

Country Name	The project for the construction of classrooms of elementary and lower secondary schools
Republic of Senegal	

I. Project Outline

Background	The government of the Republic of Senegal aimed to achieve 100% enrollment for elementary education by 2015 and 50% for lower secondary education by 2007. In order to do so, the government planned to construct 2,500 elementary school classrooms per year and 500 lower secondary school classrooms per year. However, due to the budget constraint, the government only constructed 1,250 classrooms per year in total (2006) and hence needed support for attaining the target. .				
Objectives of the Project	To improve the educational environment (relaxation of overcrowded classrooms and improvement of access to education) of elementary schools in 5 regions (Dakar, Thiès, Louga, Fatick and Kaolack) and of lower secondary schools in 3 regions (Dakar, Thiès, and Kaolack) by constructing classrooms, director's offices and toilets and by procuring furniture.				
Outputs of the Project	1. Project sites: (1) 5 regions (Dakar, Thiès, Louga, Fatick and Kaolack) for elementary education, (2) 3 regions for lower secondary education (Dakar, Thiès, and Kaolack) 2. Components: (1) The project is implemented by the Grant Aid for Community Empowerment scheme (2) Construction of 287 classrooms (247 for elementary schools and 40 for lower secondary schools) and 49 director's offices and 58 toilet blocks in 60 sites. (2) Procurement of furniture at the above schools (3) Technical Assistance (hereinafter referred to as 'soft component') for strengthening school management committees (Comité de Gestion d'Ecole ; CGE)				
Ex-Ante Evaluation	2006	E/N Date	5 December, 2006	Completion Date	26 August, 2010
Project Cost	E/N Grant amount: 996 million yen, Contract Amount: 969 million yen				
Implementing Agency	Ministry of Education (Currently, Ministry of National Education)				
Contracted Agencies	The procurement of the Project is done by the Japan International Cooperation System under the Agent Agreement with the Ministry of Education. Local Consultants : SATA AFRIQUE S.A.R.L Contractors : BAOL Construction (Lot 1), SOCETRA (Lot 2), EGEEB (Lot 3), ESMB (Lot1and Lot 4) Suppliers : A2ME SARL, SENEPRES, SISMAR				

II. Result of the Evaluation

1 Relevance	This project has been highly consistent with Senegal's development policy, such as improvement of access to basic education under the Basic Principles of Ten-Year Education and Training Plan (2000) and Projet d'Amélioration de la Qualité, de l'Équité et de la Transparence de l'Éducation et la Formation 2013-2025(PAQUET-ET, Project for Improvement of Quality, Equity and Transparency of Education and Training), and development needs to fill the gap of shortage of classrooms in elementary and lower secondary schools, as well as Japan's ODA taskforce meetings and JICA's Country Assistance Implementation Plan for prioritizing education, at the time of both ex-ante and ex-post evaluation. Therefore, relevance of this project is high.
2 Effectiveness/Impact	<p>The project has somewhat achieved its objectives, "to improve the educational environment (relaxation of overcrowded classrooms and improving access to education) of elementary schools in 5 regions (Dakar, Thiès, Louga, Fatick and Kaolack) and of lower secondary schools in 3 regions (Dakar, Thiès, and Kaolack)."</p> <p>The number of students who study at the target schools has increased, however, the number of students enrolled at the target elementary schools has not reached the target as the output was not produced as planned (the number of classrooms actually constructed is smaller than the plan). It can also be explained by the fact that an elementary school at Fatick city has just opened in 2014¹ as well as the fact that the displacement of populations due to flooding (2 years ago) in 2012 have affected the number of students in the target schools in Dakar .</p> <p>The education environment is relatively good as the average number of students per classroom of the target elementary schools (approximately 52) at the time of ex-post evaluation meets the government standard (53) of 2006, and has improved from the national average of 70 at the time of ex-ante evaluation. As for the schools visited for this evaluation², they have even better environment with the average number of students/classroom of 40. However, there is still a room for improvement as the government standard has become 45 at the time of the ex-post evaluation, and some of the lower secondary schools practice class rotation ("class rotation" is used when the number of educational classes (group of students) exceeds the number of physical classrooms) to handle the higher number of students per class than that of the national standard. Nonetheless,</p>

¹ Until 2014, the school was used for training of teachers, which was not the intended use of the project. JICA Senegal office requested the Ministry of National Education to meet the purpose for which the school was built, i.e., hosting elementary school students. As a result, the school started hosting elementary school students in 2014.

² The evaluation team visited 2 elementary schools in Fatick, 3 elementary schools in Kaolack and 1 lower secondary school in Kaolack.

most of the classrooms are adequately used in accordance with the intended purpose, and teachers and students as well as parents are satisfied with the physical quality of classrooms and toilets constructed under the project.

As for impacts, as a result of the improvement of the educational environment, several directors interviewed revealed that students are more motivated to study, and explained that the project contributed to the improvement of the academic results of students³.

Parents have become aware of the importance and role of school in the education of their children. Moreover, parents who are members of the CGE take part in activities to promote the CI (grade1) children's enrollment. Because of this CGE awareness raising activities and the proximity of school to their houses in some areas, the attendance and enrollment rate at the schools visited for this evaluation has significantly improved. According to the interview with directors (e.g. Director of Tataguine2 CGE), enrolment of girls has increased by the construction of toilets in the project, which has been facilitated with other initiatives by the government and contribution of CGE for raising awareness of the importance of girls' education by visiting each house and discussing with opinion leaders such as village heads and imams. The target region-wise, some improvements are observed including the transition rate from elementary to lower secondary schools (See figure 1). No negative impact on social and environment aspects is observed at the ex-post evaluation.

Although many positive aspects are observed, as the project has not achieved the target number of students, the effectiveness/impact of the project is fair.

Quantitative Effects

Indicator	Year 2006 (before the project) Actual value	Year 2009 (target year) Target value	2010/2011 (academic school year starting from October to June) (target year) Actual value	Year 2014 (ex-post evaluation year) Actual value
Indicator 1 Number of students estimated to study at the target 60 elementary schools in the target 5 regions (Actual 52 schools)	12,197	22,740	14,733	17,131
Indicator 2 Number of students who study at the target 8 secondary schools in the target 3 regions	1,748	2,400	6,017	8,683

Source: Direction de la Planification et de la Reforme de l'Education (DPRE)/Ministry of National Education

3 Efficiency

Although the project cost was within the plan (ratio against the plan: 97%), project period significantly exceeded the plan (ratio against the plan: 158%). This is because insufficient capacity of local contractors led to the significant construction delay, and therefore, some contracts were terminated and reselection of contractors was necessary. Outputs have been changed (the number of facilities to be constructed and the furniture to be procured have reduced) due to price escalation and foreign exchange loss. For details, the scope was changed from 314 classrooms, 56 director's office, and 288 toilet blocks in 68 sites to 247 for elementary schools and 40 for lower secondary schools and 49 director's offices and 58 toilet blocks in 60 sites. Therefore, efficiency of this project is fair.

4 Sustainability

The operation and maintenance of the school facilities constructed by the project have been carried out by each school, and CGE is a main body of school management and in charge of improvement of education environment (improving maintenance of infrastructure of schools and the quality of education)⁴. Inspection d'Académie (IA) and l'Education et de la Formation (IEF), regional and departmental offices of Ministry of National Education, are responsible for the training of CGE members and are also in charge of monitoring their activities. With the support of the project (soft component for strengthening the capacity of CGEs to draw up and implement the school facility management and sanitary education plans), all 52 target elementary schools established CGEs and have become function well at the time of the ex-post evaluation⁵. However, while the local governments are supposed to support the maintenance of schools, their involvement in the school operation and maintenance remains insignificant as they do not have sufficient financial resources to cover the needs of schools.

Technically, after the support under the soft component, CGEs are able to develop maintenance action plans continuously. In accordance with the plans, activities of repair of equipment such as desks, walls or tables are conducted. In addition, awareness raising activities on the importance of children education and that of involvement of the whole community in school management, as well as management activities such as seeking partners and funding for schools (NGOs) have been

³ One of the examples of improvement in academic result is observed at Tataguine2 School in Kaolack where the success rate in the grade-six exam was 48% in 2009, whereas the success rate became 86% in 2013.

⁴ The government is in direction to allocate resources directly to schools through the CGEs, and therefore, schools are required to have CGE to receive resources.

⁵ The soft component does not include the target schools in Louga where the support for CGEs was implemented by a JICA technical cooperation project "Project on the Improvement of Educational Environment" (PAES).

implemented⁶. Although CGEs receive technical support from IAs, and especially from IEFs such as inspection and monitoring of CGEs, it is not clear whether the Ministry of National Education is able to further follow up to strengthen the capacity of CGEs.

Financially, according to the schools visited during the evaluation survey and interviews with the Ministry of National Education, the target schools are able to receive budgets for maintenance from the government to some extent and are able to collect contributions from parents to cover maintenance costs. There are some CGEs that are conducting income-generating activities which allow them to better meet maintenance needs.

As for the current status of operation and maintenance, generally, classrooms, director' offices, toilets and equipment constructed/procured by the project are in good condition. Some minor problems are observed (e.g. student desks' screws fall out), but the repair costs will be covered by CGEs. A major exception is Ndangane 3 school in Kaolack which has multiple problems⁷. Regarding the maintenance activities of classrooms and equipment, CGEs carry out maintenance based on the maintenance action plans they develop.

As there are some problems in the institutional and technical aspect, the sustainability of this project effect is fair.

5 Summary of the Evaluation

The project has somewhat achieved its objectives, "to improve the educational environment (relaxation of overcrowded classrooms and improving access to education) of elementary schools in 5 regions and of lower secondary schools in 3 regions". The number of students who study at the target schools has increased and the education environment has improved, however, the number of students in elementary school did not reach the target. The positive impacts are found that CGE activities somewhat contributed to students' motivation to study and raise parents' awareness of importance of education.

As for sustainability, there are some problems in the institutional and technical aspects, with the limited participation of local governments and unclear future technical support to CGEs from the ministry. For efficiency, the outputs have been changed and the project period exceeded the plan.

In light of the above, the project is evaluated to be partially satisfactory.

III. Recommendations & Lessons Learned

Recommendations to implementing agency:

1. Based on the mandate, greater involvement of local governments, such as budget support of renovation for buildings, and provision of textbooks, workbooks and so forth is needed in ensuring implementation of the maintenance action plan of schools each year.
2. For Ndangane 3 school, Municipality of Kaolack or Ministry of National Education is recommended to construct a wall as soon as possible to ensure a better school environment
3. Ministry of National Education is recommended to strengthen the capacity of directors in management and leadership in order for CGEs to function better.

Lessons learned for JICA:

1. In a school construction project, the strong involvement of communities should be encouraged. Communities are able to contribute to the management of schools significantly and ensure sustainability of project effect.
2. Careful site verification before construction is needed. One of the schools (Ndangane 3) under this project has been facing a problem that domestic wastes are always discharged by the neighborhood as the school site is surrounded by mechanic garages, restaurants and others. It is necessary to examine carefully the engagement of the beneficent government at the study stage, if there is a particular environment.



Students in class at Ndangane 3 school



A view of the building of Koutal school

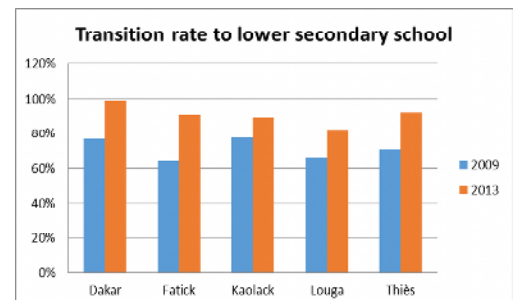


Figure 1

⁶ In addition to the soft component of the project, with the support from the "Project on the Improvement of Educational Environment Phase2"(JICA's technical cooperation, PAES2), CGEs are better equipped in the area of management because the presidents and treasurers received training with suitable modules to improve and strengthen their capacities to develop realistic and achievable action plans and conduct management activities. All target schools under this grant aid project are supported by this PAES2 project.

⁷ The school has following problems. (i) a rainwater drainage problem affected the building foundation (The CGE made some efforts but the problem has not been solved fundamentally). (ii) domestic wastes are always discharged by the neighborhood due to no enclosure wall in between the school site and surrounded mechanic garages and restaurants. According to the CGE, they have been asking for the construction of an enclosure wall since 2011. (iii) There is no water connection, although the municipality agreed to pay water bills.