above all for a significant increase in resources devoted to school construction.

The program submitted to GPE financing contemplates spending of USD 2.133 million for school civil works, whichever the scenario considered.

This spending can be distributed, by way of indication, in the following way:

<table>
<thead>
<tr>
<th>Type</th>
<th>Unit</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Typical classroom construction</td>
<td>Classroom</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>12</td>
</tr>
<tr>
<td>Light design ground-level classroom</td>
<td>Classroom</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>12</td>
</tr>
<tr>
<td>Temporary classroom installation</td>
<td>Classroom</td>
<td>7</td>
<td>8</td>
<td>7</td>
<td>22</td>
</tr>
<tr>
<td>Heavy classroom refurbishment</td>
<td>Classroom</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>18</td>
</tr>
<tr>
<td>Light classroom refurbishment</td>
<td>Classroom</td>
<td>8</td>
<td>8</td>
<td>8</td>
<td>24</td>
</tr>
<tr>
<td>Classroom furniture and equipment</td>
<td>Classroom</td>
<td>11</td>
<td>11</td>
<td>10</td>
<td>32</td>
</tr>
<tr>
<td>School hygiene and security</td>
<td>School</td>
<td>8</td>
<td>8</td>
<td>7</td>
<td>23</td>
</tr>
</tbody>
</table>

However, the requirements or opportunities that might arise at the time of execution could lead this distribution to evolve; it should not as such be considered as fixed at this stage.
### 4.4. Distribution of the Various Resources Supporting the Transition Plan (Summary)

The following table, offered on an indicative basis, presents and summarizes the distribution of the key interventions of the CAR’s main international development partners.

<table>
<thead>
<tr>
<th>INTERVENTIONS</th>
<th>EU</th>
<th>GPE</th>
<th>UNICEF</th>
<th>AFD</th>
<th>French Emb.</th>
<th>WFP</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Access</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Refurbishment of classrooms</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Refurbishment of preschool supervision infrastructure</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Classroom construction</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Construction of preschool premises</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Light refurbishment of MEN premises</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>“Back to school” campaign</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>School canteens</td>
<td>X</td>
<td></td>
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<tr>
<td><strong>Quality</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Curricula, exam templates</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Procurement and distribution of textbooks and teacher guides</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teacher training</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training of teachers in the use of textbooks</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support to community-teachers</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Audit of textbook distribution and use</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strengthening of pedagogical supervision</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Opening of courses for careers in education</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Updating the training of inspectors</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Support to the training of teachers of/in French</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Steering of quality through standardized tests</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Institutional Development</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support to MEN running costs</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Improvement of information/communication systems</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Management information system</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Statistical information system</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strengthening of central and deconcentrated human re-</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>source capacities</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Sectoral approach information for decision makers</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Elaboration/monitoring of sector budgets</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monitoring &amp; evaluation of the transitional plan</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education in emergency situations</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Management of sector projects and programs</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Third-party monitoring</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Situation analysis of schools, pupils and teachers</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support to the cluster management information system</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>
5. The Administrative Agent

UNICEF has been designated by the MENET and the local education partners’ working group as the administrative agent for the Global Partnership grant. The management by UNICEF of the first emergency installment highlighted the need to retain the same administrative agent. Indeed, this decision will enable potential (although undesirable) program budgetary adjustments in favor of emergency activities should the Central African security situation not improve, or further deteriorate.

5.1. UNICEF and Education in the CAR

Presence and Organization

UNICEF has an office in Bangui and three regional offices in Bossangoa, Kaga Bandoro and Bambari. UNICEF also plans to open further regional offices. Eleven people work in UNICEF’s education program in Bangui and four others in UNICEF’s local offices. In times of peace, UNICEF elaborates five-year programs that are adopted by the government. The last program implemented by UNICEF, enshrined in the Country Program Document CPD 2012-2016, was suspended in 2013 due to the crisis.

UNICEF and Emergency Activities in the CAR

UNICEF elaborated a crisis-response plan, which is updated quarterly. UNICEF celebrates contracts with its partners for the creation of protective temporary learning spaces for children (ETAPes).

UNICEF’s emergency-related activities include the distribution of school kits, the training of inspectors, the light refurbishment of school infrastructure and psychological and social support. UNICEF also carries out transversal activities, in particular related to the protection of children.

UNICEF and the NGO CORDAID are also co-leads of the education cluster.

At the international level, the NGO Save the Children is co-lead of the education cluster with UNICEF. In CAR however, the presence of Save the Children in the education sector is not yet sufficiently developed for the NGO to assume the role of cluster co-lead.
JUPEDEC) and international NGOs (ACTED, Triangle, the Danish Refugee Council - DRC, the Norwegian Refugee Council - NRC, Finn Church Aid - FCA, Save the Children, COOPI and CORDAID).

UNICEF delegates some activities to NGOs, such as the distribution of school kits, the opening of protective temporary learning spaces for children (ETAPEs), school re-opening campaigns, the light refurbishment of schools and the training of teachers.

5.2. UNICEF as Coordination Agency

In February 2013, UNICEF replaced UNESCO as coordination agency or lead agency. Its main mandate is to host and coordinate the activities of the GLPE and the financial partners. UNICEF used to organize monthly meetings, but since the crisis, meetings occur on a weekly or bimonthly basis. During the preparation of the financing request, UNICEF also organized bimonthly video-conferences with the offices of the GPE in Washington, AFD in Paris and UNICEF’s regional bureau in Dakar.

5.3. UNICEF as Administrative Agent

UNICEF has replaced the World Bank, which supervised the funds of the first Partnership grant, then the Fast-Track Initiative. UNICEF is the administrative agent for the management of the GPE’s emergency funds. In this capacity, UNICEF manages the emergency fund of US$ 3.69 million, released from the GPE grant. The GPE has renewed UNICEF’s mandate, to manage the transition plan’s funds. UNICEF’s activities consist in receiving the funds, organizing consultations, celebrating contracts and writing reports that are sent to the GPE.

Capacity-Building Provisions

UNICEF plans to strengthen its capacities according to its needs and to the activities to be implemented in the framework of the GPE grant and European Union financing. Currently, the team working on the GPE grant has the following composition: project management (a full-time officer), information management (a ¾-time officer), a monitoring and evaluation specialist (a ¼-time officer) and a refurbishment specialist (a half-time officer). UNICEF is contemplating the recruitment of additional staff for the execution of the GPE grant and the execution of the European Union financing. An in-house UNICEF mission, in June 2014, reviewed the capacity building and reorganization required in the Bangui office.

6. Monitoring and Evaluation Indicators

The table of indicators below relates to the activities financed by the Partnership grant. It includes process indicators that will enable the monitoring of the implementation of activities.
The overall monitoring of the transition plan is linked to a grid of plan-specific indicators, which are more generic. This grid includes, in addition to activity-related process indicators, a number of indicators to report on the evolution of the education system and enrollment, although the interruption in the production of statistical data has temporarily complicated this task.

<table>
<thead>
<tr>
<th>AREA</th>
<th>INDICATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Contracting</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Organization of regional recruitment assessments</td>
</tr>
<tr>
<td></td>
<td>- Resumption of the CPRs’ operations</td>
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<tr>
<td></td>
<td>- Operationalization of salary hosting procedures</td>
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<tr>
<td></td>
<td>October: Take-up of class duty by 500 2nd year interns in their regions of recruitment</td>
</tr>
<tr>
<td></td>
<td>- June: Ongoing presence of interns in schools from 16 October to 17 June</td>
</tr>
<tr>
<td></td>
<td>- October: Contracting and final take-up of duty of the first group of contract-teacher-trainees in their regions of recruitment</td>
</tr>
<tr>
<td><strong>Parents Association Subsidies for Community-teachers</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Existence of a consolidated census, a list of subsidy criteria and of an allocation procedure</td>
</tr>
<tr>
<td></td>
<td>- Effective payment of subsidies to the first 500 beneficiaries</td>
</tr>
<tr>
<td></td>
<td>- Regular classes held in the schools concerned</td>
</tr>
<tr>
<td></td>
<td>- Effective payment of subsidies to the first 1,000 beneficiaries</td>
</tr>
<tr>
<td></td>
<td>- Regular classes held in the schools concerned</td>
</tr>
<tr>
<td><strong>Textbooks</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- International competitive bidding prepared</td>
</tr>
<tr>
<td></td>
<td>- Logistics plan prepared</td>
</tr>
<tr>
<td></td>
<td>- Pupil count available</td>
</tr>
<tr>
<td></td>
<td>Procurement and distribution carried out</td>
</tr>
<tr>
<td><strong>Civil Works</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Delegated contract management agreements signed</td>
</tr>
<tr>
<td></td>
<td>- Launch of first building-sites</td>
</tr>
<tr>
<td></td>
<td>First receipts</td>
</tr>
<tr>
<td></td>
<td>Last receipts</td>
</tr>
<tr>
<td><strong>Priority Services’ Running Costs</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Process indicator: disbursement</td>
</tr>
<tr>
<td></td>
<td>- Ongoing operations of priority services</td>
</tr>
<tr>
<td></td>
<td>- 2015 exam sessions held in time and transparently</td>
</tr>
<tr>
<td></td>
<td>- First statistical count available</td>
</tr>
<tr>
<td></td>
<td>- The STP executes the financing and carries out administrative contracting activities</td>
</tr>
<tr>
<td></td>
<td>- Audit of the transparency of exams (in principle, to be confirmed)</td>
</tr>
<tr>
<td></td>
<td>- Statistical data collection and processing campaign complete</td>
</tr>
<tr>
<td></td>
<td>Ministry services complete the preparation of a new long-term sector program</td>
</tr>
</tbody>
</table>
7. Risks and Mitigation Measures

7.1. CAR Situational Risk

The conception of this program has aimed to adapt it to the uncertainty that continues to prevail with respect to the evolution of the security situation in the CAR and on the pace of return to peace.

It responds to two imperatives:

- To prepare, in a structured and structural way, the return to the development of the sector and to contribute to the country’s stability through the organization of routine education activities, through the deployment of teachers financed on public resources and through renewed and transparent governance; and
- Provide continuity to the emergency response for as long as it is required.

This is the reason the program has incorporated an element of flexibility in its budgetary planning, from its very elaboration. According to whether the security situation improves, stabilizes or deteriorates again, the weight of the contracting of new teachers, a highly structural activity, will vary in inverse proportion to the weight of the provision of emergency education services.

Indeed, should the foreseen scenario not materialize and should it not be possible to implement the respective program, an agreement between the GLPE and the Global Partnership secretariat would enable the use of the amounts planned for teacher contracting activities or others that it becomes difficult to implement for emergency activities, of a similar nature to those currently implemented by UNICEF and according to the same approaches, for a maximum share of 20 percent of the available financing, equivalent to US$ 2.79 million.

7.2. Fiduciary Risk

In order to guarantee integrity in the management of contracts or agreements with its partners (Project Coordination Agreements - PCAs) and its purchase orders, UNICEF uses a sound process of contract approval. The Contract Review Committee (CRC) provides an impartial analysis of offers (and of the process that led to these offers) for contracts for the supply of goods or services. This procurement control process is carried out by the UNICEF office in Bangui.

UNICEF works in collaboration with the ministries and national and international partners, appraised in terms of their fund management and reporting capacities. Regarding the transfer of cash to its implementing partners, UNICEF uses the Harmonized Approach to Cash Transfers (HACT) system, that includes a macro-assessment (meaning a review of the national public finance management system and its compliance with public sector accounting norms and internal control procedures, of the control of cash transfers, of audit and control activities and of the strength of financial and staff systems) and a micro-assessment (meaning a review of the appropriateness of the financial management systems, practices and internal control procedures of its implementing partners).
In the framework of the HACT system, UNICEF carries out periodic quality control activities to determine if funds have been used as planned and to verify the accuracy of the financial information shared. UNICEF thus ensures that spending is compliant and fair. The quality control activities include periodic on-site reviews, spot checks, audits, field-based supervision and annual reviews.

7.3. Delay and Implementation Default Risk

In order to avoid the risk of delays in the implementation of the activities proposed for Global Partnership financing, the Ministry will undertake the early preparation activities with the technical support of the administrative agent or other partners.

For the activities relating to the contracting of new teachers, the Ministry will:

- Prepare a recruitment assessment template (tests, arrangements for the organization and correction of the tests), the regulatory texts and the public information activities that will accompany the launch of the assessment, by March 2015; and
- Draw-up a memorandum with the administrative fund management agent, relating to the rules applicable to the elaboration of beneficiary lists and candidate profiles, as well as to the control procedures, by the same date.

For the community subsidy activities for the payment of community-teachers, in late 2014 the Ministry will prepare, with support from the administrative agent, terms of reference for:

(i) The NGOs and Parents Associations responsible for carrying out parallel census exercises of community-teachers; and
(ii) The technical assistance required to determine the criteria for the allocation of subsidies and the procedures for their application. In this way, the selection of operators will occur after the Global Partnership’s decision in principle and before the disbursement of the funds. It will therefore be possible to initiate the preparatory activities as soon as funds are received.

For the civil works activities, the STP and the fund's administrative agent will begin the selection of priority premises as of the second semester of 2014, as well as the elaboration of the delegated contract management agreements that will be offered to the NGO operators/private companies in due course. Simultaneously, the fund’s administrative agent will communicate to the NGOs/private companies with which it is already in contact the volume of civil work activities to plan for as of 2015, on the basis of the different sources of financing for whose execution it is responsible.

For the operating expenses of the priority government services, the Ministry and the administrative agent will determine the arrangements relating to such spending (list of eligible expenses, request and control procedures) together in the course of the second semester of 2014, and will consign them to a memorandum. According to the formats determined by the memorandum, the Ministry will formulate the first requests relating
to these expenses before 1 January 2015. This early exercise will allow the testing of the feasibility and practical nature of the foreseen procedure.

8. Implementation, Monitoring and Evaluation Arrangements

The sector strategy’s Permanent Technical Secretariat (STP) will play a central role in the implementation of the program activities.

The STP will carry out the administrative and material activities related to the contracting of community teachers (preparation of their recruitment, elaboration and ongoing updating of the lists and candidate profiles). The administrative agent will perform the control and evaluation activities jointly with the STP. Payment activities will fall under the direct responsibility of the administrative agent, but the STP will organize the studies to determine the most appropriate fund hosting arrangements, in collaboration with the administrative agent.

The STP will prepare the full documentation required for government services’ operating expenses and for the procurement of textbooks.

Daily liaison between the STP (that will have the support of a resident technical assistant) and UNICEF, the administrative agent, is therefore critical for the implementation of the program.

In order to favor the quality and the depth of this operational relationship between UNICEF and the STP:
- A monthly meeting between the education unit of UNICEF’s Bangui office and the STP (all officers and the technical assistant) will take stock of the activities and will be recorded in minutes;
- UNICEF’s project officer will also take on the task of the daily monitoring of the program and liaison with the operations unit, under the supervision of the education unit; and
- This officer’s desk will be located within the STP premises.

The administrative agent will elaborate quarterly and annual program implementation reports and present them to the transition plan’s steering committee as well as submit them to the sector review for analysis.

9. Summary of Activities and Costs

The following table presents a summarized review of the activities submitted to Global Partnership financing and an estimation of their costs.

The MENET and UNICEF have expressed their agreement on this selection of activities to submit to Partnership financing and on their adjustment according to the scenario analysis, as required.
A full EXCEL table has enabled the estimation of the costs of all the activities included in the transition plan. Only the summary of the activities submitted to the GPE is presented here. It is indispensable to refer to the full table to review the cost computation hypotheses, which are all based on CFAF unit costs and estimated quantities.

The US$/EUR exchange rate used for these calculations is 1.378 (value of 17 June 2014, used by the IMF for its CAR forecasts). This rate is highly disadvantageous; the estimations presented here are therefore rather pessimistic in this respect.

<table>
<thead>
<tr>
<th>Thousands of US$</th>
<th>Amount</th>
<th>Share of the financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>AMOUNT OF THE GRANT</td>
<td>15,510</td>
<td></td>
</tr>
<tr>
<td>UNICEF ADMINISTRATION FEE OF 10%</td>
<td>1,551</td>
<td></td>
</tr>
<tr>
<td>AVAILABLE</td>
<td>13,959</td>
<td></td>
</tr>
</tbody>
</table>

**GPE, Optimistic Scenario**

<table>
<thead>
<tr>
<th></th>
<th>Amount</th>
<th>Share of the financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTRACT-TEACHER CONTRACTS AND COMMUNITY-TEACHER SUBSIDIES</td>
<td>4,672</td>
<td>33.47%</td>
</tr>
<tr>
<td>TEXTBOOKS</td>
<td>4,610</td>
<td>33.03%</td>
</tr>
<tr>
<td>INSTITUTIONAL CAPACITY AND OPERATIONS, INCLUDING EMERGENCY-RELATED CAPACITY-BUILDING ACTIVITIES</td>
<td>2,265</td>
<td>16.23%</td>
</tr>
<tr>
<td>SCHOOL CIVIL WORKS</td>
<td>2,133</td>
<td>15.28%</td>
</tr>
<tr>
<td>CONTINGENCIES AND EXCHANGE RATE VARIATIONS</td>
<td>279</td>
<td>2.00%</td>
</tr>
<tr>
<td></td>
<td>13,959</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

**GPE, Average Scenario**

<table>
<thead>
<tr>
<th></th>
<th>Amount</th>
<th>Share of the financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTRACT-TEACHER CONTRACTING AND COMMUNITY-TEACHER SUBSIDIES</td>
<td>4,354</td>
<td>31.19%</td>
</tr>
<tr>
<td>TEXTBOOKS</td>
<td>4,610</td>
<td>33.03%</td>
</tr>
<tr>
<td>INSTITUTIONAL CAPACITY AND OPERATIONS, INCLUDING EMERGENCY-RELATED CAPACITY-BUILDING ACTIVITIES</td>
<td>2,265</td>
<td>16.23%</td>
</tr>
<tr>
<td>SCHOOL CIVIL WORKS</td>
<td>2,133</td>
<td>15.28%</td>
</tr>
<tr>
<td>EMERGENCY ACTIVITIES</td>
<td>317</td>
<td>2.27%</td>
</tr>
<tr>
<td>CONTINGENCIES AND EXCHANGE RATE VARIATIONS</td>
<td>279</td>
<td>2.00%</td>
</tr>
<tr>
<td></td>
<td>13,959</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

**GPE, Pessimistic Scenario**

<table>
<thead>
<tr>
<th></th>
<th>Amount</th>
<th>Share of the financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTRACT-TEACHER CONTRACTING AND COMMUNITY-TEACHER SUBSIDIES</td>
<td>4,037</td>
<td>28.92%</td>
</tr>
<tr>
<td>TEXTBOOKS</td>
<td>4,610</td>
<td>33.03%</td>
</tr>
<tr>
<td>INSTITUTIONAL CAPACITY AND OPERATIONS, INCLUDING EMERGENCY-RELATED CAPACITY-BUILDING ACTIVITIES</td>
<td>2,265</td>
<td>16.23%</td>
</tr>
<tr>
<td>SCHOOL CIVIL WORKS</td>
<td>2,133</td>
<td>15.28%</td>
</tr>
<tr>
<td>EMERGENCY ACTIVITIES</td>
<td>634</td>
<td>4.54%</td>
</tr>
<tr>
<td>CONTINGENCIES AND EXCHANGE RATE VARIATIONS</td>
<td>279</td>
<td>2.00%</td>
</tr>
<tr>
<td></td>
<td>13,959</td>
<td>100.00%</td>
</tr>
</tbody>
</table>