

Document of
The World Bank

Report No: 19610-SE

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF SDR 36.7 MILLION
(US\$50 MILLION EQUIVALENT)

TO THE

REPUBLIC OF SENEGAL

FOR A

QUALITY EDUCATION FOR ALL PROGRAM

IN SUPPORT OF THE FIRST PHASE OF THE

TEN-YEAR EDUCATION AND TRAINING PROGRAM (PDEF)

MARCH 20, 2000

**Human Development II
Country Department 14
Africa Region**

CURRENCY EQUIVALENTS

(Exchange Rate Effective as of February 10, 2000)

Currency Unit = CFA Franc (CFAF)

CFAF 650= US\$ 1.00

US\$ 1.00 = CFAF 650

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

ADB	African Development Bank	EFI	Ecole de Formation des Instituteurs
AFD	Agence Française de Développement	ENS	Ecole Normale Supérieure
AGETIP	Agence d'Exécution des Travaux d'Intérêt Public	FAC	Fonds d'Aide et de Coopération
CIDA	Canadian International Development Agency	FDS	Fonds de Développement Scolaire
CMA	Construction Management Agency	HIPC	Highly Indebted Poor Countries
CNCS	Comité National de Coordination et du Suivi	IA	Inspection d'Académie
CONSEF	Conseil Supérieur de l'Education et de la Formation	IDB	Islamic Development Bank
CPAR	Country Procurement Assessment Review	IEC	Information, Education, Communication
CREA	Centre de Recherche en Economie Appliquée	IDEN	Inspection Départementale de l'Education Nationale
CTR	Coordinateur Technique Régional	INEADE	Institut National d'Etudes et d'Action pour le Développement de l'Education
CUR	Centre Universitaire Régional	LACI	Loan Administration Change Initiative
DAEB	Direction de l'Alphabétisation et de l'Education de Base	MCC	Management and Coordination Committee
DAGE	Direction de l'Administration Générale et de l'Equipement	MEN	Ministère de l'Education Nationale
DCES	Direction des Constructions et Equipements Scolaires	NGO	Non-Governmental Organization
DDI	Direction de la Dette et de l'Investissement	PA	Project Account
DEMSG	Direction de l'Enseignement Moyen et Secondaire Général	PDDE	Plan Départemental de Développement de l'Education
DEPEE	Direction de l'Education Pré-scolaire et de l'Enseignement Élémentaire	PDEF	Programme Décennal de l'Education et de la Formation
DES	Direction de l'Enseignement Supérieur	POBA	Plan d'Opération et Budget Annuel
DET	Direction de l'Enseignement Technique	PRDE	Plan Régional de Développement de l'Education
DFP	Direction de la Formation Professionnelle	QEFA	Quality Education For All
DRH	Direction des Ressources Humaines	SA	Special Account
DPRE	Direction de la Planification et de la Réforme de l'Education	SNE	Special Needs Education
ECD	Early Childhood Development	UPE	Universal Primary Education

Vice President:	Jean-Louis Sarbib
Country Director:	Mahmood A. Ayub
Sector Manager:	Nicholas R. Burnett
Task Team Leader:	Robert S. Prouty

**SENEGAL
QUALITY EDUCATION FOR ALL PROGRAM**

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MAP(S)
IBRD 25934

SENEGAL

Quality Education For All Program

Project Appraisal Document

Africa Regional Office
AFTH2

Date: March 20, 2000	Team Leader: Robert S. Prouty
Country Manager/Director: Mahmood A. Ayub	Sector Manager/Director: Nicholas R. Burnett
Project ID: P047319	Sector(s): EE - Education Adjustment
Lending Instrument: Adaptable Program Loan (APL)	Theme(s): EDUCATION
	Poverty Targeted Intervention: Y

Program Financing Data							
APL	Indicative Financing Plan				Estimated Implementation Period (Bank FY)		Borrower
	IDA US\$ m	%	Others US\$ m	Total US\$ m	Commitment Date	Closing Date	
APL 1 Loan/ Credit	50.00	5.4	876.00	926.00	06/01/2000	06/30/2003	Government of Senegal
APL 2 Loan/ Credit	85.00	7.5	1053.00	1138.00	07/01/2003	06/30/2007	Government of Senegal
APL 3 Loan/ Credit	75.00	5.5	1290.00	1365.00	07/01/2007	06/30/2010	Government of Senegal
APL 4 Loan/ Credit							
Total	210.00		3219.00	3429.00			

Project Financing Data
 Loan Credit Grant Guarantee Other (Specify)
For Loans/Credits/Others:
Amount (US\$m): 50.0
Proposed Terms: Standard Credit
Grace period (years): 10 **Years to maturity:** 40
Commitment fee: Standard **Service charge:** 0.75%

Financing Plan:	Source	Local	Foreign	Total
Government		670.14	117.86	788.00
IBRD				
IDA		30.40	19.60	50.00
AGENCE FRANCAISE DE DEVELOPMENT		4.80	7.20	12.00
AFRICAN DEVELOPMENT BANK		6.69	10.03	16.72
CANADIAN INTERNATIONAL DEVELOPMENT AGENCY		8.12	12.18	20.30
FONDS D'AIDE ET DE COOPERATION		0.72	1.08	1.80
ISLAMIC DEVELOPMENT BANK		4.28	6.42	10.70

NORDIC DEVELOPMENT FUND	2.74	4.11	6.85
OPEC FUND	1.56	2.34	3.90
OTHER	6.29	9.44	15.73
Total:	735.74	190.26	926.00

Borrower: GOVERNMENT OF THE REPUBLIC OF SENEGAL

Responsible agency: MINISTRY OF EDUCATION

Address: 2 Rue Calmette, B.P. 4025, Dakar, Senegal

Contact Person: Pape Momar Sow

Tel: (221) 821 1376

Fax: (221) 821-13-76

Email: mendpre@sentoo.sn

Estimated disbursements (Bank FY/US\$M):

FY	2000	2001	2002	2003	2004		
Annual	0.7	9.3	15.5	16.5	8.0		
Cumulative	0.7	10.0	25.5	42.0	50.0		

Project implementation period:

Expected effectiveness date: 06/15/2000 **Expected closing date:** 12/31/2003

DCS APL PAD Form: Rev March, 2000

A. Program Purpose and Project Development Objective

1. Program purpose and program phasing:

Background and Introduction. The last four years have witnessed a remarkable turnaround in the implementation of economic reforms in Senegal, reversing two decades of poor economic management and lackluster growth performance. The impact of the policy reforms adopted since early 1994 is already evident in terms of reduced fiscal and balance of payments deficits, a return of inflation to pre-devaluation levels, and an average growth rate of 5 percent during the past five years. Senegal's social and economic indicators – poor by the standards of countries with comparable levels of income – have started to improve, reflecting the increased attention and resources the Government is allocating to social development. In addition, the current increase in foreign investment offers a window of opportunity.

In spite of these favorable circumstances, Senegal remains one of the poorest countries in the world (estimated per capita GNP for 1998 was US\$550), and long-term economic growth is threatened by the low level of education and skills. This is recognized in Senegal, and the government is giving priority to the development of education. Progress is being achieved in terms of enrollment in primary education, education of girls and women, and reforms in higher education. However, the gains are fragile and the sector has been prone to strikes and disruption. Recent modest advances in primary enrollment ratios were achieved through recruitment of contractual volunteer teachers, who now comprise about 25 percent of the teaching force. Higher education reforms implemented in 1995 to economize on student support services and scholarship budgets were partially reversed after a strike by teachers and students during 1997. The Government's strategy for education is to address the above issues, to encourage the involvement of the private sector and NGOs, and to shift decision-making closer to the school level.

In 1998 the Government translated its broad goals into a ten-year framework (*Programme Décennal de l'Education et de la Formation--PDEF*), which sets forth objectives, activities and resource requirements for the sector. This program was prepared by the Government in collaboration with donors, civil society and agencies/institutions in the education sector. During the appraisal of the program in October 1999, Government and donors agreed to commit future funds for the education sector within the context of the *PDEF*.

The proposed program will cover a ten-year period with the goal of moving Senegal's gross primary enrollment from 65% in 1998-99 to 100% in 2008-09, while improving learning levels. Over this period, Senegal's education system will be decentralized. The first three-year phase from 2000-2003 will be organized thematically: (i) to improve quality, (ii) to expand access, and (iii) to decentralize financial and budgetary management. Girls' education issues will be integrated across the range of program interventions. This will be a period to test and reach consensus on reforms dealing with decentralization, privatization of textbook functions, introduction of national languages in the lower levels of schooling, implementation of a school reading strategy, Early Childhood Development, and school health programs. The second phase (2003-2007) will take the various initiatives to scale and help the system move to full enrollment in Grades 1-4. This phase will be managed at the *Inspection d'Académie (IA)* (regional) level with significant *Inspection Départementale de l'Education Nationale (IDEN)* involvement. The third phase (2007-2010) will consolidate the gains of the first two periods and further strengthen local financial and administrative management capacity, while preparing the way for universal middle schooling. The third phase will be managed at the *IDEN* level (departmental) with *IA* support. Cost figures given are for the first phase only, unless otherwise specified.

2. Project development objective: (see Annex 1)

The Quality Education For All (QEFA) Program represents the World Bank's support for the *PDEF*. Its objective is to ensure that the framework for quality universal basic education is in place, that it is effective and ready for national implementation. The program places an emphasis on changes in teaching and reading linked to student learning outcomes. It deals with all levels of the education system, from pre-school to university, as well as adult literacy, and seeks to put in place sustainable approaches to improving quality and ensuring sufficient numbers of teachers and classrooms.

3. Key performance indicators: (see Annex 1)

Program outcome indicators agreed with the Ministry of Education to be achieved between 2000-01 and 2002-03 include the following:

Access

- (i) Percentage of *Ministère de l'Éducation Nationale (MEN)* operating budget going to primary schooling to increase from 40% to 44%, with an increased amount for per student expenditures for quality improvement.
- (ii) Primary school gross enrollment to reach 75% by 2002-03 school year from 65% in 1998/1999 with Grade One admission rate to increase from 68% to 80%; the percentage of girls will increase from 44% to 46% of overall enrollments.
- (iii) Implementation of a model that will allow the enrollment of 1% of 3- to 5-year-old children in Early Childhood Development (ECD) centers.
- (iv) Provision of literacy sessions to 120,000 individuals aged 15 through 49, of whom 75% are female.

Quality

- (v) At least 2% annual increase in national student achievement scores compared to existing baseline in French and math for Grade 4.
- (vi) Reaching a textbook ratio of three books per primary and middle school student.
- (vii) Grade repetition reduced to a maximum of ten percent annually.
- (viii) The Vocational Training Fund will disburse at least \$150,000 annually.

Decentralized management

- (ix) Implementing a minimum norm of 20 teaching hours per teacher per week at middle and secondary school.
- (x) The percentage of children enrolled in schools offering a full six-grade cycle increases from 64% to 80%.
- (xi) Reduction by 25% in the number of classes outside the minimum and maximum class size norms.

These indicators were selected based on the availability of relevant data to promote a common approach among donors (including Government). The internal efficiency targets are ambitious given current conditions in Senegal. However, many of the reasons for low internal efficiency, such as incomplete schools, poor physical facilities, inadequate teacher support, and limited community involvement in management of schools, can be improved rapidly by the proposed program interventions. These in turn will help change the attitudes of teachers and parents with respect to repetition and drop-out.

Program Performance Monitoring will be carried out using a Program Management Reporting (PMR) system to be introduced during the first 12 months of program implementation. This system will link expenditures, outputs, and schedule of implementation, including procurement, for each component at quarterly intervals.

B. Strategic Context

1. Sector-related Country Assistance Strategy (CAS) goal supported by the project: (see Annex 1)
Document number: 17269-SE **Date of latest CAS discussion:** 01/29/98

The Country Assistance Strategy sets the goals of poverty reduction and economic development, and calls for greater attention to primary education and to the education of girls and women as a means to reach this goal. It also calls for the "active involvement of the private sector and NGOs in education". As a contribution to reaching the CAS goal of "capacity building and developing human resources," the proposed program will support the expansion of basic education services while improving quality.

The program will increase access to learning for Senegalese children, including those from the most vulnerable groups and under-served regions. It will also enhance productivity, income and capacity in later life by providing the basis for further education and training. Bringing education closer to parents and the community means that management skills of local education officials and communities will be upgraded, and that accountability and relevance will be enhanced. By raising educational levels of children and families, the program will improve their quality of life and help decrease child morbidity, child mortality, and fertility rates.

2. Main sector issues and Government strategy:

Senegal is seeking to move beyond the period of massive disruption in regular school activities. The Government aims to energize communities by helping them to organize and coordinate their efforts in establishing schools and improving education services. In this changing environment, the Government will need to address the following major issues of the sector:

(a) The gross enrollment rate (GER) for primary school increased from 54 % to 65% over the past five years; and for middle and secondary school from 15% to 21%. About 1 million children are enrolled in primary education (grades 1-6), 175,000 in secondary education (grade 10-12), and about 30,000 students in tertiary education institutions. The gross primary education enrollment rate in Dakar is about 91.5% while the average for the other provinces is 55.4%. The following issues are related to equitable access:

(i) There is an inadequate number of school places and they are poorly distributed. This prevents many children from entering into the school system; about 36% of children are enrolled in "incomplete schools" offering five grades or less.

(ii) Government is shifting from a centrally-managed teaching force to one that is locally managed. Lower salaries will permit more rapid expansion, but may increase instability. Teacher training programs for EFI graduates and contractual teachers will need to be harmonized. Average pupil-teacher ratios are high--49:1 in primary school.

(iii) Girls are less likely to attend and finish school than boys. In 1997, girls accounted for about 44% of pupils enrolled in primary schools and 25% in secondary.

(iv) Only 10% of poor rural populations can read and write.

(v) Students with special needs and learning disabilities are largely left out of the system. Gifted children also require special attention.

(vi) Private provision of schooling is underdeveloped, with no consistent government strategy for financial and pedagogic support.

(b) Low levels of learning continue to constrain the efficiency of the system and limit the number of well-qualified students graduating from each level. Only about 30% and 50% of students pass the grade 6 and grade 9 examinations, respectively. Internal efficiency remains low, as demonstrated by high repetition and dropout rates and low completion rates. The number of learning hours per pupil per year has decreased by about 21% (from 980 to 675 hours) in many primary schools in recent years because of the way double shifts are implemented. Key issues are as follows:

(i) expenditures are heavily skewed to higher levels of the system, leaving primary education receiving only 40% of public education resources;

(ii) the unit cost of teachers is unsustainably high, thereby crowding out expenditures for inputs such as books, learning materials, teacher supervision and in-service training;

(iii) a lack of effective management and accountability systems;

(iv) backtracking on higher education reforms;

(v) weak research capacity.

(c) The centrally-managed system is not capable of efficiently delivering education to the whole country. The Government is therefore decentralizing functions and has made capacity building in strategic planning and management at all levels a national priority. There are four main issues related to the Ministry's institutional capacity:

(i) *MEN*'s organizational structure and management system are weak. The central Ministry of Education units, regional and decentralized authorities, schools and communities are not yet ready to fully assume new responsibilities; roles and responsibilities are not clearly defined;

(ii) Capacity for information management and planning is still centralized and little expertise has been developed in the regions and collectivities. Decentralized collectivities and individual schools lack the capacity to efficiently collect and use data;

(iii) *MEN* does not have an adequate system of monitoring and evaluation to track the progress of its massive effort to improve education;

(iv) The system of financial management needs to be upgraded. Staff at all levels need training in program budgeting, accounting, computerized information systems, and procurement. A training program must be prepared for staff who will be deployed to carry out administrative and financial functions in the regions.

Government Strategy

Government's objectives and strategies for dealing with these issues are set out in four source documents: (a) the orientation plan 1996-2001; (b) the 10-Year Education and Training Policy Document 1999-2009; (c) the 1999-2009 Master Plan for Investments; (d) the 1997 Review of Public Expenditures; and (e) the series of Regional and Departmental Master Plans for Education. A bibliography of documents is provided in Annex 8. Essentially, these documents set the objective of universal primary enrollment by 2008 and progressive increases in access to middle and secondary schooling, significant improvements in the amount of learning that occurs at all levels of the system including higher education, increased adult literacy, and development of a more market-relevant vocational training program.

The strategies proposed for achieving these objectives include:

- (a) greatly reducing unit costs of teachers by:
 - (i) moving to a contract-based hiring system at all levels;
 - (ii) increasing the number of hours of teaching per week at the middle school, secondary and higher education levels, and the number of effective teaching hours per year at all levels.
 - (iii) training teachers at the middle school level to be able to teach two major disciplinary areas;
 - (iv) reducing the numbers of substitute teachers;
 - (v) redeploying non-teaching staff to the classroom.
- (b) shifting public financing to primary education, while increasing cost recovery at higher levels of the system and providing incentives for more private sector involvement.
- (c) creating a ten-year basic education cycle.
- (d) strengthening partnerships with NGOs, private sector and communities.
- (e) decentralizing management and pedagogic support.
- (f) basic education programs for out-of-school adolescents (aged 9 to 15) and adults.
- (g) improving quality and increasing students' throughput by: (i) a focus on the teaching of reading; (ii) use of national languages as the transition to French; (iii) support for school improvement plans; (iv) a textbook and reading materials' loan program; and (v) individualized education plans and after-school programs for students with failing grades.

3. Sector issues to be addressed by the project and strategic choices:

This Program addresses issues of access, quality and management. Government has already made many strategic choices linked to these issues, and will need to make additional choices in the coming months and years: (i) local management and recruitment of contract teachers vs. central management within the civil service. Government has already reached agreement with the teachers' unions on a locally managed approach. This option will almost certainly aggravate the risk of teacher strikes and continuing instability; (ii) textbook sales vs. textbook rental vs. free distribution system. Government has decided to drop the current subsidized sales system, which has not proven effective, and to adopt a system whereby books will be free at the primary school level, and rented to students at the secondary level; (iii) in-house vs. delegated responsibility for managing classroom construction. Construction is currently managed by the *Direction des Constructions et Equipements Scolaires (DCES)*, but with difficulty. Government has already decided to delegate construction oversight to *Agence d'Exécution des Travaux d'Intérêt Public (AGETIP)* and/or other private sector entities, and to create an *AGETIP*-like construction agency within the *MEN* in the coming years; (iv) status quo vs. cost recovery at secondary and higher education. This is politically sensitive--the ongoing Higher Education Project has resulted in only modest reforms to date. Government intends to accelerate this process but will need extensive discussions with teachers unions and students; (v) use of French vs. use of national languages in the lower levels of primary schooling; (vi) transfer of responsibilities to local collectivities vs. transfer of management from *MEN* central offices to *IA* and *IDEN*. Many decisions will be required to complete this process. Functional management information systems and capacity-building will need to be developed to ensure the ability at the local level to plan, budget and implement activities such as construction, maintenance and teacher management. In the context of the QEFA, government, donors and communities have agreed on a program, performance indicators and a process to monitor these indicators.

4. Program description and performance triggers for subsequent loans:

The Program approaches Education For All from three complementary perspectives: (i) helping the system build more schools and hire more teachers, (ii) improving quality in such a way that student learning increases, and (iii) improving overall system management, in part through decentralizing most responsibility and authority for service delivery. The first phase of the Program is designed to put the framework for this approach solidly into place. There are 3 performance triggers for each of the follow-up loans linked to these 3 components. For the second phase, which is to be largely managed at the regional level, these are as follows: (i) access: agreement between *MEN* and local government officials regarding the details of the school mapping exercise, (ii) quality: evaluation of the various pilot testing initiatives conducted during Phase 1, and (iii) management: existence of capacity to manage the education system at the regional level. For the third phase, which is to be largely managed at the departmental level, the triggers are as follows: (i) access: agreement between *MEN* and local government officials regarding procedures to eliminate disparities in access among regions, departments, towns, urban and rural settings, and boys and girls, (ii) quality: evaluation of initiatives taken to scale during the second phase and related decisions taken for preparing the third phase, and (iii) management: existence of capacity to manage the education system at the departmental level, including the preparation and approval of a sustainable action plan and budget for each *IDEN*. These triggers are presented in detail, along with evaluation criteria, in Annex 13.

C. Program and Project Description Summary

1. **Project components** (see Annex 2 for a detailed description and Annex 3 for a detailed cost breakdown):

Component	Sector	Indicative Costs (US\$M)	% of Total	Bank-financing (US\$M)	% of Bank-financing
1. Increasing access to education		637.00	68.8	29.60	59.2
2. Improving the quality of education		243.00	26.2	12.75	25.5
3. Strengthening capacity for decentralized management		45.35	4.9	7.00	14.0
4. PPF		0.65	0.1	0.65	1.3
Total Project Costs		926.00	100.0	50.00	100.0
Total Financing Required		926.00	100.0	50.00	100.0

The components of the entire QEFA program, funded by the Government and donors, are described below. Sub-components that IDA will fund are noted in the summary cost table.

(a) To increase access and improve equity in the distribution of school places, the QEFA will support the following sub-components:

1. Basic education-Access.

- (i) Construction of early childhood development centers.
- (ii) Construction of primary school classrooms.
- (iii) Retrofitting of primary schools with latrines and wells, rehabilitation, and maintenance.
- (iv) Development of neighborhood middle schools.
- (v) Multigrade teaching strategies.
- (vi) Special needs education (SNE).

2. Secondary General, Technical and Professional-Access.

- (i) Construction and rehabilitation of classrooms, and development of small-scale rural secondary schools.
- (ii) Technical and vocational training.

3. Higher Education-Access.

- (i) Creation of a network of community colleges (*Centre Universitaire Régional -- CUR*)
- (ii) Greater support for private provision of higher education.

(b) To improve the quality of education, the QEFA will support:

1. Basic Education-Quality.

- (i) Early childhood development.

- (ii) A school-based small grants program for primary and lower secondary school improvement and staff development.
- (iii) Dakar peri-urban initiatives.
- (iv) School/family reading initiatives.
- (v) Introduction of national languages for initial literacy training and transition to French.
- (vi) Development of a school-level textbook and reading materials loan program.
- (vii) Increased student learning capacity through a school-based health and nutrition program.
- (viii) Providing special needs education.
- (ix) Special initiatives targeting repetition and dropout.
- (x) Adult basic education.
- (xi) Assessment of students' learning.
- (xii) Development of a unified teacher training strategy.

2. Secondary General, Technical and Professional-Quality.

- (i) Textbooks.
- (ii) Science education and technology development.
- (iii) Vocational training support fund.

3. Higher Education-Quality.

- (i) Development of a contract-based relationship between the *MEN* and the university-level Faculties and Institutes.

(c) To strengthen the capacity for decentralized management QEFA will support:

- (i) Personnel management.
- (ii) Decentralized planning.
- (iii) Community Participation.
- (iv) Policy, monitoring and program evaluation.
- (v) Management of financial flows and physical investment.

2. Key policy and institutional reforms supported by the project:

Access to education

- (a) To ensure the availability of sufficient numbers of new teachers:
 - (i) financing of new primary teachers will be on a contract rather than civil service basis;
 - (ii) all new primary teachers will first serve as volunteer teachers;
 - (iii) a contract teacher career path will provide stability, benefits and promotion criteria, along with the possibility of merit-based entry into the civil service;
 - (iv) teachers will receive an annual packet of minimum supplementary materials.
- (b) The Government will test a package of measures to bring gender-sensitivity into the mainstream and to increase the participation and achievement of girls in the education system;

(c) The management of classroom construction will be contracted out to specialized agencies (*AGETIP*, NGOs, the future construction agency to be developed in the *MEN*);

(d) A low-cost school construction, rehabilitation and maintenance strategy will be introduced to permit construction of durable schools and extend the life of education assets.

Quality of education

MEN will pursue:

(a) With regards to textbooks:

- (i) support for development of local publishers;
- (ii) privatization of textbook publishing and distribution;
- (iii) introduction of universal access to textbooks, with books free of charge for basic education;
- (iv) a shift from single to multiple titles for each subject area, with decentralized choice;

(b) Lengthening of the school year to match international norms;

(c) Decrease in number of secondary school courses offered in order to improve quality and focus, and to reduce teacher costs;

(d) National languages will be tested as a medium of instruction in lower primary and will serve as a transition to French;

(e) Government will provide school inputs such as training for educational personnel for schools built and operated by communities and, as much as possible, for the private sector.

Strengthening of decentralized management

(a) A new decentralized structure for the management of education will be adopted to increase the involvement of local collectivities, regions, beneficiaries and schools in the management of the system—these partners will take significant responsibility for managing elementary schools; secondary and higher education institutions will become increasingly autonomous and responsible for results;

(b) The Departmental Education Plans and the Regional Education Plans will be implemented on a contract basis committing both the *MEN* and the local collectivities;

(c) A financial management system will be developed to support the process of decentralization;

(d) A contracting basis for school construction will be introduced between the *MEN*, the local collectivities and a specialized Contract Management Agency (CMA);

(e) Donor procedures for monitoring, financial management and auditing will be harmonized;

(f) Greater cost recovery will be introduced for secondary and higher education.

3. Benefits and target population:

Basic education provides a high rate of return on investments, particularly for girls, and can contribute to rapid and sustainable economic growth, poverty reduction and increases in productivity and equity. Estimates for Senegal show private rates of return of 14% for primary education, 97% for secondary education, and 134% for higher education. In addition, there are a number of substantial externalities, including greater use of health care facilities--particularly for girls, better nutrition and child care, and lower fertility rates. The various target populations are as follows: pre-school children age five and under, school-aged children, young illiterate adolescents and women between 15 and 49 years of age, the urban and rural poor, teachers, school directors, unemployed high school graduates. The components and activities supported by the program will also be directed to staff and managers of the *MEN* at the central, regional and local levels; and to schools and decentralized collectivities.

4. Institutional and implementation arrangements:

The Ten-Year Education and Training Program (*PDEF*) will be implemented from 2000 to 2010 within an institutional context transformed by the recent decentralization law. The *PDEF* will be organized in three phases, using an Adaptable Program Loan (APL). For the first phase of the *PDEF*, the institutional framework revolves around the *MEN*, which will hold primary responsibility for program implementation and general coordination of partners. Local governments will be responsible for the application of public funds transferred by the Government, as well as matching funds provided by *MEN* for maintenance. The local governments will delegate to contract management agencies the authority for school construction vested in them by the Law of 1996. Many services in addition to school construction and rehabilitation will be subcontracted to the private sector and NGOs. The small grants component will help primary, middle and secondary schools develop greater financial management and administrative capacity. For the adult literacy component that will be the follow-up to the *Programme Alphabétisation Priorité Femmes (PAPF)* project, the Government has decided to continue using *AGETIP* as the implementing agency.

Steering committees. The High Council for Education and Training (*Conseil supérieur de l'éducation et de la formation -- CONSEF*) will supervise implementation of the *PDEF* and, during the first phase, the QEFA program. CONSEF will be chaired by the Minister of Education or, if the Minister so instructs, by the Minister Delegate for Basic Education, and will include *MEN* directors, the regional inspectors (IA), the departmental inspectors (*IDEN*), officers of autonomous institutions such as *Institut National d'Etudes et d'Action pour le Développement de l'Education (INEADE)* and the universities, and representatives from the Offices of the President and the Prime Minister. There will also be representatives from other ministries, from local collectivities, the private sector, the main NGOs, *AGETIP* and civil society, e.g. unions and employer representatives, as well as the Federation of Parents' Associations. The *CONSEF* will meet twice yearly and will invite all development partners to participate in approving annual operating plans and budgets (*POBA*) for the coming year. Under the authority of the *CONSEF* to which it will report, the National Coordinating and Monitoring Committee (*Comité National pour la Coordination et le Suivi -- CNCS*) will provide impetus and leadership to the QEFA program and will coordinate and monitor the program.

General coordination of the *PDEF* program. This will fall to *CNCS*, which will have the following responsibilities: (a) coordinate the actions of public and private partners at both the central and decentralized levels; (b) assist component managers in implementation; (c) coordinate the preparation of annual operating plans and budgets; (d) ensure that the operating plans and budgets are implemented in accordance with commitments made to development partners (specifically credit agreements) and monitor their implementation based on predetermined performance indicators; and (e) prepare and submit to

partners and decision-making bodies progress reports on the program, ensure that timely audit reports are produced and that their recommendations are taken into account, prepare *CONSEF* sessions and ensure that the operating plans and budgets for the coming year are drafted for the annual *CONSEF* session to which development partners are invited. The *CNCS* will be composed of officials from the five line directorates (*Direction de l'Alphabétisation et de l'Éducation de Base -- DAEB*; *Direction de l'Éducation Préscolaire et de l'Enseignement Élémentaire -- DEPEE*; *Direction de l'Enseignement Moyen et Secondaire Général -- DEMSG*; *Direction de l'Enseignement Technique -- DET*; *Direction de l'Enseignement Supérieur -- DES*), the three lateral directorates (*Direction de la Planification et de la Réforme de l'Éducation -- DPRE*; *Direction de l'Administration Générale et de l'Équipement -- DAGE*; *Direction des Constructions et Équipements Scolaires -- DCES*), *INEADE* and, on a rotating basis, two *IAs* and two *IDENs*. It will meet at least twice monthly and will be chaired by the Director of the *DPRE* or his designated representative.

At the regional and departmental levels, *MEN* plans to create Regional Coordinating and Monitoring Committees (*Comité Régional pour la Coordination et le Suivi -- CRCS*) and Departmental Coordinating and Monitoring Committees (*Comité Départemental pour la Coordination et le Suivi -- CDCS*), chaired respectively by the President of the Regional Council and the Mayor (or the President of the Rural Community). These local bodies charged with coordinating the *QEFA* program will comprise various stakeholders (*MEN*, local collectivities, civil society and parents).

Responsibility for implementing the components. Responsibility for implementing each of the components of the *QEFA* program falls to the relevant *MEN* directorate. Each directorate is accountable for component results, as measured by performance indicators defined in the Manual of Procedures. Given the objectives of universal primary enrollment and of all the reforms planned to ensure quality, the Directorate of Preschool and Elementary Education (*DEPEE*) will play a key role in the success of the *QEFA* program. At the same time, given the sector approach adopted by *MEN*, lateral directorates such as *DAGE*, *DPRE* and *DCES* will play a new and critical role. Lastly, as a result of decentralization, the *IA* and the *IDEN*, as well as local governments, will play a central role in implementing the program.

Assuring the quality of the *PDEF* and the *QEFA* program. The *DEPEE* plays a central role in defining and monitoring performance norms and factors for the quality sub-components, particularly those that pertain to learning. Assessment of learning is an essential sub-component that makes it possible to measure student achievement attributable to program implementation (particularly the testing of basic education curriculum, the introduction of a school-based reading strategy, national languages and strategies to lower repetition and dropout rates). The purpose of efforts to assess learning is to improve the internal efficiency of each school. In collaboration with *INEADE*, *ENS (Ecole normale supérieure)* and the sub-component technical team, the *DEPEE* will set up a monitoring and evaluation mechanism that relies on the direct involvement of the schools, the departments and the regions. The *DEPEE* is responsible for training, supervision, and consistency of procedures. The strategy will be to empower teachers and the *IDENs*, through training, to carry out evaluations in classrooms, schools and districts and to develop their own evaluation tools. This strategy will produce local expertise, and data bases at the departmental and school district levels that will feed into a national data bank.

Role of the *DPRE*. The Directorate of Educational Planning and Reform (*DPRE*) plays a central role in the *QEFA* program. It will: (a) serve as the *CNCS* secretariat, including coordination of development partners; (b) define school mapping norms and negotiate these norms with local governments; (c) organize bottom-up, contract-based planning of the *PDDEs* and *PRDEs*; (d) set up and operate the information system to be developed during the *QEFA* program; and (e) coordinate development partners.

Bottom-up, contract-based planning of the PDDEs and PRDEs. Allocation of resources for educational development will be governed by the 41 Departmental Educational Development Plans (*PDDEs*). These will be prepared within the *CDCS* framework and jointly signed by the *IDEN*, the mayor of the municipality or municipalities and the presidents of the rural communities within the department. Their signatures will signify the “contractualized” adherence of partners to the Departmental Educational Development Plans. Before they are submitted for signature, the *PDDEs* will be arbitrated at the regional level and consolidated into ten Regional Educational Development Plans (*PRDEs*). This arbitration will be based on criteria reflecting, on the one hand, national priorities and, on the other, regional and local priorities. All the criteria will be designed in such a way as to place special emphasis on reducing inequities and disparities (geographic, economic, rural/urban, gender-based). Each *PRDE* will be signed by the president of the Regional Council and the IA. The ten *PRDEs* will be consolidated to form, in conjunction with central directorate development plans, the QEFA program. The *PDDEs* and *PRDEs* will include detailed school construction plans; they will guide the preparation of annual operating plans and budgets and will also assist local collectivities in preparing their annual budgets. Preparation of the *PDDEs* and *PRDEs* for the period 2000-2002 was begun during the *PDEF* preparatory phase. Successful preparation of the *PDDEs* and *PRDEs* for the period 2003-2007 will be one of the triggers for the second IDA credit through the APL.

Coordination of development partners. The *DPRE*, in collaboration with the *DEPEE*, will be responsible for partner coordination. The French Ministry of Cooperation will handle internal coordination among partners, through the mechanism of regular meetings and information sharing. The partners have made a commitment to strengthen the coordination already initiated under the *PDRH2* project and to harmonize their procedures for supporting the QEFA program as much as possible. They have already agreed to the following points: (a) carry out joint supervision missions; (b) annual and midterm reviews will be organized in collaborative fashion by *MEN*, IDA and other key donors, particularly ADB, CIDA, *FAC*, *AFD*, the Nordic Development Fund and KfW; (c) use of a single Manual of General Procedures for the QEFA program that describes common procedures; (d) preparation of joint manuals for specific components; (e) adherence to standard classroom designs and equipment norms defined by *MEN*; (f) adoption of similar institutional arrangements for the school construction program (*IDA*, *AFD*).

Financial management, information management and audit – role of the DAGE. Under the QEFA program, the function of the *MEN* Directorate of General Administration and Equipment (*DAGE*) is being significantly altered and expanded to allow *MEN* to monitor the resources and expenditures of the entire education sector. The existing coordinating units for the *PDRH* and *PAES* projects will be dissolved and their staff will be absorbed by *DAGE* and *DPRE* based on their skills. The computerized financial management system instituted at QEFA start-up will be refined to reflect the new methods of programming that the annual operating plans and budgets (*POBA*) represent; it will be integrated into the general information system covering the entire educational system; and it will support gradual decentralization of financial management, beginning with pilot regions. The financial management system will be gradually decentralized. During the first phase, the goal will be to reinforce the decentralized management capacity of IAs. During the second phase of the APL, *IDEN* capacity will be reinforced. During the first phase, financial management of the literacy component will be handled by *AGETIP* as for Credit 2873-SE (*PAPF*). The *DAGE* will manage this component in the second phase of the APL.

General responsibilities of the DAGE: (a) perform education sector budget planning for presentation to the Ministry of the Economy, Finance and Planning (*MEFP*) and development partners; (b) in collaboration with the *DPRE*, coordinate the preparation of budgets associated with the annual operating plans (*POBA*), regardless of the source of financing, the nature of the expenditures (investment or recurrent costs) and the body charged with implementing the expenditures, i.e. including funds earmarked for autonomous

institutions such as universities and local collectivities; (c) ensure the initial deposit of funds and monthly replenishments by the *DDI* from the IDA special account, of the central advance account held by the *DAGE* and of the regional advance accounts held by the *IA*; (d) ensure the functioning of similar mechanisms for special accounts of other donors; (e) ensure the initial deposit and annual replenishment of Project Accounts from the *BCI* for financing national counterpart funds for donor-financed projects, including IDA; (f) execute expenditures from the central advance account; (g) oversee expenditures made on the authority of *MEN* (advance accounts) by the *IA* and other *MEN* structures from their own advance accounts; (h) monitor the execution of the investment and operating budgets (with the exception of funds allocated through advance accounts) at the decentralized level, and the execution of expenditures by the *DDI* from foreign investment credits; (i) monitor expenditures of autonomous institutions such as the universities, the local governments, and the donors; (j) assure the reimbursement of advance accounts from the IDA Special Account held by the Directorate of Debt and Investment (*DDI*) and other special accounts; (k) oversee *AGETIP* management of the second special account for literacy subprojects; (l) maintain and consolidate all QEFA program accounts, including the IDA Special Accounts for all the components, as well as the special accounts of other donors; (m) ensure that all partners adhere to the Manual of Accounting and Financial Procedures; (n) ensure that timely audits are submitted, three months prior to annual reviews; and (o) prepare a quarterly Program Management Report (PMR); and (p) prepare the overall financial report for the QEFA Program (including expenditures of all donors, by component and category), verify its consistency with the initial financial framework for the *PDEF*, identify gaps and proposed remedies.

DAGE responsibility for decentralization. By the end of the QEFA program, the following objectives should be achieved: (a) there will be adequate financial management capacities in place at the *IAs/IDENs* and schools); (b) the Manual of Procedures will define financial flows, accounting responsibilities and mechanisms for circulating financial information among the *DAGE*, the *IAs* and lower levels (*IDENs*, schools, etc.); (c) the *IAs* will: (i) coordinate preparation of the education budget at the regional level; (ii) monitor budget implementation; (iii) maintain *MEN* accounts for all expenditures made at the regional level; (iv) report to the *DAGE* all the financial information necessary for consolidating QEFA statements and prepare quarterly regional PMRs; (v) help comptrollers conduct annual project audits. Disbursements for local expenses will be made from accounts opened in commercial banks acceptable to IDA at the regional level. Achieving these objectives will be one of the triggers for the second IDA credit through the APL.

Management of the school construction program – role of the *DCES*. The role of the Directorate of School Construction and Equipment (*DCES*) will reflect the provisions of the decentralization law – which transferred authority for classroom construction to local collectivities. The *DCES* will: (a) define, in collaboration with the *DPRE*, minimum standards for school sites, construction, equipment and furniture, as well as technical criteria for school mapping; (b) negotiate memoranda of agreement with the three associations of representatives of local collectivities; adherence to these obligations by the latter will allow *MEN* to fulfill its responsibility to supply teachers and, when appropriate, financing. In the memoranda of agreement, local governments agree to respect the criteria for school mapping, provide the necessary sites, contribute their financial share of the initial investment and provide financing for regular maintenance of buildings and furniture; (c) help local collectivities assume their new authority over classroom construction by contracting the services of contract management agencies (*CMA*); (d) help local collectivities monitor construction programs managed by *CMAs*; (e) monitor implementation of local government commitments related to the financing of maintenance activities; and (f) monitor and evaluate all construction programs in the country, whatever their source of financing, collect and analyze information on the status of tangible property and provide relevant information to the *DPRE* for planning investments.

The CMA with primary responsibility for managing contracts on behalf of local governments in the case of elementary school construction or rehabilitation or secondary school rehabilitation, as well as for managing contracts on behalf of MEN when other educational institutions are concerned, will be *AGETIP* (construction financed by IDA and *AFD*). *MEN* and the local collectivities will sign agreements with this agency, patterned on those used by the Ministry of Health. As per this model, *MEN* will sign an agreement with *AGETIP* to manage government financing of school construction (up to 95%) including: (i) the construction program receiving this subsidy and (ii) an agreement template for contract management to be signed by each local collectivity eligible for government financing. In the agreement template, the local collectivity guarantees to pay at least 5% of the initial financing, as well as the recurrent maintenance costs, and to respect the regulations established in the memorandum of agreement between the *MEN* and the 3 Associations of Representatives of the local collectivities.

MEN intends to create a School Construction Agency and has undertaken a study to define such an agency, whose status and operating methods would be similar to those of the Agency for Road Work being created by the Ministry of Transport. The *MEN* has indicated its interest in transferring management of school construction programs from *AGETIP* to the future agency as soon as it becomes operational. IDA has no objection to this proposal, provided that the operating criteria for the new agency are similar to those for *AGETIP* (operation in line with private sector regulations, competitive recruitment of personnel).

Monitoring and evaluation of the QEFA program. *MEN* will monitor and evaluate the program on the basis of detailed terms of reference for each key unit (generally Divisions) within the ministerial structure (Directorates). The terms of reference were developed during project preparation at the same time that institutional capacity was evaluated. They will provide the basis for the new flow chart of *MEN* to be adopted when the QEFA program is launched. In addition to general performance indicators for the QEFA program, results-based indicators will be developed for each unit. Together they will form the basis for joint supervision by development partners. Each unit will develop different ways to monitor its components, while the planning unit and the *DAGE* will gather and analyze statistical, financial and physical data on the rate of program implementation. The new PMR system of financial reports will provide information on results-based indicators such as expenditures, units built and number of teachers trained. The capacity to gather, format, transmit and process the data necessary for monitoring the program will be upgraded at both the central and regional levels. The group of development partners will coordinate and direct the compilation of information held by partners, such as the amount of expenditures made directly by them, and will provide this information to the *DAGE* so that it will not need to approach each partner individually.

A program implementation completion report (ICR) will be prepared within six months after the closing of the IDA credit. *MEN* will contribute to the ICR with its own program evaluation. *MEN* will commission special studies on problems that are particularly difficult or specific to certain regions, and on the results of the main changes in the educational system targeted by the QEFA program, such as the costs and financing of education, strategies for upgrading capacities, the strategy for developing technical and vocational education, and improvement of the quality and efficiency of secondary and higher education. The various departments within *MEN* will be responsible for these studies, to be carried out with the assistance of a consultant if necessary. Independent consultants will also conduct technical audits of the program, starting in the second year, to assess the quality of implementation and make recommendations on ways to improve strategies related to technical issues.

Manuals of procedures. A Manual of General Procedures describing the responsibilities of each partner with respect to QEFA program implementation was developed during program preparation. The *PAPF* Manual of Procedures will be used for the financing of the QEFA literacy component, a follow-up to the

PAPF project; and the Manual of Procedures of the University Research Fund (*FRU*), developed during the *PAES* project, will be used for all QEFA financing that is a follow-up to *PAES*. Two other manuals are being developed: the manual for School Projects (IDA, *AFD*, *FAC*, CIDA, ADB) and the manual for the Vocational Education Support Fund (IDA, *FAC*, EU). Approval by IDA of these two latter manuals will be a prerequisite for disbursing funds from the IDA credit for the categories of expenditures involved. The manuals of procedures will be revised if necessary at the joint annual meetings, with the agreement of development partners whose funds are to be managed in accordance with these procedures.

D. Project Rationale

1. Project alternatives considered and reasons for rejection:

The education sector portfolio in Senegal currently includes a basic education project, a literacy project, and a higher education project. The option of using a separate standard investment project was considered. The advantages of maintaining separate operations (greater focus, less complex coordination among different ministry units and departments) were considered to be outweighed by the advantages of a sector expenditure program (greater scope for needed budget and financial management reform, better linkages between primary and secondary, and between secondary and higher education, more efficient use of procurement-proficient personnel within the ministry, greater potential for donor coordination). Within the context of a sector expenditure program, the APL provides the flexibility needed over the ten-year program, given the uncertainties associated with decentralization and the various pilot initiatives (notably textbooks and national languages).

Lending instrument. The lending approach for financing the QEFA is the sector expenditure program. The lending instrument is the Adaptable Program Loan (APL). This instrument has been considered the most appropriate from the beginning of program preparation, given the ten-year time frame and the need for policy and program decisions at several stages well beyond program start-up. A Sector Expenditures Program (SEP) approach will normally require that the policy and investment program covers the entire sector from the start. In this case, although a broad policy framework has been defined for the sector, it was decided that the investment program will be carried out in phases, starting with primary and secondary education, ECD and literacy, to be followed by Vocational and Technical Education (VET) and higher education. Primary education is the highest priority; strategies for investment at that level are well defined and there is common agreement on how to proceed. Options for the other two sub-sectors require more careful reflection, given the choices yet to be made regarding design of training programs, and the roles of the public and private sectors. Discussions are ongoing as to how these issues should be resolved. Donors have agreed to channel their support to the education sector in the context of the *PDEF* and to agree on revision and further development of the *PDEF* through joint annual reviews and a mid-term review.

2. Major related projects financed by the Bank and/or other development agencies (completed, ongoing and planned).

Sector Issue	Project	Latest Supervision (PSR) Ratings (Bank-financed projects only)	
		Implementation Progress (IP)	Development Objective (DO)
Bank-financed			
Quality of basic education: textbooks	Human Resource Development Project II	S	S
Higher education quality, efficiency, resource allocations	Higher Education Improvement Project	S	S
NGO-led adult literacy	Female Literacy Project Elementary Education Development Project	S	S
Other development agencies			
Literacy	CIDA, KfW, AfDB		
Access to basic and secondary education	CIDA, AFD, JICA, OPEC, AfDB, IDB, KfW, Saudi Arabia, NGOs		
Quality of basic and secondary education	FAC, CIDA		
Textbooks and Special Education	NDF, KfW		
Vocational Training	EU, CIDA, FAC		

IP/DO Ratings: HS (Highly Satisfactory), S (Satisfactory), U (Unsatisfactory), HU (Highly Unsatisfactory)

3. Lessons learned and reflected in the project design:

(a) Textbooks: The sales-based approach used in the past leaves too many children without textbooks, particularly the poor. The absence of books, in turn, leads teachers to rely on rote memory approaches, copying, lower order learning styles. Further the absence of choice leads to mediocre books and diminished local sense of responsibility for student learning outcomes. Past experience has also shown the importance of a clear technical support role for *INEADE*, with the elementary and secondary directorates given full authority for ensuring that the books and the book distribution system meet the students' needs. This component is designed to ensure that all children receive books, that schools have the power of choice to ensure that the books chosen fit their overall curriculum and learning objectives, that teachers receive sufficient training to be able to develop new ways of individualizing instruction, that *INEADE*, *DEPEE*, and *DEMSEG* roles are clearly defined and agreed, and that there be sustainable local capacity for developing textbooks and other learning materials.

(b) Construction: The effectiveness of a contracting approach, by which Government will delegate responsibility for managing construction to private sector entities such as *AGETIP*, has been well demonstrated. Government will then be able to establish norms and standards and to ensure quality control. This program will give support to the construction unit (*DCES*) in the Ministry of Education in developing such a role. It is important that the philosophy underpinning the development of the proposed construction agency be consistent with this approach.

(c) School improvement: If teaching and learning are to improve, the school must be the locus of change, and the system as a whole must be organized in ways that support that change. Under the previous project, the School Development Fund (*Fonds de Développement Scolaire -- FDS*) initiative correctly recognized the importance of empowering teachers and school directors, but this was treated as a marginal activity. Insufficient support was provided to teacher teams; insufficient attention was given to exchanges of information based on these teacher-defined activities, and no attempt was made to ensure the long-term impact and sustainability of school-level planning and budgeting. The current program design builds on experiences of the *FDS*, NGOs such as Paul Gérin-Lajoie Foundation and Action Aid, but it also draws lessons from regional experiences such as the successful *PPSE* program in Guinea. It seeks to redefine the roles of the inspectorate and the in-service training centers in order to enable them to respond to teacher-driven initiatives, and to prepare the way for decentralization of school improvement and budget management initiatives.

(d) National languages: The research demonstrates clearly that children acquire basic literacy and comprehension skills more easily when classes are taught in their own language, particularly in a context where family and community do not speak the second language. This also facilitates second-language acquisition and community involvement with the life of the school. The program will include a pilot experiment with bilingual education curriculum that is designed to be taken to scale in the second phase of the *PDEF*.

(e) Decentralization: Considerable experience has been gained in recent years from other projects. Key elements incorporated in this program are the need for developing a strong information system, reliable accountability system and for a functional monitoring capacity at all levels of the system. The school improvement (*projets d'école*) initiative will be the key tool used to develop decentralized planning and budget capacity.

(f) Sectoral approach: The ongoing Health Sector SIP shows the importance of strengthening existing structures and developing early and genuine donor coordination (including government as the primary donor) on approaches to construction, support for decentralization, agreement on policy issues and priorities.

(g) Adult literacy: The effectiveness of the policy to involve the private sector and NGOs in provision of adult literacy courses has been seen in the increasing number and quality of these providers and in the sharply increasing public demand for courses. Phase I of the *PDEF* will build on the successful strategy of the PAPA (CIDA program) and the *PAPF* (1995-99) and support the second phase of the National Literacy Program with some management changes aiming at: (i) adjusting the program to the increase in both demand and supply; (ii) integrating post-literacy and functional literacy; (iii) decentralizing program management; (iv) harmonizing donor support through a program approach. Successive phases of the *PDEF* will shift from a project basis to continuous adult education. The content and goals of the adult literacy program will be revisited in order to give more prominent attention to the skills parents need to support the school achievement of their children as Senegal moves toward universal primary education.

4. Indications of borrower commitment and ownership:

Government's commitment and ownership has been very strong, as demonstrated by: (a) the process of program preparation by which the ministry has included a range of stakeholders, including local authorities, parents, and teachers; (b) the preparation of numerous technical documents by teams and commissions set up by the Government; (c) the increasing support given under government budget funds for hiring contract teachers and volunteers, and for building classrooms (financing has been provided for construction of over 1000 primary school classrooms); and (d) Government's decision to prepare the *PDEF* and to commit to universal primary enrollment.

5. Value added of Bank support in this project:

During program preparation, the Bank has been instrumental in three main areas: (a) technical advice on education, financing and management issues, (b) strategic advice for mobilizing donor support and facilitating consensus, and (c) providing a predictable and flexible source of funds to ensure that the core program will be financed while other donors firm up their contribution to QEFA. The Bank has also produced background documents to support the *MEN's* analysis of constraints and alternative solutions (including cost-benefit and effectiveness analyses, and an education sector expenditure review). The team working for the Bank on Senegal education issues represents a range of technical and disciplinary backgrounds and has been associated with successful implementation of education reform in the region, including teacher financing, textbook rental and use, curriculum enrichment and school improvement initiatives, low-cost primary school construction, gender equity, adult literacy, and school health, etc.

During program implementation, the Bank will fund key elements of the core program and will provide technical advice in program implementation.

E. Summary Project Analysis (Detailed assessments are in the project file, see Annex 8)

1. Economic (see Annex 4):

Cost benefit NPV=US\$ million; ERR = % (see Annex 4)

Cost effectiveness

Other (specify)

Cost-effectiveness. The Government's decision to only hire *volontaire* and contract teachers, grand-fathering civil servant teachers through attrition and retirement is the single most cost-effective policy that will be implemented under the QEFA. The increasing share of salaries in the recurrent budget over the 1990s effectively crowded out the capacity to finance inputs such as books, maintenance and supervision needed to ensure education quality. In primary education the expansion of double shifting and the recruitment of "voluntaries" after 1995 have permitted the Government to reduce the unit salary costs per student in real terms and thereby increase the number of teachers and the GER. The ratio between the salary of a *volontaire* and a certified teacher (*enseignant titulaire*) is 1 to 5.4 and 1 to 6.8 for teaching a double shift class. By 1998 *volontaires* teachers accounted for 9% of salary unit cost for primary although they provided about 20% of teachers. Studies carried out during preparation show that teacher status has no bearing on the quality of teaching. The opportunity cost of not following through with this change in recruitment policy under the QEFA would represent on average FCFA 2.3 billion limiting primary GER to less than 80% in 2010.

Other approaches which will improve the cost-effectiveness of the program are reducing in half the training period for new teachers to 6 months for primary teachers one year for secondary teachers, and instead of the traditional 1 to 2 years for primary teachers. While detailed economic analysis was not done for the

construction program, donors and government have agreed to adopt low-cost construction standards and local governments will be responsible for maintenance which will prolong the life of school buildings minimizing future rehabilitation and replacement costs. Finally, the policies aiming at improving the quality of education in secondary and middle schools were validated by a study done in preparation which concluded that improving the management of schools, improving the provision of books and increasing the proportion of mandatory hours that teachers taught were the most cost-effective policies. In addition, under the QEFA, a various initiatives will be evaluated for their cost-effectiveness, including early childhood development programs, adult literacy, community schools, national language teaching, various textbook provision schemes and private sector delivery of middle and secondary education services in order to guide future policy decisions.

Another potential source of savings is the redeployment of administrative positions filled by non-teaching teachers and supplementary teachers who receive full-time salaries but work only occasionally and other civil servants who erroneously receive teaching benefits. These reforms will result in significant savings of FCFA 3 billion and reduce the net recruitment of teachers by 3000 over the course of QEFA.

Although the QEFA covers the entire education system quite comprehensively, the proposed policies for basic education are likely to have the most direct impact upon poverty reduction. Increasing primary education's share of recurrent expenditures to 44% by 2003 coupled with the adoption of a recruitment policy of hiring *volontaire* and contracted teachers will benefit children in rural areas and from the poorest households, where the GER is the lowest. Using multi-grade schools in rural areas more extensively, targeting school construction to poor areas and the construction of small rural middle schools will respond to factors contributing to low demand for education by poor families. The provision of free textbooks will reverse a policy that deterred in the past children from the lowest quintiles from attending school. Special attention to the needs of educating girls will aim to reduce the gap between girls' and boys' enrollment, drop-out, repetition and completion rates. Partial cost-recovery could have a negative impact on the demand for education, particularly at middle school level. The Government has decided to allow local school associations some say in determining school fees. This issue will be monitored in the first phase and hopefully will lead to a criteria based school subsidy system. A trigger for the second phase will be the development of a adequate fee schedule.

Government Expenditures. Detailed projections and a three-year budget integrating recurrent and investment expenditures by level of education and by source of financing for the 10 year program were produced by the Government and are found in the project files. Providing 80% of QEFA resources and with approximately 90% of these resources financing recurrent expenditures, Government plays a deciding role in improving the efficiency and cost-effectiveness of expenditures. With respect to intra-sectoral allocations, the proposed program should improve the quality of public recurrent expenditures. The share allocated to primary will increase to 44% by 2003 (and to 50% by the end of the program in 2010) up from 36% in 1996 due to hiring 2000 new teachers annually and increasing expenditures on other inputs related to improving learning at school level. The share to higher education will decline from 24.9% in 1998 to 20% by 2003 and 18% by 2010, primarily as a result of reducing enrolments (from 27,300 to 23,500) rationalizing staff and limiting scholarship to FCFA 3.5 billion annually. Administrative expenditures will decline from 6% of total recurrent expenditure to 4.2% by 2003 primarily by improving efficiency of headquarters staff and freezing allocations to this function. Regarding the economic composition of government expenditures, wages' declining share (as a result of recruitment policies) to 70% of recurrent expenditures on education will allow for more expenditures on quality inputs - in particular supervision, training and other pedagogic materials.

2. Financial (see Annex 5):

NPV=US\$ million; FRR = % (see Annex 4)

Fiscal Impact:

The persistence of inefficiencies in sector expenditure management has greatly influenced Government's decision to not increase education's share of public resources. Nevertheless, it is committed to providing 33% of its national budget and 8% of the investment budget for the QEFA. Resource projections for the education sector based on assumptions (on an annual basis) that GDP (and household's incomes) will grow at 5%, GDP deflator at 2%, population at 3%, household expenditures on education will increase from 0.8% to 2% of household expenditures and local government's expenditure on education will also increase from 5% of local budgets to 10% over the next 10 years. The total cost of the first phase of QEFA is estimated to be US\$926 million; of which 69% is for increasing access, 26% for improving the quality of education and 5% is allocated for improving the management of the system and rendering it more decentralized. Government is the largest financier of the education sector, providing 79.7% of total resources followed by donors with 15%, households and local governments with 4% and 1.3% respectively. Donors will finance 62.3% of all investment expenditures; 95% of external financing needs have been identified at the time of negotiations. Central and local government will provide 37.5% of investment resources, mainly for construction services and counterpart financing. For recurrent expenditures, donors and households will each provide about 4% of recurrent expenditures for training, services and materials. Household participation represents fees which will be used to finance quality inputs at the post-primary levels. Central government is the main source of financing for recurrent expenditures, financing 90.1% of expenditures - mainly for salaries and other operating costs.

3. Technical:

The sector faces three key technical challenges. First, it must quickly develop the capacity to identify and respond to lack of demand for schooling among various marginalized groups. A well-functioning EMIS is a necessary if not sufficient condition to this effect. The active engagement of each *IDEN*-level education team will be crucial to success in this area. The Special Needs Initiative should help sensitize personnel at all levels of the system to the existence of marginalized groups and to the collective responsibility for finding ways to respond.

A second technical challenge will be to develop a viable model for school improvement, that leads to a consensus regarding purpose of schooling, content, relevance. These issues will be informed by the school projects initiative, as well as the pilot experimentation in the areas of reading, textbooks and national languages.

A third central technical issue has to do with the decentralized management of schooling. Local authorities and school officials will require support in helping to ensure that the move to decentralization leads to faster response times and greater sensitivity to supply and demand issues.

The government's Statement of Education Sector Policy recognizes these issues and makes important moves away from the strictly supply-oriented policies of the past. The education team working on QEFA agrees with government that the learning process built into the APL should significantly advance technical standards in the sector. The pilot program, along with the school projects, will require careful monitoring and evaluation in order to create the feedback loops that will lead to stronger technical performance on a sustainable basis.

4. Institutional:

The Ministry of National Education (*MEN*) will be the executing agency for the Quality Education for All (QEFA) program, except for its adult literacy component, for which, at *MEN*'s request, the executing agency will remain *AGETIP*, in continuation of the *PAPF* project. For all the other components, the *DAGE* will be responsible for financial execution and procurement. Each directorate will be responsible for executing its own component, while the *DPRE* will play a special part in overall coordination and the *DCES* will be central with respect to the construction program. An evaluation of *MEN*'s institutional ability to carry out QEFA was conducted by *MEN* during project preparation. The process included a self-assessment by each responsible unit, followed by group sessions organized by the *DPRE* and *DAGE*. The *DAGE* also carried out an evaluation of capacity with respect to procurement by using the model questionnaire supplied by the World Bank. World Bank missions have played a catalytic and critical role in this process, which has helped the national team to identify strongly with the QEFA program. The breakdown of evaluation outcomes is provided in Annex 12. The conclusions of the evaluation of institutional capacities may be summarized as follows:

4.1 Executing agencies:

- (i) ***DAGE*** will be responsible for executing the new mandates described in Chapter C4 with respect to financial management and procurement. These responsibilities imply a radical change in the role of *DAGE* and therefore call for new institutional skills. Organizationally, the idea is for *DAGE* to give up its personnel management role, which will be looked after by a new directorate (HRD) to be created specifically for that purpose, in order to be able to focus on its financial management and procurement functions, which in QEFA will be considerably wider than in the past. A new organizational chart has been prepared for *DAGE* and is due to be approved in 2000. The Directorate is fully capable of providing leadership. It has accumulated considerable experience and has already successfully decentralized the operating budgets of the *MEN*. In 1997 it directed the public expenditure review. It also has a clear grasp of what is involved in the decentralization of investment program management to be undertaken in QEFA. *DAGE* human resources, which are of high quality but too few, will be greatly reinforced, on the one hand by the transfer in early 2000 of all the accounting and procurement expertise hitherto located in the two PCUs of the *PDRH2* and *PAES* projects, which are to be disbanded, and, on the other, by additional recruitment of civil servants under a reinforcement plan to be submitted to IDA during negotiations. The transfer of skills from contractual personnel to permanent staff formed part of the terms of reference of the former, and will be accompanied by training courses for the latter. Material resources will be strengthened above all by the transfer to the *DAGE* of those currently available to the PCU of *PDRH2*, as well as by the installation of a computerized financial management system connected to the *MEN* global Information System. The latter will make it possible to monitor all sector expenditure regardless of the sources of funding and it will be designed to keep track of the gradual decentralization of financial management. *DAGE* working methods will be radically altered to allow: (i) financial management to shift from an administrative to a managerial mode, which requires personnel to be proactive and accountable for delays and results; (ii) systematic use of outsourcing; (iii) systematic dissemination of information on QEFA resources, expenditure, and procurement. These changes in working methods which *DAGE* wishes to introduce will be sustained by providing special training courses for its staff.
- (ii) ***DPRE***. The Planning Unit's coordination function has been boosted with regard to programming, monitoring/evaluation, regulation, information, and support for decentralization. These new *DPRE* mandates, which are described in detail in Chapter C4, imply a considerable strengthening of its capacity, much of which got underway during project preparation. The way the *DPRE* is currently organized is inadequate and will be replaced by a new organizational chart and the new terms of reference that were devised in the course of project preparation and are due to be approved in early 2000. They are

rightly organized around three Departments -- Information, Statistics and Outlook, Education Plans -- and a General Secretariat. In this scheme, SIMEN, the unit responsible for electronic data processing in MEN that today forms part of the Minister's departmental staff, is to be incorporated into DPRE. Leadership: Working with the Director, the current *DPRE* team provided very effective leadership in 1998 during preparation of QEFA, coordinating the work of all the directorates, the regional and departmental inspectors (*IA* and *IDEN*), foreign financial partners, and local collectivities as preparations for regional and departmental plans (*PRDE* and *PDDE*) got underway. The team has a clear grasp of the project and of its own mission and its competence is acknowledged by both domestic and external partners. Human resources: Since 1998, about a dozen competent and experienced executives from *MEN* and other ministries have been seconded to *DPRE* to prepare QEFA and they constitute a solid core. The human resources development plan devised by *DPRE* to support QEFA has begun to be executed with: (i) the creation of two budget posts that were recently filled (one for a planner, the other for an economist/statistician) and (ii) the transfer (now taking place) of the PCU of *PDRH2*'s education expert and the PCU of *PAES*' administrator to *DPRE*. The other staff needed will be obtained by transferring personnel within *MEN* and/or secondment from other ministries. Training courses in management and planning will be provided to staff that need them. Computer equipment will be installed as well as the global Information System for the education sector. Inspired by work initiated by *DPRE* in February 1999, this system will be decentralized in order to help the regions and departments prepare a decentralized annual report and complete their own development plans (*PRDE* and *PDDE*) and annual operation plans (OP). The information system will cover: (i) school-level data, (ii) student characteristics, (iii) personnel issues, (iv) financial and expenditure data supplied automatically by the *DAGE* information subsystem, and (v) student learning outcomes. It will also provide data for tracking project-related performance indicators. Gradually declining financial support for project operations is contemplated in the program. *DPRE* practices have already begun to change as a result of making personnel accountable for results rather than activities. This shift will be reinforced by appropriate training. Even so, it will be necessary to improve dialogue with local collectivities and the private sector through implementation and regular use of contracting-out mechanisms in connection with the *PDDE* and *PRDE*.

(iii) **Local governments (LGs).** The LGs have very little ability to fulfill the mandates restored by the decentralization law in the field of education. The project contemplates support for the LGs in the form of information and training, which will complement a plethora of already existing projects financed by numerous donors and designed to support the LGs as examples of decentralization. Given their weak capacity, the idea is for them to delegate their school building contractor functions to one or several contract management agencies (CMAs), receive technical assistance from the *DCES*, particularly for local construction planning, and evaluate the performance of the CMAs. The contract-based approach expressed in the signing by *MEN* and the LGs of draft agreements and (*PDDE* and *PRDE*) development plans will allow: (i) acceptance of a uniform arrangement for all LGs and (ii) decentralized negotiations, on a case by case basis, regarding the implementation of that arrangement, which should make it possible to avoid the difficulties associated with the marked differences in the technical and financial capacities of individual LGs. The Information System run by *DPRE* will be organized in such a way as to furnish the LGs with the appropriate data needed for any decisions they need to take.

(iv) **AGETIP.** In the QEFA program, *AGETIP* plays two distinct roles: on the one hand, it is the Executing Agency for the adult literacy component financed by IDA and, on the other, it is the main contract management agency (CMA) of the local collectivities for the construction, rehabilitation, and equipping of classrooms financed by IDA and CFD. Since these functions are a continuation of the mandates successfully carried out by *AGETIP* in the *PAPF* project (as execution agency) and the *PDRH2* project (as CMA), the Agency's ability to perform both functions has been evaluated and deemed to be adequate.

4.2 Project management:

(i) Organization. *MEN's* organizational chart and directorate manuals were largely obsolete well before preparation of the *PDEF/QEFA* program got underway. A number of responsibilities were split among numerous decision centers that were themselves poorly defined and coordinated. Development interventions took place in connection with "projects" that were either inconsistent or barely coordinated with other projects in terms of objectives, strategies, or activities. Under the *QEFA* program, the *MEN* organizational chart will be redesigned to bring the mandates of the different directorates in line with the program's objectives. It will also accommodate new directorates, such as the Human Resources Directorate. New manuals defining the functions of each directorate will be introduced to reflect the major shifts in functions brought about by: (i) the new objectives and reforms in the *QEFA* program, (ii) the decentralization law, which transfers a large number of *MEN* tasks to the local collectivities, (iii) the *MEN* decentralization process, which transfers a number of central directorate responsibilities to the *IA* and *IDEN*, (iv) the delegation of responsibilities to the schools and grassroots school communities and (v) the outsourcing strategy and contracting out of numerous services previously provided by the Administration. These manuals will reflect the new way the sector is to be run, with the Ministry focusing on guidance, coordination, monitoring, and evaluation, while execution functions shall be delegated to the partners in education, particularly the private sector, using a contract-based hiring system. The new sector policy letter (2000-2010) is the instrument used to get the new "program" approach, to which the partners in development also subscribe, off the ground, along with the new outsourcing strategies.

(ii) Leadership. Despite the individual qualities of those currently in charge, leadership effectiveness (the management system) in *MEN* was until recently undermined by the compartmentalization of decision-makers. One of the major outcomes of the *PDEF/QEFA* preparation process has been the development of a team spirit, which has made it possible to exploit synergies among managers/leaders throughout the central and decentralized education system. As the program gets underway, the group of directors, *IA* and *IDEN*: (i) share a common, clear, and determined approach to the set of reforms to be undertaken, (ii) are fully committed to the new strategies that have been developed, especially decentralization, outsourcing, and privatization, (iii) are gradually eliminating the previous compartmentalization among directorates, (iv) fully accept the change in paradigm implied by decentralization, (v) are highly familiar with the Manual of Procedures and Action Plans, and (vi) grasp the need to shift from an administrative to a managerial approach. Generally speaking, the directors and *IA* possess the necessary academic qualifications, experience, and leadership skills to direct this program. However, with a few exceptions, they still have to improve their ability to delegate responsibilities to their colleagues. The program preparation team will be transformed painlessly, without disruption or major changes, into the National Committee for Coordination and Follow-up. Apart from the ability to delegate, senior *MEN* officials will also have to learn how to co-manage the educational system with locally elected LG representatives. The participatory, decentralized, and contract-based planning mechanisms developed under the *QEFA* program since 1998 will serve that purpose, although it will also require specific training in modern management techniques for elected officials and education managers. Such training is contemplated in the program.

(iii) Human resources. The major problem to be solved was, and largely still is, the very weak initial capabilities of the professional teams working with the directors. Nevertheless, in the course of program preparation, *DPRE* has tackled and largely succeeded in raising its human resource capabilities by acquiring the services of an initial nucleus of qualified professionals. Similarly, although to a lesser extent, a core unit of sufficiently qualified professionals has also been formed in *DAGE* by transferring personnel with the required expertise from the 2 PCUs (*PDRH2* and *PAES*) that are to be gradually disbanded. This initial expertise will suffice to begin program management. *DPRE* and *DAGE* human

resources will be further strengthened in the course of the program itself in order to allow it to take responsibility for putting in place decentralized management capabilities in the educational system. For all other directorates in *MEN*, the QEFA program includes implementation of a human resource reinforcement plan, which will be completed prior to negotiations. Some of the professional staff coming from the two PCUs will be redeployed in the various directorates, particularly the PCU administrative support personnel in order to ensure that staff are trained in modern ways of handling files and records. The terms of reference for those in charge will be completed before the Credit enters into force. Use of Technical Assistance (TA) is envisaged whenever necessary, but particular emphasis has been placed on implementing the internal redeployment process and on training staff in the directorates, in order to make it possible eventually to do without TA.

(iv) **Material resources.** *MEN* suffers from a chronic shortage of material resources not just because of a lack of funds, but also, and to a large extent, due to weak material resource management. Replacement and upkeep of material purchased have been neglected, leading to widespread deterioration of the already inadequate stock of material resources and a negative impact on the effectiveness of teaching. The need to determine the costs of the QEFA program provided an opportunity to establish the ability to plan and estimate requirements, in terms of both infrastructure and recurrent expenditure. A *MEN* (*DAGE-DPRE*) team was successfully trained in the use of the World Bank's Costab software and it prepared the cost estimates for the QEFA program, including all sources of financing. *MEN* thus had at its disposal a tool for arbitration among components and partners. This approach has strengthened *MEN's* identification with the program. During execution, the "program" approach will be put to good advantage to establish, for each type of good to be purchased, a consolidated inventory of what there is and what is needed in the sector, together with a transparent distribution of purchases among interested partners, all of which will enable needs to be adequately covered, while avoiding duplication and the risk of duplicated requests for funding. The Procurement Plan that *MEN* is to submit for negotiation will taken into account all the program's requirements and it will identify all sources of financing. Materials needed to strengthen institutional capabilities will be dealt with under this framework. The PP will be updated during the annual program reviews, to which financial partners are invited. The question of renewal of equipment and infrastructure maintenance has largely been incorporated into the sector financing model developed by the Applied Economics Research Center (*Centre de Recherche en Economie Appliquée -- CREA*) in order to estimate the long-term sustainability of the *PDEF*. The Ministry of Finance has provided assurances that it will use the financing framework established by the *CREA* financing model adopted at the end of QEFA program preparation. School building maintenance is central in the draft agreements between *MEN* and local governments (LGs), because they reflect the LGs' newly restored role in this area. Training and an incentive for LGs (in the form of a matching fund) are envisaged in QEFA in order to reverse the previous situation.

(v) **Practices.** Past practice was characterized by numerous ad-hoc interventions, spurred by availability of funds and implemented in a compartmentalized and intermittent fashion by officials who may have been accountable for their activities on an administrative level but who were not -- or only barely -- responsible for results. The program preparation process provided an opportunity to radically alter such practices, especially through: (i) the successful development of the program approach, which will be consolidated with the use of the Annual Operation Plans (OP) tool, (ii) the shift from responsibility for activities to responsibility for results, a change that will be consolidated by introducing performance indicators in the OP in order to accustom those in charge to measuring their performance regularly and taking corrective steps where necessary, and (iii) the change in attitude in the education sector directorates (*DPRE*, *DAGE*, *INEADE*), which are gradually developing a "service" approach to the operational directorates, which helps eliminate compartmentalization among the directorates. The Manual of Procedures will help to consolidate a decompartmentalized approach and encourage proactive behavior on

the part of the different partners, while clarifying the responsibilities of each of them, the sequences to be followed, their modus-operandi, and the inter-relations between the responsibilities of the different partners. The contracting out of regional and departmental development plans (*PDDE* and *PRDE*) between *MEN* and locally elected representatives, as well as the draft agreements between *MEN* and associations of locally elected representatives likewise constitute crucial changes in behavior, which facilitate the process of making partners responsible for the results each of them expects from voluntary implementation of a mutually accepted program.

4.3 Procurement issues:

A Country Procurement Assessment Review (CPAR) was conducted in July 1994. The findings of this review remain valid. In general, Senegal's procurement laws and regulations do not conflict with IDA guidelines. No special exceptions, permits or licenses need to be specified in Credit documents since Senegal's procurement practices allow IDA procedures to take precedence over any contrary provisions in local regulations. *IDA-financed Works and Goods* will be purchased in accordance with World Bank's Guidelines: Procurement under IBRD Loans and IDA Credits (January 1995, revised in January and August 1996, September 1997, and January 1999). World Bank's Standard Bidding Documents will be used for all International Competitive Bidding procedure. National Competitive Bidding (NCB) advertised locally would be carried out in accordance with Senegal's procurement laws and regulations, acceptable to IDA provided that: (i) any bidder is given sufficient time to submit bids (four weeks); (ii) bid evaluation and bidder qualifications are clearly specified in the bidding documents; (iii) no preference margin is granted to domestic manufacturers; (iv) eligible foreign firms are not precluded from the competition; and (v) prior to issuing the first call for bids, a draft standard bidding document is submitted to IDA and deemed acceptable by it. The standard bidding document for NCB will be based on the World Bank's Standard Bidding Documents, with appropriate modifications for advertisement of the Invitation For Bids (which may be limited to the major national daily newspaper), the currency of the bid price and payment, applicable laws, etc. *IDA-financed Consultant Services* will be procured in accordance with the World Bank's Guidelines for the Selection and Employment of Consultants by World Bank Borrowers, published in January 1997, revised in September 1997 and January 1999. See detailed information on the procurement arrangements by category of expenditure in Annex 6.

4.4 Financial management issues:

The financial management of the program would be centered around *DAGE* at the central level, the IAs at the regional level and *AGETIP* for the adult literacy sub component. *DAGE* would have overall responsibility including: (a) education sector budget planning; (b) coordination with *DEPRE* of the preparation of budgets associated with the annual operating plans regardless sources of financing, nature of expenditure and body in charge with implementing the expenditures; (c) make initial deposits from Public Treasury resources and advance accounts at the central and decentralized levels; (d) implement the Government's investment budget and recurrent budget (except for funds allocated through advance accounts) at the decentralized levels and expenditures from external investment credits; (e) oversee expenditures made on the authority of *MEN* (advance accounts) and monitor expenditures made by autonomous entities such as universities, local governments and development partners; (f) reimburse advance accounts from the IDA special accounts held by *DDI* and other special accounts; (g) oversee *AGETIP* management of the second special account for literacy education subprojects, (h) maintain and consolidate all QEFA program accounts in accordance with international accounting standards; including the IDA special account for all components, as well as the special accounts of other donors; (i) ensure that all partners adhere to the Manual of Accounting and Financial Procedures; (j) ensure that audits of acceptable detail and scope are performed in a timely fashion and submitted on the specified dates to *MEN*, *MEFP*, IDA and other development partners; and (k) prepare quarterly Program Management Reports (PMRs) (i) Project Sources and Uses of Funds; (ii) Uses of Funds by Project Activities; (iii) Special Account

Statement; (iv) Procurement Process Monitoring (Goods & Works); (v) Procurement Process Monitoring (Consultants' Services); (vi) Contract Expenditure Report (Goods & Works); and (vii) Contract Expenditure Report (Consultants' Services)). *AGETIP* that will manage the second special account for literacy education subprojects, would have to keep separate accounts for this sub component. Due to the decentralized approach of the program, the 10 *IA* located at the regional level are also expected to play a key role in the program's financial management. See Annex 11 for more information on the financial management mechanisms and arrangements.

5. Environmental:

Environmental Category: C

5.1 Summarize the steps undertaken for environmental assessment and EMP preparation (including consultation and disclosure) and the significant issues and their treatment emerging from this analysis.

Schools with inadequate sanitary facilities can have a significant impact on the immediate school environment and nearby water supplies. Under this component, a number of existing schools will be retrofitted with latrines and a latrine maintenance program will be instituted. All new school construction will use methods and materials chosen to minimize negative environmental impact. Sanitation facilities will be built at a number of schools, and these will be sited to avoid contaminating water supplies. Boreholes, etc., will only be drilled after environmental review. The program will also promote environmental awareness through the curriculum and education materials.

5.2 What are the main features of the EMP and are they adequate?

Not applicable

5.3 For Category A and B projects, timeline and status of EA:

Date of receipt of final draft:

Not applicable

5.4 How have stakeholders been consulted at the stage of (a) environmental screening and (b) draft EA report on the environmental impacts and proposed environment management plan? Describe mechanisms of consultation that were used and which groups were consulted?

Not applicable

5.5 What mechanisms have been established to monitor and evaluate the impact of the project on the environment? Do the indicators reflect the objectives and results of the EMP?

Not applicable

6. Social:

6.1 Summarize key social issues relevant to the project objectives, and specify the project's social development outcomes.

Gender. The QEFA will help implement *MEN*'s plan of action for gender initiatives. The 1996/97 national Household Survey found that education for women in rural areas was associated not only with higher household consumption but also with benefits related to the health, nutritional status and schooling of their children. Girls' share of total enrollment in primary, middle school and secondary education is only 47.1%, 40.4% and 37.6% respectively. Repetition rates are significantly higher for girls in every grade and every region. *MEN* statistics show similar dropout rates for boys and girls, but these will need to be revisited, given the increasing gender disparities observed in higher levels of the system. The *DPRE* will monitor the gender dimension of all policy and planning initiatives. Regional gender units will monitor such initiatives as providing scholarships for girls, providing safe boarding facilities for female students and incorporating gender issues into the curriculum and teacher training. Of particular concern is the extraordinary gender disparity observed in eastern and southern Africa regarding HIV/AIDS incidence

among 15-19 year-olds (80-85% of those infected in this age group are female). Aggressive action including school-based behavior-change programs can help prevent these figures from being repeated in Senegal, which has one of Africa's lowest rates of HIV infection.

Vulnerable groups. The program targets activities to rural areas and to under-served regions where the incidence of poverty is substantially above average. Activities specifically emphasize the needs of poorer regions and households. Most of the construction and rehabilitation program will concentrate on rural areas. The decentralization of management responsibility and resources, along with accompanying skills development, will give rural communities greater control.

6.2 Participatory Approach: How are key stakeholders participating in the project?

The primary beneficiaries are the children of Senegal. Their perspective has been learned through extensive classroom visits, and results of the national household survey. An incidence analysis was conducted to determine the impact of various initiatives on selected group of children.

The *PDEF* was developed with the participation of a full range of stakeholders including teachers, parents, local communities, development partners, NGOs, and religious organizations. This was achieved through: (a) bringing teachers and staff into the decision-making process, through the various working groups, (b) increasing representation of actors at the regional, local and school levels in the planning process; (c) training school directors to interact more effectively with communities; and (d) holding consultative sessions with civil society. The school grants program provides for ongoing participation of teachers and parents in defining school improvement activities.

6.3 How does the project involve consultations or collaboration with NGOs or other civil society organizations?

For projects expected to receive authorization to appraise/negotiate (in principle) prior to April 30, 2000, this section may be left blank.

6.4 What institutional arrangements have been provided to ensure the project achieves its social development outcomes?

For projects expected to receive authorization to appraise/negotiate (in principle) prior to April 30, 2000, this section may be left blank.

6.5 How will the project monitor performance in terms of social development outcomes?

For projects expected to receive authorization to appraise/negotiate (in principle) prior to April 30, 2000, this section may be left blank.

7. Safeguard Policies

7.1 Do any of the following safeguard policies apply to the project?

Policy	Applicability
<input type="checkbox"/> Environmental Assessment (OP 4.01, BP 4.01, GP 4.01)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Natural habitats (OP 4.04, BP 4.04, GP 4.04)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Forestry (OP 4.36, GP 4.36)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Pest Management (OP 4.09)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Cultural Property (OPN 11.03)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Indigenous Peoples (OD 4.20)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Involuntary Resettlement (OD 4.30)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Safety of Dams (OP 4.37, BP 4.37)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Projects in International Waters (OP 7.50, BP 7.50, GP 7.50)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<input type="checkbox"/> Projects in Disputed Areas (OP 7.60, BP 7.60, GP 7.60)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

7.2 Describe provisions made by the project to ensure compliance with applicable safeguard policies.

F. Sustainability and Risks

1. Sustainability:

Government, the largest financier of the QEFA providing about 80% of total resources, is committed to providing 33% of government recurrent expenditures and 8% of public investment expenditures for the first phase of the education sector program. Donors are providing 15% of resources while other sources of domestic financing will contribute a small but growing share of financing – primarily for operating expenditures. The Government will provide 90% of financing for recurrent expenditures for the program which seems reasonable and sustainable. Implementing successfully the policy reforms related to financing of education will provide the basis for the continued expansion of the system to the poorest sections of society and improving learning in schools. The involvement of beneficiaries in the financing of education at the post-primary will require greater accountability of government to improving the quality and cost-effectiveness of education services and will facilitate the decentralization of decision-making, thereby contributing to the sustainability of the QEFA objectives.

2. Critical Risks (reflecting assumptions in the fourth column of Annex 1):

Risk	Risk Rating	Risk Minimization Measure
<p>From Outputs to Objective Insufficient demand for schooling, school improvement initiatives, ECD model.</p> <p>There will be a continued supply of volunteer and contract teachers for new positions.</p>	M	<p>Communications strategy to be developed, special education programs for marginalized groups.</p> <p>Government will re-deploy under-employed teachers to minimize demand for new teachers.</p>
<p>Government increases recurrent expenditures to allow expansion in teacher numbers</p> <p>Teachers' unions will continue to agree with new recruitment and financing provisions.</p>	M	<p>Financial simulations modeling used for wide discussions within government, up-front and agreements will be sought on cost recovery measures for higher levels of system.</p> <p>Extensive up-front discussion and agreements with all teacher unions.</p>
<p>Adequate reporting and financial control mechanisms can be put in place in a timely fashion.</p> <p>Stakeholders (including teachers, directors, and parents) accept and implement the curriculum reforms.</p>	M	<p>Technical Assistance financial management procedures developed.</p> <p>Communications strategy put in place. Teachers will prepare individual plans for failing students, remedial classes and school grants used and free books used.</p>

Government is able to collaborate with private sector and NGOs to develop a demand-based strategy for vocational training.	S	Manual of Procedures developed in collaboration with NGOs.
Post-literacy materials will be available to adults having completed the literacy training.	M	School reading corners and other material developed, involvement of parents in school management.
Textbook choice mechanisms are accepted .		Communication strategy and training programs developed.
There is not backtracking on measures to assign responsibility to assign teacher management to local entities.	H	Progress report included in annual expenditure review.
Decentralization will move forward as scheduled in Senegal and budget funds will be available in a timely fashion.	M	Communities involved in preparation of annual regional budgets in annual reviews.
Policy makers and implementers incorporate the findings of M& E to adjust QEFA implementation.	M	Study program developed and formal discussion at time of annual meeting.
From Components to Outputs Implementing agencies: (DAGE and DPRE) within MEN quickly master Bank and donor procedures.	M	Technical Assistance will be hired to help in developing financial management information system and evaluation capacity.
Regions and departments have sufficient personnel to prepare implementation of subsequent phases of program.	M	QEFA builds planning, budgeting capacity. Simulation model has been decentralized and financial management capacity will be strengthened.
Donors coordinate inputs.	M	Reporting protocols will be established and joint annual review meetings.
Overall Risk Rating	M	Extensive ongoing evaluation, communications

Risk Rating - H (High Risk), S (Substantial Risk), M (Modest Risk), N (Negligible or Low Risk)

3. Possible Controversial Aspects:

(i) The creation by *MEN* of a school construction agency and *MEN's* intention to transfer the management of school constructions contracted to *AGETIP* to this agency is acceptable to IDA as long as the operation criteria of the new agency comply with those of *AGETIP* (operation in accordance with private sector procedures, competitive recruitment of personnel according to labor market needs). *MEN* has not specified this plan clearly yet.

(ii) Management of the *PDEF* from within the Ministry instead of PCU.

- (iii) Increased cost recovery for secondary and higher education.
- (iv) Use of national languages in lower levels of primary education.

G. Main Loan Conditions

1. Effectiveness Condition

- (a) the Borrower has, in accordance with the provisions of Section II of Schedule 3 to the Development Credit Agreement, appointed an auditor for purposes of Article IV of this Agreement;
- (b) the Borrower has adopted a Program Implementation Manual, in form and substance acceptable to the Association;
- (c) MEN has entered into (i) an agreement with the *Maître d'ouvrage délégué*, and (ii) a *Protocole d'Accord* with the *Associations des Elus Locaux*, both in form and substance satisfactory to the Association;
- (d) the Borrower has (i) established a financial management and accounting system, satisfactory to the Association; and (ii) adopted a Financial Procedures Manual, in form and substance acceptable to the Association;
- (e) the Borrower has completed the procurement plan for the first two years of the Project;
- (f) the Borrower has approved the *POBA* for the first year of the Project, in accordance with, and subject to, the provisions of paragraph 6 of Schedule 4 to the Development Credit Agreement;
- (g) the Subsidiary Agreement has been executed on behalf of the Borrower and *AGETIP*; and
- (h) the Borrower has opened the Project Account and deposited therein the amount of the Initial Deposit.

2. Other [classify according to covenant types used in the Legal Agreements.]

- (a) Submission by the end of the first and third quarters of each year, of a progress report including information on agreed outcome and performance indicators based on data from the program monitoring reporting system. The report will include, a summary statement on the status of implementation of each component, including compliance with project covenants and progress in meeting agreed policy objectives.
- (b) Submission by December 31, 2001, of a mid-term report showing progress achieved since program effectiveness, and a work program covering the period until project completion.
- (c) Submission by June 30, 2001, of a policy strategy and work program for privatization of textbook publication and distribution.
- (d) Submission by December 31, 2000, of an action plan for the improvement of internal efficiency (drop-out, repetition, length of school year and teaching hours).
- (e) Submission by December 31, 2000, of a methodological guideline and a manual of procedures for school improvement grants to be acceptable to IDA.

- (f) Submission of a report on maintenance.
- (g) Annual review of the financial model.
- (h) Implementation by October 31, 2000 of an action plan to rationalize teachers' management (benefits, etc.)

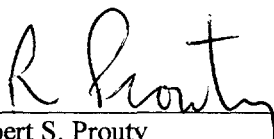
H. Readiness for Implementation

- 1. a) The engineering design documents for the first year's activities are complete and ready for the start of project implementation.
- 1. b) Not applicable.
- 2. The procurement documents for the first year's activities are complete and ready for the start of project implementation.
- 3. The Project Implementation Plan has been appraised and found to be realistic and of satisfactory quality.
- 4. The following items are lacking and are discussed under loan conditions (Section G):


The manual of general procedures and the financial procedures' manual were reviewed at negotiations and will be finalized before credit effectiveness.

I. Compliance with Bank Policies

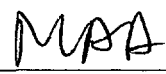
- 1. This project complies with all applicable Bank policies.
- 2. The following exceptions to Bank policies are recommended for approval. The project complies with all other applicable Bank policies.



 Robert S. Prouty
 Team Leader

For 

 Nicholas R. Burnett
 Sector Manager/Director



 Mahmood A. Ayub
 Country Manager/Director

Annex 1: Project Design Summary
SENEGAL: Quality Education For All Program

Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
Sector-related CAS Goal: Broad-based, equitable economic development and poverty reduction	Sector Indicators: Economic growth rate	Sector/ country reports: Ministry of Finance annual report; Poverty Assessment	(from Goal to Bank Mission) Increased access to quality education will lead to economic development and poverty reduction
Program Purpose: To achieve universal basic education.	End-of-Program Indicators: <ul style="list-style-type: none"> ●10% of 3 to 5 year-old children will benefit from ECD program (1% by end of first phase) ●100% gross primary enrollment (75% by end of the first phase) ●Girls represent 50% of primary enrollment (46% by end of the first phase) ●50% gross middle school enrollment (35% by end of first phase) 	Program reports: <i>MEN</i> statistical records and Program Monitoring Reporting (PMR)	(from Purpose to Goal) <ul style="list-style-type: none"> ●Adequate financing will be available to cover the increases in recurrent expenditures for primary education associated with this program

Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
<p>Project Development Objective: The framework for quality universal basic education is effective and ready for national implementation. 2nd Phase: UPE Grades 1-4 3rd Phase: UPE achieved</p>	<p>Outcome / Impact Indicators:</p> <ul style="list-style-type: none"> ●Gross primary enrollment rate from 65% to 75%, with Grade One admission rate going from 68% to 80% and the percentage of primary students who are girls from 44% to 46%. ●1% of children aged 3 to 5 are in ECD centers. ●At least 2% annual increase in national student achievement scores compared to existing baseline in French and math for Gr. 4. ●Repetition rate reduced to 10% as a result of program initiatives. ●Implementation of 20 hour teaching week as norm for middle and secondary school teachers. ●Percentage of students attending primary schools offering a complete six-year cycle increases from 64% to 80%. ●Reduction by 25% of the number of classes that fall outside the minimum and maximum norms for class size. 	<p>Project reports:</p> <p><i>MEN</i> statistical yearbook</p> <p><i>DEPEE</i> student achievement report</p> <p><i>DEMSG</i> implementation report</p>	<p>(from Objective to Purpose)</p> <ul style="list-style-type: none"> ●The departmental and regional education development plans accurately reflect the <i>PDEF</i>, and are owned and implemented at the school/community level.

Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
<p>Output from each component:</p> <p>1. Communities send their children to nearby schools, as gross primary enrollment reaches 75% nationally. 2nd Phase: 90% gross primary enrollment. 3rd Phase: 100% gross primary enrollment</p>	<p>Output Indicators:</p> <ul style="list-style-type: none"> ●Creation of one ECD center by at least 180 communities in 5 regions. ●6000 primary school classrooms built ●Implementation and financing of maintenance program by local municipalities covering at least 80% of the 6000 primary school classrooms to be built. ●1800 primary school classrooms renovated, wells installed for 570 schools and latrines for 1080 schools. ●258 middle school classrooms built, of which at least 50% are neighborhood middle schools. ●Multigrade teacher training modules designed and implemented in 5 regions. ●30 neighborhood secondary school classes built and 165 additional secondary school classes renovated. ●Demand-driven training programs implemented, with an annual disbursement of \$150,000 by the Vocational Training Fund. ●Construction of CUR Bambej. 	<p>Project reports:</p> <p>Site visits, PMR</p> <p><i>DCES</i></p> <p><i>DCES</i></p> <p><i>DCES</i></p> <p><i>IDEN and IA annual reports</i></p> <p><i>DCES</i></p> <p><i>DCES</i></p> <p>PMR</p> <p><i>DCES</i></p>	<p>(from Outputs to Objective)</p> <ul style="list-style-type: none"> ●Growth in demand for schooling parallels expansion of school places ●Households, communities, NGOs and regions support locally-driven school improvement initiatives ●ECD model is acceptable to communities and other development partners ●There will be continued supply of volunteer and contract teachers for new positions.

<p>2. Optimal strategies for improving the quality of education delivery are tested and ready for implementation by MEN. 2nd Phase: IA responsibility for implementation. 3rd Phase: IDEN responsibility for implementation</p>	<ul style="list-style-type: none"> ● Training of 450 ECD monitors. ● 80% of primary schools in 3 IA have prepared school improvement plans, with 400 primary schools having implemented school improvement programs financed through small grants; 80% of middle and secondary schools in 10 IA have prepared school improvement plans, with 150 middle and secondary schools having implemented school improvement programs financed through small grants ● 10 schools in each IDEN have classroom libraries with at least 20 reading books. ● 80% of children in pilot schools utilize classroom library resources for reading instruction on a daily basis. ● At least 400 classrooms covering 6 languages adopt curricular plans and materials in national languages. ● Each child receives 3 textbooks on loan from school each year. ● Deworming program implemented in all schools. Anti-AIDS, FGM program defined and implemented in each IDEN. ● Initiate post-literacy programs in 10 IDEN. 	<p>EMIS data, PMR</p> <p>EMIS, PMR</p> <p>Site visits</p> <p>Site visits</p> <p>PMR, <i>INEADE</i> reports, mid-term review</p> <p><i>INEADE</i> reports, mid-term review</p> <p>PMR, School Health reports</p> <p>Program Coordinator Reports, National Literacy Program Report</p>	<ul style="list-style-type: none"> ● Government increases recurrent expenditures to allow expansion in teacher numbers. ● Teachers' unions will continue to agree with new recruitment and financing provisions. ● Adequate reporting and financial control mechanisms can be put in place in a timely fashion. ● Stakeholders (including teachers, directors, and parents) accept and implement the curriculum reforms ● Textbook attrition can be minimized by training and subsequent involvement of parents and teachers in book management practices. ● Government is able to collaborate with the private sector and NGOs to develop a demand-based strategy for vocational training ● Post-literacy materials will be available to adults having completed the literacy training. ● School personnel have sufficient knowledge and will to lead school improvement process.
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<p>3. National and regional administrative entities are able to successfully manage the education system. 2nd Phase: Regional budget and action plans prepared and serve as guide to system management. 3rd Phase: Departmental budget and action plans prepared and serve as guide to system management implementation</p>	<ul style="list-style-type: none"> ●A standardized testing cycle will be implemented for one level of primary schooling and one level of secondary schooling in 10 IA. Pedagogical support and materials will be provided to teachers based on standardized testing results. ●A net increase of 2000 primary school teachers will be recruited annually as volunteers, with the possibility of becoming contract teachers after 4 years of satisfactory service. Pre-service training will be provided for 2 cohorts of 1250 teachers annually at the EFI. New modules will be introduced into pre-service training at the EFI dealing with multigrade teaching, science teaching using demonstration kits, national languages and reading. ●All 40 IDEN manage contract teacher personnel policies. 	<p><i>INEADE</i> reports</p> <p>PMR, Annual coordinator reports, mid-term review</p> <p>PMR, interviews with department officers, site visits, salary records</p>	<ul style="list-style-type: none"> ●Textbook choice mechanisms are accepted by teachers and inspectors, and teachers change their teaching style based on the availability of books. ●Communities are willing to increase education expenditures to finance ECD and primary education and maintenance activities. ●Personnel management: There is no backtracking on measures to assign responsibility for teacher management to local entities; acceptable mechanisms can be developed to include civil service teachers in these arrangements.
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	<ul style="list-style-type: none"> ●At least 8 IA prepare comprehensive action plans and budgets for recurrent and investment expenditures. ●Program for education monitoring and reporting (PMR) operational. ●LACI-compliant financial management system is in place. 	<p>PMR, school visits, beneficiary assessment reports, mid-term review, site visits, annual review of the QEFA conducted by donors and government.</p> <p>PMR, annual coordinator reports</p> <p>PMR, mid-term review</p>	<ul style="list-style-type: none"> ●Decentralization will move forward as scheduled in Senegal, and budget funds will be available locally in a timely fashion. ●Literacy training can be effectively linked to community development initiatives. ●Policymakers and implementers incorporate the findings of M&E efforts to adjust QEFA implementation.
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Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
<p>Project Components / Sub-components:</p> <p>1. Increasing access a. ECD centers b. Primary school construction c. Primary school renovation and maintenance d. Creation of neighborhood middle schools e. Multigrade teaching strategies f. Special education g. Creation of neighborhood secondary schools h. Vocational Training Fund i. Creation of Community College network j. Private higher education</p> <p>2. Improving Quality a. Early Childhood Development b. School improvement program of small grants c. Periurban initiatives d. School and family reading e. National languages f. Textbooks and reading materials--primary and middle school g. School health and nutrition h. Special education i. Dropout and repetition initiatives j. Adult basic education k. Evaluation of student learning l. Teacher training m. Textbooks and reading materials--secondary school n. Science and technology o. Vocational training</p> <p>3. Decentralized Management a. Personnel management b. Decentralized planning c. Community participation d. Policy, monitoring and program evaluation e. Financial management</p>	<p>Inputs: (budget for each component) \$637 million</p> <p>\$243 million</p> <p>\$46 million</p>	<p>Project reports:</p> <p>Quarterly reports available through PMR; annual progress reports from Coordinator; annual audit reports; disbursement data</p> <p>Quarterly reports available through PMR; annual progress reports from Coordinator; annual audit reports; disbursement data</p> <p>Quarterly reports available through PMR; annual progress reports from Coordinator; annual audit reports; disbursement data</p>	<p>(from Components to Outputs)</p> <ul style="list-style-type: none"> ● Implementing agencies (<i>DAGE</i> and <i>DPRE</i>) within MEN quickly master Bank and donor procedures. ● Regions and departments have sufficient personnel to prepare for implementation of subsequent phases of program. ● Donors coordinate inputs.

Annex 2: Project Description

SENEGAL: Quality Education For All Program

The principal objective of the Quality Education For All Program (QEFA) is to establish the framework and strategies for reaching universal primary education in Senegal. IDA will fund elements of the QEFA related mainly to primary and secondary education. The emphasis will be to improve how children learn to read and write. The QEFA will also help the Government to develop the investment strategies for other activities, including science education and technical and vocational training.

Gender-specific issues: Parents identify lack of latrines and distance from home to school as particular barriers to girls' schooling. The access component is designed to respond to these issues. Girls also have far less access to learning than boys: fewer textbooks, higher dropout rates, less attention from teachers. The quality component, which has sub-components dealing with grade repetition, textbooks, and teacher practices, has been designed to address these issues. Experimentation and analysis throughout the first phase will seek to identify gender-specific issues that may be addressed in subsequent phases. In addition, the use of local languages, which is being introduced in Senegal through this program, has been reported in other countries (Mali, for instance) to improve girls' confidence and participation, and to decrease their repetition rates. It can also be expected that overall improvements in reading skills should have their biggest impact on girls, since their repetition rates are currently much higher than those of boys. Given the overall gender gap in literacy, the adult literacy program specifically targets females.

HIV/AIDS specific issues: Even though the prevalence rate of HIV/AIDS is very low in Senegal compared to other countries in the region (1.7% according to UNAIDS), this disease is of great concern within the education sector and will receive close attention throughout the life of this program. Age disparities in sexual relationships appear to put adolescent girls at particular risk. Teachers may also constitute an important vector for spread of the disease. Through this program, ways will be sought to use education sector institutions and resources broadly as a tool to keep the epidemic from spreading. This will be done in part by providing students with pertinent information on STD, HIV/AIDS and by means of a school program that addresses risks related to non-protected practices and encourages open communication. All project components will be considered for their potential to address these issues.

By Component:

Project Component 1 - US\$637.00 million

Increasing Access to Education (IDA US\$29.6M; Other including Government US\$607.4M)

1. Basic Education-Access

Objective. The objective of this component is to increase the coverage and equity of education. It will expand primary and lower secondary school enrollment. An emphasis will be placed on enhancing the participation of girls and boys living in under-served regions, as well as children with special learning needs. Early childhood initiatives and multigrade classroom teaching will also be supported.

(i) Construction of Early Childhood Development centers. A protocol will be prepared clarifying the roles of the Ministry of Basic Education and the other ministries in carrying out ECD activities, including those activities to take place at the local level. Support at the central level will focus on establishing policy, norms, and training packages, and targeting IEC to vulnerable groups. At the decentralized level, support will be given to capacity-building for NGOs and other private sector care

providers in support of ongoing community-driven ECD. The construction of ECD centers will be financed by the communities; IDA financing will be provided for equipment and materials. In Phase 1, this activity will be largely financed by IDA.

Phase 1: The institutional framework and operational arrangements will be established. An overall policy and strategies will be defined. Activities proposed within this framework will be tested in at least 5 regions with 180 centers, and this pilot testing will be evaluated.

Phase 2: Based on lessons learned from Phase 1, the ECD program will be expanded to all regions in order to implement the system nationwide and reach 5% of children aged 3-5 by the end of the second phase.

Phase 3: The national system will be consolidated and expanded in order to reach 10% of children aged 3-5 by the end of the ten-year program.

(ii) Construction of primary school classrooms. The goal of this sub-component is to increase the number of primary and lower secondary places, with a focus on rural areas, and on accessibility for girls. To help meet its goals for greater access, Senegal aims to build about 2000 primary classrooms per year over the next ten years to enroll 100,000 new students per year (during subsequent years, the rhythm of construction will be 1000 - 1500 a year indefinitely to keep pace with population growth and replacement needs). The planning of the construction program will be decentralized and executed jointly by *MEN's* decentralized entities (*IA, IDEN*) and others (decentralized collectivities, NGOs). Regional (*PRDE*) and departmental (*PDDE*) educational development plans will serve as guidelines for annual budgeting of construction investments. *MEN (DCES, DPRE)* will establish the norms and criteria for allocating resources for construction in accordance with the school map, taking into account the development of multigrade classrooms. Equity criteria aim at reducing differences among and within regions as well as urban and rural disparities. They also aim to reduce the distance from home to school, which can be a particular obstacle for girls' schooling. A Memorandum of Agreement between *MEN* and decentralized collectivities will serve as a sort of contract for implementing the above criteria. Contract management for the construction program will be delegated to a specialized agency; the *DCES* will ensure quality control. The government, the local collectivities, the private sector and about ten donors (see Table 8 of Annex 12) will finance this sub-component (IDA will finance about 20%).

Phase 1: Effective implementation of a Memorandum of Agreement between *MEN* and the local collectivities; construction of about 6000 primary school classrooms (of which 1000 with IDA financing) and replacement of 600 temporary shelters; reduction of the maximum average difference between regions in terms of classroom/school-age child from 64% in 1998-99 (see Table 9 of Annex 12) to 42% in 2003; creation of a database showing average differences in classroom/school-age child within regions and within departments, and between urban and rural settings, and reduction by one-third of these average differences; creation of a geo-referenced school map leading to reduction by one-third between 2000 and 2003 of the total number of homes located more than 4 km from the nearest school.

Phase 2: Construction of about 10,000 classrooms; decentralization of management of the school construction program; reduction of the maximum average difference between regions in terms of classroom/school-age child to 21% in 2007; reduction of the average difference in classroom/school-age child within regions and within departments by 50% between 2003 and 2007; reduction by 50% between 2003 and 2007 of the total number of homes located more than 4 km from the nearest school.

Phase 3: Construction of 6,000 classrooms; reduction to 0 of the average difference in classroom/school-age child within regions and within departments; reduction to 0 of the number of homes

located at more than 4 km from the nearest school.

(iii) Retrofitting of primary schools with latrines and wells, rehabilitation, and maintenance.

Support will be provided under the project for retrofitting primary schools with latrines and wells and for renovation of run-down classrooms. Management of this program will be handled in a similar fashion to new construction. Efficient maintenance programs will be established for all classrooms and equipment. In Phase 1, this sub-component will be supported, for the most part, by IDA, ADB, and *AFD*.

Phase 1: Under IDA financing, approximately 1,800 classrooms will be rehabilitated, covering about 60% of identified needs; 570 schools will be retrofitted with wells representing 22% of identified need and 1,080 schools will be retrofitted with latrines, representing 46% of identified need. Financed maintenance programs will be tested in 3 regions.

Phase 2: Rehabilitation of the remaining 1,200 run-down classrooms; retrofitting with latrines and wells as per identified needs remaining; nationwide implementation of the maintenance system tested during the first phase.

Phase 3: Monitoring and improvement of the maintenance system.

(iv) Development of neighborhood middle schools. To improve access, a new concept will be introduced: that of the neighborhood middle school. This type of school will be designed to serve a smaller catchment area in low population density zones (which are also the target zones for expansion of multigrade schooling), thus improving access for rural students as well as for girls. Teacher training will be adapted so that teachers can cover a wider range of subject areas, and a range of neighborhood middle school design alternatives will be tested. In Phase 1, ADB, IDB, OPEC and *AFD* will support this sub-component.

Phase 1: Regions and areas will be selected to start the expansion of neighborhood middle schools and to test the new concept. Of a total of 200 middle school classrooms to be built each year, at least 50% will be in neighborhood middle schools. In addition, about 300 run-down middle school classrooms will be rehabilitated. Funded maintenance programs will be established for all classrooms in the regions selected. The private sector is expected to build about 100 classrooms annually.

Phase 2: Continuation of the development of neighborhood middle schools to reach a 35% enrollment rate. The maximum difference between regions in terms of enrollment rate will be reduced by one-half from 2003 through 2007, as will differences within regions and within departments, and between urban and rural settings.

Phase 3: Continuation of the development of neighborhood middle schools to reach a 50% enrollment rate and a 0% difference in terms of enrollment rate between regions, among departments within a given region, and between urban and rural settings.

(v) Multigrade teaching strategies. A key goal of the *PDEF* is to eliminate all incomplete primary school cycles. This will require a major effort to expand the use of multigrade classrooms. Current teachers will receive in-service training; a multigrade teaching module will be added to pre-service training courses for new teachers. Additional materials and equipment will be provided for use in multigrade classrooms. In Phase 1, the NDF and IDA will be the main donors supporting this sub-component.

Phase 1: Preparation of a multigrade teaching module for pre-service training in the *EFIs* and for in-service

training. Implementation of pre-service training in the *EFIs* and in-service training for 1000 teachers, of whom about 250 are already teaching in multigrade settings. Training of *IDENs* to manage multigrade programs and pilot testing in the following *IDENs*: Kaffrine (150 schools with incomplete cycles), Tivaouane (99 schools), Mbour (91 schools), Bambey (85 schools) and Diourbel (84 schools). By the end of the first phase, the system for development of multigrade teaching will be tested and evaluated, and the strategy for going to scale nation-wide in the second phase will be prepared and approved. At the end of the phase, the number of children attending schools offering a complete six-year cycle will increase 64% to 75%.

Phase 2: Nation-wide implementation of the strategy for expanding multigrade teaching in low population density zones. The number of students attending schools offering a complete six-year cycle will increase from 75% in 2003 to 90% in 2007.

Phase 3: The percentage of schools offering a complete cycle will reach 100 % at the end of the Ten-Year Program.

(vi) Special Needs Education (SNE) This intervention will provide equipment for the existing Special Needs Education centers to be used as resource centers geared toward integrating children with special needs into regular school programs. It will be further aligned with the small grants program (see below) to provide modest financing in support of schools receiving SNE students. The NDF is the main donor financing this sub-component.

Phase 1: Identification of special education needs, strategy, monitoring and evaluation system; testing of the strategy in a pilot program.

Phase 2: Implementation of the strategy on a modest scale with reference to lessons learned from the pilot program; monitoring and evaluation.

Phase 3: Nationwide implementation of the program, based in part on information obtained through the monitoring and evaluation system.

2. Secondary General, Technical and Professional-Access

(i) Construction and rehabilitation of classrooms and development of small-scale rural secondary schools. Expansion of the general secondary level is, for the most part, being reserved for the second and third phases of the program. The objective of the first phase will be to relieve congestion in classrooms of existing schools; to rehabilitate run-down buildings; and to develop an efficient maintenance system. ADB, OPEC, and the Saudi Fund are the key donors for the first phase.

Phase 1: For the public sector, the first phase will be limited to construction of 30 new secondary school classrooms and rehabilitation of about 165 classrooms. A new model of small scale rural secondary school will also be developed along the lines of the neighborhood middle school concept.

Phase 2: This phase will see the start-up of expansion of secondary education within the constraints imposed by the long term financial framework: construction of about 100 classrooms in the public sector. It is expected that enrollment in the private sector will reach 48% of that of the public sector.

Phase 3: The controlled expansion of secondary schooling will continue, reaching an enrollment rate of 15% by the end of the Ten-Year Program.

(ii) Technical and vocational training. Expansion of technical secondary education and vocational training is reserved for the second and third phases of the program, similar to plans for general secondary education. This is due to the need to develop a new policy for the sub-sector, and to identify strategies and new financing mechanisms before planning an investment program. The new policy will be geared to meeting the needs of the labor market, and to clearly defining Government and private sector roles in terms of comparative benefits. As for general secondary schooling, the development of this sub-sector will require greater participation of the private sector. ADB will provide support for the first phase.

Phase 1: Limited development and consolidation of technical training by extension (9 classes) and rehabilitation (19 classes) in existing technical secondary schools; preparation of an investment plan that fits the new policy and strategy (see quality component).

Phase 2: Start-up of the implementation of the investment plan prepared during the first phase.

Phase 3: Follow-up on the implementation of the investment plan taking into account lessons learned from the monitoring and evaluation mechanism put in place under the quality component.

3. Higher Education-Access

Over the first phase of the *PDEF*, support for increasing access to higher education is being provided largely through the ongoing *PAES* credit financed by IDA. During subsequent phases of the *PDEF*, it is expected that such support will be provided within the context of the successor credits to the *QEFA*. The government's strategy to increase access to higher education includes creation of a network of community colleges (*CUR*), and greater support for private provision of higher education. Investments in the first phase are financed by the Government, while IDA will finance feasibility studies within the framework of the *PAES* (Cr. 2872-SE) and will pursue a dialogue on strategies to increase support for the private sector.

(i) Creation of a network of community colleges (*CUR*).

Phase 1: The first phase of the *PDEF* will coincide with the second half of the *PAES* project during which the extension the Central Library of *UCAD* and the rehabilitation of the Thiès Polytechnic School will be completed. A feasibility study for financing the Bambey community college will be prepared. The construction of this *CUR* is planned for the first phase of the *PDEF*. IDA will finance the feasibility study for creation of the community college network.

Phase 2 & 3: Construction and equipment of the *CURs* for several regions, based on results of the feasibility study.

(ii) Greater support for private provision of higher education.

Phase 1: The role of the private sector in providing increased access to higher education will continue to grow. Over the course of the first phase of the *PDEF*, Government will implement the recommendations of the national seminar held by *MEN* in 1999 with private sector participation. It is anticipated that student enrollments in private higher education will increase from 14% in 1999 to 19% in 2003.

Phase 2 & 3: Follow-up on the dialogue with the private sector for implementing incentives to increased provision of private higher education. It is expected that private higher education will represent about 23% of total enrollment by the end of Phase 2, and that by the end of the *PDEF*, more than 26% of higher

education students will be studying in private sector institutions.

Project Component 2 - US\$243.00 million

Improving the quality of schooling (IDA US\$12.75M; Other including Government US\$230.25M)

Objective. The objective of this component is to improve access to learning, particularly for primary and lower secondary education. This is done through a series of innovations, with an emphasis on the teaching of reading, as well as on the conditions, strategies and policies which support learning.

1. Basic Education-Quality

Achieving universal primary education requires an improvement in quality and efficiency. Improvements in the quality of teaching and learning will work in favor of UPE by increasing demand for schooling and lowering repetition rates. They will also reduce the dropout that occurs when children take too long to finish primary schooling (a particularly acute problem for girls). The key tool for effecting changes at the classroom level will be a program of school improvement and staff development based on the award of small grants. All QEFA initiatives will be analyzed as a function of their impact on what happens at the school level.

(i) Early Childhood Development. Interventions in support of Early Childhood Development (ECD) increase the percentage of children entering primary school at the appropriate age, as well as subsequent persistence in schooling. Emphasis is given to quality control and ensuring that ECD activities become an integral part of the transition between home and school. Children in particularly vulnerable circumstances, including girls, have until now received less opportunity for this sort of support. This sub-component will support the development of community-driven, scaleable initiatives. A national commission has been created to coordinate these activities. It is managed by the *DEPEE*, with representatives from the *MEN*, the Ministry of Health, and the Ministry of Family. This sub-component is financed by the Nordic Development Fund, ADB, and IDA, and could also receive UNICEF support.

Phase 1: The first phase of the program will be dedicated to developing and testing models and materials for low-cost activities and programs at the community level, using action research. An integrated approach will be developed to include nutrition, health, cognitive and psycho-social development, as well as family literacy strategies emphasizing the transition to primary schooling. Support at the central level will focus on establishing policy, norms, and training packages, and targeting IEC (Information, Education, Communication) to vulnerable groups. At the decentralized level, support will be given to capacity-building for NGOs and other private sector care providers in support of ongoing community-driven ECD. The new integrated model will be tested in 180 centers to be created. The training of 450 instructors to be hired by communities will be done by the *IDENs*, who will in turn receive training as preparation for this task. The pilot testing will be evaluated and lessons learned will be incorporated into a separate manual of procedures that will be developed at the end of this phase for use in Phase 2.

Phase 2: During this phase, promising ECD initiatives from Phase 1 will be taken to scale through collaboration with a wide range of actors and development programs (*PDDE*). The program aims to reach 5% of children aged 3-5 by the end of Phase 2. In addition, linkages between ECD and local collectivities will be strengthened as a part of the government's program to reach universal primary enrollment in Phase 3.

Phase 3: The third phase of activities will focus on strengthening the sustainability and replicability of

successful ECD approaches. Given the increasingly decentralized management of the education sector, an increased emphasis will be placed on quality control by the *IDENs* and on ensuring that ECD activities become an integral part of the transition to primary schooling. It is expected that 10% of children aged 3-5 will be reached by 2010.

(ii) A school-based small grants program for primary and lower secondary school improvement and staff development. This initiative will be designed to strengthen the capacity of schools and teachers to implement the pedagogical reforms of the *PDEF*. One of the key lessons learned from the recent *FDS* experience is the importance of intensive follow-up, and timely availability of funds at the school level. Annual grants will be allocated to individual schools and managed by a school council composed of the pedagogical team and parents' representatives. NGOs could be recruited to support the procurement and distribution of goods to meet identified school needs. The grants programs may also include training programs for teachers based on training needs expressed by the teachers themselves. The process of developing the school-based small grants program will help to develop a shared understanding of what constitutes a good school and provide a basis for dialogue among all stakeholders (administrators, teachers, parents, pupils, community) on how to improve the quality of teaching, learning and leadership. This process will be the main tool for effecting changes in school-level practices, and will help develop consensus around one key objective: each teacher is responsible for the success of her or his own students. This initiative should help shift the communication and support patterns within the sector, with teachers defining their training and resource needs, and the system reorganizing itself in support of those needs. The overall long-term objective is to gradually give each school an operational capacity for pedagogic management, leading to a transfer to the schools of a portion of the *MEN* operating budget. The grants program will complement other initiatives supported under the *PDEF*: the introduction of local languages; the new method of book distribution; implementing a comprehensive school-based reading strategy; decentralizing responsibility for teacher management; teaching methods for multigrade classrooms in rural areas; and teaching methods for large and crowded urban classes. The school improvement projects for secondary schools have the same objectives, with an additional goal of implementing cost recovery as per the *PDEF* financial framework, and managing these resources. In Phase 1, this sub-component will be supported by, among others, ADB, *FAC*, *AFD*, *CIDA*, and *IDA*.

Phase 1: The goal of the first phase is to: (a) develop a manual of procedures (for use by all participating donors) for a competitive small grants program financing primary school improvement initiatives and staff training; (b) implement the proposed system in three test regions; establish school committees, train *IDEN* personnel, teachers, and parents' association representatives and inform community members; (c) for the test regions, create and train juries within the *IDENs* to appraise proposals, and juries within the *IAs* to take responsibility for final selection; (d) test the system; (e) evaluate the results in comparing the pilot school results with results in control group schools; and (f) draw the appropriate lessons from the testing experience, disseminate the results and develop instruments for the extension of the program in Phase 2. Additional financing as appropriate will be provided within the test region *IDENs* for an existing small grants program at the lower secondary level. For the secondary school improvement projects, results of cost recovery will also be evaluated. It is expected that by the end of Phase 1, 80% of primary schools within participating *IDENs* will have submitted school improvement proposals, and that 400 of these will have been financed and implemented.

Phase 2: The program will be taken to scale nationally, with program management decentralized to the *IA* level. Management training for school-level committees will be extended to all schools. At the end of Phase 2, it is expected that 50% of schools will have succeeded in managing a school improvement project and will become eligible for the sustainable, decentralized financing mechanism to be put in place in Phase 3.

Phase 3: Decentralization of budget management to the school level would be extended throughout the system.

(iii) Dakar peri-urban initiatives. With more than 75% of students in double shift classrooms (*CDF*) in the Dakar area, it is obvious that all strategies to improve quality and efficiency must take into account the special needs of double shift classrooms. These areas continue to grow and teaching conditions continue to worsen, justifying a construction and support program aiming at relieving congestion and improving quality, in part by reducing the number of students per classroom. The social impact of such an intervention is important in terms of urban development, social stability, economic development and the reduction of poverty. *AFD* will support this sub-component.

Phase 1: A strategy and feasibility study, definition of norms, preparation of standardized models for construction, school mapping criteria adapted to densely populated urban settings. Implementation of a construction program and related support.

Phase 2 & 3: Implementation and evaluation.

(iv) School/family reading initiatives. The importance of reading for meaning is well recognized as a key to reinforcing literacy and numeracy skills, "learning to learn", problem solving and teaching social skills. The development of reading ability is also a long process of indirect preparation within which the early childhood environment is crucial. Children in impoverished, illiterate settings are at a disadvantage when entering first grade. They are schooled in French, a language over which they have no oral control. Reading also involves learning concepts about print, which most children only confront when they enter formal schooling. This sub-component will help to improve students' reading and understanding skills (in contrast to mechanical reading skills) by supporting three complementary elements: (i) a relevant reading curriculum that reinforces reading through all subject areas; (ii) schools and teachers capable of delivering an appropriate curriculum in a multilingual context (e.g. relevant book- and story-based teaching and reading practices); and (iii) school and home environments that provide mutually reinforcing reading opportunities for children, teachers and families. This initiative will support an active reading materials development program which produces books and reading materials for primary school children in both French and local languages to enrich the reading curriculum. Issues regarding the content, readability of books and reading materials, pedagogy and the language of instruction will all be addressed. The program will include indigenous material which will be more accessible to children in poor and disadvantaged areas. National authors will be identified and books with locally relevant content developed. An inventory of relevant existing materials will also be established. These will be adapted and used to develop high quality curriculum materials. Local publishers will be encouraged to publish Africa-centered texts reflecting the experience of local communities with which children and their families can identify. In this way, the program will provide reading materials to audiences beyond those in the classroom thereby reinforcing the reading environment. The *NDF* and *IDA* will provide support to Phase 1 of this sub-component.

Phase 1: The initiative will be tested during this phase in a limited number of schools: a small collection of 20-30 reading books, some of them in local languages, will be purchased by the *MEN* and made available in primary classrooms in 10-15 schools in all of the 41 *IDENs*. Teacher training will be provided to teachers in the test schools, focusing on book-based and story-based teaching practices, to support reading in school each day using multiple approaches: shared reading; guided silent reading and writing; and peer tutoring or paired reading. Pupils will be encouraged to check out books from the classroom collection, read them at home and report the story to the class. This will be part of an initiative to help teachers individualize instruction. The criteria for evaluating this experience will be elaborated, and the pilot test

will be assessed by comparing results of students in control group schools. The NDF and IDA will finance the development and implementation of the reading strategy.

Phase 2: The evaluation of the pilot testing will be disseminated and, on this basis, each *IDEN* will develop an action plan for taking the school reading initiative to scale, with all primary school classrooms to participate in the approach. Methods for increasing the involvement of parents and communities will be explored and the proposals developed will be evaluated for implementation in the third phase.

Phase 3: The reading program will be extended to include a parental/family literacy initiative.

(v) Introduction of national languages for initial literacy training and transition to French. The program supports the introduction of teaching and learning in the mother tongue (national languages) in the early grades of primary schooling to facilitate learning in general and the transition to French. This will be done on an experimental basis in selected schools. The curriculum, materials and instructional time will be revised accordingly. Curriculum revision will support the development of textbooks in local languages. This will involve greater participation of teachers and representatives of civil society such as parents, NGOs, and religious organizations. The new curriculum will be developed in three key subject areas (reading, math, and science) at the rate of one grade level per year. Curriculum development will take into account a strategy for shifting from the mother tongue of the child to the use of French over a period of three to four years. Experience elsewhere has shown that such programs can significantly reduce grade repetition in the early years of schooling and improve overall learning of basic skills. This approach will be complemented by the development of textbooks and reading materials in local languages, along with a training program for teachers that emphasizes individualized, child-centered approaches. This sub-component will carry out pilot activities in phases guided by the national literacy program, which has successfully implemented, since 1995, adult literacy programs in six languages: Joola, Mandinka, Pulaar, Sereer, Soninke, and Wolof. A strong evaluation component will be built into this program, in order to allow quick learning and flexibility in developing a sustainable strategy to go to scale nationally. In the first phase, the NDF, CIDA, and IDA will support this sub-component.

Phase 1: A pilot program will begin in the six languages for some 400 classrooms. The breakdown by *IDEN* and by language will be determined by *DPRE* and *DEPEE* on the basis of a linguistic survey and teacher availability, following a national orientation seminar. At the same time, similar experiences from other countries will be studied and the results and findings will be used as inputs for this sub-component. The sequence of developing the new curriculum one grade level per year will allow development of the curriculum for the first three grade levels in the first phase, and to evaluate implementation in the pilot schools for the first two grade levels. The teacher training program will be prepared and implemented following the same sequence. During the period in which the curriculum is being prepared, the preparation teams will compile a set of existing teaching/learning materials (from Senegal and elsewhere) in the target languages, and will prepare provisional materials. These will be duplicated on a small scale and will be used during the test period in the pilot schools prior to the production of textbooks (see paragraph (vi) below). The pilot testing will be evaluated at the end of Phase 1 by comparing results in pilot schools with those in control group schools.

Phase 2: Based on the results of first-phase evaluation, the practical steps to take the program to national scale will be prepared. The curriculum will be developed for Grades 4 and above, and the curriculum will be reviewed for overall coherency. The program will be extended to the other schools countrywide for Grades 1 and 2, along with the procurement of new textbooks (see para. (vi) above). At the same time, the curriculum for Grades 3 and above will continue to be introduced and tested in the pilot schools. Evaluation of the effectiveness of mother tongue instruction in promoting learning will be carried out for

Grades 3 and above following the previously used methodology. For Grades 1 and 2, the methodology will be adapted to the expansion strategy.

Phase 3: Continued scaling up to the national level of curriculum tested in Phase 2, as new textbooks are produced and made available. Development of supplemental materials and in-service training. Ongoing evaluation.

(vi) Development of a school-level textbook and reading materials loan program. This sub-component aims at improving the availability and use of textbooks and reading materials in primary and middle schools throughout the country. A textbook loan system will be put in place for secondary schooling; books will be free of charge to primary school students. A multiple-title system (several different series per subject area) to enrich the curriculum will be developed. Publishers will be invited to propose textbook series based on curricula and national standards to be developed by *INEADE* with *DEPEE* and *DEMMSG* input. The best books will be approved for use by a national commission established for this purpose. Commissions will be established in each *IDEN* to determine which individual series will be used. The approach should lead to competition that will improve quality, add diversity to the system, and generally improve the curriculum, service delivery and cost-effectiveness. It will also allow *INEADE* to re-focus on its pedagogic mission. *INEADE* will develop training programs for teachers in the use of the books. The textbook and reading materials loan program is designed to promote subject-specific learning as well as overall demand for reading. NDF, *KfW* and IDA will support *MEN* for this sub-component.

Phase 1: First, existing books will be reprinted and distributed from the first year of the program. Second, a system of book stock management will be put in place to assure the availability and effective distribution of 3 books per primary and secondary student. Third, the new textbook process will be started: (i) training of *INEADE* personnel for implementation of the new strategy, (ii) training of teachers, along with information provided to parents, (iii) publishers' associations will be informed, (iv) bidding documents will be prepared for selection of titles (2 or 3 titles per subject area and by grade level) on the basis of an open competition among editors using the curriculum produced under the above sub-component, (v) selection of titles, (vi) acquisition of a small number (about 2000) of sample books, (vii) shipment of the sample series to the *IDEN*, and training of the *IDEN* and the teachers regarding the methods to be used for selecting a textbook series from among the several available series, (viii) choice of titles by the *IDEN*, with consolidation for procurement purposes by the *DAGE*, and (ix) completion of book orders. The tentative calendar foresees that, during the first phase, the process can be completed up to stage (ix) for Grade 1 books for which the curriculum will be ready one year into the program (see sub-component (v) above). The process will be less advanced for the textbooks at other grade levels because of the time it will take to prepare the new curriculum. During the first phase, book storage warehouses will also be built in the *IDEN*.

Phase 2: Implementation of local choice and multiple title system at the *IDEN* level, book orders and shipment to the *IDENs*, distribution to the schools. At the end of Phase 2, it is expected that all of the books for Grades 1-3, based on the new curriculum and the multiple choice system, will be in the schools. Follow-up of the availability and use of books by the students to ensure that the ratio of 3 books per student is respected.

Phase 3: Production and distribution of the new books following the new curriculum and the multiple choice for the upper levels of primary schooling. Follow-up on the availability and use of books by the students.

(vii) Increase student learning capacity through a school-based health and nutrition program.

Senegal has never had a preventive health program in its schools. There are two strong reasons for developing such a program: (i) students in good health tend to have better rates of attendance and achievement, and (ii) health lessons learned in school can have a substantial impact on later health practices. The program will develop a health education component based on a culture- and age-appropriate life skills curriculum. Particular emphasis will be given to reproductive and sexual health, including FGM. Long-term impact is expected to be greatest for later health practices; this has been shown to be particularly true for women, who are typically responsible for most health decisions in families. This sub-component will support pilot activities to promote such a program by focusing on health and nutrition interventions that are low cost and easy to deliver. In the first phase, this sub-component will be financed by IDA and will be paired with UNICEF activities in this area.

Phase 1: This phase will: (i) put in place appropriate institutional arrangements between the Ministries of Education and Health; (ii) develop a database on school health in order to identify the deficiencies/parasites for students by region; (iii) develop mechanisms for the micronutrient supplement and anti-worming program; (iv) prepare teaching materials and a family education program; (v) develop criteria, mechanisms and evaluation tools for the pilot operation; (vi) choose a region for implementation of the pilot operation; (vii) implement the program in the test region; (viii) evaluate the results of the pilot operation and draw lessons for the following phase. The first phase will also see development of an anti-STD/HIV/AIDS campaign, with particular focus on adolescent girls.

Phase 2: Based on lessons from the first phase, the program, the mechanisms and the tools will be adapted for extension of the program into the other 9 regions. Follow-up of the evaluation of the impact of the school health initiative on access and learning quality in the test region and extension to the other 9 regions. Adjustment of the teaching curriculum to incorporate school health.

Phase 3: The family education program will be taken to scale, along with development of additional initiatives: malaria, tobacco, etc. Study of the possibility of developing the school health module at the secondary school level for the follow-up ten-year program (after 2010).

(viii) Providing Special Needs Education. Children with special learning needs have generally received scant attention in the Senegalese education system. Yet investments in the needs of these children can be among the most cost-effective investments a system can make, helping them to become fully contributing members of society. As Senegal moves toward Universal Primary Enrollment, it has taken the position that it will seek to provide mainstreaming experiences for its special education students to the extent that this is feasible. As such, the program fits well with the pedagogic shift to focus on the basic learning needs of individual students. The strategy will include developing proactive approaches to identifying and providing support for various marginalized groups of children, including those with physical and mental handicaps, as well as students who are exceptionally gifted. In Phase 1, NDF will finance this sub-component.

Phase 1: Support will be provided for: (i) a national study including a survey on prevalence and existing resources in this area; (ii) policy and strategy development focusing on the establishment of inclusive models by which children with special needs can be integrated into existing schools; (iii) targeting of a small number of schools with the appropriate characteristics for testing the strategy (demand, resources); (iv) training programs to be provided for teacher trainers, along with an awareness campaign and mainstreaming SNE coordinators; (v) a pilot test of a small grants program to finance "inclusion project" schools; and (vi) equipment for existing SNE centers which will be reoriented to be used as resource centers, geared toward integrating children with special needs into regular school programs. It is expected that the program and the pilot testing will be developed in collaboration with NGO groups, occupational groups in the field of disability, as well as organizations and councils on disability.

Phase 2: Gradual expansion of the number of schools preparing “inclusion projects” acceptable for financing; evaluation of implementation of these inclusion projects; dissemination of success stories. Development of specific curriculum modules and modules for pre- and in-service training for teachers, and training of *EFI* personnel in the teaching of these modules.

Phase 3: It is expected that this phase will allow for consolidating the SNE policy program and taking it to scale nationally.

(ix) Special initiatives targeting repetition and dropout. Achieving full primary enrollment will require considerably increased student throughput. This will be helped in part by improvements in quality as outlined above. However, it will also require a change in behavior by teachers and, in the short term at least, after-school and advocacy programs. It is proposed that for each student who fails a year, teachers be asked to develop an individualized education plan that will then be approved by the principal and discussed with the child's parents. The year-round after-school program would involve hands-on learning experiences, one-on-one tutoring, enrichment activities in reading, math and other academic subjects, as well as mentor relationships. Parents would also receive training to be advocates for their children's education, sponsor events, make learning materials, read to children, and teach special interest classes. In addition, a vacation period study program will be established at the community/*IDEN* level. Students successfully completing this program will be able to go on to the next grade without repeating the year. These initiatives will be complemented and reinforced by other measures including: limiting repetition rates between classes and cycles, establishing learning standards and training teachers in achievement testing. There will be monitoring to assess the impact of after-school tutoring on pupil performance, retention and repetition. IDA will support *MEN* for this sub-component.

Phase 1: This phase will be devoted to testing the initiative in a very limited number of schools and *IDENs*. It is planned initially that there be one rural and one urban *IDEN*. This will involve: (i) developing very simple protocols for each teacher to apply in his class for each student in danger of failing the year; (ii) developing methods to evaluate the pilot testing; (iii) identifying the schools to take part in the pilot test; (iv) training the school directors; (v) in each school, the suggested activities will be carried out by the teachers; (vi) evaluating the results, by comparing pilot schools to control group schools, drawing conclusions and preparing the Phase 2 program.

Phase 2: Special initiatives targeting repetitions and drop-outs will be progressively taken to national scale depending on evaluation results. The rate of extension will depend on the type of activity involved. For example, the extension of the remedial program during the vacation period will take advantage of the existence of a dynamic private sector in the urban areas which could play an important support role for the public system.

Phase 3: The program will be functioning country-wide by the end of Phase 3. More emphasis will be put on the impact of girls' repetitions and drop-outs. In addition to the continuation of the program described above, a particular emphasis will be put on the integration of these initiatives in certain aspects of special education, targeting the implementation of programs to better individualize teaching and particularly those children who have specific learning problems.

(x) Adult basic education. This sub-component supports extension of the national literacy program, aiming to reduce illiteracy rates by 5% per year in the age group 15 to 49 years, of whom 75% should be female. The component follows the government strategy of contracting put in place successfully since 1995 and which consists of relying on private providers for literacy programs (the number of such

providers has increased from 80 to 400 between 1995 and 2000). *MEN* will assure partial financing, steering, coordination and evaluation. The sub-component is designed around two strategic principles : (a) continuation of the existing Female Literacy Project (*PAPF*), *PAPA*, *PADEN* and *PAIS* until 2001; but (b) from the year 2000, supporting actions that will progressively create a more cohesive program approach and also lead to decentralization of the non-formal sector; both of these should be fully effective by the end of Phase 1. Administrative coordination will be assured by the national Directorate of Literacy and Basic Education (DAEB), and by increasing uniformity in procedures and unit costs, and the use of a common Procedures Manual across the literacy sub-programs, regardless of how they are financed. Since 1995, CIDA, *KfW*, and IDA have supported the government, which also provides a substantial contribution. These donors, as well as ADB and UNESCO will support the first phase of this sub-component.

Phase I: This phase has the objective of following up on activities handled previously under separate projects, by bringing the various literacy programs together with common procedures and a faster implementation rate. The local collectivities will be integrated into the process as institutional partners, while keeping the same general approach by which private sector operators provide the literacy training. This phase will support the strengthening management capacity at deconcentrated and decentralized levels for the eventual transfer of responsibilities from the center. Actions include: (a) in-depth study of the financing mechanism of the *PAIS*, and a baseline analysis of the entire non-formal education sector; (b) defining modalities for managing funds destined for literacy and other non-formal education programs; (c) refining indicators to monitor and evaluate skills and competencies acquired through literacy programs; (d) financing operations which start up in the year 2000 (6th cohort of the *PAPF*) and follow the Manual of Procedures for the new integrated program (functional and post-literacy); (e) strengthening the DAEB to achieve a more unified administration based on the *faire-faire* approach and participatory methodologies; (f) training personnel at decentralized levels of the Ministry in charge of Basic Education, and private service providers; (g) monitoring and evaluating implementation of the program approach across all partners; (h) decentralizing management in the non-formal sector, and (i) defining the role of the new Directorate for the Promotion of National Languages. At the same time, the government programs will, in Phase 1, provide literacy training for 140,000 persons per year (50,000 of whom will be trained with IDA financing).

Phase 2: Adjusting approaches and financing in order to eradicate illiteracy by the end of the third phase. Consolidating progress toward the program approach, and articulating policies and priorities for the adult literacy program in relation to the universal primary education goals of the PDEF, particularly in relation to the non-formal community schools (*Ecoles Communautaire de Base -- ECB*).

Phase 3: The literacy training program is expected to evolve towards a program of continuous adult education. Illiteracy would, by the end of this phase, be largely eliminated.

(xi) Assessment of students' learning. Two complementary approaches to assessing the performance of schools will be implemented: self-evaluation and external evaluation. First, the **self-evaluation** is designed to complement the school-based grants program, in that it will enable teachers to appraise their own performance, as well as that of pupils, by providing training in learning assessment. This is a key strategy in building up the teaching profession through in-service teacher training (see following sub-component xii). It will provide school personnel with the internal capacity and know-how to assess the strengths and weaknesses of their teaching program and to adapt schooling practices on that solid foundation. A shared understanding of school performance will provide a basis for dialogue among all stakeholders. Second, the development of capacity for a **standardized external evaluation** will consist of putting in place a permanent system for assessing educational progress. This will be on an annual sampling basis, looking at various levels of primary and secondary schooling (Grades 4, 6 and 9, for

example). The system will build on work done under the *PASEC*, *SNERS* and MLA initiatives. A standard assessment system will improve decision-making, promote appropriate interventions that enhance student learning, and foster accountability over educational outputs. In the first phase, this sub-component will be financed largely by IDA. *Confemen*, UNICEF and UNESCO will continue to finance regional evaluation activities undertaken through the *PASEC* and the MLA.

Phase 1: First, the development of the internal evaluation system will begin during the first phase with a pilot program in a limited number of classrooms. The *DEPEE* will: (i) develop pre-service and in-service training modules, (ii) select the pilot program schools, (iii) train teachers in methods of internal evaluation, and (iv) evaluate the pilot program by measuring changes in classroom practice. Second, as regards standardized external evaluation, the first phase will consist of developing and testing the instruments. To that end, the Ministry of Education will: (i) establish the necessary institutional arrangements among *DPRE*, *INEADE*, *DEPEE*, and *DEMSG*; (ii) analyze the curricula in reading, writing and math; (iii) develop evaluation instruments for Grades 4 and 9; (iv) experiment with the use of instruments; (v) analyze results and adjust its evaluation instruments; (vi) train teachers and administer Grades 4 and 9 tests to a sample of students; and (vii) analyze the results of the test.

Phase 2: First, the system of internal evaluation will be extended to all primary school teachers; this experience will be monitored and evaluated. Second, the standardized assessment of student achievement will be extended to Grade 6. The Ministry of Education will also launch a dissemination strategy of external evaluation results that will target central policy-makers, regional education officers, local elected officials, principals, teachers and parents. Support materials and activities will be developed to address specific pedagogical concerns identified by the evaluation.

Phase 3: During phase 3, the assessment system will conduct follow-on evaluations at the same grade levels to appraise the progress experienced in student achievement.

(xii) Development of a unified teacher training strategy. This component will develop and implement a unified teacher training strategy in support of the new contract teacher/volunteer recruitment policy. This will include a substantively changed role for the four teacher training schools (*EFI*) and the *ENS* in line with changes in curriculum and teacher recruitment policy. Close links between the *EFIs* and the school improvement program (*FDS*), as well as pedagogical reform of the *ENS* (such as polyvalence for middle-school teachers) will be promoted. Pre- and in-service training programs will be developed for teachers, school directors and inspectors with an explicit focus on training in learning assessment. It is expected that this will include distance learning. *FAC* will continue to provide support for teacher training. IDA will also support the first phase of this component.

Phase 1: During the first phase, the operation of *EFI* will be organized in order to ensure a homogeneous pre-service training for all new teachers. The number of teachers trained in the *EFIs* will increase from 500 to 2,500 per year, with two cohorts of 1,250 teachers each. Equipment will be installed in the *EFIs* in support of this program. New pre-service training modules will be developed to take into account the enrollment rate in *EFIs*, and the new pedagogical dimensions introduced by *PDEF* (multigrade, school grants, reading initiatives, local languages), and will include practice teaching in the laboratory schools. In this context, the links between the *EFIs* and their laboratory schools will be evaluated and strengthened as needed. Pre-service training modules for secondary teachers' training (training in science education, polyvalent teachers for neighborhood middle schools) will be developed during the first phase. Policy measures for the new operation of *EFIs* and *ENS* will be prepared and adopted prior to the end of the first phase. An in-service teacher training system based on the initiative of teachers for: identifying their training needs, appropriate sources for training and the organization of training will be studied and

developed during this phase. A system for evaluating the capacity and performance of the *EFIs* and the laboratory schools will be designed and implemented. *IDA* and *FAC* will support the *MEN* during this phase.

Phase 2: During the second phase, all new teachers will receive pre-service training within *EFIs*, which will have been readapted for this purpose by the end of the first phase. A feedback mechanism will ensure that the results of the evaluation system put in place for the component (x) above will be used by the *EFIs* and *ENS* to correct deficiencies in teachers' performance that can be addressed through pre-service training and/or improved in-service training. The in-service training system will be tested within several regions to ensure that it is flexible, responsive, and teacher-driven.

Phase 3: Continuation of the feedback mechanism on pre-service and in-service training based on results provided by the learning assessment system and teachers' self-evaluation. Development of in-service training system on the basis of lessons learned from the test experience with a flexible, responsive, teacher-driven approach.

2. Secondary General, Technical and Professional – Quality

(i) **Textbooks.** A rental system will be established. Textbook choice will be provided for as under the primary school textbook initiative described above.

Phase 1: Designing of a loan system, implementation and testing of this system in X regions, auditing and evaluation of the system, readjustment of the system and proposal for expansion.

Phase 2 & 3: Development of the system on national scale, evaluation.

(ii) **Science education and technology development.** The implementation of quality science teaching, accessible to all, remains an elusive problem in Senegal. At present, science teaching in Senegal is based on the use of resource centers which are of limited access to most students. This limitation will be even more acute with the development of neighborhood middle schools. It has been agreed that during the first phase of the program, a module based on the use of science kits will be developed and tested in combination with the *FAC*-financed support to the existing resource centers in order to develop a strategy for reaching all schools. Based on lessons learned in the first phase, implementation of the selected science education delivery mechanism will be scaled during subsequent phases. In addition, the introduction of new computer technologies under the *PDRH2* with the WorldLinks program will be consolidated and extended. *FAC*, *ADB* and *IDA* will support this sub-component.

Phase 1: Selection of intervention areas for kits strategy, elaboration of teaching modules, provision of kits, training of a group of teachers for testing, and testing in a pilot area to be determined; comparative evaluation of this area with others, lessons learned. Equipment and training of teachers in new technologies for 50% of middle schools. Completion of a study and implementation of an action plan for more intensive use of Internet throughout the country on the basis of wireless third-generation communication technologies using very high frequencies.

Phase 2: Development of a national scale strategy if the pilot testing with science kits provides good results, or development of an alternative strategy if it fails. Equipment and training of teachers in new technologies and related teaching methods for 100% of middle schools. Development of pedagogic methods based on use of Internet. Completion of a test of wireless linkages between middle schools and secondary schools and pilot testing of primary schools in the test region.

Phase 3: Generalization of the initial science kit strategy if successful or development of an alternative strategy if it fails. Extension and development of teaching methods based on use of Internet. National coverage using third-generation communication technologies.

(iii) Vocational and technical education. The first phase of the *PDEF* will focus on preparation of a revised policy for the sub-sector based on new demand-driven strategies. The purpose is to ensure closer linkages to labor market needs, to move to approaches through which the private sector is in full partnership with the Ministry of Education, and to identify new mechanisms to finance technical and vocational training. Based on lessons learned from the *FAC*-financed *Projet Formation Professionnelle pour l'Emploi*, a small scale training fund will be tested to channel resources in support of needs-based, client-defined training. The second and third phase would be for gradual implementation of the new policy, including an investment program, and a scaling up of mechanisms tested in the first phase. *FAC*, *KfW*, the European Union, CIDA, UNDP, and IDA will support this sub-component in Phase 1.

Phase 1: A new sectoral policy and strategies will be prepared through a partnership with the private sector. Institutional analyses of the two key *MEN* directorates dealing with technical and vocational training (*DFP* and *DET*) will lead to a redefinition of their roles. A small Vocational Training Support Fund will be created, with an administrative council consisting of Government, Employers, and Employees. The role of the administrative council and its executive secretariat will be defined in a Manual of Procedures. The manual will also define financial flows, guidelines for submission of training proposals, evaluation criteria, monitoring and implementation procedures, and provisions for dissemination of information. The Vocational Training Support Fund is expected to disburse at least \$150,000 annually. The results of the first-phase testing will be incorporated into the evolving sectoral policy.

Phase 2: Development of an investment plan on the basis of the new policy and evaluation of the new mechanisms for financing the sub-sector; development of new financing mechanisms on the basis of these findings. Internal and external evaluation of training.

Phase 3: Follow-up on the investment plan and internal and external evaluation of training; implementation of remedial measures to correct deficiencies.

3. Higher Education. The program will complement existing support to the ongoing higher education reform (PAES-Cr 2872-SE) by developing contractual approaches between the *MEN* and the Universities. The purpose of this initiative is to develop more accountability for results at these institutions, and to use these same contracting mechanisms to support the expansion of private higher education institutions. IDA will be the main development partner during phase 1.

Phase 1: Conceptualization, elaboration and adoption of contractual approach; elaboration of performance indicators representing a commitment by each public or private faculty or institution to achieve specific results, including unit cost objectives per student trained; implementation of a public information system to create transparency and to encourage results-based accountability.

Phase 2: Development of "school improvement plans" for each institution on the basis of qualitative objectives within the agreed financial framework. Follow-up on the monitoring and evaluation of the performance of the post-secondary institutions; readjustment of budgets of various institutions in terms of the results.

Project Component 3 - US\$ 46.00 million

Strengthening capacity for decentralized management (IDA US\$7.65M; Other including Government US\$38.35M)

Objective. The main objective of this component is to modernize and strengthen education sector management. It will reinforce *MEN*'s capacity to set policies and guidelines for the sector and improve the education system's capacity for service delivery.

(i) **Personnel management.** This sub-component will support the decentralization of personnel functions, and establish new ways to deliver services. The Ministry will test new processes, procedures and systems during the first years of program implementation. Implementation will be based on review of *MEN*'s organizational structure at the central and regional levels. Under this sub-component, the legal framework will be revised to support greater responsibility for education activities at the regional and school levels, including oversight of teachers' career plans and the performance incentive system for teachers, principals, supervisors and technical staff. As the foundation for decentralization, *MEN* will establish a staff development program to improve the technical capabilities of management, pedagogical, technical and administrative staff. Training and technical assistance will help *MEN* develop program management capacity within central and regional directorates. Policies for more efficient use of personnel will be elaborated. Shifting responsibilities due to decentralization and deconcentration policies will require a major redeployment of personnel at primary and secondary level. IDA and *FAC* constitute the key partners for *MEN* during phase 1 of this sub-component.

Phase 1: *MEN* will create a Directorate of Human Resources (*DRH*) for the management of personnel issues currently ensured by *DAGE*. Primary school teachers' career path will be revised, negotiated with the teachers' unions in order to establish consensus regarding a unified career path for all teachers and to progressively eliminate the current two-track system. 2500 teachers will be recruited each year. Recruitment will be the responsibility of the various regions on the basis of the existing "volunteer" program. 700 non-teaching primary school personnel will be redeployed to teaching positions. The percentage of substitute teachers (19% currently for Dakar) will be reduced by 50%. A similar program will be developed for non-teaching secondary school personnel. *MEN* policy for the recruitment of middle school and secondary teachers will be finalized taking into account the *PDEF* financial framework. Management capacity will be reinforced at the *IA* level to allow the transfer of certain management responsibilities to that level (for example, the management of overtime pay).

Phase 2: Based on needs identified during phase 1, additional personnel management functions will be implemented at the regional level at the beginning of the second phase.

Phase 3: Based on needs identified during phase 2, certain personnel management functions will be implemented at the departmental level in phase 3.

(ii) **Decentralized planning.** This sub-component will support the new decentralized, bottom-up, contract-based planning process launched in 1998. In each department, an education development plan (*PDDE*) is jointly prepared by the *IDEN* and other local partners (decentralized collectivities and NGOs). These plans are in turn aggregated at the regional level, where they are turned into regional education development plans (*PRDE*) on the basis of a regional framework created at the central level by *DPRE* based on the *PDEF* financial framework. The *PDDE* and *PRDE* will be an integral part of the Integrated Regional Development Plans (*PDDI*) and *PRDI*. So that these plans can be developed on the basis of informed decision-making, information provided by the School Information System (see (iv) above) will be

analyzed and presented according to the needs of various decision-makers (Ministers, Directors, *IA* and Presidents of Regional Councils, *IDENs*, Mayors and Presidents of Rural Councils, schools and parents' associations). Decisions on resource allocation will be made, at each level, in accordance with the criteria defined by *DPRE* in order to reduce inter- and intra-regional, urban, peri-urban, rural, and gender inequities. *FAC*, *AFD*, *CIDA*, *ADB*, and *IDA* will be, along with *UNDP* and *UNESCO*, the main partners of *MEN* for this sub-component.

Phase 1: By the end of 2000, the departmental and regional education development plans for 2000-2003 will be finalized and approved by *MEN*. The *DPRE* will prepare resource allocation criteria before the end of 2000. These will serve as criteria for evaluating the education development plans. Implementation of the education development plans at the regional and departmental levels from 2000-2003 will be evaluated at the end of the first phase. Lessons learned from this evaluation will be used in the preparation of *PDDE* and *PRDE* for 2004-2007. The *DPRE* will: (a) develop and negotiate the following with the *IA* and the Regional Councils: (i) the methodological framework for preparing the *PRDE*; (ii) the regional framework derived from the long-term feasibility model developed by *MEN* with *CREA* support; and (iii) the arbitration criteria to be used by the regions in order that inequities among departments be reduced as per *PDEF* goals; (b) develop and negotiate with the *IDEN* and the local collectivities: (i) the methodological framework for preparing the *PDDE*; (ii) the criteria by which the *PDDE* will be evaluated and approved by the regions; and (iii) the criteria ensuring that the objectives of each *PDDE* are based on achieving reductions in inter-departmental inequities (rural/urban, male/female); and (c) organize and monitor decentralized planning mechanisms. At the end of the first phase, the *PRDE* of all 10 regions for 2004-2007 will be submitted to *MEN* and its development partners. Approval of at least 8 of the 10 *PRDE* for 2004-2007 is a trigger for the second phase credit.

Phase 2: At the end of the second phase, *PDDE* and *PRDE* for 2004 and 2007 will be implemented, monitored and evaluated to allow lessons learned to be incorporated in the preparation of *PDDE* and *PRDE* for 2007-2010. At the end of this phase, *PDDE* for all 41 departments for 2007-2010 will be assessed by the regions according to the predefined criteria. The central *MEN* departments and the development partners will be invited to observe this process. Approval of at least 33 (80%) of the *PDDE* for 2007-2010 is a trigger for the third phase credit.

Phase 3: During the period, 2007-2010, the *PDDE* and *PRDE* corresponding to the third phase will be implemented, monitored and evaluated.

(iii) Community participation. This sub-component aims at reinforcing *MEN's* capacity to support increased parental and community participation at central, regional and local levels. It will improve school autonomy and the decentralization of decision-making at the school and local levels to better satisfy the expectations and needs of students and communities. The program will encourage community and school participation by training parents' committees, providing relevant information on schools, and increasing the availability of financial and material resources at the school level. As the program seeks to attract marginalized groups of students, the need for a well-coordinated communications campaign will grow accordingly. This will include mass media approaches, development of a partnership with professional associations of journalists, advertising campaigns using popular musicians, as well as an IEC campaign to focus on gender issues. This sub-component will be designed to complement activities of the Social Fund (financed by *IDA* and *ABD*), and to take advantage of the various means put in place by this fund to inform and mobilize communities in the struggle against poverty. *CIDA*, *FAC*, *AFD*, *ADB* and *IDA* will be the main partners of Ministry of Education for this sub-component.

Phase 1: During this phase, communication units within communities will be created in all operational

directorates and coordinated by a unit within *DPRE*. These units will be responsible for ensuring that parents and communities receive information on changes in the *PDEF* to transfer more responsibilities to them. *DPRE* will be responsible for coordinating information campaigns to ensure that messages are coherent and to establish a partnership with parents and communities. At the end of this phase, all households in Senegal will have a minimum understanding of the *PDEF*, not only in terms of universal education, girls' education, multigrade teaching, and school grants, but also in terms of school data regarding their own communities. A household survey will measure the impact of the communication system.

Phase 2 and 3: Based on the findings of the household survey, the information system will be updated and improved.

(iv) Policy, monitoring and program evaluation. This sub-component aims at creating capacity within *MEN* at the central, regional and local levels to analyze policy issues, and to monitor and evaluate the education program on a yearly basis. Monitoring and outcome indicators (see Annex 1) will allow *MEN* to measure progress and will form the basis for supervision. Each department involved with implementation will develop instruments for monitoring its respective component, while the Planning Unit and the *DPRE*, *DAGE* and *DCES* will consolidate and analyze statistical, financial, and physical data on the rate of implementation. This sub-component will support the implementation of a computerized, integrated School Information System allowing the collection, treatment and analysis of all data of the sector (demographic, physical, educational and financial) by region, department, local collectivity and urban neighborhood. The new PMR system will provide information on output indicators such as expenditures, new building construction and number of teachers trained. The system will also receive information through the Social Fund about the demand for schooling among poor families, and difficulties encountered by these families in taking advantage of the opportunities for schooling that are offered. *FAC* and *IDA* are the key partners of *MEN* for this subcomponent.

Phase 1: At the end of this phase, the information system will be in place, operational in all directorates, *LA* and *IDENs*, and the first information flows from the system should be available to serve as baseline data for assessing the progress of the sector at the end of the first phase, as well as to constitute the benchmark data for the 2004-2007 *PRDE*. The information system will also incorporate information regarding adult literacy and higher education. Annual reviews of the program will be organized; operational plans will be prepared, implemented, and evaluated and corrective policies will be identified and implemented. Indicators will show whether selected performance targets chosen as triggers for the second phase have been achieved.

Phase 2: The *MEN* information system will be consolidated on the basis of lessons learned. It will be further developed along two axes: a vertical axis reaching the secondary schools and a horizontal axis reaching out to other existing information systems for greater ease of information exchange among the following areas: adult literacy, health, social fund, labor market employment, and Ministry of Finance. This will allow production of cross analysis in the social sectors, as well as greater coherence in the struggle to reduce poverty.

Phase 3: The information system will be further developed to take advantage of increasing connectivity of various schools and other establishments to the Internet.

(v) Management of financial flows and physical investment. This sub-component will support the implementation of a program approach, as well as the decentralization effort by establishing systems of financial management and staff training at all levels. The program will introduce program budgeting for

the *MEN* at the central, regional, local and school levels. *DAGE* and *DPRE* will coordinate the preparation, follow-up, and evaluation of Annual Operating Plans and Budgets (*POBA*) prepared and implemented by *IA* and *MEN* directorates in collaboration with local collectivities and other partners. CREA's support to the *MEN* will allow the monitoring of the fit between budget and implementation of the Program and the financial framework which constitutes the basis of the program's sustainability. The *DAGE* and *DPRE* together will then develop a detailed decentralization plan. Each of these departments will be reorganized to be prepared for decentralization; additional personnel will be recruited to the *DAGE* and existing personnel will be trained in order to develop an audit capacity and to ensure the overall monitoring required for the move to decentralization. Financial personnel will be trained at both the *IA* and the *IDEN* level. Support will be given for ongoing economic and budgetary analysis, strengthening and decentralizing school mapping processes, developing audit capacity in the regions and prefectures, and for gradual shifting of responsibility for non-salary operating budgets from the center to the decentralized level. The program of small grants (projets d'école) described above will be used to develop the capacity for using and accounting for funds at the local level.

Phase 1: This phase has two objectives: (a) to reinforce capacity for managing financial and human resources, as well as procurement, at the central level and (b) to develop management capacity at the regional level to pave the way for decentralization of financial and human resource management to this level during the second phase. In support of the first objective, the *DAGE* will implement its reorganization and capacity building plan to ensure: (i) management of the Annual Operating Plans and Budgets; (ii) management of the Special Accounts (held by the *DDI*) and the advance accounts; (iii) procurement in order to respect the execution calendars and action plans of each component; (iv) the production of quarterly management reports and the implementation of the LACI system on schedule, and (v) the follow-up of all sectoral expenditures in order to ensure that the *PDEF* financial framework is respected and to recommend corrective measures in a timely fashion as needed. As regards the second objective, capacity for human resource and financial management will be developed in all *IA*. The existence of management capacity at the regional level will be one of the performance criteria serving as triggers for Phase 2.

Phase 2: This phase of the IDA credit will be managed at the regional level by the *IA* based on the regional education development plan and the Annual Operating Plans and Budgets. Regional management will be monitored and evaluated, at the same time as *IDEN* capacities for management during Phase 3 are being developed. By the end of the second phase, the *IA* will be responsible for most non-salary operating budgets and for payment of contract teachers. The existence of management capacity at the *IDEN* level will be one of the performance criteria serving as triggers for Phase 3.

Phase 3: During this phase, the deconcentration and decentralization process will reach *IDEN* to which will be transferred most of the non-wage operating budgets.

Annex 3: Estimated Project Costs
SENEGAL: Quality Education For All Program

Project Cost By Component	Local US \$million	Foreign US \$million	Total US \$million
1. Increasing Access to Basic Education	578.00	59.00	637.00
2. Improving the Quality of Schooling	125.14	117.66	242.80
3. Strengthening Capacity for Decentralized Management	31.95	13.60	45.55
4. PPF	0.65	0.00	0.65
Total Baseline Cost	735.74	190.26	926.00
Physical Contingencies	0.00	0.00	0.00
Price Contingencies	0.00	0.00	0.00
Total Project Costs	735.74	190.26	926.00
Total Financing Required	735.74	190.26	926.00

Project Cost By Category	Local US \$million	Foreign US \$million	Total US \$million
1. Works	30.00	30.00	60.00
2. Goods	13.28	40.00	53.28
3. Consultant Services	14.49	9.66	24.15
4. Training	32.32	2.10	34.42
5. Grants	23.85	2.65	26.50
6. Operating Costs	621.15	105.85	727.00
7. PPF	0.65	0.00	0.65
Total Project Costs	735.74	190.26	926.00
Total Financing Required	735.74	190.26	926.00

Annex 4: Cost Effectiveness Analysis Summary

SENEGAL: Quality Education For All Program

Background. This Annex summarizes the economic analysis that was used in the identification, preparation and evaluation of the Senegal Quality Education For All Program (QEFA). The QEFA covers the first three years of a 10 year national education development program. The proposed *PDEF/QEFA* is a sector expenditure program which: (i) defines the Government's education sector policy priorities for the next 10 years; (ii) provides the recurrent and investment expenditures for all levels of education in the context of the Government's macroeconomic framework; (iii) clarifies how the investment and recurrent expenditures will be financed between Government, local governments, households and donors in order to attain the Government's policy priorities; (iv) establishes financial and budget performance indicators to monitor the implementation of the program; and (v) involves significant reforms in institutional, organizational and other technical capacities in order to implement the program.

Link to Economic and sector work. In developing the PDEF, economic sector work was critical in helping to define sector priorities and costing the program. The process used to define the research program and the fact that local researchers worked closely with policy makers has resulted in a high degree of local ownership and consensus at the technical level and political level on the policy reform package. In the early stages of identification, an inter-ministerial Working Group on Finance and Education was established to define and manage the background economic analysis needed to diagnose how public expenditures were currently being allocated and what expenditure and financing policies would better meet public priorities of attaining universal primary education and improving equity. The studies commissioned comprised: (i) an education expenditure review; (ii) a sector financing study; (iii) a cost-effectiveness analysis of middle and secondary education; (iv) a benefit-incidence analysis of public education expenditures; (v) a demand analysis for primary education and (vi) the development of an expenditure simulation model linking government policy objectives to sector expenditures and providing a framework for estimating the financing plan. The *CREA*, a local university research institution commissioned to carry out these studies, worked in close collaboration and under the leadership of the *DAGE* and the Ministry of Finance. The findings of the Public Expenditure Review were critical in identifying sector problems related to efficiency, effectiveness and equity in resources allocation and use.

During preparation numerous seminars and technical meetings were held with senior Government officials and other stakeholders to discuss the findings and recommendations of the economic research. During these meetings consensus was reached on a number of important policy issue and decisions concerning (i) the level of Government financing that was consistent with the medium-term macroeconomic framework; (ii) the priorities for Government within the education sector; (iii) increasing the importance of student/household contribution to the financing of secondary and higher education; and (iv) future teacher recruitment on a contractual basis rather than an expansion of the existing civil service system, with teachers hired to teach locally (although paid by the Central Government). The expenditure simulation model was of particular importance in comparing various policy scenarios.

During appraisal, the economic analysis concentrated on (i) agreeing on unit costs and estimating the total costs and financing strategies for the various levels of education; (ii) clarifying the mechanisms and procedures for moving to a contracted system of teachers at all levels of instruction; (iii) exploring strategies to implement cost recovery at secondary and higher education; (iv) designing measures to improve management at the local and school level; (v) clarifying and assessing the associated risks; (vi) evaluating the sensitivity of the program to shortfalls in financing; and (vii) defining performance

indicators, the content of the annual financial review and the economic analysis that would be carried out during the QEFA.

The economic and financial analysis commissioned by the Working Group was complementary to the other studies on: (i) student learning and school effectiveness at the primary level by *SNER* and *CONFIMEN*; (ii) constraints to girls schooling by *IDS/FAWE*; and (iii) an institutional analysis of middle and secondary schools by UNESCO and the French Co-operation. (These documents can all be found in the project files). However, if the reforms are to be successfully implemented and policy objectives achieved, the Government must involve teachers and students more fully in discussion about the nature of reforms and how they are to be implemented.

Recent Policy Outcomes. If not in a crisis, the education sector in Senegal is at an important cross-roads. In spite of considerable effort during the 1990s, indicators of education attainment and learning have remained extremely low in Senegal and unless reversed, its prospects for sustained growth and development will be in jeopardy. Senegal needs a more literate and productive work force. Table 1 compares Senegal with sub-Saharan Africa for the period 1992 - 1994, and shows that with a higher level of public expenditures (as a percentage GDP) education results attained in Senegal were lower than in other sub-Saharan countries when measured in terms of GER and student teacher ratio. This relative inefficiency is largely due to past policies and reflects the inherent difficulty in reallocating public expenditures towards primary education and within primary education to quality enhancing inputs. Today the principle challenge for the Government is to substantially increase primary level enrollments, improve the quality and learning attainments at all levels, instill accountability and efficiency in management and achieve greater equity in sector expenditure allocations. The Government is confronted with a rapidly growing school population and increasing demand for education at all levels combined with limited public resources given the Government's decision to limit its education recurrent budget to 33% of the Government's total recurrent budget (after interest payments) and 8% of the investment budget for the next 3 years.

Table 1: Education Indicators: Senegal and sub-Saharan Africa (selected years)

Indicator and year	unit	Senegal	SSA
Population Growth (1997)	%	2.9	2.7
Life Expectancy (1966)	years	50	52
Percentage of population under 15 (1996)	%	44.6	44.8
GDP per capita (1997)	US\$	550	503
GER primary : SSA 1993-96, Senegal (1995-96)	%	57	75
of which girls	%	50	67
GER middle and secondary : (1993 - 1995)	%	16	28
of which girls	%	12	23
Student teacher ratio (1993 -95)	no.	61	44
Public Expenditures as % of total expenditures (1992 - 94)*	%	23.5	16
Public Expenditures as % of GDP (1992 -94)*	%	5.2	3.7

Sources: Government of Senegal, PER, IMF, World Bank, Africa socio-economic indicators

* Public Expenditures are expenditures by central and local government and ODA.

Previous Education Policy Framework. The Government of Senegal's last education sector policy objectives were defined in the VII and IX Economic and Social Development Plans. The principal objectives were to :

- (i) attain universal primary enrollment by 2010 with an intermediate objective of GER of 75% by 2000 and promote girls schooling and reduce regional disparities;
- (ii) improve the transition rate between primary, middle and general secondary improve enrollment rates at these levels;

- (iii) improve the quality of education giving priority to reforming secondary technical education;
- (iv) restructure higher education by reducing the number of students, privatizing social services and containing costs, improving the quality of education, particularly in scientific areas and improving internal and external efficiency, increasing the working hours of professors and introducing cost-recovery;
- (v) reallocate public resources to primary education.

Primary education. The Government has had only limited success in meeting its primary enrollment rate objectives during the 1990s. At the end of the 1980s, primary education could not satisfy the demand and its quality was considered inferior to the average in sub-Saharan Africa. As Table 2 shows, enrollment rates in 1998 are only slightly above the level achieved in 1989. Between 1985 and 1995, enrollment rates barely kept pace with population growth, (even declined in 1993-1995) due to an insufficient number of teachers and slow expansion in the supply of schools and classrooms. In urban areas, the private sector picked up the slack and student enrollment grew at a faster rate (5.2%) than in the public sector (4.2%) during which time, the private sector increased its share from 9% to 12% of students all students attending school. Since 1995, however, public primary enrollments have grown at an annual average rate of 8.3% (10.2% for girls) allowing Senegal to reach a GER of 60% by 1998 mainly as a result of the Government's decision to start a teacher volunteer program which for the first time in a decade allowed teacher recruitment to keep pace with enrollment growth at an affordable cost. The volunteer teacher program begun in 1995 hired mostly university graduates on a two year (renewable for two years) contract at a salary of one-third the starting salary of a new teacher. In total about 4,000, representing almost 1/3 of the primary teaching force, have been hired and received short-term pre-service training. Additional policies which increased enrollment rates included: (i) significantly increasing classroom construction (1,500 classes per year compared to previous years (200 - 5000 per year) particularly in rural areas, (ii) aggressively promoting double shifting in urban areas (from 28% to 43% of urban public school students); and (iii) carrying out a public information campaign to encourage girls schooling. While efforts have kept the average class size from increasing, it is still high and there is an enormous variation in class size between rural and peri-urban zones, even within *IDEN* as evidenced by detailed class information. The single most cost-effective policy to improve learning would be to reduce the variance in student-teacher ratios by re-deploying teachers from excess areas, administrative posts and using multigrade teaching more intensively.

Middle and Secondary Schools. Government policy has been to contain expansion at these levels. In middle secondary total enrollment has grown by only 2.4% annually (1.9% public, 3.6% private); the gross enrollment rate remained constant in the 1990s at about 21% which is quite low when compared the sub-Saharan average. Since 1990, 72 new middle schools have been established of which 23 are public. Most schools and students are in urban areas (92%); girls comprise 38% of enrollment. Due to lack of places only 18% of primary graduates are accepted into the first year of middle school. Class sizes are high, averaging 55 students per class and ranging from 41 in Fatick to 100 in some suburban Dakar schools. Given, the low transition rate from primary to middle school and the increased enrollments at primary this level of education needs urgent attention. At the secondary level, there are 92 secondary schools (39 public) enrolling 60,000 students. Since 1992, 26 new secondary schools have been established, the majority public and all in urban areas. Total enrollment grew at an average annual rate of 2.1% (0.7% public and 11% private). The GER declined from 11% to 8% while girl's share increase from 33% to 36%. While one of the Government's policy objective was to prioritize and restructure technical secondary education. This objective has not been achieved and in fact the number of students in this sub-sector has declined on average 10% annually; whether the issue is one of demand or supply is not clear.

Higher education. The quality of higher education, as measured by the entrance capacity, internal efficiency and the student teacher ratio is poor. Approximately 75% of students are enrolled in the first two years of university because there is no limit on the number of times a student can fail (80% of students fail the first year and between 60% and 70% the second year), and student teacher ratios are very unequal between institutes and faculties. The number of years necessary to produce a graduate (varying from 14 to 90 depending on the faculty) and the percentage of students obtaining a diploma (varying between 2% and 24%) has not yet improved during the 1990s. Starting with a situation characterized by a lack of control over admissions at the beginning of the 1990s, the Government began a reform program in 1994 which entailed abandoning automatic admission with the Baccalaureate. Between 1994 and 1996, admission rates were reduced at both *UGB* and *UCAD* and social services were privatized and targeted to needy students, transferring savings to finance quality inputs. Until 1996 admissions were contained and huge savings were realized on social expenses until 1996, when policy reforms were partially reversed and others such as cost-recovery were never introduced.

Private service delivery. A new statute clarifying the regulatory environment for private schools was enacted in 1994. This statute, coupled with the growing dissatisfaction with the quality of public schools and limits on the expansion at these levels has led to a steady increase in private provision. As shown in Table 2 and 3, private enrollment's share of students increased at all levels and in 1996 private service delivery accounted for about 13% of all financing in the sector concentrating in primary with FCFA 9.9 billion or 19% of services and FCFA 5.3 billion in middle secondary with 33% of the value of services. Enrollments in private schools have increased faster than in public schools (14% at primary, 7.2% in middle and 21% in high schools; 90% of primary schools are in urban areas and a growing number are of these schools are bilingual Arab/French or Koranic which include religious instruction.. Nevertheless, the emergence of the private sector has not significantly increased gross enrollment rates. There is greater potential for the private sector if the public sector can work in greater collaboration in partnership with it.

Urban rural differences. Analysis of two household surveys (ESP 1992 and ESAM 1994) show that national levels of GER hides important variations in enrollments depending on family income and whether the family lives in urban or rural zones. One can conclude from Tables 2 and 3 that: (i) the GER is lower, the poorer is the family. While the primary GER was 57% in Senegal in 1992, it was 26% for the poorest quintile and lower for girls at all levels except the richest quintile; (ii) the GER gap between the richer and poorer quintiles gets wider as the level of education increases. If the GER for primary is 4 times greater in the richest than in the poorest quintile, it is 80 times greater for higher education; (iii) as incomes rise the difference in GER between boys and girls gets smaller and disappears at the primary level for the highest income groups; (iv) for all income levels and levels of education, GER is significantly lower in rural areas.

Table 2: GER by quintile and level of schooling (% 1992)

Quintile	Primary		Middle		Secondary		Higher	
	Total	Girls	Total	Girls	Total	Girls	Total	Girls
1	26.0	17.7	5.0	2.3	1.6	0.4	0.1	0.1
2	42.5	35.3	11.8	6.4	5.0	1.2	0.7	0.4
3	65.2	59.3	23.9	16.6	12.7	6.1	1.4	0.4
4	83.9	75.6	40.6	30.1	26.4	14.1	2.5	1.2
5	101.8	100.4	72.3	62.6	48.9	43.6	8.3	5.4
National	57.4	51.1	26.6	20.3	17.6	11.6	2.4	1.3

Table 3: GER by quintile and zone (%) 1992

Quintiles	1	2	3	4	5
Primary					
Rural Zones	22.4	26.8	30.1	39.9	39.1
Urban Zones	64.2	65.8	80.0	90.9	105.2
Middle Secondary					
Rural Zones	3.5	3.5	4.6	12.1	3.9
Urban Zones	18.2	21.8	30.6	87.9	96.1

Demand for Education. In attempt to explain the variation in enrollment rates, an analysis of the demand for education was carried out by CREA based on household survey data. It concluded that the decision to send children to school depended on the proximity of the school, income level of the family, and the number of girls in the family. The main reason explaining low GER in Senegal is a question of supply. The difference in GER between income groups increases as the level of education increases partly because poorer families tend to live in rural areas. There is less access to primary, middle and secondary schools in rural areas. A higher percentage of incomplete primary schools and the greater distance to middle schools are explanatory factors. The benefit-incidence and demand analysis found very little change between the two periods for which household data is available except that enrollment rates at primary improved in the lowest two quintiles (because of school construction). A study carried out by IDS/FAWE on constraints to girls schooling came to similar conclusions citing transportation and the costs of books and competition between public schools and Koranic schools in some areas as being the major factors constraining primary school attendance. The main recommendations of the CREA study calls for a more dense school mapping (carte multigrade smaller schools) in order to motivate parents to send children to school. This will of course require a substantial increase in resources to primary schools, targeting public subsidies to rural areas, reducing the costs of primary education to families and increasing family contribution to secondary and higher education which benefits disproportionately higher income groups.

Student Achievement: Education Quality/ Low Internal Efficiency. The cost to Government and parents of high repetition and drop-out rates is a major policy concern as it significantly constrains capacity to increase enrollment rates. Internal efficiency (as measured by repetition rates, the proportion of an entering cohort to graduate, the number of years of expenditures required to produce a graduate, student: personnel ratios and student achievement) is very low throughout the system. Despite stated policy objectives to reduce repetition rates, they remain high at all levels and have not fallen in more than a decade. Repetition rates average 13%, 15% and 21% in primary, middle and secondary education respectively, reaching between 26-28% in the last grade of each cycle. Repeaters take up an estimated 83,000 student places (or 1,800 classrooms) which could be used to off-load overcrowded classrooms or take in new students. For an entering cohort in primary school, only 14% will graduate and producing one

graduate requires 22 years of investment for the 6 year cycle. (3.3 times the cost if there were no dropout or repetition). In middle schools, only 36.3% of an entering cohort will graduate with a *BFEM*, and to achieve one graduate requires an investment of 7 student years for the 4 year cycle (1.6 times imputed cost). In secondary schools, 20% will graduate, and to achieve one graduate requires an investment of 9 years for the 3 year cycle (3 times the imputed costs).

The quality of primary education is sub-standard when judged by various indicators including the results of student achievement tests conducted by *INEADE* and *CONFIMEN* (1998) for primary schools. In general, only 15% of primary school students achieve the minimum learning objectives and compared to the other Francophone countries, Senegalese students scored the lowest on comparable tests of achievement.

Table 4: Senegal: Measures of Internal Efficiency in Education (1992 and 1996)

School Level	Primary			Middle		Secondary		Technical	
	1989	1992	1998	1992	1998	1992	1998	1992	1998
Gross Enrollment Rate	57.1	55.8	60.1	21.0	21.2	11.0	8.0		
for girls	47.5	47.1	49.8						
Private students % of total		9.2	12.1	25.8	27.5	12.6	18.8	16.8	22.3
Quality indicators (ratios)									
student/class public		64	64	55	55	49	44	39	38
student/class private		46	43	41	38	29	37	40	32
student/teacher public		61	61	36	32	21	22		
Internal Efficiency (%)									
last year repetition			30.2	25.0	22.4	32.1	28.1	n.a	n.a
last year dropout			3.9	10.5	2.3	n.a	n.a	n.a	n.a
admission to final exam				49.1	50.1	34.5	43.7	47.1	54.3
Graduation (public)									
years/student completion			22.5		7.0		9.0		n.a
number of diplomas/total students (%)			14.0		36.3		20.7		n.a

Source: Government of Senegal, *Revue des Dépenses Publiques dans le Secteur de l'Éducation*, 1998

In recent years, three studies have been carried out to assess the factors explaining differences in student learning and school performance. The *SNERS* and *PASEC (CONFIMEN)* studies, analyzing learning in primary levels concluded that:

- (i) family income and education strongly influences student achievement and are strongly linked to other variables that explain differences in student achievement, namely the availability of books and other school material and class size.
- (ii) books are crucial for success. At the primary level, regardless of family characteristics, the availability of books is the most important predictor of achievement. However, only 50%- 70% of Grade 2 and 4 students have language books and only 20 -30% have math books.
- (iii) students in large classes at the primary level have lower levels of achievement.
- (iv) the level of teacher qualification has no impact on learning outcomes; achievement of boys and girls are similar on average but girls perform better as they advance in the system.
- (v) students in private schools performed better than those in public schools, regardless of family characteristics. This is explained by the school management, smaller average class size and frequent evaluation of students.

The *CREA* study analyzed the cost-effectiveness in secondary middle, general and technical schools. Graph 2 plots student achievement against unit student costs showing that higher levels of expenditures do not necessarily lead to better outcomes and the best schools are relatively low cost. The study came to surprisingly similar conclusions as the analysis of primary schools arguing that in middle and secondary schools, the most important factor explaining differences in school level outcomes was how schools were managed. The study makes the following recommendations:

- (i) the most cost-effective policy to improve student achievement and to improve wastage is to

systematically introduce pedagogy and administrative management systems (including class councils) at the school level;

(ii) the easiest policy to implement and the most certain of a positive impact is to improve the supply and use of books and school manuals;

(iii) the second best strategy would be to put in place a remedial system at the school level

(iv) the third best policy but difficult to implement is to increase the number of effective hours that teachers teach (increasing from 15 to the 20/24 norm) by constructing supplementary schools in some schools and/or improving the utilization of teachers between schools so as to increase productivity;

(v) in crowded schools, particularly in peri-urban areas and public schools, a cost-effective strategy is to reduce student/desk ratios.

Policies which are extremely costly and do not have much impact on learning outcomes are (i) increasing the qualification level of teachers; and (ii) reducing class size. As well, teacher status, whether a contractual or a civil servant does not have any bearing on learning outcomes. Consequently, expanding public secondary education should be based on a hiring policy of contractual and *volontaires* as a means to contain costs.

Expenditures in education. Table 1 shows that between 1992 and 1994, Senegal allocated on average more resources to education than the average SSA country and that these were used relatively inefficiently. In 1997, the Government commissioned a public expenditure review of the education sector which provides a more detailed analysis of the evolution and allocation of public expenditures and confirms the diagnosis of poor quality and efficiency discussed above. Between 1992 and 1996 total expenditures in public education increased in nominal terms from FCFA 110 billion to FCFA 143 billion; in real terms, education expenditures declined by about 14% between 1992 and 1997, which corresponds to an annual average decline of about 3.3%. As a proportion of GDP the same tendency is observed as total expenditures declined from 5.4% to 4.0%. This decline is more pronounced in per capita real terms as expenditures decline by a factor of 2.5 times between 1992 and 1996.

Sources of financing. Contributing on average CFA 82 billion annually, public sector expenditures increased from FCFA 79 billion to FCFA 97.6 billion representing an increase of 23.2% or on an annual basis an increase of 4.6% between 1992 and 1997. In spite of this increase in nominal terms the Government's real fiscal effort declined during this period:

(i) government's share of total education financing in education declined from 74% to 68% between 1992 and 1997. With respect to public education, Government's share also declined from 80% to 76.4%;

(ii) education's share of the Government's recurrent budget (after debt service) declined from 34.8% in 1992 to 31.4% in 1997 before increasing to 33% in 1998;

(iii) Expressed in real terms, total public resources allocated to education declined by 12% between 1992 and 1996;

(iv) As shown in Table 5, as a share of GDP, public expenditures declined from 4.8% to 3.3% between 1992 and 1997;

(v) the decline on a per capita basis was even more dramatic.

The decline in support from the central government has been compensated in part by other sources of finance. Household contributions to public education have steadily become more important during the 1990s financing fees, transportation, books and maintenance. Estimated at about FCFA 17 billion in 1992 household contributions have increased significantly to FCFA 26.9 or about 19% of all financing in the sector. Of this, contributions to the public system have gone from FCFA 5.9 in 1992 to FCFA 8.9 billion in 1996 and FCFA 10 billion in 1998. Private service delivery received about FCFA 15.6 billion in 1996.

Local governments contribution to education has been extremely modest at less than 1% annually and is mostly directed to investment at the primary level. Although Official development assistance has fluctuated, it represents on average 14.4% of the financing of public education.

Table 5: Public Expenditures Trends in Education (selected years)

Central Government Expenditures	1992	1995	1996	1997
Education expenditures				
recurrent as % Government recurrent *	34.8	31.1	33.2	31.4
investment as % Government investment	0.4	1.0	1.0	0.6
total as % of total Government spending (incl. Debt)	20.0	17.3	19.9	17.7
Public Education Expenditures (FCFA billion)				
of which Central Government (%)	80.1%	75.6%	78.5%	75.8%
Donors	11.5%	15.2%	12.2%	13.5%
Local Government	1.4%	1.1%	1.0%	1.0%
Households	7.2%	8.3%	8.7%	10.2%
Total Education Expenditures (FCFA billion)				
of which Central Government (%)	73.9%	8.8%	69.4%	68.0%
Donors	8.9%	10.8%	10.6%	11.8%
Local Government	0.8%	0.8%	0.7%	0.7%
Households	8.9%	19.6%	19.3%	19.6%
Allocation of total recurrent expenditures recurrent	100%	100%	100%	100%
Administration	4.6%	11.3	12.8	14.6
Literacy	0.3%	0.3	0.2	0.0
Primary	40.1%	35.7	37.6	36.2
middle and general secondary	23.0%	22.3	19.9	18.6
technical and professional	9.6%	7.2	6.7	4.3
higher education	22.5%	23.2	22.8	26.6
Public recurrent expenditures (% GDP)	4.9%	3.3%	3.4%	3.3%
Total Education Expenditures (% GDP)**	5.4%	4.7%	4.5%	3.8%
Total Education Expenditures (per capita US\$1992)	41	18	17	11
Per student expenditures (% of per capita GDP)				
public primary	25%	19%	18%	
public middle and secondary	67%	59%	48%	
higher	433	376%	401%	

** includes investment and recurrent expenditures from all sources

Intrasectoral Allocation of Expenditures. The trends described above are reflected in the distortions in the intrasectoral allocation of expenditures. Tables 5 and 6 show the sudden increase in the share of expenditures allocated to administrative services going from 5.8% in 1992 to 16% of public recurrent expenditures in 1993. Higher education, more able to protect its budget during this period, actually increased its share from 25.6% in 1992 to 27.7% and more or less maintained it, resulting in a compression of expenditure shares at other levels. Budget allocations were thus made to the detriment to primary and secondary education. The share of the recurrent budget to middle and secondary fell 27.2% to 24.6% and primary education's share of the budget declined from 40% in 1992 to 34% in 1995, when its share began to rise again to 36.6% in 1997. This shift differs radically from other countries in West Africa, such as Guinea and Côte d'Ivoire where public expenditures to primary have increased accounting for 60% and 40% of government recurrent expenditures respectively.

Table 6 : Intrasectoral allocation of public recurrent expenditures

Sub-sector	1992	1993	1994	1995	1996
Administration	5.8%	16.0%	15.3%	15.1%	16.1%
Primary	41.1%	32.9%	33.6%	33.9%	35.4%
Middle	10.4%	9.6%	9.6%	9.3%	9.5%
Secondary	16.8%	14.4%	14.8%	14.8%	15.1%
Higher	25.6%	27.7%	27.1%	26.9%	23.9%

Role of the public sector. Three principles can be used to guide the level of public intervention in education: (i) Market failure: private households may under-invest because of the unavailability of credit, or imperfect information. Uneducated parents, for example, may underestimate the value of education for their children. Both of these factors will tend to result in sub-optimal private spending in basic education especially in rural areas; (ii) the existence of positive externalities (a sub-set of market failure): the Government should intervene to supplement private expenditures where the social rate of return is higher than the private rate of return. This is generally accepted to be the case for education in Africa, though there are no good estimates of the social rate of return for Senegal; (iii) equity objectives: the Government should intervene if the allocation of private resources is expected to lead to inequitable outcomes. If the benefits of higher education are captured primarily by the well-off while the benefits of primary education are fairly evenly distributed, government may choose to concentrate its attention on the latter. The Government of Senegal's role as the largest single provider of finance for education can be justified on these grounds. However, the distribution of public resources between the different levels of education has not been clearly articulated on either efficiency or equity grounds. In effect, the role of private financing has not been properly defined, perhaps because the information on private ROR was lacking. But tentative estimates for 1994 are now available; 14% for primary, 97% for secondary and 134% for tertiary. This suggest that secondary and tertiary investment is highly profitable to individual households (partly because of the large public subsidy). It also suggests that the greatest discrepancy between social and private rates of return is likely to be at the level of primary education. Yet households' share of financing of primary education has increased from 12% to 17% during the 1990s largely as a result of the introduction of cost recovery for schoolbooks while the Government's share of financing has declined from 82% to 77%. At the same time, household contributions to financing of secondary and higher levels of education were only 10% and 1% respectively in 1996, the opposite of what efficiency and equity arguments would recommend.

Table 7 : Source of financing & intrasectoral distribution of expenditures 1996 (FCFA millions)

	Government	Local Government	Households	ODA	Total	% of Total
Administration	13.843				13.843	11.1
Preschool-	12				12	
Primary Public	31.207	767	16.121	3.037	51.132	41.2
Private	30.407	767	6.925	3.307	41.136	
	800		9.196		9.996	
Secondary Middle Public	8.177	159	6.427		14.764	11.9
Private	8.177	159	1.096		9.432	
			5.331		5.331	
Secondary General Public	9.239	192	1.456	2.308	13.195	10.6
Private	9.239	192	453	2.308	12.192	
			1.003		1.003	
Technical Public	1.993	8	235	1.762	3.920	3.2
Private		8	98	1.762	3.861	
			137		137	
Professional-Public	1.961			1.959	3.920	3.2
Higher - Public	20.667		275	2.369	23.311	18.8
Total Public	86.301	1.125	8.846	11.436	107.709	86.7
Total Private	800		15.668		16.468	13.3
TOTAL	87.101	1.125	25.514	11.436	124.176	100.0
Share (%)	70.1%	0.9%	19.7%	9.2%	100%	

Benefit-incidence analysis. The distribution of public expenditures by income group is illustrated in Graph 1 and shows that (i) the 20% richest households received 34% of public expenditures, and the poorest received 6%. (ii) as the level of education increases, there is a greater divergence in share of expenditures to different groups. For the first quintile, its share of expenditures at primary is 12% but only 2% of secondary expenditures and less than 1% of higher expenditures and the inverse is true for the richer groups. This is because the GER for the higher quintiles is greater at all levels of education and unit costs at these levels is much higher than at primary where the majority of children from poor households attend. Even so, the richest quintile benefit proportionately more at the primary level with only 10% of children in this age group, they receive 17% of primary expenditures while the poorest quintile have 25% of children in the 7 - 12 age group and receive 12% of expenditures. With less children, the richest quintile benefit more on a per capita basis. The overall distribution of public expenditures became more equitable between 1992 and 1994 as the poorest quintiles share increased to 14%. This is explained by increasing access to education in rural areas which has benefited the poor and increasing recourse to private systems by the richer quintiles.

Table 8: Economic Allocation of recurrent expenditures
(as % of education recurrent expenditures)

Expenditures	1992	1993	1994	1995	1996
Personnel	79.0%	75,5%	77,4%	77.3%	78,7%
Textbooks	0.6%	0,8%	0,6%	0,5%	0,5%
Other materials	4.7%	4,8%	2,9%	3,2%	4,1%
Maintenance	0.7%	0,7%	0,5%	0,6%	0,6%
Subsidies	6.9%	7,9%	8,0%	7,9%	7,3%
Scholarships	8.2%	10,3%	10,6%	10,5%	8,9%

Economic Allocation of Expenditures. The trends in intrasectoral allocations, illustrates the difficulty in applying principles of education policy in a period of fiscal austerity. In Senegal, the economic allocation of education expenditures deteriorated between 1992 and 1997:

- (i) the investment budget fell to 5% of total education expenditures
- (ii) the share of salaries in the recurrent budget increased from 76% in 1992 to 79% in 1997;
- (iii) for primary education, salaries accounted for 97% of government's recurrent expenditures between 1992 - 1996 which led to the decision to introduce cost recovery for textbooks.
- (iv) scholarships and subsidies increased from 15.1% in 1992 to 16.2 % in 1997 (of which 95% was

for higher education). Books accounted for 0.7% of recurrent expenditures and maintenance about 5.5% between 1992 and 1996.

Unit costs and controlling the wage bill. The increasing share of salaries in the recurrent budget over the 1990s has effectively crowded out the capacity to finance inputs such as books, maintenance and supervision needed to ensure education quality. In primary education, the devaluation, the expansion of double shifting and the recruitment of "voluntaries" after 1995 have permitted the Government to reduce the unit salary costs per student in real terms and thereby increase the number of teachers and the GER. The ratio between the salary of a *volontaire* and a certified teacher (*enseignant titulaire*) is 1 to 5.4 and 1 to 6.8 for teaching a double shift class. By 1996 *volontaires* teachers accounted for 9% of salary unit cost for primary although they provided about 20% of teachers. However, given the inherent rigidities in the nominal wage bill for civil servant teachers, not all of the possible economies of hiring *volontaire* teachers can be realized. The salary scale of unionized civil servant teachers does not reflect current labor market wage scales. Another potential source of savings is the redeployment of administrative positions filled by non-teaching teachers and supplementary teachers who receive full-time salaries but work only occasionally and other civil servants who erroneously receive teaching benefits. In the urban areas of Dakar and Thiès it is estimated that 20% of the wage bill is accounted for by supplementary teachers. Overall, these posts account for 35% of the average unit cost per student.

Table 9: Trends in Unit Costs (FCFA millions)

Level	Unit costs		As a ratio of primary unit cost	
	1992	1996	1992	1996
Primary	43,356	37,538	1	1
Middle	69,491	72,864	1,6	1,9
Secondary	251,817	251,926	5,8	6,7
Higher	818,258	944,221	18,9	25,2
All levels	78,228	73,094	1,8	1,9

The structure of unit costs in secondary levels is quite similar to that of primary. Wages' share of unit costs has increased from 73% to 80% at secondary middle and general displacing expenditures on books which have declined from 2.3% to 0.8%. Administrative personnel account for over 25% of wage costs. Wage differences between a civil servant professor is two times that of a contracted professor (who also teach 22 hours compared to the 18/20 hours of a civil servant teacher). However contracted professors account for only 3.5% of per student wage costs. Other factors contributing to high per student salary costs are the specialization of teachers in middle secondary and the excessive number of courses leading to a high proportion of teachers teaching less than the maximum required hours yet being paid full-time. The inability of the Government to significantly reduce scholarships and other social transfers has meant that it has been not only unable to reduce higher education's share in expenditures but also that it has not been able to reduce unit costs. As shown in Table 9 the ratio to primary education increased from 19 to 25.

Strengths and weaknesses. In the 1990s Senegal adopted ambitious policy objectives in a environment of declining public resource availability. The main public sector strengths and policy successes in implementing the reform program, over the past decade have been: (i) improving efficiency at the primary level by reducing unit costs through the expansion of double shifting and introducing *volontaire* and contractual teachers and developing low-cost pre-service training modules; (ii) successfully contracting literacy programs to NGOs (iii) decentralizing financial management to middle and secondary school levels for non-wage expenditures; and (iv) promoting private sector delivery and financing. The Government did not achieve, however, as much progress as it intended. Indeed, the PER assessment is that with the resources it had, the Government could have reached its primary GER of 75% by 2000 if it had implemented all of the financing reforms to which it had committed itself.

The Government's inability to move resources out of higher education and to introduce a cost-recovery policy based on equity principles resulted in greater inequity in the distribution of public expenditures in education and necessitated a compression of public financing for primary and middle schooling. The Government's main weaknesses have been a hesitancy to build consensus with teachers, students and parents on the main sector problems and the proposed policy reforms such as teacher re-deployment and recruitment procedures, cost-recovery and limiting scholarships. As a result there has been a serious backtracking on the reform agenda and costly delays in improving resource efficiency in the sector. There is also a serious lack of explicit responsibility for implementing reforms and accountability in the system which leads to bureaucratic inertia, a lack of incentives to create information systems to monitor reforms and to use information to make decisions. For example, while extensive detailed and good quality information exists on class size, little effort has been made to reduce the enormous variation in class size by re-deploying teachers - one of the least costly ways to improve school learning. Another example concerns the waste of resources associated with the teaching benefits that non-teaching staff still receive and the proportion (20%) of teaching staff in Dakar and Thiès who are supplementary teachers being paid full-time but not working.

Summary of benefits and costs:

Expenditure Framework and Financing of QEFA.

Macroeconomic policy. The last four years have witnessed a turn around in the implementation of economic reforms in Senegal, reversing two decades of poor economic management and lackluster growth performance. The impact of policy reforms adopted since the devaluation of the CFA in January 1994 is evident in terms of reduced fiscal and current account deficits, a return to pre-devaluation inflation levels and an average growth rate exceeding 5 percent between 1996 and 1999. The Government continues to pursue the consolidation of government finances, and increased efficiency in public spending, particularly in the social sectors. The economic outlook is positive with growth and per capita incomes continuing to increase. The Government's fiscal policy objectives are to reduce the overall fiscal deficit (on a commitment basis, excluding grants) from 3.3% to 2.6 % of GDP over the next years. This can only be accomplished with strong revenue collection efforts and continued control of recurrent expenditures, together with an improvement in the quality and effectiveness of current outlays. With regard to overall expenditure policy, the priorities are to; (i) streamline personnel expenditures; (ii) establish budgeting-by-objectives for Health, Education and Justice; (iii) improve the programming of expenditures in social sector; (iv) increase the share of share of education expenditure to primary education to reach a GER of 75% by 2001 and UPE by 2010.

The persistence of inefficiencies in sector expenditure management has greatly influenced Government's decision to not increase education's share of public resources. Nevertheless, it is committed to providing 33% of its national budget and 8% of the investment budget for the QEFA. Table 10 summarizes the resource projections for the education sector based on assumptions (on an annual basis) that GDP (and household's incomes) will grow at 5%, GDP deflator at 2%, population at 3%, household expenditures on education will increase from 0.8% to 2% of household expenditures and local government's expenditure on education will also increase from 5% of local budgets to 10% over the next 10 years.

Table 10: Macroeconomic and Resource Projections for education sector 2000 - 2003 (FCFA million)

	2000	2001	2002	2003
Nominal GDP	3266285	3494925	3739570	4001340
Total Public Recurrent Expenditures	316300	310700	327338	344793
Public Education Expenditures	104379	102531	108021	113782
Total Public Investment	110700	107600	112765	118178
Public Education Investment	8856	8608	9021	9454
Total Education Expenditures	113235	111139	117042	123236
Households total spending	18987	21774	24971	28638
Household spending on public	4359	5261	6152	6924
Household public spending on private	14628	16513	18819	21714
Local government	1658	1813	1982	2166
Private Sector	3808	4236	4842	5774
Total domestic spending on education	137688	138962	148837	159814

Source: MEB; CREA *Costs and Financing of PDEF*, November 1999

* QEFA projections are for public education and do not include private sector and household spending on private education.

*net of interest and debt service

Major Policy Reforms. The QEFA covers the period 2000-2003 of a ten-year education development plan (*PDEF*) developed by the Ministry of National Education. The QEFA/*PDEF* is a sector program linking specific policy objectives to a medium term expenditure framework, integrating the investment and wage and non-wage expenditures at the regional and national levels. The program aims to build on past progress by improving the management capacity, efficiency and equity of the education sector, increasing access and the quality of education. Specific policy objectives are to reach universal primary education by 2010, 50% of primary graduates going on to middle school and 60% of middle school graduates going to high school and limiting the number of students at public universities. Other objectives aiming to improve the quality of education include providing free books, reducing repetition rates to 10% throughout the system and promoting the private sector at the higher levels, particularly in urban centers. Government's decision to limit the share of public resources to education was confirmed during negotiations and means that a very disciplined effort must be made to use resources efficiently. Thus, in order to improve efficiency, equity and quality the Government's intends to implement a reform policy package comprising expenditure enhancing, cost containment, cost- recovery and management reform policies.

(a) Cost containment policy reforms include:

- (i) recruitment and wage policy for teachers. The Government has decided to mainstream its experiment in recruiting *volontaires* at the primary level. It has prepared legislation grand-fathering the recruitment of civil servant teachers and introducing a new system beginning in the 2000 school year. As a result of a national competition, all teachers will be hired at the *IDEN* level as "volontaires" and receive an initial 6 month training program; after four years their status can be converted to a contract teacher. The starting salary level of a *volontaire* will be about FCFA 80,000;
- (ii) assigning already existing teachers to *IDENs*. Consequently, teachers will have to compete for jobs at other locales if they want to move;
- (iii) use multigrade teaching and intensively re-deploying teachers to reduce the variation in class size and extend incomplete primary schools;
- (iv) reduce the percentage of supplementary teachers to 5% by *IDEN* and introduce a policy of hiring *volontaires* as supplementary teachers and re-deploy existing supplementary teachers;
- (v) will grandfather civil servant teaching and introduce a new system of *volontaire* or contracted teachers formiddle and secondary schools;
- (vi) reduce the number of primary level teaching staff at the middle and secondary levels and undertake various measures to reduce the administrative costs such as reducing the number of class monitors;
- (vii) eliminating special teacher benefits and subsidies from non-teaching teachers;
- (viii) improve teacher utilization by increasing the number of effective hours teachers work and introducing polyvalent teachers at the middle school level.

(b) Expenditure increasing policies include:

- (i) maintaining the education's share of the recurrent budget (after debt service) to 33%;
- (ii) increasing the share of recurrent allocations to primary from 36% in 1999 to 41% in 2005 and 50% by 2010;
- (iii) attaining UPE in all regions by 2010 as a means to improve equity;
- (iv) improve the quality of education by increasing the share of expenditures to non-wage quality enhancing inputs (such as books, inspection) and testing new initiatives to understand their cost-effectiveness at improving learning including bilingual instruction, early childhood initiatives, the introduction of small rural middle schools, reading programs and school health initiatives. The cost implications have been estimated and are affordable.

(c) A program of cost-recovery will

- (i) introduce fees at middle, secondary and higher education; The initial fees which will increase over

the life of the QEFA are estimated to be; pre-primary (FCFA 9,800), middle (FCFA) Community (FCFA 700) Primary (FCFA 500), Middle (FCFA 11,200), Secondary (FCFA 15,000) and Higher (31,012).

(ii) reduce scholarships to FCFA 3.3 billion or 13% of higher education expenditures.

(iii) decentralize more management to local levels and strengthen both financial and pedagogic management at the school level with the introduction of school development plans.

Main Assumptions:

Expenditure Estimates. Detailed projections and a three-year budget integrating recurrent and investment expenditures by level of education and by source of financing for the 10 year program were produced by the Government and are found in the project files. (Preliminary estimates for the 2004 –2010 year are available but since specific policies regarding cost-sharing and defining the roles of the public and private sector in service delivery at secondary and higher can not yet be appraised, the estimates and financing plan can not yet be validated for the second and third phase). Overall, 81% of the program expenditures will finance recurrent expenditures and 19% investment expenditures during the first phase. Within recurrent expenditures, wages will account for about 70% and 30% will be allocated for quality enhancing expenditures (books, teaching material, training, school grants) - a significant improvement over the current situation. The overriding policy objective of the QEFA is to attain a primary GER of 75% by 2003 and UPE by 2010. Accordingly, primary education will receive 48.8% of total expenditures; 77% of all investments under the program and 43% of recurrent funding. Table 11 summarizes the distribution of expenditures by sub-sector and shows that almost 85% of all investment expenditures will support increasing access and quality of education for basic education (pre-primary, literacy, community, primary and middle school). The ratio of recurrent to investment expenditures is highest for: (i) pre-school and literacy activities due to the low levels of investment in construction and equipment and an emphasis on training and animation; and (ii) secondary and higher education because of higher unit operating costs for running the system. As well, activities to improve quality in the first phase do not require a lot of construction and equipment expenditures. Major investments will not occur until the second and third phases once a policy framework conducive to significant expansion is adopted.

Table 11: QEFA Intrasectoral distribution of expenditures (FCFA millions)

Sub-sector	2000	2001	2002	2003	Total	
Pre-school, Literacy, Community	10206	10899	9942	9599	40646	7.0
Recurrent	9496	10899	9692	9418	38613	8.1
Investment	710	892	251	180	2033	1.9
Primary	65347	70895	73113	75327	284682	48.8
Recurrent	44009	48391	52346	55769	200515	42.5
Investment	21338	22505	20767	19558	84168	77.2
Middle	17305	14741	15881	17619	65546	11.2
Recurrent	13668	13968	15242	16671	59549	12.6
Investment	3637	772	639	948	5996	5.5
Secondary	15891	15395	16465	16732	64483	11.0
Recurrent	14096	14381	14713	15090	58280	12.3
Investment	1795	1012	1752	1641	6200	5.7
Higher	24109	24921	23770	24370	97170	16.6
Recurrent	22034	22792	23470	24370	92666	19.5
Investment	2075	2129	300	0	4504	4.1
Management	9808	8413	7017	6228	31466	5.4
Recurrent	6100	6605	6451	6228	25384	5.4
Investment	3708	1808	566	0	6082	5.6
Total	142667	145264	146189	149574	583694	100
Recurrent	109402	115145	120915	126546	472008	100
Investment	33265	29119	24275	22328	108987	8.1

Source: MEB; CREA Costs and Financing of PDEF, November 1999

*QEFA estimates are for spending on public education and do not include private sector investments nor household spending in the private sector.

Table 12 summarizes the composition of the program for years 2000-2003 by objective, category of expenditure and source of financing. The total cost of the first phase of QEFA is estimated to be US\$926 million; of which 69% is for increasing access, 26% for improving the quality of education and 5% is allocated for improving the management of the system and rendering it more decentralized. Government is the largest financier of the education sector, providing 79.7% of total resources followed by donors with 15%, households and local governments with 4% and 1.3% respectively. Donors will finance 62.3% of all investment expenditures. Central and local government will provide 37.5% of investment resources, mainly for construction services and counterpart financing. For recurrent expenditures, donors and households will each provide about 4% of recurrent expenditures for training, services and materials. Household participation represents fees which will be used to finance quality inputs at the post-primary levels. Central government is the main source of financing for recurrent expenditures financing 90.1% of expenditures - mainly for salaries and other operating costs. Not surprisingly, Government's main policy reforms are aimed at improving the efficiency of the wage bill.

Table 12: QEFA: Costs and financing estimates for public education 2000 - 2003 (SUS million)

Program objective	1998	2000	2001	2002	2003	TOTAL (00 - 03)
ACCESS	107,73	149,73	156,89	161,29	169,58	637,49
Recurrent	93,66	112,04	117,91	125,38	134,14	489,48
Government	93,66	112,04	117,91	125,38	134,14	489,48
Investment	14,07	37,68	38,98	35,91	35,44	148,01
Government	7,97	11,25	10,93	11,46	12,01	45,64
Local government	1,67	2,00	2,19	2,39	2,61	9,19
Donors	4,42	24,44	25,86	22,06	20,82	93,18
QUALITY	47,92	61,16	60,33	60,31	60,96	242,77
Recurrent	46,23	51,93	55,96	57,89	58,43	224,21
Government	41,29	44,25	36,24	37,63	38,16	156,29
Households	4,50	6,92	8,35	9,77	10,99	36,02
Local government	0,44	0,53	0,58	0,63	0,69	2,42
Donors	0,00	0,23	10,80	9,87	8,58	29,48
Investment	1,68	9,23	4,37	2,42	2,54	18,56
Government	1,59	2,25	2,19	2,29	2,40	9,13
Local government	0,09	0,11	0,12	0,13	0,14	0,48
Donors	0,00	6,88	2,07	0,00	0,00	8,95
MANAGEMENT	9,65	15,57	11,77	9,55	8,90	45,79
Recurrent	9,25	9,68	8,90	8,65	8,30	35,53
Government	9,25	9,39	8,60	8,45	8,30	34,73
Donors	0,00	0,29	0,30	0,20	0,00	0,80
Investment	0,40	5,89	2,87	0,90	0,60	10,25
Government	0,40	0,56	0,55	0,57	0,60	2,28
Donors	0,00	5,32	2,32	0,33	0,00	7,97
TOTAL EXPENDITURES	165,30	226,46	228,99	231,15	239,45	926,04
Total Recurrent	149,14	173,65	182,77	191,93	200,87	749,22
Government	144,20	165,68	162,75	171,46	180,61	680,50
Households	4,50	6,92	8,35	9,77	10,99	36,02
Local Government	0,44	0,53	0,58	0,63	0,69	2,42
Donors	0,00	0,53	11,10	10,07	8,58	30,28
Total Investment	16,15	52,80	46,22	39,22	38,58	176,82
Government	9,97	14,06	13,66	14,32	15,01	57,05
Local Government	1,76	2,11	2,30	2,52	2,75	9,67
Donors	4,42	36,64	30,26	22,38	20,82	110,10
FINANCING BY SOURCE						
Government	154,17	179,74	176,41	185,78	195,61	737,54
Households	4,50	6,92	8,35	9,77	10,99	36,02
Local Government	2,20	2,63	2,88	3,15	3,44	30,28
Donors	4,42	37,17	41,35	32,46	29,41	140,38
TOTAL FINANCING	165,30	226,46	228,99	231,15	239,45	926,04

Source: MEB; CREA Costs and Financing of PDEF, November 1999

Table 13 breaks down domestic spending by sources of financing. Total public spending on education as a proportion of GDP, after increasing slightly in 2000 will taper off slightly during declining to about 3.1% of GDP in 2003. Households, local government and the private sector are all expected to increase spending on education services pushing expenditures to about 4% of GDP in 2003. Participation will be forthcoming from: (i) the private sector for investment in infrastructure (from bank credit or savings); (ii) households for purchase of materials and for fees both for private services and for public schools; and (iii) local governments for maintenance, construction and some services. Donor financed investments and

recurrent spending as a share of GDP represents an additional 0.6% of GDP annually.

Table 13: Education Expenditure Projections as % of GDP

	1998	2000	2001	2002	2003
Total domestic spending	3.60	4.20	4.00	4.00	4.00
<i>Of which</i>					
Total Public Education	3.4	3.50	3.20	3.10	3.10
Public recurrent education expenditures	3.1	3,20	2,90	2,90	2,80
Household expenditures*	0.5	0.60	0.60	0.70	0.70
Local Government	0.0	0.51	0.52	0.53	0.54
Private financing	0.0	0.12	0.12	0.13	0.14

Source: MEB; CREA *Costs and Financing of PDEF*, November 1999

*Household spending on public and private schooling.

Government recurrent expenditures. Providing 76.3% of QEFA resources and with 92.3% of those resources financing recurrent expenditures, Government plays a deciding role in improving their efficiency and cost-effectiveness. With respect to intra-sectoral allocations, the proposed program should improve the quality of public recurrent expenditures. As is shown in Table 14, the share of recurrent expenditures allocated to primary will increase to 44% by 2003 (and to 50% by the end of the program in 2010) up from 36% in 1996 due to hiring on average 2000 new teachers annually and expenditures on other inputs related to improving learning at school level. The share of recurrent financing to middle schooling will decline from 15% to about 12.%. While the relatively higher rate of social returns and its importance for improving equity in the distribution of public expenditures would lead one to argue for an increase share of sector resources to this level, the decline is a result of a combination of efficiency gains (reducing the number of new teachers that the system will require) and the growing importance of private schools (absorbing more students and teachers). Middle school's share of investment is, nevertheless quite high representing the increased construction of middle schools - many in rural areas as shown in Table 11. The share of government's recurrent expenditure going to secondary, increases from 15% to 17% primarily because of the difficulty in reducing unit wage costs at this level and increased expenditures on quality inputs. The share to higher education will decline from 24.9% in 1998 to 20% by 2003 and 18% by 2010, primarily as a result of reducing enrollments (from 27,300 to 23,500) rationalizing staff and limiting scholarship to FCFA 3.5 billion annually. Administrative expenditures will decline from 6% of total recurrent expenditure to 4.2% by 2003 as a result of improving efficiency of headquarters staff and freezing allocations to this function.

Table 14: Intrasectoral Allocation of Government Recurrent Expenditures
(as % of Public Recurrent Expenditures)

	1998	2000	2001	2002	2003
Administration	6.0%	5.2%	4.9%	4.6%	4.2%
Pre-school	0.5%	0.5%	0.5%	0.5%	0.5%
Literacy	1.0%	1.0%	1.0%	1.0%	1.0%
Community Schools	0.0%	0.0%	0.0%	0.0%	0.0%
Primary	39.0%	41.0%	42.0%	43.1%	44.2%
Middle	15.0%	13.8%	13.3%	12.6%	12.3%
Secondary total	15.5%	16.1%	17.0%	17.3%	17.5%
Higher Education	23.0%	21.9%	21.4%	21.9%	20.4%

Source: MEB; CREA *Costs and Financing of PDEF*, November 1999

Regarding the **economic composition** of government expenditures, wages' declining share to 70% of recurrent expenditures on education will allow for more expenditures on quality inputs - in particular supervision, training and other pedagogic materials. At primary, for example, by 2003, expenditures on

learning materials will account for 13% of expenditures and wages, 73% of expenditures, down from 90% in 1998. Reducing the share of expenditures to wages is a result of the recruitment policy of hiring *volontaires* and contract teachers, reducing the number of supplementary teachers at primary, using polyvalent teachers at middle school, as well as eliminating payment of teaching benefits to non-teaching civil servants. In higher education, the freeze on scholarships will reduce their share of recurrent expenditures to 13.3% in 2003, down from 15.3% in 1998, allowing for increased spending on pedagogic inputs.

Household financing. The Government intends to introduce greater cost sharing in public education through the introduction of school fees and the promotion of private sector delivery. The government also intends to provide free books at primary. As a result of these reforms, family contribution to education expenditures as a share of total expenditures will decrease at primary, increase marginally for middle school and more than double for secondary and increase almost fourfold at universities (see Table 15). The fee schedule used to develop the financing plan for QEFA has not yet been discussed with schools, students and teachers but this will be done in 2000 at a Fee Charter adopted by October 2000. Four major issues which will be addressed during the implementation of the first phase are; (i) ensuring transparent and more autonomous and accountable management practices are put in place at the school level; (ii) ensuring that the quality and learning by children improves given that families are paying more for education services; (iii) monitoring the impact of cost-recovery on poor families; and (iv) agreement on a Fee Charter with stake holders. The successful implementation of cost-recovery and a policy framework that does not negatively impact of poorer groups will be a trigger for the Bank support of a second phase.

Table 15. Household financing of public education by level per student (as a % of total expenditures in public education)

Level of Education	1998 Per student expenditures (FCFA)	1998 Recurrent expenditures (as % of total)	2003 Per student expenditures (Fcf)	2003 Recurrent expenditures (as % of total)
Primary	576	2.0	407	0.5
Middle	8484	8.2	11000	8.6
General Secondary	12453	6.8	34311	13.5
Technical Secondary	13245	6.3	34101	17.3
Professional Secondary	16787	3.8	100828	18.2
Higher	20888	2.6	105888	10.0

Source: MEB; CREA Costs and Financing of PDEF, November 1999

Private Sector. The role of private service delivery will become increasingly important at the post-primary levels responding to demand at these levels. It is estimated that the proportion of students in private middle schools will increase from 27% to 33% of students, while at secondary levels, it will go from approximately 20% to 30% by the end of the first phase. The largest shift will be at higher education, where the private sector will take about 25% of students in 2003, up from 13% in 1998. Overall, the private education (investment and household fees) will account for approximately 0.7% of GDP compared to 0.4% in 1998.

Poverty Dimension. Although the QEFA covers the entire education system quite comprehensively, the proposed policies for basic education are likely to have the most direct impact upon poverty reduction. Increasing primary education's share of recurrent expenditures to 44% by 2003 coupled with the adoption of a recruitment policy of hiring *volontaire* and contracted teachers will benefit children in rural areas and from the poorest households, where the GER is the lowest. Using multigrade schools in rural areas more extensively, targeting school construction to poor areas and the construction of small rural middle schools will respond to factors contributing to low demand for education by poor families. The provision of free textbooks will reverse a policy that in the past deterred children from the lowest quintiles from attending school. Special attention to the special needs of educating girls will aim to reduce the gap between girls'

and boys' enrollment, drop-out, repetition and completion rates. Partial cost-recovery could have a negative impact on the demand for education, particularly at middle school level. The Government has decided to allow local school associations some say in determining school fees. This issue will be monitored in the first phase and hopefully will lead to a criteria based school subsidy system in later phases.

Table 16: Primary enrollment rates by region 1998 - 2003.

Region	1998	2000	2001	2002	2003
Dakar	87.97%	90.25%	91.42%	92.60%	93.79%
Ziguinchor	87.00%	89.46%	90.71%	91.99%	93.28%
Diourbel	29.13%	37.28%	42.17%	47.71%	53.97%
Saint-Louis	62.03%	68.25%	71.59%	75.09%	78.76%
Kaolack	40.06%	48.10%	52.71%	57.76%	63.29%
Tamba	57.91%	64.59%	68.22%	72.05%	76.10%
Thiès	57.07%	63.84%	67.53%	71.42%	75.54%
Louga	45.42%	53.18%	57.55%	62.28%	67.39%
Fatick	46.20%	53.92%	58.25%	62.92%	67.97%
Kolda	54.00%	61.08%	64.96%	69.09%	73.48%
Sénégal	58.61%	64.74%	68.13%	71.76%	75.66%

Cost-effectiveness indicators:²

Cost-effectiveness. The policy to hire *volontaire* and contract teachers, grand-fathering civil servant teachers through attrition and retirement is the single most cost-effective policy that will be implemented under the QEFA. Studies carried out during preparation show that teacher status has no bearing on the quality of teaching. If the Government did not follow through with this change by converting *volontaires*/contractual teachers to civil servants, it would represent, on average FCFA 2.3 billion or 20% of the government's recurrent budget and thereby comprising the attainment of UPE by 2010. Other measures which will improve the cost-effectiveness of the program are reducing in half the training period for new teachers to 6 months for primary teachers one year for secondary teachers, and instead of the traditional 1 to 2 years for primary teachers. While detailed economic analysis was not done for the construction program, donors and government have agreed to adopt low-cost construction standards and local governments will be responsible for maintenance which will prolong the life of school buildings minimizing future rehabilitation and replacement costs. Finally, the policies aiming at improving the quality of education in secondary and middle schools were validated by a study done in preparation which concluded that improving the management of schools, the provision of books and increasing the proportion of mandatory hours that teachers actually taught were the most cost-effective policies to adopt. Under the QEFA, various initiatives will be evaluated for their cost-effectiveness, including early childhood development programs, adult literacy, community schools, national language teaching, various textbook provision schemes and private sector delivery of middle and secondary education services to guide decisionmakers about future policy decisions.

Sensitivity Analysis. A detailed sensitivity analysis was carried out to analyze what impact changes in the policy package had on attaining program objectives. This analysis concluded that :

- (i) A continuation of past policies would result in a GER of 73% at the end of 2010 instead of UPE;
- (ii) The policy to recruit *volontaires* and contracted teachers, grand-fathering civil servant teachers through attrition and retirement plays a crucial role in meeting UPE within the budget constraints set.
- (iii) Allocating 50% of expenditures to primary education by year 2000 is a crucial policy for meeting the UPE objective. Limiting primary's share to 40%, (but implementing other policies) would result in a primary GER of 88% by 2010. (However, the GER for secondary and middle school would be

significantly higher.) Allocating 65% to primary could be politically unacceptable.

(iv) The primary GER at the end of 2010 would be less than 80% if the current policy framework was extended.

(v) Improved teacher utilization, reduction of supplementary teachers to 5% of primary teachers and redeployment of non-teaching teachers reduces unit costs significantly in the early years allowing for increases in non wage expenditures and reducing net hiring of teachers.

(vi) A growth rate of 5% is a necessary condition (but not sufficient) for the Government but also local governments and households to mobilize needed resources.

(vii) Implementing partial cost-recovery is essential to improving the equity incidence of public expenditures (allowing the intra-sectoral transfer of resources to primary) and the quality of expenditures at middle and secondary education.

Risks. The main risks to the program are related to (i) economic growth being less than anticipated which would reduce resource availability of central and local government as well as households; (ii) incomplete implementation of major reforms with respect to teacher recruitment, cost recovery and other cost containment reforms related to teacher management. The growth scenario used to do the resource projections, is the medium growth scenario used by Government and other international institutions. If economic growth rates are significantly lower than anticipated, it would be necessary to revisit the financing plan in order to reach program objectives. This would require, increasing the level and share of resources to education or reducing program objectives. The Government is committed to implementing the various cost containment measures at the beginning of the program, in order to maximize program results in the short and medium term.

The Government agreed during negotiations to prepare a detailed action plan laying out the various steps to involve all stakeholders in the implementation of policy reforms. Concerning the partial implementation of policy measures, this risk has already been minimized to a certain extent due to the high degree of local ownership of the program given the fact that the background studies have been carried out locally with wide discussion among Government officials. Policy reforms relating to the recruitment policy have been discussed and negotiated with unions although this has not been done in formal sense. The Government must, however, begin to engage teachers, students and parents in reforms related to cost-recovery, introduction of polyvalent teachers and other teaching changes and school management if these are to be successfully implemented. The implementation of cost containment measures will require decisive and continued leadership. Rapidly increasing GER in low-enrollment areas such as Diourbel, Louga and Kaolack will be a challenge. The QEFA ensures that the financial resources will be made available, Government must however, put its most committed and talented people who are willing to work with local authorities.

Economic and sector work. The preparation of the QEFA was based on a substantive amount of economic analysis. Over the next three years additional studies are planned in order to adequately monitor and evaluate the financial and economic aspects of the sector expenditure program. This work will include; (i) developing the information systems needed to evaluate the internal and external efficiency of the QEFA; (ii) ensuring biannual updates for QEFA budget estimates and expenditures; (iii) carrying out studies on various issues such as the demand for education, cost-effectiveness of secondary and middle education, labor tracking studies for university and professional training, the impact of education on agricultural productivity and health; and (iv) training government staff in monitoring financial indicators and evaluation methodologies. The Government will also prepare an annual financial report for the *PDEF* which will provide an exhaustive summary of the financial execution of the *PDEF*, the experience with cost-recovery and make recommendations for improvement.

Table 17 QEFA: Financial Performance Indicators

Indicators	2000	2001	2002	2003
Education share of government's recurrent budget	33%	33%	33%	33%
Primary as % of education recurrent budget	41%	42%	43%	44%
Learning materials as % of primary budget	10%	13%	13%	13%
Scholarships as % of higher education budget	14%	13%	12%	12%
Household financing as % of public middle school	n.a	13%	13%	8.6%
Household financing as % of secondary schools	n.a	20%	21%	16%
Household financing as % of higher education	n.a	12%	14%	10%
% of Middle Schools with school improvement plans	24%	50%	75%	90%
% of Secondary Schools with school improvement plans	50%	75%	90%	100%
Private sector expenditures as % of GDP				
Preparation of Annual Financial Reports				
Annual review and discussion of economic studies				

Annex 5: Financial Summary
SENEGAL: Quality Education For All Program

Years Ending
(Senegal FY -- Jan/Dec)

	IMPLEMENTATION PERIOD						
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
Total Financing Required							
Project Costs							
Investment Costs	53.0	46.0	39.0	39.0	0.0	0.0	0.0
Recurrent Costs	174.0	183.0	192.0	201.0	0.0	0.0	0.0
Total Project Costs	227.0	229.0	231.0	240.0	0.0	0.0	0.0
Total Financing	227.0	229.0	231.0	240.0	0.0	0.0	0.0
Financing							
IBRD/IDA	3.5	12.5	17.5	16.5	0.0	0.0	0.0
Government	180.0	176.0	186.0	196.0	0.0	0.0	0.0
Central	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Provincial	3.0	3.0	3.0	3.0	0.0	0.0	0.0
Co-financiers	36.5	32.5	17.5	16.5	0.0	0.0	0.0
User Fees/Beneficiaries	7.0	8.0	10.0	11.0	0.0	0.0	0.0
Others	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total Project Financing	227.0	229.0	231.0	240.0	0.0	0.0	0.0

Main assumptions:

Annex 6: Procurement and Disbursement Arrangements

SENEGAL: Quality Education For All Program

Procurement

A Country Procurement Assessment Review (CPAR) was conducted in July 1994. The findings of this review remain valid. In general, Senegal's procurement laws and regulations do not conflict with IDA guidelines. No special exceptions, permits or licenses need to be specified in Credit documents since Senegal's procurement practices allow IDA procedures to take precedence over any contrary provisions in local regulations. *IDA-financed Works and Goods* will be purchased in accordance with World Bank's Guidelines: Procurement under IBRD Loans and IDA Credits (January 1995, revised in January and August 1996, September 1997, and January 1999). World Bank's Standard Bidding Documents will be used for all International Competitive Bidding procedure. National Competitive Bidding (NCB) advertised locally would be carried out in accordance with Senegal's procurement laws and regulations, acceptable to IDA provided that: (i) any bidder is given sufficient time to submit bids (four weeks); (ii) bid evaluation and bidder qualifications are clearly specified in the bidding documents; (iii) no preference margin is granted to domestic manufacturers; (iv) eligible foreign firms are not precluded from the competition; and (v) prior to issuing the first call for bids, a draft standard bidding document is submitted to IDA and deemed acceptable by it. The standard bidding document for NCB will be based on the World Bank's Standard Bidding Documents, with appropriate modifications for advertisement of the Invitation For Bids (which may be limited to the major national daily newspaper), the currency of the bid price and payment, applicable laws, etc. *IDA-financed Consultant Services* will be procured in accordance with the World Bank's Guidelines for the Selection and Employment of Consultants by World Bank Borrowers, published in January 1997, revised in September 1997 and January 1999. Table A below summarizes the procurement arrangements by category of expenditure.

Procurement methods (Table A)

1. **Civil works.** During phase I of the program (2000-2002), the construction program is mainly composed as follows: (i) construction of about 6,300 classrooms for basic education (6,000 for lower basic and about 300 for upper basic), including the replacement of 600 dilapidated classrooms beyond repair, according to standard design and specifications and criteria for resource allocation established by the *DCES* and approved by the Local Governments (municipalities/rural communities) through a Memorandum of Agreement to be signed by the *MEN* and the three associations of elected local officials; (ii) provision of latrines (1,000), water supply (600), and offices for primary schools lacking such facilities; (iii) repair/rehabilitation of approximately 2,800 dilapidated basic and secondary level classrooms; and (iv) construction of a Regional University Center (*CUR*) in Bambey. The IDA credit will finance the construction of 1,000 classrooms and rehabilitation of 600 classrooms for basic education (lower cycle) and the provision of latrines and wells for existing primary schools lacking such facilities. The remainder of the construction program for basic and secondary education is expected to be financed by the continuation, extension and/or initiation of support from the Government, the private sector, and other donors such as JICA, *AFD*, KFW, OPEC, AfDB, CIDA and NGOs such as Aide & Action, Plan International, Paul Gerand-Lajoie, etc. The Government has reached agreement with the three associations of Local Government elected officials (Presidents of Regional Councils, Mayors, and Presidents of Rural Communities) and a number of key partners (notably IDA and *AFD*) that the owner's responsibility (CMA) of the Local Governments and the *MEN* (as the case may be) should be delegated to a Contract Management Agency (CMA); the agreement includes the use common standard designs and unit costs, and a common mechanism for controlling construction quality and for the monitoring and evaluation

procedures.

School construction and rehabilitation. The program financed under the IDA credit is composed of a large number of small construction and rehabilitation contracts for schools largely scattered throughout the country, with contracts generally amounting to less than US\$500,000 equivalent. In the event that any contract exceeds this threshold, the procedures governing International Competitive Bidding (ICB) will apply, as set forth in the World Bank's Guidelines. In such a case, the World Bank's standard document for works contracts to be procured under ICB: Droit Civil, dated January 1995 and including corrigenda Nos. 1 through 3, will be used. School construction and rehabilitation contracts with an estimated unit cost of less than US\$500,000 equivalent, up to an aggregate amount of US\$14.3 million equivalent will be procured by the CMA. The CMA will apply provisions of Schedule 3 of the Development Credit Agreement (DCA) for procurement procedures. Standard Bidding Documents for NCB and local shopping set-up in the most recent *AGETIP* Procedures Manual (dated...), which have been found acceptable to IDA, would be used for the school construction and rehabilitation program. Any changes and revisions in the Procedures Manual would be subject to IDA prior review. Contracts for small works estimated to cost less than US\$30,000 per contract, up to an aggregate amount of US\$0.5 million equivalent, would be procured under lump-sum fixed-price contracts awarded on the basis of quotations obtained in writing from at least three qualified local contractors. The invitation must include a detailed description of the works including basic specifications, the required completion period, a basic form of agreement acceptable to IDA, and relevant drawings when applicable. The contract will be awarded to the contractor whose submission is substantially conform, and who offers the lowest price quotation for the required work, provided he demonstrates that he has the experience and resources to successfully complete the contract. Most of these contracts, to be managed by the CMA, would be for works relating to minor repairs to classrooms in rural areas.

2. Goods. The goods to be financed under the IDA credit (totaling US\$13 million equivalent) will be grouped into packages of at least US\$100,000 equivalent to be procured through International Competitive Bidding in accordance with the World Bank's Guidelines. These goods include school supplies, reprinting of textbooks based on *INEADE* manuscripts (prior to implementation of the new strategy for supply of school textbooks described below), office furniture and equipment, computers, vehicles and spare parts, intended for primary and secondary schools and Teacher Training Schools (*EFIs*), as well as central and deconcentrated departments of the *MEN*. However, contracts for school supplies that have to be purchased on an annual basis, and for other goods and equipment locally available, with a unit value exceeding US\$30,000 equivalent and which cannot be grouped together into packages exceeding US\$100,000 equivalent and which are unlikely to be of interest to foreign suppliers because of their small size and the geographical dispersion of the delivery points, will be awarded on the basis of NCB in accordance with procedures acceptable by IDA, up to an aggregate amount of US\$4.15 million equivalent. Small quantities of items such as office supply, consumable materials and spare parts normally considered to be standard items and which cannot be grouped together into packages of at least US\$30,000 equivalent will be purchased locally through local shopping based on price quotations obtained in writing from at least three eligible suppliers being asked in writing to provide quotations, provided that the aggregate amount of such contracts does not exceed US\$0.1 million equivalent.

Books and other instructional materials for classroom library-corners, schools and *EFIs* will be the subject of a list of eligible titles established by *INEADE* on the basis of recent catalogues and other documentary sources. On the basis of this general list, specific lists will be drawn up by the *IDENs* and consolidated by *INEADE* for procurement to be financed by IDA, the Nordic Fund or other partners. Purchases to be financed by IDA will be grouped into packages of at least US\$100,000 equivalent and procured through International Competitive Bidding. Small purchases of books and instructional materials

which cannot be grouped to make up lots of US\$100,000 would be procured under National and International Shopping, provided that the aggregate amount of such contracts does not exceed US\$0.3 million equivalent.

3. Textbooks for the lower cycle of basic education. The *MEN* has decided to develop and implement a new policy of decentralized multiple choice with the objective to contribute, not only to raise the quality of the education service, but also to support the development of the national book-publishing industry, which is viewed as critical to ensuring the long-term sustainable supply of textbooks in all Senegalese schools. The textbooks for the lower cycle of basic education (formerly primary education) to be financed by IDA will be procured through an international competitive bidding procedure comprising four stages : (a) selection of titles at the central level; (b) selection of multiple titles at decentralized level; (c) central purchase of the selected books; and (d) delivery to the *IDENS*/schools. A specific module of the Manual of Procedures for the QEFAP Program for textbooks will be developed by the *INEADE*. However, in view of the time that will be required to implement the new process, it is likely that only stages (a) and (b) can be carried out during the first phase of the *PDEF* corresponding to the QEFAP Program financed under the present IDA credit.

(a) **Selection of titles at the central level** per subject and per grade, on the basis of which the *IDENS* will further make their selection, will be done centrally and managed by the *DAGE*. For the selection, potential bidders will be invited to submit for each title: (i) a sample of lessons, fully edited, illustrated, laid out, formatted and printed; (ii) the table of contents; (iii) the structure of the book as a whole; (iv) dummy; and (v) price quotations for a specified range of copies from 2,000 to 250,000. The selection will be based on the bidders' professional and financial capacity, the quality of sample lessons, and the prices quoted for a specified range of copies. The evaluation will lead to the selection of two or three different titles per subject and per grade (as specified in the bidding documents), corresponding to the offers which will be substantially responsive to the bidding documents and with the lowest evaluated bid price, provided that the bidders are also qualified to perform the contracts. Successful bidders will develop the titles and submit camera-ready copies to the Ministry/*DAGE* for approval. They will also supply a first print run of 2,000 copies for each title at the price quoted in their bid for this quantity.

(b) **Selection of multiple titles at decentralized level** Prior to the selection at the decentralized level, the Ministry will inform each *IDEN* of the budget allocated to the *IDEN* for textbooks. This budget will be determined on the basis of the projected enrollment for the schools located in the *IDEN*'s area of operations, and the estimated unit cost for each set of books per student will be based on the prices quoted by the bidders. *INEADE* will be responsible to disseminate the first print-run of each selected title to the *IDENS* for evaluation and selection by local committees. Selection committees will be chaired by the *IDEN*, and comprise experienced teachers and experts from specialized NGOs operating in the education sector in the region, representatives of local authorities, and Parents Association representatives as witnesses for transparency insurance. Selection by *IDENS* will be based on the quality of textbook, unit price, and the allocated textbook budget.

(c) **Central purchase of the selected books.** The *DAGE* will calculate the quantities for each title and purchase the total amount from the concerned publishers at the price quoted by such publishers in their bids for the quantity in question.

(d) **Delivery to the *IDENS*/schools and central payment.** Publishers will deliver the textbooks to the *IDEN*'s warehouses or the schools and receive certification of delivery from the *IDENS* or schools after each technical committee has verified that the deliveries conform to the results of the selection process. Each supplier will collect the acceptance certificates and submit them to the *DAGE* for payment. In

cases where the books are not shipped directly to the schools but to the *IDEN*'s warehouses instead, each *IDEN* will be responsible for forwarding the textbooks to the schools. The school committee, comprising representatives of the school's teaching staff and of the parents association, will provide a receipt to the *IDEN*. All receipts will be sent by the *IDENs* to the appropriate IA for regional monitoring purposes, and consolidated at the central level through the Information and Monitoring System, for central monitoring and reporting by the *DPRE* which will be responsible for producing the periodic reports on the textbooks component.

Textbooks for the upper cycle of basic education and for secondary education will be procured off-the-shelf through selection of multiple titles per subject/grade, through a process similar to the above mentioned process for the lower cycle of basic education.

4. Consultant services. Consultant services to be financed by IDA (totaling US\$8.9 million equivalent) would be for: (i) studies: architectural design, civil engineering services (including preparation of bidding documents and supervision of works), accounting system, school evaluation system, integrated computerized data processing system to track and analyze school data, financial management, monitoring and evaluation; (ii) CMA services; (iii) twinning arrangements with international institutions for knowledge transfer and technical assistance in the area of learning assessment, local languages, inservice training management and other educational areas, (iv) technical assistance in the area of skill development, vocational training, capacity building in management; (v) training; (vi) contracts with NGOs for services appropriate to their specific strengths; (vii) research contracts (other than research financed out of the *FRU*); (viii) building *MEN*'s capacity in education economics and used of the financial model of the education system, (viii) technical and financial audits. Consultant services will be procured in accordance with the Guidelines for Selection and Employment of Consultants by World Bank Borrowers (published in January 1997 and updated in September 1997 and January 1999). Standard World Bank documents – Standard Request for Proposal: Selection of Consultants, dated July 1997 and revised April 1998 and July 1999 – will be used whenever appropriate. Recruitment will be through competition among qualified firms short-listed on the basis of replies to a Request for Expression of Interest, in which the selection will be based on the Quality-and Cost-Based Selection procedure (QCBS). For financial audits (of a standard nature), the Least-Cost Selection would be most appropriate method. Services of lectures and small studies that can be provided by Individual Consultants, will be selected through comparison of qualifications among those expressing interest in the assignment or approached directly. When the estimated amount is greater than US\$200,000 equivalent, a Request for Expression of Interest will be published in a national newspaper and in Development Business. Single-Source Selection will be exceptionally used. The management of construction works contracts and contracts for the supervision of these works will be contracted to *AGETIP* selected through Single-Source Selection (for an amount less to US\$0.9 million equivalent), because these services performed by an international firm will be more expensive, and there is no other local firm with such an expertise in contract management. *AGETIP* will contract necessary consultant services for the conception and the supervision of works, in accordance with the procedures set up in Schedule 3 of the DCA for procurement procedures. The Research Center for Applied Economics (*CREA*) has been selected through Single-Source Selection to help the *MEN* in monitoring, financial and economic evaluation of the QEFA, because the services of this university research center – that played a crucial role in the education public expenditures review, et developed the financial and economic simulation model for the program – assume a unique and exceptional role, and no consultant from the private sector can offer an appropriate alternative. The amount of this contract will be less than the equivalent of \$150,000.

5. Grants. The *MEN* will provide grants in the following cases: (i) School Improvement projects, (ii) Literacy Subprojects, and (iii) Vocational Training projects.

(a) School Improvement Projects. During the QEFA program, original methods of financing educational activities will be tested in certain regions, and small grants will be available for school projects in basic education (lower and upper cycles) and in secondary education. This component will be financed, as regards basic education, by the AfDB and the CFD in certain regions where those institutions operate, and by IDA. Each individual grant financed by IDA will amount less than US\$2,000 equivalent, up to an aggregate amount of US\$2.4 million equivalent. In parallel, the *FAC* will finance School Projects in three regions for middle and secondary education. The flow of funds, implementation and accounting arrangements of School Improvement Projects will be governed by a specific manual of procedures, the drafting of which has already been started during the program preparation phase. The manual will include a detailed description of: (i) the system for channeling resources to the decentralized level; (ii) eligibility criteria for school projects; (iii) a sample document for requesting financing for a school project; (iv) the system for appraising and approving requests for financing; (v) the disbursement system; (vi) the system for monitoring and supervising school projects; and (vii) evaluation and audit. Such has been the degree of coordination among the development partners that the proposed manual of procedures will be common to all the school projects, regardless of the source of the financing. The manual of procedures is being prepared by the *MEN* with CFD financing and in coordination with all of the development partners involved in order to ensure that it can be used for all sources of financing. Submission by the Borrower of a Manual of Procedures for School Improvement Projects acceptable to IDA is a condition for disbursement of the IDA funds in this category.

(b) Literacy Subprojects. The IDA credit for the QEFA project will be used from the year 2000 on to finance adult literacy subprojects as a follow-up to the successful Female Literacy project (*PAPF*) financed under Credit 2873-SE since 1995. Each individual IDA-financed grant to subprojects will not exceed US\$60,000 equivalent, up to an aggregate amount of US\$11.8 million equivalent. The institutional arrangements and financing mechanisms for this QEFA/EQPT program component will, in accordance with the request of the Minister responsible for Basic Education and National Languages, be identical to those for the *PAPF* project. Literacy subprojects will continue to be executed by private literacy operators, under subproject contracts signed between such operators and *AGETIP* which is responsible for contract management, while the quality of the training provided is monitored and evaluated by the *DAEB*. The procedures for selection of operators, eligibility criteria for subprojects, and sample contracts are described in detail in the *PAPF* manual of procedures, which has been used satisfactorily since 1995 and which will be adjusted as necessary to enable it to be used for the QEFA program by the 4 main donors in this area: CIDA, KfW, IDA and GoS and to be in line with the decentralization process. Submission by the Borrower of the Manual of Procedures for Literacy Subprojects as adjusted for the QEFA program will be a condition for disbursement of the IDA funds in this category.

(c) Vocational Training Projects. The IDA credit for the QEFA program will finance Technical Education and Vocational Training projects prepared and submitted by economic operators, professional bodies and/or vocational training institutions. The *MEN* plans to set up a Vocational Training Support Fund based on lessons learned from the Professional Training Project for Employment (*Projet Formation Professionnelle pour l'Emploi*) financed by the *FAC*. This Fund would comprise a tripartite Administrative Board (*Conseil d'Administration*) including representatives of Ministries, Employers, and Employees, and an Executive Secretariat. Each individual IDA-financed grant for training projects will not exceed US\$10,000 equivalent, up to an aggregate amount of US\$500,000 equivalent. The eligibility criteria for beneficiaries, the mechanisms for evaluation and selection of training projects, and the mechanisms for payment, monitoring and evaluation will be laid

down in a manual of procedures to be prepared in the course of the first year of the QEFA program by the *MEN* with the continuing support of the French FAC, in close collaboration with employer representatives in the Competitiveness and Growth Study Group (*Groupe de Réflexion pour la Compétitivité et la Croissance – GRCC*). The French Cooperation have agreed to coordinate the various development partners in order to ensure that this Manual of Procedures will be compatible with the financing mechanisms employed by the various partners likely to contribute to the Fund. Submission by the Borrower of the Manual of Procedures for the Vocational Training Support Fund, deemed acceptable to IDA, will be a condition for disbursement of the IDA funds in this category.

Table A: Project Costs by Procurement Arrangements
(US\$ million equivalent)

Expenditure Category	Procurement Method ¹			N.B.F.	Total Cost
	ICB	NCB	Other ²		
1. Works	0.00 (0.00)	14.31 (11.93)	0.50 (0.42)	45.50 (0.00)	60.00 (12.34)
2. Goods	8.68 (7.23)	4.15 (3.85)	0.33 (0.15)	40.02 (0.00)	53.28 (11.24)
3. Consultants Services	0.00 (0.00)	0.00 (0.00)	8.89 (7.41)	15.28 (0.00)	24.15 (7.41)
4. Training	0.00 (0.00)	0.00 (0.00)	6.50 (5.42)	27.86 (0.00)	34.42 (5.42)
5. Grants³	0.00 (0.00)	0.00 (0.00)	11.45 (9.68)	15.00 (0.00)	26.50 (9.68)
6. Operating Costs⁴	0.00 (0.00)	0.73 (0.22)	7.22 (3.03)	718.94 (0.00)	727.00 (3.25)
7. PPF	0.00 (0.00)	0.00 (0.00)	0.65 (0.65)	0.00 (0.00)	0.65 (0.65)
Total	8.68 (7.23)	19.18 (16.00)	35.54 (26.77)	862.60 (0.00)	926.00 (50.00)

^{1/} Figures in parenthesis are the amounts to be financed by the Bank Loan. All costs include contingencies

^{2/} Includes: (i) civil works and goods to be procured through national shopping; (ii) consulting services, services of contracted staff of the project management office; (iii) training; (iv) grants; (v) incremental operating costs; and (vi) PPF reimbursement.

^{3/} Includes: (i) School Improvement Projects; (ii) literacy sub-projects, (iii) vocational training projects.

^{4/} Includes: (i) offices supplies, vehicle operating costs; (ii) travel and supervision costs; (iii) support staff; (iv) construction and equipment maintenance cost, but excludes salaries of civil-servants.

Prior review thresholds (Table B)

Contracts for works estimated above the threshold of US\$200,000 equivalent, and contracts for supplies estimated above the threshold of US\$100,000 equivalent, which are to be financed by IDA or by other donors administered by IDA, are subject to prior review by IDA. The first five contract for works and the same number for goods procured under NCB will be subject to prior review. Similarly the first five contracts for works and the same number for goods procured under National Shopping will be subject to prior review. The prior review requirement will apply to 66 percent of the total amount of contracts for goods and 100 percent of the amount of contracts for textbooks. For IDA-financed works contracts which are to be managed by a Contract Management Agency (CMA), an external auditor will be recruited to conduct a post review of the procurement procedures employed by the CMA, in accordance with terms of reference acceptable by the World Bank and included in the CMA's Manual of Procedures. The report of this external auditor will be transmitted to the *MEN*, the *MEFP* and IDA. For all other contracts estimated to cost less than the prior review threshold, Bank staff will conduct a selective post review of about one third of the contracts. The preliminary versions of the bidding documents for NCB will be reviewed and approved during the negotiations. Prior IDA review will not apply for Consultant's contracts with an estimated amount of less than US\$100,000 equivalent with firms or for contracts with an estimated amount of less than US\$30,000 equivalent with individuals. However, this exception will not apply to the terms of reference of such contracts, single-source selection of firms, assignments of a critical as determined by IDA regardless of their amount, or to amendments of contracts raising the contract value above the threshold for prior review. For consultancy contracts estimated above US\$200,000, the envelopes containing the financial proposals may not be opened until after receipt of a statement of no objection from the Bank in regard to its technical evaluation. The Borrower shall retain the documentation pertaining to contracts for amounts below the prior review threshold for submission to auditors from the Bank's Resident Mission or IDA supervision missions for post review.

Table B: Thresholds for Procurement Methods and Prior Review¹

Expenditure Category	Contract Value Threshold (US\$ thousands)	Procurement Method	Contracts Subject to Prior Review (US\$ millions)
1. Works	Above US\$200,000	ICB	Prior IDA Review
	Between US\$30,000 and US\$200,000	NCB	Prior review of the first 5 contracts; Post review of the following contracts; Aggregate amount under US\$14.3 million
	Below US\$30,000	OTHER	Prior review of the first 5 contracts; Post review of the following contracts; Aggregate amount under US\$0.5 million

2. Goods	Above US\$100,000	ICB	Prior IDA Review
	Between US\$30,000 and US\$100,000	NCB	Prior review of the first 5 contracts; Post review of the following contracts; Aggregate amount under US\$4.15 million
	Below US\$30,000	OTHER	Prior review of the first 5 contracts; Post review of the following contracts; Aggregate amount under US\$350,000
3. Services Textbooks	(a) preselection of titles at central level	ICB	Prior review of all bidding documents
	(b) Selection of multiple titles at decentralized level	OTHER	Prior review of selection reports of the first batch, post-review of the following.
	(c) Central purchase of selected books	OTHER	Prior review of all contracts
4. Grants for School Improvement Projects	Below US\$2,000	Manual of Procedures for the School Improvement Projects	Prior review of the first 30 Agreements, post review of the 10% of the following Agreements

5. Grants for Adult literacy	Below US\$60,000	Manual of Procedures for the Literacy component	Post review of 100% of the Agreements
6. Grants for Vocational training Projects	Below US\$10,000	Manual of procedures for Vocational and Technical Training Projects	Prior review of the first 10 Agreements, post review of the 10% of the following Agreements
7. Consultant Services	(a) Individuals: above \$30,000	Section V of the Directives	Prior IDA review
	Individuals - below \$30,000	Section V of the Directives	Post review
	(b) Firms above US\$100,000	Quality and Cost Based Selection (QCBS)	Prior IDA review
	Firms below US\$100,000	Quality and Cost Based Selection (QCBS)	Post review
	(c) Audit	Least Cost Selection	Prior IDA review

Total value of contracts subject to prior review: US\$8.7 Million

Overall Procurement Risk Assessment

Average

Frequency of procurement supervision missions proposed: One every four months (includes special procurement supervision for post-review/audits)

Procurement situation and proposed course of action. Local Senegalese procurement procedures for National Competitive Bidding are in need of improvement. A provisional version of a procurement code was drafted in 1997, but requires further work. As a result of earlier IDA-financed projects, the education sector has built solid experience with World Bank procedures. The *DAGE's* capacity in the procurement field was examined as part of the program preparation phase, resulting in the identification of areas where its capacities in this field require strengthening. In outline, the *DAGE* is to be strengthened by: (i) transfer to the *DAGE* of staff who have gained useful experience in the two PCUs for the *PDRH2* and *PAES* projects; (ii) recruitment of consultant services specialized in procurement with mandate to build capacity of the regular *DAGE's* staff, and (iii) recruitment of additional civil-servants, as needed, according to the action plan to be submitted and agreed upon during negotiations. The *DAGE* will also benefit from ongoing support from the Contract Management Agency (CMA) for the management of construction contractor contracts and architectural services contracts, together with support provided by the yearly technical audits.

A preliminary version of the Manual of General Procedures, including a section on procurement acceptable to IDA, has been prepared on behalf of an ad'hoc committee made up of the *MEN*, the *MEFP* and

representatives of the associations of local elected officials, and is to be submitted to IDA during the negotiations. The necessary revisions will be discussed and agreed during a seminar bringing together the principal Senegalese authorities at both the central and the decentralized level and the major national and inter national development partners, and the final version of the Manual of Procedures will be completed before the effective date of the credit. The Procurement Plan has been drawn up on the basis of the World Bank's June 1998 document entitled "Procurement Strategy and Planning." It covers the entire three-year program and will be updated yearly to take account of contracts awarded during the year just completed and changes to the planning schedule for the year ahead. Like the initial version, the yearly updates to the PPM will be submitted to IDA for review, and the Association's comments will be incorporated in updates

During the negotiations the Government will provide IDA with the following documents: (i) draft procurement plan for the three-year program; (ii) the preliminary version of the Manual of General Procedures for the program, including the section on Procurement and the section on Accounting and Finance; (iii) a proposal for the selection of a consulting firm to train and monitor DAGE staff in financial management; (iv) a finalized action plan with detailed implementation schedule for DAGE reinforcement and (v) sample bidding documents for contracts for works and supplies under local competitive bidding. The Government will also provide assurances that: (i) it will use the Manual of General Procedures and all its specific sections, together with the special Manuals of Procedures for the administration of grants (School Improvement Projects, Literacy Subprojects and Support Fund for Vocational Training); (ii) it will use the Bank's sample bidding documents for international competitive bidding, and the standard bid evaluation report; (iii) it will conduct a review of bidding procedures once a year in the course of the annual review conducted with IDA and the other donors; and (iv) that it will take the necessary measures to ensure that the various stages in the procurement process do not take longer than the times shown below:

Stages in procurement process	Maximum number of weeks
Preparation of bidding documents	4 (6 for large contracts)
Preparation of proposals by potential bidders	4 (6-10 for ICB)
Evaluation of proposals	2 (4 for large contracts)
Signing of contracts	2
Payments	4

Reinforcement of procurement capacities. A participative evaluation of *DAGE* and *AGETIP* capacities was carried out during the course of program preparation, following World Bank methodology developed to that end. The evaluation document is available in the program technical documents (see Annex 8). The resulting action plan, agreed upon during negotiations, is summarized below. Its implementation is a condition of effectiveness.

Action Plan for Strengthening Procurement Capacity

Tasks	Responsibility	Due Date
1. Reorganization of the Procurement Division within the <i>DAGE</i>	<i>MEN</i>	March 31, 2000
2. Appointment of the Procurement Division chief	<i>MEN</i>	March 31, 2000
3. Completion of the draft Manual of Procedures, including program procurement procedures and identification of donor-specific procedures (Government, IDA, ADB, and others)	<i>MEN/DAGE/DPRE</i>	April 15, 2000
4. Joint review of the draft Manual of Procedures with all stakeholders (<i>MEFP</i> , central and deconcentrated units of <i>MEN</i> , other concerned ministries, local collectivities, civil society including the main NGOs working in the sector, teachers'unions, and the representatives of the Parents' Associations), particularly the section on procurement.	<i>MEN/DAGE/DPRE</i>	April 15, 2000
5. Completion of the final version of the Manual of Procedures after the joint review.	<i>DAGE/DPRE</i>	April 30, 2000
6. Non-objection from IDA regarding the Manual of Procedures	IDA	May 10, 2000
7. Adoption of the Manual of Procedures by the Government.	<i>MEFP</i>	May 15, 2000
8. Recruitment of the contract personnel to be transferred to the <i>DAGE</i> : the procurement specialist from the coordination unit of the <i>PDRH2</i> , the accountant of the <i>PAES</i> , both of whom are experienced in procurement, and the <i>PAES</i> secretary.	<i>DAGE</i>	March 31, 2000
9. Additional recruitment of a procurement specialist through <i>REI</i>	<i>DAGE</i>	March 31, 2000
10. Recruitment of civil service personnel as per the detailed action plan prepared by the <i>DAGE</i> (contract management, exonerations, control)	<i>DAGE</i>	April 30, 2000
11. Installation of all staff in adequate offices with appropriate equipment.	<i>DAGE</i>	May 15, 2000
12. Confirmation that required capacity is in place	IDA	Effectiveness
13. Training of Procurement Division personnel of the <i>DAGE</i> in use of World Bank procurement procedures.	<i>DAGE/IDA</i>	As soon as World Bank-sponsored training can be made available

¹ Thresholds generally differ by country and project. Consult OD 11.04 "Review of Procurement Documentation" and contact the Regional Procurement Adviser for guidance.

Disbursement

Allocation of credit proceeds (Table C)

The proposed IDA Credit will be disbursed over three years (from June 2000 through June 30 2003), with a closing date of December 31, 2003, to finance the first phase of an APL supporting the Ten-Year Education and Training Plan. The disbursements will be made in accordance with the World Bank's Disbursement Manual, the Implementation Plan for the Program and the Credit Agreement. The proposal for allocation of IDA Credit funds is given in Table C.

Table C: Allocation of Credit Proceeds

Expenditure Category	Amount in US\$million	Financing Percentage
(1) Works	11.10	100% of amounts paid by CMA 95% of local expenditures
(2) Goods	10.10	100% of foreign expenditures and 95% of local expenditures
(3) Training and Consultants services	11.36	100%
(4) Grants	0.00	100%
(a) for School Improvement Projects	2.40	100%
(b) for literacy subprojects	6.75	95%
(c) for Vocational Training Projects	0.50	95%
(5) AGETIP commission (literacy)	0.14	100%
(6) Operating costs		
(a) for all costs except maintenance	1.10	95%
(b) for maintenance expenditures	1.85	50%
(6) PPF	0.65	
(7) Non allocated	4.05	
Total Project Costs	50.00	
Total	50.00	

Use of statements of expenditures (SOEs):

All replenishment or reimbursement applications will be submitted monthly or when the SAs will be reduced by one-third, whichever comes first. All replenishment applications will be fully documented except for: (a) contracts of less than US\$200,000 equivalent for works and goods; (b) US\$ 100,000 equivalent for consulting firms; US\$ 50,000 equivalent for individual consultants; and (c) grants, training and operating costs, which may be claimed on the basis of SOEs. SOE documentation will be retained at the program implementation unit for review by World Bank Resident Mission or IDA supervision missions.

Special account:

IDA financing for expenses eligible under the credit will be deposited to 2 distinct Special Accounts:

The *MEN* Special Account (*MEN-SA*) will be opened by the *MEN* in a commercial bank for all expenditures except those linked to the literacy component, i.e. Categories 1, 2, 3, 4(a), 4(c), 5(a) and 5(b).

It will be managed by the *DDI* of the *MEFP*, and will receive an initial deposit from IDA equivalent to 4 months of eligible expenditures estimated at 2.4 billion FCFA. However, the authorized amount will not exceed 1.2 billion FCFA until the total amount of withdrawals reaches the equivalent of SDR 10 million. In parallel: (a) a central advance account (*RAC*) for the program will be opened in a commercial bank and managed by the *DAGE* to cover recurrent expenditures or expenditures of a particularly urgent nature. The *RAC* will be financed by the *DDI* from the *MEN-SA* and maintained at a ceiling of 150 million FCFA estimated to cover 3 months of eligible expenditure; (b) in each regional capital, a Regional Advance Account (*RAR*) will be opened in a branch office of a commercial bank, and managed by the *IA* in order to finance expenditures eligible for *RAR*. Each *RAR* will be financed by the *DDI* from the *MEN-SA* and maintained at a ceiling of 7.7 million FCFA estimated to cover 3 months of eligible expenditures. The *DAGE* will be responsible to keep parallel accounting of the *RAC* and the *MEN-SA*, while the *IA* will maintain the accounts of the *RAR* which it manages. The *DAGE* will ensure on a monthly basis: (i) the replenishment of the *RAC*; (ii) the collection and control of the supporting documentation for expenditures from the *RAR* for their replenishment; and (iii) the preparation of replenishment requests for the *MEN-SA* which will be controlled and transmitted to IDA by the *DDI*. The use of advance accounts for *MEN* budget funds is already a well established practice for the *DAGE* and other *MEN* directorates, as well as for the *IA*, the *IDEN* and for secondary schools. The procedures governing the flow of funds between the *MEN-SA*, the *RAC* and the *RARs* will be developed in the Manual of Procedures, for which the final version will be submitted for IDA's approval as a condition of credit effectiveness.

The *AGETIP* Special Account (*AGETIP-SA*). IDA funds for expenditures related to the literacy sub-project (Category 4(b)) will be managed by *AGETIP* in the identical manner as it manages the funds of IDA Credit 2873-SE of the *PAPF*. For this component, *AGETIP* will open a Special Account in a commercial bank. It will be managed by *AGETIP* and will receive an initial deposit of 700 million FCFA. However, the authorized amount will not exceed 350 million FCFA until the total amount of withdrawals reaches the equivalent of SDR 2.5 million. Procedures related to the flow of funds will be described in detail in the Manual of Procedures, for which the final version will be submitted for IDA's approval as a condition of credit effectiveness.

Government Funds. For program execution, the Government has agreed to put a minimum amount of 120 million FCFA per year from the *BCI* into the *MEN* budget to cover the share of investment and operating expenditures not financed by IDA or other donors. The Government has also agreed to deposit in a Project Account opened in the Public Treasury an annual amount of 25 millions FCFA representing the amount necessary to cover recurrent expenditures, at the latest by February 28 each year. At the time of negotiations, the Government agreed to make an initial deposit of 25 million FCFA in the Project Account, which is a condition of IDA credit effectiveness. This Project Account will be an advance account managed by the *DAGE*. For other Government counterpart expenditures (95 million FCFA) the *DAGE* will be the *ordonnateur des dépenses*; these expenditures will be paid from the *BCI* according to the usual payment procedures. See Annex 11 for additional development of the financial management of the program, including financial system evaluation, accounting, preparation of financial reporting, audits, financial staff, LACI requirements, and the action plan for financial capacity-building within the *DAGE*.

Annex 7: Project Processing Schedule
SENEGAL: Quality Education For All Program

Project Schedule	Planned	Actual
Time taken to prepare the project (months)	16	24
First Bank mission (identification)	04/01/98	04/01/98
Appraisal mission departure	09/15/99	10/19/99
Negotiations	02/14/2000	02/18/2000
Planned Date of Effectiveness	04/15/2000	04/15/2000

Prepared by:

Ministry of National Education

Preparation assistance:

Government financing of preparation teams including NGO, private sector and development staff.

Bank staff who worked on the project included:

Name	Speciality
Robert S. Prouty	Pr. Education Specialist
Linda English	Human Resources Economist
Susan Opper	Education Specialist
Bettina Moll	Education Specialist
Serge Theunynck	Sr. Implementation Specialist
Habibata Thienta	Education Specialist
Alassane Diawara	Sr. Operations Officer
Ahmadou Moustapha N'Diaye	Financial Analyst
Sakhevar Diop	Textbook Specialist
Donald Bundy	School Health Specialist
Luis Benveniste	Education Specialist
Aminata Maiga	Education Specialist
Tshiya Subayi	Operation Analyst
Myrina Mccullough	Program Assistant
Elsie Laurretta Maka	Team Assistant

Annex 8: Documents in the Project File*
SENEGAL: Quality Education For All Program

A. Project Implementation Plan

Ministère de l'Éducation Nationale, *Programme Décennal de l'Éducation et de la Formation (PDEF), Manuel de Procédures Générales* (version provisoire), février 2000.

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*Including electronic files

Annex 9: Statement of Loans and Credits
SENEGAL: Quality Education For All Program

Project ID	FY	Borrower	Purpose	Original Amount in US\$ Millions				Difference between expected and actual disbursements*	
				IBRD	IDA	Cancel.	Undisb.	Orig	Frm Rev'd
P051610	1998	Senegal	AG.EXPORT PROMOTION	0.00	7.96	0.00	6.72	2.29	-0.28
P002367	1999	Senegal	AGR.SRCVES&PROD. ORGS	0.00	27.16	0.00	27.16	8.68	0.00
P035615	1995	Senegal	COMM NUTRITION	0.00	15.73	0.00	2.10	4.26	4.29
P041567	1997	Senegal	ENDEMIC DISEASES	0.00	14.52	0.00	13.05	7.44	0.64
P051357	1998	Senegal	ENERGY SEC. ADJ.	0.00	99.51	0.00	74.63	73.95	0.00
P002373	1996	Senegal	HIGHER EDUC I	0.00	24.83	0.00	12.96	-1.25	0.00
P002369	1998	Senegal	INTEGR.HEALTH S.DEV.	0.00	48.27	0.00	38.71	16.66	0.00
P057996	2000	Senegal	NAT.INFRA.PROGRAM	0.00	27.57	0.00	27.57	0.00	0.00
P035621	1996	Senegal	PILOT FEMALE LITERAC	0.00	11.74	0.00	5.26	-1.60	0.00
P002376	1995	Senegal	PRIV.SCTR.CAP.BLDG	0.00	10.76	0.00	4.54	4.63	2.59
P046648	1997	Senegal	REGIONAL POWER	0.00	10.36	0.00	5.98	5.30	0.00
P046768	1997	Senegal	SUST.PART.ENG.MGMT.	0.00	5.11	0.00	4.16	2.38	0.00
P002366	1999	Senegal	TRANSPORT II	0.00	86.23	0.00	84.66	-0.07	0.00
P002365	1998	Senegal	URB DEVT & DECEN PRO	0.00	74.23	0.00	62.68	22.90	0.00
P044383	1997	Senegal	URBAN TRANS REF TA	0.00	6.59	0.00	3.20	2.52	0.00
P002346	1995	Senegal	WATER SECTOR	0.00	85.57	0.00	56.90	64.29	58.83
P067498	2000	Senegal	Y2K NATIONAL ACTION PLAN SUPPORT PROJECT	0.00	10.09	0.00	10.09	0.00	0.00
Total:				0.00	566.23	0.00	440.37	212.38	66.07

SENEGAL
STATEMENT OF IFC's
Held and Disbursed Portfolio
31-Jul-1999
In Millions US Dollars

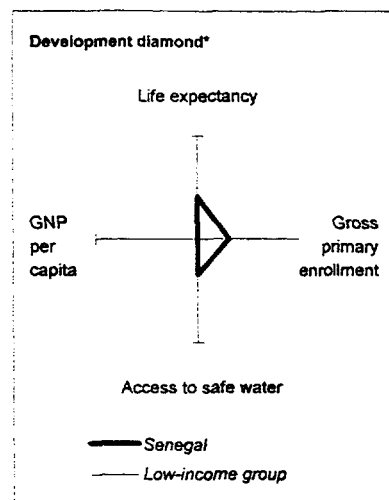
FY Approval	Company	Committed				Disbursed			
		IFC				IFC			
		Loan	Equity	Quasi	Partic	Loan	Equity	Quasi	Partic
1995	AEF Acajoux Htl	0.71	0.00	0.00	0.00	0.71	0.00	0.00	0.00
0	AEF Bulwer	0.00	0.00	0.19	0.00	0.00	0.00	0.19	0.00
1996	AEF Carosa Farm	0.00	0.09	0.32	0.00	0.00	0.09	0.32	0.00
1999	AEF Dargle Timbr	0.37	0.00	0.00	0.00	0.37	0.00	0.00	0.00
1997/98	AEF E.R. Medical	0.00	0.18	0.00	0.00	0.00	0.18	0.00	0.00
1997	AEF Erand Hotel	0.00	0.40	0.80	0.00	0.00	0.40	0.80	0.00
1999	AEF FOXTROT MEAT	0.81	0.00	0.00	0.00	0.41	0.00	0.00	0.00
1998	AEF Green Charc	0.00	0.09	0.89	0.00	0.00	0.09	0.89	0.00
1999	AEF IHS Techno	0.63	0.00	0.65	0.00	0.63	0.00	0.65	0.00
1997	AEF Innoventions	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1998	AEF Lesedi Hosp	0.00	0.00	0.19	0.00	0.00	0.00	0.19	0.00
1998	AEF NSAPIC	0.00	0.00	0.73	0.00	0.00	0.00	0.16	0.00
1998	AEF Roodepoort	0.00	0.00	0.41	0.00	0.00	0.00	0.41	0.00
1996/97/98	AEF SERT	0.16	0.00	0.00	0.00	0.16	0.00	0.00	0.00
1996	AEF Sea Harvest	0.70	0.00	0.00	0.00	0.70	0.00	0.00	0.00
1998	AEF Sordale	0.40	0.00	0.00	0.00	0.40	0.00	0.00	0.00
1996	AEF Wip Motors	0.00	0.33	0.00	0.00	0.00	0.33	0.00	0.00
1995/96/99	AFLIFE	0.00	5.94	0.00	0.00	0.00	5.94	0.00	0.00
1980	BHS	0.00	0.46	0.00	0.00	0.00	0.46	0.00	0.00
1995	Beau Vallon	2.58	0.00	0.00	0.00	2.58	0.00	0.00	0.00
1996/98	Cashbank	10.05	0.00	0.00	0.00	6.05	0.00	0.00	0.00
1999	Energy Afr Ltd	0.00	38.02	0.00	0.00	0.00	38.02	0.00	0.00
1997	GTI Dakar	12.97	1.64	0.00	10.77	4.76	0.87	0.00	5.75
1981/88	ICS	0.60	0.00	0.00	0.00	0.60	0.00	0.00	0.00
1998	Nouvobanq	10.00	0.00	0.00	0.00	8.25	0.00	0.00	0.00
1992	PTD Limited	0.95	0.00	0.00	0.62	0.95	0.00	0.00	0.62
1995	SACGF	0.00	4.09	0.00	0.00	0.00	2.10	0.00	0.00
1995	SAFCF	0.00	2.06	0.00	0.00	0.00	2.06	0.00	0.00
1995	SAFFM	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1999	SAPEF	0.00	35.00	0.00	0.00	0.00	5.97	0.00	0.00
1998	SEF SENTA	0.30	0.00	0.00	0.00	0.30	0.00	0.00	0.00
	SOGECA	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1994/96	Sierra Rutile	1.86	0.00	0.00	0.00	1.86	0.00	0.00	0.00
1992									
	Total Portfolio:	43.09	88.30	4.18	11.39	28.73	56.51	3.61	6.37

FY Approval	Company	Approvals Pending Commitment			
		Loan	Equity	Quasi	Partic
1999	CDS	13500.00	2350.00	2350.00	0.00
1998	GTi Dakar Incr.	3113.26	0.00	219.96	0.00
1998	Tolsa-Thies	3000.00	0.00	900.00	0.00
	Total Pending Commitment:	19613.26	2350.00	3469.96	0.00

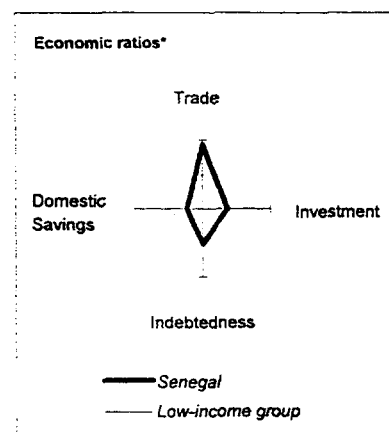
Senegal at a glance

03/20/00

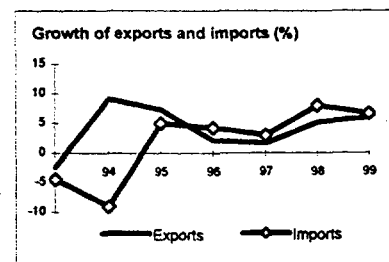
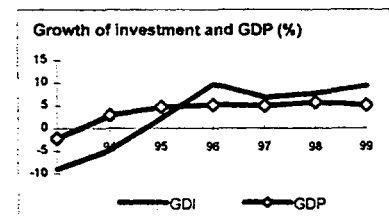
POVERTY and SOCIAL	Senegal	Sub-Saharan Africa	Low-income
	1999		
Population, mid-year (millions)	#REF!	628	3,515
GNP per capita (Atlas method, US\$)	#REF!	480	520
GNP (Atlas method, US\$ billions)	..	304	1,844
Average annual growth, 1993-99			
Population (%)	2.7	2.6	1.7
Labor force (%)	..	2.6	1.9
Most recent estimate (latest year available, 1993-99)			
Poverty (% of population below national poverty line)	..	..	..
Urban population (% of total population)	45	33	31
Life expectancy at birth (years)	52	51	63
Infant mortality (per 1,000 live births)	..	91	69
Child malnutrition (% of children under 5)	22	..	..
Access to safe water (% of population)	51	47	74
Illiteracy (% of population age 15+)	67	42	32
Gross primary enrollment (% of school-age population)	66	77	108
Male	71	84	113
Female	57	69	103



KEY ECONOMIC RATIOS and LONG-TERM TRENDS	1979	1989	1998	1999	
	GDP (US\$ billions)	2.8	4.6	4.7	5.0
Gross domestic investment/GDP	..	..	..	..
Exports of goods and services/GDP	..	..	..	..
Gross domestic savings/GDP	..	..	..	..
Gross national savings/GDP	..	..	..	..
Current account balance/GDP	..	..	..	..
Interest payments/GDP	..	..	..	..
Total debt/GDP	40.8	70.7	71.0	65.5	
Total debt service/exports	15.2	26.6	9.7	9.0	
Present value of debt/GDP	..	..	..	..
Present value of debt/exports	..	..	..	..
(average annual growth)	1979-89	1989-99	1998	1999	1999-03
GDP	2.9	3.0	5.7	5.1	4.8
GNP per capita	-0.1	0.6	3.9	2.4	2.1
Exports of goods and services	3.0	2.4	5.2	6.0	6.1



STRUCTURE of the ECONOMY	1979	1989	1998	1999
	(% of GDP)			
Agriculture	..	..	..	..
Industry	..	..	..	..
Manufacturing	..	..	..	..
Services	..	..	..	..
Private consumption	..	..	..	..
General government consumption	..	..	..	..
Imports of goods and services	..	..	..	..
(average annual growth)	1979-89	1989-99	1998	1999
Agriculture	1.8	1.6	-1.7	6.1
Industry	4.2	4.3	8.8	7.7
Manufacturing	4.6	2.6	7.6	4.8
Services	3.0	3.1	7.1	3.9
Private consumption	2.2	3.0	2.8	3.7
General government consumption	3.4	-1.7	3.2	4.7
Gross domestic investment	4.1	3.5	7.8	9.4
Imports of goods and services	1.7	0.7	8.0	6.6
Gross national product	2.8	3.4	6.7	5.1

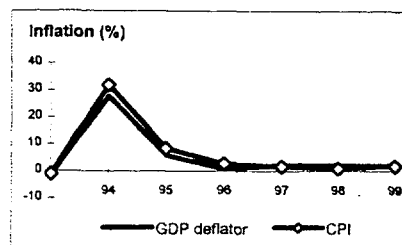


Note: 1999 data are preliminary estimates.

* The diamonds show four key indicators in the country (in bold) compared with its income-group average. If data are missing, the diamond will be incomplete.

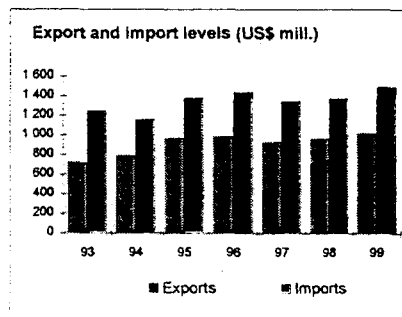
PRICES and GOVERNMENT FINANCE

	1979	1989	1998	1999
Domestic prices				
<i>(% change)</i>				
Consumer prices	9.7	0.4	1.1	2.0
Implicit GDP deflator	9.7	0.9	2.2	1.9
Government finance				
<i>(% of GDP, includes current grants)</i>				
Current revenue	18.4	17.8	17.3	17.1
Current budget balance	..	-0.1	5.8	5.0
Overall surplus/deficit	..	-2.9	-2.6	-4.0



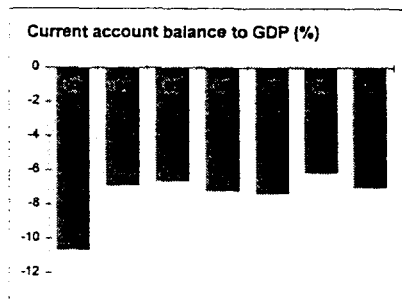
TRADE

	1979	1989	1998	1999
<i>(US\$ millions)</i>				
Total exports (fob)	478	759	965	1 017
Groundnut	..	150	54	56
Fish	..	70	25	31
Manufactures	..	167	265	281
Total imports (cif)	..	1 134	1 376	1 493
Food	..	334	311	325
Fuel and energy	..	155	179	193
Capital goods	..	173	211	245
Export price index (1995=100)	..	104	104	113
Import price index (1995=100)	..	83	94	99
Terms of trade (1995=100)	..	127	111	114



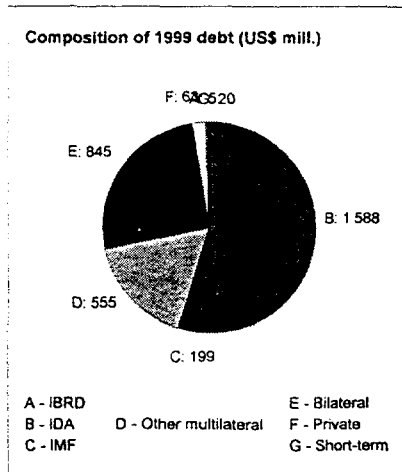
BALANCE of PAYMENTS

	1979	1989	1998	1999
<i>(US\$ millions)</i>				
Exports of goods and services	816	1 255	1 538	1 621
Imports of goods and services	1 104	1 514	1 844	1 965
Resource balance	-288	-260	-307	-344
Net income	-79	-205	-36	-39
Net current transfers	-48	16	53	31
Current account balance	-415	-448	-289	-352
Financing items (net)	265	543	312	426
Changes in net reserves	150	-95	-23	-74
Memo:				
Reserves including gold (US\$ millions)	34	31	426	486
Conversion rate (DEC, local/US\$)	212.7	319.0	590.0	591.6



EXTERNAL DEBT and RESOURCE FLOWS

	1979	1989	1998	1999
<i>(US\$ millions)</i>				
Total debt outstanding and disbursed	1 122	3 269	3 324	3 275
IBRD	41	94	9	5
IDA	88	592	1 448	1 588
Total debt service	135	359	163	158
IBRD	6	18	8	5
IDA	1	6	18	15
Composition of net resource flows				
Official grants	#REF	#REF	#REF	#REF
Official creditors	359	573	409	348
Private creditors	47	-51	-27	-28
Foreign direct investment	6	-15	7	169
Portfolio equity	0	-205	-36	-39
World Bank program				
Commitments	32	22	233	0
Disbursements	27	49	108	145
Principal repayments	3	11	16	19
Net flows	25	38	93	126
Interest payments	4	13	10	1
Net transfers	21	25	82	125



**Additional
Annex No.: 11**

**Financial Management Arrangements
SENEGAL: Quality Education For All**

The Quality Education For All Project will establish a financial management system, acceptable to IDA, which will provide accurate and timely information regarding resources and expenditures. The financial management system will include accounting, financial reporting and auditing elements as required by Bank's policies (OP 10.02).

Financial Management Assessment. The institutional framework revolves around the *MEN*, which will hold primary responsibility for program implementation and general coordination of partners. Responsibility for implementing each of the components of the QEFA program falls to the relevant *MEN* directorate. Each directorate is accountable for component results. At the same time, given the sector approach adopted by *MEN*, lateral directorates such as *DAGE*, *DPRE* and *DCES* will play a new and critical role. Lastly, as a result of decentralization, the *IAs* and the *IDENs* as well as local governments, will play a central role in implementing the program. For the adult education component that will follow on the heels of the *PAPF* program, *AGETIP* will be used as the implementing agency.

The financial management of the program would be centered around *DAGE* at the central level, the *IAs* at the regional level and *AGETIP* for the adult literacy sub component. *DAGE* would have overall responsibility including: (a) education sector budget planning; (b) coordination with *DEPRE* of the preparation of budgets associated with the annual operating plans regardless sources of financing, nature of expenditure and body in charge with implementing the expenditures; (c) make initial deposits from Public Treasury resources and advance accounts at the central and decentralized levels; (d) implement the Government's investment budget and recurrent budget (except for funds allocated through advance accounts) at the decentralized levels and expenditures from external investment credits; (e) oversee expenditures made on the authority of *MEN* (advance accounts) and monitor expenditures made by autonomous entities such as universities, local governments and development partners; (f) reimburse advance accounts from the IDA special accounts held by *DDI* and other special accounts; (g) oversee *AGETIP* management of the second special account for literacy education subprojects, (h) maintain and consolidate all QEFA program accounts in accordance with international accounting standards; including the IDA special account for all components, as well as the special accounts of other donors; (i) ensure that all partners adhere to the Manual of Accounting and Financial Procedures; (j) ensure that audits of acceptable detail and scope are performed in a timely fashion and submitted on the specified dates to *MEN*, *MEFP*, IDA and other development partners; and (k) prepare quarterly Program Management Reports (PMRs) (i) Project Sources and Uses of Funds; (ii) Uses of Funds by Project Activities; (iii) Special Account Statement; (iv) Procurement Process Monitoring (Goods & Works); (v) Procurement Process Monitoring (Consultants' Services); (vi) Contract Expenditure Report (Goods & Works); and (vii) Contract Expenditure Report (Consultants' Services)). *AGETIP* that will manage the second special account for literacy education subprojects, would have to keep separate accounts for this sub component. Due to the decentralized approach of the program, the 10 *IAs* located at the regional level are also expected to play a key role in the program's financial management.

Given these settings, an assessment of *DAGE* and *IAs* financial management capacities was done during project preparation and a report including a detailed strengthening action plan was prepared. *AGETIP* has been implementing World bank financed projects in Senegal for many years now either directly as executing agency or as contract management agency (Community Nutrition, Female Literacy, Urban Development and Decentralization, Integrated Health Sector, etc.). It has acquired experience in the management of World Bank financed projects including financial management. But all the projects mentioned were declared effective prior

to July 1st, 1998 when the LACI was put into effect. Therefore, there is no assurance that *AGETIP* financial management system still meets World Bank minimum requirements and is suitable for the literacy sub component of QEFA. A formal assessment of *AGETIP*'s financial management capacity has not been done yet for this project. It has to be planned and its conclusions will specify whether the current system is satisfactory or not; they will also help define strengthening actions to be put in place before credit effectiveness as needed.

The assessment of *DAGE* and *IAs* financial management capacities concluded that the Ministry of Education through *DAGE*, *IAs* and other units has acquired valuable experience in budget preparation and monitoring using a decentralized approach. However *DAGE* and the *IAs* current organizational structure as well as financial management system and staffing are not suitable to allow them to fulfill satisfactorily their expected functions under the QEFA project and to satisfy the Bank's minimum financial management requirements. The current system is not capable to address specific needs for the financial management of the QEFA program in terms of keeping track and accurately reporting on the program's expenditures regardless source of funding under the context of a decentralized approach. The following weaknesses were among those identified : i) lack of a sector-wide consolidated budget implementation monitoring system, ii) budget monitoring is done mainly to prevent overrun and not as a management tool, iii) embryonic computerized financial management system at *DAGE* level, iv) no guarantee on the accuracy of budget data, v) manual budget monitoring system at the *IAs* level, vi) absence of detailed written administrative and accounting procedures, vii) weak human resources.

These conclusion were expected. That is the reason why it is also expected that this situation will evolve under the QEFA project with the financing of activities to strengthen capacities. However, there are two sets of strengthen measures to be implemented. The first set of measures as detailed in the action plan annexed will aim at putting in place a financial management system satisfactory to the Bank's minimum financial management requirements prior to credit effectiveness, including a computerized financial management system, a detailed manual of administrative and accounting procedures covering internal control procedures, description of the program accounting system (chart of accounts, analytical coding for the cost accounting, format of the financial statements and periodic reporting following LACI models), operational procedures at the central and regional levels including coordination and reporting mechanisms between the two levels (budgeting, procurement, disbursement) regardless the source of funding. The second set of measures will address the longer term and will have to be define more precisely through a more thorough analysis and implemented as part of the project activities. The conclusion of the assessment and the financial management capacities strengthening action plan are taken into account to define the financial management arrangements presented below.

Financial Management System, reporting, auditing and staffing arrangements.

(i) **Accounting.** QEFA accounts will be kept in accordance with international accounting standards. A sound financial management system will be installed to record and report on all project expenditures disbursed under the project as a result of the capacities strengthening action plan to be implemented within *DAGE* and in all *IAs*. Procedures will be developed in the Manual of procedures to define mechanisms for the flow of financial information between the *IAs* and the lower levels (*IDEN*, schools, etc.) and between *DAGE* on one hand and the *IAs* and other *MEN*'s line agencies and autonomous institutions such as public universities on the other. All *IAs* accounts will be consolidated in the QEFA overall financial management system which will be under the responsibility of *DAGE*. The *IAs* will: (i) coordinate budget preparation at the regional level; (ii) monitor budget implementation at the regional level; (iii) keep the QEFA accounts for all expenditures disbursed at the regional level; (iv) report to *DAGE* all financial information necessary to consolidate QEFA financial statements and to establish the quarterly PMR; (v) assist the auditors in the annual financial audits of the project. Disbursements for local expenditures will be channeled through imprest accounts opened at commercial banks acceptable to IDA at the regional level. The use of imprest accounts is already widespread within *DAGE*

and other *MEN*'s decentralized services, including IA, IDEN and schools.

As responsible of the overall financial management and reporting, *DAGE* will: (i) coordinate in relation with *DPRE* the preparation of the Annual Operation Plans and Budgets for all project components regardless the origin of funds, including Government resources for recurrent expenditures managed by the *MEN*'s line agencies and resources delegated to autonomous institutions such as Universities, Local Governments, etc.; (ii) manage all investment resources including IDA and other donors' special accounts, and the project account for annual deposit of the Government' share of project expenditures for investment; (iii) monitor all expenditures incurred for education, regardless origin of funds – including in particular Local Government proper resources, direct cooperation to decentralized levels -, and disbursement agency; (iv) maintain and consolidate all project accounts including IDA's Special Account for all components except Literacy sub-projects, and other donors' special accounts; (v) ensure that all reports and audits are provided to the *MEN*'s Cabinets, Ministry of Finance and Planning, IDA and other donors as required (vi) monitors *AGETIP*'s management of the second IDA Special Account for Literacy sub-projects; and (vi) produce the quarterly Project Management Reports (PMR). During program preparation, the Ministry of Finances (*DDI*) agreed to develop its partnership with *DAGE* in view to insure success to: (a) autonomous management of the special account by *DAGE* and (b) shift of *DDI*'s management from prior control to post control of MoE's expenditures, with IDA financial support to build consistent capacity in *DAGE* and *DDI*.

DAGE will receive technical support from a qualified accounting firm to: (i) propose adequate changes in the organization of *DAGE* (ii) provide appropriate computer software for financial and accounting management, including production of reports on a quarterly basis; (iii) develop an accounting manual including the project accounting system; and (iv) train *DAGE* staff.. Terms of reference, which are under preparation, have to be approved by IDA during negotiation. They specify that the accounting software should be compatible with IDA's requirements, in particular, be LACI-compatible, the manual should reflect those procedures and that staff will be trained to implement LACI as per the time-bound action plan, with full implementation before end of first phase QEFA. The selected proposal will be reviewed by the Bank for approval. Adoption of an accounting manual and installation of a computerized financial management system satisfactory to IDA are conditions of credit effectiveness.

(ii) Financial Reporting. Consolidated financial statements for the entire program will be prepared by *DAGE*. They will comprise under this project : i) a statement of Source and Application of Funds for the project during the current financial year, and cumulatively since the start of the project, and ii) Uses of Funds by Project Activities in lieu of a balance sheet. These two financial statements will be prepared annually. In addition, agreement will be reached during negotiations to submit quarterly reports as required under LACI namely, (i) Project Sources and Uses of Funds, (ii) Special Account Statement, (iii) Procurement Process Monitoring (Goods & Works), (iv) Procurement Process Monitoring (Consultants' Services), (v) Contract Expenditure Report (Goods & Works), (vi) Contract Expenditure Report (Consultants' Services), one month after the end of each quarter. The objective is to familiarize *DAGE* with the preparation of periodic reliable and relevant reports using the LACI models during an interim period so that it can be envisaged to move to full LACI implementation after this period. The strengthening measures proposed in the action plan should help reach this objective. However, given the challenge of the decentralized approach, the involvement of units and staff with no direct experience so far in World Bank financed projects, and the extent of the weaknesses identified, the use of PMR-based disbursement method will be envisaged only after the end of the interim period ending 18 months after date of credit effectiveness. In order to prepare *DAGE* for further use of the LACI, *DAGE* will set up a reporting system able to generate quarterly financial and management reports and permit the monitoring and reporting of procurement and contract implementation in line with the principles and specifications detailed in the World Bank document entitled "The Loan Administration Change Initiative – Implementation Handbook" (September 1998).

(iii) Auditing. The financial statements of the project will be audited for each fiscal year by an independent auditor acceptable to IDA in accordance with standards on auditing also acceptable to IDA. Audit reports of reasonable scope and detail would be submitted to IDA within six months of the end of the audited period. The auditor will provide separate opinions on: i) the project financial statements (statement of Source and Application of Funds and Uses of Funds by Project Activities in lieu of a Balance sheet), ii) the statement of expenditures (SOE), iii) the special accounts (SA). The auditor will also issue a separate management report on Internal Controls and operational procedures outlining any recommendations for improving internal accounting controls and operational procedures identified as a result of the financial statement audit. Terms of reference for the selection of the auditors will be prepared and approved by IDA. Selection of an audit firm acceptable to IDA for the QEFA project is a condition of credit effectiveness.

(iv) Staffing. *DAGE* will be reinforced by (a) the transfer of existing human resources acting within the existing PCUs which will not be maintained after *PDRH2* and *PAES* and from other line agencies such as *DCES* which role shifts from execution of construction to management, and (b) specific recruitment and appointment of necessary skills to conduct its activities according to the capacity building plan issued from the institutional capacity assessment. The head of the finance and accounting division will be appointed and will be a qualified accountant. He/she will have full authority to act as the accountant on behalf of the *MEFP*, streamlining commitments, payments and the preparation of IDA disbursement requests. Capacity of the rest of *DAGE* and *IAs* staff involved in financial management will be reinforced through training.

PMR (Project Management Reports) based disbursement. According to the arrangements presented above, all the tools necessary to prepare quarterly PMRs will be in place by the date of credit effectiveness. These tools consist of the computerized financial management system and the manual of administrative and accounting procedures. The computerized financial management system will be customized to the specific needs of the program to allow an automatic generation of the quarterly PMRs in compliance with the LACI Implementation Handbook and Financial Management Manual (draft version). However given the level of weaknesses identified and the challenge of the decentralized approach and despite all measures proposed to develop appropriate financial management capacity, it is recommended to begin with traditional disbursement arrangements through a Special Account and SOEs (statements of expenditures). It is expected that after 18 months of project implementation, *DAGE* and *IAs* financial management capacities would be strengthened enough to prepare accurate PMRs that could be used as a basis of disbursement as required under LACI. Hence, a new assessment of the financial management system will be carried out jointly by the Bank, *DAGE*, and *DDI* (Ministry of Finance) first after nine (9) months of implementation, and then a second one after eighteen (18) months starting from date of effectiveness to ensure whether the Project meet the requirements to effect a full transition to LACI. Alternatively, further strengthening measures will be proposed and implemented over a period not exceeding six (6) months, to effect a smooth to LACI. It is understood that fully adoption of LACI will be compulsory after a maximum of twenty-four (24) of operation.

Action plan for reinforcing the financial capacity of the *DAGE*. The action plan prepared in collaboration with the *DAGE*, agreed upon during negotiations, is summarized below. Its implementation is a condition of effectiveness.

Detailed action plan : financial management capacities strengthening
Including Loan Administrative Change Initiative – LACI requirements

Tasks	Responsibility	Due date
<p>1. DAGE organizational structure and Manual of administrative and accounting procedures.</p> <ul style="list-style-type: none"> ● Draft terms of reference for the selection of the consultant in charge of writing the manual of administrative and accounting procedures and proposing and installing a financial management software fulfilling LACI requirements (accounting, procurement and contract monitoring, physical progress monitoring; terms of reference must specify that the consultant will : i) propose an efficient reorganization of DAGE and write the detailed procedures accordingly, ii) propose the design of the program’s overall accounting system at central and regional levels including detailed chart of accounts and coordination and reporting mechanisms, iii) develop internal control procedures as part of the operational procedures ● Selection of a consultant according to the terms of reference referred to above ● Draft manual of administrative and accounting procedures including : i) a new detailed organizational chart of DAGE and its respective divisions along with detailed job descriptions, ii) description of the program’s accounting system (chart of accounts, recording schemes, financial statements format, etc), iii) detailed operational procedures at central and regional levels including budgeting and coordination and reporting mechanisms ● Review and comment on the draft manual of administrative and accounting procedures ● Final version of the manual of administrative and accounting procedures 	<p>DAGE with IDA support</p> <p>Borrower with IDA approval Consultant</p> <p>DAGE/IDA Consultant</p>	<p>February 29, 2000</p> <p>March 31, 2000 April 30, 2000</p> <p>May 15, 2000 By effectiveness</p>
<p>2. Computerized financial management system</p> <ul style="list-style-type: none"> ● Proposal of a financial management software fulfilling LACI requirements (accounting, procurement and contract monitoring, physical progress monitoring. ● Installation of the financial management software and initial training of the accounting staff within DAGE and at the IAs level ● Certification that the financial management in place is satisfactory to IDA 	<p>Consultant with DAGE and IDA approval</p> <p>Consultant with DAGE participation</p> <p>IDA FMS</p>	<p>March 31, 2000</p> <p>May 15, 2000</p> <p>By effectiveness</p>

<p>3. Audits</p> <ul style="list-style-type: none"> ● Draft terms of reference for the selection of the auditors ● Shortlist of minimum three and maximum six audit firms and draft request for proposal ● IDA no objection to the shortlist and draft RFP ● Transmission of the RFP to shortlisted audit firms ● Reception and Evaluation of the proposal and selection of the project auditors ● IDA no objection ● Negotiation and signature of contract 	<p>DAGE/IDA DAGE</p> <p>IDA/FMS & TTL DAGE DAGE</p> <p>IDA DAGE</p>	<p>February 29, 2000 February 29, 2000</p> <p>March 10, 2000 March 15, 2000 April 14, 2000</p> <p>April 24, 2000 April 30, 2000</p>
<p>4. Implementation of PMR-based disbursement method</p> <ul style="list-style-type: none"> ● Prepare the Financial Report using the Cash Model PMR at the end of each quarter. ● Reassessment of DAGE and QEFA financial management system and reporting system to propose the use of PMR-based disbursement method or define further strengthening actions for compatibility with LACI 	<p>DAGE</p> <p>IDA FMS in relation with DAGE and DDI</p>	<p>One month after the end of each quarter, the first report expected as of six months after effectiveness</p> <p>18 months after effectiveness</p>

**Additional
Annex No.: 12**

**Primary School Construction Arrangements
SENEGAL: Quality Education For All**

Current Situation.

Schools. The number of elementary schools rose from 2,458 in 1990/91 (191 of which were private) to 4,261 in 1998/99 (395 of which were private). However, the objectives spelled out to cover the rural areas were not accompanied by an appropriate strategy. This resulted in a large number of incomplete schools (69% in 1996/97), and even single class schools (28% in 1996/97) which, in most instances, offered one level of instruction, with students being enrolled, in such cases, every six years, a situation that parents find discouraging, particularly with respect to the education of their daughters. The severity of this problem varies widely from one region to another: at one end of the spectrum is Dakar, where 92% of the schools are complete, and at the other, Tambacounda, where only 11% are complete.

Table 1: Distribution of schools (percentages) by number of classes and by region, 1997

	Dakar	Diourbel	Fatick	Kaolack	Kolda	Louga	St-Louis	Tamba	Thies	Ziguin	Total
Total number of schools	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Schools with 6 or more classes	92%	23%	25%	23%	17%	17%	31%	11%	35%	39%	31%
Schools with 5 classes or less	8%	77%	75%	77%	83%	83%	69%	89%	65%	61%	69%
Schools with 3 classes or less	4%	67%	59%	67%	76%	78%	55%	82%	50%	50%	59%
Schools with 2 classes or less	3%	52%	38%	53%	55%	67%	42%	72%	32%	26%	44%
Schools with only 1 class	2%	35%	21%	33%	31%	44%	26%	50%	21%	15%	28%

Source : MEN/DPRE Statistical Yearbook 1996/1997

Classrooms. At the elementary level, the number of classrooms rose from 11,200 in 1989-90 to 19,404 in 1998-1999, that is, by a total of 8,200 classrooms in 9 years, or an average annual increase in the total inventory of more than 900 classrooms per year. More than 2/3 of this construction (67%) was funded by the government, with 18% (1,000 classrooms) being funded from the State budget, and more than 4,400 from official development assistance. The remaining classrooms, that is, a little over 300, were built by the parents of students, either using their own funds or with the assistance of NGOs such as *Aide et Action* and the Paul Gérin-Lajoie Foundation.

Table 2: Construction of classrooms by the State, 1978-1998, financed by the State and partners

Years	Funding	N. of classes	Cost (CFAF)	Unit cost
1978	Education III - BM	86	248,013,296	2,883,876
1986-1989	OPEC I	141	421,323,792	2,988,112
1988-1990	Education IV - BM	400	1,400,000,000	3,500,000
1992-1993	Japan I	186	3,143,400,000	16,900,000
1992-1994	OPEC II	200	760,000,000	3,800,000
	BM	1,076	4,842,000,000	4,500,000
	KFW	820	3,699,000,000	4,510,976
1994-1998 (PDRH2)	Japan II	512	8,652,800,000	16,900,000
	AfDB	410	2,068,544,710	5,045,231
	OPEC III	210	1,213,389,450	5,778,045
	CIDA	140	378,000,000	2,700,000
	Japan III	490	6,760,000,000	13,795,918
	BCI	1,020	4,974,022,860	4,876,493
Total 1978-1998		5,691	38,560,494,108	6,775,697
Total 1988-1998		5,464	37,891,157,020	6,934,692

Source DCES : School Construction and Equipment (primary education component, 1978-1998)

Description. The physical condition of the structures as a whole is very uneven: the structures financed by the parents of students often have surface areas that are 50% below *MEN* norms and materials with a very short life span. In general, the schools are in poor physical condition and are poorly equipped. According to the December 1998 survey (see Table 3), 15% of the classrooms, that is, almost 3,000 rooms, must be repaired, and 9% of the classes, that is, more than 1,600, are held in temporary facilities. A small number of schools (39% in 1999) have a bathroom, and an even smaller number (33%) have running water.

Table 3: Condition of public elementary schools in Senegal in 1998

	Dakar	Diourbel	Fatick	Kaolack	Kolda	Louga	St-Louis	Tamba	Thies	Ziguin	Total
Schools with more than 3 classes	96%	33%	41%	33%	24%	22%	45%	18%	50%	50%	34%
Schools with 1 admin. unit	83%	47%	38%	37%	18%	8%		12%	36%	10%	27%
Schools w. outer wall	83%	15%	20%	14%	6%	1%	33%	7%	40%	18%	20%
Schools with a bathroom	83%	47%	48%	47%	44%	21%	46%	37%	57%	41%	39%
Schools with a faucet	67%	14%	23%	34%	7%	8%	33%	4%	30%	8%	19%
Schools with a well	1%	0%	20%	0%	22%	12%	9%	1%	12%	92%	14%
No. of temporary structures	3%	14%	7%	17%	16%	15%	2%	14%	5%	9%	9%
Classes to be renovated	11%	10%	28%	8%	15%	9%	29%	15%	15%	17%	15%
Shortage of desk-chair comb.	12%	5%	17%	22%	11%	12%	11%	41%	16%	46%	18%
Shortage of teachers' desks	11%	18%	29%	35%	35%	26%	25%	30%	20%	33%	24%
Shortage of teachers' chairs	13%	15%	28%	25%	33%	24%	24%	33%	23%	54%	25%
Shortage of cabinets	0%	0%	54%	49%	11%	0%	0%	37%	39%	0%	17%

Source: DPRE survey of tAs, December 4, 1998

Occupancy Rate. Because the construction of classrooms has not kept pace with increased enrolment, the number of students per class has remained very high. In the early 1990s, it was 61 students per class, and in the late 1990s, it was 58 students per class, a figure well above the maximum set by the Ministry of National Education of 50 students per class. This ratio conceals a situation of extreme geographical disparity. In fact, there were more than 70 students per class in Dakar (Guediawaye 1998/99), as opposed to 39 in the Kolda region that same year. Classes become particularly crowded at the end of the elementary school cycle as a result of the high number of students being held back largely because of the shortage of spaces available at the middle school level.

Construction Planning and School Mapping. School mapping has, to date, been done in a centralized manner by the *DPRE*. Construction programs financed under the State budget have been distributed in such a way as to offset coverage inequities, while the geographic distribution of externally-funded programs is often determined by the criteria stipulated by each financier (the JICA is involved in the urban area, CIDA in the Saint Louis region, etc.). Table 4, shown below, compares the distribution of new classrooms constructed between 1978 and 1998 with trends in enrolment ratios during roughly the same period. Although the biggest recipient was Dakar, its enrolment ratios have deteriorated, since construction has failed to keep pace with its strong demographic growth. With respect to the other regions, those with the lowest enrolment ratios in 1991/92 (Diourbel 25%, Louga 35%, Tambacounda 36%, Kaolack 37%, and Kolda 40%), are the ones, with the exception of Kaolack, that had the sharpest increases in their enrolment ratios in the seven years that followed. However, as Table 1 illustrates, coverage among regions has remained highly inequitable.

Table 4: Number of classrooms built by the State and trends in school enrollment rates, by region

	Dakar	Diourbel	Fatick	Kaolack	Kolda	Louga	St-Louis	Tamba	Thies	Ziguin	Total
Enrollment rate, 1991/92	93	25	42	37	40	35	52	36	59	94	56
enrollment rate, 1996/97	91	29	46	41	54	43	62	56	58	89	60
Enrollment rate, 1998/99	90	36	50	41	70	52	66	71	69	93	66
Growth, in no. of % points	-3	11	9	4	30	17	14	36	10	-1	10
No. of classrooms built by the State, 1978-1998	832	500	517	713	718	369	656	517	770	99	5691
	15%	9%	9%	13%	13%	6%	12%	9%	14%	2%	100%

Source: MEN/DPRE, Statistical Yearbooks

Unit Cost of Construction. During the 1960s, 1970s, and 1980s, some fifteen prototypes were tested. They included the use of local materials in a bid to lower investment costs (UNESCO-BREDA financing, FED), an experiment that was unsuccessful in Senegal as it was elsewhere, or more developed techniques (FED). In the early 1980s, construction costs of classrooms were high, amounting to CFAF 3.3 million or US\$13,200 (1982). At the same time, NGOs such as *Aide et Action* were building classrooms at a direct cost of CFAF 2.63 million (1993), that is, a little over US\$10,000, to which the indirect costs of implementation should be added. Within the framework of the *PDRH2* project, the *MEN-DCES* started using a series of four simple construction models in classrooms at the elementary level, beginning in the 1980s, using modern materials, techniques, and expertise that matched the capabilities of small companies in Senegal and offered choices to local governments. Their inside surface area was 59.2m², and they were enclosed by walls made of cement blocks and coverings of aluminum/zinc sheeting. The options included a porch, the type of materials used (sheet metal, aluminum sheeting, or steel sheeting), and the roof slope. One model was well-accepted and promoted by the *MEN* between 1994 and 1998 using multiple sources of financing (IDA, *KfW*) in more than 2,000 units built by small local enterprises under a contract with the *AGETIP* CMAAs at an average price of CFAF 69,000/m² of usable space in the six regions of the program between 1995 and 1998, including the technical supervision costs of the contract management agencies, that is, a total of CFAF 4 million per classroom, or approximately US\$6,700, compared to the estimate of US\$9,300 given at the time of project evaluation. One of the models also includes blocks of three classrooms with an office and a storage room. At the same time, through a project integrating community participation, the Paul Gérin-Lajoie Foundation has been building a slightly different model of classrooms in the St. Louis region since 1998, with a smaller surface area (54m² of usable space), using CIDA financing, the quality of which is below technical standards because of the absence of a design and execution quality control mechanism, for a total construction price of CFAF 67,000/m² of usable space (including community participation and technical supervision costs), that is, a little less than 2% below *MEN/AGETIP* costs. Also, Japan is financing classrooms that are the same size as the *DCES* model for a high unit cost of CFAF17 million per classroom, owing to differences in technical standards applicable to the structures, covering materials, and procedures followed. In 1998, the *DCES* managed the following construction programs: (a) 1020 classrooms financed by the State at an average construction price of CFAF 83,420/m², that is, an average unit cost of CFAF 4.88 million including taxes, equivalent to US\$8,130/m² per classroom (58.5 m²); (b) a construction program financed under OPEC III at a unit price of CFAF 4.45 million excluding taxes, equivalent to US\$7,420/m² excluding taxes; and (c) 245 classrooms using *KfW* financing in the Kaolack and Fatick regions. In 1999, the *DCES* is managing a program of 1,000 classrooms financed by the State at a maximum price, set by the *MEN* in competitive bidding, of CFAF 3.09 million, including taxes, equivalent to US\$5,150/m² (including taxes).

Table 5: Unit costs of programs implemented between 1980 and 1999

Construction programs	Year	Contract Manager	Primary Contractor	Company	CFA F/ US\$	Cost of 1 classroom. CFAF US\$	Area m ²	Cost per m ² usable space CFAF US\$	Taxes 20%	Incl. superv. costs
DCES	Early 1980	DCES	DCES	Large	250	3,300,000	13,200	N/A	N/A	N/A Excl.No
Aid and Action	1982	NGO	NGO	NGO/Pop	250	2,630,000	10,520	N/A	N/A	N/A Excl.No
DCES – 4th Education project	1988-90	DCES	DCES	Large	250	3,500,000	14,000	N/A	N/A	N/A Excl.No
JICA	1992-93	JICA	Priv.	Large	250	16,900,000	67,600	N/A	N/A	N/A Excl.Yes
DCES – PDRH2 Project – SAR Est.	1993	DCES	Priv.	Small	250	2,330,000	9,320	59.2	39,358	157 Excl.Yes
DCES/AGETIP – PDRH2 Project	1994-98	AGETIP	Priv.	Small	597	4,087,180	6,846	59.2	69,040	116 Excl.Yes
Paul Gérin-Lajoie Foundation	1998	NGO	NGO	NGO/Pop	597	3,650,477	6,115	54.0	67,601	113 Excl.Yes
DCES – Program for 1020 Classes	1998-99	DCES	DCES	Med./Sm	600	4,880,000	8,133	58.5	83,419	139 Incl.Yes
DCES/KFV	1998-99	DCES	DCES	Med./Sm	600	N/A	N/A	N/A	N/A	N/A Excl.No
DCES – OPEC Financing	1998-99	DCES	DCES	Med./Sm	600	4,450,000	7,417	59.5	74,790	125 Excl.No
DCES – Program for 1000 classes(a)	1999	DCES	DCES	Med./Sm	600	3,090,000	5,150	60.5	51,074	85 Incl.No

Note: (a) Ceilings established in bid documents
Source: DCES

The Construction Program of the Quality Education for All Program (QEFA). Number of Classrooms to be Constructed. The DPRE has estimated the number of classrooms to be constructed on the basis of projections done by it for the PDEF, with the assistance of the CREA in order to achieve an enrolment ratio at the primary level of 100% in the year 2010. These projections take into account additional objectives covering the same time period regarding the average projected occupancy rate of 50 students per class, and objectives for dual-stream and multigrade teaching. Table 6 below provides the distribution by region of the objectives sought at the end of the QEFA Program with regard to the number of classrooms to be constructed by the public and private sectors. This distribution will be used by the DPRE to establish regional frameworks within which PRDEs will be developed or reviewed for the 2000-2003 period.

Table 6 : Number of classrooms to be built under the EQPT Program, by region and sector

No. of classrooms to be built	Dakar	Diourbel	Fatick	Kaolack	Kolda	Louga	St. Louis	Tamba	Thies	Ziguin	Total
Public sector	645	724	510	726	539	409	505	302	715	258	5333
- 2000/2001	203	206	151	215	160	124	155	90	219	82	1,605
- 2001/2002	215	240	169	241	178	136	168	100	238	86	1,771
- 2002/2003	227	278	190	270	201	149	182	112	258	90	1,957
Private sector	340	66	18	78	28	39	9	21	172	36	807
- 2000/2001	107	18	6	22	8	12	3	5	48	11	240
- 2001/2002	113	22	6	26	9	13	3	7	57	12	268
- 2002/2003	120	26	6	30	11	14	3	9	67	13	299
Total 2000-2003	985	790	528	804	567	448	514	323	887	294	6140
- 2000/2001	310	224	157	237	168	136	158	95	267	93	1,845
- 2001/2002	328	262	175	267	187	149	171	107	295	98	2,039
- 2002/2003	347	304	196	300	212	163	185	121	325	103	2,256

Note: These figures do not include classrooms being built to replace temporary structures.
Source: CREA – Evaluation of costs and financing for PDEF

Estimated Unit Cost of Classrooms. The unit cost of classrooms at the primary level for the first phase of the *PDEF* classroom program (the QEFA Program) is estimated at CFAF4.36 million (excluding taxes), based on a construction model that is identical to that of the *PDRH2*, the unit cost of which is estimated at CFAF 4.0 million or US\$6,107/m², excluding the additional spaces. The unit cost of the room, strictly speaking, has been increased by a coefficient of 9% (estimated on the basis of past experience in order to make provisions for additional services (storage room, office, toilets). A study is under way to examine possible ways to cut costs, using the same architectural model, by reducing the technical specifications (15 cm instead of 20 cm walls, for example), without shortening the life span of the structures.

Table 7: Estimated cost of classrooms – lower level, basic education

Item	%taxes 20%		Excluding taxes	Including all taxes
Cost of bare classroom		CFAF	4,000,000	4,800,000
Cost of 1/6 of rel. services (office, store, latrine)		CFAF	366,667	440,000
Package cost: classroom + related services, in CFAF		CFAF	4,366,667	5,240,000
Amount rounded in CFAF		CFAF	4,400,000	5,240,000
Package cost in dollars	CFAF/US\$ exch. rate 630	US\$	6,984	8,317
Amount rounded in US\$			7,000	8,300

Source: *DCES*

Distribution among Development Partners. The estimated distribution of construction among partners is based on the following scenarios: (i) the portion of construction financed by the private sector, which has always hovered around 13% in the past, could be maintained, (ii) construction financed by local governments using their own funds or using specific aid programs, such as local development projects (*PAC*, *PNIR*, European Union) or decentralized cooperation, for example, could amount to 4% of total construction, (iii) the current contribution of the government using its own budget, that is 1,000 classrooms at the elementary level, would be maintained, (iv) 45% of the 1,685 temporary facilities would be replaced with 750 new classrooms, and (v) the agreements concluded or under discussion with foreign partners will be executed on the dates scheduled. Based on these scenarios, financing is available for the program to build 6,000 classrooms within three years of the QEFA Program by the public sector.

Table 8: Estimated distribution of construction among development partners

School years	2000/2001	2001/2002	2002/2003	Total 2000/2002	Total cost excl. taxes US\$	Total cost incl. taxes US\$
Corresponding fiscal years	2000	2001	2002			
Additional construction req. (total)	1,845	2,039	2,256	6,140		
Private sector 13%	240	268	299	807	5,649,000	6,698,100
Public sector 87%	1,605	1,771	1,957	5,333	37,331,000	44,263,900
Replacement temp. struct. (Public sector)	250	250	250	750	5,250,000	6,225,000
Total public sector	1,855	2,021	2,207	6,083	42,581,000	50,488,900
IDA	350	350	300	1,000	7,000,000	8,300,000
AFD (a)	-	200	145	345	2,415,000	28,635,000
JICA (b)	45	-	500	545	3,815,000	4,523,500
Paul Gerin-Lajoie (c)	100	-	-	100	700,000	830,000
AE-PUSE – counterpart funds (c)	60	-	-	60	420,000	498,000
Plan International (d)	40	40	40	120	840,000	996,000
AfDB (e)	75	75	-	150	1,050,000	1,245,000
OPEC (e)	120	120	-	240	1,680,000	1,992,000
IDB (f)	500	-	-	500	3,500,000	4,150,000
Local communities 4%	74	81	88	243	1,703,240	2,019,556
BCI Investment	750	1,000	1,000	2,750	19,250,000	22,825,000
Total – all partners	2,114	1,866	2,073	6,053	42,373,240	50,242,556
Deficit: additional donors to be sought	(259)	155	134	30	207,289	246,344

(a) In the departments of Kolda / Velingara, Matam

(b) For 2000 – 45 classes at end of current program. A program for 500 classes is in preparation.

(c) End of current program.

(d) Based on past programs.

(e) According to AfDB appraisal report, AfDB will finance 150 basic education classrooms and OPEC will finance 240.

(f) In four regions: Kolda, Ziguinchor, Dakar, and Thiès.

Institutional Context.

Change in Paradigm Resulting from Decentralization. *Prior to the Decentralization Law*, the management of school construction programs financed by the State or by external funding was, from a legal standpoint, the sole responsibility of the *MEN*. The *DAGE* was responsible for implementing them through its specialized division, the *DCES*. The latter was established as a directorate in 1998. The *DAGE* (prior to December 1998) and the *DCES* (since that time) have managed the construction programs financed by the State (BCI) and financing from a number of external sources (AfDB, OPEC), while the management of construction programs financed by the IDA and *KfW* was assigned by the *MEN* to the *AGETIP*, within the framework of contract management agency (CMA) agreements. There have been significant delays in the programs directly managed by the *DCES* due to cumbersome procedures and difficulties linked to the effective supervision of work by the administration. The delays in the programs assigned to *AGETIP*, an agency established for the specific purpose of managing construction programs comprised of a large volume of small labor-intensive jobs performed by small enterprises, have not been as long. A number of programs have been managed directly by financial partners (JICA, CIDA).

After the Decentralization Law. The 1996 Law transferred the following authority to elected local governments (LGs): (a) to the Regional Councils, participation in regional school mapping and the maintenance of middle schools and high schools; (b) to municipalities and rural communities, the construction, outfitting, maintenance, and upkeep of elementary schools and pre-school classrooms. LGs are now the contracting agencies for elementary classrooms, although this transfer of authority has not been

accompanied by a transfer of investment funds; only operating funds have been transferred to LGs pursuant to this law.

DCES: Institutional Role prior to Decentralization. Pursuant to Decree 86-877 organizing the *MEN* and Order 122270/MEN/SG/BPE of September 28, 1986, the *DCES* is responsible for the implementation of government policy in the area of construction and school equipment within the *DAGE*. Decree 98/975 of March 12, 1998 made the *DCES* a directorate of the *MEN* with the same mandate. According to this mandate, the *DCES* is responsible for (i) construction programming, (ii) the design of norms and standards, (iii) the design and execution of constructions projects and programs, including procurement, oversight and receipt of work, and the preparation of statements; (iv) management of property logs and the coordination of activities in this area. The directorate has three divisions: (i) construction, design, norms and standards, programming, and oversight, (ii) equipment and maintenance, and (iii) property and information. It works jointly with a property, construction, and school equipment office in each *IA*.

Contract Management Agency. In 1993, in order to facilitate the rapid execution of construction programs involving a large volume of small jobs performed by small enterprises, the Government created the *AGETIP*. It is a non-governmental, non-profit, and public association that is governed by Law 68.08 establishing the code of civil and commercial obligations. In addition to labor-intensive construction programs assigned directly by the State to *AGETIP* in order to generate employment, the ministerial departments that so desire can delegate to the *AGETIP* responsibility for the management of their construction programs. This was done in the case of the construction of schools using IDA financing for the *PDRH2*, the construction of health stations using IDA, AfDB, and *KfW* financing from the PDIS, ADM municipal public works, etc. The members of this executing agency are the BTP union of workers, the National Council of Employers of Senegal (*Conseil National du Patronat du Sénégal--CNPS*), the Association of Mayors of Senegal (*Association des Maires du Sénégal--AMS*), and the Director of the Agency. Based on this formula, the State or local governments assign execution of a public program, the terms of which are stated in an agreement, to an organization operating according to private sector rules. The Agency can depart from the national rules of Decree 82-690 pertaining to government procurement and apply procurement and contract management procedures that are considerably faster, governed by its Manual of Procedures approved by the Ministry of Finance. This Agency is paid at a rate of 3 to 5% of the program cost, depending on the specific features of the program. A similar agency for roadwork within the framework of the (*Deuxième Programme Sectoriel des Transports -- PST2*) project is being established. The Ministry of National Education is also planning to establish, based on this model, an agency for the school-related construction, and had a feasibility study done in October 1999.

Distribution of Responsibilities in the QEFA Program.

Construction Planning. This planning which, to date, has been highly centralized, is no longer in effect. Responsibility for education planning, including construction, has been turned over to the elected Regional Councils. For preparation of the *PDEF*, the *MEN* is currently testing a bottom-up, decentralized approach to planning involving the preparation of the *PDDEs*, prepared in conjunction with the *MEN*-elected governments, which include, in particular, construction planning. Prior to the launching of the *PDEF*, these *PDDEs* will be consolidated into *PRDEs*. It is expected that arbitration will take place at the regional level within a financial framework for each region established at the central level to ensure that the *PRDE* amounts are compatible with the *PDEF*. At the end of the process, the *PDDEs* and *PRDEs* will be contracted out between the Ministry of Education, represented by its decentralized entities, and its partners elected from the decentralized levels. At the end of *PDEF*, the goal of planning becomes twofold: (i) reduction of differences among and within regions as well as urban and rural disparities; (ii) reduction to 0 the number of homes located more than 4km from the nearest school. Table 9 outlines the 1998-1999

regional disparities in classrooms.

Table 9: (%) difference between region well equipped in classrooms and regions with less classrooms in 1998/99

	Dakar	Diourbel	Fatick	Kaolack	Kolda	Louga	St-Louis	Tamba	Thies	Ziguin	Total
Number of enrolled children	305	51	72	85	87	49	95	55	150	88	1036
Gross Enrollment Rate	90	36	50	41	70	52	66	71	69	93	66
Number of children to be enrolled	338	142	143	207	124	94	144	78	218	94	1582
Number of classrooms	5141	990	1401	1849	1750	1253	1827	1490	2234	1469	19,404
Ratio children to be enrolled/class	66	144	102	112	71	75	79	52	98	64	82
Gap/Diourbel in 1998/99	54%	0%	29%	22%	50%	48%	45%	64%	32%	55%	43%

Source : students, GER and number of classrooms: *MEN-DPRE*

Memorandums of Agreement between the MEN and LGs. In view of the fact that local governments (municipalities and rural communities) have been in charge of contract management for construction since the Decentralization Law, the *MEN* has developed a tool for the two partners (the *MEN* and LGs) to reach an understanding on common rules establishing key elements to be observed by LGs in the construction of a new classroom, so that the *MEN* can provide a teacher, books, and possibly finance construction. These rules include: (i) School mapping guidelines for the establishment of a new classroom, including consideration of multigrade teaching, (ii) minimum technical standards and specifications to be observed, including the provision by the *MEN* of standards plans; (iii) the commitment of the LG to put in place the resources necessary for maintenance, and (iv) the commitment to use the services of a CMA. These rules have been included in a memorandum of agreement that the *MEN* is proposing to sign with three associations of elected representatives (Presidents of Regional Councils, Mayors, and Presidents of Rural Communities). In this document, these three associations of elected representatives pledge to follow these rules, regardless of the origin of funds used to build classrooms (governments, donors, NGOs, decentralized cooperation, and other projects such as the *PAC*).

Contract Management Agency. Since the LGs have served as contract management agencies for school construction since 1996, the CMA must now enter into a CMA agreement with each LG that wishes to build a classroom using CMA services for the management of the construction contract and supervision of the work. For the QEFA Program, the *MEN* has proposed a contracting arrangement between the *MEN*, LGs, and the CMA that is similar to the one that has been successfully used since 1996 in the Ministry of Finance within the framework of the PDIS. The *MEN* signs a framework agreement with the CMA in which it assigns to the CMA: (i) management of its 95% subsidy for the construction of classrooms to be built on a LG list established in the framework agreement, (ii) responsibility for entering into specific CMA agreements with each LG for the management of the 5% of LG co-financing and the management of the construction contract and supervision of work. After signing all specific agreements with the LGs, the CMA organizes the construction program in parcels, issues a national invitation for competitive bidding (*appel d'offres national, AON*) for construction, hires the contracting agency on a competitive basis, and manages the contracts for work and supervision on behalf of the LGs. Figure 1 and 2 highlight the contractual arrangements for school construction programs financed by IDA. With some minor modifications, a similar strategy can be applied to *ADF* financing.

Role of the DCES. Based on the *PDEF*, the functions of the *DCES* have been changed drastically. The former function of execution of construction programs will now be delegated to executing agencies, while the new duties of the *DCES* are the design, promotion, orientation, evaluation, and oversight of the construction component (including maintenance) and the implementation of State policy in the area of education. In particular, the *DCES* field of activity now covers the entire educational sector. It is responsible for preparing and implementing ministerial decisions in the areas of: (a) formulating and financing educational policies in the area of construction, overseeing their application and evaluating their

impact; (b) determining the objectives of the work of the decentralized services of the Ministry, in conjunction with the decentralized governments, and evaluating results. More specifically, these new duties could be described as follows:

(i) Preparing, completing, and overseeing implementation of memorandums of agreement between the *MEN* and local governments in order to reach an understanding on overall mechanisms (rules) for implementation of national policy (for example, criteria for resource allocation for construction so that the classrooms to be built by local governments are included in school mapping, or even minimum technical and pedagogical specifications to be followed to guarantee the quality of school constructions). Overseeing the implementation of school mapping, the criteria for which have been spelled out in the memorandums of agreement;

(ii) Facilitating the adherence by local governments to *PRDEs* and *PDDEs* in the area of infrastructure. Assisting with the definition of the obligations of local governments within the framework of the *PDDEs* and *PRDEs*, so that they are adequate, and monitoring and evaluating their implementation. Assisting local governments with the signing of contract management agreements with executing agencies; and overseeing and evaluating the implementation of these agreements. Assisting local governments with the organization, budgeting, and performance of their obligations in the area of construction maintenance, and overseeing the actual maintenance work by local governments;

(iii) Participating in the drafting of *PDDE* and *PRDE* performance indicators for the construction and maintenance of classrooms, school mapping, and construction quality; monitoring performance with respect to execution of the *PDDEs* and *PRDEs*, evaluating potential problems, and proposing corrective measures. Ensuring coordination with all local governments in order to provide a status report on progress with the different programs for the construction and maintenance of classrooms, and proposing the necessary corrective action. Collecting information related to the construction and maintenance of classrooms, and ensuring the processing of this information and its dissemination to all persons involved in this system in a manner suited to decision-making.

Schéma 1: Contractualisation du programme de constructions scolaires (élémentaire)

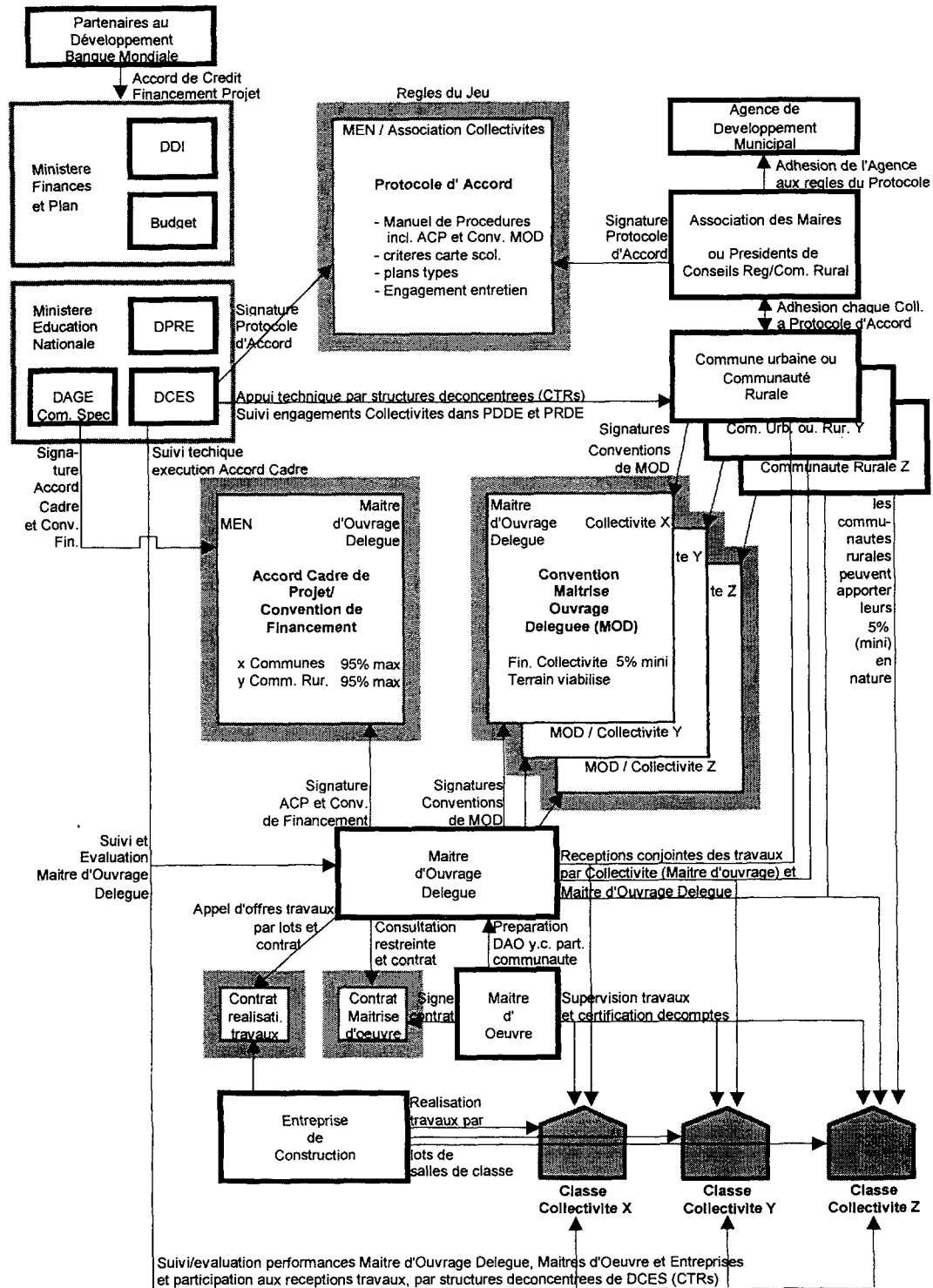
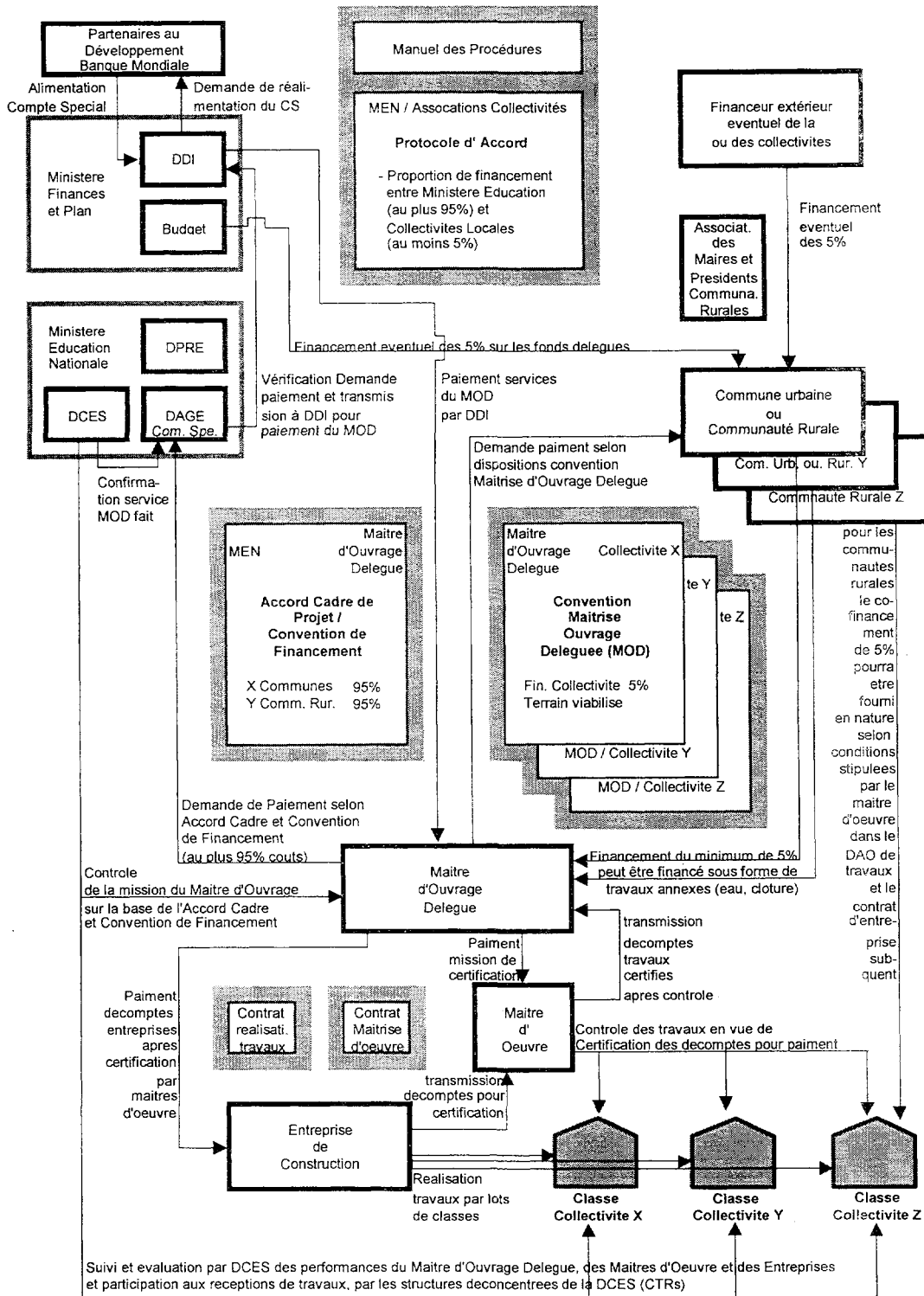


Schéma 2: Flux financiers du programme de constructions scolaires (élémentaire)



Strengthening of the DCES. The *DCES* has plans to hire two engineers or architects to head (i) the Division of construction and repairs (construction norms and standards, monitoring of programs, adherence by local governments to the clauses of the memorandum of understanding, and provision of information on the status of the entire inventory and implementation of upkeep and maintenance programs by the *MEN* and/or local governments, as appropriate), (ii) the Division of equipment (norms and lists of standard equipment for scientific instruction and material and technical instruction at all levels of teaching, management of property and oversight of maintenance and replacements provided by the *MEN* and local governments). The technical personnel currently in the Dakar directorate will be redeployed to the IAs to serve as technical regional coordinators. This personnel will assist local governments in assessing needs, monitoring programs, overseeing the performance of CMAs, and ensuring that local governments fulfill their obligations.

Technical Control. The *MEN* will hire a technical control entity that has received insurance approval as part of the 10-year guarantee to provide technical supervision of the quality of the studies and work based on current norms. The hiring of this entity will take place using a short list, using a selection method that is based on the technical quality of the bid and price. Within the framework of the QEFA Program, it is expected that technical oversight will apply to the entire construction program, regardless of the source of financing (*AFD*, *AfDB*, *OPEC*, *IDA*, *NGO*, *Government*, etc.).

Maintenance of classrooms and furniture. The high number of repair jobs performed during the *PDRH2* Project (700) and the remaining number (almost 3,000, that is, 15% of the entire inventory), is largely the result of a lack of maintenance in the past. Since 1996, LGs (municipalities and rural communities) have been responsible for the maintenance of elementary schools, and funds for maintenance, formerly managed by the *MEN*, have been transferred to them. The total budget transferred amounted to CFAF 290 million in 1999, which represents an average budget per classroom of less than CFAF 14,300 (see Table 8 below) for all maintenance expenses related to the structure, furniture, and outside areas, that is, approximately 0.4% of the property value, a figure that is well below the 1 to 2% ratios internationally recognized as being necessary in this area. Furthermore, these budgets are very unevenly distributed among regions: the ratio indicated above is in fact 0.1% in the Fatick region and 0.6% in the This region. Within the framework of the *AfDB* project (Education II), the *DCES* did a test of the preventive maintenance system in 1998 in the St. Louis and Kolda regions based on: (i) the distribution of maintenance tasks between local governments responsible for major work and the management committees of schools responsible for minor work; (ii) the provision of tool kits, logs, and maintenance manuals, and the provision of material to the management committees of schools, and (iii) the training of partners and technical support of CTRs. A high-quality manual entitled "Let's Maintain our School" has been produced. A test evaluation during the first phase of QEFA Program will permit lessons to be drawn with a view to possible continuation or extension. In addition, the *PDEF* plans to test a matching fund system during the first phase of the QEFA Program, in order to assist LGs in financing maintenance and to encourage them to spend the entire maintenance budget transferred to them. The Memorandum of Agreement between the *MEN* and LGs also makes provisions for a commitment on the part of LGs to include maintenance expenses in their budget as a condition for *MEN* construction assistance. Partners such as the *CFD* and *IDA* have also made this a condition for financial assistance with construction. The *DCES* will be responsible for oversight of this expenditure and for preparing an annual report on this subject, in conjunction with the *DAGE*.

Table 10: Maintenance budget transferred to local communities and spending ratio per classroom

	Dakar	Diourbel	Fatick	Kaolack	Kolda	Louga	St. Louis	Tamba	Thies	Ziguin	Total
<i>Budget transferred, millions of CFAF</i>											
Ch. 503-9601	72	9	9	33	12	15	36	18	60	26	290
<i>No. of classrooms to be maintained</i>											
No.- Elementary	4,755	1,001	1,271	1,633	1,521	1,308	1,586	991	2,285	1,469	17,550
No. - Middle level	602	77	157	182	72	112	55	64	303	205	1,829
No. - Secondary	372	40	76	30	25	63	18	18	168	114	924
Total No. classrms.	5,729	1,118	1,504	1,845	1,618	1,213	1,659	1,073	2,756	1,788	20,303
<i>Average annual maintenance budget per classroom, in CFAF</i>											
	12,568	8,050	5,984	17,886	7,417	12,366	21,700	16,775	21,771	14,541	14,284
<i>Value of built property, in millions of CFAF</i>											
	22,916	4,472	6,016	7,380	6,472	4,852	6,636	4,292	11,024	7,152	81,212
<i>Spending ratio for maintenance per classroom</i>											
- as % of constr. cost	0.3%	0.2%	0.1%	0.4%	0.2%	0.3%	0.5%	0.4%	0.5%	0.4%	0.4%

Source: Statistical Yearbook, 1998/1999, for the number of elementary and middle-level classrooms.

The number of secondary school classrooms was estimated on the basis of figures supplied by DEMSG for preparation of the PDEF, and an average of 50 students/class. The transferred budget was provided by MEN/DAGE, Table of Credit Transfers by Region and Article.

**Additional
Annex No.: 13**

**Triggers for Phases 2 and 3 of the Adaptable Program Loan
SENEGAL: Quality Education For All Program**

Phase 2 Triggers.

There are 3 triggers conditioning the transition to Phase 2, linked to the 3 components financed in Phase 1:

- (a) **Access.** An agreement between the Ministry of Education and the 3 Associations of Local Government Officials regarding the details of the school mapping exercise as a basis for planning regional and departmental education development plans (*PRDE* and *PDDE*);
- (b) **Quality.** An evaluation of the various pilot tests carried out in Phase 1, and decisions taken as a result of these evaluations in order to implement Phase 2 activities (see below);
- (c) **Decentralized management.** The existence of sufficient capacity at the regional level for managing the education system.

Table 1 : Criteria for evaluating Phase 2 Triggers.

Access	The geo-referenced school map is in place and operational; the local collectivities are familiar with it and use it for preparing the <i>PDDE</i> ;
Quality	<p>The pilot test of multigrade teaching conducted in 500 schools is evaluated and decisions for Phase 2 are taken ;</p> <p>The pilot phase of the small grants program for school improvement in 400 schools is evaluated and decisions for Phase 2 are taken;</p> <p>The pilot testing of the reading initiative in 10-15 schools per <i>IDEN</i> is evaluated and decisions for Phase 2 are taken;</p> <p>The introduction of national languages in Grades 1 and 2 is evaluated and decisions for Phase 2 are taken;</p> <p>Standardized evaluations of student learning have been conducted for Grade 4 and decisions for Phase 2 are taken.</p>

Decentralized management	<p>A sectoral policy for vocational training is adopted and agreed with stakeholders;</p> <p>The financial framework for the <i>PDEF</i>, based on the simulation model prepared by <i>MEN</i> with <i>CREA</i> support, has been revised as a result of Phase 1 experiences; an updated, sustainable financial framework has been adopted for 2004-2010 by <i>MEN</i> and <i>MEFP</i> and has received the support of the development partners including IDA;</p> <p>Capacity for financial management in the regions has been put in place and is judged acceptable by IDA;</p> <p>A detailed evaluation of institutional capacity has been carried out for each region, and an action plan to strengthen capacity has been adopted by each region ;</p> <p>The household survey has been carried out, and its conclusions have been provided to the regions as input into the preparation of the <i>PRDE</i> ;</p> <p>8 <i>PRDE</i> out of 10, prepared in a participative manner (<i>MEN</i>/local collectivities) by the regions for 2004-07, have been evaluated and judged acceptable by a committee including <i>MEN</i>, IDA, and other donor representatives, based on appraisal criteria detailed below:</p>
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Evaluation criteria for appraisal of the *PRDE*. The *PRDE* will be appraised by a commission comprising the *CONSEF* and key donor representatives. An *IA* or an *IDEN* cannot chair meetings of the appraisal commission for the *PRDE* of his/her own region. The evaluation criteria that each *PRDE* must satisfy are set out in the accompanying grid. For approval, a *PRDE* must satisfy all of the criteria. If one or several criteria are not satisfied, an action plan will be adopted and serve as a contract between the *CONSEF* and the region in question in order to make up the deficiency.

Table2 : Evaluation criteria for appraisal of the *PRDE*

Access	<p>Access goals are defined by the region and the rural communities and seek to reduce by half existing inequalities in terms of coverage;</p> <p>The multigrade extension program is defined, and complements the goal of reducing by at least half the number of schools offering incomplete cycles;</p> <p>The construction program respects the priority given to multigrade schooling and seeks to reduce by half the number of schools located at more than 4km from the most distant eligible student; and to complete the retrofitting of schools with latrines;</p> <p>The development of middle schooling in line with the strategy of neighborhood middle schools;</p> <p>The regional plan for development of VET is consistent with the new sub-sectoral policy.</p>
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Quality	<p>Quality objectives are defined for the region, the departments, the communes and the rural communities in terms of pass rates/repetition rates, improved results on standardized tests;</p> <p>The objectives for the program of special initiatives targeting repetition and dropout are clearly defined and the implementation strategies clearly described;</p> <p>The program to increase teaching in national languages takes into consideration the results of the first phase testing; the evaluation system for this program is in place;</p> <p>The system of decentralized choice of textbooks is working in each <i>IDEN</i>; the system for monitoring the book stocks is in place;</p> <p>The textbook distribution system is functional;</p> <p>Each <i>IDEN</i> prepares and implements an action plan for the development of reading initiatives;</p> <p>The program for going to scale with the small grants program for school improvement is clear: eligible activities are well defined, information mechanisms for the collectivities are well defined; the system for evaluating school improvement proposals is in place; the monitoring system is in place;</p> <p>The program for teaching science and technology is clear, including the choice between the kit-based system and the use of laboratories, or some combination of the two based on results of the first phase;</p> <p>The program for taking the computer technology program to scale is clearly defined;</p> <p>The program for in-service teacher training is clear; it is teacher-driven and based on expressed need;</p> <p>The objectives for the follow-up to the adult literacy program are clear for each department, commune and rural community.</p>
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Decentralized Management	<p>The cost of the <i>PRDE</i> is correctly analyzed, distributed among <i>MEN</i>, local collectivities, private sector, and households, and fits the financial framework set by the <i>DPRE</i>;</p> <p>The objectives regarding redeployment of non-teaching teachers are clear, as are the measures proposed to meet these objectives;</p> <p>The objectives for recruiting teachers and managing them at the regional level are well defined;</p> <p>The objectives for cost recovery linked to the secondary school small grants program are clear and in line with national objectives;</p> <p>The involvement of local collectivities is clearly identified, by regional council, commune and rural community, and is negotiated and agreed by representatives of the local collectivities;</p> <p>The unit cost goals within the region are known and fit with the objectives of the <i>PDEF</i> framework.</p>
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Phase 3 Triggers.

The Phase 3 triggers will be updated in detail at the end of Phase 1. However, they will fall into the following broad framework:

- (a) **Access.** Agreement between the *MEN* and the 3 Associations of local government officials on the means to completely eliminate disparities in coverage between regions, departments, towns and villages, rural and urban settings, boys and girls;
- (b) **Quality.** Evaluation of all of the initiatives taken to scale in Phase 2, and decisions taken regarding the corrections needed so that each initiative can meet the goals of the end of Phase 3;
- (c) **Decentralized management.** The existence of capacity to manage the education system at the department level.

Table 3 : Criteria for evaluating Phase 3 Triggers.

Access:	The geo-referenced school map is used by the local collectivities for preparing the <i>PDDE</i> .
Quality	<p>The multigrade teaching program is evaluated and decisions for changes in Phase 3 are taken ;</p> <p>The small grants program for school improvement is evaluated and decisions for changes in Phase 3 are taken;</p> <p>The reading initiative is evaluated and decisions for changes in Phase 3 are taken;</p> <p>The use of national languages is evaluated and decisions for changes in Phase 3 are taken;</p> <p>Standardized evaluations of student learning have been conducted for Grades 4, 6 and 9; the results have been widely disseminated and serve as input for Phase 3 decisions.</p>
Decentralized management	<p>The implementation of the sub-sectoral policy for vocational training is evaluated and decisions for Phase 3 are agreed with stakeholders and donors;</p> <p>The financial framework for the <i>PDEF</i>, based on the simulation model prepared by <i>MEN</i> with <i>CREA</i> support, has been revised as a result of Phase 2 experiences; an updated, sustainable financial framework has been adopted for 2007-2010 by <i>MEN</i> and <i>MEFP</i> and has received the support of the development partners including <i>IDA</i>;</p> <p>Capacity for financial management in the departments has been put in place and is judged acceptable by <i>IDA</i>;</p> <p>A detailed evaluation of institutional capacity has been carried out for each department, and an action plan to strengthen capacity has been adopted by each department;</p> <p>The household survey has been carried out, and its conclusions have been provided to the departments as input into the preparation of the <i>PRDE</i> ;</p> <p>33 <i>PDDE</i> out of 41, prepared for 2007-1010 in a participative manner in the departments by the <i>IDEN</i>, the communes, and the rural communities, have been evaluated and judged acceptable by a committee including <i>MEN</i>, <i>IDA</i>, and other donor representatives, based on appraisal criteria detailed below:</p>

Evaluation criteria for appraisal of the *PDDE*. The *PDDE* will be appraised by a commission comprising the *CONSEF*, the *IAs*, and key donor representatives. An *IDEN* cannot chair meetings of the appraisal commission for the *PDDE* of her/his own department. The evaluation criteria that each *PDDE* must satisfy are set out in the accompanying grid which will be prepared and adopted at the end of Phase 1. For approval, a *PDDE* must satisfy all of the criteria. If one or several criteria are not satisfied, an action plan will be adopted and serve as a contract between the *IA* and the department in question in order to make up the deficiency.

Table 4 : Evaluation criteria for appraisal of the PDDE

<p>Access</p>	<p>Access goals are defined for the department, by commune(s) urban region, and rural communities and seek to eliminate existing inequalities in terms of coverage; The multigrade extension program is defined, and complements the goal of elimination of schools offering incomplete cycles; The construction program respects the priority given to multigrade schooling and seeks to ensure that no schools are located at more than 4km from the most distant eligible student; and to complete the retrofitting of schools with latrines; The development of middle schooling in line with the strategy of neighborhood middle schools; The regional plan for development of VET is consistent with the new sub-sectoral policy.</p>
<p>Quality</p>	<p>Quality objectives are defined for the departments, by commune and rural community in terms of pass rates/repetition rates, improved results on standardized tests;</p> <p>The objectives for the program of special initiatives targeting repetition and dropout are clearly defined and the implementation strategies clearly described;</p> <p>The program to increase teaching in national languages takes into consideration the results of the second phase evaluations; the evaluation system for this program is in place at the departmental level;</p> <p>The system of decentralized choice of textbooks is working satisfactorily in each <i>IDEN</i>; the system for monitoring the book stocks is in place, and the system for correcting weaknesses is implemented;</p> <p>The textbook distribution system is functioning satisfactorily;</p> <p>Each <i>IDEN</i> prepares and implements an action plan for the development of reading initiatives in each school;</p> <p>The program for going to scale with the small grants program for school improvement at all schools within the department is clear: eligible activities are well defined, information mechanisms for the collectivities are well defined; the system for evaluating school improvement proposals is in place; the system for monitoring the program by the <i>IDEN</i> is in place;</p> <p>The program for teaching science and technology is clear, and takes into consideration the evaluation conducted at the end of the second phase;</p> <p>Modifications in computer technology program are decided for Phase 3;</p> <p>The program for in-service teacher training is clear; it is teacher-driven and based on expressed need;</p> <p>The objectives for the continuation of the adult literacy program are clear for each department, commune and rural community.</p>

<p>Decentralized Management</p>	<p>The cost of the <i>PDDE</i> is correctly analyzed, distributed among <i>MEN</i>, local collectivities, private sector, and households, and fits within the <i>PRDE</i> financial framework;</p> <p>The objectives regarding redeployment of non-teaching teachers are clear, as are the measures proposed to meet these objectives;</p> <p>The objectives for recruiting teachers are well defined;</p> <p>The objectives for cost recovery linked to the secondary school small grants program are clear and in line with national objectives;</p> <p>The involvement of local collectivities is clearly identified, by commune and rural community, and is negotiated and agreed by representatives of the local collectivities.</p>
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**Additional
Annex No.: 14**

**Letter of Sector Policy
SENEGAL: Quality Education For All Program**

Introduction

La politique d'éducation du Sénégal pour la prochaine décennie (1999-2008), s'inspire de la loi d'Orientation 91-22 du 16 février 1991. Tout en tirant les leçons du processus de développement emprunté jusque là, elle prend en compte les mutations intervenues dans l'environnement interne et externe du système éducatif, et s'ouvre aux différents défis pour faire du Sénégal un pays émergent aux plans industriel, technologique et démocratique, et permettre, ainsi, à sa jeunesse d'entrer confortablement dans le prochain millénaire dont les débuts sont marqués par une dynamique accélérée de mondialisation .

Conformément aux options du IX ème Plan qui s'inscrivent dans l'optique de la mise en place d'un cadre macro-économique viable, mettant l'accent sur l'amélioration continue de la compétitivité de l'économie, le développement humain durable et la bonne gouvernance, le Gouvernement a l'intention au cours des prochaines années d'accélérer la croissance, en créant pour le secteur privé un environnement plus propice à ses activités, en mettant en oeuvre entre autres des programmes ambitieux à moyen et long termes visant à mettre en valeur les ressources humaines. L'éducation et la formation qui sont des enjeux importants dans tout processus de développement, constituent à cet égard une priorité pour le Gouvernement qui y consacre plus de 30% du budget de l'Etat.

Mais malgré ces efforts soutenus de l'Etat qui ont permis d'améliorer de façon significative les performances du système éducatif, des insuffisances liées d'une part, à la faiblesse de l'accès à l'éducation, du rendement et de l'efficacité interne du système, et d'autre part à une organisation et une gestion peu rationnelles, limitent sérieusement le développement du système éducatif sénégalais.

C'est pourquoi la politique désormais mise en application dans le secteur est centrée sur le renforcement du système, en priorité, de l'Education de base , de l'enseignement technique et de la formation professionnelle. Un Programme Décennal de l'Éducation et de la Formation (PDEF) articulé en trois phases en sera l'instrument de réalisation, et constituera le cadre de mise en cohérence de l'ensemble des activités développées dans le secteur .

Cette politique repose sur les axes ci-après :

- élargissement de l'accès à l'éducation et à la formation en matière de compétence utiles à la vie ;
- consolidation des capacités à dispenser une éducation pertinente et de qualité à tous les niveaux ;
- création des conditions pour une coordination efficace des politiques et programmes d'éducation
- rationalisation de la mobilisation et de l'utilisation des ressources.

Dans ce cadre, la réalisation de l'objectif d'une scolarisation universelle de qualité à l'horizon 2008 constitue la première priorité du Gouvernement.

I. - Principes pour le développement de l'éducation

1.1. Libéralisation de l'offre éducative : Le Gouvernement garantit le droit des organisations privées, des individus, des communautés religieuses, des collectivités locales et de tout autre agent, qui ont des ressources disponibles, de créer et de gérer des structures éducatives selon leurs principes propres mais en conformité avec les lois et règlements en vigueur. L'expansion de l'offre éducative et la protection de la

liberté de choix des parents seront ainsi favorisées dans un contexte où l'Etat intervient comme l'ultime niveau qui structure les valeurs diverses dans un projet commun.

1.2. Partenariat efficace et bien coordonné : Fort de ce principe de libéralisation et du souci renforcé de créer un environnement incitatif, le Gouvernement développera un partenariat large, efficace et mieux organisé, de sorte que les ressources de toute nature disponibles chez les divers acteurs et partenaires puissent être investies sans entrave dans le secteur éducatif.

1.3. Décentralisation/déconcentration renforcée : La décentralisation et la déconcentration de la gestion de l'éducation sont incontournables dans le contexte avancé de régionalisation, où les collectivités locales doivent assumer correctement le développement de l'éducation à la base en vertu des pouvoirs qui leurs sont transférés par la loi. Pour une meilleure prise en charge des besoins de la base, le Gouvernement renforcera la dévolution du pouvoir du centre vers le niveau local, autour des inspections et des écoles, dans une perspective d'autonomisation et de responsabilisation accrues.

1.4. Education de qualité pour tous (égalité et équité) : La réalité du droit à l'éducation qui appelle une démocratisation effective du système, suppose que l'Etat garantisse une éducation de qualité pour tous. Les mesures à prendre pour promouvoir l'égalité et l'équité impliquent une discrimination positive dans l'allocation des ressources, une attention particulière aux questions liées au genre ou aux handicaps de toute nature, ainsi qu'une diversification des curricula en fonction des besoins et des possibilités des individus.

1.5. Atteinte par tous des normes de performance les plus élevées (qualité) : La qualité résulte de la maximisation des efforts de tous les intervenants directs et d'une bonne coordination de l'action de toutes les structures pour promouvoir à tous les niveaux une école d'excellence. Il s'agit, dans le cadre des projets d'école et d'établissement, et sur la base d'une recherche-action efficace sur les facteurs de qualité, de promouvoir une école performante où tous les apprenants sont aidés à réussir et à aller aussi loin que possible dans les apprentissages. En vue d'améliorer le processus d'enseignement-apprentissage, une attention particulière sera accordée à la mise en place d'un curriculum pertinent, d'un bon dispositif d'évaluation et de remédiation, au renforcement des compétences des enseignants, à l'environnement de l'école.

1.6. Gestion transparente et efficace (responsabilité) : Parallèlement à la responsabilisation des différents niveaux hiérarchiques, notamment des écoles et des établissements, l'obligation de résultats ainsi que la gestion transparente et efficace des ressources allouées au système seront érigées en principe de travail. L'impact réel de la gestion des actions éducatives sera mesuré à travers la vie des apprenants, des familles et de la communauté au sens large.

II. Politiques et stratégies de développement de l'éducation

2.1. Organigramme du système éducatif

Dans le cadre d'un organigramme recentré, les unités fondamentales autour desquelles le système sera bâti sont les établissements préscolaires, les écoles fondamentales (regroupement de l'élémentaire et du moyen), les lycées, les centres de formation professionnelle, les Centres Universitaires Régionaux (CUR), les universités et les établissements du supérieur.

2.2. Développement de la petite enfance

Dans le cadre d'une politique de développement de la petite enfance, le Gouvernement vise à promouvoir l'éducation préscolaire qui a une fonction structurante dans le processus d'émergence de la personnalité et de l'éveil des virtualités profondes de l'enfant. Le type d'éducation dispensée à ce niveau prépare globalement l'enfant aux apprentissages ultérieurs contribuant ainsi à la réduction des taux d'échecs scolaires qui se traduisent par des redoublements et des abandons.

Ainsi, pour assurer le développement rapide de ce sous secteur, il s'agira : i) de relever le taux de pré-scolarisation de 3 % en 1998 à environ 25 % en 2008, en accueillant environ 425 000 enfants de 3 à 5 ans en 2008 ; ii) de promouvoir parallèlement au développement du privé et du préscolaire public, un modèle d'éducation préscolaire de type communautaire, moins onéreux et adapté aux réalités socio-culturelles du pays.

L'atteinte de ces objectifs passera par :

- la diversification, dans le cadre d'une recherche-action, des structures d'accueil de la petite enfance, avec des programmes intégrés et adaptés.
- l'implication des collectivités locales, des ONG, des individus, des communautés et des familles qui assureront dans une large mesure le financement de l'éducation préscolaire ;
- une formation de qualité des personnels, un suivi et une supervision efficaces du fonctionnement des structures préscolaires.

2.3. Cycle fondamental

2.3.1 Le Gouvernement réaffirme le caractère prioritaire du développement de l'éducation de base, dont l'objectif ultime est de doter chaque enfant d'un substrat moral, civique, intellectuel et pratique solide pour servir de base à une vie accomplie. Aussi, doit-elle assurer la livraison d'un programme global et intégré qui devrait promouvoir le développement intégral et harmonieux de l'enfant, le préparer à la vie adulte et constituer une bonne base pour l'accès au cycle secondaire et pour d'autres programmes à l'intention des adultes

L'objectif du Gouvernement est de permettre à chaque enfant de bénéficier d'une éducation de base de qualité de 10 ans.

a) Dans ce cadre, la priorité immédiate est de réaliser la scolarisation universelle de 06 années (95 % de TBS) en 2008 en deux phases : i) admission au CI de tous les enfants de 7-8 ans entre 1999 et 2004 ; ii) maintien des acquis et mise en place d'un système interne de promotions quasi automatiques entre 2004 et 2008.

A cet effet, les stratégies retenues sont les suivantes : construction et maintenance de 2000 salles de classes par an ; mise en œuvre des classes à double flux dans les zones à forte pression démographique, et recours systématique aux classes multigrades en milieu rural, notamment pour compléter les cycles des petites écoles; recrutement d'enseignants contractuels (2000 maîtres par an) et redéploiement des maîtres occupés à d'autres tâches, allègement des procédures et des coûts de construction.

b) L'année cible pour la réalisation d'une éducation de base de qualité de 10 ans pour tous est 2017. A cet effet, il s'agira : i) d'accueillir en 2007 au moins 50 % des sortants des écoles fondamentales de base dans les écoles fondamentales supérieures pour un enseignement de quatre années ii) de développer les capacités d'accueil des écoles fondamentales supérieures entre 1999 et 2008 iii) et de compléter, entre 2008 et 2017, les cycles des écoles fondamentales de base afin qu'elles puissent assurer la scolarité de 10 ans.

Les mesures préconisées pour y arriver sont: mise à contribution des collectivités locales, notamment dans la construction, la réhabilitation et la maintenance des infrastructures scolaires; appui technique aux C L E dans l'élaboration de la carte scolaire ; transformation d'écoles fondamentales de base en écoles fondamentales supérieures, et implantation de « petits collèges ruraux » ; mise en place d'un

environnement favorable propice au développement des écoles privées.

C) Des modèles alternatifs provisoires d'éducation pour accueillir les enfants âgés de 09 à 14 ans exclus du système formel seront mis en oeuvre. Dans ce cadre les modèles d'écoles communautaires de base en expérimentation qui sont basés sur la sous traitance avec des opérateurs de la société civile, seront stabilisés afin de constituer à la fois une modalité d'élargissement de l'offre d'éducation à cette tranche d'âge de la population et un espace d'essai d'initiatives qualitatives. Dans ce cadre, l'articulation entre le curriculum des écoles formelles et ceux appliqués dans les écoles communautaires facilitera la transition vers les niveaux post- élémentaires.

2.3.2 Améliorer la qualité et l'efficacité de l'éducation

Une grande priorité sera accordée à l'amélioration de la qualité du service éducatif de base. A cet effet, les objectifs poursuivis sont : i) promouvoir un curriculum largement partagé, global, intégré, diversifié, flexible et adapté aux besoins réels, à la fois, de l'enfant et de la société, réviser le curriculum des quatre années du cycle fondamental supérieur, en mettant l'accent sur le caractère pratique et pré-professionnel de toutes les disciplines ; ii) améliorer sensiblement les conditions d'enseignement et d'apprentissage dans les écoles, ainsi que l'efficacité pédagogique des enseignants.

Dans ce cadre, la stratégie suivante sera appliquée:

- développement des curricula, avec priorité accordée au langage, aux mathématiques et aux disciplines pratiques pour favoriser l'émergence d'une culture de l'entreprise et du travail chez les apprenants ;
- promotion de la pratique de la pédagogie active dans les écoles; encadrement rapproché des enseignants et l'institutionnalisation des programmes spéciaux de formation continuée des maîtres, des directeurs et des inspecteurs ;
- gratuité et disponibilité effectives des manuels scolaires de base, avec une politique éditoriale basée sur la contractualisation avec le secteur privé, et mise en place d'un réseau fonctionnel de distribution ;
- Implication des comités de gestion des écoles dans la maintenance des manuels scolaires ;
- réalisation d'un temps d'apprentissage minimum de 30 heures par semaine (soit 900 heures par an) dans le cycle fondamental de base ;
- mise en place d'un système efficace d'évaluation des apprentissages et de restitution des résultats au niveau local, et renforcement des services d'orientation ainsi que de conseil dans les écoles fondamentales ;
- introduction des langues nationales pour faciliter l'alphabétisation initiale des enfants dans les petites classes et en tant que discipline d'enracinement culturel, mais aussi dans la perspective d'en faire des langues d'enseignement.
- institution dans les écoles fondamentales supérieures du choix obligatoire d'une discipline technique ou pratique, d'une discipline scientifique ou technologique par tous les élèves, afin de faciliter leur insertion dans la vie et dans le monde du travail ;
- responsabilisation accrue des établissements scolaires dans le cadre des projets d'écoles qui seront institutionnalisés et généralisés.

2.4. Enseignement secondaire

L'objectif de l'enseignement secondaire est de renforcer le niveau d'éducation des enfants pour qu'ils puissent continuer des études supérieures ou recevoir une formation professionnelle de cadre moyen. Le sous-secteur sera réformé pour lui permettre d'assumer correctement cette mission. Dans cette perspective, il s'agira :

- d'élargir l'accès à l'enseignement secondaire à au moins 50% des sortants de l'école fondamentale d'ici l'an 2008 tout en diversifiant les structures d'accueil ;
- d'améliorer la qualité de l'offre d'enseignement secondaire, en mettant l'accent sur le développement de l'

enseignement des sciences et des mathématiques, et sur la diversification du curriculum de l'enseignement secondaire, dans un sens global et large, offrant des programmes variés et spécifiques.

L'atteinte de ces objectifs passe par la mise en œuvre des mesures ci-après :

- extension de la carte scolaire régionale pour absorber les sortants de l'école fondamentale, et maintien du recrutement d'enseignants contractuels.
 - promotion de l'éducation à l'entrepreneuriat, renforcement de la maîtrise des compétences scientifiques, mathématiques et pratiques, développement des sciences informatiques et de l'éducation morale et civique dans les lycées;
 - augmentation du temps d'apprentissage et des ressources consacrés à l'enseignement des sciences et des mathématiques dans tous les lycées d'enseignement général ;
 - spécialisation de certains lycées en sciences, en technologie ou dans des branches professionnelles (agricole, industrielle, en affaires et études commerciales, en art et artisanat, enfin en sport).
 - création, dans chaque région, au moins d'un lycée professionnel, d'un lycée scientifique et d'un lycée technique;
- développement d'un curriculum pertinent et efficace pour chaque type de lycée.
- mise en place d'un système efficace d'évaluation des apprentissages ;
 - recrutement de professeurs contractuels et renforcement des compétences professionnelles du personnel enseignant ;
 - mise en œuvre de projets d'établissement dans tous les lycées dans une perspective d'autonomisation et responsabilisation accrue.

2.4 Enseignement supérieur

Ce sous-secteur est appelé à jouer un rôle moteur dans le développement décennal de l'éducation par la mise en œuvre de ses trois vocations particulières : l'enseignement supérieur, la recherche et le service à la communauté.

Il comprend les universités publiques et privées, les écoles professionnelles supérieures et les Centres Universitaires Régionaux (CUR). L'Etat veillera à la coordination ainsi qu'à l'harmonisation de la politique en matière d'enseignement supérieur, et créera les conditions d'une contractualisation entre l'Etat, les entreprises et les universités. Le concept d'autonomie sera approfondi dans le sens d'une plus grande responsabilisation des universités et écoles supérieures, et de leur dépendance excessive par rapport aux ressources budgétaires. Elles auront plus d'autonomie dans la mobilisation et la gestion des ressources budgétaires.

Les universités publiques et privées doivent développer un enseignement et des programmes d'une qualité mondialement reconnue, ainsi qu'un système de gestion rationnel et transparent mettant plus l'accent sur les dimensions pédagogiques.

Les centres universitaires régionaux qui seront progressivement installés, d'une part, assureront les enseignements du premier cycle universitaire, et d'autre part, prépareront au Diplôme de Technicien Supérieur (DTS). Les écoles professionnelles supérieures continueront à assumer leur fonctions traditionnelles, tout en s'adaptant mieux aux marchés de l'emploi. Celles qui existent dans les régions seront intégrées pour constituer le noyau des Centres Universitaires Régionaux.

Ces options seront réalisées à partir des mesures ci-dessous :

- l'appui du Gouvernement au développement des universités ou établissements d'enseignement supérieur privés.
- développement d'une charte de partenariat visant à mieux installer une approche de service apte à

assurer une autonomie financière à l'enseignement supérieur, dans le cadre d'une démarche participative incluant le gouvernement, le secteur privé et les universités et établissements du supérieur.

- appui du Gouvernement essentiellement axé sur les actions orientées vers la qualité pédagogique et la rationalisation de la gestion des ressources.

2.6. Education des adultes analphabètes

Dans la perspective d'une éducation pour tous qui exige un élargissement de l'offre éducative, les objectifs poursuivis par le Gouvernement à l'intention des adultes analphabètes sont les suivants : i) consolider les acquis et éradiquer totalement l'analphabétisme des adultes, en priorité chez les femmes rurales âgées de 15 à 49 ans, pour renforcer leurs capacités à contribuer au développement ; ii) développer les capacités de planification et de gestion du sous-secteur dans le cadre d'un partenariat renforcé avec les autres ministères et les différents opérateurs, pour faciliter l'intégration de l'alphabétisation dans les divers projets de développement ; iii) stabiliser un programme national d'alphabétisation destiné à assurer une éducation de base de qualité.

Il s'agira globalement de maintenir le taux de réduction de l'analphabétisme de 5 points par an.

La stratégie à mettre en oeuvre repose sur les éléments suivants :

- renforcement du transfert de compétences aux collectivités locales pour le développement de l'alphabétisation,
- intégration de l'alphabétisation fonctionnelle et de la post-alphabétisation dans le cadre d'un programme global unifié;
- mise en œuvre d'une procédure commune fondée sur un manuel de procédures commun à tous les acteurs et partenaires;
- participation multiforme des populations à la réalisation des actions d'alphabétisation ;
- sous-traitance ("faire-faire") des programmes d'alphabétisation avec des opérateurs privés ou des ONG expérimentés.

2.7. Formation professionnelle

Le développement de ce sous-secteur constitue l'une des priorités du Gouvernement. Dans ce cadre il s'agira essentiellement de mettre en place une politique favorable au développement du secteur dans la première phase du PDEF (2000-2003), et d'accélérer son expansion, dans les deuxième et troisième phases (2004-2010) .

La stratégie mise en oeuvre pour atteindre cet objectif est la suivante :

- développement d'un partenariat efficace avec les entreprises, notamment avec les Petites et Moyennes Entreprises (**PME**) homologuées à des tâches de formation et qui devront être appuyées par l'Etat.
- mise en place d'un cadre de référence pour la sélection et la contractualisation de la formation professionnelle par alternance avec les PME, et création d'espaces ainsi que de mécanismes de renforcement de la liaison formation/emploi ;
- restructuration du sous-secteur, en rapport avec le Ministère chargé de l'Emploi, pour mieux l'adapter au marché du travail.
- implication des collectivités locales, du patronat, des syndicats ainsi que des partenaires au développement dans les efforts d'expansion de l'offre de formation.
- rationalisation de la carte de la formation professionnelle, tout en corrigeant les disparités régionales afin d'absorber, dans les différentes filières mises en place, environ 25 % des sortants de l'école fondamentale

en 2008 et 50 % en 2017 ;

- renforcement de l'autonomie juridique et financière des centres de formation professionnelle, qui auront un statut de prestataires de services, dans le cadre d'une gestion tripartite (Etat – Employeurs – Travailleurs) où l'Etat joue davantage un rôle de régulation-conseil, tout en continuant à fournir des services de formation.
- rentabilisation des structures existantes et valorisation de l'apprentissage ;
- intégration dans les curricula, des dimensions auto-emploi et emploi non salarié ;

2.8. Questions spécifiques

2.8.1- Education des filles, des enfants handicapés , pauvres et/ou vulnérables

Le Gouvernement prendra toutes les mesures utiles pour faire de l'égalité des chances et de l'équité une réalité dans le système éducatif, notamment en ce qui concerne l'éducation des filles, des enfants handicapés et des enfants issus de groupes pauvres ou vulnérables.

Dans ce cadre, il envisage d'améliorer l'accès, le maintien et la réussite des filles à l'école ; de promouvoir une éducation spéciale intégratrice de qualité à travers tout le pays ; et de développer une discrimination positive en matière d'offre éducative et de distribution de ressources au profit des enfants issus des familles pauvres et/ou vulnérables

Les mesures suivantes permettront de concrétiser ces options :

- élaboration et mise en œuvre par les Conseils Locaux d'Education de plans d'actions centrés sur l'égalité des chances d'accès et de participation entre filles et garçons dans toutes leurs écoles, sur la prise en charge correcte des besoins spéciaux des enfants handicapés, et sur des soutiens spécifiques en matériel didactique en faveur des élèves issus de milieux pauvres et/ou vulnérables;
 - meilleure prise en compte des problèmes spécifiques au genre dans les curricula, dans la formation initiale et continuée des enseignants, et dans les programmes de conseil et d'orientation du MEN ;
 - renforcement de la scolarisation des filles par des mesures spécifiques telles que la mobilisation sociale, l'affectation des femmes à des postes de responsabilité, la création de cantines ou centre d'accueil au niveau du secondaire, la sensibilisation des parents ainsi que des communautés sur les questions de genre et développement
 - identification des groupes vulnérables, évaluation de leurs besoins et définition d'une stratégie appropriée de prise en charge, en collaboration avec tous les ministères concernés, les collectivités locales, les ONG et communautés religieuses ; mise en place d'un dispositif de sensibilisation et de dépistage précoce des cas de handicaps, et de services spéciaux pour les enfants dont les handicaps ne permettent pas une présence normale dans les écoles ;
 - formation des enseignants et des inspecteurs en éducation spéciale, et développement de curricula adaptés, d'un matériel didactique et un dispositif d'appui technologique appropriés ;
-
- mise en place, en collaboration avec les partenaires, d'un système d'allocation de bourses et d'aides basé sur des critères de discrimination positive, destiné aux filles performantes en mathématiques, sciences et technologie, aux enfants pauvres et vulnérables, notamment les orphelins et les enfants du monde rural.

2.8.2- Education à la santé, à l'environnement, à la vie familiale et en matière de population

Le Gouvernement demeure convaincu que l'éducation à la santé, à l'environnement, à la vie

familiale et en matière de population constitue une garantie essentielle pour l'avènement d'un développement humain durable.

Le MEN travaillera étroitement avec les Ministères chargés de la Santé et de l'Environnement ainsi qu'avec les autres partenaires, pour assurer la promotion de la santé des élèves (et à travers eux, celle de leurs communautés d'origine et de leurs futures familles), ainsi que le développement de leur environnement global et immédiat.

A cet effet, le Gouvernement prendra les mesures suivantes : détermination des normes en matière de santé et d'environnement dans les écoles et lycées ; mise en place d'un paquet de services de déparasitage ; développement des infirmeries d'écoles gérées par des relais communautaires formés à cet effet ; réforme des inspections médicales scolaires pour centrer leurs actions sur l'éducation à la santé notamment en matière de SIDA d'hygiène et de santé reproductive ; sensibilisation et implication des parents ; assainissement régulier et désinfection périodique des établissements ; réintroduction des consultations annuelles dans les écoles ; formation des enseignants à des tests simples de détection de troubles auditifs et visuels ; intégration définitive des programmes transversaux liés à ces questions dans les curricula de l'école de base, assurant ainsi leur généralisation et leur pérennisation.

2.8.2- Enseignement de la langue arabe

En raison de l'importance de la langue arabe dans l'environnement culturel des populations sénégalaises, le Gouvernement réaffirme sa volonté de promouvoir son enseignement.

En tant que facteur d'accroissement de la demande d'éducation, le développement des écoles franco-arabes sera assuré à partir d'une expérimentation bien contrôlée, notamment au niveau de l'éducation de base et dans les zones où l'expansion de l'école classique rencontre des résistances. Dans le dispositif à mettre en place, au moins 40% du temps d'apprentissage sera consacré à la langue française.

Les mesures appropriées seront prises pour recruter des enseignants bilingues (français-arabe) et aligner leur temps de travail hebdomadaire sur celui des enseignants en langue française.

2.8.4 - Les Technologies de l'Information et de la Communication (TIC)

Soucieux de coller à la dynamique de développement des TIC, le Gouvernement réaffirme ses options relatives à leur utilisation en tant que facteur d'amélioration de la qualité de l'enseignement-apprentissage dans les écoles, de renforcement des capacités institutionnelles du MEN à travers les possibilités de communication interne et externe à des prix raisonnables.

A cet effet, le Gouvernement procédera à la création de centres informatiques dans certains établissements, en mettant l'accent dans un premier temps sur les écoles fondamentales supérieures et les lycées ; au renforcement de l'équipement des services centraux et décentralisés du MEN en matériel informatique, à la formation des enseignants ainsi que des personnels des services centraux et décentralisés du MEN, à la détermination des conditions de prise en charge acceptable des coûts dans le cadre de l'informatisation.

2.8.5 . Le recrutement et la formation des enseignants

L'objectif du Gouvernement est de pourvoir correctement le système éducatif en personnels enseignants qualifiés, pour atteindre les objectifs quantitatifs et qualitatifs poursuivis dans le cadre du PDEF. Tout en maintenant les acquis des enseignants fonctionnaires, des options variées de contractualisation seront privilégiées pour le recrutement des personnels des écoles fondamentales et des lycées,.

Dans ce cadre, pour des raisons d'équité, de cohérence et d'efficacité, le Gouvernement reformera

le système de formation ainsi que le mode de recrutement des enseignants en fonction des objectifs du PDEF. L'uniformisation de la formation initiale et continuée des enseignants concernés, l'engagement massif de personnels contractuels et la décentralisation de la gestion de ce personnel seront les grands axes de cette réforme.

Les stratégies à mettre en œuvre à cet effet se résument comme suit :

v Les enseignants des écoles fondamentales et des lycées seront recrutés parmi les sortants des Ecoles de formation des instituteurs (EFI) et de l' Ecole Normale Supérieure (ENS), comme Volontaires ou vacataires de l'Education à l'entrée. Après quatre années de volontariat ou de vacation, ils deviennent des instituteurs ou des professeurs contractuels, dotés de plans de carrière permettant d'améliorer leur statut de départ, avec la possibilité d'accéder à la fonction publique par voie de concours selon des quotas à fixer chaque année.

v La sélection des Volontaires de l'Education et des Vacataires sera organisée annuellement par les IA dans le cadre d'un concours régional basé sur les quotas attribués, en fonction des besoins identifiés, aux IDEN et aux IA par arrêté du MEN. Le MEN publiera un nouveau texte portant organisant les concours régionaux de recrutement des Volontaires et des vacataires de l'éducation.

v Les Volontaires sélectionnés dans les 10 régions du pays et destinés aux écoles fondamentales de base, seront formés exclusivement dans les EFI, sur la base d'un référentiel de compétences bien stabilisé et d'un dispositif pédagogique amélioré. Les quatre EFI existantes seront restructurées à cet effet, afin qu'elles puissent assurer chaque année une formation pédagogique pour deux cohortes de 1000 Volontaires chacune. La durée de formation des Volontaires, revue à la hausse, passera de trois à cinq mois.

v Les vacataires sélectionnés au niveau des régions, et destinés aux écoles fondamentales supérieures et aux lycées, subiront une formation pédagogique d'un an à l'Ecole Normale Supérieure (ENS) dans le cadre d'un dispositif pédagogique renforcé.

v Les séjours payant seront maintenus pour les auditeurs libres ou envoyés par des organismes privés, des collectivités locales ou des ONG dans les EFI ou à l'ENS. Le dispositif d'intervention de ces écoles de formation intégrera la stratégie de la formation à distance.

v Les IDEN auront la responsabilité de la gestion des personnels contractuels ou fonctionnaires mis à leur disposition pour servir dans les écoles fondamentales ; les IA assureront la gestion des personnels contractuels ou fonctionnaires des lycées.

v Les capacités institutionnelles des EFI, de l'ENS et des PRF seront renforcées pour leur permettre d'assurer efficacement la formation initiale et continuée des personnels des écoles fondamentales et des lycées.

v Le gouvernement mettra en œuvre un dispositif de formation continuée amélioré, fondé sur un référentiel pertinent, efficace, et différencié selon les niveaux d'enseignement. L'optique sera de compléter et de renforcer la formation initiale, et de tenir les sessions prioritairement dans les écoles pour répondre aux besoins en formation liées aux problèmes pédagogiques concrets rencontrés par les enseignants ou à la mise en œuvre des innovations. Les Pôles Régionaux de Formation continuée (PRF) joueront un rôle central en collaboration avec les EFI et l'ENS.

v Un plan d'action sera mis en œuvre en vue de l'affectation à des postes d'enseignement, du

personnel enseignant détaché à des tâches administratives, et de la réduction du taux de suppléance de son niveau actuel de 10,8% à 5%.

v En raison de la nécessité de professionnaliser davantage le corps enseignant, le gouvernement élaborera un code de déontologie fixant les normes et standards d'un bon exercice de la fonction. Il renforcera la communication et la concertation avec les partenaires sociaux en vue de l'amélioration des conditions morales et matérielles des enseignants.

2.9. Financement de l'éducation

Le Programme Décennal de l'Education et de la Formation (PDEF) qui doit sous-tendre les performances économiques, techniques et sociales, bénéficiera de l'appui de l'Etat, des collectivités locales, des communautés, du secteur privé ainsi que des partenaires au développement. Les ressources budgétaires qui seront affectées au Ministère de l'Education Nationale devront permettre d'atteindre en priorité l'objectif d'une scolarisation universelle de qualité en 2008, à partir du cadrage budgétaire du modèle de simulation financière dont les hypothèses découlent de la Revue des Dépenses Publiques.

- atteindre un taux de croissance annuel moyen en volume du PIB d'au moins 5%, et un taux de croissance annuel moyen en volume du budget de l'Etat de 2,5% ;
- maintenir la part du budget de l'Etat alloué à l'Education à 33% au moins jusqu'en 2008 ;
- accroître progressivement la part des budgets des collectivités locales allouée à l'Education de 1% en 1998 à 10% en 2008 afin de mieux faire face aux charges récurrentes et aux dépenses d'investissement ;
- sensibiliser davantage les partenaires au développement, les ONG, au financement du système éducatif ;
- mobiliser les communautés et le privé pour une contribution accrue aux dépenses d'éducation et de manière plus substantielle pour les niveaux post-élémentaires ;
- gérer de manière rationnelle les ressources allouées au système éducatif.

.. Le financement du développement de la petite enfance sera essentiellement assuré par les collectivités locales, les communautés, les ONG, la société civile et les promoteurs privés. L'Etat y contribuera dans la limite de ses moyens.

.. L'école fondamentale de base est gratuite et reste la première priorité du Gouvernement. Les dépenses récurrentes seront rééquilibrées entre les ordres d'enseignement en donnant la priorité à ce sous-secteur. Il s'agira d'accroître progressivement la part des dépenses d'éducation élémentaire dans le budget de fonctionnement dans un premier temps à 44% en 2003 puis à environ 50% en 2008. La gratuité des manuels scolaires sera garantie au moins dans ce sous-secteur, dans le cadre d'une politique éditoriale basée sur la contractualisation avec le secteur privé.

Le développement de l'école fondamentale supérieure sera financé par l'Etat, les collectivités locales et les promoteurs privés pour préparer les conditions d'une scolarisation universelle de 10 ans.

.. Le financement de l'enseignement secondaire sera assuré dans une large mesure par l'Etat. Toutefois, la participation inévitable des bénéficiaires sera discutée et codifiée dans une charte de recouvrement des coûts. L'implication des privés et des ONG dans l'expansion du sous-secteur et l'amélioration de sa qualité sera fortement encouragée. Dans ce cadre il s'agit i) de réaliser les infrastructures nécessaires sur une base partenariale entre l'Etat, les collectivités locales, les communautés, les ONG et le secteur privé; ii) de fixer, au niveau des Conseils Locaux d'Education, les frais d'inscription à payer dans chaque lycée, et maintenir un système d'appui au profit des enfants pauvres et des groupes

vulnérables.

“ Le gouvernement introduira un système de recouvrement des coûts pour les niveaux autres que l'élémentaire : école fondamentale supérieure, enseignement secondaire général et technique, formation professionnelle, enseignement supérieur. Une charte fixant les montants appropriés pour chaque niveau, organisant la gestion décentralisée des fonds recueillis par les établissements ainsi que les catégories de dépenses éligibles sera finalisée au plus tard dans le courant de l'année 2000 en vue d'une application à partir de la rentrée 2000/2001. Les montants estimés dans le modèle de simulation du PDEF serviront de base à ce travail.

“ Le gouvernement mettra en place un fonds de développement de l'enseignement technique et de la formation professionnelle. Les ressources budgétaires et extra budgétaires allouées au sous-secteur seront augmentées sur la base des orientations à définir dans la première phase du PDEF.

“ Le financement de l'enseignement supérieur sera partagé entre l'Etat, les étudiants et les institutions universitaires qui devront tendre vers une relative autonomie sur le plan financier. Dans la limite de ses possibilités, l'Etat maintiendra sa politique d'assistance aux cibles vulnérables et de promotion de l'excellence. Dans ce cadre, l'Etat prend en charge selon ses moyens les coûts liés aux salaires, au renforcement du personnel, aux programmes de développement et à la recherche. Les étudiants payeront des frais d'inscription dont les montants seront décidés par leurs conseils d'administration. Les institutions universitaires assureront une bonne partie de leurs charges de fonctionnement à partir des contributions des étudiants et des activités génératrices de revenus qu'elles développeront.

Une étude sera menée sur les formes à donner à l'appui public à l'enseignement supérieur. Cet appui dépendra de la réalisation de certains services définis dans le cadre de cahiers de charges ou de contrats annuels ;

Les universités publiques seront soumises à l'obligation de fournir régulièrement au Gouvernement, leurs politiques et plans stratégiques, leurs résultats, des rapports financiers et d'audit de qualité.

L'Etat appuiera sous forme d'aides ou de bourses les étudiants méritants issus de familles pauvres, les jeunes filles et les handicapés.

“ Le financement de l'alphabétisation sera assuré principalement par les collectivités locales, les ONG et autres partenaires au développement, les entreprises, les communautés, les familles et les individus à titre privé, selon des procédures à uniformiser d'ici l'an 2002.

“ L'enseignement privé : Pour le Gouvernement, les déclarants responsables d'écoles privées sont des partenaires privilégiés dans l'offre d'éducation. Il créera les conditions favorables pour renforcer leur participation au développement de l'éducation.

Pour cela, il s'agira de réviser la législation en matière d'enseignement privé, de faciliter l'accès des promoteurs privés à des terrains, à des prêts concessionnels, à des fonds publics ou provenant des bailleurs de fonds, à des formations.

2.10. Organisation et gestion de l'éducation

Le développement du secteur repose d'une part sur une approche programme et d'autre part sur la planification décentralisée, la mise en oeuvre ainsi que l'évaluation de plans départementaux et régionaux de développement de l'éducation (**PDDE** et **PRDE**), dans le cadre d'un partenariat regroupant les collectivités locales, les autorités scolaires déconcentrées et la société civile. Le Gouvernement veillera à la formation et à l'encadrement des structures décentralisées de planification.

Dans ce nouveau contexte, le Gouvernement garantit l'application des dispositions de la Loi d'Orientation

N° 91-22 du 16 Février 1991 , et la mise en place d'un système d'éducation et de formation pertinent et efficace. Il garantira les normes et recherchera activement une participation pleine et juste des divers acteurs, le concours de l'initiative privée, individuelle et collective.

Un dispositif de pilotage participatif de l'approche programme sera mis en place. Il sera assuré par un Conseil Supérieur de l'Education et de la Formation (CONSEF) Nationale chargé de l'orientation, l'impulsion et la validation des plans d'opération, présidé par le Ministre de l'Education et des comités de coordination et de Suivi mis en place aux niveaux national, régional et départemental. Ce dispositif permettra d'assurer une meilleure coordination des contributions des bailleurs de fonds.

Les collectivités locales disposent de par la loi, d'importantes compétences en matières d'éducation. Elles sont responsables du développement de l'éducation et de la formation dans leur espace de gestion et de l'entretien des infrastructures scolaires. Ils doivent, à cet effet, promouvoir un partenariat large et efficace à la base.

En rapport avec les autorités déconcentrées, elles seront chargées de développer l'éducation à la base, dans le cadre de l'élaboration, la mise en oeuvre et l'évaluation des PRDE et des PDDE, de la mobilisation des partenaires et des ressources, et de l'adaptation des nouveaux curricula aux contextes locaux.

A cet effet, le Gouvernement procédera à l'installation de *Conseils Locaux d'Education*, composés des élus locaux, des membres de la société civile, des autorités scolaires et des parents d'élèves. Ce cadre constituera un espace de concertation, d'orientation et de régulation, des projets et plans d'éducation au niveau des écoles, des communautés rurales, des communes, des départements et des régions.

Le cadre réglementaire des **CLE** sera défini selon une démarche participative, dans le cadre d'une étude à conduire en l'an 2000.

Le Gouvernement mettra en oeuvre un dispositif de renforcement des capacités des régions, un système efficace de contrôle de l'utilisation des ressources transférées, et un partenariat dynamique pour une gestion participative de l'éducation à la base.

L'autonomie et la responsabilité des écoles et établissements scolaires ou de formation seront renforcés dans le cadre du développement des projets d'école et d'établissement, qui s'articulent aux PDDE et aux PRDE.

Les services centraux du MEN, dans le cadre de ce système décentralisé et déconcentré, conserveront leur mission de régulation et d'encadrement : formuler des politiques, établir les textes réglementaires, mobiliser les ressources, développer le curriculum national, fixer les normes et standards, superviser l'entretien des bâtiments, suivre et évaluer le développement du système, traiter et publier les statistiques nationales.

Le Gouvernement publiera un nouveau décret portant réorganisation du MEN et mettra en place un organigramme cohérent et rationnel, en phase avec les options du PDEF.

Il modernisera son dispositif de gestion et d'information, introduira l'obligation de résultats dans ses principes de gestion et mettra en place un dispositif de nomination à des postes de responsabilité plus sélectif, avec des cahiers de charges précis.

Il développera une coordination efficace des actions d'éducation et de formation mises en oeuvre par différents départements ministériels, tout en les intégrant dans un cadre politique unique. Un comité interministériel doté d'un secrétariat sera créé à cet effet.

Le Gouvernement recourra à la délégation de maîtrise d'ouvrages en général, notamment en matière de construction de classes et d'édition de manuels scolaires. A cet effet, une agence chargée des constructions et de l'équipement scolaires sera mise en place au plus tard en octobre 2000.

Aux côtés de l'Etat et des collectivités locales :

- les partenaires au développement appuient les programmes de développement du secteur éducatif, l'amélioration des ressources humaines et le renforcement des capacités institutionnelles des structures

éducatives.

- la société civile (ONG, Syndicats, Associations de parents d'élèves, Associations féminines, ASC) contribue sous des formes variées, à la conception, à la réalisation ainsi qu'à l'évaluation des politiques et programmes de développement de l'éducation et de la formation à tous les niveaux du système.

Une pleine participation des communautés au développement de l'éducation sera encouragée à tous les niveaux. Dans ce cadre, le Gouvernement devra réviser la législation en vigueur, favoriser une attitude de plus grande ouverture chez les enseignants et les autorités, appuyer les ONG et autres organismes prenant en charge l'éducation des filles, des enfants handicapés, pauvres ou vulnérables.

Le gouvernement prendra toutes les dispositions appropriées pour l'instauration d'un partenariat dynamique entre les acteurs de manière à garantir l'atteinte des objectifs poursuivis en commun.

Fait à Dakar le 14 Février 2000

LE MINISTRE DE L'EDUCATION NATIONALE	LE MINISTRE DE L'ECONOMIE , DES FINANCES ET DU PLAN
ANDRE SONKO	MOUHAMED EL MOUSTAPHA DIAGNE

MAP SECTION

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FROM: Vice President and Secretary

March 28, 2000

SENEGAL: Quality Education for All Project
Project Appraisal Document
(Corrigendum - Annex 14 - English Translation)

Attached is the English version of Annex 14 to the Project Appraisal Document (19610-SE) regarding a proposed Quality Education for All credit to the Republic of Senegal (IDA/R2000-33 dated March 23, 2000). This project will be discussed at a meeting of the Executive Directors to be held on **Tuesday, April 11, 2000**.

Questions on these documents should be referred to Ms. Thienta (ext. 34717).

Distribution:

Executive Directors and Alternates
President
Bank Group Senior Management
Vice Presidents, Bank, IFC and MIGA
Directors and Department Heads, Bank, IFC, and MIGA

The Staff Appraisal Report has a restricted distribution until the Executive Directors approve the project. Following project approval, the document will be available upon request to the public.

REPUBLIC OF SENEGAL

One people – One goal – One faith

GENERAL POLICY LETTER

FOR THE EDUCATION AND TRAINING SECTOR

FEBRUARY 2000



Introduction

Senegal's education policy for the next decade (1999-2008) is based on law 91-22 of February 16, 1991. The lessons from the development process to date have been learnt and account has been taken of the transformations which have occurred in the internal and external environment of the education system, so that education can respond to the various challenges to be met if Senegal is to emerge in the industrial, technological and democratic spheres and its young people are to be equipped for the coming millennium, characterized already by the growing phenomenon of globalization.

The Government is mindful of the options of the Ninth Plan, which are geared to the creation of a viable macroeconomic framework stressing continuous improvement of the competitiveness of the economy, sustained human development and good governance. Accordingly, it intends over the next few years to accelerate growth, by creating an environment more conducive to private sector activities through ambitious medium-term and long-term programs to upgrade human resources. Education and training, so important in any development process, are thus a priority for the Government, which allocates to them over 30 percent of the State budget.

However, despite these ongoing efforts by the State, which have significantly improved the performance of the Senegalese education system, the development of this system is seriously hampered, on the one hand, by the inaccessibility of education, low productivity and internal inefficiency of the system and, on the other hand, by poor organization and management.

For this reason, current policy in this sector is to give priority to strengthening basic education, technical education and vocational training. This goal will be achieved through a Programme Décennal de l'Education et de la Formation (PDEF), divided into three phases, which will be the umbrella for all activities undertaken in this sector.

This policy comprises the following aspects:

- expanded access to education and to training in life skills;
- consolidated capacity to provide relevant and quality education at all levels;
- creation of conditions for the effective coordination of education policies and programs;
- rationalized resource mobilization and utilization.

In this connection, the Government's top priority is quality universal education by 2008.

I. Principles for the development of education

1.1. Liberalization of the delivery of education: The Government recognizes the right of private organizations, individuals, religious groups, local communities and any other agent possessing available resources to create and manage education facilities according to their own principles but in accordance with the laws and regulations in force. The expansion of education services and the protection of parents' freedom of choice will thus be encouraged in a context in which the State intervenes as the last level structuring the diverse values into a common project.

1.2. Efficient and well-coordinated partnership: Following this principle of liberalization and in a desire to create a propitious environment, the Government will develop a broad, efficient and better organized partnership, so that the resources of all kinds available to the various stakeholders and partners can be invested without hindrance in the education sector.

1.3. Greater decentralization/devolution: Decentralization and devolution of the management of education are essential in the context of greater regionalization, in which local communities must correctly organize the development of basic education in exercise of the powers transferred to them by law. In order to ensure the enhanced satisfaction of basic needs, the Government will step up the devolution of power from the center to the local level, as regards education authorities and schools, with a view to enhancing empowerment and accountability.

1.4. Quality education for all (equality and equity): The realization of the right to education requires effective democratization of the system and means that the State must guarantee quality education for all. The measures to be taken to promote equality and equity involve affirmative action in the allocation of resources, special attention to gender issues and to disabilities of any kind, as well as diversification of curricula to reflect the individuals' needs and abilities.

1.5. Attainment of the highest standards of performance by all (quality): Quality is the result of maximum efforts by all those directly involved and of proper coordination of the activities of all facilities in order to promote a school of excellence at all levels. The goal is, through school and institution projects and on the basis of effective research-action on quality factors, to promote a successful school where all students are helped to succeed and to advance as far as possible in the learning process. In order to improve the teaching and learning process, special attention will be given to the creation of a relevant curriculum and of a good evaluation and correction mechanism, to upgrading of teachers' skills and to improvement of the school environment.

1.6. Transparent and efficient management (accountability): In addition to accountability of the various levels in the hierarchy, particularly the schools and institutions, the obligation to achieve results and the transparent and efficient management of resources will be made a guiding principle. The real impact of the management of education activities will be measured in the life of the students, the families and of the community in the broad sense.

II. Policies and strategies for the development of education

2.1. Organigram of the education system

In the refocused organigram, the basic units around which the system will be constructed are the pre-school institutions, the basic schools (combining elementary and middle school), the lycées, the vocational training centers, the Regional University Centers (CUR), the universities and the institutions of higher education.

2.2. Early childhood development

As part of its policy of early childhood development, the Government is endeavoring to promote pre-school education, which plays a structuring role in the emergence of the child's personality and the awakening of the child's inherent potential. The education provided at this level is a total preparation of the child for subsequent learning and helps to reduce the failure rate, as reflected in repetitions and dropouts.

Consequently, in order to ensure the rapid development of this subsector, the goal will be: (i) to increase the percentage of children receiving pre-school education from 3 percent in 1998 to about 25 percent in 2008, reaching about 425,000 children between three and five years of age in 2008; (ii) in conjunction with the development of private and public pre-schools, to promote a community-type model of pre-school education, which is less costly and better suited to social and cultural conditions in Senegal.

These goals will be achieved by means of:

- diversification, in the context of research-action, facilities for young children, with integrated and suitable programs;
- involvement of local collectivities, NGOs, individuals, communities and families who will provide much of the financing for pre-school education;
- quality staff training, effective monitoring and supervision of the operation of pre-school facilities.

2.3. Basic cycle

2.3.1. The Government reaffirms the priority given to the development of basic education, with the ultimate aim of giving each child a solid moral, civic, intellectual and practical grounding as the basis for a successful life. Consequently, a comprehensive and integrated program must be delivered which should promote the overall and harmonious development of children, prepare them for adult life and provide a good basis for access to the secondary cycle and for other adult education programs.

The Government's goal is to enable each child to receive a ten-year quality basic education.

(a) In this situation, the immediate priority is to achieve universal six-year schooling (gross enrollment rate of 95 percent) by 2008 in two phases: (i) admission to CI of all children seven and eight years of age between 1999 and 2004; (ii) maintenance of the progress made and establishment of an internal system of quasi-automatic promotions between 2004 and 2008.

For this purpose, the strategies adopted are the following: construction and maintenance of 2,000 classrooms a year; double shifting in heavily populated areas, and systematic use of multigrade classes in rural areas, in particular to provide the full cycle of studies in small schools; recruitment of contract teachers (2,000 a year) and redeployment of teachers used for other tasks; streamlining of construction procedures and costs.

(b) The target date for achieving ten-year quality basic education for all is 2017. In order to achieve this target, it will be necessary: (i) by 2007 to enable at least half of the children leaving the basic schools to move on to upper basic schools for four years of schooling; (ii) to expand the capacity of upper basic schools between 1999 and 2008; and (iii) between 2008 and 2017 to enable lower basic schools to provide the full ten years of schooling.

The measures advocated for achieving this are: involvement of the local communities, particularly in the construction, retrofitting and maintenance of school infrastructures, technical support to the Local Education Council in school mapping; conversion of lower basic schools into higher basic schools and creation of "small rural colleges"; creation of an environment conducive to the development of private schools.

(c) Alternative arrangements will be made on a temporary basis to educate children between nine and fourteen years of age who are outside the formal system. In this connection, the experiment of outsourcing basic community schools to civil society entities will be institutionalized so as to provide a means of expanding the delivery of education to this age group and a forum for testing qualitative innovations. In this connection, the dovetailing of the curricula in formal schools and those used in the community schools will facilitate the transition to the post-elementary levels.

2.3.2. Improvement of the quality and efficiency of education

High priority will be given to the improvement of basic education services. The objectives sought here are: (i) promotion of a broadly shared curriculum which will be global, integrated, diversified, flexible and geared to the real needs of both children and society, revision of the curriculum for the four years of the upper basic cycle, stressing the practical and pre-professional nature of all the subjects taught; (ii) achievement of considerable improvements in teaching and learning conditions in schools, as well as in the professional skills of teachers.

In this context, the following strategy will be adopted:

- curriculum development, with emphasis on language, mathematics and practical subjects to foster a culture of enterprise and hard work among students;
- promotion of the practice of active pedagogy in schools; close supervision of teachers and creation of special programs of in-service training for teachers, school directors and inspectors;
- ample provision of basic textbooks without charge, with a publishing policy based on contracts with the private sector, and creation of a functional distribution network; involvement of school boards in the maintenance of textbooks;
- provision of at least 30 hours a week (900 hours a year) of instruction in the lower basic cycle;
- creation of an efficient testing system and announcement of results at the local level, and strengthening of guidance and counseling services in basic schools;
- introduction of the use of national languages to help children in the lower classes to learn reading and writing and to anchor the teaching in the cultural context, as well as with a view to using them as languages of instruction;
- obligatory study by all students at upper basic schools of a technical or practical subject, a scientific or technological subject, so as to facilitate their insertion in life and in the world of work;
- greater accountability of school establishments through school projects to be institutionalized and applied generally.

2.4. Secondary education

The purpose of secondary education is to raise children's educational level so that they can go on to higher education or receive intermediate-level vocational training. The subsector will be reformed to enable it to perform this mission. Accordingly, measures will be taken to:

- expand access to secondary education to reach at least half of the children leaving basic schools by 2008, while diversifying secondary facilities;
- improve the quality of secondary education, stressing science and mathematics and diversification of the secondary school curriculum, in a global and broad sense, to offer varied and specific programs.

These objectives will be achieved by means of the following measures:

- expansion of the regional school network to absorb children leaving basic schools, and continuing recruitment of contract teachers;
- promotion of education for entrepreneurial activities, greater emphasis on the acquisition of scientific, mathematical and practical skills, development of computer studies and moral and civic education in lycées;
- allocation of more time and resources to the teaching of science and mathematics in all general education lycées;
- specialization of certain lycées in science, technology or professional studies (agriculture, industry, business and commerce, art and handicrafts, sports);
- creation in each region of at least one professional lycée, one scientific lycée and one technical lycée; development of a relevant and effective curriculum for each type of lycée;
- creation of an effective testing system;
- recruitment of contract teachers and upgrading of the professional skills of teaching staff;
- implementation of school projects in all lycées in order to achieve greater empowerment and accountability.

2.5. Higher education

This subsector will be required to play a leading role in the ten-year plan for the development of education by virtue of its three specific facets: higher education, research and service to the community.

The subsector consists of the public and private universities, the higher vocational schools and the Regional University Centers (CUR). The State will be responsible for the coordination and harmonization of higher education policy and will enter into contracts with enterprises and universities. The concept of autonomy will be developed by giving greater responsibility to the universities and higher schools and reducing their excessive dependence as regards budget resources. They will have greater autonomy to mobilize and manage budget resources.

The public and private universities must provide instruction and programs of internationally recognized quality and must have a system of rational and transparent management with greater emphasis on pedagogical aspects.

The regional university centers to be set up gradually will both provide education for the first university cycle and prepare students for the Higher Technical Diploma (DTS). The higher vocational schools will continue to perform their traditional functions but will be geared more closely to the labor market. Those which exist in the regions will be combined to form the nucleus of the Regional University Centers.

These options will be achieved through the following measures:

- Government support for the development of private universities or institutions of higher education;
- development of a partnership charter designed to foster a service approach which will ensure the financial autonomy of higher education, within the framework of a participatory system including the Government, the private sector and the universities and institutions of higher education;
- Government support focused on action to improve the quality of teaching and rationalize the management of resources.

2.6. Adult literacy campaigns

Within the context of education for all, which requires expanded education services, the goals pursued by the Government as regards adult literacy are as follows: (i) to build on the progress made and completely eradicate adult illiteracy, with special attention to rural women between fifteen and forty-nine years of age, so as to enhance their ability to contribute to development; (ii) to develop the planning and management capacities of the subsector in the context of an enhanced partnership with the other ministries and various entities, so as to facilitate the inclusion of literacy in the various development projects; (iii) to stabilize a national literacy program designed to ensure quality basic education.

The overall target will be to maintain the illiteracy reduction rate at 5 percentage points a year.

The strategy to be implemented is based on the following elements:

- enhanced transfer of functions to the local communities for literacy work;
- integration of functional literacy and post-literacy within a unified global program;
- introduction of a common procedure based on a manual of procedures common to all stakeholders and partners;
- multifarious participation by the population in the implementation of literacy campaigns;
- outsourcing (“getting others to do it”) of literacy programs to private entities or experienced NGOs.

2.7. Vocational training

The development of this subsector is one of the priorities of the Government. It is concentrating on instituting a policy favorable to the development of the subsector in the first phase of the PDEF (2000-03) and accelerating its expansion in the second and third phases (2004-10).

The strategy is as follows:

- development of an effective partnership with enterprises, particularly small and medium-sized enterprises (PMEs), which are authorized to provide training and which should receive State support;
- establishment of a frame of reference for the selection of vocational sandwich courses for outsourcing to PMEs and creation of outlets and mechanisms to enhance the training/employment link;
- restructuring of the subsector, in cooperation with the Ministry of Employment, to make it better suited to the labor market;
- involvement of local communities, employers, trade unions and development partners in the efforts to expand training facilities;
- rationalization of the distribution of vocational training facilities, to correct regional disparities and ensure that about 25 percent of students leaving basic school in 2008 and 50 percent of those leaving in 2017 will be absorbed in the various openings existing;
- greater legal and financial autonomy for the vocational training centers, which will have the status of service providers, in the context of a tripartite management (State – Employers – Workers) in which the State plays a bigger role as regulator and adviser, while continuing to provide training services;
- making the existing structures profitable and the training more valuable;
- incorporation in curricula of the concept of self-employment.

2.8. Specific issues

2.8.1. Education of girls and of disabled, poor and/or vulnerable children

The Government will do everything necessary to make equal opportunity and equity a reality in the education system, particularly as regards the education of girls, disabled children and children from poor or vulnerable groups.

In this connection, it intends to improve girls' access, throughput and success; to promote quality special inclusive education throughout the country; and to engage in affirmative action as regards the delivery of education and the distribution of resources for the benefit of children from poor and/or vulnerable families.

The following measures will achieve these goals:

- formulation and implementation by the Local Education Councils of action plans focused on equal opportunity for access and participation by girls and boys in all their schools, on suitable attention to the special needs of disabled children and on specific inputs of teaching materials for pupils from poor and/or vulnerable backgrounds;
- greater attention to gender-specific problems in curricula, in initial and in-service training of teachers and in guidance and counseling programs of the Ministry of Education;
- increase in the enrollment of girls, through specific measures such as social mobilization, assignment of women to posts of responsibility, creation of cafeterias and social centers in secondary schools, campaigns to sensitize parents and communities to gender and development issues;
- identification of vulnerable groups, evaluation of their needs and formulation of an appropriate action strategy, in cooperation with all the Ministries concerned, the local communities, NGOs and religious groupings; creation of a system to promote awareness and ensure early detection of disabilities and provision of special services for children with disabilities that prevent normal attendance at school;
- training of special education teachers and inspectors and development of special curricula, of appropriate teaching materials and of a technological support system;
- creation, in cooperation with the partners, of an affirmative action system of scholarships and financial aid for girls who are good at mathematics, science and technology and for poor and vulnerable children, particularly orphans and rural children.

2.8.2. Education in health matters, environmental issues, family life and demographics

The Government remains convinced that education in health matters, environmental issues, family life and demographics is an essential guarantee for the advent of lasting human development.

The Ministry of Education will work closely with the Ministries of Health and of the Environment and with the other partners to safeguard the health of students (and, through them, the health of their communities of origin and of their future families) and to enhance their global and immediate environment.

In this connection, the Government will take the following measures; adoption of health and environmental standards for schools and lycées; creation of a package of deworming services; development of school infirmaries run by community shifts formed for this purpose; reform of school medical examinations to focus on health education, particularly as regards AIDS, personal hygiene and

reproductive health; sensitizing and involvement of parents; regular cleaning and periodic disinfecting of premises; resumption of annual medical examinations in schools; training of teachers in the use of simple tests to diagnose hearing and vision problems; permanent incorporation of cross-disciplinary programs devoted to these issues in the curricula of basic schools, so that they will become generally used and permanent.

2.8.3. Teaching of Arabic

Because of the importance of the Arabic language in the cultural environment of the Senegalese populations, the Government reaffirms its determination to promote the teaching of Arabic.

In response to the increased demand for education, Franco-Arab schools will be developed in a carefully monitored experiment, particularly at the basic education level and in areas where expansion of the conventional school is encountering resistance. In the system to be set up, French-language instruction will account for at least 40 percent of the students' time.

Appropriate arrangements will be made to recruit bilingual (French-Arabic) teachers and to bring their weekly workload into line with that of the French-language teachers.

2.8.4. Information and communication technologies (TIC)

In its desire to promote TIC development, the Government reaffirms its decision to use them as a means of improving the quality of teaching and learning in schools and of enhancing the institutional capacities of the Ministry of Education through reasonably-priced methods of internal and external communication.

In this connection, the Government will set up computer centers in certain institutions, with priority initially given to upper basic schools and lycées; it will upgrade the computer equipment of the central and decentralized services of the Ministry of Education, improve the training of teachers and staff of the central and decentralized services of the Ministry and devise acceptable arrangements for assuming the costs incurred for computerization.

2.8.5. Recruitment and training of teachers

The goal of the Government is to provide the education system with appropriate numbers of qualified teachers to achieve the quantitative and qualitative targets set under the PDEF. While grandfathering the teachers who are civil servants, it will give preference to various types of contractual status for the recruitment of staff for basic schools and lycées.

In this connection, for reasons of equity, logic and efficiency, the Government will overhaul the training system and the method of recruiting teachers to meet the goals of the PDEF. The standardization of initial and in-service training for the teachers concerned, the large-scale recruitment of contract staff and the decentralization of the management of this staff will be the main features of this reform.

The strategies to be used for this purpose may be summarized as follows:

- ❖ Teachers for basic schools and lycées will be recruited from among graduates of the teacher training schools (EFI) and of the Ecole Normale Supérieure (ENS), initially as education volunteers or substitute teachers. After four years as volunteers or substitute teachers, they are hired as contract teachers and given career plans to improve their initial status, with the possibility of joining the civil service through a competitive examination, on the basis of quotas to be set each year.
- ❖ The selection of education volunteers and substitute teachers will be organized annually by the IA through a regional competitive examination based on the quotas assigned, in the light of the needs identified, to the IDEN and IA by ministerial decree. The Ministry of Education will issue a new text on the organization of regional competitive examinations for the recruitment of education volunteers and substitute teachers.
- ❖ The volunteers selected in the ten regions of Senegal to work in the lower basic schools will be trained exclusively in the EFI, on the basis of a well-established compendium of skills and improved training facilities. The four existing EFIs will be restructured for this purpose, so as to enable them to train two groups each consisting of 1,000 volunteers each year. The duration of training for volunteers will be increased from three to five months.
- ❖ The substitute teachers selected in the regions to work in the upper basic schools and lycées will undergo a one-year training at the Ecole Normale Supérieure (ENS) which will have enhanced teaching facilities.
- ❖ Fees will continue to be charged for auditors or persons sent by private entities, local communities or NGOs to the EFI or the ENS. The activities of these training institutions will include distance learning.
- ❖ The IDEN will be responsible for managing the contract staff or civil servants assigned to them to work in the basic schools; the IA will manage the contract staff or civil servants working in the lycées.
- ❖ The institutional capacities of the EFI, the ENS and the Regional Training Poles (PRF) will be strengthened so as to enable them effectively to provide initial and in-service training for staff of the basic schools and lycées.
- ❖ The Government will put in place arrangements for improved in-service training, based on a compendium of skills that are relevant, effective and adapted to the different levels of education. The idea will be to supplement and reinforce the initial training and to hold sessions mainly in the schools to provide answers to specific pedagogy problems encountered by teachers or to introduce innovations. The PRF will continue to play a central role in collaboration with the EFI and the ENS.
- ❖ A plan of action will be implemented to assign to teaching duties the teachers who are performing administrative tasks and to reduce the percentage of supplementary teachers from the present level of 10.8 percent to 5 percent.
- ❖ Because of the need for a more professional corps of teachers, the Government will formulate a code of ethics setting norms and standards of good performance. It will strengthen

communication and collaboration with labor and management in order to improve the moral and material situation of teachers.

2.9. Financing of education

The Programme Décennal de l'Éducation et de la Formation (PDEF), which is to stimulate economic, technical and social performance, will enjoy the support of the State, local collectivities, communities, private sector and development partners. The budget resources to be allocated to the Ministry of Education should make it possible to attain the priority goal of universal quality education by 2008; a budget framework will be prepared using the financial simulation model with assumptions derived from the review of government spending:

- average annual GDP growth of at least 5 percent and average annual growth in the volume of the State budget of 2.5 percent;
- continued allocation to education of at least 33 percent of the State budget until 2008;
- gradual increase in the share of the budgets of the local communities allocated to education, from 1 percent in 1998 to 10 percent in 2008, to as to meet recurrent costs and investment costs;
- increased awareness among development partners and NGOs of the need to fund the education system;
- mobilization of communities and the private sector to contribute more to the cost of education and particularly the post-elementary levels;
- rational management of resources allocated to the education system.

◆ Funding for early childhood development will be provided mainly by local collectivities, communities, NGOs, civil society and private promoters. The State will contribute to the extent possible.

◆ Lower basic education is free of charge and remains the Government's top priority. Recurrent costs will be balanced between the levels of education, giving priority to this subsector. The goal will be gradually to increase the share of elementary education costs in the operating budget, initially to 44 percent in 2003 and then to about 50 percent in 2008. Textbooks will be provided without charge at least in this subsector, as part of a publishing policy based on contracts with the private sector.

The development of upper basic education will be financed by the State, local communities and private promoters to pave the way for universal ten-year education.

◆ Secondary education will to a large extent be financed by the State. However, inevitable beneficiary involvement will be discussed and regulated in a cost recovery plan. Involvement of the private sector and of NGOs in the expansion of the subsector and improvement of its quality will be strongly encouraged. It is planned (i) to construct the necessary infrastructures on the basis of a partnership between the State, local collectivities, communities, NGOs and the private sector; (ii) to set, at the level of the Local Education Councils, the fees to be paid for attendance in each lycée and to maintain a system of subsidies to help poor children and vulnerable groups.

◆ The Government will introduce a cost recovery system for levels other than the elementary level: upper basic education, general and technical secondary education, vocational training and higher education. A schedule of fees for each level, describing the decentralized management of the funds received by the institutions and the categories of eligible expenditure will be finalized during 2000 at

the latest with a view to its application as of the school year 2000-01. The estimates in the PDEF simulation model will be used as a basis for this work.

- ◆ The Government will create a development fund for technical education and vocational training. The budgetary and extrabudgetary resources allocated to the subsector will be increased in the light of the goals to be set in the first phase of the PDEF.

- ◆ The financing of higher education will be shared between the State, the students and the academic institutions, which will have to move towards relative financial autonomy. To the extent possible, the State will continue its policy of assisting vulnerable groups and promoting excellence. Thus, the State pays as far as possible the costs of salaries, upgrading of staff, development programs and research. The students will pay fees to be set by the institutions' governing bodies. The academic institutions will pay a large proportion of their operating costs from student fees and revenue-generating activities which they will undertake.

A study will be made on forms of public support for higher education. This support will depend on the provision of certain services defined in specifications or annual contracts.

Public universities will have to submit regularly to the Government their policies and strategic plans, their results, financial reports and quality control reports.

The State will give support in the form of assistance or scholarships to deserving students from poor families, female students and disabled students.

- ◆ Funding for literacy campaigns will be provided mainly by the local collectivities, NGOs and other development partners, enterprises, communities, families and private individuals, following procedures which will be standardized by 2002.

- ◆ Private education: For the Government, the persons responsible for private schools are privileged partners in the provision of education services. It will create favorable conditions to strengthen their participation in the development of education.

In order to do so, it will revise the legislation governing private education, facilitate access by private promoters to land, soft loans, public funds or donor funds and foundations.

2.10. Organization and management of education

The development of the sector is based, firstly, on a programmatic approach and, secondly, on decentralized planning, implementation and evaluation of departmental and regional plans for the development of education (PDDE and PRDE), within a partnership of local communities, decentralized school authorities and civil society. The Government will be responsible for the creation and supervision of decentralized planning structures.

In this new context, the Government guarantees the application of the provisions of law No. 91-22 of February 16, 1991 and the creation of a relevant and efficient system of education and training. It will guarantee standards and actively seek full and fair participation of the various stakeholders and assistance from private, individual and collective initiative.

A system of participatory management of the program approach will be created. It will take the form of a National Higher Council for Education and Training (CONSEF), which will be responsible for guiding, encouraging and validating the plans of operation. It will be headed by the Minister of Education and the coordination and follow-up committees established at the national, regional and departmental levels. This system will provide better coordination for donors' contributions.

- ◆ By law, the local communities have important functions in the sphere of education. They are responsible for the development of education and training within their jurisdiction and for the maintenance of school infrastructures. For this purpose, they must promote a broad and effective partnership at the grassroots level.

In collaboration with the decentralized authorities, they will be responsible for developing basic education, within the framework of the formulation, implementation and evaluation of the PRDE and PDDE, mobilization of partners and resources and adaptation of new curricula to the local context.

For this purpose, the Government will create Local Education Councils, composed of local elected officials, members of civil society, school authorities and parents of students. They will provide a forum for harmonizing, guiding and regulating educational projects and plans at the level of the schools, rural communities, communes, departments and regions.

The regulations governing the Councils will be drawn up following consultations by means of a survey to be conducted in 2000.

The Government will put in place arrangements for regional capacity-building, an effective system of monitoring the use of resources transferred and a dynamic partnership for participatory management of basic education.

The autonomy and responsibility of schools and scholastic or training institutions will be enhanced as school projects are developed, which will be linked to the PDDE and PRDE.

- ◆ With this decentralization and devolution, the central services of the Ministry of Education will retain their function of regulation and supervision: they will formulate policies, draft regulations, mobilize resources, develop the national curriculum, set norms and standards, supervise building maintenance, follow and evaluate the development of the system, and compile and publish national statistics.

The Government will issue a new decree reorganizing the Ministry of Education and will establish a coherent and rational organigram reflecting PDEF options.

It will modernize its management and information system, introduce a results-based approach to management and create a more selective system for appointments to posts of responsibility, with specific job descriptions.

It will develop effective coordination of the education and training activities undertaken by various ministerial departments, integrating them in a single political framework. An interministerial committee with its own secretariat will be established for this purpose.

◆ The Government will delegate project oversight in general, particularly as regards construction of classrooms and publishing of textbooks. For this purpose, an agency will be created by October 2000 to deal with school construction and equipment.

◆ In addition to the State and the local communities:

- development partners support programs to develop the education sector, upgrade human resources and strengthen the institutional capacities of the educational facilities.

- civil society (NGOs, trade unions, parent-teacher associations, women's associations, ASC) contributes in various ways to the design, implementation and evaluation of policies and programs for the development of education and training at all levels of the system.

Full community participation in the development of education will be encouraged at all levels. In this connection, the Government will have to revise the existing legislation, foster a more open attitude among teachers and authorities and support the NGOs and other entities providing education for girls and disabled, poor or vulnerable children.

The Government will do everything necessary to create a dynamic partnership among stakeholders in order to guarantee the attainment of the common goals.

Done at Dakar on February 14, 2000

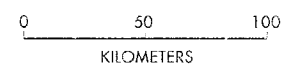
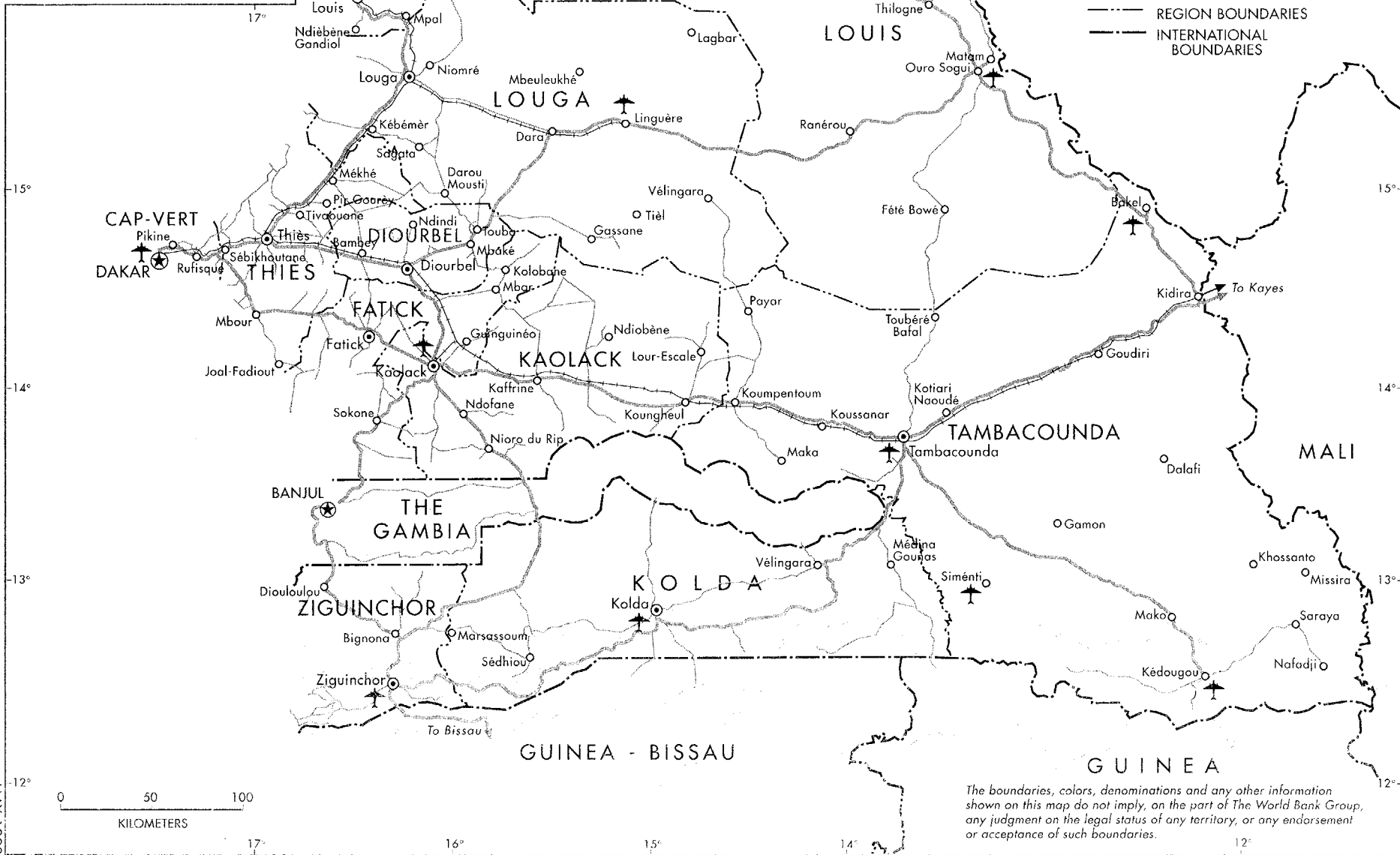
ANDRE SONKO
MINISTER OF EDUCATION

MOUHAMED EL MOUSTAPHA DIAGNE
MINISTER OF ECONOMY, FINANCE AND PLANNING



SENEGAL

- PRIMARY ROADS
- SECONDARY ROADS
- RAILROADS
- SELECTED TOWNS
- REGION CAPITALS
- AIRPORTS
- PORTS
- REGION BOUNDARIES
- INTERNATIONAL BOUNDARIES



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