



## 1. Project Data

Project ID  
P116783

Project Name  
SN EFA-FTI Catalytic Fund

Country  
Senegal

Practice Area(Lead)  
Education

L/C/TF Number(s)  
TF-94753

Closing Date (Original)  
31-Dec-2011

Total Project Cost (USD)  
81,500,000.00

Bank Approval Date  
09-Jul-2009

Closing Date (Actual)  
30-Sep-2014

	IBRD/IDA (USD)	Grants (USD)
Original Commitment	0.00	81,500,000.00
Revised Commitment	0.00	79,674,937.97
Actual	0.00	79,674,937.97

Sector(s)  
Primary education(90%):Public administration- Education(10%)

Theme(s)  
Education for all(90%):Gender(10%)

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## 2. Project Objectives and Components

### a. Objectives

According to the Project Appraisal Document (PAD, page 3) and the Grant Agreement (page 5), the objective of the project was as follows:

- To contribute to the Government's goal of attaining universal primary education by 2015, through construction, extension and equipment of classrooms and ancillary buildings.



- b. Were the project objectives/key associated outcome targets revised during implementation?

No

- c. Components

1. Construction and equipment of classrooms (Appraisal: US\$ 65.6 million; Actual: US\$ 67.4 million): This component aimed to increase the number of available spaces in primary schools. Activities included: construction and equipping of 2,010 classrooms in existing schools that were over-capacity; construction of 1,900 classrooms to replace temporary school structures (i.e. rented or borrowed space, temporary or inadequate materials); and construction of 450 classrooms in new schools, of which 300 would be in French-Arabic schools.
2. Construction of auxiliary facilities in existing schools (Appraisal: US\$ 7.5 million; Actual: US\$ 6.4 million): This component aimed to upgrade the condition of existing schools by providing water points, sanitary facilities, and administrative blocks (headmaster's offices and storerooms).
3. Coordination and monitoring/evaluation (Appraisal: US\$ 8.4 million; Actual: US\$ 6.2 million): This component aimed to support the coordination of construction activities as well as monitoring and evaluation of project implementation. Activities included: coordination meetings with Ministry officials, local government authorities, and school communities; supervision visits; and capacity building for the school construction directorate in the Ministry of Education.

- d. Comments on Project Cost, Financing, Borrower Contribution, and Dates

**Project cost**

- The actual project cost was US\$ 80.0 million, compared to the appraised cost of US\$ 81.5 million.
- Significant cost savings were realized from competitive procurement processes; the additional funds were used to construct 48 lower secondary schools, 181 additional primary classrooms, two girls' secondary schools, and ten administrative blocks.

**Financing**

- The project was financed entirely by a Catalytic Fund Grant, which disbursed US\$80.0 million. The remaining undisbursed amount of US\$ 1.5 million was returned to the Grant Fund.

**Borrower contribution**

- There was no planned Borrower contribution.

**Dates**

- *November 2010*: Several implementing agencies were added to the project implementation plan to accelerate construction activities. The project closing date was extended from June 2011 to December 2012 to allow for completion of construction activities, which had experienced initial implementation delays.
- *December 2012*: The project closing date was extended from December 2012 to September 2013 to allow for completion of additional construction activities, which had been added due to cost savings generated from competitive procurement processes.
- *September 2013*: The project closing date was extended from September 2013 to September 2014 to allow for completion of activities.

### 3. Relevance of Objectives & Design



a. Relevance of Objectives

The objective to attain universal primary education was and is highly relevant to the country situation, in which the growing demand for primary education was outpacing the availability of adequate school spaces, particularly for upper primary grades. Temporary classrooms were being used as an interim measure, accounting for almost one-fifth of all classrooms at the time of project appraisal. Drop-out and repetition rates were also high (10.9% and 7.9%, respectively), due in part to inadequate facilities (lack of water and sanitation facilities), incomplete schools (not offering a complete cycle of grades), and failure to address causes of repetition. The objective was highly relevant to the Bank's prior Country Assistance Strategy (FY 2007-2010, which also covered FY 2011-2012 due to delays in preparing the next strategy), which identified improved quality of and access to basic education (primary and lower secondary) as a key objective. The objective to attain universal primary education remains broadly consistent with the current Country Partnership Strategy (FY 2013-2017), which identifies enhanced equity and quality of education as a key outcome. This objective also responds directly to the country's education sector plans (2000-2012 and 2013-2025) which prioritize increasing access to primary education.

Original Rating  
High

b. Relevance of Design

Achieving universal primary education required addressing barriers to enrollment, such as insufficient number of schools and classrooms, inadequate state of facilities to meet basic needs, lack of options that responded to community preferences (i.e. religious, cultural, and linguistic demands), and limited attention to girls' schooling needs. The project design responded to these barriers through support to construction and rehabilitation of primary schools and classrooms, and provision of water points and sanitation facilities. These project outputs, along with the quality- and management-focused interventions in the parallel Quality Education For All 2 project, were likely to achieve the intended outcomes of increased enrollment and completion. Selection of sites for new school construction was determined by several criteria, including communities' enrollment rates, distance from existing schools, number of school-aged children, availability of land, and lack of alternative funding. However, the construction of water points was more complicated than expected; also, the original planned project period of 2.5 years was "too short in light of the significant amount of infrastructure planned to be undertaken during the project life" (ICR, page 17).

Original Rating  
Substantial

## 4. Achievement of Objectives (Efficacy)

### Objective 1

Original Objective  
To attain universal primary education by 2015

Original Narrative

Outputs

*Construction of classrooms*

- Construction/upgrading of 4,977 classrooms (target: 3,910). According to the PAD (page 17), the total need was 5,239 classrooms. Of these, 2,591 classrooms were built in existing schools (target: 2,010), and 1,936 classrooms replaced temporary structures (target: 1,900).
- Construction of 198 new schools (target: 150), including 150 primary and 48 lower secondary schools. Of these, 100 were French-Arabic schools in regions where there was significant demand.

The ICR (page 38) reports that the quality of the civil works was mostly satisfactory.  
*Construction of ancillary facilities*



- Provision of water points in 538 elementary schools (target: 814). According to the ICR (page viii), the shortfall was due to the unexpectedly high cost and difficulty of reaching the water table.
- Provision of latrine blocks in 839 schools (target: 814). The ICR (page 38) reports on findings from the ICR mission, which observed in "a significant amount of the schools visited, that there were problems in terms of the proper functioning of the sanitary blocks. The Government, along with the [school management committees], plans to provide the necessary support to address any remaining issues."
- Provision of administrative blocks in 522 schools (target: 500).

#### *Other*

- Policy dialogue with government based on 2010 Bank-supported survey results (2010) on trends in repetition, drop-out and completion rates. This policy dialogue significantly contributed to the government's decision to eliminate the grade 6 competitive exam.
- Conducting of 10 meetings by the Construction Committee and Steering Committee (target: 8).
- Provision of software for deployment of teachers (co-financed by the Canadian International Development Agency), which was used to improve resource allocation at the school level.
- Strengthening of geographic information system for national school mapping.

#### Outcomes

##### *Enrollment*

- The gross enrollment rate increased from 90.1% in 2008 to 93.0% in 2014. This fell short of the target of 95.9%. According to the ICR (page 18), the shortfall was due to the decrease in number of repeater students (therefore indicating increased efficiency of the education system). The actual number of students enrolled in primary school increased from 1.62 million in 2008 to 1.89 million in 2014.
- The gross intake rate into Grade 1 decreased from 113.6% in 2008 to 108.9% in 2014. This surpassed the target of 110.3%. The goal was to decrease this rate, as a reflection of a reduction in the number of over-aged children entering Grade 1. The actual number of students enrolling in the first year of primary school increased from 337,000 in 2008 to 406,000 in 2014.

#### *Other*

Outcomes listed below are also reported in the ICR, although given the timeline of completion of school infrastructure, attribution to this project's interventions is unclear.

- The repetition rate decreased from 7.9% in 2008 to 3.0% in 2014. This surpassed the target of 6.8%.
- The primary completion rate increased from 58.45% in 2008 to 73.4% in 2014. This achieved the target of 70.4%.
- The dropout rate decreased from 10.9% in 2008 to 7.7% in 2014. This fell short of the target of 6.3%.
- The transition rate from primary to lower secondary education increased from 62 percent in 2008-2010 to 90 percent in 2011. (As this was not an original project indicator, no target was identified).

Achievement of the objective is rated Substantial due to evidence of increased enrollment. Main activities of construction and rehabilitation were largely completed and surpassed targets (with the exception of water points). However, while enrollment rates improved, the key indicator of gross primary enrollment rate fell short of the target.

Original Rating  
Substantial

## 5. Efficiency



The PAD (Annex 8) included a discussion of the economic rationale for investing in primary education and the disparities in enrollment by gender, rural vs. urban areas, and region. However, there was no specific economic analysis of the project. The ICR (Annex 3) provides a unit cost analysis for the project. For the construction of new classrooms, the unit cost was initially estimated at FCFA 5.5 million per classroom, a cost estimate that was widely used by government and donors (ICR, page 41). However, as a result of competitive procurement processes during the project, the unit cost decreased to FCFA 3.6 million - 3.9 million. As a result of these cost savings, additional civil works were implemented, including construction of 48 lower secondary schools, 181 primary classrooms, and 10 administrative blocks, and rehabilitation of two girls' secondary schools, all of which supported the achievement of outcomes. The use of a classroom prototype, which was standardized during the project period, also likely contributed to savings in construction costs. However, for the construction of water points, the actual unit cost was significantly higher than estimated. During the project period, it became clear that a number of water points could not be constructed due to the extensive excavation required. Additionally, the distance between some of the planned water points and the main national and rural water lines was much greater than expected. Therefore, the actual unit cost per water point was US\$ 2,479, compared to the appraised estimate of US\$ 1,398. The project funds supported the installation of 538 water points, falling far short of the planned 814. Also, there were significant delays in completing the first phase of construction activities, as the main implementing agency (AGETIP) lacked sufficient capacity to supervise such large-scale construction. These delays contributed to extension of the project period by 2.5 years (double the originally planned project period), although the extension was also due in part to the additional civil works enabled by cost savings.

Efficiency Rating  
Modest

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate		0	0 <input type="checkbox"/> Not Applicable

\* Refers to percent of total project cost for which ERR/FRR was calculated.

## 6. Outcome

Relevance of the project objective is High, and relevance of the project design is Substantial. Achievement of the objective to achieve universal primary education is Substantial due to evidence of increased enrollment, although the key indicator of gross primary enrollment rate fell short of the target. Efficiency is rated Modest due to higher than expected cost of constructing water points (and therefore significant shortfall in number of outputs completed) and initial implementation delays that contributed to a project period that was double compared to planned. Taken together, these ratings suggest moderate shortcomings in the project's preparation and implementation, and therefore an Outcome rating of Moderately Satisfactory.

a. Outcome Rating  
Moderately Satisfactory

## 7. Rationale for Risk to Development Outcome Rating

Use of project-constructed classrooms to provide primary education is likely to be sustained, as the government has provided teachers for those classrooms and is starting to allocate budget to implement a maintenance policy for all schools. However, the effectiveness of local School Management Committees in managing and maintaining school facilities is yet to be established. The M&E system is still functional and



providing useful information for managing the sector. A follow-up Bank operation, the Quality Improvement and Equity of Basic Education Project, is continuing to provide financial and policy support to the basic education sector.

- a. Risk to Development Outcome Rating  
Modest

## 8. Assessment of Bank Performance

- a. Quality-at-Entry

The project was designed with a high level of participation from the government and other donor partners. It drew upon existing institutional arrangements (i.e. for disbursement and monitoring), which had already been well established under the government's education sector plan and the Bank's Quality Education for All 1 & 2 projects. The overall risk assessment was appropriate, although it did not identify the risk of over-stretched capacity of AGETIP (the lead civil works agency), which materialized as a significant factor in implementation delays. A feasibility study on the construction of water points was not undertaken during project preparation, which negatively impacted completion of this activity. The M&E framework was overall satisfactory, although the inclusion of longer-term quality indicators (such as repetition and completion rates) was less relevant given the timeline of completed construction activities. However, as noted in the ICR (page 3), it was standard practice at the time of appraisal to use key performance indicators taken directly from the government's (long-term) education sector framework.

Quality-at-Entry Rating  
Moderately Satisfactory

- b. Quality of supervision

According to the ICR (pp. 26-27), the Bank team worked effectively with the government to ensure the achievement of outcomes. The Bank team responded to the government's request to accelerate construction by adding several implementing agencies to construct schools, as well as by narrowing the geographic scope of AGETIP's activities to address its over-stretched capacity. According to the ICR (page 10), these actions "paid high dividends as construction activities gained significant momentum... and benefited from improved and increased monitoring and supervision." Additionally, the procurement processes for awarding construction contracts resulted in bids that were lower than expected as well as lower overhead costs; these led to significant cost savings and enabled increased construction activities in further support of the project objective. Analytic work conducted with Bank support (2010 survey) enabled a better understanding of the factors driving high repetition and dropout rates (grade 6 competitive exam and limited number of available spaces at the lower secondary level), which led to a key policy decision by the government to eliminate the grade 6 exam (ICR, p. 11). Implementation Supervision Report (ISR) ratings were consistent with project progress. There were no major problems reported in financial management or safeguards compliance.

Quality of Supervision Rating  
Satisfactory

Overall Bank Performance Rating  
Moderately Satisfactory

## 9. Assessment of Borrower Performance

- a. Government Performance

The project was strongly aligned with the government's sector strategy, and therefore the government demonstrated strong commitment to the project throughout the project period. This included high prioritization of primary education, effective coordination with donor partners, and active participation in project supervision meetings. The government also strongly supported an accelerated pace of construction and agreed to add several implementing entities to construct additional schools.

Government Performance Rating  
Satisfactory



b. Implementing Agency Performance

The Directorate for Education Planning and Reform (within the Ministry of Education) was the primary responsible agency. According to the project team, it was one of the few government agencies in the region with sufficient capacity to directly implement an education sector project. Construction activities were implemented as planned, even surpassed, albeit not within the original timeframe of the project.

AGETIP (the main public works and employment agency) implemented the first phase construction activities, given its prior experience in managing large civil works programs. However, the ICR (pages 9-10) notes some shortcomings in AGETIP's monitoring and supervision performance, due to insufficient manpower to manage the geographic scope of activities and the range of structures (i.e. classrooms, sanitary blocks, etc.) and a lack of qualified staff to ensure adherence to technical specifications. These shortcomings were largely resolved by adding several additional construction management agencies after the first project restructuring, thereby decreasing the scope of AGETIP's work commensurate with its available manpower. Notably, the procurement processes for awarding construction contracts resulted in bids that were lower than expected as well as lower overhead costs; these led to significant cost savings and enabled increased construction activities to further ensure achievement of outcomes. There were no major problems reported in financial management or safeguards compliance.

Implementing Agency Performance Rating  
Moderately Satisfactory

Overall Borrower Performance Rating  
Moderately Satisfactory

## 10. M&E Design, Implementation, & Utilization

a. M&E Design

The M&E framework was overall satisfactory, drawing upon the broader sectoral M&E framework and existing mechanisms. As noted above, the key project indicators included repetition, drop-out, and completion rates, which were not strongly attributable to the project activities given the timeline of construction. However, the "intermediate" outcomes identified (classrooms, schools, and water points constructed; and gross enrollment/intake rates) were more appropriate for the timeframe of the project and thus attributable to project interventions. Project monitoring was to be carried out by the Directorate of Planning and Education Reform, which was also responsible for monitoring progress on the overall sector program. The project design also included a two-phase approach to construction activities; while this was intended to provide an opportunity to take stock of the first phase and apply lessons to the second phase.

b. M&E Implementation

Overall, project monitoring and reporting were carried out regularly and enabled close supervision of implementation progress. The ICR (page 13) reports that quality of data "was generally adequate, and progress reports were satisfactory overall." The planned assessment of the first construction phase did not take place due to "insufficient time originally allotted to undertake this assessment prior to the beginning of second phase of the construction program" (ICR, page 8). Instead, a technical, safeguard and procurement analysis was carried out prior to the launch of the second phase, and regular monitoring also provided information on areas for improvement. Implementation of the M&E design was overall satisfactory and made a notable contribution to the monitoring and decision-making capacity of the government.

c. M&E Utilization

The ICR (page 14) reports that monitoring information was used consistently by the Bank and the implementing agencies to inform project decisions (for example, changes in needs of the communities and selection of additional construction activities). Based on the quality analysis conducted at the end of phase one of construction, a training workshop was organized for all contractors to help address common challenges.

M&E Quality Rating  
Substantial

## 11. Other Issues

a. Safeguards



The project was assessed as a Category "B" project due to construction of civil works. An Environmental and Social Management Framework was prepared under the parallel Quality Education for All 2 project. The ICR (page 29) reports that the construction agencies worked closely with the responsible Directorate to adhere to safeguards requirements.

The safeguard policy on Involuntary Resettlement (OP/BP 4.12) was also triggered, and therefore a Resettlement Policy Framework, again under the parallel Bank project, was developed. One minor resettlement issue which arose in the city of Thies was subsequently resolved.

**b. Fiduciary Compliance**

Procurement: Procurement performance was overall satisfactory and in compliance with guidelines (ICR, page 15). During project preparation, procurement capacity was assessed as adequate and training was provided during the project. As reported above, highly competitive procurement processes resulted in significant cost savings, which were used to finance additional construction activities.

Financial management: Financial management was rated overall Moderately Satisfactory with only minor shortcomings reported. The ICR (page 14) reports that some small ineligible expenditures by AGETIP were identified but subsequently reimbursed in full. Also, there were some instances of fund shortages in AGETIP's account, leading to some cash flow issues, as well as some incomplete or inconsistent documentation. External audits were on time and unqualified.

**c. Unintended impacts (Positive or Negative)**

None reported.

**d. Other**

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## 12. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Moderately Satisfactory	Moderately Satisfactory	---
Risk to Development Outcome	Modest	Modest	---
Bank Performance	Moderately Satisfactory	Moderately Satisfactory	---
Borrower Performance	Moderately Satisfactory	Moderately Satisfactory	---
Quality of ICR		High	---

**Note**

When insufficient information is provided by the Bank for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006.

The "Reason for Disagreement/Comments" column could cross-reference other sections of the ICR Review, as appropriate.

## 13. Lessons

Lessons drawn from ICR (pages 29-30) and adapted by IEG:

- A multi-phase approach to construction helps to take stock and modify activities as needed. In the case of this project, although a formal evaluation of phase one construction activities was not conducted as planned, a technical analysis was still carried out and led to introduction of significant changes, most notably the addition of two construction management agencies, to increase the pace of construction.
- The use of a standardized architectural design for classrooms can contribute to efficiency and ensure adherence to quality standards. In the case of this project, although there were some initial challenges in technical capacity to build according to specifications, the quality of civil works was considered overall satisfactory.
- Alignment with the government's sectoral program helps to increase efforts at coordination. In the case of this project, the government lent strong support to coordination among donors, as several different projects were being implemented in support of the common goal to achieve



universal primary education.

- Analytic work carried out during implementation can have meaningful impact on the direction and pace of reform. In this case, the 2010 survey undertaken with Bank support facilitated deeper understanding of the factors driving high repetition and dropout rates at the grade 1 and grade 5 level, leading to important policy changes.

#### **14. Assessment Recommended?**

No

#### **15. Comments on Quality of ICR**

The ICR has a strong focus on results. The quality of the evidence and analysis was careful and thorough, including balancing this specific project's contributions and outcomes against other (complementary) projects being implemented in the sector. Presentation of information adhered very clearly to ICR guidelines. Lessons were specific and informative for other catalytic fund projects.

- a. Quality of ICR Rating  
High