## PROJECT INFORMATION DOCUMENT (PID)
### CONCEPT STAGE

**Report No.: PIDC719**

<table>
<thead>
<tr>
<th><strong>Project Name</strong></th>
<th>Senegal Quality and Equity of Basic Education (P133333)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Region</strong></td>
<td>AFRICA</td>
</tr>
<tr>
<td><strong>Country</strong></td>
<td>Senegal</td>
</tr>
<tr>
<td><strong>Sector(s)</strong></td>
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</tr>
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<td>Specific Investment Loan</td>
</tr>
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<td><strong>Project ID</strong></td>
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<td><strong>Borrower(s)</strong></td>
<td>Ministry of Education</td>
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<tr>
<td><strong>Implementing Agency</strong></td>
<td>The Directorate of Planning and Education Reform, The Directorate of Planning and Education Reform</td>
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<td><strong>Environmental Category</strong></td>
<td>B-Partial Assessment</td>
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<td><strong>Date PID Prepared/Updated</strong></td>
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<td><strong>Date PID Approved/Disclosed</strong></td>
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### I. Introduction and Context

#### Country Context

1. Over the past decade, Senegal has been a politically stable country whose economic growth has averaged about 3.9 percent a year, constituting the first period in twenty years during which economic growth sustainably exceeded population growth. In 2005, it was estimated that 51% of the population was below the poverty line of approximately $1.25 per day. Poverty is lowest in the city of Dakar, although it is substantial in greater Dakar including surrounding townships (33%). On the other hand, fertility rates, population growth and dependency ratios remain high, although declining slowly.

2. In 2011, the average number of years of education completed by the Senegalese working-age population was estimated at only 3.6. More than half of the working-age population has never attended school; only 22 percent has some primary education; and 25 percent some middle or high school education while the proportion of 15-19 year olds who never attended school at all, dropped
from 47 to 35 percent over the past decade. These issues may certainly have some serious repercussions in the economy for future decades if not discussed. Next to those disparities, it is important to note that the large number of teachers’ unions (some of which politicized) make reform implementation difficult, particularly when recurrent strikes take place and end up impacting negatively school year duration and learning quality.

3. With the support of development partners, Senegal has prepared a new ten-year education program (2012-2022) that replaces the previous 2001 – 2012 program. The 2012 education Letter of Development Policy aims at achieving universal primary completion and increased access to the other levels; improved education quality at all levels notably learning outcomes at early primary grades; increased responsibilities and accountability on results; improve local communities involvement in school management; elimination of disparities including regional, gender, rich/poor, rural/urban and inclusion of students with disabilities. In addition to the construction of an average of 2,500 classrooms per year and the recruitment of an adequate number of teachers to sustain sector development, the Senegal education program also includes policy reforms, especially concerning budget allocation and management, staff management reform and reinforcing the implementation of a new curriculum.

Sectoral and Institutional Context

4. In terms of achievements, Senegal has historically demonstrated strong commitment to education by being among those countries that allocate a large share of its budget to it—34.4 % of the 2011 recurrent budget, of which 46% is allocated to primary education, nearly reaching the recommended EFA-FTI benchmark of 50 percent. Good progress has also been made in improving access to education. Gross enrolment rate at the primary level has reached 94 percent while the grade one admission rate is at 113 percent. Senegal has also been successful in improving the learning environment notably the pupil/teacher ratio currently at 37, one of the lowest in the region. Moreover, one of the most important accomplishments over the last years is related to the gender equity goals that have been met and for the most part exceeded. Senegal has always had a sector approach; hence while secondary education level has not benefited from the same level of investment the primary level has, it has not been left behind as in many other countries.

5. Additionally, Senegal has successfully implemented or started major reforms in the education sector including: (i) developing a new curriculum in primary education (2011); (ii) a learning assessment system has been established and national assessments are carried out and used regularly; (iii) teacher management systems have been strengthened by increasing qualifications at the BAC level, hiring at the regional level, revising pre-service training and certification approaches; (iv) donor coordination is functioning quite well; (v) a ten-year compulsory basic education has been implemented; and (vi) the authorities have been systematically and consistently moving school and sector management down to the regional level and closer to schools and communities.

6. However, although Senegal has made some undeniable progress in the education sector, an analysis of the overall quantitative performance of the education system shows that there is plenty of room for improvement especially given the high level of public financing and the amount of resources used. For instance, the primary completion rate at 65 percent is still low despite a sharp decrease in repetition rates to 3%. According to a recent survey, the most important reasons for dropping out at grade one were the low financial means of the parents (21 percent), lack of Arabic as learning language at school (19 percent), health problem (14 percent) and the need for children to
support their parents (14 percent).

7. On the other hand, Senegal will not be able to achieve the MDGs in education if regional disparities and regional equity issues (including between economic groups) are not taken care of. Five regions out of fourteen are lagging behind due to an education provision that does not meet the specific demands of a population requesting a closer alignment to its religious belief. With PARRER (JSDF TF) support, the Ministry of Education has developed a national curriculum adapted to Koranic schools. The regions of Kaffrine, Diourbel, Tambacounda, and Matam are lagging behind and need to accelerate to catch up with the rest of the country.

8. Learning levels are still low and according to the PASEC assessment of learning outcomes in mathematics, only 62 percent of students in grade 5 acquired the required skills in mathematics to continue their schooling without difficulties. Improving learning outcomes for all students will require greater focus on improving the accountability for learning results, teacher behavior and attendance in classes and pedagogic techniques used to teach children, providing incentives, and improving the learning conditions. Along with low learning levels, learning conditions are very poor at junior secondary level. Due to overcrowded junior secondary schools in urban areas or schools using shelters as premises in rural areas; 40 percent of junior secondary schools are under shelters with huge disparities.

9. Other relevant issues are the outdated programs (from the 70s) and learning methods still being used at middle schools level. The Government had put in place a working group that developed a new program that addressed those problems while redefining a curriculum, which prepares students for scientific and technical studies. Unfortunately, due to a lack of technical and financial support, the initiative has yet to be effective.

10. Financing of schools is also a problem that needs to be addressed. 21% of dropouts in Grade 1 are due to parents’ limited financial means. In other terms, better resource management is mandatory to keep children in schools as respectively 97% and 95% of recurrent education expenditure in junior and primary education is used to support salaries.

11. Along with resource management, there are discrepancies within the teachers’ qualifications. Newly recruited teachers are still trained with the old program. To that end, the Regional Centers for Training of Education Staff (CRFPEs) were created by decree to replace the former teacher training institutions. To reinforce the capacities of the teachers, the minimum academic requirement to entry CRFPE has been increased from Brevet de Fin d’Etudes (end of junior secondary) to the Baccalaureate to guarantee a good quality of teachers. In addition, the Government intends reform the education staff pre-service training.

12. There is a general consensus that school autonomy and accountability are key components of an education system that ensure education quality. The transfer of core managerial responsibilities to schools promote local accountability; helps reflect local priorities, values, and needs; and gives teachers the opportunity to establish a personal commitment to students and their parents. The lack of accountability for obtaining results is the main challenges that need to be tackled if Senegal intends to improve the outcomes of the education system. There is a need to move from an inputs- based system to a results-oriented management system.

13. The Government has undertaken a lot of actions to implement strategic plans to achieve the Development Policy goals for the Education Sector (2012-2025) by operationalizing the policies. It aims at mainly improving access, quality and governance. The Government has already started
implementation the mentioned policy and strategy. Relevant legal documents are being drafted and approved notably in strengthening the IAs and IEF, a consequent recurrent budget is allocated regularly, an annual investment budget of approximately US$50 million for the entire sector is allocated to build infrastructures and purchase equipment, management tools are being developed and used and required staff are being hired and trained to handle the development of the sector. To support the Government, the World Bank is using the following three main instruments: (i) the proposed Quality Basic Education, (ii) the DPO series (FY13-FY15) to handle the policy dialogue in better budget allocation and staff management and, (iii) analytical work to support the new technical and vocational education and training program.

Relationship to CAS

14. The project is aligned with pillar 2 of the CPS (2012-2017) aimed at enhancing equity and quality of education along with the Government’s National Strategy for Economic and Social Development (2013–2017) that has a specific pillar on Human Capital and Sustainable Development, pillar which acknowledges good quality basic social services, especially education, which is essential to human development. In addition, the project is fully aligned with the government education policy and strategy.

II. Proposed Development Objective(s)

Proposed Development Objective(s) (From PCN)

The project development objective is to improve learning outcomes for early grades and middle schools, and equity in access to basic education.

Key Results (From PCN)

The key results include: (i) improvement in learning outcomes for primary education students (especially among Grade 1 to 4 students); (ii) more equitable access to primary education and improvement of completion rate areas lagging behind; and (iii) improved learning programs for middle schools students.

III. Preliminary Description

Concept Description

The project supports the first phase (2012-2016) of the Senegal ten-year education program (2012-2022). It will address the need to move from an input-based system (books, classes, desks, blackboards) to a results-oriented management system which will focus on processes and improve learning outcomes, school performance and equity in terms of access for poor children in underserved regions. Thus, the project will : (i) introduce accountability mechanisms to improve the level of learning outcomes in terms of reading and mathematics in early grades of primary education, (ii) improve the quality of education in junior, secondary education but also (iii) improving the equity in access to education with a focus on children out of schools by ensuring that they receive a good quality of education.

The proposed project components are:

Component 1: Quality improvement of basic education

Subcomponent 1.1: Using performance-based contracts to improve accountability for the quality of services delivered at district level
This subcomponent is built on existing initiatives and will finance PBCs between all 14 Regional education authorities (IAs) and the 56 District education authorities (IEF) to improve the quality of education and school performance through teacher training, learning material incentives or remediation courses. IAs will sign the contracts, monitor the achievement of results, and report on the overall progress at regional level. Resources for each IA will be replenished based on the results achieved as measured by specific the Disbursement-Linked indicators. The performance-based contracts will have the following arrangements: (i) each IEF will prepare a detailed action plan and budget covering outputs and outcomes to be achieved in a four-year period. The agreements would be multi-year and contain: (a) funding commitments for the first year by budgeting proposed activities and objectives; (b) funding projections for subsequent years of the agreement; (c) agreed targets; and (d) indicators to monitor progress. Adjustments will be made yearly based on the achievement of targets; (ii) IAs representing the Government would negotiate with each IEF and will provide financial support to each plan; and (iii) a focus on building the capacity of IEFs to prepare and implement their plans and to IAs to negotiate and supervise. World Bank procedures will be used for procurement and financial management. The PBC will be a contract between the IA and IEF in the given region. In this contract, the IA, representing the Government agrees to pay a pre-determined amount of money. In return, the IEF will commit to improve the performance of the education sector at the district-level and the IA will provide the resources to finance the IEF action plan to improve results.

Subcomponent 1.2: Improving quality through improved school based management

This subcomponent support two mains activities: (i) local communities’ participation and oversight through School-Management Committees (SMCs) which will be support school activity, monitor the quality of service delivery, participate in the management of the transferred funds and report on the quality of service delivery and; (ii) funds to support the implementation of quality improvement agreements between IEFs and schools. The grants to schools will include bonuses for schools that achieve more than 80% of the targeted learning outcomes.

Subcomponent 1.3: Implement national program to develop sciences and math teaching and learning at middle schools level

This sub-component intends to improve the quality of middle schools with a focus on sciences and mathematics through the:
(i) reproduction and distribution of 33,000 teaching guides and training of all middle schools teachers to use them.
(ii) technical assistance to (i) amend to revise the decree n°77 –1102 of December 9, 1977 organizing the Inspection Générale de l’ Education nationale (IGEN) (ii) implementation of the revised curriculum for middle schools in order to improve mathematics and sciences place in formal middle schools program,
(iii) Grants to middle schools to implement the reformed program,
(iv) and renovation of the 8 existing Blocs Scientifiques et technologiques (BST) and the construction and equipment of 20 additional ones.

Sub-component 1.4: Improving pre-service teacher training
This sub-component aims to improve the qualification of teachers entering into the education system at the primary and junior secondary levels. This will support the Government program to decentralize the training of teachers at primary and middle school level. The project will finance:

(i) Consultants and workshops to design a new training program for CRFPEs aligned with the curriculum used in classes with a focus on pedagogic practices and referential to use these practices in classes.

(ii) Construction and equipment of 4 new CRFPEs. For a total need of 14 CRFPE, JICA has already financed the one in Dakar and intends to finance one additional. USAID will finance eight such centers.

Component 2: Equity in access and retention

Subcomponent 2.1: Construction and rehabilitation of schools in areas lagging behind and in underserved areas.

The project will finance the extension of the primary education network with the construction of 200 new primary schools in the 5 regions lagging behind (Kaffrine, Diourbel, Louga, Tambacounda, Matam). In addition, the project will finance with the Government resources the following replacement of schools in shelters: (i) 1861 primary schools replace existing ones in shelters, (iii) 259 junior secondary schools existing ones in shelters; and (iii) 22 high schools in rural areas to replace existing. To build this ambitious construction program, the Government intends to use a Public Private partnership modality meaning with IFC support. The private sector will be contracted to design and build the infrastructures according to the Government requirement. The facilities will be operated by the private sector and the education will use them during a defined period by paying fees. At the end of the period, the infrastructure will be transferred to the Government.

Subcomponent 2.2: Grants for results to selected Koranic schools based on an agreement

The project will support 100 interested and motivated Koranic schools by providing resources to finance the rehabilitation of the infrastructure, additional French teachers’ fees, learning material and incentives for the headmaster. In return, the schools will commit to adjusting the curriculum and achieving learning results as measured by indicators measuring the level of proficiency in reading and mathematics. A call for interest will be published during project preparation and contracts will be prepared, assessed and agreed between the IDEN and the schools. USAID has already developed a similar strategy that will be reinforced and scaled up.

Component 3: Project management and capacity building

Subcomponent 3.1: Project Implementation and Management

This subcomponent will support the implementation of the project. It will finance equipment, staff training, and preparation of monitoring reports and technical assistance to the DPRE, the DAGE, and the Directorate of fundamental education, the IAs, the INEADE, and the ARDs.

Subcomponent 3.2: Development of a Monitoring and Evaluation system (IDA)

Adequate implementation of this sub-component is critical for the project, notably to have consistent data to monitor indicators at central and regional levels and to easily follow the execution of the performance-based contracts for each IEFs. This sub-component will help build a monitoring
and evaluation system both at the sector level and at IAs and IEF levels. At central level, the project will also support: data collection and analysis, technical assistance, studies, computers, servers, software and informatics infrastructure as well as training for the central level. The IA level will be supported through the education capacity development Trust Fund.

Subcomponent 3.3: Strengthening the deconcentration of the education sector
This component is fully financed by the CIDA Trust fund of $US3 million and aims at supporting decentralization efforts in the education sector. The following activities will be undertaken: a) the new Decree redefining the mandates of academic inspectorates (IAs) and departmental inspectorates (IDENs) will be implemented, b) job descriptions and profiles for IAs and IEFs will be finalized, and the qualifications of current staff responsible for IAs and IDENs will be evaluated; c) a training and equipment plan will be developed, as well as a communications plan; d) staff championing change will be identified and trained; e) employees will be reorganized/redeployed, assigned, or recruited; f) equipment will be procured; and g) training activities will be conducted. Activities that will be selected are those that help to bring changes in professional and management practices. Activities do not include infrastructure work, operating costs, and costs arising directly from government activities.

This sub-component is flexible in identifying and supporting specific capacity-building activities needed to help strengthen IAs and IDENs as these entities are heterogeneous. The Ministry will identify activities annually and submit them for review by the fund’s financial partners through the Steering Committee.

IV. Safeguard Policies that might apply

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V. Tentative financing

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<td>Education for All - Fast Track Initiative</td>
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VI. Contact point

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