

Ex-Ante Evaluation (for Japanese ODA Loan)

Africa Division 4, Africa Department,
Japan International Cooperation Agency

1. Name of the Program

- (1) Country: The Republic of Senegal
- (2) Program Site/Target Area: The whole country of Senegal
- (3) Program: Development Policy Loan for the Education Sector
- (4) Loan Agreement: December 28th, 2022

2. Background and Necessity of the Program

- (1) Current State and Issues of the Education Sector and Priority of the Program in Senegal

The Republic of Senegal has set the goal to become an emerging country based on social solidarity and the rule of law by 2035, in its national development plan “Plan Senegal Emergent (PSE)”, and human development in industrial fields through enhancing science and technology sector is set as one of its important goals. In order to achieve these goals, Senegal announced the primary policy of enhancing science and mathematics education in an education sector development plan (2018 to 2030) named “Program for improving quality, equality and transparency of education and formation (PAQUET-EF),” and has been working to enhance access, quality and governance of education.

However, Senegal still has a lot of issues in access, quality and management of education. With regard to the access to education, the gross enrollment ratio for primary education has been increased from 69.3% (64.3% for girls and 74.4% for boys, World Bank, 2000) to 83.0% (88.9% for girls and 77.3% for boys, World Bank, 2020) in the past 20 years, which, however, is still lower than Sub-Saharan Africa’s average ratio of 99.9% (97.6% for girls and 102.1% for boys, World Bank, 2019). The primary education completion rate is as low as 60.5% (67.1% for girls and 54.1% for boys, World Bank, 2020), which is lower than that of the Sub-Saharan Africa’s average:70.4% (68.8% for girls and 71.9% for boys, World Bank, 2020). Both the gross enrolment ratio and completion rate are lower in the rural areas than in the urban area, and are widely different between regions within the country. The gross enrollment ratio for lower secondary education is as low as 50.7% (55.6% for girls and 46% for boys, Ministry of National Education (MEN), 2020), which is considered to be attributable to the low primary education completion rate and lack of lower secondary education schools and teachers.

As for the quality of education, the results of a standardized academic achievement test in French-speaking countries in Sub-Saharan Africa(CONFEMEN Programme for the Analysis of Education Systems (PASEC)) , conducted in 2019, show that approx. 30% of final-year students in primary education do not have scholastic ability that they should have acquired (PASEC, 2019). Though there is an improvement from the previous test

(2014), there still remain issues in the quality of education. As mentioned before, the Government of Senegal has announced the enhancement of science and mathematics as one of priority policies, and sets the goal of increase the percentage of those specialized in science and mathematics up to 45% by 2030. However, the percentage as of 2020 remains 21.7% (19.9% for girls and 23.7% for boys, MEN), and it seems fairly difficult to achieve the goal. The background factors include poor educational environments (overcrowded classrooms, and shortage of classrooms), lack of teachers' capacity and knowledge, shortage of school inspectors who instruct teachers, inconsistency in curriculums between primary education and lower secondary education, and lack of specific strategies for promoting science and mathematics education. Regarding the governance of education sector and operational management, Senegal does not have strong underpinnings for providing effective and efficient education services. For example, it does not have sufficient capacities to secure and execute budgets, compiled data that provides the basis for educational administration, or involvement of local administration and school management committees.

Against this backdrop, Senegal has set up wide-ranging strategies in PAQUET-EF, including building classrooms and other infrastructures, training and employing teachers and strengthening their capacities, revising curriculums, preparing and distributing textbooks and other teaching materials, and developing strategies for promoting science and mathematics education. It has also brought up issues to be addressed in a cross-sectional manner, such as realization of gender equality, provision of education that leaves no one behind, enhancement of ICT, and development and more effective use of educational information management systems. Especially, promoting gender equality is a priority of PAQUET-EF, and Senegal has established a special unit for working on various gender mainstreaming activities. These efforts have resulted in improvement of girls' schooling conditions. Specifically, both the enrolment ratio and completion rate for girls have become higher than those of boys since 2008 for primary education and since 2014 for lower secondary education. On the other hand, the schooling conditions are widely different among regions, and drop out rates for both boys and girls approach nearly 20% as they approach the final year in primary and lower middle education. In view of these conditions, the country has been working to improve access to school for girls and boys not enrolling in school and help students to continue schooling.

Senegal is in the process of educational reform through these initiatives, and is expected to see remarkable increases in the school-age population (from 2.63 million children for primary education and 1.54 million children for lower secondary education in 2021 to 3.5 million children for primary education and 2.04 million children for lower secondary education in 2030, MEN), thus the country will see further growing needs for education. The government has allocated approx. 15% of the national budget to education (555.8 billion FCFA for FY2021). However, the allocated budget is not enough to meet the growing needs and the budget is expected to have a financial gap of approx. 20 billion yen every year. In addition, the national budget deficit for FY2021 was 964 billion FCFA

(approx. 1.5 billion dollars) and is expected to be 738 billion FCFA (approx. 1.1 billion dollars) for FY2022. The government revenue has been declining due to the coronavirus crisis in 2020, the situation in Ukraine in 2022, and the economic sanctions against Mali imposed by the Economic Community of West African States. The situation shows that it will become more difficult to allocate a sufficient budget to the education sector in the future.

JICA has launched a basic education improvement program with the aim of improving learning environments for children, and has contributed to improve the access to education (construction of elementary and junior high schools), the quality of education (strengthening of the capabilities of science and math teachers in primary education), and the management of education (improvement of elementary school management). Currently, the JICA has been implementing a technical cooperation project as well as dispatching a technical advisor for education (2021 - 2023), offering advice at policy level and facilitating collaboration with other donors. In order to disseminate and put in place the results of the previous cooperation across the country, the Government of Senegal has requested JICA for a loan program.

Based on the pressing and medium-and-long term needs of the country, the Development Policy Loan for the Education Sector (hereinafter called the “Program”) was formulated to enhance science and mathematics education by providing financial support through various activities: improvement of the school environments for compulsory education (primary and lower secondary education curriculums), improvement of schooling and retention of girls, development and distribution of teaching materials, strengthening of teachers’ capabilities, and improvement of the management of education. The Program is positioned as a high-priority program in PAQUET-EF to improve access, quality and governance of education.

(2) Japan’s and JICA's Cooperation Policy and Operations in the Education Sector

Japan's Country Development Cooperation Policy for the Republic of Senegal (September 2020) defines “correcting differences and increasing resilience” as a priority area, and set “improving the quality of and access to social services and social security” as the development issue. And JICA identifies improving basic education as a priority area in JICA's Country Analysis Paper for the Republic of Senegal (October 2020), and has been promoting a basic education improvement program based on this priority area.

The Program contributes to the commitment which was announced by the Japanese Government in In TICAD 7: providing quality education to 3 million children. Furthermore, JICA has set “quality education for all” as its issue-specific strategy, and has developed “improvement of learning, based on the development of textbooks and learning materials”, “improvement of education through community collaboration (commonly called “School for All”)", and “education that leaves no one behind” as its initiatives(clusters) to achieve this goal. This program is in line with these international commitments and the policies and analysis of Japan and JICA.

(3) Other Donors' Activities

Developing partners collaborates to support the implementation of PAQUET-EF, though their priorities are slightly different each other. The World Bank has been offering financial support mainly for the science and mathematics in lower secondary education through “Program for Quality Improvement and Equity of Education” (PAQEEDB-AF extended phase) (2018 to 2021, 60 million USD). The French Development Agency (AFD) has been working to improve access, to develop capacity of science and math teachers in secondary education, to support the development of learning assessment strategies, and to improve management (promote more effective use of the educational information management system “SIMEN”, and help the regions to develop education development plans, etc.) through with the “Program to Support the Development of Education in Senegal” (PADES, 2019 to 2022, 72.7 million Euros). About half of the budget of PADES is financed by the Global Partnership for Education (GPE), an international fund established specifically to address education issues under the lead of the World Bank in 2002, and partly financed by the Japanese government. Canada has been contributing the promotion of gender equality by partly funding the World Bank’s program, and is in the process of forming financial support for improving access to and retention in school.

3. Program Description

(1) Program Description

- ① Project Objective: The objective of the Program is to formulate and implement related policies by providing financial support to the government of Senegal to improve access, quality and management through strengthening science and mathematics education in primary and lower secondary education, thereby contributing to promoting the economic stabilization and development efforts of the Republic of Senegal.
- ② Program Components: The Program has 3 pillars in line with PAQUET-EF : (1) Improvement of access, (2) improvement of quality of teaching, and (3) Improvement of management and governance.
- ③ Project Beneficiary (target group) of the program: People of Senegal (16.74 million people)

(2) Estimated Program Cost (Loan Amount)

10,000 million yen (Japanese ODA loan: 10,000 million yen)

(3) Schedule

The Program starts with the signing of the loan agreement. The deadlines for achieving the policy actions will be April 2022, December 2023, and December 2024 respectively, and the loans will be disbursed upon the confirmation of the

achievement of each policy action. The end of the Program will be marked by the completion of the loan disbursement (January 2025).

(4) Program Implementation Structure

- ① Borrower: The government of the Republic of Senegal
- ② Executing Agencies: Ministry of National Education, Ministry of Finances and Budget, and Ministry of Economy, Planning and Cooperation

(5) Collaboration and Sharing of Roles with Other Donors

- ① Japan's Activity: Under the Basic Education Improvement program, JICA has dispatched a technical advisor for education (2021 - 2023) to support MEN to enhance its capability of policy planning; for this program as well, the technical advisor is expected to cooperate in monitoring the policy actions, which will be implemented by MEN. In addition, in the Project for Improving the Learning of Mathematics in Primary Education Phase 2 (in the period from 2020 to 2025) aimed to improve the basic arithmetic ability, JICA technically intervene in and support the activities of analysis of the curriculum of the primary arithmetic education, development and distribution of learning materials, enhancement of teachers' capacity, and improvement to school management through community collaboration. The implementation of the Program will encourage its nationwide dissemination and establishment in educational administration from both policy and financial perspectives, and will contribute to the rapid effect of educational improvement across the country.
- ② Other Donors' Activity: In cooperation with educational partners in Senegal along with the World Bank, AFD, and Canadian government, a joint coordination committee for financial support will be set up to monitor the policy actions in collaboration with the government of Senegal. As the World Bank has been engaged in supporting the development of learning materials for lower secondary science and mathematics education, the synergistic effects are expected by providing support for the development of learning materials for primary level through the Program. AFD has supported to develop of school maps, improving the guidance method for secondary science and mathematics education, supporting the development of a learning assessment strategy and the enhancement of SIMEN, and working on other activities. The Canadian government is planning to support the promotion and continuance of school attendance of girls.

(6) Environmental and Social Consideration:

- ① Category: C
- ② Reason for categorization: The Program is deemed to have minimal undesirable impact on the environment in accordance with the "JICA Guidelines for Environmental and Social Considerations" (promulgated in April 2010).

(7) Cross-Cutting Issues: The Program intends to distribute textbooks and workbooks for science and mathematics to all children, which is expected to help support poor and vulnerable populations.

(8) Gender Category:

[Gender case] GI (S) (Gender activity integration project)

<Details of Activities/Reason for Categorization> As the project formulation survey has verified that there remain large regional disparities in the enrollement and completion rate between boys and gilrs, activities related to the promotion and continuation of girls' enrollment are included in the policy matrix to encourage the development and implementation of girl's schooling and retention. Therefore, the activities are categorized as gender informed (significant).

(9) Other Important Issues: None in particular

4. Targeted Outcomes

(1) Quantitative Effects (Performance Indicators (Operation and Effect Indicators))

Indicator	Baseline (actual value in 2022)	Target (2027) [two years after the program completion]
Cumulative in budget allocation for the construction and the equipment for school improvement under the Program	0	Primary: 6,627 million FCFA Lower secondary: 4,995 million FCFA
Percentage of schools with functional and adapted hygiene blocks	Primary: 78.6% Lower secondary: 88.7%	Primary: 91.9% Lower secondary: 96.6%
Number of textbooks distributed under this program under the Program	0	Primary: 766,000 Lower secondary: 332,000
Number of workbooks distributed under this program under the Program	0	Primary: 3,470,000 Lower secondary: 731,000
Number of teachers trained in mathematics education under this program	6,326	19,000

Number of MEN staff trained on the program budget under this program	0	1,000
Number of School Management Committee(CGE) members trained under this program	3,163	9,500

Gross enrollement ratio (girls and boys) and completion rate (girls and boys) for both primary and lower secondary education, and the percentage of those specialized in science and mathematics in secondary education (of girls and boys) will be also monitored as a reference.

(2) Qualitative Effects

Improvement of school environment, improvement of teaching and learning of science and mathematics, reinforcement of capacity of education system

(3) Internal Rate of Return

Not calculated because the Program is a program loan.

5. External Factors and Risk Control

(1) Preconditions: None in particular

(2) External Conditions: None in particular

6. Lessons Learned from Past Programs

In the Basic Education Sector Support Project (ex-ante evaluation year: 2013), a yen-loan program for the Kingdom of Morocco, in coordination with other donors working on educational policy reform, JICA participated in joint reviews by stakeholders to monitor the policy actions developed in the program. As regular joint reviews on the progress of PAQUET-EF have been held by stakeholders in Senegal, JICA considers to use this framework to report monitoring results of the Program to share information with the parties concerned. In the Universal Health Coverage (UHC) Promotion Program (Phase 1), a yen-loan program to the Republic of Senegal, the importance of ensuring that the budget is distributed to the sectors to be supported to promote the implementation of the policy actions in the general financial support under the policy loan was pointed out. Based on the lessons learned above, JICA shares information with MFB, MEPC, and MEN from the program formation stage to confirm procedure and facilitate on budget allocation and support the formulation of budget request proposals in the educational sector.

7. Evaluation Results

The Program is consistent with the development issues and policies of Senegal as well as

Japan's and JICA's cooperation policies and analyses. It will contribute to strengthening the science and mathematics education in primary and lower secondary education through formulating and implementing related policies to improve access, quality and management of the education, and is expected to help achieve SDG 4 (education). Therefore, the need for the Program to be implemented is high.

8. Plan for Future Evaluation

(1) Indicators to be Used

As indicated in Section 4.

(2) Future Evaluation Schedule

Ex-post Evaluation: Two years after the program completion

End

Attachment: Policy matrix, Development Policy Loan for the Education Sector