



Report

# Strengthening coordinated education planning and response in crises

## Chad case study

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Cover photo: Students attend class in a school in Moussoro, in the centre of Chad. Credit: UNICEF/UN0294695/Frank Dejongh.

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This research is led by Susan Nicolai. The authors of this case study are Anne-Lise Dewulf and Amina Khan.

The findings of this report are entirely those of the authors and do not reflect the positions or policies of ECW, the Global Education Cluster, UNHCR or the INEE.

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# Acronyms

<b>AFD</b>	<i>Agence Française de Développement</i> (French Agency for Development)
<b>APICED</b>	<i>Agence pour la promotion des initiatives communautaires en éducation</i> (Agency for the Promotion of Community Initiatives for Education)
<b>BPRM</b>	Bureau of Population, Refugees and Migration
<b>CAR</b>	Central African Republic
<b>CNARR</b>	<i>Commission Nationale d'Accueil de Réinsertion des Réfugiés et des Rapatriés</i> (National Commission for the Reception and Reintegration of Refugees and Returnees)
<b>CELIAF</b>	<i>Cellule de liaison et d'information des associations féminines</i> (Women's Associations' Information and Liaison Group)
<b>CERF</b>	Central Emergency Response Fund
<b>COOPI</b>	<i>Cooperazione Internazionale</i>
<b>COS</b>	<i>Comité d'Orientation Stratégique</i> (Strategic Planning Committee)
<b>CRC</b>	Chadian Red Cross
<b>CRRF</b>	Comprehensive Refugee Response Framework
<b>CRRP</b>	Country Refugee Response Plan
<b>CSO</b>	civil society organisation
<b>DGAEIPC</b>	<i>Direction Générale de l'Alphabétisation, de l'Éducation inclusive et de la Promotion Civique</i> (General Directorate for Literacy, Inclusive Education and Civic Promotion)
<b>DIZA</b>	<i>Programme de développement inclusif dans les zones d'accueil</i> (Programme for Inclusive Development of Host Areas)
<b>DPEJ</b>	<i>Délégation Provinciale à l'Enseignement et à la Jeunesse</i> (Provincial Education and Youth Delegation)
<b>ECHO</b>	European Commission Humanitarian Aid
<b>ECW</b>	Education Cannot Wait
<b>EiE</b>	education in emergencies
<b>EMIS</b>	Education Management Information System
<b>FENAPET</b>	<i>Fédération nationale des associations de parents d'élèves</i> (National Federation of Parent-Teacher Associations)
<b>FGD</b>	focus group discussion
<b>LEG</b>	Local Education Group ( <i>Groupe local des partenaires de l'éducation</i> )
<b>GBV</b>	gender-based violence
<b>GDP</b>	gross domestic product
<b>GPE</b>	Global Partnership for Education
<b>HRP</b>	Humanitarian Response Plan
<b>HI</b>	Humanity & Inclusion
<b>IDEN</b>	<i>Inspection Départementale de l'Éducation Nationale</i> (National Education Departmental Inspector)
<b>IDP</b>	internally displaced person
<b>IMO</b>	Information management officer
<b>INEE</b>	Inter-Agency Network on Education in Emergencies

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<b>INGO</b>	international non-governmental organisation
<b>IPEP</b>	<i>Inspection Pédagogique de l'Enseignement Primaire</i> (Primary education pedagogical inspector)
<b>JRS</b>	Jesuit Refugee Service
<b>JSR</b>	joint sector review
<b>KII</b>	key informant interview
<b>LoU</b>	Letter of Understanding
<b>MC</b>	<i>Maître Communautaire</i> (community teacher)
<b>MENPC</b>	<i>Ministère de l'Éducation Nationale et de la Promotion Civique</i> (Ministry of National Education and Civic Promotion)
<b>MET</b>	Association of Mother Educators
<b>MFSN</b>	<i>Ministère de la Femme, de la Protection de l'Enfance et de la Solidarité Nationale</i> (Ministry of Women, Child Protection and National Solidarity)
<b>MoU</b>	Memorandum of understanding
<b>NGO</b>	non-governmental organisation
<b>NWOW</b>	New Way of Working
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>ODA</b>	official development assistance
<b>OECD DAC</b>	Organisation for Economic Co-operation and Development Development Assistance Committee
<b>PARCA</b>	<i>Projet d'appui aux réfugiés et aux communautés d'accueil</i> (Project to Support Refugees and Host communities)
<b>PIET</b>	<i>Plan intérimaire de l'éducation au Tchad</i> (Interim Education Plan)
<b>PREAT</b>	<i>Projet de renforcement de l'éducation et l'alphabétisation au Tchad</i> (Project to Strengthen Education in Chad)
<b>PTA</b>	parent–teacher association
<b>PUEBT</b>	<i>Projet d'urgence de l'éducation de base au Tchad</i> (Emergency Project for Basic Education)
<b>REWG</b>	Refugee Education Working Group
<b>SDC</b>	Swiss Agency for Development Cooperation
<b>TFP</b>	Technical and financial partners ( <i>Partenaires Techniques et Financiers</i> )
<b>ToR</b>	terms of reference
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNHCR</b>	United Nations Refugee Agency
<b>UNICEF</b>	United Nations Children's Fund
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WFP</b>	World Food Programme

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# Executive summary

This case study examines how, in Chad, humanitarian and development actors can more effectively coordinate planning and response to strengthen education outcomes for children and young people affected by crises. The research looks at the ‘who’, the ‘how’ and the ‘so what’ of coordination of education in emergencies (EiE) and protracted crises for internally displaced persons (IDPs), returnees, refugees and other communities affected by crises, resulting in recommendations for action that can be taken by different types of stakeholders, including the Chadian Government and key donors.

Chad is confronting recurrent humanitarian crisis relating to conflict and subsequent displacements, climate change, food insecurity, malnutrition and health, in a context where development needs are also dire. Two-thirds of its population lives in severe multidimensional poverty while 4.3 million people needed some form of humanitarian assistance this year. In March 2019, Chad had 256,000 IDPs and returnees, mainly settled in sites or host villages in Lac province and southern Chad. Chad also has a long history of hosting refugees and in 2019 (March), it was hosting 463,000 refugees, 55% of them under 18 years old. The country is also one of the countries pioneering the roll-out of the Comprehensive Refugee Response Framework (CRRF), with some significant pledges regarding education.

## Who coordinates country-level education in emergencies and protracted crises?

Two coordination structures for EiE exist in Chad. An Education Cluster covers IDPs, returnees and affected communities affected, with *Ministère de l'Éducation Nationale et de la Promotion Civique* (MENPC – Ministry of National Education and Civic Promotion) as lead and delivery largely through the national

education system and non-governmental organisations (NGOs). This group is chaired by a Directorate from the MENPC and co-led by the United Nations Children’s Fund (UNICEF) Chad. A Refugee Education Working Group (REWG) is coordinated by UNHCR, the UN Refugee Agency, and the Chadian Government, with delivery of refugee education by both the national education system and NGO partners.

## How can coordination of education planning and response be made more effective?

Coordination could be improved for IDPs, returnees and crisis-affected local communities, for refugees, and across the national system in several different ways.

For IDPs, returnees and affected communities, while the mandates of the Education Cluster and Cluster leads are clear overall, along with leadership roles, the system is undermined by resourcing and capacities challenges. This affects both leading agencies, particularly at the sub-national level, where coordination of education was found to be significantly weak. There have been noticeable improvements since 2018 with the allocation of dedicated human resources for EiE coordination within the MENPC. Finally, issues related to securing enough resources for EiE overall are strongly impacting both the coordination (with cluster-related activities not funded and difficulties in consistently securing dedicated coordination positions) and the response, due in part to the very limited number of operational partners.

Coordination of refugee education also saw an increased involvement of government with dedicated focal points, and enhanced ownership, reflected by the official recognition of camp schools as public schools. However, such commitment is not matched by resources and capacities, with coordination and delivery

happening in practice mostly through the support of UNHCR and NGO partners. The overall coordination system for refugee education is supported by clear mandate and leadership roles, particularly for UNHCR and its national counterpart, the *Commission Nationale d'Accueil de Réinsertion des Réfugiés et des Rapatriés* (CNARR – National Commission for the Reception and Reintegration of Refugees and Returnees) in charge of camp management. Financial constraint is an ongoing challenge particularly impacting the MENPC and UNHCR capacities in terms of coordinating, planning and responding (lack of dedicated human resources at both national and sub-national level).

Coordination across the national education system is evolving, particularly since the inclusion of EiE within the education sectoral plan and the integration of camp schools into the national system. The Local Education Group (LEG) is meant to be the coordination structure for education overall, and for all in Chad, supporting the government in rolling out its sectoral plan. However, the inclusion of EiE within this group remains tentative. At present, one challenge is that several ministries manage specific aspects of children's education and work in isolation rather than together.

### So what does coordinated education planning and response contribute?

This research has unearthed anecdotal and other evidence on the contributions that coordination makes to improved education outcomes in Chad. Working within a structure linking the commitment of the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) framework to define effective coordination and the Education Cannot Wait (ECW) education outcomes (equity and gender equality, access, continuity, protection and quality), highlights include:

- First, the coverage of the Cluster and the refugee education working group (REWG) systems across all major areas of crisis helps IDPs, returnees, refugees and local communities gain access to education, as does teaching refugee children the national

curricula in and out of camp settings.

However, the analysis of coverage is also undermined by there not being enough up-to-date and detailed data, particularly regarding the presence of operational partner and their reach. In addition, underfunding for EiE and its coordination systems lead to coordination gaps, particularly at the sub-national level, which in turn impact access.

- Second, following the national curricula, integrating camp schools into the national system and allowing affected children and youth access to national schools and universities rather than children learning parallel, ad hoc curricula appear to be improving **continuity** of education. Efforts have also been made to increase the focus beyond primary/secondary with the creation of baccalaureate examination centres closer to camps and the inclusion of refugee teachers into teacher training colleges. However, progress is curtailed by limited funding, and operational partner and significant gaps remain between education needs and the number of children being reached.
- Third, in terms of **protection**, synergies of coordination between the Education and Protection Clusters mean focused child protection and containment of child recruitment by armed groups and reintegration of child recruits back into school are possible. However, these synergies remain to be strengthened in Chad alongside more resources to ensure all child protection needs are addressed.
- Fourth, **quality** remains low with a national system saturated and already in difficulty having to absorb the camp schools, and coordination efforts are not currently focused on this. The government is struggling to pay teachers and to incentivise them to go to crisis-affected provinces, relying mostly on parents or international partners to pay for them and for adequate learning environment and materials. Lack of resources means that the Cluster cannot deliver on trainings, particularly to government staff, which could improve learning outcomes.
- Finally, **equity and gender equality** outcomes remain constrained overall, with little attention paid to these issues, and funding being a clear barrier.

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## Recommendations

To strengthen education outcomes for children and young people affected by crises in Chad, this study recommends that the latter, along with the Chadian Government and the key donors commit to:

1. Materialise the nexus in terms of systems and processes within the coordination structures.
2. Continue to strengthen coordination and collaboration between the Cluster and the REWG.
3. Make greater use of international funding to encourage coordination across the different mechanisms and across the nexus.
4. Prioritise investing in data as a key part of the education response.
5. Improve the availability and expertise of staff in charge of EiE coordination within leading agencies.

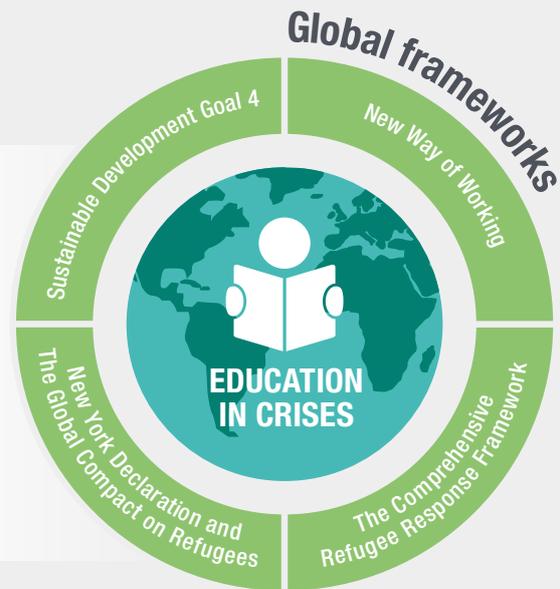
## Conceptual framework: Chad

Key features that shape education coordination outcomes

### Country context



Protracted crisis due to conflict and the influx of 463,000 refugees from Sudan and Central African Republic in 2002 and from Nigeria in 2015 (UNHCR, 2019). Internally, 4.3 million people need humanitarian assistance due to displacement, food insecurity, malnutrition and health crises. Cross-border climate change risks and collapsed oil revenues have worsened the situation (OCHA, 2019).



### Who: Coordination approaches

The main actors coordinating leadership for education planning and response, their responsibilities, as well as the type of group(s) present.

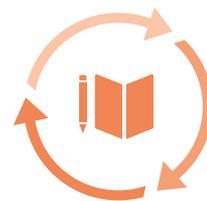
- **IDPs, returnees and crisis-affected communities:** The Ministry of National Education and Civic Promotion (MENPC), supported by the Education Cluster, chaired by the MENPC and co-led by UNICEF at both national and sub-national levels, with NGOs' and development partners' support.
- **Refugees:** The MENPC, supported by UNHCR through the Refugee Education Working Group (REWG), led by UNHCR and involving the MENPC representatives and NGO partners.
- **Education overall (not only EIE focused):** Local Education Group, led by the MENPC and the Swiss Development Cooperation, involving development partners, UN agencies, the Education Cluster, the REWG and NGOs.



### How: Ways of working

The critical processes and tools that shape the experience of education planning and response throughout programme/project cycles.

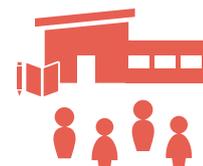
- The 'Faerman factors'** analysis on predisposition, incentives, leadership, and equity reveals:
- For IDPs, returnees and local communities affected by crises, the mandates of the Education Cluster are clear, but the education cluster system is undermined by resourcing and capacity challenges.
  - For refugee education coordination, the government has integrated camp schools into the national education system, but this commitment is not matched with resources and capacities.



### So what: Evidence of impact

The collective education outcomes of coordinated education planning and response as linked to coordination quality measures.

- **Gender** equality outcomes remain constrained overall.
- **Access** has been supported by the Education Cluster and REWG but is undermined by funding restrictions and the government's inability to absorb more refugee children.
- **Continuity** of education improved for refugee children through the integration of camp schools into the national system but is limited by funding.
- **Protection** is mainstreamed in both education programming and within the coordination structures, but existing challenges prevent covering needs at scale.
- **Quality** remains low with insufficient number of trained teachers, school materials and equipment and with an overburdened national system struggling to integrate camp-schools.



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# 1 Introduction

Chad is confronting a deeply unsettling humanitarian crisis (relating to conflict and subsequent displacement, climate change, food insecurity, malnutrition and health). Development needs are also acute. Of 23 provinces in the country, 18 are classified by the government as crisis-affected.<sup>1</sup> Since 2014, when prices for oil – a major source of government revenue and gross domestic product (GDP) – plummeted, the state has found it increasingly difficult to finance public services and deliver education in both emergency and non-emergency contexts. Military spending to improve the security situation, especially in the Lac province, which has been severely affected by the Lake Chad Basin crisis, has increased at the expense of the social sectors.

Even though Chad is acutely aware of the importance of education, and prioritises it in the country’s mainstream development narrative alongside public health and national security, it has been struggling to incentivise teachers to go to crisis-affected provinces, and to pay school teachers. It is dependent on non-state actors to deliver education, and on parents to pay both school fees and teacher salaries so that schools can function. It also relies heavily on the international humanitarian and development community to channel resources to the sector.

Coordination of Education in Emergencies (EiE) in such a context presents considerable challenges. The country is characterised by a *mixed* situation, where a Humanitarian

Coordinator is currently leading an internal displacement/emergency response, and where a UNHCR-led refugee response operation is also active. Education coordination groups in Chad include the Education Cluster (under the humanitarian cluster system), a Local Education Group (LEG) and a Technical and Financial Partners (TFP) group, while UNHCR coordinates the refugee education response.

An active Education Cluster system coordinates the education response for internally displaced persons (IDPs), returnees and ‘displaced returnees’,<sup>2</sup> as well as other local communities affected by crises and disasters. UNICEF co-leads with government officials and international non-governmental organisations (INGOs) co-facilitate. The education response for refugees is coordinated by UNHCR in and out of camps in refugee-hosting villages. As well as IDPs and returnees, refugees can access the national education system, with UNHCR and the government both facilitating and advocating this integration. Chadians can similarly attend camp schools.

The country utilises several new approaches to support the evolution of humanitarian-development coordination and the humanitarian-development nexus, such as the New Way of Working (NWOW) and the multi-year Humanitarian Response Plan (HRP).<sup>3</sup> It is also a recent recipient of funding from the Education Cannot Wait (ECW) Initial Investment fund, with the Chad Multi-Year Resilience programme being

- 
- 1 The Government does not give an exact definition of what ‘crises-affected provinces’ means, but mentions natural hazards, food insecurity, armed and intracommunity conflicts and population displacements.
  - 2 Returnees refer to Chadian refugees (mainly from CAR, Niger, Sudan and Nigeria) who have returned to Chad. Some of them did not necessarily have refugee status before coming back to Chad. ‘Displaced returnees’ refers to Chadian nationals, mainly from Lake Chad’s island villages, who have been forcibly displaced and are now returning to the islands.
  - 3 New Way of Working: ‘The New Way of Working can be described, in short, as working over multiple years, based on the comparative advantage of a diverse range of actors, including those outside the UN system, towards collective outcomes’ (OCHA, 2017: 6).

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considered for the next few years. In 2016, Chad signed the New York Declaration on Refugees and Migrants and the President committed to improve the situation for refugees. In 2018, it became one of eight pioneer countries for the CRRF.

All these elements – attached to the coordination of education planning and response in emergencies and protracted crises – make Chad an important country to examine. In so doing, the study provides EiE practitioners and partners an opportunity to draw lessons from the functioning of existing coordination structures and how to strengthen them so that children and young people affected by crises can have better education outcomes.

The study asks the following research question: *how can humanitarian and development actors more effectively coordinate planning and response to strengthen education outcomes for children and young people affected by crises?*

Answering the central research question of the study involves looking more closely at the ‘who’, the ‘how’ and the ‘so what’ of coordinated education planning and response in IDP, refugee and mixed response situations in Chad where a range of humanitarian and development actors are operating. The sub-research questions related to the ‘who’, ‘how’ and ‘so what’ are:

- *Who* are the main stakeholders contributing to country-level education coordination in emergencies and protracted crises?
- *How* can coordination of education planning and response be made more effective?

- *So what* does coordinated education planning and response contribute to better education outcomes and other collective outcomes for children and young people affected by crises?

This report is organised as follows:

- Chapter 2 sets out the research framework and the case study methodology.
- Chapter 3 provides key information on the Chadian context and the current state of the IDPs and refugees, their education needs, and the related responses. In addition, it gives an overview of domestic and international funding for education and EiE.
- Chapter 4 deals with the ‘who’ of coordination in Chad providing a general overview of the three main systems for delivering education in the country: the national education system, and the systems for coordinating and delivering education to IDPs, returnees, etc., and to refugees. It also discusses the main coordinating bodies and the role of national and international actors aligned with these systems.
- Chapter 5 focuses on the ‘how’ of coordination.
- Chapter 6 explores the ‘so what’ of coordination in Chad (i.e. the implications and impacts of coordination arrangements).
- Chapters 7 and 8 follow with a conclusion and key recommendations on how to effectively coordinate planning and response to strengthen education outcomes for children and young people affected by crises.

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# 2 Research framework and case study methodology

The case study used a range of methods and four stages of research to answer the central research question and its sub-questions: stage 1 included a literature review and stakeholder mapping, while stage 2 focused on remote and in-country key informant interviews (KIIs) and focus group discussions (FGDs). These covered a diverse range of stakeholders who are involved in the humanitarian response and in coordination efforts to deliver EiE (to IDPs, returnees, local populations affected by crises, refugees and host communities) in Chad. Stages 3 and 4 followed with the analysis and validation of the findings. Here is a brief overview.

## 2.1 Literature review and stakeholder mapping

The literature review involved a review of existing grey literature in English and French on the country context, its education system and the ongoing crises and responses. Over 140 documents, 81% of them in French, were reviewed by the research team and covered a wide range of sources, from project proposals, coordination meeting minutes, needs assessments and mission reports, to humanitarian strategies, and laws and decrees enacted by the government. It gathered information on: the nature, scale and impact of the crises; the nature of preparedness and response efforts; key stakeholders involved in coordination, their roles and the obstacles

they face in fulfilling them (including national and international actors, national and sub-national government departments and agencies, development and humanitarian organisations, NGOs and INGOs, etc.); the national education system and plans (i.e. formal and informal structures, extent of planning for education and crisis issues, assessments of national capacity, national coordination structures and mechanisms for providing education to IDPs, refugees, etc.); and, existing obstacles to, and examples of, effective coordination.

The primary technique used was ‘snowballing’: taking recommendations from experts in the humanitarian and education spheres, as well as taking references from the documents referred by them.

The stakeholder mapping was developed as follows. The Global Education Cluster, the Inter-Agency Network on Education in Emergencies and the education focal points from the UNHCR country office and the Education Cluster staff from UNICEF in Chad first identified the main actors who lead or participate in the different coordination mechanisms, and from these they picked out the key informants the research team would interview. The team also used its initial literature review and some remote interviews to identify a further set of key stakeholders. This process enabled the team, prior to in-country research, to complete a first draft of the stakeholder mapping exercise.

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## 2.2 In-country research – N’Djamena

In-country research took place over a period of six days in N’Djamena, the capital, between 7 and 12 April 2019. The research team conducted over 30 KIIs and two FGDs with key stakeholders involved in the education system and particularly education for IDPs, returnees, host communities and refugees.<sup>4</sup>

The research in N’Djamena focused on gathering additional information on, and deepening the researchers’ understanding of, processes and issues beyond what is identified in the literature, gathering up-to-date information on existing and emerging coordination approaches and emerging issues, and investigating any examples of coherent practices in detail. The process also identified and gathered further documents for review and helped to complete the stakeholder mapping exercise. The aim of the fieldwork was to identify: the underlying causes of persistent obstacles to effective coordination; the impact that different approaches to coordination are having; the enabling factors behind effective coordination approaches; and the role that different stakeholders are playing at the national and implementation level.

The KIIs and FGDs were conducted in a semi-structured manner. They drew on a list of guiding questions that were developed based on the global analysis framework, the country-specific literature review, and analysis from the initial KIIs. The questions also allowed interviewees (and interviewers) the space to outline and explore other relevant issues and emerging topics.

## 2.3 Analysis

The analysis stage drew together the information collected during the KIIs and FGDs, triangulated across multiple interviews and data sources, and involved additional document reviews to close gaps in the information. This process had drawn out key themes in terms of our research questions on the ‘who’, ‘how’ and ‘so what’ of coordination in the context of Chad.

Analysis of ‘who’ was addressed by mapping the formal role of different actors in the literature and sector planning documents, augmented with information on informal practices and roles derived from the KIIs and FGDs.

Analysis for the ‘how’ of coordination – specifically looking at enabling factors and constraints – was aligned with that used for the global analysis framework (ODI, 2020).<sup>5</sup> That paper uses a framework derived from organisational science, which aims to understand the behaviour of different organisations across diverse contexts that involve numerous entities, often in competition or with a history of conflicts, who are interdependent and would collectively gain from cooperating rather than competing, who fall under different governance systems, but who try to design rules and principles to collectively govern their behaviour (Faerman et al., 2001).

Faerman et al. (2001) identified four factors that appear in organisational research relating to the success or failure of inter-organisational coordinated efforts, and which we use in our analysis to understand the enabling factors and constraints for coordination in Chad: predisposition; incentives; leadership; and equity.

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4 Respondents were from ministries, civil society organisations (CSOs), INGOs and UN agencies, etc. See Annex A for the full list of KIIs.

5 Please refer to the Global analysis framework (ODI, 2020) for more information.

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Analysis of the ‘so what’ of education coordination in Chad is structured according to the OECD DAC framework for defining effective coordination. This is one of two specific frameworks for analysing the effectiveness and impact of coordination that were reviewed in the global analysis framework (ODI, 2020)<sup>6</sup>. In contrast, the ECW framework – as laid out in its Strategic Plan 2018–21) – focuses more on education outcomes: access, equity and gender equality, continuity, protection and quality. The research faces a significant empirical challenge in linking the coordination mechanisms set out here to improvements in coordination and then linking that improved coordination to improvements in education outcomes. This is partly due to the absence of quantitative metrics for assessing the level or quality of coordination, but also issues with data access and the practical scope of this study. Our analysis on ‘so what’ is therefore based on a review of existing assessments of coordination

in Chad and our interview process, which was used to map out anecdotal evidence.

## 2.4 Validation

The validation stage was carried out in two phases. The first involved UNHCR hosting a validation workshop in its N’Djamena office. There, the ODI research team presented its preliminary findings from the fieldwork and received some initial feedback on those from a range of key stakeholders inside and outside government. The validation stage involved sharing the country case study report with a Country Validation Group for their review and comments, as well as a Global Reference Group of experts on humanitarian and education coordination issues. The case study was then revised and finalised based on these inputs.

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6 The OECD DAC outcomes are focused primarily on the quality of coordination itself and cover 10 areas – accountability and participation; coherence; complementarity; connectedness: coverage; effectiveness; efficiency; relevance and appropriateness; sufficiency; and impact.

## Conceptual framework

Key features that shape education coordination outcomes

### Country contexts



**Country situation:** the geographic, political, legal, social and economic context of the country, as well as existing capacity of national and/or regional authorities to respond to the crisis



**Type of crisis:** violence and conflict, environmental, health, complex emergencies, and whether displacement produces either internal displacement or refugee situations, and the scale of displacement, disasters or mixed situations



**Phase of crisis:** Sudden onset emergency and/or protracted situation



### Who: Coordination approaches

The main actors coordinating leadership for education planning and response, their responsibilities, as well as the type of group(s) present.

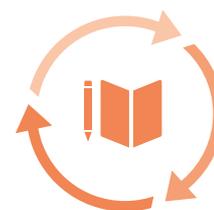
- **Ministry of Education**, and/or other national ministries, often in a lead or co-lead role for all coordination groups listed below
- Regional or local **government bodies** overseeing education and/or emergency response
- **IASC Humanitarian cluster coordination approach**, with the Global Education Cluster co-led by UNICEF and Save the Children, and country level cluster leadership varied
- **Refugee Coordination Model** led by UNHCR
- **Development coordination**, through Local Education Groups, typically co-led by multi- and bilateral donors
- Mixed, regional and other **hybrid approaches**



### How: Ways of working

The critical processes and tools that shape the experience of education planning and response throughout programme/project cycles.

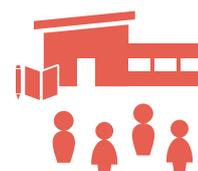
- **Coordination across the humanitarian programme cycle (HCP) and refugee response planning cycle:** needs assessment and analysis, strategic response planning, resource mobilisation, implementation and monitoring, operational review and evaluation
- **INEE Minimum Standards:** a global tool that articulates the minimum level of educational quality and access in emergencies through to recovery
- **The Faerman Factors:** predisposition, incentives, leadership and equity highlighting the softer side of coordination



### So what: Evidence of impact

The collective education outcomes of coordinated education planning and response as linked to coordination quality measures.

- **Collective education outcomes set out in Education Cannot Wait strategy:** access, equity and gender equality, protection, quality and continuity
- **Coordination quality measured by OECD DAC criteria:** coverage, relevance/appropriateness, coherence, accountability and participation, effectiveness, complementarity, sufficiency, efficiency, connectedness and impact



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# 3 The Chadian context and education response

This chapter provides a brief background to Chad's current crises and outlines the IDP, returnee and refugee situation, in particular, the number of people affected and children in need of education support, as well as the financing landscape for education, including provisions by the Chadian Government, official development assistance (ODA) and humanitarian funding for EiE.

## 3.1 Country background

Chad has been facing three types of crises for the past several years: displacement related to conflict, food insecurity and acute malnutrition, and health crisis. The country ranks 186th out of 189 countries on the Human Development Index (UNDP, n.d.), which signifies chronic underdevelopment and high levels of poverty. Two-thirds of its population lives in severe multidimensional poverty (ibid.). Chad also appears at the bottom of the World Bank's Human Capital Index (World Bank, 2018).<sup>7</sup>

A combination of factors has worsened the humanitarian situation:

- Different types of conflict in neighbouring countries have led to massive displacement, bringing into Chad refugees from Sudan and the Central African Republic (CAR) since 2003, refugees from Nigeria from 2015, Chadian returnees from Sudan, CAR, Niger and Nigeria, and IDPs in Lac province

following the attacks by armed groups from Nigeria.

- Its geographical position in the Sahelian belt makes it prone to climate change and extreme weather events. The cross-border nature of these environmental risks exacerbates the situation.
- A profound economic crisis engulfs the country. Oil revenues, which represented 60% of the government's budget and 30% of Chad's GDP in 2008, collapsed from 2014 onwards, representing less than 7% in 2016 (World Bank Open Data, n.d.). The economic decline coincided with the government's security responses in Lac province (involving border closure and a state of emergency).

Consequently, 4.3 million people (including IDPs, returnees, refugees and host communities) will need some form of humanitarian assistance in 2019.

## 3.2 Outline of the current IDP situation

In March 2019, Chad was estimated to have around 256,000 IDPs, returnees and displaced returnees, of which 51% are women.<sup>8</sup> Nearly half of this population are school-aged children (between three and 17 years old), and of these:

- around 124,000 IDPs are located across 200 sites and villages in Lac province, having been subjects of violence perpetrated by armed groups

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<sup>7</sup> 'The Human Capital Index quantifies the contribution of health and education to the productivity of the next generation of workers' (World Bank, n.d.).

<sup>8</sup> In addition to these, in 2018, there was mixed migratory displacement of around 25,000 people.

- 51,000 are displaced returnees – they are IDPs from Lac province who have returned to their area of origin (returns started in 2017, particularly towards the southern part of Lac and the Lake Chad islands)
- slightly over 81,000 are Chadian returnees (roughly 39,000 Chadians returned from Nigeria and Niger to the Lac province and another 42,000 returned from CAR to southern Chad, where they are currently spread across seven sites).

From 2018 to 2019, the number of returnees increased by 15%. This is also noticeable within the IDP population, which grew by 22% over the same period (OCHA, 2019a).

Over 90% of these affected populations do not have legal documentation and are exposed to statelessness risks, have limited economic opportunities and freedom of movement and, in general, limited access to basic services and humanitarian assistance (OCHA, 2018a). The prolonged displacement situation is increasing the vulnerability of both displaced/returnee populations and host communities. Pressure on already depleted natural resources (land, water, grazing areas) and on basic services has led to tensions between communities as well as between farmers and herders. Droughts have further eroded herders' resilience (OCHA and UNDP, 2018).

### 3.2.1 Estimates of current education needs for IDPs

Education needs for IDPs, returnees and affected communities must be understood within the wider education context of Chad, which is facing its own challenges in terms of access and quality (see section 4.1).

The HRP for 2019 highlights that 1.3 million people need humanitarian assistance in the education sector, out of which 1.2 million are children (aged three to 17). The HRP targets around 400,000 people for assistance (85% of them are children).

- Provinces which are affected by population displacement and targeted for education

support include Lac, Logone Oriental, Mandoul, Moyen-Chari and Salamat in the south; and Ennedi-Est, Ouaddaï, Sila, Wadi Fira in the east.

- Provinces strongly impacted by food insecurity and malnutrition that are targeted for education support include Batha, Guéra and Kanem.

The HRP Education strategy proposes to strengthen equitable access to education for children affected by crises, particularly the 3–17 age group, with an additional focus on pre-school (3–5 years old) children. Attention and support will be given to areas impacted by the food security and malnutrition crisis (OCHA, 2019a). In order to prevent schooling disruption, subsidies will be given to community teachers and parent–teacher associations (PTAs). Supporting non-formal education and functional literacy for children 9–15 years old has also been identified as a crucial need (*ibid.*).

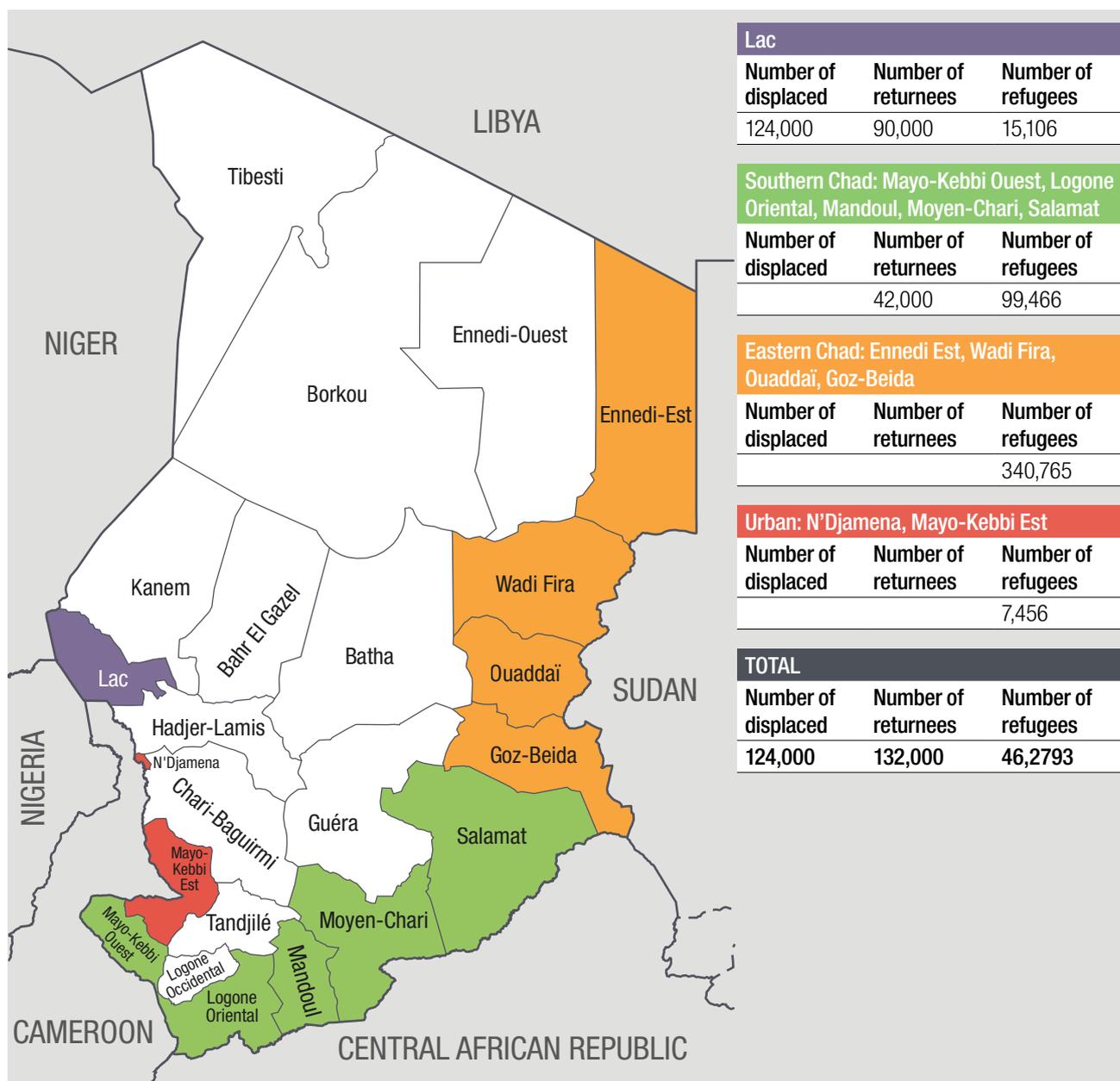
## 3.3 Outline of the current refugee situation

Chad hosts nearly 463,000 refugees and asylum seekers, 55% of whom are children under 18 years old (according to March 2019 estimates) (UNHCR, 2019). Of these, 341,000 refugees are from Sudan, representing 74% of all refugees in Chad; 105,000 from CAR (with a 22.7% share); over 15,000 from Nigeria (a 3.2% share); and the remaining refugees originate from the Democratic Republic of Congo and other countries (UNHCR, 2019).

Figure 1 illustrates the geographic spread of refugees across the country that are located in three areas: eastern Chad (Sudanese refugees), southern Chad (CAR refugees) and Lake Chad (Nigerian refugees). Some 7,250 refugees are spread out in N'Djamena and Mayo-Kebbi Est. Both are urban areas (UNHCR, 2018b). In some areas, the ratio between host and refugee populations can be as high as a third or a quarter (UNHCR, 2018b).

Overall, 70% of the refugees are hosted in camps while the remaining 30% are in host communities (mainly the refugees from CAR and Nigeria).

**Figure 1 Geographic overview of displaced and refugee population in Chad**



Source: IDPs, returnees – OCHA, 2019a and 2019b; refugees – UNHCR, 2019

### 3.3.1 Evolution of refugee situation in recent years

Chad has a long history of hosting refugees, particularly since 2002, with the CAR and Darfur crises forcing 34,000 and 200,000 refugees respectively to seek protection in the country. Since 2003, the number of refugees from these two countries has steadily increased (over 22,000 came from CAR in December 2018). In 2015, the Lake Chad *Boko Haram*-related

conflict led some 15,000 Nigerians to cross the border into western Chad and to settle in camps and host villages (over 4,500 in early January 2019). From 2003 to 2019, the number of refugees almost doubled and the current situation in these neighbouring countries will probably remain volatile, impeding massive returns.

However, the situation in Darfur is slowly settling. In 2017, a tripartite agreement was signed between the governments of Chad

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and Sudan and UNHCR for the voluntary repatriation of Sudanese refugees in Chad and of Chadians refugees in Sudan. As of March 2019, just over 3,800 Sudanese refugees had been voluntarily repatriated (UNHCR, 2019).

### 3.3.2 Estimates of current education needs for refugees

The overall quality of education for the refugee population in Chad is quite limited. It needs to be understood within the larger Chadian context where the national education system struggles to meet the education needs of its own population (see section 4.1).

In a bid to improve the education situation, the HRP/Country Refugee Response Plan (CRRP)<sup>9</sup> for 2019 targets 135,000 refugees for education interventions (OCHA, 2019a).

Currently, refugee camps and sites throughout the country have around 79 primary schools and 33 middle and high schools. Moreover, in 2018, more than half of the refugee children (between six and 18 years old) were out of school (UNHCR, 2018a). Refugee-camp-based schools need additional classroom space and learning materials, stationery, and trained and qualified teachers. The overall ratio of school books/student at the primary level is 1/3 for reading (in line with minimum standards), but 1/4 for mathematics and 1/6 for science. There are on average 232 pre-school children, and 104 primary school children per durable classroom. In addition, at the primary level there is on average one teacher for 63 students. Only one functional latrine per 93 students is available on average for refugee camp-based schools (35% of the latrines are for girls, 39% for boys and 26% for both (UNHCR, 2018c)).

## 3.4 Financing for education in Chad

Funding for education in Chad is low. External financial support has been instrumental in covering domestic funding gaps (see Figure 2).

### 3.4.1 Domestic funding for education

Limited education funding has been more visible since the economic crisis and the *Boko Haram*-related situation in the Lac province. An average of 10% of the state budget, i.e. 2% of the country's GDP, is allocated to education (*République du Tchad*, 2016 in Education Cluster, 2019a). The government has, however, pledged to increase the share of recurrent budget expenditures for education from nearly 19% in 2018 to 21% in 2020 (*République du Tchad*, 2017e).<sup>10</sup>

In 2006, Chad enacted a law that made public education free, but this has not been implemented properly. Parents play a major role in funding the education system; 45% of schools are supported by parents' fees (*République du Tchad*, 2017a). In 2015/2016, PTAs had contributed five times more resources than the government and 12 times more than NGOs to help primary schools to function (*République du Tchad*, 2017b).<sup>11</sup> This has seen increasing social inequalities and, in some cases, can lower the quality of teaching, when community teachers have not received appropriate teacher training. Due to financial difficulties, from 2015 onwards, the Government stopped paying community teachers (*maîtres communautaires* – MCs). Schools are closing as a result. In 2018, 109 community schools closed in the Lac province for the same reason (OCHA, 2018a).

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9 The HRP is an OCHA-led strategic exercise articulating a common plan on how to respond to already assessed needs of affected populations (IDPs, returnees, affected communities, etc.) through the Humanitarian Needs Overview analysis led by each cluster. Since 2019, the HRP for Chad also includes the refugee population's needs in a disaggregated manner. The CRRP is a UNHCR-led strategic exercise that focuses only on the refugee population.

10 Percentage of recurrent budget expenditures excluding debt.

11 PTAs contributed 2,021,309,922 FCFA (around \$3.5 million) where the government contributed up to 410,371,284 CFA francs (\$0.7 million) (Education Cluster, 2019). CFA franc-US dollar exchange rate from 11 August 2019 (xe.com).

### 3.4.2 Education ODA to Chad

Chad has been receiving education ODA from both bilateral and multilateral providers. In 2017, the sector received \$7.7 million gross bilateral ODA – representing a 3.2% share of the total (OECD, 2018).

One of the major sources of funding of the sector is the Global Partnership for Education (GPE). It has been supporting the implementation of the national sectoral education strategy and funding Chad since 2012. Other major initiatives are listed in Table 1.

### 3.4.3 Funding for IDPs and communities affected by crises and disasters

The HRP for 2019 sets the funding requirements for education for IDPs, returnees and communities affected by crises at \$21.3 million, for 403,000 people, 85% of them school-aged children. This amount represents 4.5% of the budget required by the overall humanitarian

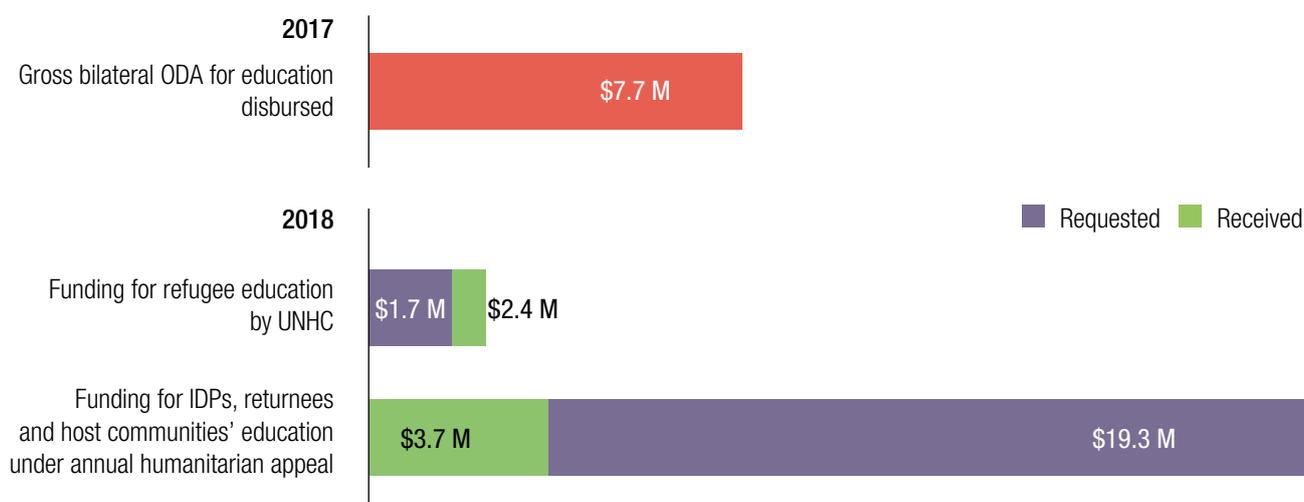
appeal of \$476.6 million.<sup>12</sup> Since 2016, the budget sought for education for IDPs and returnees has been consistently increasing (up 188% for a corresponding 88% increase in the total number of beneficiaries).<sup>13</sup>

In 2018, only 19% of the appeal for education made under the HRP was funded, leaving a significant gap of 81% (OCHA, 2018b).

### 3.4.4 Funding for refugee education

The CRRP for 2019 sets the funding requirements for education for refugees at \$3.8 million, for 135,000 people, 85% of whom are school-aged children. This amount represents 2% of the budget required by the overall humanitarian appeal for refugees of \$211 million. In 2018, only 10% of the CRRP was met leaving a significant gap of funding of 90% (OCHA, 2018b). However, the education refugee response was overfunded by 42% (ibid.).

**Figure 2 International funding for education**



12 Major sources of funding for the overall HRP are the Central Emergency Response Fund (CERF, 40%), the United States (24%), the European Commission (23%), Sweden (6%), Germany (3%), Ireland (2%), Japan (1%), Spain and Switzerland (both 0.4%) and private actors (1%) (OCHA, 2019b).

13 Other Clusters have followed a similar trend: WASH (+190%), Nutrition (+134%), Health (+29%), Protection (+137%), Multisectoral response for Refugees (+163%); the exceptions are for the Shelter (-28%) and the Food Security clusters (-14%).

**Table 1 Major ongoing initiatives in Chad's education sector**

Initiative	Investment details
ECW Initial Investment (implementation) and Chad Multi-Year Resilience programme (design)	<ul style="list-style-type: none"> <li>Chad benefits from a two-year initial investment grant worth \$10 million. The project was designed jointly by the MENPC, the Education Cluster and UNICEF, with the collaboration of multiple UN agencies and organisations, such as UNHCR, UNESCO, WFP, RET, ACRA, Cooperazione Internazionale (COOPI), World Vision, JRS, SECADEV.</li> <li>This investment has three targets: (1) Community teachers and graduates of teacher training schools ensure quality education according to pedagogical standards; (2) PTAs and Educating Mothers Associations have increased financial and material resources as well as reinforcing capacities to provide an improved learning environment for children; (3) The MENPC is prepared to respond to crises or natural disasters during implementation of the three-year education sector plan covering 2018–2020.</li> <li>The project targets 10 provinces affected by displacement (Ennedi-Est, Lac, Logone Oriental, Logone Occidental, Mandoul, Moyen-Chari, Ouaddaï, Salamat, Sila and Wadi Fira).</li> <li>After the initial investment, it was decided by national partners that a Multi-Year Resilience Programme for Chad would be developed, which would include ECW Seed Funding to support implementation of the programme and mobilisation of additional funding to close the funding gap.</li> </ul>
Projet de renforcement de l'éducation et de l'alphabétisation au Tchad (Project to strengthen education and literacy in Chad – PREAT)	<ul style="list-style-type: none"> <li>The PREAT is a \$27.8 million GPE-funded project over three years, implemented through two main agencies: UNICEF and UNESCO. The project's main objective is to support the implementation of the PIET. The four main programme components are: to enlarge access to primary education; to improve teaching conditions; improve the offer and the quality of literacy and non-formal education; and to strengthen ministries' steering and management capacities.</li> <li>The project targets 10 high-priority provinces affected by displacement and food insecurity (Lac, Mandoul, Logone Oriental, Batha, Hadjer-Lamis, Kanem, Sila, Chari-Baguirmi, Salamat and Ouaddaï). In addition, five medium-priority provinces are also targeted and some activities (e.g. distribution of school textbooks) target all 23 provinces in the country.</li> </ul>
Projet d'assistance en éducation, de protection de l'enfance, de santé, de personnes à besoins spécifiques, et mobilisation communautaire (Project in education, child protection, health for people with specific needs and community mobilisation)	<ul style="list-style-type: none"> <li>This one-year project implemented by JRS aims at bringing protection and other relevant support to urban refugees in N'Djamena and its surrounding areas. The main sectors of intervention are education, protection, social assistance, health and community mobilisation.</li> <li>Within education, the project aims to strengthen urban refugee children's access to quality education (primary, lower and upper secondary, tertiary and professional training), through a cash-based assistance mechanism (among others).</li> </ul>
The consortium COOPI/Humanity & Inclusion (HI) nexus strategy for Lake Chad (2017–2021)	<ul style="list-style-type: none"> <li>Through different funding sources (mainly ECHO and UNICEF), the COOPI/Hi consortium is implementing a strategy in line with NWO, for their areas of intervention in the Lake Chad, targeting IDPs, returnees and host communities.</li> <li>The education response strategy has three themes: quality (training of teachers and personnel from the Délégation Provinciale à l'Enseignement et à la Jeunesse (DPEJ), inclusive access and strengthening community resilience); accessibility (long-term infrastructure adapted to children with disabilities, community awareness creation, girls' education, access to professional training and strengthening PTAs; and, capacity building ('training of trainers' for the Inspection Pédagogique de l'Enseignement Primaire (IPEP), PTAs, etc.).</li> <li>The nexus strategy is aligned with the PIET.</li> </ul>
Projet d'appui aux réfugiés et aux communautés d'accueil (PARCA – Project to Support Refugees and Host communities)	<ul style="list-style-type: none"> <li>The PARCA is going to be a \$60 million World Bank-funded project over five years, implemented through the Cellule des filets sociaux (Social-nets unit).<sup>i</sup> This project falls under the CRRF's overarching framework, aiming at reinforcing the socioeconomic inclusion of refugees within host communities. It will cover three main refugee-hosting provinces: Ouaddaï, Logone Oriental and Lac.</li> <li>PARCA has four specific objectives, targeting both refugees and their host communities: to improve access to basic services: education and health; to increase households' resilience; to strengthen national mechanisms in place to support refugees and host communities (CNARR and social protection); and project management.</li> <li>The education component includes the construction and rehabilitation of primary schools, the training and payment of community teachers, and the training of decentralised education administration personnel (DPEJ, Inspection Departementale de l'Enseignement National (IDEN, i.e. the National Education Departmental Inspection) and IPEP).</li> </ul>

Note: JRS, Jesuit Refugee Service; PIET, Plan intérimaire de l'éducation au Tchad; ECHO, European Civil Protection and Humanitarian Aid Operations; DPEJ, Provincial Education and Youth Delegation; IPEP, primary education pedagogical inspection. i – The *Cellule filets sociaux* is a unit which was created by the Ministry of Economy, Planning and Development and the MFSN for the implementation of a social protection programme funded by the World Bank. This unit is independent and composed of technicians from both ministries (World Bank, 2016).

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# 4 The ‘who’ of coordination in Chad

Q1: *Who* are the main stakeholders contributing to country-level education coordination in emergencies and protracted crises?

Chad has a diverse set of education coordination structures. These comprise key stakeholders from across and outside government. The country currently has two coordination structures for EiE – the first one covers IDPs, returnees and local communities affected by crises and disasters. The second structure covers refugees and host populations.

Table 2 summarises the overall coordination landscape. The following sections discuss this in greater detail.

## 4.1 The national education system

The national education system is responsible for delivering education to all Chadian citizens.<sup>14</sup> It also sets the curriculum and policies for all education delivery to refugees. This section describes its overall structures and functions.

All aspects of leading and managing the national education system are delegated to four different ministries: the *Ministère de la Femme, de la Protection de l’Enfance et de la Solidarité Nationale* (MFSN – Ministry of Women, Child

Protection and National Solidarity) for pre-school; the MENPC for primary, secondary and non-formal education, as well as literacy; the Ministry of Vocational Training and Trades for trade and technical education; and, the Ministry of Higher Education for tertiary education.

Of the four, the MENPC coordinates most of the education delivery with the humanitarian and development community. It is not only the co-lead of the LEG, but also of the national Education Cluster based in N’Djamena and the sub-national education cluster based in the Lac province. MENPC sets the curriculum, the examinations, the school calendar and key policies for education delivery that apply to both nationals and refugee children that are going to primary, secondary and non-formal schools.

Despite a developed legal framework and hierarchies of governance in place, the national system relies heavily on community schools and community teachers (*maîtres communautaires* – MCs) with varying levels of experience to teach the official curricula. The community schools represented 55.5% of the country’s schools in 2013 while state schools represented 37.2% and private schools the remaining 7.3% (PASEC, 2016). The community schools are directly created and managed by the communities (under the leadership of PTAs).

Civil servant teachers, who graduated from teacher training colleges, are a minority. Of primary teachers, 76% are MCs.<sup>15</sup> Nearly 80% of them are not trained to teach (PREAT, 2018). The PTAs pay a large share of MCs’ salaries, while also relying on a small portion of government funds (in the form of subsidies). The Agency for the Promotion of Community Initiatives for Education (APICED – *Agence pour la promotion des initiatives communautaires en éducation*) is

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14 The education system is organised into Academies that are sub-divided into 23 provincial delegations (DPEJs).

15 There are three types of MC. MC0s have a BEF diploma (certification of completion of primary and lower secondary education) as a minimum and no training. MC1s have a BEF as a minimum and have received a 45-day training in a teachers’ training college; and, MC2s hold a BEF and have followed two training sessions of 75-days in a teachers’ training college.

**Table 2 Landscape of education coordination systems and structures in Chad**

System	Key coordinating bodies	Leading agencies	Main delivery partners	Overall composition
National education system	Local Education Group (LEG)	Co-chaired by the MENPC and SDC	MENPC (state, private and community schools, with the support of PTAs) UN agencies (UNICEF, UNESCO, UNHCR), and INGOs (Enfants du Monde, etc.)	Key ministries: (national) Ministry of Women, Child Protection and National Solidarity for ECCD; MENPC for primary and secondary education; Ministry of Vocational Training and Trades for vocational and technical education; Ministry of Higher Education for Universities.  Fédération nationale des associations de parents d'élèves (FENAPET – National Federation of Parent–Teacher Associations) and MET (Association of mother educators) at the national level and individual PTAs/METs at the sub-national level.  Implementing UN agencies, a few NGOs (ACRA, JRS, World Vision, CARE, CELIAF, etc.).
	Technical and Financial Partners Group (TFP)	Lead: SDC	Main in-country bilateral and multilateral donors	Donors: AFD, French Embassy, European Union, World Bank, SDC, etc., UN agencies (UNESCO, UNICEF, UNHCR, WFP) and, INGOs and CSOs can be occasionally invited.
System for IDPs and crisis-affected communities	Education Cluster (National)	National – Co-chaired by UNICEF and MENPC. Co-facilitated by the JRS	MENPC (national education system); UNICEF, UNHCR, UNESCO, WFP; and only a handful of INGOs which are active in the field: COOPI/ HI, ACRA, RET, JRS PTAs, MET	At the national level, members in a leading capacity include the Education Cluster, MENPC and JRS. Other members include FENAPET, UN agencies (WFP, UNICEF, UNHCR, UNESCO, OCHA, UNFPA, IOM) and a range of INGOs: PHUR, CDVT, CARE, COPES, CORD, CRT, FLM, Foi et Joie, IRC, INTERSOS, IRD, JRS, RET, SFCG, SECADEV, ATURAD, AHA, AUSEE, CREDIT, AJASSA, OPAD, COOPI, ACRA.  International donors may also participate.
	Education Cluster (Sub-national): 1 provincial Cluster and 1 working group	<u>Sub-Cluster (Lac province)</u> – Co-chaired by UNICEF and the MENPC (DPEJ) and co-facilitated by COOPI.  <u>Working group (southern Chad)</u> – Co-chaired by UNICEF with the MENPC (IDEN) and co-facilitated by ACRA	DPEJ, IDEN, IPEP, UNICEF, COOPI, WFP, Chadian Red Cross (CRC), sometimes UNHCR  IDEN, IPEP, UNICEF, RET, ACRA, SOS Villages d'Enfants, sometimes UNHCR	Aside from leading and co-facilitating agencies, inspectors and heads of schools participate.
Refugee education system	<u>National</u> : REWG <u>Sub-national</u> : Education monthly meetings held in all 13 UNHCR sub-offices and at camp level	Lead: UNHCR in close collaboration with the CNARR and the MENPC, including its decentralised representatives (DPEJ, IDEN, IPEP)	Refugee camp schools that have been integrated within the national education system since 2014  Support from UN agencies (UNHCR, UNICEF, UNESCO, WFP), and INGOs: ACRA, CRC, JRS, RET	Aside from UNHCR, CNARR, MENPC (DPEJ, IDEN, IPEP), members of the REWG include: UNICEF, UNESCO, FENAPET, AFD and a range of INGOs: ACRA, RET, JRS. Sometimes donors attend (e.g. for BPRM). Refugees' representatives sometimes participate at the sub-national level.

Source: authors' analysis.

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the government counterpart that the PTAs interact with to access and disburse the subsidies. Since 2016 though, the government has run out of resources to pay these. Donor interventions have been stepping in to fill this gap, making MCs a major priority group in their interventions, both in terms of subsidies but also professional development, so that education delivery can continue.

The PIET interim education plan (2018–2020) was developed to correct some of the education system's imbalances (*République du Tchad*, 2017a). The plan is positioned within a broader national development agenda (based on the National Development Plan 2017–2021) as well as the global development agenda reflected in Sustainable Development Goal 4 (*République du Tchad*, 2016a). It lists three priorities: to provide quality universal primary education and reduce disparities; to improve quality and accuracy of teaching at all levels; and, to strengthen the sector's governance by improving strategic planning, coordination and decentralisation. The PIET also aims to introduce a policy of 'contractualisation' relating to the MCs,<sup>16</sup> and to improve implementation of the law on free public education.

The two coordination structures designed to support the national education system involve key international actors. These include the Local Education Group (the LEG) and the TFP. We look at each in turn.

#### 4.1.1 The Local Education Group

Chad has a LEG at the national level, which was co-led at the time of writing by the General Secretary of the MENPC and the Swiss Agency for Development Cooperation (SDC). The co-lead agency (from the international donor community) is elected every two years by the LEG members. Bilateral and multilateral donors like the *Agence Française de Développement* (AFD), the World Bank; UN agencies (UNICEF, UNESCO, UNHCR, WFP), INGOs and, to a

lesser extent, CSOs and teachers' unions, are active members. Although the LEG is meant to meet every two months, in 2018 it met four times (KII 2019.2).

The LEG works in Chad to support the MENPC in designing education strategies and policies and in accelerating progress of this sector. The group was initially created in 2012, with the overall objective of improving the efficiency of support provided to the education sector. In order to do so, the LEG is strongly involved in GPE grant development processes.

Every year, and under the leadership of the MENPC, the LEG organises the joint sector review (JSR) for education, creating the opportunity to gather the latest data regarding the education sector's performance, to capitalise on lessons learnt and to take effective joint decisions regarding their approach in the following year.

#### 4.1.2 Technical and Financial Partners Group (TFP)

The TFP was led by the SDC and included major in-country bilateral and multilateral donors (including AFD, the French embassy in Chad, EU, World Bank, Bureau of Population Refugees and Migration (BPRM), African Development Bank, Islamic Development Bank), UN agencies (UNESCO, UNHCR, UNICEF) and, to a lesser extent, INGOs.

A partnership agreement was signed between the government<sup>17</sup> and the TFP back in 2012 and serves as a collaborative and consultative framework to strengthen aid effectiveness in the education sector (*République du Tchad*, 2012b). It sets out in detail the annual JSR for education and the roles and responsibilities of the TFPs' lead agency (ibid.) Through the partnership, the TFP committed to support projects in line with the *Stratégie intérimaire pour l'éducation et de l'alphabétisation* (Interim Strategy for Education and Literacy), to engage in the annual review, and to support the government in its

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16 This process is helping to demonstrate a clear picture of the geographic spread of the MCs and sate-school teachers in each territory. It will also facilitate efforts to raise the qualification level of the MCs.

17 The four Ministries involved in education delivery, the Ministry of Planning, Economy and International Cooperation and the Ministry of Finance and Budget.

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decentralisation efforts (République du Tchad, 2012a). The government also committed to allocate additional funds to the education sector, to design annual action plans with matching budgets, and to invest in monitoring. Some KIIs suggested this agreement was out of date and needed to be revisited to align with the current context (KII 2019.27, 2019.30).

UNHCR joined the TFP and the LEG in 2012 which has enabled better advocacy for including refugee children in the national education system.

## 4.2 The coordination and delivery system for education for IDPs and communities affected by crises and disasters

The PIET provides the overarching framework for the government's approach to and involvement in EiE.

The MENPC is the main ministry in charge of education delivery for IDPs, returnees and populations affected by crises, and of coordinating with national and international partners on this issue. The ministry does not have a fully dedicated directorate for coordinating, planning and managing EiE, however the *Direction Générale de l'Alphabétisation, de l'Éducation inclusive et de la Promotion Civique* (DGAEIPC – General Directorate for Literacy, Inclusive Education and Civic Promotion) – has been assigned a leading role.

The latter was created in 2017 and given four main sectors of activities: citizenship and civic education, social cohesion and peace building, Education Cluster coordination, and education support for communities affected by conflicts or natural disasters (République du Tchad, 2017c). Responsibilities regarding the coordination of EiE interventions, along with monitoring, assessment and advocacy for education rights for the various affected populations are clearly mentioned in the organisational framework of the DGAEIPC.

Despite the Directorate's existence, the Education Cluster remains the main body for coordinating delivery of education to IDPs, returnees and crisis-affected communities. The Education Cluster's proposed strategy under the

HRP clearly aligns with the PIET and contributes to achieving expected results under the education sector plan. A mixture of NGOs (supporting site and host village schools) and public and community schools continues to constitute the main delivery partners.

### 4.2.1 The Education Cluster (national level)

The Education Cluster is part of the broader inter-sectoral humanitarian response led by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and it is a member of the Inter-Cluster Coordination Group. It works closely with UNHCR in areas where there are refugees, IDPs and returnees.

It was formed in 2007 and has been co-led by UNICEF and the MENPC since its activation. Since late 2018, it has been co-facilitated by JRS. Members of the Cluster include representatives from other relevant ministries (as needed, but generally rarely), UNICEF, OCHA, UNESCO, UNHCR, WFP, INGOs that are programme delivery partners as well as international donors that support education/EiE (KII 2019.3, KII 2019.25).

In 2018, following advocacy from UNICEF, the ministry used ministerial order to designate six focal points for UNICEF, including two for the Education Cluster, and one person from the *Direction de l'analyse et de la prospective* (a statistics unit within the MENPC).

In 2016, the Cluster created a separate *Comité d'Orientation Stratégique* (COS – Strategic Planning Committee) composed of the Cluster Coordinator, the co-facilitator, one representative each from UNICEF and the MENPC, and one international and one national NGO representative who are elected on a yearly basis. OCHA and UNHCR participate as observers. It is a technical committee aimed at supporting, through a range of activities, the Education Cluster with technical and strategic planning and decision-making. However, the COS has not been very active outside the HRP process, and its functions need to be revised (KII 2019.16).

The national Education Cluster has terms of reference (ToR) and a workplan for 2019 in place, but not a Cluster strategy. However, the HRP includes a short strategy under the education section. The ToR lists five main priorities: to

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be a coordination forum for organisations' interventions supporting the Chadian education system to face emergencies; to propose and lead strategic and planning activities to ensure a response to emergencies; to incorporate during the emergency response a link and collaboration with the development sector to ensure the continuity of education; to support partners to integrate protection and accountability to beneficiaries of their programmes; and to support and strengthen the government leadership in order to prepare for a gradual transfer of competencies regarding planning, monitoring and evaluation of EiE (Education Cluster, 2018c). The workplan lists 19 different activities for the year, with a focus on capacity building of its members and of sub-national clusters, accountability and protection mainstreaming and sectoral assessments. The main constraint to rolling out the workplan as envisaged is funding – it seems there is no budget (KII 2019.3, KII 2019.14).

#### **4.2.2 The sub-national education cluster for the Lac province and the working group for southern Chad**

There is only one sub-national cluster for the Lac province, activated in late 2015, located in Bol and co-led by UNICEF and the Lac DPEJ, and co-facilitated by the INGO, COOPI. For southern Chad, a working group (rather than a sub-national cluster) has been created. It is based in Goré. This group covers the Logone Oriental, Logone Occidental, Mandoul and Moyen-Chari provinces. It is also co-led by UNICEF and a decentralised representative of the MENPC, the IDEN, and co-facilitated by ACRA.

Aside from the leads and co-facilitating agencies, the sub-national cluster in the Lac province and the working group for southern Chad are attended by heads of schools and provincial inspectors, WFP, and programme delivery partners. The presence of UNHCR at the sub-national level is rare. However, coordination between both agencies (the sub-national education cluster and UNHCR) happens bilaterally in the field (KII 2019.4, KII 2019.5).

### **4.3 The coordination and delivery system for refugee education**

The Government of Chad is ultimately responsible for the protection and administration of refugees within its borders. Given its global mandate to protect and assist refugees and asylum seekers, UNHCR works in close collaboration with the Chadian government, especially the CNARR.<sup>18</sup>

UNHCR is responsible for the planning and coordination of the international refugee response and works with implementing partners, mainly INGOs, to deliver refugee education.

The MENPC's overall role is to recommend the policy framework and curriculum to be followed in refugee schools, namely the Chadian curriculum since 2014, and to facilitate their integration into the national system, since the 'officialisation' of camp-based schools as state schools since 2018 (UNHCR, 2018h). UNHCR's advocacy efforts and relationship with the ministry and its provincial counterparts, and equally importantly, its coordination efforts with government counterparts has made this integration possible in the three crisis-affected regions. Due to the large and long-term presence of refugees in Chad, particularly in eastern and southern parts of the country, and the consistent instability of refugees' countries of origin decreasing opportunities for a mid-term return, the refugee education system has been increasingly merging short-term humanitarian with longer-term development perspectives and targeting refugees and host populations at the same time.

Refugee education coordination is being led through one main mechanism: The REWG, led by UNHCR. In addition, it is worth mentioning the recently established structure under the CRRF (discussed below).

#### **4.3.1 The Refugee Education Working Group (REWG)**

There are national and sub-national level Refugee Education Working Groups, all led by UNHCR. Members include the Education

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18 UNHCR's mandate has also been enlarged to include IDPs and returnees when considered as 'Persons of Concern', not covered by the 1951 Convention or even by the extended refugee definitions. UNHCR has also assumed since 2005 the leadership of the global cluster for protection and co-leadership for camp coordination/management and emergency shelter.

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Cluster Coordination Unit, UNICEF and UNESCO, INGOs/programme delivery partners, the MENPC's designated focal points on refugee education (*République du Tchad*, 2018b), its decentralised representatives from IDEN and IPEP, and the CNARR. Donors (such as BPRM and AFD) attend the national meeting on an ad hoc basis.

The national meetings are held quarterly. Their format allows representatives based in N'Djamena to attend in person, and the 13 sub-delegations to join in through videoconference. IDEN and IPEP officials and other key sub-national level actors from each of the sub-delegations are provided with a platform to exchange information with the central level representatives, to discuss difficulties faced in the field and to raise concerns with the MENPC's focal points, even though their leadership capacity to resolve issues is known to be limited.

The model at the sub-national level is different. There, each of the 13 sub-offices conduct monthly meetings. IDEN, IPEP, and other sub-national actors have more focused coordination-related, rather than information sharing, meetings. Camp-related coordination issues are discussed more frequently among the key actors, under the leadership of UNHCR and CNARR.

The REWG members, both at the national and sub-national level, are also invited to the annual JSR meeting on education. DPEJ representatives from the different provinces are invited to come to N'Djamena. This creates a good avenue to reinforce sub-national and national-level linkages with the main stakeholders. In some occasions, refugees themselves participate in the meetings.

### **4.3.2 Coordination under the Comprehensive Refugee Response Framework (CRRF)**

At the time of writing, the government was in the process of finalising an overarching governance structure for the CRRF. The plan on paper is to create a High Committee – led by the General Secretariat of the state including some sectoral ministers, the Resident Coordinator, a UNHCR representative, the EU and the World Bank – and

to create a Secretariat, including the Ministry of Planning, the Resident Coordinator's Office, the World Bank, the EU, the CNARR, UNHCR and other UN agencies, one NGO representative, one CSO representative and one representative for refugees.

Through the CRRF, Chad committed to two education priorities: first, strengthening access to secondary education for 75,000 refugees within five years through the integration of camp schools into the national system, the accreditation of refugee teachers, easier access to baccalaureate examinations, and awareness-raising of Chadian youth to enrol into camp-based secondary schools; and, second, to ease refugee youth's access to higher education by ensuring equal terms of entry to universities as Chadians (*République du Tchad*, 2018c).

From 2018, the Government of Chad with the support of UNHCR and other partners, developed an “out of camp” strategy to support refugees' resilience and contribution to local development. The latter was applied for example for half of the 22,000 arrivals from CAR in 2017/2018, who have been directly hosted in villages. For refugees that have been living in camps for some years, the government is planning to implement a ‘villagisation’ policy that is going to change the camps' legal status to normal villages. Three camps located in southern and eastern Chad will be used as pilot project for this new policy in 2019 (namely Amboko, Gondje and Djabal) (UNHCR, 2018b).

In general, confusion regarding the CRRF was observed among education actors in Chad, CRRF being mistaken with UNHCR CRRP for example, or presented as another coordination structure. Many actors were not particularly aware of discussions ongoing around CRRF and in what way it might impact education delivery or coordination around implementation. Two main projects were often cited as aligning with CRRF priorities: PARCA and DIZA (*Programme de développement inclusif des zones d'accueil* – Programme for Inclusive Development of Host Areas), a grant of 15 million euros from the EU to be implemented through a consortium of NGOs.

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# 5 The ‘how’ of coordination

Q2: *How* can coordination of education planning and response be made more effective?

This chapter examines the ‘how’ of coordination of EiE in Chad. It looks at the enabling and constraining factors for coordination and provides details on specific tools and mechanisms where appropriate. The analysis is framed by the four Faerman factors that have been found to contribute to the success or failure of inter-organisational coordination efforts, specifically: predisposition, incentives, leadership and equity (Faerman et al., 2001).

- **Predisposition** refers to the initial tendencies and dispositions that entities have towards potential partners that facilitate or inhibit working collaboratively. These predispositions can be both institutional and personal: structures channel behaviour in particular ways; thus, the system may tend to encourage or inhibit cooperation, with these tendencies in turn shaping personal interactions.
- **Incentives** relate to the ongoing ‘structuring’ of collaborative relationships over time,

and the costs of and benefits obtained from coordinating with partners.

- **Leadership** and leaders at all levels of an organisation can influence how people think about incentives and even alter initial dispositions as well as equity and power dynamics within coordination mechanisms.
- **Equity** ensures consideration not just of the number of ‘equal’ actors, but also the recognition of the difference between and comparative advantages of actors and the consideration of the power dynamics present in any inter-organisational process.

Each section is followed by a brief analysis of the key conclusions as to how coordination can be improved for education provision for the populations and actors in question. The analysis conducted here draws heavily on KIIs and FGDs, with a range of participants from across the various actors and coordination mechanisms (see Annex 1).

Table 3 summarises the analysis on each of the coordination mechanisms using the four Faerman factors.

**Table 3 Analysis of coordination mechanisms using the Faerman factors**

Faerman factors	Coordination of education for IDPs	Coordination of refugee education	Coordination across the national education system and education provision to IDPs and refugees
<p><b>1. Predisposition</b></p>	<ul style="list-style-type: none"> <li>• The national sectoral strategy includes EIE</li> <li>• Dedicated human resources within the MENPC for EIE and Cluster</li> <li>• Education Cluster ToR clarifying roles and responsibilities but still a disconnect with the reality of the MENPC leadership</li> <li>• Informal agreements for coordination (on joint needs assessment for example), are more frequent than formal ones</li> </ul>	<ul style="list-style-type: none"> <li>• Clear mandates of UNHCR and the CNARR (though within the CNARR no representation of the MENPC)</li> <li>• Integration of camp schools into the national education system and children with access to schools are taught the Chadian curriculum</li> <li>• All camp schools have a director allocated by the state (civil servant) and some teachers, although there is a huge issue around monitoring and retaining teachers</li> <li>• Strong domestic focus on EiE for refugees strengthened by the CRRF process</li> <li>• Letter of Understanding signed between UNHCR and UNICEF</li> <li>• National-level agreement between UNHCR and CNARR</li> </ul>	<ul style="list-style-type: none"> <li>• All implementing partners delivering education in line with the national education sector strategy (which includes EIE)</li> <li>• Refugee children are taught the Chadian curriculum</li> <li>• 4 ministries are covering education but only 1 is represented and involved in coordination structures + no strong coordination between these ministries</li> <li>• Local Education Group (LEG) is led by the MENPC</li> <li>• EiE inclusion in the LEG is limited</li> <li>• Operational partners for EiE are already working on the nexus</li> <li>• Cluster Coordinator and UNHCR started to attend the LEG</li> </ul>
<p><b>2. Incentives</b></p>	<ul style="list-style-type: none"> <li>• Chronic lack of financial resources to roll out Cluster activities</li> <li>• EiE not prioritised by the international community and donors</li> <li>• Very little national funding allocated to EIE</li> <li>• No Cluster strategy (under process) but a workplan is there for 2019</li> <li>• Fragile data collection</li> <li>• Cluster plays a key part in the development of appeals and in coordinating the multi-year resilience programming proposal, including the ECW Seed Funding proposal</li> </ul>	<ul style="list-style-type: none"> <li>• UNHCR is the main donor for refugee education, therefore operational partners are mostly UNHCR's implementing partners</li> <li>• Coordination meetings are held regularly at 3 levels (camps, sub-offices and national level) and seen as relevant and helpful in resolving challenges</li> <li>• Strong mobilisation of the DGAEIPC focal point at national level and of the IDEN/IPEP at sub-national level</li> <li>• Strong and reliable data collection (EMIS) for camps – but data issues remain for refugees out of camps in the Lac province and eastern Chad</li> <li>• Reduced funding, which also pushed for the integration of camp schools into the national system</li> </ul>	<ul style="list-style-type: none"> <li>• Context where camp-based schools are of better quality than state schools and mixed situation with Chadian children attending camp schools and refugee children attending public schools</li> <li>• CRRF as a catalyst for funds for projects aiming at the socioeconomic inclusion of refugees in a specific region with host communities being targeted alongside</li> <li>• Specific funding initiatives are supporting coordination across (see below)</li> <li>• Limited ODA for education</li> <li>• Issue of transparency in managing funds is potentially hindering more education funding for the country</li> </ul>

Faerman factors	Coordination of education for IDPs	Coordination of refugee education	Coordination across the national education system and education provision to IDPs and refugees
<b>3. Leadership</b>	<ul style="list-style-type: none"> <li>• Clear leadership roles with UNICEF and the MENPC as leading agencies</li> <li>• Strong mobilisation of actors</li> <li>• MENPC leadership weakened due to lack of resources and capacities</li> <li>• MENPC/DGAEIPC and the decentralised personnel are completely dependent on UNICEF to cover their coordination responsibilities</li> <li>• National Cluster Coordinator fully dedicated from 2017 onwards</li> <li>• Sub-national level cluster focal point double hatting</li> <li>• Disconnect between the national Cluster and the sub-national level</li> <li>• Within the national Cluster, roles and responsibilities of the COS and the co-facilitating agency not clear</li> </ul>	<ul style="list-style-type: none"> <li>• Clear and strong leadership role played by UNHCR and by the CNARR for camp management</li> <li>• Limited personnel with EiE expertise for UNHCR (and the CNARR)</li> <li>• Double/triple hatting for UNHCR personnel in charge of coordinating EiE at both the national and the sub-national level</li> <li>• MENPC/DGAEIPC and the decentralised personnel completely dependent on UNHCR to cover their coordination responsibilities</li> <li>• Very strong coordination/ collaboration at the national level between UNHCR and the Cluster Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>• No coordination entity taking the lead on coordinating across the nexus</li> <li>• No common mapping tool of all existing projects</li> <li>• Integration of camp schools into the national systems raises the question of the capacity of the government to absorb more schools</li> <li>• Economic context in Chad poses a serious challenge to the MENPC overall leadership</li> </ul>
<b>4. Equity</b>	<ul style="list-style-type: none"> <li>• Number of operational partners extremely low, and low coverage of IDPs, returnees, affected communities by the Cluster's partners in general</li> <li>• Only one ministry, the MENPC, is represented at the Cluster</li> <li>• Inter-sectoral linkages little developed but do happen on specific occasions in the field</li> <li>• Good example of joint assessment of and response to new displacements</li> <li>• Issues with data collection from the MENPC (delays, not covering all populations of concern, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Number of operational partners extremely low</li> <li>• Accountability to refugees is mainstreamed in camp management and education response</li> <li>• Mainstreaming of protection</li> <li>• Challenges with poor information sharing between the MENPC and the decentralised education personnel (DPEJ, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Number of operational partners and particularly development partners extremely low</li> <li>• LEG is only activated at the national level</li> </ul>

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## 5.1 Coordination of education for IDPs and communities affected by crises and disasters

### 5.1.1 Predisposition

Coordination of education for IDPs, returnees and affected communities, is particularly shaped by issues of mandates (of the government, the Education Cluster at national and provincial levels), and a set of formal and informal agreements.

#### Mandates

Until recently, Chad's education sectoral plans neither recognised nor included EiE. The decision to include EiE during the design of the Interim Education Plan (PIET), the current national sectoral strategy (2018–2021), was borne out of the MENPC's recognition that the crisis context in some provinces demanded the inclusion of EiE within the national strategy.

In spite of this recognition, the Government's mandate for implementing EiE remains to be strengthened. EiE is addressed towards the end of the PIET under the chapter 'Preventing risks and disasters'. It states a series of EiE-related activities aimed at strengthening access, equity and quality of education, and, in general, the system's resilience to crises. The broader mandate includes the design of an EiE contingency plan and early warning systems; the training of teachers and DPEJ and IDEN delegates on preparedness and risk reduction; mechanisms to track teachers and students in emergency situations; and the inclusion of risk-reduction concepts in school curricula (covering conflicts and natural disasters) (*République du Tchad*, 2017a).

How this mandate is fulfilled and coordinated within and outside government boils down to the Directorate in charge of EiE and of overseeing humanitarian interventions in that sector, i.e. the DGAEIPC that sits within the MENPC (see section 4.2).

Furthermore, while the formal roles of the MENPC leadership, the Education Cluster and the co-facilitating agency are described clearly in their ToR, the government's mandate on EiE 'on paper' is inconsistent with what is done in practice due to capacities issues detailed below.

#### Memorandums of Understanding (MoUs) and other advance agreements

Current agreements in Chad, such as the Education Cluster ToR, the 2018 MENPC decree to designate Cluster members, are predisposing actors to work together to coordinate planning and response.

The main agreement quoted by informants was the 2018 decree (*'Désignation des membres du Cluster Education'*) allocating seven focal points from the DGAEIPC to the Education Cluster (*République du Tchad*, 2018a). This was perceived as a strong sign of predisposition from the MENPC's side. This type of formalisation has helped the Cluster to maintain continuity and commitment from the MENPC, allowed for better knowledge, ownership and communication between the government and the Cluster members despite an overall high turnover situation in the government. The leadership and technical capacities of these seven members need strengthening to sustain the commitment.

In addition to the decree, the creation of ToR for the Cluster in 2015 at both the national and sub-national levels were mentioned by key informants as a critical step to help formalise stakeholders' roles and responsibilities, and also to improve the understanding of these within the two Clusters and the Working Group in southern Chad. There, for example, implementing partners were clear about the role of the working group and the need for their participation in coordinating meetings (also facilitated by ongoing relationships with UNICEF in the form of programme cooperation agreements), however, the IDEN or IPEP counterparts did not initially understand that the Cluster was there to support them in their role (KII 2019.3, KII 2019.4). The creation of the ToR, along with creating awareness among members, helped to clarify these points and ensured greater buy-in and involvement.

### 5.1.2 Incentives

All KIIs highlighted the lack of funding and limited resources for education in general and for EiE for IDPs, returnees and affected communities, in particular, as disincentives for coordination. The constant absence of financial resources allocated to the Education Cluster for

coordination has also hampered its capacities to perform expected functions and incentivise members to increase participation and see tangible benefits arise from this.

### Perceived value of coordination

Coordination, in terms of perceived benefits, has been described by informants in different ways. Some informants highlighted the importance of the Education Cluster mechanism, mostly at the national level. They reported the added value to participate in terms of getting up-to-date information and exposure to what others do (exchange of expertise) and to be able to directly engage with the DGAEIPC on particular challenges. Exchange of good practices has sometimes happened, for example on the reporting mechanism for gender-based violence (GBV) or on cash-based interventions in support of displaced populations. For the ministry counterpart, the Cluster is seen as an important forum to follow-up and be made aware of NGO activities in the field (KII 2019.11).

KIIs emphasised not having a Cluster strategy as one of the Education Cluster's biggest weaknesses in Chad. To correct this, and as part of the Chad Multi-Year Resilience programme, working groups have been developed under the lead of the Cluster on three themes: access, quality, and governance. Part of the work in progress under these groups is a review of secondary data on education in crisis-affected areas. Their recommendations and the data review will be the basis for designing the strategy. The draft strategy being developed by the Cluster is strong and clear, starting with a country-wide needs' analysis, intervention strategy, targeting and indicators to report on. The strategy details how it will contribute to and complement the PIET and has the intention to develop further inter-cluster synergies.

The demands on partners – for data or delivery of programmatic results – are only partially balanced by benefits in the form of aggregated information, such as the quarterly education dashboard the Cluster produces to report progress on the indicators set in the HRP (see section 6).

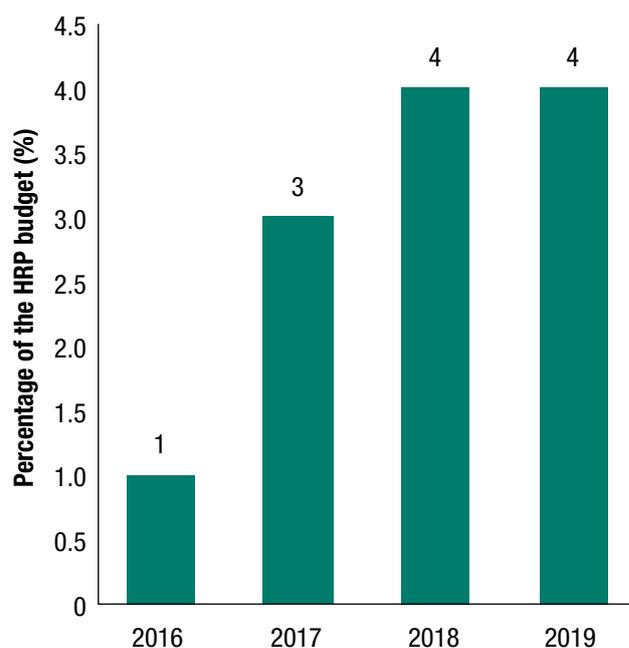
### Limited funding

EiE activities for IDPs and other communities affected by crises suffer from a chronic lack of financial resources.

In general, education in Chad is not prioritised by the international community and donors. This is reflected by the constant underfunding of the sector and the limited number of actors that are intervening. The European Commission, one of the main long-term donors for Chad (in terms of volume), does not currently have education in its priorities for cooperation (KII 2019.32), though the European Union and some of its individual country members are significant contributors of the GPE grant. Only few INGOs are active in delivering EiE projects: JRS, RET, ACRA, and the COOPI/HI consortium. CARE and World Vision are delivering small-scale development projects. There are fewer local NGOs – KIIs only mentioned the *Cellule de liaison et d'information des associations féminines* (CELIAF – Women's Associations' Information and Liaison Group) as being active in the field in education.

Within the HRPs, the education response represents from 1% to 4% of the total HRP budget requested since 2016 (see Figure 3).

**Figure 3 Education response budget as part of the Humanitarian Response Plan**



While the overall HRPs are only partially funded each year, education has become one of the most underfunded sectors (see Figure 4). As of 27 July 2019, the education sector appeared to have received just 15% funding under the HRP (OCHA, 2019b).

Repeated teacher strikes have also been noted by informants as a barrier to additional funding for EiE. Donors fear that the resources they provide would not generate significant impact, as children would not be attending school (KII 2019.16, KII 2019.38).

The lack of finances strongly impacts the quality and effectiveness of the main coordination structure, the Education Cluster. The Cluster co-lead agency, UNICEF, has to balance the funding needs for its own programming with the funding needs for Cluster coordination. For some time now, Cluster coordination is funded through UNICEF's own education programming portfolio. The Cluster Coordinator's role has not been filled consistently. There was a gap from January to May 2016 (Education Cluster, 2017). Since 2017 though, the Cluster has had a fully dedicated

Coordinator from UNICEF. Prior to his arrival, the Cluster Coordinator was also in charge of education programmes and part of UNICEF's Education Section, which created confusions regarding the role of that person (KII 2019.13). There is an Information Management Officer (IMO), also from UNICEF. He splits his time between the Education Cluster's work and that of the Child Protection sub-Cluster, and oversees production of a dashboard, and the 3Ws of 'who' does 'what' and 'where'. The Cluster does not have its own budget, which means that, though effort is made to design an annual work plan including sectoral assessment and capacity development related activities, the plan is difficult to implement.

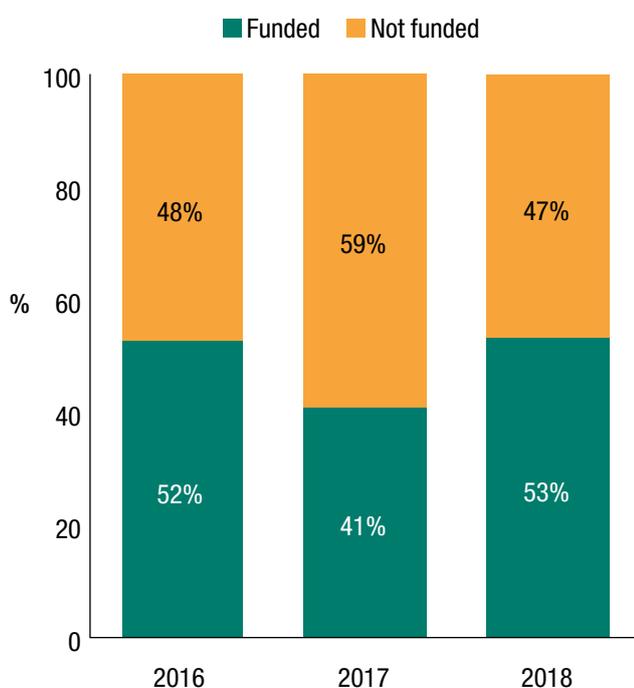
However, informants also reported that some organisations participated in the Cluster in order to get access to funding and presented this as a misunderstanding about the role of the Cluster (KII 2019.25).

#### Capacity and competing demands

Without resources allocated to the Cluster workplan, it is not in a position to build the capacity of government counterparts or the sub-national cluster and the working group. It cannot conduct regular sectoral assessments which are instrumental for obtaining the relevant data that are needed to highlight the scale of needs and be used for fundraising. Limited financial resources also mean that at the sub-national level, the staff in charge of coordination are double or triple hatting and therefore not available to lead the cluster.

The two sub-national structures face operational challenges, mainly because there are no dedicated human resources, but also because of distances.<sup>19</sup> The UNICEF Education staff in charge of managing the UNICEF programme is also in charge of coordinating the sub-national cluster. For example, the UNICEF staff member who is in charge of the sub-national cluster in Lac province is also responsible for managing UNICEF's education programmes in four provinces (Lac, Kanem, Bahr el Gazel, Hadjer-Lamis) (KII 2019.5).

**Figure 4 Humanitarian Response Plan funding**



19 There is about 85 km between UNICEF's Moundou office and Goré, where the coordination meeting usually takes place.

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This double hatting often results in the low prioritisation of coordination responsibilities regarding programme implementation. For example, only two coordination meetings were held for 2019 in early April, instead of three (KII 2019.2). The situation is similar for the UNICEF staff member who is overseeing the cluster working group in southern Chad. While coordination meetings are supposed to be held every month, KIIs reported that only six cluster meetings were held in Goré in 2018 and, as of April, two in 2019.

The co-facilitating agency's focal point is also in charge of education programme delivery which reduces the time that can be spent on coordinating, planning and doing needs assessments. In addition, this role does not reflect its ToR. The role of the co-facilitating agency at the sub-national level is different from that at the national level. In the south, the role is limited to the Secretariat, while in the Lac province, the role entails stepping in for the UNICEF co-lead to chair the meeting, but this has not happened (due to reluctance of the DPEJ focal point to take the lead in the absence of UNICEF focal point (KII 2019.5)).

The DPEJ or IDEN co-leads also face capacity and leadership limitations (KII 2019.3, KII 2019.4, etc.). They have their own full-time jobs and have limited transportation (such as motorbikes and fuel) for getting to the meetings and inadequate office equipment (computers) to deliver some of the cluster functions. UNICEF's field office in Moundou contributes towards their transportation costs (ibid.).

### **5.1.3 Leadership**

Coordination of education for IDPs, returnees and communities affected by crises has had clear leadership in terms of organisations in charge since the onset of the activation of the Cluster. However, leadership efforts are hampered by significant weaknesses in terms of specific leadership roles and how they are resourced.

#### **Clarity of leadership roles**

The overall education coordination structure for IDPs, returnees and communities affected by crises has clearly written leadership roles for UNICEF and the MENPC, which are co-leading at both national and sub-national levels.

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The designated leadership role of the MENPC does not mean it is put into practice. The reasons can vary, from leadership capacity issues to deferring leadership to UNICEF. The DGAEIPC is relatively new and has not benefitted from training regarding EiE or coordination of the international humanitarian response, for example. Prior to the setting out of the seven focal points, which have increased Cluster leadership from the MENPC side, turnover was quite high, requiring the UNICEF Cluster Coordinator to repeat the same inductions regarding Cluster leadership (KII 2019.13). At the sub-national level, informants reported significant leadership capacity gaps regarding the DPEJ or IDEN/IPEP. While for INGOs and UN agencies, coordination under the cluster system has become 'part of their DNA', for the DPEJ/IDEN to understand such systems and be able to lead them requires some capacity building, which has not happened. Informants reported that sometimes the invitations from the government lead were not appropriately targeted. Too many people were invited, and this made it difficult to share experiences and discuss challenges and prevented the meetings from being relevant or constructive (KII 2019.6, KII 2019.35).

Motivation and dynamism were also reported as an issue at both national and sub-national level. Invitations, meeting minutes and agenda-setting remain very much in the hands of the UNICEF Cluster lead, despite efforts to transfer these tasks (KII 2019.2, KII 2019.3, KII 2019.5). Regularity of the Cluster meetings, particularly at the sub-national level, has been hampered by the availability of the MENPC lead, with regular conflicts of agenda, although the situation was improving at the time of writing. It has also been reported that when the UNICEF lead is not able to be present for the set Cluster meeting, the MENPC counterpart refuses to lead alone or jointly with the co-facilitating agency and postpones the meeting (KII 2019.5, KII 2019.6, KII 2019.2).

### **Resourcing leadership**

Some of these weaknesses in leadership capacity are also strongly dependent on the resourcing challenges.

Within the MENPC, structural and financial challenges impact staffing with personnel designated for coordination in full-time jobs within the DGAEIPC and at DPEJ or IDEN/IPEP at the provincial level. Informants reported having no budget at all from the government to support their role in leading the coordination, which leads to dependency on the support of UNICEF or UNHCR for transportation to attend meetings, to monitor activities on the ground, and to communicate (KII 2019.11). Communication between the provincial and the central level is particularly challenging with no resources for communications, even by phone, leaving the flow of information to the motivation of a particular person who may or may not be inclined to take the initiative to go to any UN or NGO office or to buy credit on his personal budget (KII 2019.10). For example, Cluster meeting minutes from the field seem never to reach the central level (i.e. the DGAEIPC). These issues are compounded by geographical challenges where inspectors at the field level have to cover many areas, some of which are remote, and depending on the time of the year or the level of insecurity, are hard to access.

Difficulties in securing a consistent and realistic budget for the Education Cluster explain why the position was not systematically staffed and the activities of the Cluster not sufficiently implemented. Short-term emergency funding, reluctance of some donors to fund that position, choices to be made between programme work and coordination in a context where funding is scarce, were all reasons put forward by KIIs. The short-term funding has not allowed recruitment for the role at a senior level with adequate, relevant experience, not only in EiE but also in Cluster Coordination, which require both technical and leadership skills (KII 2019.14).

At the sub-national level, matrix management, with both national and sub-national cluster focal points situated under the UNICEF emergency section, but not having hierarchical lines (hence the sub-national education staff do not hierarchically report to the Cluster Coordinator), is proving challenging for the national Cluster Coordinator (KII 2019.3). This, compounded by the staffing challenges already mentioned, results in frustration from

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both sides, where the sub-national level feels left alone, with no support, no feedback, no follow-up on recommendations they have made, and the national level sees no investment in Cluster Coordination (KII 2019.3, KII 2019.4, KII 2019.5). One informant highlighted that the lack of follow-up on recommendations or challenges raised by the sub-cluster meant that *‘cluster members feel like we are doing a meeting just for the sake of the meeting’* (KII 2019.5). Another KII mentioned that the sub-national cluster did not involve the operational partners properly in the assessments underpinning the humanitarian needs overview and the education strategy for the HRP (KII 2019.6).

Efforts have been made to address this situation and to reinvigorate the sub-cluster/working group with a joint UNICEF/MENPC national Cluster mission to both Bol and Goré. For example, a diagnostic of the southern Chad cluster working group was made in 2018, pointing out its main weaknesses, such as insufficient capacity building on coordination, information management, prioritisation of needs, and planning for EiE projects and advocacy (Education Cluster, 2018e). During this mission (June 2018), ToR were redefined, a presentation of the main tools used by the Cluster was made, and next steps, including a workplan, were agreed. However, informants revealed that little has been done since (also due to financial and time constraints), and that there is a need for more frequent missions from the national Cluster coordination team (Coordinator, IMO) – at least once per quarter, as opposed to the current annual mission (KII 2019.4, KII 2019.5).

Overall, despite these challenges, informants have reported strong mobilisation among actors. Joint assessments and responses to emergencies do happen in a coordinated manner and the Cluster remains a fairly functional structure.

#### 5.1.4 Equity

The main equity issues for coordination of education for IDPs, returnees and communities affected by crises include a lack of strong coordination capacity – and overall capacity – among many of the partners involved in the response, which continue to be few in number compared to the scale of the needs.

#### Managing difference

The 2019 HRP clearly highlights the need to mainstream protection and accountability to beneficiaries in all sectors. Informants revealed that, in reality, inter-sectoral linkages remain in need of strengthening at both national and sub-national levels, leaving Clusters to work in silos, with very little in the way of synergies being developed or exploited to make gains in coordination (KII 2019.3, KII 2019.14). This situation partly results from staffing challenges, but there are also geographical issues. The Education–WASH (Water, Sanitation and Hygiene) collaboration seems to be more developed in the field through the identification, rehabilitation or construction of water and sanitation facilities inside schools. Some initiatives were also taken for protection actors to train their education counterparts.

Realising that this needs to be developed and be more systematised, more focused discussions between national Clusters had just started at the time of writing. It seems that for specific issues in the field, there is collaboration between clusters to jointly address those. For example, in a specific location, one organisation faced an issue whereby children from one ethnicity were not allowed to enrol in the local school. This agency reported the issue during the inter-cluster meeting and got support from the Protection Cluster to resolve it, which eventually ended up with the children being able to access education (KII 2019.8).

Informants also reported that, during specific emergencies such as new IDP or returnee inflows, the commitment of actors to jointly conduct multisectoral assessments and responses was very strong and resulted in a coordinated, efficient response overall from a range of actors, depending on their comparative advantages. The joint WASH, Protection and Education response in Lac province and the multisectoral response under CERF funding in southern Chad were quoted as examples of this (KII 2019.2, KII 2019.3, KII 2019.14). A multisectoral assessment and joint design resulted in the creation of a project covering seven sectors under one single fund: protection, education, nutrition, reproductive health and HIV, WASH, food security, livelihoods and shelter. Funds

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were allocated to six different UN agencies, which sub-contracted some implementing partners. The CERF project also built on already earmarked financial resources (ECHO) therefore presenting a clear map, under one project, of ‘who’ is doing ‘what’ ‘where’, based on each agency’s expertise. For some informants, it was clear that emergencies meant a better focus on coordination, partly due to the availability of additional funding opportunities (KII 2019.16).

#### **Capacity of coordination partners**

The number of partners with operational capacity to respond in EiE for IDPs, returnees and affected communities is extremely low in Chad. In southern Chad, two main organisations cover both refugees and returnees. In Lac province, home to the highest number of IDPs and returnees only the COOPI/HI consortium was reported to be active in April 2019, over nine sites and 13 villages, out of a total of 200 sites and villages. WFP also covers some sites for food distribution or canteen support. While this situation limits coordination issues, KIIs

also reported that there is a critical lack of actors with the right expertise and operational capacities to cover the range of needs, and to step up and enrich innovation and advocacy for EiE (KII 2019.3, KII 2019.34).

#### **5.1.5 How could coordination be improved?**

Specific improvements can have a catalytic impact on the quality of coordination:

- While funding is an obvious barrier, there is a need to find resources outside the routine yearly funding mechanism, by including a Cluster budget in longer-term projects, such as the future Chad Multi-Year Resilience programme, which offers an opportunity to secure funding for four years. Advocacy to persuade specific donors to accept the inclusion of coordination structures in eligible costs is also needed, along with the need to share Cluster costs with other Cluster members.
- Raising the profile of EiE in Chad, by using the current work under the Chad Multi-Year Resilience programme.

- While it seems unrealistic to recommend a fully dedicated cluster coordinator at the field level, matrix management of sub-national cluster focal points need to be reinforced and operationalised in a more efficient way. The sub-national focal points should be made more accountable to the national Cluster Coordinator regarding their cluster responsibilities (better mainstreaming of leadership responsibilities in coordination). A detailed workplan with clear expectations should be endorsed by three parties: the line manager, the Cluster Coordinator and the sub-national cluster/working group focal points.
- Revisit the role and responsibilities of the co-facilitating agency so as to match with what has been defined under the ToR which, in a context of scarce human resources, will help improve coordination and planning of EiE and build on the comparative advantages of each organisation in terms of bringing in different expertise and experiences with EiE.
- Energise the COS to support the finalisation and quick implementation of the cluster strategy (which at this stage is already a strong document) and to prioritise activities that can have a quick impact such as the reorientation of the sub-cluster/working group, the organisation of a sectoral assessment in Lac province to improve the understanding of the situation for IDPs, returnees and affected communities.
- Improve mechanisms to deal with multidisciplinary issues and inter-cluster gaps.
- The Cluster strategy should clearly outline a progressive exit strategy (as in transferring leadership responsibilities to the DGAEIPC), along with the strategy to involve more development actors to materialise commitments taken on the NWOW in Chad. The national Cluster Coordinator could shift to the DGAEIPC office to ensure closer collaboration and mentoring of the coordination personnel.
- A capacity building and support plan for the sub-national cluster/working group should be

designed and resourced on a yearly basis and could include a minimum of three visits per year from the national cluster.

- Working with the Global Education Cluster on a capacity-building plan for both lead agencies, with the development of modules in French.<sup>20</sup>
- Ensuring that the formal mandate and responsibilities of the MENPC/DGAEIPC for IDPs, returnees and communities affected by crises are given sufficient priority and more dedicated resources (including for leadership). With adequate investment in capacity building, this would eventually strengthen the resilience of the education system by enabling both contingency and longer-term planning capacities inside the MENPC; using the seven focal points to their full potential will also help with implementing the EiE workplan of the DGAEIPC. A dedicated session could be held between the Education Cluster team and the DGAEIPC to better understand the DGAEIPC's needs with regard to expanding its leadership role in EiE coordination and to adapt Cluster support accordingly.

## 5.2 Coordinating education for refugees

Overall, KIIs suggest that coordination for refugee education is quite strong, with clear organisational mandates and leadership, but it is also facing challenges similar to those seen on coordination for IDPs, returnees, and affected communities in terms of human and financial resources. Some weaknesses have also been highlighted in coordination in terms of duplication of efforts around the payment of community teachers (the MCs).

### 5.2.1 Predisposition

Since 2014, with the process of integration of refugee schools into the national system, there is a clear predisposition among actors to coordinate. This is shaped by a combination of mandates, MoUs and advance agreements.

<sup>20</sup> As of May 2019, modules are available in French and country coordination training will be organised in Chad.

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## Mandates

When it comes to refugee education, the mandate now lies between the MENPC, as camp schools were integrated within the national system and given official state school status: in 2018, all camp-based schools (75 primary schools, 21 lower secondary schools and 12 high schools) were integrated within the national education system by means of three decrees.<sup>21</sup>

It is important to highlight here that what has been described under the ‘Mandates’ factor for education for IDPs, returnees and affected communities regarding the progressive inclusion of EiE into the education sector strategy by the MENPC, also applies to refugee education. The fact that EiE was included as part of the Education sector strategy also signals a good predisposition from the MENPC in tackling refugee education. In 2018, the MENPC also allocated one focal point (and one substitute), the Natural Disaster Departmental Head from the DGAEIPC, to UNHCR through a decree (*‘Désignation des points focaux auprès du UNHCR’*) (*République du Tchad*, 2018b).

UNHCR, along with its national counterpart the CNARR ensures international protection and delivery of multisectoral assistance to persons of concern, amounting to 665,113 people as of March 2019 (UNHCR, 2019). Within the cluster system, UNHCR leads the Protection Cluster and is supporting the CNARR for camp management.<sup>22</sup> Although the CNARR does not have an education representative from the MENPC, it played a key role itself, from 2012 onwards, in supporting UNHCR to advocate for the transition from using the Sudanese curriculum to the Chadian one in camp schools in eastern Chad.

Due to the protracted nature of the displacement crises in Chad, with limited prospects for the immediate and massive return

of refugees to their country of origin, the Chadian Government has, since 2012, operated a shift in the educational strategy for refugees, from purely short-term humanitarian assistance to longer-term development. This paradigm shift does not concern only education; rather, it aims at general socioeconomic inclusion of refugees into host communities. UN agencies, in particular, UNHCR, have been strongly promoting and supporting this vision which eventually resulted, for the education sector, in the integration of camp-based schools into the national system. Following this integration, the government has allocated a director (civil servant) in each school and some teachers. However, due to harsh living conditions and insufficient remuneration, informants voiced a huge challenge regarding the sustained commitment of teachers to stay on. For example, in Dar es Salaam camp, 10 teachers were allocated by the government in 2016, only nine arrived and in early 2019, only three remained (KII 2019.5). A similar process is underway for the camp-based health structures that are on track to be fully integrated into the national health system.

Finally, the ‘out of camp’ or the ‘villagisation’<sup>23</sup> approaches supported by the CNARR and UNHCR represents one step further into the socioeconomic inclusion of refugees, with greater focus and resources allocated to the host communities to balance a situation where education services appear to have better quality in camps compared to local public schools. This strong alignment of strategy and mandates between UNHCR and CNARR can be interpreted as a key enabling factor in coordination, planning and delivering assistance in general to refugees.

## MoUs and other advance agreements

UNHCR has a national-level agreement with the CNARR which cover the terms of the partnership

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21 Respectively, (1) decree n°77/PR/PM/MENPC/SEENPC/DG/DGEF/DEP/18 ‘Officialisation of 75 refugee camp schools in Chad from the year 2017/2018’, (2) decree n° 56/PR/PM/MENPC/SEENPC/DG/DGEF/DEM/18 ‘Officialisation of 21 lower secondary refugee camp schools from the year 2018/2019’ and (3) decree n° 62/PR/PM/MENPC/SEENPC/DGM/DGEF/DGSG/2018 ‘Officialisation of 12 refugee camp high schools from the year 2017/2018’.

22 The CNARR is an inter-ministerial agency composed of 15 different ministries, except for the MENPC, which has been presented as a ‘design mistake’ when writing the decree, by a key informant (2019.15).

23 The objective of the villagisation approach is to transfer administration of the 19 camps to national administrative authorities, instead of having CNARR create a parallel administration.

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between both agencies and UNHCR's financial support to all CNARR personnel deployed in the camps. The relationship between CNARR and UNHCR is therefore very strong and reflected at the camp level through efficient management and leadership over camp management and over agencies intervening in the camps (KII 2019.8, KII 2019.15).

In April 2019, a Letter of Understanding (LoU) was signed between UNHCR and UNICEF, covering seven different sectors, including education. While this LoU is referred to as 'standard (in terms of areas of cooperation)' and 'broad', informants mentioned that it will ease and systematise coordination and collaboration between both agencies, particularly to support refugee education (KII 2019.14). Although this is already happening on the ground, albeit unsystematically, UNICEF should include, for example, refugee children in their kit distributions, refugee teachers in teacher training, and could support UNHCR in advocating the complete integration of refugee education into the national system. Even before this LoU, and without a formal framework, informants reported strong coordination and joint planning between UNHCR and UNICEF on refugee education. Joint missions, joint participation in either Cluster or REWG meetings, or specific requests have often led to UNICEF providing concrete support for refugee education in the camps (KII 2019.8, KII 2019.3).

## 5.2.2 Incentives

### Perceived value of coordination

The number of operational partners intervening in refugee education is extremely limited in the country with routinely just one partner for each refugee-hosting area. These operational partners are in fact implementing partners of UNHCR, which is their main source of funding (except for two partners, RET and SOS children in southern Chad). Consequently, coordination issues are de facto lessened with the extremely reduced number of partners, and secondly, the benefits and the incentives to participate in coordination structures led by UNHCR are strong (UNHCR being the donor and the coordination lead). UNHCR is therefore able to exercise effective

planning and coordination through their annual selection of implementing partners.

An additional enabling factor for partners to coordinate is the regularity and relevance of the REWG meetings. Informants pointed that the quarterly meeting held in N'Djamena, with all 13 sub-offices on videoconference was extremely useful for a set of reasons:

- The meeting is seen as a clear opportunity to share immediate information between the central and the sub-national level with the participation at both levels of UNHCR, the implementing partner(s) and the MENPC. This allows as well for quick clarifications, and demands to be directed to the MENPC representative at national level.
- The participation and involvement of IDENs and IPEPs by each sub-delegation, which is seen as a form of capacity building and peer-motivation with one informant mentioning that less motivated IDENs and IPEPs can learn from more motivated and involved peers. As camp schools have been integrated into the national system, IDENs and IPEPs now have monitoring responsibilities.
- The meeting has been used as a forum to exchange good practices across the 13 sub-offices and the three main areas of intervention, with some technical presentations taking place regularly with the possibility to create ad hoc working groups on specific technical topics, such as the data collection using tablets, how to strengthen girls' education at secondary level, etc. (KII 2019.16).

Informants mentioned, though, that due to the differences in context and the number of sub-sectors to be covered, from pre-school to higher education, the current quarterly meeting was insufficient and should become a monthly meeting. One informant mentioned '*there is a limit to how deep you can go with such short meetings*' (FGD 1, KII 2019.34, KII 2019.37).

Currently, the national Education Management Information System (EMIS) does not include refugee data and the latest statistics for education from the government are from 2016. Data collection for refugee education, through the UNHCR-owned EMIS (known locally as *Système*

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*d'information et de gestion de l'éducation – SIGE*) is seen as quite strong and reliable, enabling consolidated data and the production of education factsheets covering a large set of indicators related to access and quality of education.<sup>24</sup>

One informant mentioned that such factsheets are key for advocacy (ratio of student/teacher, school books/student, etc.), and data collected are being used by partners to readjust their activities (KII 2019.8). For example, when data show an increase in child absenteeism, the partner can work with PTAs to raise parents' awareness of the importance of continuing schooling.

Each school supported by UNHCR has its own EMIS which enables detailed presentation of disaggregated data. While UNHCR-led data collection covers refugee education in all camps, as well as in southern Chad host villages and in urban refugee settings, limits to this effort have been observed in the case of 'out of camp' refugee children in Lac province (they are not covered by the implementing partner and are not monitored). There is no data collection in 'opportunity villages' in eastern Chad (KII 2019.8, FGD 1). Operational partners that do not have contractual agreements with UNHCR also collect data for the EMIS when supporting refugees (KII 2019.37). Currently, the national EMIS does not integrate refugees.

However, it was also reported that in mixed situations, such as in the south where organisations can work with refugees, returnees and host communities, parallel data collection systems exist: EMIS for refugees and EduTrac as part of a UNICEF pilot project.<sup>25</sup> With the evolution of the 'out of camp' strategy and such mixed situations, informants were not clear on how to report data on host communities, and whether it should be through the Cluster or through UNHCR (KII 2019.37).

Good bilateral coordination between UNCHR and UNICEF helps with coordination across EiE in the country. Gaps in refugee education are being transferred to UNICEF for it to fill, e.g.

support on teacher subsidies or kit distribution. At the national level, there is an almost systematic presence of the Cluster Coordinator at the REWG meetings and, vice versa, of UNHCR's education focal points at the Cluster meetings. Regular joint missions, including the MENPC/DGAEIPC are organised, for example, for assessments following new displacements. EiE general needs analyses are carried out jointly, with the HRP including the refugee response in disaggregated form.

### **Limited funding**

Once per year, following the development of the HRP for the next year, NGOs are encouraged to propose projects on the Online Projects System for the next year. Projects targeting refugees are then reviewed by a committee led by UNHCR to ensure a strategic alignment but also to avoid duplication of provision. UNHCR is also the main in-country donor when it comes to refugee education, reinforces its role in coordinating and planning EiE for refugees as operational organisations are UNHCR's implementing partners.

KIIs mentioned reduced funding as a key push behind the shift to socioeconomic integration of refugees and the integration of camp schools into the national system. The UNHCR Education Strategy for Refugees 2013–2016, clearly states: '*Recent budget cuts to the refugee assistance program in Chad have further pushed UNHCR and its partners towards the search for more innovative solutions rather than a "business as usual" approach*' (UNHCR, 2013a:7). The five-year plan for integration of the secondary-level camp schools in eastern Chad also seemed to stem from the decision of BPRM to progressively reduce or withdraw its financial support (KII 2019.35). In addition, following the 2017 Forum on the socioeconomic inclusion of refugees in Chad, the World Bank mentioned its future funding being conditional upon the implementation of the recommendations of that Forum (KII 2019.31; *République du Tchad*, UNHCR, BPRM, 2016).

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24 Factsheets are produced three times a year, at the beginning, middle and end of the school year.

25 A pilot project financed by ECW's Initial Investment for Chad and rolled out in two provinces: 196 schools in Lac province and 27 schools in Logone Oriental. Currently, EduTrac collects SMS responses from principals of 223 schools located in host communities and refugee camps on questions related to teacher/student absenteeism.

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The budget for refugee education delivery is limited. From 2016 to 2019, education for refugees represented between 1% to 2% of the total budget required for the multisectoral refugee response. UNHCR's operational budget seems to have been cut by 50% (KII 2019.39). In contrast, however, the annual budget requested for education for IDPs, returnees and affected communities, has been mostly secured, with 58% in 2017 and 142% in 2018. However, KIIs mentioned a sharp reduction in funding from UNHCR in a year, including a 35% decrease for the only implementing partner intervening in education in all southern camps (KII 2019.16), and no funding at all for pre-school (KII 2019.34).

### 5.2.3 Leadership

UNHCR plays a key leadership role in coordinating the education response for refugees in camps and outside camps, though this mostly relates to coordination with its implementing partners and its own programming, with strong collaboration with the CNARR, the MENPC and UNICEF.

#### Clarity of leadership roles

As lead of the refugee response plan and as the main technical and financial partner on refugee education, UNHCR is clear on its coordinating role on refugee education. Its close collaboration and alignment of mandates with the CNARR also means clear leadership in terms of camp management and protection. The camp management coordination structure is strong, with each organisation having to pass through the CNARR before starting activities in camps. The CNARR and UNHCR are also organising monthly camp meetings with all partners involved, a localised and camp-level version of the OCHA inter-cluster coordination meetings. All sectors are reviewed with updates on main activities implemented during the month and priorities for the next month. These meetings enable inter-sectoral linkages at the camp level. The coordination mechanism of refugee education is therefore quite structured and clear.

Education meetings are held at the camp level every week with the implementing partner, PTAs,

directors of schools and the CNARR. In addition, monthly education meetings are being held by each UNHCR sub-office with the participation of the relevant IDEN, IPEP, UNHCR focal point person and the implementing partners and, sometimes, operational partners. The latter mentioned that these meetings were really helpful in getting the support of UNHCR to resolve specific education-related challenges, even though they are not implementing partners (KII 2019.37). Depending on the areas, *conseils scolaires* (school board meetings) are also held at camp level once per month, with the PTAs, school directors and teachers, IPEP and/or IDEN, the implementing partners, ensuring that challenges are addressed, information is shared and there is ownership of school management by all parties (FGD 1).

Informants also pointed out some very concrete examples of how UNHCR, with support from the CNARR, managed to bring forward key advocacy points regarding challenges faced in refugee education. For example, in eastern Chad, since the transition of the curriculum in 2014, organising baccalaureate examinations had become complex and costly. Organisations had to transport, shelter and provide subsistence to students for a week to get to the closest examination centres, which were far from the camps. UNHCR managed to negotiate with the MENPC the opening of two centres closer to the camps. This also benefitted the Chadian villages nearer by (KII 2019.37). UNHCR also advocated raising refugee teachers' qualifications. Under an agreement (MoU) with UNHCR, the provincial teacher training college in eastern Chad agreed to adapt its training calendar so that refugee teachers could be trained during the summer months (during school holidays). A number of refugee teachers then accessed formal accredited teacher training. This also increases opportunities for teachers to secure formal employment once the Asylum Law is passed<sup>26</sup> (KII 2019.36).

#### Resourcing leadership

Though it has a prominent role in leading refugee education, UNHCR has limited personnel with expertise in education or EiE at nationwide

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26 As part of the CRRE, Chad is planning to enact an Asylum Law which will ease the pressure from the presence of refugees by breaking down the existing barriers to their local integration and participation in local development.

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level and even less at the sub-national level. In N'Djamena, two UNHCR staff have an education background and are in charge of overseeing the country education response. They sit under the protection department, under the section called community-based protection. For urban education programming, UNHCR has a fully dedicated education assistant. In southern Chad and Lac province, each office has a protection officer, also in charge of overseeing education activities and responsible for sexual and gender-based violence and child protection, while the administrative tasks (e.g. partnership agreements) are directly managed by N'Djamena counterparts. In eastern Chad, the structure is similar, though one office, Iriba, has an education officer. KIIs mentioned that the lack of dedicated personnel for education means that it is not given enough attention (as compared with protection, for example) and that in the end the focal point ends up 'just overseeing the partner' (KII 2019.36; FGD 1), and spends little time monitoring quality (examination results are the main indicator) and no time to look at synergies, innovation, etc. (KII 2019.36).

This double to triple hatting has consequences on the availability of the UNHCR staff to also participate in other relevant coordination mechanisms, such as the Education Cluster in Bol or the Cluster working group in Goré. KIIs reported not joining the sub-cluster in Lac province, due to the lack of time available for this, compounded by the geographical distance between Baga Sola and Bol (KII 2019.8). The same goes for the Cluster working group where the UNHCR person is rarely present (and vice versa). Particularly in southern Chad, due to the limited number of partners and their work across refugees, returnees and host communities, the REWG and the Cluster working group, are seen as unnecessary, duplicating coordination mechanisms (KII 2019.4). The regularity of the monthly education meeting is also hampered by this double/triple hatting when the focal point has a competing commitment and does not delegate chairing of the meeting to a suitable alternative (FGD 1).

As for the MENPC, particularly its decentralised authorities, the same challenges around leadership capacity and resourcing

leadership apply as under 5.1. In some areas, the IDEN/IPEP are not able to join the monthly education meetings regularly as they have no means of transportation. UNHCR then steps in to arrange transport for the IDEN/IPEP. The only means of communication available for the IDEN/IPEP are in the UNHCR office. Informants reported that overall the IDEN/IPEP are motivated and committed, but the impact of the strong predisposition to coordinate is being dramatically weakened by the lack of capacity and resources. UNHCR has tried to involve the IDEN/IPEP into some of the trainings they are doing at field level, such as data collection (KII 2019.36).

#### 5.2.4 Equity

##### Capacity of coordination partners

As for EiE for IDPs, returnees and communities affected by crises, refugee education support is characterised by few operational partners: JRS is the only actor in eastern Chad, ACRA and RET in southern Chad, and the CRC for the camp in Lac province. Three out of four are implementing partners for UNHCR. UNICEF is also supporting early childhood development in Dar es Salaam camp (in the form of Child-Friendly Spaces) as well as school kit distribution, payment of teacher subsidies and, on occasion, teacher training. School canteens are also supported by WFP in some areas. KIIs emphasised repeatedly that there was a lack of actors working on education and a lack of interventions at scale.

Despite the lack of resources and capacities mentioned throughout, the capacity of coordination partners for refugee education is seen as fairly strong. For example, the REWG, with the support of the CNARR, has jointly and efficiently agreed on the harmonised grid for refugee subsidies, as well as agreeing with the camp school PTAs regarding the level of contribution of parents to schools in emergency and non-emergency locations. This was then formalised through a decree by the MENPC (FGD 1). Informants also mentioned the key role and support brought by the IDEN/IPEP and the CNARR during the transition from the Sudanese curriculum to the Chadian one (FGD 1).

### National, sub-national and local

There are a number of challenges with poor information sharing from the central to the sub-national levels and vice versa. These issues mostly stem from the MENPC's lack of resources for its decentralised services, but they may create a hindrance to coordination if information is not conveyed clearly or on time. Consequently, UNHCR directly communicates decrees on changes affecting education from N'Djamena to the IDEN/IPEP, who otherwise might have to wait two months to receive the information. For example, the decision to change the orientation of secondary education into two branches (scientific and literary) arrived too late at the provincial and departmental levels for schools to be able to prepare for the new school year adequately. Though this change was made in 2018, some schools have still not applied it (FGD 1). The lack of resources and the wide area to cover not only affects their presence in coordination meetings but also the capacity of the IPEP to do their job and monitor schools. Informants also mentioned that these officials are key to resolving issues but most of the time they cannot because resolving issues will entail visiting the schools (FGD 1).

One KII also reported that the consistent lack of resources and means of communication and the disconnection between the national and the sub-national level inside the same ministry have not only created a working culture where 'the idea of being responsible for timely reporting is not understood at the decentralised level', but also hampered timely decision-making, especially during emergencies (KII 2019.18).

#### 5.2.5 How could coordination for refugee education be improved?

- For the mixed situations in Lac province and southern Chad, there is a need to revisit the coordination structures of the sub-cluster/working group and the REWG to enhance efficiency and explore synergies given the geographical distances and the limited number of operational partners. Specifically, it is important to explore whether there is a need for two separate coordination structures. In line with the Refugee Coordination Model, 'in situations where refugee and IDP populations

are in the same geographic area, the refugee sectors or clusters could contract (depending on capacity)' (UNHCR, 2013b).

- Within the context of the point above, consider common initiatives in data collection, particularly out of camp data collection for both refugees and displaced, returnee and crises-affected Chadians.
- Working jointly with the Education Cluster on a capacity-building plan for the DGAEIPC and decentralised representatives in mixed situations. Responsibilities and expectations could be formalised in an MoU.
- Ensuring that the formal mandate and responsibilities of the MENPC/DGAEIPC for refugees are given sufficient priority and more dedicated resources. With adequate investment in capacity building, this would eventually strengthen the resilience of the education system by enabling both contingency and longer-term planning capacities inside the MENPC.
- Aiming to have at least one EiE person from UNHCR in each displacement area. This person could support all sub-offices of his/her area and dedicate more attention to education.
- Investing in EiE online training for UNHCR personnel (in French) at national and sub-national levels.

### 5.3 Coordinating provision across the national education system for refugees/IDPs/communities affected by crises and disasters

Since 2014, all implementing partners have been coordinating and delivering education for IDPs, returnees and refugees in line with the national education sector strategy and under the lead of the MENPC.

One characteristic of Chad is the very limited number of operational partners for education, particularly development actors, resulting in mostly the same agencies working across displaced populations and host communities and therefore interacting in the two to three existing coordination structures.

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### 5.3.1 Predisposition

Two key factors clearly highlight the predisposition of the Chadian Government to further integrate education for displaced populations (IDPs, returnees, refugees) into the national system: (1) the officialisation of camp-based schools as state schools in 2018, and (2) the inclusion of EiE into the current sectoral education strategy.

#### Mandates

Since 2014 the gradual process of transferring camp-based schools into the national system has been underway, and there is only one system of education delivery in the country for all children and youth, including refugees, namely the national education system under the ministries with responsibility for education.<sup>27</sup> So, the mandate of coordinating across the national system naturally falls to the government with the peculiarity that education matters are scattered across four different ministries. The leadership of the MENPC in the LEG is perceived as key and improving but the absence of the other ministries is also seen as a major weakness. The other three ministries have not been permanent members of the LEG since its activation, but can be involved on an ad hoc basis, which is what some of the LEG members have been requesting. However, the partnership framework mentioned earlier was signed between the TFP and the four ministries. Focus on fundamental education without involving and tackling teacher training (under higher education) or pre-school, which is crucial for moving onto primary education, can lead to less efficient results. A number of informants pointed out that the focus on primary and secondary education in the LEG, also due to the preeminence of one of the four ministries, is a major barrier to achieving better results and to innovation (KII 2019.24, KII 2019.28). The position of pre-school in the MFSN and National Solidarity has been especially highlighted as a major issue, but also seems to be tied to competition for funding, with one KII

stating that *'it is a survival fight as pre-school is receiving significant support from UNICEF and therefore there is no willingness for the ministry to part with it'* (KII 2019.24).

The key coordination mechanism for education across refugees, IDPs, returnees and the national system is clearly the LEG. One of the key strengths of coordination by the LEG has been their ability to unite all actors to work together on the design of the PIET (including the different ministries involved in education, the technical directorates, donors, UN agencies, and some INGOs (World Vision, *Enfants du Monde*, COOPI, HI) (KII 2019.30). The Education Cluster Coordinator and UNHCR's national-level focal point on refugee education were also involved in the design, especially in incorporating some aspects of EiE. The PIET is now the main strategy the group that members use to align their projects and intervention strategies. The PIET also has a steering committee, involving all four ministries, though meetings have not been regular (KII 2019.24).

However, representation from NGOs involved in EiE in the field at these LEG meetings is patchy (KII 2019.30, KII 2019.14, KII 2019.35). The inclusion of EiE in the LEG is rather limited, with most of the attention being directed at the design and implementation of the GPE-funded PREAT, or at structural challenges. Informants generally stated that there is a strong need to better incorporate EiE for IDPs, returnees and refugees in the LEG as a systematic point in the agenda. Though some informants mentioned that lately there have been efforts to bridge the gaps between the Education Cluster and the LEG, others observed that the Cluster was still operating 'as if it existed independently from the national education system', meaning as a parallel coordination, planning and delivery system (KII 2019.24). One agency reported attending the LEG only because EiE was considered under the 'development portfolio' of its donors but generally felt the Education Cluster meeting was more relevant to attend

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27 These are: (1) the Ministry of Women, Child Protection and National Solidarity (MFSN) for pre-school; (2) the MENPC for fundamental education (primary, secondary) and non-formal education; (3) the Ministry of Vocational Training and Trades for vocational and technical training; and (4) the Ministry of Higher Education, Research and Innovation for tertiary education.

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because of the very specific challenges faced in the field (KII 2019.35). Another informant mentioned that their organisation was an implementing partner for UNHCR for EiE but also an organisation with a development focus, which eventually meant that they were constantly solicited by each coordination mechanism, making it hard to understand the efficiency dynamics at work behind the multiplication of coordination meetings or related working groups (KII 2019.16).

Finally, DFID has recently asked for the inclusion of the Cluster Coordinators in the general technical and financial partners meeting (TFP) in order to get more accurate information on the humanitarian situation (KII 2019.32).

### 5.3.2 Incentives

Coordination of education across IDPs, returnees and refugees and the national system is being facilitated by the presence of international support, and specifically of international funding bringing actors together.

#### Perceived value of coordination

In the three main areas impacted by displacement, there is a mixed situation in which Chadian children go to camp schools (particularly in Lac province, where more than 2,000 Chadian children – a third of the total – are enrolled in camp schools); refugee children settled in host villages go to community schools; and, in N'Djamena and other urban areas, refugees have sent their children to state schools. Consequently, some PTAs are mixed and involve refugee parents. Public universities are accepting refugee students on the same terms as Chadians. This mixed situation calls for integration on the ground of education across all communities.

#### Funding as an incentive

A specific initiative was cited repeatedly by informants as an example of coordination and joint planning across the nexus, being donor-driven: the Chad Multi-Year Resilience programme to strengthen communities' resilience. This programme will be based on two main pillars: (1) the humanitarian EiE strategy represented by the forthcoming Education Cluster strategy, the 2019 HRP and

the CRRP (2019–2020); and (2) the PIET, partially supported by GPE funding. The vision of this three-year programme is to provide a framework which brings together existing plans and strategies from both the development and humanitarian actors who embrace the NWO and which addresses the nexus (ECW, 2018a).

This led to the development of a technical country team led by the MENPC and a detailed road map for designing and writing the project proposal. The technical country team is composed of UNESCO, UNICEF and the MENPC, with WFP as a very recent addition to ensure the inclusion of school feeding programmes in the final proposal. A recent visit from the ECW Secretariat also enabled a common meeting between the Education Cluster and the LEG, reiterating the importance of getting donors involved in the process and the technical country team to ensure alignment and resource mobilisation, alongside ECW (2018b). A consultant for the design of the proposal had yet to be recruited as of April 2019 and will be selected by the Education Cluster. One major piece of work to be undertaken by the consultant is a mapping of all current and future education projects in both the humanitarian and development spheres, funded by a range of donors (ECHO, World Bank, GPE, etc.). Finally, additional support will be sourced to ensure a strong gender approach to tackle the issue of girls' schooling.

The Chad Multi-Year Resilience programme hence evolved from an initial funding opportunity to an initiative to build a multi-year country programme on education. The requirements and guidance from ECW on the designing process clearly supported an inclusive approach, bridging the gap between the Cluster system and the LEG, and ownership over the programme with the leadership and involvement of the MENPC.

The GPE accelerated funding for the Lac emergency, the *Projet d'urgence de l'éducation de base au Tchad* (PUEBT – Emergency Project for Basic Education) was also mentioned several times as a good example of how funding opportunity can boost joint coordination, planning and delivery of EiE across IDPs, returnees, refugees and host communities. Multisectoral joint assessment, and design

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based on each agency's comparative advantage, enabled an efficient response (KII 2019.2, KII 2019.3, KII 2019.14). One informant mentioned that the response from across the nexus in Lac province through this project and the ECW initial investment was *'an excellent example of how the nexus can be operationalised with joint interventions for emergencies, together and immediately targeting refugees, IDPs and host communities, which resulted in a general increase of the enrolment rate in the region'* (KII 2019.14).<sup>28</sup>

The CRRF is currently envisioned as an overarching strategy, a catalyst for funds for projects aiming at the socioeconomic inclusion of refugees in a specific region, with host communities being targeted alongside. Funds channeled through the CRRF will therefore indirectly push for coordination across the national education system and refugee education. The Steering Committee of the CRRF is awaiting official recognition by decree and will most likely include a high-level UNHCR representative. This has been seen as a tangible occasion for UNHCR to diversify its direct connections within the government to further push the question of the integration of refugees (KII 2019.39).

### 5.3.3 Leadership

#### Clarity of leadership roles

The gap in terms of coordination across the nexus (EiE and Education development programming) can be observed by the absence of a common mapping tool of all existing projects in the Education sector, across the Cluster, the REWG and the LEG partners. Despite the limited number of partners, the study found it extremely hard to get a thorough picture of who is doing what where, particularly when it comes to payment of community teachers, which can

be supported by three different entities/donors in one single camp: in Dar es Salaam, refugee teachers are supported by the CRC (UNHCR funding), UNICEF (GPE fund, then ECW) and APICED for the Chadian teachers allocated by the state.

Similar examples have been reported in the south as well, along with overlapping payments of 129 community teachers between the World Bank and UNICEF (ECW funding). In general, various informants reported confusion around teachers' payments, with some payments made for previous years and others for the current year and different mechanisms of payment (through different providers). Until recently, there was little synergy between actors involved in community teachers' payments and coordination failed to foresee and quickly address this issue. This challenge is being resolved through enhanced coordination between UNICEF and the World Bank and with the support of the World Bank to APICED to create a unique teachers' database that will be used by all partners.<sup>29</sup>

A number of diverse initiatives regarding strengthening the MENPC's capacities in data collection has been reported by different agencies with no clear coordination between them. For example, UNICEF is currently working on EduTrac, a real time EiE data collection tool working with SMS, with the school directors being responsible for collecting and sending the data. The objective is for this tool to be eventually managed by the MENPC (KII 2019.11, KII 2019.13, KII 2019.14). Through the GPE-funded project, further support to improve the government EMIS is planned, along with the creation of 'school mapping'. The MENPC EMIS should eventually include refugees by 2021, within another initiative supported by UNHCR, known as the Refugee Education Management Information System (KII 2019.36).

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28 Similar comments were made about the emergency in southern Chad, following the inflow of 22,000 refugees from CAR, and already mentioned under section 5.2.

29 The first step was the community teachers' census, carried out in November 2018. A data cleaning process is underway to eliminate duplication and potential 'fraudsters'. Once the final list is validated, the database will show the source of funding for each teacher to avoid overlaps and enable better planning. Payments to teachers will then be made directly through phone providers TIGO and Airtel, with APICED's role limited to validation, whereas previously it was responsible for making the payments (2019.28).

## Resourcing leadership

Many informants expressed the view that resourcing leadership is tied to the financial commitment of the government towards the education sector and the priority it holds alongside other government priorities, particularly given the overall regional security context. The integration of refugee education into the national system poses the practical question of the capacity of the government to absorb even more schools, considering the current state of the national system and the leadership constraints of the DGAEIPC and the decentralised educational authorities, already mentioned under sub-sections 5.1 and 5.2.

2019 is the fourth year in a row that no new teachers were brought on board due to budgetary constraints. Already, over the period 2007–2013, 16,200 out of 20,500 new graduates from the *Ecole Normale d'Instituteurs* (Teachers' College) had not been recruited. This poses a particular challenge to 'emergency areas' where only new teachers can be sent (for a minimum of two years), apart from teachers who have specifically asked to be located there. Without the integration of new teachers, the DGAEIPC cannot adequately resource state or camp schools located in those areas. Though camp schools have been fully integrated into the national system, they are still run in practice through external support: teachers' subsidies, learning materials, school kits, school feeding programmes, teacher training, mobilisation of PTAs, etc. IDEN/IPEP are being supported with transportation, fuel, etc. to be able to oversee these schools. The recurrent strikes represent another challenge when it comes to integrating refugee education, with these strikes jeopardising functioning of the whole system. To avoid declaring a lost year, the government has extended the school year up to July or August and postponed the baccalaureate examinations. To make up for the lost time and achieve the annual hourly volume, teachers, whose subsidies have

been reduced or not been paid, are being asked to work in shifts in the morning and the afternoon, but this is not happening (KII 2019.38).

## 5.3.4 How could coordination be improved?

- A task force could be set up from across the lead agencies of the LEG, Education Cluster and the REWG to ensure better inclusion of EiE in the LEG and to explore synergies and complementarities (for example on data collection initiatives).
- EiE should be a systematic stand-alone point in the Agenda of the LEG meetings.
- When the Cluster strategy is ready, it should be presented to the LEG and the TFP and the role of the Cluster in the nexus should be discussed.
- Cluster leads (UNICEF and DGAEIPC) should be systematically present in LEG to better understand sector-level challenges.
- Define the leadership on mapping all existing projects across humanitarian and development actors to a useful level of detail in terms of activities such as teacher training, teacher subsidies, training of DPEJ, IDEN, IPEP, etc.
- Revisit the '*Cadre de partenariat*' between the TFP and the ministries in charge of education delivery and look at involving the other ministries alongside the MENPC.
- Within the LEG, explore the possibility of creating sub-sector working groups, with representation of other ministries to ensure better inclusion of pre-school, higher education and technical/vocational training.
- Greater use of international funding to encourage joint working and collaboration across the different actors, not just the ECW fund. Funding that comes within the CRRF framework should follow the same inclusion process.

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# 6 The ‘so what’ of coordination

Q3: *So what* does coordinated education planning and response contribute to better education and other collective outcomes for children and young people affected by crises?

This section examines the ‘so what’ of coordination in Chad, reflecting on the outcomes and impacts of the coordination mechanisms and dynamics we have outlined in previous sections. A significant challenge is that we are not in a position to demonstrate empirically that improved coordination results in improvements in education outcomes. This is partly due to the absence of quantitative metrics for the level or quality of coordination, but also due to issues with data access and the practical scope of this study, as well as a range of other important factors, including the capacity and priorities of the agencies that are engaged in coordination, the funding barriers they face, etc.

Our analysis is therefore based on our interview process, which was used to map out anecdotal evidence of whether and how the coordination structures and approaches were improving coordination in terms of the OECD DAC framework. In instances where it was clear to us that there were links between the OECD DAC outcomes and the ECW outcomes, we attempted to make those connections. The strongest links between the two frameworks were found for education access, continuity, protection and quality outcomes. The weakest links were with the outcome on equity and gender equality.

## 6.1 Coverage

*Action by the international humanitarian system reaches all people in need*

KIIs interpreted the term coverage in many ways. Generally, actors reported that limited funding and, in some areas, insecurity, rather than coordination was the main barrier to reaching all people in need.

To many, the use of the Chadian curriculum in all schools, including those in refugee camps, has increased coverage of the humanitarian system’s actions. For IDPs and returnees, the Education Cluster partners are required to use government-approved modules and materials. UNHCR and its implementing partners follow the same approach in refugee camps, even though there is a language barrier for some non-French speaking refugees. While this is a challenge to greater coverage, there are solutions in place to overcome this barrier.<sup>30</sup>

KIIs also identified good coverage with a wider operational presence of international actors like UNHCR. They found that both the number and the geographical spread of the UNHCR sub-offices enabled good coverage of the response in main areas of displacement.

Coverage was also discussed in terms of the operational presence of key implementing partners, and the map that is being used to demonstrate this. The Education Cluster Operational Presence map is out of date (last updated in April 2018). While it shows that actors cover all the main crisis-affected and food-insecure regions affected,

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30 Among the different refugee groups, Nigerians are disadvantaged as their language of instruction is English and Hausa back home. However, they have indicated a strong preference for following the Chadian curriculum in French (given the opportunities this can create for them in the future). Additional language classes are being held to improve their proficiency. Similarly, Sudanese refugees are more proficient in Arabic. Chad recognises Arabic as an official language, and so Sudanese children are provided the facility to learn and take their exams in Arabic. CAR refugees face no language barriers. They can follow the Chadian curriculum more easily.

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the map includes partial information, limiting the ability of actors to capture the real extent of coverage. Development actors are mentioned not by their agency's name but by the term 'dev'; a list of activities is mentioned for each province but is not systematically linked with a particular agency (for example, Mandoul province has a set of activities listed across UNICEF, ACRA and UNHCR); the map is only disaggregated to the provincial level which does not enable actors to identify potential overlaps at lower levels; the map does not contain any figures on the number of beneficiaries reached (Education Cluster, 2018f).

This is surprising given such few operational partners work on education in Chad. Some informants stated that partners were not using the Cluster's 3W matrix on 'who' does 'what' 'where' as they did not deem it useful. It is too outdated to ensure proper coordination and to avoid duplication among actors. So, while it is possible that EiE assistance by the international humanitarian system is trying to reach all people in need, information on this is not easily available. In Lac province, IDPs, returnees and refugees are spread over 200 sites and villages and, available information suggests only nine sites and 13 villages are currently covered by the HI/COOPI consortium. It is worth noting, though, that data collection challenges are amplified due to external pressures and apply to the Cluster as well as to the partners. Getting proper data is extremely difficult due to the high mobility of the population in Lac province in general, and due to geographical or security access barriers and administrative constraints (some villages have the same names).

All 19 refugee camps and 16 refugee sites, including urban settings (N'Djamena and Mayo-Kebbi) are known to be receiving education assistance but detailed information on which activities are covered, and which beneficiaries are targeted are not easily available, outside of the implementing partners' specific contractual agreements with UNHCR. The current version of the 4Ws for the multisectoral refugee response is limited to the names of camps, sectors and organisations, and seems only to include UNHCR's implementing partners for education. For example, even though RET delivers education in crisis contexts, it does not appear

in the UNHCR-led 4W; this may be because it is not an implementing partner for UNHCR.

## 6.2 Relevance and appropriateness

*Assistance and protection provided by the international humanitarian system addresses the most important needs of recipients (as judged both by humanitarian professionals and by crisis-affected people themselves)*

KIIs interpreted the notions of relevance and appropriateness of the assistance and protection provided in several ways, each lending unique insights into what constitutes the most important needs.

First, references were made to the experience Cluster members had when the ToR for the Cluster were being revised in 2018. There was a recognition among them that working groups should be set up based on which 'pressing issues' needed to be addressed (KII 2019.3). While the search for these issues was ongoing the Chad Multi-year Resilience Programming plans facilitated with support from ECW were being sketched out. Members reflected on the best ways to set up a structure that involves the Education Cluster, the government and the NGOs. Three thematic groups were formed with the technical directorates of the MENPC and NGOs. The first group worked on identifying access issues (factors that positively influence education supply and demand and the indicators to measure access). The second focused on the quality of education (it analysed the education system overall and all EiE-related aspects as well as specific quality indicators). The third group dealt with governance of the education system (including the role of PTAs in school management, monitoring teacher attendance, and institutional links between the central government and provincial management of the education system). Areas affected by conflicts were targeted as 'most in need'. This is the basis on which the Chad Multi-Year Resilience programme is being developed. The Cluster plans to use this overall analysis in a systematic way for addressing EiE needs (KII 2019.3).

Another example to ensure the most important needs of refugees were being addressed was given by UNHCR staff. In their view, the UNHCR-led

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needs assessment exercise (especially the Age, Gender Diversity Mainstreaming) entails asking communities themselves what the most pressing needs are that they would prioritise and how UNHCR can help address those stated needs. This feedback is then incorporated into the Country Operations Plan for each year (KII 2019.2).

Finally, some KIIs mentioned that the poorly performing national education system is in dire need of development interventions, and humanitarian and development actors need to strengthen the ‘nexus’ for responses to be relevant and appropriate in Chad. There are visible differences between the education provided by the national education system and the services being provided in refugee camps and sites, the latter cited by informants to be of higher quality and receiving greater resources. Some NGOs also mentioned that, though they are implementing EiE projects, some of these are more relevant and appropriate as development projects. Short-term humanitarian funding is filling a critical gap to address needs that are also long-term development needs (KII 2019.16, KII 2019.35). Many informants also mentioned the need to step up advocacy for raising more development funds and engage development partners. Joint responses will help address the most pressing needs at scale and create greater positive impacts.

### 6.3 Coherence

*Actors in the international humanitarian system act in compliance with humanitarian principles and international humanitarian law (IHL), and the degree to which they are able to influence states and non-state armed groups to respect humanitarian principles and conform to IHL*

Coordination structures in Chad, especially through the Education Cluster, UN agencies and INGOs, have provided an avenue for the dissemination of humanitarian principles, including safeguarding principles and information on protecting children. INGOs interviewed explained that, as the operational partners

delivering education also intervene in protection, they can bring in a more coherent approach to the response, i.e. they can monitor protection risks faced by school children when carrying out their education activities and can take steps to mitigate those risks. One informant mentioned that under UNICEF’s work on child protection, there is a way for children who abandoned the armed forces to be integrated into schools (KII 2019.35). They are referred to specific operational partners working in the area to ensure this transition.

The humanitarian cluster system can also play a role in influencing the state to sustain its commitment to protecting vulnerable groups within its own territory and find a long-term solution to the security situation. For instance, the HRP (2019) has elevated the need to educate youth who, in the ‘absence of education’ and the lack of economic opportunities in their provinces are more susceptible to joining armed groups such as the Islamic State in West Africa.<sup>31</sup> In order to break this cycle, investments in education are needed and the humanitarian cluster, along with the LEG/TFP, can influence the government to invest in education.

### 6.4 Accountability and participation

*Actors within the international humanitarian system can be held to account by crisis-affected people, and also in terms of the degree to which crisis-affected people are able to influence decisions related to assistance and protection*

Some KIIs conducted for this study produced strong examples regarding accountability to crisis-affected communities and the extent to which these communities participate in making decisions on the assistance and protection they receive.

The CNARR, for instance, has created a platform to enhance the participation of key local actors and beneficiaries, and to increase accountability. Through its monthly general camp meetings, community leaders, religious leaders, PTAs, teachers and NGOs come together to discuss camp management and camp activities and provide beneficiaries with an appropriate forum in which to share their feedback. However,

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31 Formerly called Boko Haram, which in the Hausa language means ‘western education is a sin’.

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the participation of specific groups, such as women, is not entirely clear.

In their efforts to build community resilience, INGOs also encourage strong participation of communities, especially PTAs, who amplify the voices of beneficiaries.

Overall, the study notes that the HRP and the Education Cluster ToR have explicitly stated that accountability mechanisms are in place. Accountability to beneficiaries is streamlined in both these documents. The Cluster, for example, has developed a protection and accountability checklist to be used at the onset of a programme. The checklist covers consultation with communities during project design (identification of the intervention areas, the risks involved, the barriers to education faced by communities, etc.); some key ‘do no harm’ checks on WASH infrastructures, such as separate facilities for girls and boys, lighting, etc.; the dissemination of a code of conduct and its signature by teachers, PTAs and NGO staff; the setting-up of a complaint feedback mechanism; a participatory and inclusive evaluation mechanism; and key topics for creating awareness among children, parents and teachers on the importance of girls’ education, pre-schooling, psychosocial support and the prevention of child enrolment to armed groups.

## 6.5 Effectiveness

*The degree to which humanitarian operations meet their stated objectives, in a timely manner and at an acceptable level of quality*

The available evidence suggests that there is a long way to go for humanitarian operations to meet their stated objectives, on time, and at acceptable level of quality – funding being a key barrier.

However, across the board, informants recognised that the quality of education for refugees is better in some areas than that which is provided to Chadians through the national education system. In this sense, they are ‘better off’. One measure of quality was cited as refugee success rates in baccalaureate exams, which have been higher than the national average for the last two years (KII 2019.38).

Cluster leadership as well as sub-cluster leadership was also seen as playing a vital role in enabling real coordination. In comparison, government capacity to coordinate and facilitate partners’ interventions was seen as hindering effectiveness.

## 6.6 Complementarity

*The international humanitarian system recognises and supports the capacities of national and local actors, particularly governments and civil society organisations*

The education coordination structures and delivery mechanisms in place have been designed to involve government actors at different levels and to leave leadership of coordination to the MENPC and its decentralised state apparatus to deliver education services. As explained in previous chapters on ‘who’ and ‘how’, the Education Cluster and the LEG (representing to a large extent the humanitarian system) have involved since their onset the leadership of the MENPC at both national and provincial level. This has not only served to complement their education response in crisis-affected areas, but also to recognise and reinforce the prominence of the national education system. The ‘officialisation’ of camp schools as public schools has also enhanced the role of the IDEN, IPEP and raised the need for the humanitarian system to support their activities and strengthen staff capacities.

Still, considerable gaps remain, especially in building the capacity of government actors for leading coordination at scale, and in embedding the collection and analysis of data and the regular monitoring of activities into their ways of working. In particular, at the national level, key informants from governmental agencies pointed out the need to build EiE expertise (alongside data collection, processing and analysis) within the DGAEIPC, which should eventually be in charge of coordinating and planning EiE independently across the country, effectively leading the education response.

Aside from government actors, at the national level, all three bodies, the Education Cluster, the REWG and the LEG, recognise the complementary role of FENAPET, the PTA Federation, in the education response. It is an

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active and vocal member in the three bodies and is provided a platform to share critical feedback on key matters discussed at the meetings and in decision-making. For example, the World Bank and UNICEF have been working with FENAPET to solve some of the issues concerning the census of community teachers. Implementing agencies at field and camp level are also systematically involving PTAs in coordination.

Very few local NGOs, however, have the capacity to actively coordinate at national or provincial level or to deliver education in crisis-affected areas. They play a small role in the education response and have very little operational presence. In the Education Cluster Operational Presence map, only one local NGO, CELIAF, is listed for Moyen-Chari province. KIIs mentioned that despite several attempts, there has been limited success in involving them in a meaningful way in coordination, planning and response. Some international actors have designed projects to include them; for instance, the DIZA project has been designed to include at least one local NGO per NGO consortium. This is a positive indication of the international humanitarian system's efforts to recognise and support the capacity of local NGOs.

## 6.7 Sufficiency

*Resources available to the international humanitarian system are sufficient to cover humanitarian needs*

Chad also presents a challenge when it comes to funding, with more actors, including humanitarian agencies, advocating for more development rather than humanitarian funds, due to the protracted nature of the various crises. These tend to stem from structural causes that require development support, whereas some pockets of the country still need humanitarian support. Among some of the informants there is a fear that humanitarian funding will continue to shrink, and no additional development funds will be secured to fulfil education needs (KII 2019.20). Additionally, the government is not equipped at present to fill the EiE financing gap and resource availability will continue to remain

a challenge in the coming years. Donors will also exercise caution to channel all development funds through the MENPC, thereby creating fewer positive outcomes for crisis-affected children. Without the government prioritising funding the education sector and EiE programming within it, in terms of budgeting and releasing resources for EiE every year, the imbalance will be further intensified.

## 6.8 Efficiency

*Humanitarian outputs are produced for the lowest possible amount of inputs*

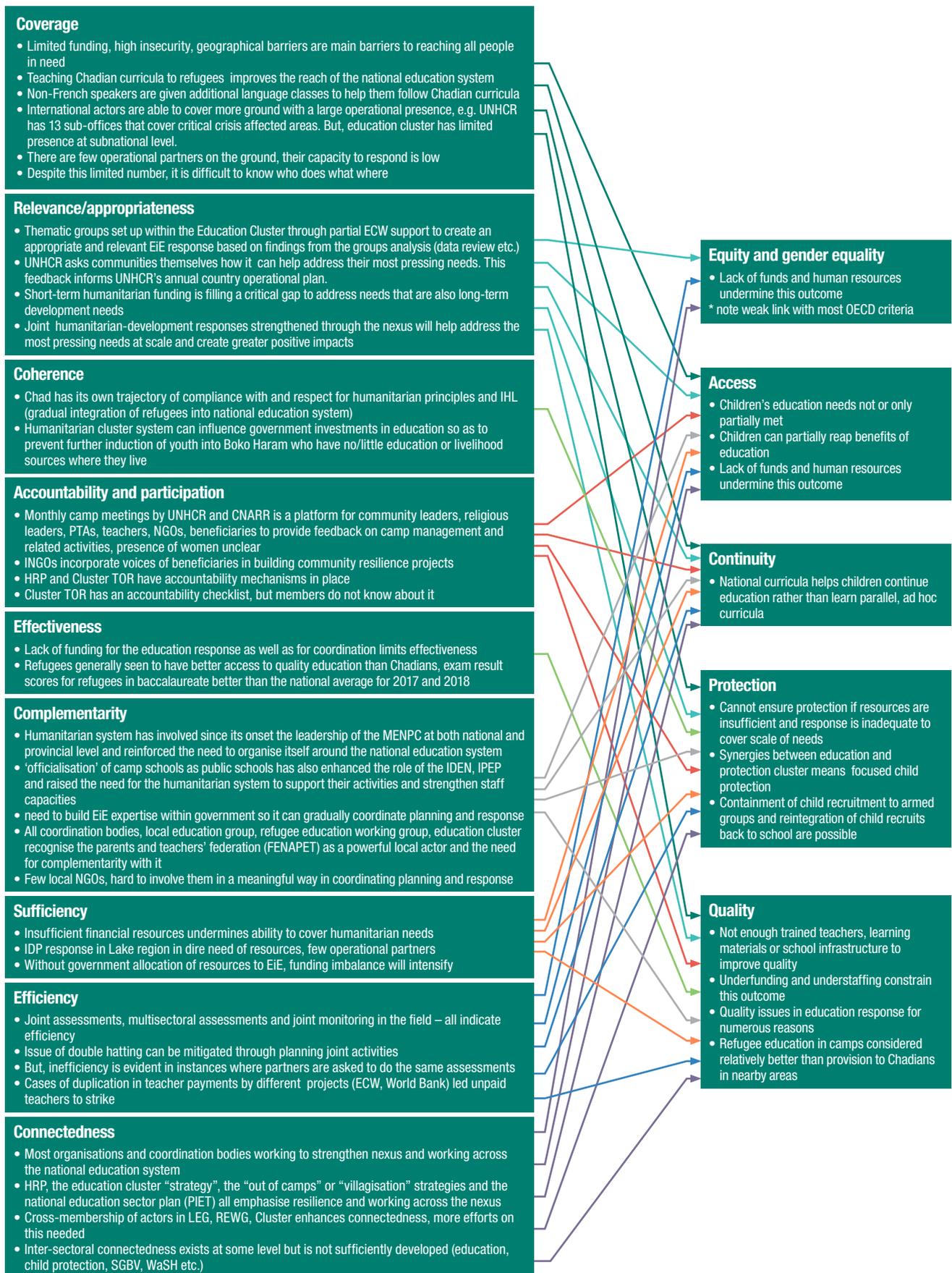
KIIs mentioned that joint assessments by the Education Cluster, UNHCR, the CNARR and the MENPC, as well as multisectoral assessments, were good examples of enabling efficiencies in planning a response.

Efficiencies, KIIs stated, were achieved across sectors during monitoring activities. One respondent explained that when colleagues are monitoring in the field, they have checklists as well as 'informal' duties to look at all the sectors and report back. In a context of scarce resources and multiple hatting, such initiatives have been presented as enabling efficiencies at minimal cost (KII 2019.5).

On the contrary, one informant revealed that the lack of national–local level coordination in some instances hinders efficiency, mentioning that an organisation was requested to perform the same assessment twice (once by local level actors, once by national level ones). This was considered a significant loss of time and resources and, more importantly, led to fatigue in the affected communities who had to respond to the same questions twice (KII 2019.16).

Efficiency can be questioned in the context of the very existence of three parallel coordination structures for education and EiE, engaging identical resources within the MENPC (DGAEIPC, for example, for both the Education Cluster and the REWG) and INGOs and facing very similar challenges (teachers' pay and capacities, system strengthening, data collection) in a context of structural crises.

**Figure 5 Linking education coordination criteria to education outcomes in Chad**



Source: Authors' analysis

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## 6.9 Connectedness

*International humanitarian system articulates with development, resilience, risk reduction and peacebuilding*

Coordination structures contribute to connectedness for several reasons: most of the active organisations in the Education Cluster or the REWG are already working to strengthen the humanitarian-development nexus and working across the national education system. The HRP, the Education Cluster ‘strategy’, the ‘out of camp’ or ‘villagisation’ strategies and the PIET all emphasise resilience and working across the nexus. Organisations represented at the Education Cluster also participate in the REWG and the LEG meetings, though to varying degrees – this creates additional consistencies within the actors’ responses, though there is a significant need to strengthen this. Building the resilience of communities is very often mainstreamed, though informants noticed that the risk reduction component is not adequately developed.

The ECW project was often quoted as an example of increased connectedness across agencies and the MENPC. In addition, it allowed a focus on all affected communities. However, KIIs mentioned that, throughout the initial investment implementation phase, there have been few coordination meetings involving all the partners, limited exchanges of information on what is currently being done in the three main areas of intervention, thereby limiting the benefits of connectedness (KII 2019.37).

Similar levels of connectedness are also visible in refugee education activities, with staff from the UNHCR protection unit engaging in education work. In spite of clear inter-sectoral synergies, some informants explained that these are not being exploited to their full potential.

Figure 5 combines the OECD DAC coordination criteria and the ECW collective education outcomes in a common framework. As mentioned at the start of the chapter, the strongest links between the two frameworks were found for education access, continuity, protection and quality outcomes. The weakest links were with the outcome on equity and gender equality.

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# 7 Conclusion

Organising the study in terms of the ‘who’, ‘how’ and ‘so what’ of coordination has helped us frame and highlight the areas where humanitarian and development actors are facing the most challenges and how coordination can be improved. In so doing, we are recommending actors to pursue a clear way forward on how to address those challenges and identify how and where they can effectively coordinate to strengthen education outcomes for children and young people affected by crises.

Three main structures are actively engaging education stakeholders in coordinating education delivery for IDPs, returnees, refugees and communities affected by crisis. The relevance of maintaining these three distinct structures, all engaging a limited number of implementing partners and being co-chaired by the MENPC, in a context of reduced resources and capacities should be reviewed.

Coordination of education for IDPs, returnees and communities affected by crisis has a clear leadership and mandate with a specific Directorate dedicated to overseeing EiE inside the MENPC, and with a co-lead agency benefitting from a fully dedicated Cluster Coordinator (UNICEF). In addition, the late inclusion of EiE within the national sectoral strategy, the PIET, represents an improvement and shows, if not a high priority, at least an awareness and interest of the MENPC in EiE. However, at the sub-national level the cluster mechanisms are suffering from a lack of dedicated human resources and lack of prioritisation, from both leading agencies (MENPC and UNICEF) resulting in irregular meetings, lack of dynamism and clarity over the objectives and, consequently, reduced impact of such meetings. Capacity issues (human and material resources, leadership) within the DGAEIPC and at the decentralised MENPC level have been mentioned as strong hindrances to improve the leadership and quality of EiE coordination and education outcomes.

These challenges are also tied to the lack of sufficient financial resources. Without the funds, the Cluster is unable to perform efficiently and adequately and to implement its work plan including capacity building of the government counterpart, regular sectoral assessments, etc. Limited funding also impacts the number of operational partners and the subsequent coverage of needs, which remains limited. Key priorities include resourcing the Cluster, particularly for capacity building (coordination, including inter-cluster, leadership, data collection and analyses), revisiting the role of the co-facilitating agency and the COS, raising the profile of EiE in Chad, and, rethinking the role of the Education Cluster within the nexus.

Coordination of education provision for refugees is principally managed by UNHCR, though it happens through the national education system, with refugee children being taught the Chadian curriculum with the formalisation of camp schools as state schools in 2018. There is strong alignment in terms of mandates and strategy between UNHCR and the CNARR, which is seen as a major strength for the refugee response and strategy overall. The refugee education coordination mechanism is well structured at camp, sub-national and national level, with a clear and key role being played by UNHCR, which is also the main donor/TFP. The MENPC/DGAEIPC capacity challenges mentioned above are equally impacting refugee education coordination and response. Expertise in terms of EiE personnel is also limited within UNHCR, particularly at the sub-national level. This has been presented as a barrier to improving the focus on EiE, quality, innovation, etc. Key priorities involve looking into mixed situations with the Education Cluster to better shape coordination mechanisms and their complementarity, including data collection, resourcing for building the capacity

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of DGAEIPC personnel, and investing in EiE training for UNHCR protection staff looking after the EiE response.

Finally, the study observed that coordination across the national education system and provision of education for IDPs, returnees and refugees has been strengthened with the inclusion of EiE into the national education strategy, the dedicated EiE focal points within the MENPC, the integration of the camp-based schools into the national system and the political focus stemming from the country's commitment to the CRRF. All operational partners are therefore delivering education for IDPs, returnees, refugees in line with the national education strategy. These same partners are also all already working on the nexus. However, coordination across IDPs, returnees, refugees and the national system is fairly limited despite this particular context calling for such integration. Indeed, despite differing situations in the main crises-affected areas, the context is one of protracted crises demanding both nexus and development interventions and the clusters' operational partners are already working on the nexus. Mixed situations in the field, with Chadians attending camps schools and vice versa, with

provinces hosting IDPs, returnees and refugees, and the new 'out of camp' and 'villagisation' strategies of the CNARR and UNHCR also demand the fostering of coordination across the national system. The LEG's focus has been much more on addressing pressing structural challenges. In addition, while four ministries are looking into specific aspects of children's education in Chad, they are currently working in isolation rather than together to integrate children affected by crises into the national education system. EiE integration within the national education system also brings up the question of the capacity of the government to absorb these schools and children in an already depleted national system. Key priorities to improve coordination would include a greater and systematic inclusion of EiE into the LEG meetings, a common reflection across these three structures (LEG, Education Cluster and REWG) on their roles and responsibilities, particularly regarding the nexus, a common investment in coordination and planning tools, in training to build capacities of the DGAEIPC and the MENPC, and greater use of international funding to encourage joint working and collaboration among the different actors.

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# 8 Recommendations

## 1. Materialising the nexus in terms of systems and processes

The international community has started developing the nexus, particularly since the Humanitarian Country Team note on the NWOW in Chad (HCT, 2017). In addition, the Cluster's operational partners are already materialising the nexus through their intervention strategies; the MENPC has included EiE in its sectoral strategy; and, there are protracted crises with mixed situations that require more work with host communities. However, the nexus has not really been operationalised in terms of systems and processes. The systemic approach on the nexus, the role of the Cluster within the nexus and the question of the relevance of the Cluster within that nexus as opposed to the LEG have not yet been addressed. Consequently, there is a disconnection between EiE and development coordination structures. Because displaced children (including refugees) have particular education needs that cannot be solely resolved by their integration into the national system, it is of paramount importance to better link the EiE intervention strategy to the development one.

Such integration should be reflected in terms of systems and processes currently at work within Chad, across the three main education coordination structures. Rather than working in silos, a common reflection should be held on finding the complementarities and the intersecting strategies, such as having a common approach on building governmental capacities, on working across the four ministries, and on making the education system resilient. This should help reduce the impact of funding scarcity and underperforming coordination structures and enhance efficiencies across EiE and the national education system.

The nexus should also be given substance by more flexible funding from the donors, especially

as many informants mentioned that donors have not followed through with the Grand Bargain commitments, such as the multi-year grants.

## 2. Continue to strengthen coordination and collaboration between the Cluster and the REWG

In addition, the feasibility and relevance of maintaining two distinct and parallel coordination structures for IDPs, returnees and refugees needs to be considered, particularly in mixed contexts.

The coordination and collaboration between UNICEF and UNHCR were observed as quite strong but more so on a programmatic than on a systemic level. The Education Cluster and the REWG have distinct leadership roles and are functioning independently. The LoU between UNICEF and UNHCR focuses essentially on programmatic areas. Efforts have been made to coordinate better, with the inclusion of refugees in the HRP (and in the draft Cluster strategy), with joint assessments and responses to emergencies, and the presence of both coordinators in the two meetings, etc. However, in terms of coordination structures, particularly at the sub-national level, the interaction is less apparent, despite the mixed situation and the limited number of actors who can be found in both coordination structures. KIIs mentioned the possible need to merge the two meetings in such contexts, such as in southern Chad where refugees and returnees are hosted in both camps/sites and host communities.

Both UNHCR and UNICEF Cluster leads are working with the same Directorate within the MENPC, and with the same decentralised structures (DPEJ, IDEN, IPEP). A common approach on data collection and a common capacity-building plan will potentially be more efficient and bring more results, and take advantage of each organisation's strengths and internal capacities.

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### **3. Make greater use of international funding to encourage coordination across the different mechanisms and across the nexus**

The study observed that international funding, such as the Chad Multi-Year Resilience programme, can be a major enabling factor for coordinating across the nexus and for ensuring greater government ownership and leadership. ECW is an example not only of donor support but also of an EiE programme that is country-owned and covers multiple years (thereby mitigating the negative impact of repetitive short-term funding), as well as multiple sub-sectors. Greater international funding should be used to foster the integration of EiE in the nexus and across development projects to ensure ownership and leadership of the Chadian Government. International funding should also be used to support stronger and more predictable coordination across the four education ministries to foster continuity and quality of education for all children and youth in Chad.

Capitalising on successful inter-agency coordinated responses, such as the PUEBT (Lac province) will be key to further developing such opportunities. The CRRF could also play a major role as a catalyser of funds for better-coordinated and integrated responses (for IDPs, returnees, refugees, host communities) in the Chadian context where EiE needs to be incorporated within the wider development context.

### **4. Prioritise investing in data as a key part of the education response**

To further foster the national education system and its resilience to shocks, such as displacement, investing in timely, reliable and official data is key. Several initiatives are currently at work in Chad to support data collection, though it seems that they are working in parallel. Rather than involving an already stretched MENPC in various data collection processes, a common approach is needed that will include disaggregated EiE data collection within a strong nationally owned EMIS, covering the whole country.

A mapping of current stakeholders and projects across the Cluster, REWG and the LEG is needed, at a disaggregated level, to avoid overlaps and to enable complementarities to be exploited. The mapping should not restrict itself in terms of area and sector intervention (for example to 'primary education'), and should also include more qualitative information, such as training of teachers, of PTAs, of IDEN/IPEP, etc.

### **5. Improve the availability and expertise of staff in charge of EiE coordination within leading agencies**

While KIIs strongly voiced that coordination and planning of interventions are key to ensuring better education outcomes, these structures continue to be under-resourced, as demonstrated with the Education Cluster's budgetary constraints and the lack of dedicated human resources with proper expertise and experience at both national and sub-national levels. Co-leading agencies' coordination personnel (the UNICEF Cluster coordinator, the IMO and the UNICEF sub-cluster focal points) are in the best position to mentor their governmental counterparts, yet they do not have enough resources (e.g. a dedicated budget and multiple hatting).

Coordination requires expertise and experience to be able to engage stakeholders at a high level and needs to be resourced appropriately by the leading agencies. Opportunities like the Chad Multi-Year Resilience programming need to be taken advantage of to ensure a realistic level of funding for the Cluster. If properly resourced, the Cluster or the REWG would be able to go beyond mere coordination and extend into providing training in EiE, using innovative tools or approaches (such as cash), and focusing on quality indicators, which would eventually impact education outcomes for children and youth affected by crises.

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- ‘COOPI/HI nexus strategy for Lake Chad (2017-2021)’ (multi-donors, implemented by consortium HI/COOPI)
- ECW (2016) ‘Projet d’Appui à l’Education en Situation d’Urgence au Tchad’ (ECW, implemented by UNICEF)

# Annex 1 List of key informant interviews, focus group discussions and other events

Over 30 KIIs and two FGDs were conducted with interviewees from the following organisations:

RET	CNARR
UNHCR, N'Djamena	FENAPET, N'Djamena
Education Cluster, N'Djamena	UNDP, N'Djamena
UNICEF, N'Djamena	OCHA, N'Djamena
UNICEF, Goré	APICED, N'Djamena
UNICEF, Bol	UNESCO, N'Djamena
COOPI, N'Djamena	AFD, N'Djamena
COOPI, Bol	World Bank, N'Djamena
ACRA, N'Djamena	Swiss Development Cooperation, N'Djamena
ACRA, Southern Chad	USAID, BPRM, N'Djamena
UNHCR, Baga Sola	DUE, N'Djamena
MENPC, DGAEIPC, N'Djamena	JRS, N'Djamena
Ministry of Plan	

**Table A1 Briefings, focus group discussions and other events**

Event/participating groups	Type	Location
UNHCR Briefing with education staff, Deputy Representative and Assistant Representative	Briefing	N'Djamena
Chad Education Cluster	Observation followed by FGD	N'Djamena
Chad REWG with all 13 UNHCR sub-offices	FGD	N'Djamena
Chad LEG meeting	Observation	N'Djamena
Research Validation Session	Validation session	N'Djamena

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# Annex 2 Guiding interview questions (in English and French)

Central Research Question: ‘How can humanitarian and development actors more effectively coordinate planning and responses to strengthen education outcomes for children and young people affected by crises?’

*Question de recherche centrale : « Comment les acteurs humanitaires et de développement pourraient coordonner la planification et les interventions de façon plus efficace afin de renforcer les résultats en termes d'éducation pour les enfants et jeunes adolescents impactés par des crises ? »*

1. Who are the main stakeholders and what are the mechanisms involved in country-level education coordination in Chad? What are different roles that the different actors play?  
*Quels sont les acteurs principaux et les mécanismes qui sont en place au Tchad pour permettre la coordination de l'éducation? Quels sont les rôles des différents acteurs?*
2. What are the main obstacles and constraints for the delivery of the coordination and delivery of the education response in Chad?  
*Au Tchad, quels sont les principaux obstacles et contraintes relatives à la coordination mais aussi à la mise en place des interventions dans le domaine de l'éducation?*
3. What are the main strengths of how the education response is coordinated in Chad? Are there particular mechanisms or initiatives that have helped overcoming coordination challenges?  
*Au Tchad, quels sont les points forts de la coordination des interventions en éducation? Existe-t-il en particulier des mécanismes ou des initiatives qui ont aidés à surmonter les défis présentés par la coordination?*
4. What are the main tools used for coordination, planning and needs assessment?  
*Quels sont les outils principaux utilisés pour la coordination, la planification, et l'évaluation des besoins?*
5. What would help improve coordination in Chad or allow coordination challenges to be more effectively overcome?  
*Qu'est-ce qui pourrait aider à améliorer la coordination au Tchad; ou qu'est-ce qui pourrait faire en sorte que les défis présentés par la coordination soient surmontés de façon plus efficace?*



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