

Ex post evaluation – Senegal

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Sector: 1122000 Primary education
Project: “Promotion of primary schools” BMZ numbers: 200666511 and 201066679* (anticipated appraisal part)
Project-executing agency: Ministère de l'Éducation Nationale (Senegalese Ministry for Education) as the political executing agency; AGETIP (Agence d'Exécution des Travaux d'Intérêt Public) as the project implementing agency



Ex post evaluation report: 2020

All figures in EUR million	Project (Planned)	Project (Actual)
Investment costs (total)	95.40	94.40
Counterpart contribution	39.60	39.60
Funding	55.80	54.80
of which BMZ funds	11.00	10.00
(of which anticipated appraisal part)	(6.00)	(5.00)

*) Random sample 2018

Summary: Over the past two decades, major progress has been achieved in school enrolment rates for Senegal’s primary education sector. Demand far exceeded the existing supply of classrooms, which meant that the country often had to rely on makeshift structures, which did not offer an environment conducive to learning or teaching. In view of this situation, the FC project invested primarily in transforming makeshift classrooms into permanent structures, including equipment, administration blocks, hygiene blocks and water points, in the project regions of Fatick, Kaolack and Kaffrine in south-west Senegal. The project was designed as parallel financing to the Education for All – Fast Track Initiative (FTI) programme, which was managed by the World Bank on a trust basis. The project broadly took over the implementation structure, content strategy and standard construction plans. The work was implemented by small and medium-sized local construction companies.

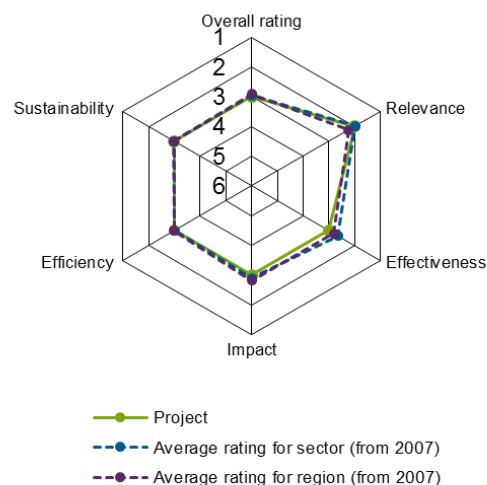
Objectives: The overarching development objective (impact-level) was to contribute to the qualitative and quantitative improvement in primary education, taking gender equality into account. The project’s outcome-level objective was to help pupils enjoy better teaching and learning conditions at the supported project schools and facilitate their use of the schools.

Target group: Primary-school-age children in the three project regions and their teachers, parents and communities (with a particular focus on girls).

Overall rating: 3

Rationale: The programme is still relevant from a development perspective and contributed to improving access to education in the project regions. The state of maintenance of the schools varies and depends on the commitment of parents and teachers. The lifespan of the infrastructure is shortened due to improper construction and insufficient maintenance in some cases but is generally deemed to be good. Many of the sanitary facilities were not connected to the water supply, which is why latrines (without a flush) would have been more appropriate.

Highlights: Simple measures (e.g. by securing the school property with external walls) can have significantly positive effects on the care and upkeep of the schools. The use of standard building plans has a positive impact on building costs and schedules. However, it is recommended that the sector dialogue discuss which of the standard measures are appropriate in each region.



Rating according to DAC criteria

Overall rating: 3

The two projects originate from one anticipated appraisal, but were actually implemented as one project, and are therefore also evaluated and assessed together.

Ratings:

Relevance	2
Effectiveness	3
Efficiency	3
Impact	3
Sustainability	3

Relevance

Senegal has a young population (43% are aged 14 or below). At national level, a good half of the population lives in rural areas, yet this applies to the majority of the population in the project areas: 85% for both Kaffrine and Fatick, and 63% for Kaolack. The literacy rate in the three regions is lower and the poverty rate much higher than the national average (62-68% compared to 47%). Since a reform in 2014, there has been a compulsory 11-year schooling period for all children (from the age of 6 to 16); prior to this, schooling was compulsory for just 6 years. However, children from rural communities are more likely not to receive schooling (roughly 60%) than children from urban families (30%), resulting in large regional differences.

This is associated with a strong need for school infrastructure. In many places, however, school infrastructure takes the form of makeshift solutions that do not offer an environment conducive to learning and the distance to the nearest school remains too far for many children. Furthermore, many pupils do not complete the primary school cycle in full. Despite Senegalese efforts in the past 20-30 years with some significant improvements, primary education indicators (once again) show no significant signs of improvement today (see Impact).

Since the 1990s, the Senegalese government has been working towards raising the standard of education on a comprehensive scale. The foundations for this are set out in the sector strategy "Programme Décennal de l'Éducation et de la Formation (PDEF 2000-2010)". Since then, the programme has been enhanced on various occasions including the current "Programme d'Amélioration de la Qualité, de l'Équité et de la Transparence (PAQUET) 2018-2030". While the first few programmes focused on providing more infrastructure for schooling, more recent updates now concentrate on the qualitative aspects of education. The FC project is derived from the national sector strategy. At the Federal Government's request, it was set up outside of the priority areas of the Federal Ministry for Economic Cooperation and Development. As parallel financing to the Fast Track Initiative (FTI) implemented by the World Bank, it was designed to close a financing gap in the priority regions of German FC that are particularly in need.

The core problem in the region was identified and addressed correctly, while the results chains are plausible and remain current to this day. However, the relevance of the focus on girls can not be deduced from educational data and is justified only to maintain the good scores: even at the appraisal stage, the educational indicators for girls were better than those for boys in many areas (see Impact).

Due to its strict integration into national strategies, the obvious need for solid school buildings, and the concept's clear focus on transforming dilapidated schools into places with better teaching and learning conditions, the project's relevance is rated as good.

Relevance rating: 2

Effectiveness

The project's outcome-level objective, which was adapted for the evaluation, was to help pupils enjoy better teaching and learning conditions at the supported project schools and facilitate their use of the schools. The indicators were adjusted slightly for the evaluation.

Indicator	Status PA, Target PA	Ex post evaluation
1) 80% of the new primary school classrooms are used by between 35 and 50 pupils per class 2–3 years after commissioning	Target: 80%	Achieved ¹
2) Parents at the financed schools are actively involved in school matters 3 years following completion of the project	./.	Achieved: In addition to smaller maintenance measures, parents are also involved in qualitative issues; they are responsible for the quality of lessons and are also able to influence cultural, linguistic and religious aspects of lessons. They play an important role in persuading local imams and decision-makers to permit girls to attend school.
3) At least 80% of the classrooms built are in a good state of upkeep 3 years after completion of the project	Target: 80%	Achieved: around 80% are in an acceptable to good condition. Equivalent margins were observed at other donors' schools.
4) At least 80% of the sanitary blocks built are in a good state of upkeep 3 years after completion of the project	./.	Not achieved: The condition of the sanitary blocks is a clear deficit. Almost none of the schools visited had acceptable hygiene facilities.

Broken down, 637 primary-level classrooms including equipment², 162 administration blocks, 257 hygiene blocks, and 222 water points were financed in the project regions of Fatick, Kaolack and Kaffrine in south-west Senegal. From the 637 classrooms, 197 (around 30%) were built from scratch to complete the cycles. Around 70% of the measures involved transforming makeshift classrooms into permanent structures that offer an environment conducive to learning. The project was therefore able to make a positive contribution to reducing the proportion of makeshift classrooms in the three target regions from 11-15% (depending on the region) to a good 7%.

The classrooms built are used intensively across the board and pupil figures are within the scope of the indicator according to information provided locally and in the reports available. In terms of statistics, the average class size in Fatick is currently 31 pupils, 33 in Kaolack and 26 in Kaffrine (Senegal as a whole: 36). In urban areas, the average class size is 39-55 pupils (depending on the region). In rural areas, the ratio is smaller (30-26 pupils), though this is plausible given the sparse populations and long distances to schools. A disproportionately high percentage of girls was often observed at the schools visited. Parents' involvement in school operations is generally established via bodies known as the *Comités de Gestion* (the formation of which was part of the FC project).

¹ According to the data in the final inspection, the final consulting report, and the results from the FC project's evaluation team, and the JICA-financed schools

² A total of 15,036 school benches/tables (*tables-bancs*), 689 blackboards and 993 teachers' chairs were purchased. These were in good condition on the whole.

The schools' state of repair fluctuates heavily though, depending on teacher/parent involvement, but it can generally be rated as satisfactory. Explicitly excluded from this are the sanitary facilities: On the one hand, many of the sanitary facilities designed as flushing toilets were not connected to the network, meaning the toilets cannot be used properly (water is collected in buckets/containers from the water points in order to flush the toilets). On the other hand, a large percentage of the facilities visited show signs of negligent use and vandalism. The children are partially responsible for this, but a major problem is also presented by unauthorised third parties, who gain access and use the facilities after the schools have closed. There is an obvious link between a proper external wall (planned to be a contribution by parents, but actually only implemented in around 50% of the schools) and sanitary blocks being in an at least tolerable state of repair. The water points visited worked well and supply drinking water, which is extremely important in a rural area that is predominantly semi-arid. The drinking water points do not suffer from similar vandalism and are mainly connected to the pipes via the local networks. To ensure that no third parties can access the water without authorisation, the taps are secured by a lock and only opened during school hours. At the (visited) schools where water is supplied from a well, the distances to the sanitary blocks are sufficient to avoid contamination. The project did not cover hygiene campaigns as it was geared towards infrastructure in line with the FTI.

Given that the project provided a large number of classrooms including equipment at 422 schools, some of which were very remote, and enabled these schools to be expanded to include urgently needed drinking water points, sanitary blocks and administrative buildings, it can be plausibly assumed that teaching and learning conditions improved. Deductions to the effectiveness rating can be attributed to the problems with the hygiene facilities, the poor execution of the building work and flawed maintenance in some cases. Overall, we rate the project as just satisfactory. We assume that supplying the schools with latrines (without a flush) could have led to better results for this category.

Effectiveness rating: 3

Efficiency

The production efficiency, measured by the number of sub-projects, the number of pupil places (35,672) and the unit costs, is rated as good. The price per square metre amounts to FCFA 108,000 (around EUR 165), which we consider appropriate. In terms of price-performance, the FC-financed schools are among the best donor-financed schools in the Senegalese primary school sector.

Essentially, all Senegalese schools are based on the same standard building plans set out by the government (e.g. fixed room size). Deviations from these plans only relate to small-scale improvements. The advantage here is that Agence d'Éxecution des Travaux d'Intérêt Public (AGETIP), as the project-executing agency, and the construction companies are familiar with these plans and can therefore build the schools quickly and cost-efficiently. Not all of the legally prescribed measures appear to make sense: the mandatory wheelchair ramps are welcome for inclusion, though in reality, wheelchair users are unable to reach the schools due to the sandy ground and the ramps fall into decline. The schools' general equipment including electrical installations (lighting, sockets) is inefficient as almost none of the sites visited had electricity and this is not planned for the foreseeable future either. We estimate the share of costs for electrification and ramps to be below 10% of the total costs.

Delays of around one year resulted mainly from the revision and improvement of the standard plans presented for the FC project (for instance, the verandas on the FC buildings were fitted with roofs, which has a hugely positive effect in terms of protecting pupils from heat and rain both on the veranda and by providing additional shade within the classroom). This additional time needed is justified in terms of content and is plausible.

The design of the FC project is rated as good: The project was linked to existing structures (FTI projects), including its implementation structure via the AGETIP. The sub-projects were selected on the basis of the Senegalese Carte Scolaire³, a participative planning instrument for determining the locations with the greatest needs.

³ Need criteria: Current or anticipated pupil figures, structural condition of existing properties, lack of separation between classes, prevalence of a two-shift model or multi-class teaching, involvement of the communities (indicator for this: construction or upgrade of

As much as the concept was focused on providing school infrastructure in remote areas, and thus reaching members of the population who were particularly in need, the long distances and poor quality roads make the proper supervision of works as well as monitoring and evaluation very difficult, or significantly increase the costs for an adequate supervision of works.

From an allocation perspective, the costs are accompanied by educational results that are still too low, a problem that also affects other donors. Lots of children begin their school lives and use the resources; however, due to the low completion rates, not all pupils finish primary school (see Effectiveness/Impact) or make the transition to secondary school. Given that other donors pursue qualitative approaches and an adequate learning environment is essential for successful teaching, it is still justified that the project focused on sound infrastructure. Overall, we regard the expenditure that led to the achievement of the FC project's results as acceptable.

Due to the good production efficiency in relation to the unit costs per square meter and pupil numbers, but with severe limitations regarding the sanitary blocks, electrical installations and ramps and due to the deficiencies in the allocation efficiency, we rate the overall efficiency as only satisfactory.

Efficiency rating: 3

Impact

The impact-level objective, adjusted for the evaluation, was to contribute to the qualitative and quantitative improvement in primary education while taking gender equality into account. The achievement of this objective was measured based on the following indicators. In analysing regional data, it must be taken into account that the Kaffrine region was not separated from the Kaolack region until mid-2008; as such, the statistics for Kaffrine were not listed separately to those for Kaolack at the time of the appraisal.

Indicator	Status PA (2008)	Ex post evaluation (2018) ⁴
<p>1) The gross enrolment rate (with separate figures for each gender) rises</p> <p>(Proportion of all pupils – regardless of their age (including those who are "over-age") – who attend primary school, expressed as a percentage of the age group for whom attendance of primary school is compulsory (the rate can exceed 100%))</p>	<p>National: 83.9%</p> <p>Girls: 85.7% (2009)</p> <p>Boys: 82% (2009)</p> <p>Total / girls %</p> <p>Kaolack: 65.1 / 68.6</p> <p>Fatick: 104.4/ 109.3</p>	<p>National: 86.4%</p> <p>Girls: 92.6%</p> <p>Boys: 80.4%</p> <p>Total / girls / boys %</p> <p>Kaffrine: 47.3 / 55.3 / 39.7</p> <p>Kaolack: 77.2 / 83.4 / 71.5</p> <p>Fatick: 86.9 / 91.5 / 82.6</p>
<p>2) The primary school completion rate rises</p> <p>(Proportion of pupils who complete the final year (year six) of primary school, expressed as a percentage of the total number of primary school pupils.)</p>	<p>National 56.7%</p> <p>Total / girls / boys %</p> <p>Kaolack: 41.04 / 40.59 / 41.46</p> <p>Fatick: 62.89 / 68.33 / 58.35</p>	<p>National 59.8%</p> <p>Total (2018)</p> <p>Kaffrine: 29.6%</p> <p>Kaolack: 53.2%</p> <p>Fatick: 60.5%</p>
<p>3) The repetition rate is less than 3%</p>	<p>National 7.7%</p>	<p>National 3.68% (2018)</p> <p>Kaffrine 3.57%</p>

primary schools is included in the communities' development plans or has been added) and appropriate proportionate costs for the provision of a drinking water supply, which may be very high in the case of very deep drilling.

⁴ https://education.sn/sites/default/files/2019-08/RNSE_2018_-DPRE_DSP_BSS-vf_juillet2019.pdf

<p>(Percentage of pupils who repeat a year at primary school, all years. The total number is the number of pupils who are enrolled in the same year group as the previous year, expressed as a percentage of all pupils enrolled in primary school.)</p>	<p>Kaolack: 16.2% Fatick: 14.6%</p>	<p>Kaolack 4.63% Fatick 4.32%</p>
<p>4) The transfer rate from primary to lower secondary school (= year six) increases (Proportion of pupils who successfully complete primary school and then attend the next stage of schooling, expressed as a percentage of the total number of primary school pupils.)</p>	<p>National 71.8% (Under the FTI, a rate of just 62% was specified, though we were unable to verify this.)</p>	<p>2017: National 68.2% Total / boys / girls % Fatick 66.2 / 69.2 / 63.8 Kaffrine 51.6 / 54.9 / 49.1 Kaolack 65.6 / 68.9 / 62.7</p>

At national level, a clearly positive trend has been recorded for the conventional performance rates in the primary school sector over the past two decades, though these have rather stagnated in recent years and even started to decline in some regions. The successes achieved for repetition and completion rates must be viewed critically as the final exams were abolished as part of the FTI. Most of the indicators were not achieved in the project regions. When looking at the figures, the Kaolack region is an exception: at least some of the improvements may also be the result of its separation from the Kaffrine region, which has the worst performance figures.

The picture of the schools financed as part of the project is fundamentally positive: Based on the data available (questionnaires), conversations in and impressions from the schools and discussions with the project-executing agencies and donors, it can be concluded that the learning and teaching conditions at the project schools have improved considerably. According to the teaching staff at the visited schools, improvements to learning success were achieved, as was an increase in pupil figures in recent years (an average of +11% and thus above the national trend). During the visits, the schools reported sufficient availability of teaching staff, while in contrast the national Ministry of Education still regards teacher availability to be inadequate – particularly in rural areas.

It must be noted that primary education is affected by a number of socio-economic factors, which are outside of the FC project’s sphere of influence. It can be observed that boys are often not sent to school by their parents, but have to work. Girls, on the other hand, are often allowed to attend school at first, but are married off at a very early age and then dropped out of school – at least in rural areas. The gross enrolment rate for girls in the primary school sector was already higher than the rate for boys during the appraisal stage. Focusing on gender for the financing of school infrastructure in the primary education sector only is therefore short-sighted from today’s perspective. The construction of separate latrines and the provision of water made it easier for girls to attend school, while the parent-teacher committees contribute to girls’ education through awareness-raising campaigns.

One positive aspect worth noting is that small companies from the region were employed to perform and monitor the building work, which boosted employment and strengthened the skills of these companies.

The FC project’s contribution to the quantitative improvement of primary education is rated as positive for the project schools, but remains below expectations.

Impact rating: 3

Sustainability

In terms of the sustainability of the project schools, the picture is very mixed. In general, the state of up-keep is relatively good as the buildings were constructed to be low-maintenance. However, the condition depends heavily on the commitment of the individual parents and teachers (see Effectiveness).

Based on the 1996 decree law, the decentralisation process started in the 1960s was significantly advanced. As well as being given more responsibility, the local authorities and municipalities were also given funds for areas including education. Combined with their own revenue, the Collectivités Locales (rural communities and municipalities) have since been formally responsible for safeguarding the ongoing operation and maintenance of schools, but in reality they remain technically and financially overwhelmed by this task.

The most important public provider of funds for the maintenance of educational infrastructure is the Senegalese government, which provides an average of 45%⁵ of the funds. The central government body directly transfers FCFA 2,500 (around EUR 3.80) per pupil per year to the account of the parent/teacher Comités. However, according to the information provided, this process is often delayed, which means that the parents' own contributions are the most reliable source of financing, providing an average of 42% of the funds needed for maintenance. This is a significant sum in a population where 38% have to live on up to USD 1.90 per day (PPP)⁶. The international donor community (8.84%) and local authorities (2.46%) provide smaller contributions. Smaller repair measures (for example on school furniture) are normally performed by the parents and teachers themselves, though not at all schools. As part of the project, tool boxes were handed out to the majority of schools and these are also clearly used to perform smaller repairs. The implementation consultant drew up a maintenance scheme and corresponding trainings were carried out with school representatives. A sustainable use of these measures is no longer apparent as the measures were not (no longer) known by the people interviewed in the field. Larger repairs, particularly the fixing of cracks in walls, holes in floors or on terraces, or erosion damage, are not carried out. Another factor that adversely affects this problem is that some of the concrete used was sub-standard, causing damage to occur more quickly.

Poor maintenance at some of the schools is also observed by other donors and is a systemic issue. We are not aware of a nationwide maintenance system and the rising costs associated with growing infrastructure are not covered by the government.

From our perspective, the FC project and its transformation of makeshift structures into solid school buildings make a lasting contribution to quantitative and qualitative improvements in the primary school sector, even though there is need for improvement in the maintenance of the infrastructure provided.

Sustainability rating: 3

⁵ https://education.sn/sites/default/files/2019-08/RNSE%20_2018%20%20-DPRE_DSP_BSS-%20vf%20juillet%202019.pdf

⁶ <http://uis.unesco.org/en/country/sn>

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being **relevance, effectiveness, efficiency** and **overarching developmental impact**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

Level 1	Very good result that clearly exceeds expectations
Level 2	Good result, fully in line with expectations and without any significant shortcomings
Level 3	Satisfactory result – project falls short of expectations but the positive results dominate
Level 4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
Level 5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
Level 6	The project has no impact or the situation has actually deteriorated

Rating levels 1-3 denote a positive assessment or successful project while rating levels 4-6 denote a negative assessment.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (level 3).