

**REPUBLIC OF SENEGAL**

**PROPOSAL FOR A USAID PROGRAM TO  
SUPPORT BASIC EDUCATION IN SENEGAL**

**Final Report**

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## EXECUTIVE SUMMARY

For the last ten years, the government of Senegal has made great efforts to improve the level of schooling, and there have been some encouraging results at the elementary level. The performance of the overall system, however, remains modest, and the system continues to suffer from serious dysfunctions. Through a participatory approach involving external partners, economic and social actors, and local authorities, a ten-year reform program for education and training (PDEF) for the period 2000-2010 was developed by the government. The objective is to achieve universal schooling for the ten years of basic education by 2017 while increasing its quality and relevance.

To help Senegal in this effort, USAID/Senegal asked L. T. Associates, Inc. (LTA) of Washington to develop a basic education support program for the next five years, with funding of \$15 million. A team of four consultants, two international and two local, was assembled to carry out this task in Senegal from April 8 to May 13.

### **Mandate and methodology**

The team's mandate was to establish a program that would: (i) focus on the ten years of basic education in the formal sector, particularly the education needs of girls; (ii) fit into the framework of the PDEF and the government's decentralization policy; (iii) fill an unmet need, with a contribution that would bring USAID's experience to bear, (iv) take advantage of lessons learned from the USAID/Senegal's EDDI program relating to girls' education; and (v) be in synergy with the efforts of other donors. The program had to be developed with the participation of the key actors in the sector, including educational institutions, international technical and funding partners, and civil society stakeholders.

The LTA team's work plan included a study of relevant documents, individual interviews, visits to the regions of Dakar and Diourbel, and the holding of two workshops.

### **Findings**

General middle education, which is given in middle schools, or *collèges*, for four years (from the 7<sup>th</sup> to 10<sup>th</sup> grade), is an extension of elementary education. Seen as a part of universal schooling for the first ten years, this sub-sector constitutes the keystone; but it is the weakest link in the education chain, for the following reasons:

- (i) The shortage of infrastructure in the face of pressure : currently the middle school is able to admit only 21% of children leaving elementary school; yet their number continue to increase rapidly, causing a serious shortfall of classrooms. Already during the period 2000-2002, the number of those passing from elementary to middle schools has gone from 10,000 to 14,000. This means that thousands of youth are left outside the education system if nothing is done to increase the absorptive capacity of middle schools;
- (ii) The relevant of the curriculum in relation to the needs of the populations is still in question; the goal of the middle school remains to be defined, and the qualifications of graduates remain to be determined;

- (iii) Few funding sponsors are interested in this sub-sector apart from the African Development Bank (construction of four middle schools in Dakar) and the French Development Cooperation (technical assistance to the Directorate of Middle and General Secondary Education); and
- (iv) Girls' participation, above all in the rural areas, is limited.

The problem has tended to increase following the proliferation of children exiting elementary school, with the construction of 2,000 classrooms anticipated by the PDEF for the elementary level. The success of the PDEF would be put at risk if nothing were done to improve access to, and the quality of, the middle schools.

## **Proposals**

The support program proposed for USAID/Senegal aims at improving access, retention and quality for middle education, particularly for girls, with four components.

Component 1 (\$7.3 million): Improvement in access and retention for 7,500 children, of whom 50% are girls, through: (i) a program of rehabilitation for 15 middle schools, construction of 10 neighborhood middle schools in the rural areas, and improvements in physical and material conditions (school enclosures, tree planting, libraries, sports fields, etc.) for 25 middle schools; (ii) a social mobilization program to promote parental attitude that is more favorable to girls' education at the middle level; and (iii) special coaching for girls in 5<sup>th</sup> grade (CM 1) and final grade (CM 2) of primary school to assist them in entering the first year of middle school (7<sup>th</sup> grade).

Component 2 (\$4.0 million): Increasing the quality of school environment through: (i) the improvement in work conditions and the strengthening of the teaching quality in 25 middle schools (via the funding of school projects); (ii) the introduction of modules relevant to girls' needs; (iii) the provision of school materials to poor girls; and (iv) measures to encourage good performance from girls and from the schools.

Component 3 (\$0.7 million): Support for decentralized management at the level of the community and the region through: (i) strengthened participation of local authorities in the management of schools via the school management committees (CGE) and the rural and regional education committees (CE); (ii) training for the CGE and CE in leadership and management, including the planning and management of school projects; and (iii) establishing a system of bottom-up planning going from the level of the school and the rural community up to the regional level.

Component 4 (\$1.3 million): Support for program overall direction and coordination, through: (i) technical support of the central and field services of the Ministry of National Education (MEN), particularly for the Inspectorate General to help it play its role effectively; (ii) studies aimed at putting in place the conditions to assure effective program implementation, including the definition of the school mapping, goal and qualifications of graduates, and the definition of the vision and mission of MEN for middle schools (this is fundamental); (iii) the establishment of monitoring and communication systems; and (iv) leadership and management training for executives and managers, and training in modern planning techniques for key staff involved.

## **Implementation arrangements**

Responsibility for program implementation lies with the Ministry of Education, which will be assisted by an Executing Agency. The latter will be recruited through a bidding process under USAID rules, with the decision made by a joint USAID-MEN technical committee. A project management unit will be established for the technical and financial support of the different organizational units involved in the implementation of the components. Arrangements for inter-institutional steering, administrative coordination within the Ministry, and technical monitoring will be put in place with the help of this Agency.

## **Performance indicators**

A system of project performance monitoring will be established. The system will have to include data on the situation at its starting point to serve as a basis for comparison with data gathered each year on the results of the project's interventions. A mid-term evaluation will be carried out to permit USAID/Senegal and the Ministry of Education to adjust their interventions if that is needed.

The gross admission rate, the retention rate, and the success rate at the end of middle schooling -- - BFEM or other, equivalent outcomes for girls,--- will be used as primary performance indicators.

## **Risks**

The successful implementation of the program is subject to two major risks: (i) the timely appointment of teachers to the posts created by the new middle schools: the Minister of Education has indicated his agreement with the teachers' appointments, and the establishment of middle schools in rural areas; (ii) the funding of recurrent charges by the national budget: he has suggested involving the Minister of Finance and Economy in the overall direction of the project.

Other measures aiming to eliminate or diminish the risks include (i) resort to the central steering committee to resolve systemic problems; (ii) the maintenance of a permanent dialogue with key decision-makers, and (iii) diligent monitoring by the project management unit to identify potential problems and take appropriate actions.

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## LIST OF ACRONYMS

<b>AfDB</b>	African Development Bank
<b>AFD</b>	<i>Agence Française de Développement</i>
<b>ANAFEA</b>	National Association for Literacy and Adult Education
<b>APE</b>	Parents' Association
<b>BFEM</b>	Diploma of Graduation from Middle School
<b>BST</b>	Scientific and Technological Unit
<b>CEM</b>	Middle school
<b>CFEE</b>	Certificate of Graduation from Elementary school
<b>CGE</b>	School Management Committee
<b>CIED</b>	International Council of Educational for Development
<b>CIDA</b>	Canadian International Development Agency
<b>CONSEF</b>	High Council for Education and Training
<b>DAGE</b>	Directorate of General Affairs and Equipment
<b>DCES</b>	Directorate of School Construction and Equipment
<b>DEMSG</b>	Directorate of Middle and General Secondary School
<b>DPRE</b>	Directorate of Planning and Education Reform
<b>EDDI</b>	Education for Development and Democracy
<b>IA</b>	Academy Inspectorate
<b>IDEN</b>	Departmental Inspectorate of National Education
<b>IGEN</b>	Inspectorate General of National Education
<b>MEN</b>	Ministry of National Education
<b>NGO</b>	Non Governmental Organization
<b>PE</b>	School project
<b>PEES</b>	<i>Partenariat pour l'efficacité de l'école sénégalaise</i>
<b>PDEF</b>	Ten-year Educational and Training Program
<b>PRDE</b>	Regional Education Development Plan
<b>GAR</b>	Gross Admission Rate
<b>UNICEF</b>	United Nations Children's Fund
<b>USAID</b>	US Agency for International Development

## INTRODUCTION

To assist Senegal to put in place an effective system of education, capable to prepare its citizens for an active and productive role in the country's development, and to build a human-resource base able to benefit from the new opportunities that a global economy offers, the U.S. Agency for International Development in Senegal (USAID/Senegal) made the decision to support basic education for a five-year period (2003-2007) with a budget of \$15 million. This support would strengthen the implementation of Senegal's ten-year program of reform in education and training, 2000-2010, as it concerns basic education.

In April 2002, USAID/Senegal asked L. T. Associates, Inc., a Washington-based firm, to assist in developing an AID support program in basic education for Senegal. A team of four consultants, two international and two local, assembled in Senegal to carry out the task from April 8 to May 13. The team benefited from the assistance of a staff member of the Ministry of National Education, the administrative and logistical support of the National Association for Literacy and Adult Education (ANAFEA), and the help of the International Council of Education for Development (CIED) in the organization of the 2<sup>nd</sup> stakeholder workshop of May 6<sup>th</sup>.

The guidelines from which the team worked were as follows: (i) the program had to be limited to basic education in the formal sector, and to focus on girls' education; (ii) it had to be integrated into the framework of the PDEF and the government's decentralization policy; (iii) it had to respond to an unmet need, to which AID/Senegal can bring relevant experiences to bear; (iv) it had to take advantage of lessons learned from the EDDI program; and (v) it had to be in synergy with the efforts of other donors. Finally, the program had to be developed with the participation of other key actors in the sector, including educational institutions, international technical and funding partners, and civil society stakeholders.

The team's approach consisted of a review of relevant documents, individual interviews, visits to the regions of Dakar and Diourbel, and the holding of two workshops, the first on April 19 to present the proposed approach and the other on May 6 to discuss the team's findings and proposals. See **Annex 1** for the lists of documents consulted, individuals met, participants in the 2<sup>nd</sup> stakeholder workshop, and the team's work plan.

This report presents the team's conclusions and proposals.

## I. THE GENERAL CONTEXT

During the decade 1990-2000, the government of Senegal made strenuous efforts to improve the performance of the Senegalese education system. About 33% of the national budget was dedicated to education. A large number of new schools were constructed; mobilization campaigns were launched to motivate the population to send their children, particularly girls, to school; and significant institutional reforms were adopted, including the devolution of responsibilities in education matters to local elected bodies in 1996, and the direct transfer of national budgetary support to middle and secondary schools. Despite all these efforts, only the enrolment rate for the elementary level improved. The performance of the system remains generally below expectations, in quantity and in quality. The absence of strategic objectives to guide the collective effort and to use effectively the available resources has been considered one of the principal causes.

It was in this context that in 1999, by means of a participatory approach involving all the external partners and concerned parties within civil society, the government adopted a Ten-year Program for Education and Training (PDEF) for the period 2000-2010. The main object is to attain universal education at the basic level, which covers the first 10 years of schooling, at the end of 2017.

This section takes a general look at the Senegalese education system, its performance and its challenges, as well as the principles and strategic objectives of the PDEF.

### A. Description of the education system

Senegal's education system is based on the French model and comprises a formal sector and a non-formal sector. The formal sector includes:

- 1) *Pre-school education*, meant for children aged 3 to 6. This has developed essentially in the cities and involves three levels: the younger, middle and older sections.
- 2) *Elementary education* concerns children from 7 to 12, lasting six years. It is divided into: beginning grade (CI), preparatory grade (CP), first year elementary (CE 1), second year elementary (CE 2), first year middle (CM 1) and second year middle (CM 2). The end-of- elementary school certificate (*certificat de fin d'études élémentaires - CFEE*) is given for the successful completion of the elementary cycle. The same examination has served since 1992 as a selection mechanism for access to middle school.
- 3) *General middle schooling* is given in middle schools (*collège -CEM*) to 13 to 17- year olds, with a term of four years (from the 7<sup>th</sup> to the 10<sup>th</sup> grade). This is an extension of elementary schooling, from which about 21% of the student population were accommodated in 1999-2000. The certificate of end-of-middle schooling (*brevet de fin d'études moyennes- BFEM*) is given to those who successfully complete this phase of schooling.
- 4) *General secondary schooling* involves three years of study (from the 11<sup>th</sup> to 13<sup>th</sup> grade) with two study options, literary and scientific. This schooling culminates in the

*baccalauréat*. It receives about 40% of those who exit from middle school between 13 and 15 years olds.

- 5) *Technical schooling and professional training* are given in the technical high schools (*lycées*) and in the schools of professional training to children between 12/13 years and 16/17 years old.
- 6) *Higher education* is for those with a *baccalauréat* and is given in universities and in training institutions covering more and more diverse fields of learning.

At each of these levels, one finds that, alongside public schools, there are private schools that are diversified and that have been much developed in recent years.

Non-formal education includes: literacy training, basic community schools, and “schools of the third kind.”

- 1) Functional-literacy training involves people over age 15. The field is open to a variety of initiatives and actors: NGOs, firms, development agencies, cultural associations, and ministries.
- 2) Basic community schools take children ages 9 to 15, without schooling or who left their schooling at an early age, giving them access to a complete cycle of basic education with a practical and pre-professional orientation. Schooling is in the national languages and in French, and lasts four years.
- 3) Schools of the “third type” are schools outside the traditional, including street schools, run by non-formal and non-traditional organizations.

Oversight of the education system is shared among (i) the Ministry of National Education, Vocational Education and Professional Training for elementary, middle and secondary education within the formal sector; (ii) the Deputy Minister in charge of Literacy, Vocational Education and Professional Training, and National Languages for literacy training; (iii) the Ministry in charge of Small Children, for pre-schoolers; and (iv) the Ministry of Higher Education, also in charge of scientific research, for higher education.

## **B. Performance of the system**

Despite fairly important progress in the gross admission rate in primary education (overall attendance went from 53% to 69%) in the decade from 1990 to 2000, there have been serious dysfunctions, both in internal efficiency and external effectiveness, in Senegal’s education system.

The disparity in attendance between girls (63.1%) and boys (73.5%) in elementary schools stayed high during this period. At the same time, the rate of illiteracy, estimated at about 73% in 1988 (the year of the last census), receded considerably. It is now estimated at 51.5%, with a still-important disparity, however, between men (40%) and women (62%). Entrance into the professional schools remains low, involving less than 10% of the children who have gone to school.

Pre-school education, too, is marginal and stagnant, access having gone from 2.3% in 1990 to 2.7% for the 1999-2000 school year.

The number of students in public middle school has undergone only a small increase, from 112,977 in 1997 to 132,575 in 1999-2000. Indeed, despite the important increase in the number of middle schools these past three years, their capacity remains ludicrously low compared with the growth in the student population. The rate of admission from elementary school to middle school is about 30% for public and private schooling together.

Teaching and learning conditions in elementary and middle schools offer little that is stimulating in the majority of schools. The plethora of urban students, the absence of teaching materials (one reading book per four students and one math book per ten students), the poor organization of the school, the lack of running water and of latrines, the distances to be traveled in rural environments (15 kilometers on average), malnutrition and health problems, poverty and illiteracy on the part of parents – there are so many factors that affect the efficacy of the teaching dispensed at the schools.

This situation results in a fairly high rate of same-year repetition (14%) and a drop-out rate before the last year of elementary school (CM2) that is cause for some concern (6%). The success rate in exams given at the end of primary school, which has greatly improved these last five years (from 29% in 1996 to 46% in 2000), is still weak in comparison with the performance of other countries in the sub-region (70% on average). Only 77% of the children who enter elementary school complete the course, with an important difference between girls (69%) and boys (81%). In middle school, the results leading to the certificate of end-of-middle school (the end of the basic cycle of ten years) remain modest, 56%.

The participation of the community, and, more specifically, the local authorities, in the schools' functioning remains marginal. The laws on decentralization that have transferred responsibilities to local elected officials, and the existence of parents' associations, have not yet resulted in making concrete the strong desire to give the schools back to the communities or to favor ownership by the beneficiary populations. The power to decide on school affairs has remained almost exclusively with the central government, and particularly with the education career service.

School-community units and school management committees, conceived and set up as an experimental effort to correct this situation, have up to now affected only a small number of schools.

It is against the background of all these considerations that Senegal has set itself, within the framework of its ten-year 2000-2010 program, to change the face of basic education while improving its performance, both quantitatively and qualitatively.

### **C. Orientations of the PDEF (Ten-year Plan)**

The ten-year program of education and training, 2000-2010 (PDEF) was adopted in 1999 and implementation started in January 2000. It aims to break away from the pattern of large-scale projects with minor impact and move toward a program-based approach that could bring

genuine improvement to education system performance. The guiding principles that underlie the new approach are:

- Liberalized access to education
- Participation and partnership that are effective and well coordinated
- Strengthened decentralization and increased decision-making by field services
- High-quality education for all
- Within reach of all, highest standards of performance
- Transparent and effective management
- A programmatic approach over a 10-year span
- A bottom-up planning process starting with the school as the basic unit
- More systematic management systems that are more structured and open, based on the decentralization policy
- A multi-faceted partnership involving a wide range of participants, including communities, civil society, development partners, local elected officials and the government.
- Management systems with clear performance indicators and a mechanism for information and consultation on the progress of the education system at every level
- The contracting out of certain services to specialized operators in order to strengthen the effectiveness of actions and to remove certain executing tasks from public agencies
- More equity through better targeting of the beneficiaries and additional measures to reduce exclusion and failure.
- Intensified, more organized effort to achieve quality through the setting of criteria and standards of management, teaching, learning and results.

Commitments made by the technical and financing partners to support the implementation of the first phase of the PDEF are presented in **Annex 2**.

It is in the framework of this orientation that the proposals for USAID/Senegal's intervention have been developed. USAID/Senegal has been supporting a pilot effort under the EDDI program (see details in chapter IV, pp.16-17). On the basis of the findings, middle schooling was identified as the educational sub-sector which best satisfies USAID/Senegal selection criteria.

## **II. JUSTIFICATION FOR THE CHOICE OF MIDDLE SCHOOLING AS AID/SENEGAL'S TARGET FOR INTERVENTION**

Against the objective of achieving universal access to basic education by 2017, middle schooling constitutes the critical level. It is the final step of the basic cycle, and an extension of the elementary phase. The choice of middle school as the target for USAID/Senegal's support is based on the following reasons:

**1.- The shortage of infrastructure in the face of great pressure.** Physical infrastructures are largely insufficient to meet demand, particularly following the mobilization campaigns for primary school. For the school year 2000-2001, this sub-sector had 8 Scientific and Technological Units (BST) and 199 middle schools. These 8 BST, in insufficient number, serve 28 middle schools, that is, 7,262 students, and have only 20 specialized classrooms.

The gross admission rate in 1999-2000 was 23%, of which 29% were boys and 18% girls. The student/classroom ratio, outside of the scientific track, is 68.

The school population increased by 10,000 students in 2000-2001 and about 14,000 the following year 2001-2002, resulting in a shortfall of 423 classrooms. According to the calculations of the DEMSG, the middle-school population will triple by the end of the PDEF decade if nothing is done to ease the pressure. This means that thousands of youth are left outside the education system if nothing is done to increase the absorptive capacity of middle schools.

**2. Limited support from donors.** Apart from the Government, which could take charge of the construction of only 72 classrooms out of a need for 423, there are two external partners who have actually committed to support middle schooling (1) the African Development Bank, which is financing the construction of four schools in the Dakar region (with 32 classrooms); and (2) the French Cooperation for Development, which gives technical assistance to the teaching of science and of French and to the implementation of school projects. There remains a shortfall of 319 classrooms. Yet the PDEF plans to build 2000 classrooms per year in the primary level during the 10 years of its implementation. This means there is a high risk of a major dysfunction if there is no parallel increase of access to the middle level.

**3. -The critical problem area.** In this phase, children are most apt to make choices, but they need the structures and the high-quality education to permit them to make these choices. The behavior of the middle schools also has an impact on elementary schooling. If admission to middle school is seen as being blocked, or if the education program is not considered relevant to the needs of the community, as it is now, all the social mobilization measures designed to encourage education will be for naught, especially for girls. A high number of same-grade repetitions and drop-outs exists at all levels, although these are more pronounced at the transition from the last year of primary school to the first year of middle school (7<sup>th</sup> grade), and from the last year of middle school (10<sup>th</sup> grade) to the first year of secondary school (11<sup>th</sup> grade). The repetition rate is 15% (on average), with 10% at the 7<sup>th</sup> grade and 23% at the 11<sup>th</sup> grade. The drop-out rate for 6<sup>th</sup> grade students (last year of primary school – CM2) was 65% for the year 1999-2000.

The drop-out and repetition rates tend to get worse given the poor conditions of reception, lodging, and food for the students, especially those coming from rural areas to attend middle schools located in town who have to travel on average over 8 km everyday. Those conditions affect their school performance and account for drop-outs, particularly of girls. In addition, there is no special scholarship program for girls in middle school, which is the time when poor families prefer to marry off their daughters rather than keep them at school.

**4. Lack of a relevant curriculum.** The fundamental problem in middle school is the relevance of the curriculum. An educational system cannot be improved without assessing its content and methods, and defining the goal of each phase in the cycle. Determining the qualifications of graduates and evaluating students' level of learning and the performance of teachers will assure that the program responds to the needs of the populations.

To remedy these deficiencies USAID/Senegal can take advantage of the U.S.'s extensive experience in the field of organizational behavior, management and leadership, to complement on-going or envisaged efforts, for the resolution of key problems, namely (i) decentralized

management of education, (ii) community involvement, and (iii) improving the learning environment.

### III. MIDDLE SCHOOL DIAGNOSIS

#### A. Current situation

In 2000-2001, about 186,138 children from 13 to 16, of whom 73,908, or 40%, were girls, attended middle schools. In comparison with elementary schooling, the growth in this population at the middle level was weak, 4% for the decade 1990-2000. Moreover, access to middle schooling across the country remains unequal, as the table below illustrates:

Region	Number of colleges	% of private	Total students	% girls
Dakar	176	69	78.610	46,0
Ziguinchor	41	49	17.365	31,4
Diourbel	17	53	7.141	35,5
Saint-Louis	34	15	11.562	37,3
Tambacounda	13	31	4.787	31,5
Kaolack	34	47	13.524	34,9
Thiès	67	51	28.457	40,5
Louga	17	41	6.156	33,7
Fatick	32	37	9.747	36,03
Kolda	24	29	8.779	24,3
Sénégal	455	52	186.138	39,7

**The number of teachers** has increased a good deal in recent years thanks to the use of contractual and part-time staff. This expedient has been used in order to reconcile the rigid control of the civil service payroll with the increased demand for middle school entrance, which has risen significantly with the development of primary schooling. For the year 2000-2001, the number of teachers registered in public middle schools was 3,967, of whom 541, or 17%, were part-time.

To regulate the flow of in-take and meet the PDEF goal of accepting 50% of the primary school population into the middle schools by 2010, the education system must recruit 500 middle-school teachers, of whom 80% will be able to teach two subjects. This would permit the construction of neighborhood middle schools in rural areas that are now deprived of middle schooling.

#### B. Problems

Middle schools also suffer from lack of a relevant curriculum that responds to the needs of the populations, shortage of means, insufficient funding, limited girls' participation, and organizational and institutional deficiencies.

**1. The lack of a relevant curriculum.** The absence of a curriculum responsive to the needs of the populations is the key weakness of the middle school system.

## **2. Shortage of means at every level**

The middle schools are characterized by:

- shortage of water and electricity, especially in schools located in rural areas
- a general lack of desks/benches and storage capacity (libraries, cabinets, shelves)
- an insufficiency of copiers and a lack of printed materials (both for students and for teachers)
- the near-inexistence of IT equipment
- textbooks that are often inappropriate as well as insufficient in quantity (one book for every four students)
- budgets that do not allow for textbook replacement
- inadequate storage facilities that offer no protection from humidity or dust, causing textbooks to deteriorate rapidly
- sports facilities and equipment that are either non-existent (the general case) or rudimentary
- deficient sanitary conditions
- facilities that are insufficient, timeworn and poorly maintained, resulting in insecurity (thefts of materials) and overcrowding
- a shortage of teaching staff, resulting in the use of part-time teachers (460 for the 1997-1998 school year) and recourse to overtime pay, a practice that is causing increasing costs each year.

## **3. Weak funding**

From 1992 to 1996, middle schooling received 11.2% of the total of public resources allocated to education. From 7.5 billion Fcfa in 1992, recurring expenditures went to 8.2 billion Fcfa in 1996, with 95% of this going to salaries and 0.8% to textbooks. This situation is made worse by the fact that the middle-school sub-sector, unlike elementary schooling, does not implement a policy of unit-cost control for teachers.

Households constitute a rather significant funding source. This financing, however, is essentially to cover recurrent expenditures (enrolment fees, transportation costs, school fees, supplies, textbooks). The participation of the local authorities (decentralized bodies) remains very modest, representing about 1% of total expenditures or 14% of middle-school expenditures.

Under its decentralization policy, the government has transferred large financial resources in the form of grants to local authorities to help finance the education sector, among others. Still, these resources do not get down to the level of the individual schools. The direct transfer of budgetary support from central government to middle and secondary schools in the form of purchase orders for school material and supplies arrive very late. For instance, at the date of April 30, two months to the end of the school year, the CEM of Ndoulo (Bambey) had not received its share.

External support for middle schooling comes from two sources:

1.- The African Development Bank (AfDB) is financing the construction of four middle schools in Dakar, under Project Education II, this year. Construction will be completed near the end of 2002. Besides the AfDB, no donor has committed itself to financing the “access” component of middle schooling.

2.- The French Cooperation for Development (CFD), under its “quality” rubric, provides a technical advisor to the DEMSG and four teachers (of the physical sciences and chemistry, mathematics, and French) under the project “Partnership for the Effectiveness of the Senegalese School” (PEES). This phase will terminate December 31, 2002; a second phase is under negotiation, and is expected to start in the second half of 2003. The assistance to the DEMSG focuses on strengthening the science curriculum and the teaching of French, training of personnel in education administration, and the preparation and implementation of school projects. A total amount of 300 million Fcfa is reserved for this line item in the PEES.

#### **4.- Limited Girls’ participation**

The obstacles limiting girls’ participation at the middle-school level include:

- The attitudes of school staffs, particularly teachers
- Physical conditions in the schools, including the lack of adequate sanitary facilities, an important factor for middle-school girls
- The reluctance of parents, due to economic factors as well as the distance between home and school, requiring a long stay away from the family without adequate lodging
- Early marriage
- Pregnancies among unmarried girls, a cause for exclusion from the education system.

Besides these factors, some other school dimensions have not been sufficiently considered. The failure to take “gender” into account in recruitment (very few women) is seen as a limiting element, and the very small number of women teachers in rural areas deprives the population of models and references for girls’ success and for a gender-based approach. Likewise, the elimination of sexist stereotypes in textbooks that was envisaged in the various action plans has not yet occurred.

One of the most constraining obstacles resides in the absence of the integration of the “gender” dimension into the curriculum. This means that, despite the government’s declared political commitment, its provisions for improving the education of girls remain insufficient. Since the end of the Project for the Development of Human Resources Phase 2 (PDRH2), the handling of girls’ education has not been differentiated in the Senegalese education system. Given the fact that interest in girls’ education has not been integrated systematically into the education program, neither orientation, evaluation and monitoring, or funding has been addressed adequately.

#### **5.- Institutional weaknesses**

Middle schools are subject to the same organizational and institutional weaknesses from which the education system suffers.

Various institutional assessments carried out in the preparation of the PDEF, and the review of its first two years of implementation in December 2001, underline the fact that the concerns about establishing a modern, more flexible and more dynamic administration that would decentralize all the tasks that can be better performed at the local level, have not yet been fully taken into account. Serious failings have been encountered at different levels.

**At the central level:**

- insufficient ability on the part of the Ministry of National Education to apply a systematic, programmatic approach, within a better conceived and rigorously planned framework of policies and strategies;
- the highly-compartmentalized nature of management methods and techniques, which prevents its structure from adapting to human and material resource constraints;
- ineffective communication, both within the Ministry and between the Ministry and its partners in civil society;
- an absence of in-service training for executives and managers in modern, effective leadership and management concepts and techniques.

**At regional and local levels,** a surplus of responsibilities has been given to the academy and departmental inspectorates since the start of decentralization; there are conflicting responsibilities as between the elected officials and the field services, which continues to prepare and approve regional development plans. A large number of commissions and committees, more alive on paper than in reality, weigh down a system that is already impotent, with the risk of overlap and thus of conflict.

These dysfunctions which prevent the smooth progress of the education system, come in part from the ambiguities, inconsistencies and misunderstandings of legislation and executive orders, but also from structural weaknesses, which are amplified by habits that are also hard to change. At the end of the day, the principal weaknesses that hinder high-quality middle education seem to come from a hesitation on the part of public authorities to build a consensus among teachers, students and parents regarding the main problems of the sector and the reforms envisaged.

In sum, the middle-school sub-sector is confronting serious problems, such as the absence of clear goal, which affects the relevance of the programs, insufficient financial resources, and the ineffective management of human resources. Most of these problems require multi-ministerial decisions and long-term capacity-building measures. Certain aspects of these problems, however, fall under the purview of the Ministry of National Education and could be remedied by short-term actions within the context of the USAID/Senegal program.

#### **IV. LESSONS DRAWN FROM THE EDDI PROGRAM FOR GIRLS' EDUCATION**

Under the Initiative Education for Development and Democracy (EDDI), USAID/Senegal Has been supporting the JOG project (*Jeunes Filles et Femmes Orientées à Gérer l'Avenir du Sénégal*). Launched in December for a two-year period, the project aims at increasing the access and retention of girls in basic education.

Certain approaches and activities undertaken in the EDDI program are relevant to the middle schools, not only from the social mobilization perspective but also in relation to the promotion of a school environment of quality. One may note that:

- Communities and local actors participate better if they understand and embrace project objectives; hence, the need for effective mechanisms for communication, coordination, and the sharing of objectives.

- Strengthening of the School Management Committees' capacity can increase their motivation and the effectiveness of their activity. Their involvement in the entire process of planning, implementation, monitoring and evaluation creates an environment conducive to sustaining the actions required.
- The establishment of a better school environment is an excellent way to improve the access, attendance, comfort and security necessary for success in school.
- Girls' access and retention in school depend in large measure on the attitude of their parents. Influencing parents' behavior is necessary in order to change the situation of girls with regard to education.
- The distance between the school and the students' homes constitutes an obstacle to student access and retention, particularly for girls.
- A better relationship between the school and the families, through voluntary community mediators, can help to create a more effective environment for the child.
- A high-quality education requires that children who have performed well be commended and that those who fail be encouraged.
- The provision of incentives to schools (friendly to girls) that develop an environment and activities favorable to girls' access, retention and success can encourage local initiatives.
- The use of women success models with girls and their families is a powerful way to preach by example.

Further, the actions and services provided by the program, such as improvements in physical conditions, free distribution of school materials, training in "gender" subjects, community participation, mobilization of parents---all these have contributed to increasing the admission rate of girls. The most striking findings collected during a recent survey of EDDI schools are:

- The GAR is equal between boys and girls , 25% of students in the first grade (CI)
- Community/parents' attitude toward girls' education is as favorable as for boys
- The effective functioning of the school management committee is a key factor in the success of the educational strategy used in the EDDI/JOG project
- The biggest challenge remains the retention of girls.

## **V.- ANALYSIS OF THE INSTITUTIONAL FRAMEWORK**

This section gives a brief assessment of the capacity of the structures involved in the program's implementation and suggests ways of strengthening them.

### **A.- Coordination and monitoring of the reform program**

The PDEF sees the institutional framework for program implementation as involving a series of committees at different levels. It gives to the Directorate of Planning and Education Reform (DPRE) responsibility for monitoring and coordinating the reform program, to the Directorate of General Administration and Equipment (DAGE) the program's administrative and financial execution, to the Directorate of Middle and General Secondary Education (DEMSG) the technical execution, and to the Directorate of Construction and Equipment (DCES) responsibility for defining construction norms and standards for the physical infrastructure.

These assignments prompt the following comments:

1/- The institutional framework extends only to the department level, although the program's target is the middle schools with their surrounding communities. In the implementation of the program, it will be necessary to clarify the relations and role of the IDEN and assure the link between the middle school and its surrounding rural communities.

2/- The DPRE is charged with acting as the secretariat for the High Council for Education Reform Coordination. This is an impossible role for it to assume, for various reasons : (i) as a directorate, the DPRE does not have the hierarchical authority to assure effective coordination of other directorates inside and outside of MEN, (ii) as a unit in charge of « planning », the DPRE does not have the competencies required to be effective in handling the technical/functional aspects of reform management, (iii) planning within the framework of the PDEF is new and extensive, and risks being neglected if DPRE is overloaded with tasks outside its normal competence. Evidence of this difficulty is found in the status report on PDEF implementation of October 2001, which shows that this coordination was not accomplished, despite great effort. It is therefore necessary to entrust the reform coordinating role to an appropriate structure in MEN, allow DPRE to get back to its educational planning function, and strengthen its capabilities to play effectively this essential role.

3/- Responsibility for the coordination and monitoring of the PDEF including the proposed AID program will have to be vested in a higher authority. The right place is the Inspectorate General of National Education (IGEN), which can assure continuity in case of a change in ministers. For the program, it will be necessary to assure that IGEN has the capacity and the means to cope with this task. Technical support could be provided by the project management unit.

## **B.- Technical execution**

As far as the technical aspects are concerned, the management of middle schools involves several directorates and services, at different levels:

a.- At the central level:

(1) The DPRE, for the planning and definition of school mapping and the monitoring of its implementation. The location of the target neighborhood middle schools will require the definition of school mapping for middle education. Modern ideas and techniques for educational planning and for the management of a decentralized mechanism will have to be mastered. The DPRE staff needs training and technical support in these areas.

(2) The DEMSG, for determining the goal of the middle school, the qualifications of graduates, the curriculum, and performance evaluation. The DEMSG needs technical and material support to carry out these studies and to monitor the implementation of the results.

(3) The DAGE, for the management of the program's human, material and financial assets. Under the program, the role of the DAGE will consist essentially of monitoring the processing by the concerned institutions (Civil Service and Budget and Finance) of teachers' appointments and budgetary disbursements to the target schools. MEN is in the process of creating a new directorate of human resources. When this is done, the new directorate will assume responsibility for the first of those two tasks.

b.- At the regional level:

The Academy Inspectorate (IA) is charged with monitoring the application of educational policies at the regional level. With the decentralization of education, the IA's role should be to support the local authorities. The program provides for a study to define the IA's mission in relation to the other structures in light of the mission and vision of the Ministry of National Education. Technical and material support could be provided to the IA to play its new role.

This study will also help define the role of the departmental inspectorate (IDEN).

c.- At the level of the middle school :

Management responsibility falls under the school principal, who is assisted by a school management committee. The latter is composed of *ex officio* members and members who are elected, including students. Most school management committees are not yet in place. This is the principal structure that the program will aim to support at the school level.

Regardless of where they are in the administrative hierarchy and what areas of expertise they hold, MEN's executives and managers will need to acquire new competencies in order to operate effectively in the decentralized framework of the PDEF. The new competencies include an ability to think strategic, to set goals, to build teamwork, to work across organizational boundaries, to consult and negotiate with individuals and groups inside and outside the Ministry. It is therefore critical that the program offers these officers the opportunity to attend appropriate training.

The organization chart of the Ministry of National Education is provided in **Annex 3**.

### **C.- The management and financial capabilities of local authorities**

With decentralization, new actors have joined the game: the local authorities, elected by the population (regional, town, and rural councils) have responsibility for the management of education and a part of its financing. To perform this function, an education committee directed by a councilor is to be set up within each council.

Up to now, the management capabilities of these local entities have been weak, particularly in the rural communities. Those elected are for the most part illiterate, and community resources are largely insufficient. Grants by the Government to support the responsibilities that have devolved have not gone to education.

The absence of education field offices at the community level may be a factor. What is clear, however, is the lack of capacity to build institutional support. In helping establish education committees within the regional and communal councils, and in putting in place a bottom-up planning mechanism, the program will aim to rectify this situation.

There will be two levels of intervention : the school level, by means of « school projects » and via the school management committee, and the community level, by means of “community development plans” and via the education committee. The program will also help the regional education committees develop their planning capacity.

## **D.- Capacity for partnership and for mobilization of support**

Outside these formal structures, there are organizations that have a direct or indirect interest in middle schools, in particular the teachers' unions, parents' associations, and, more recently, the associations of school principals. Other actors, present or potential, include national and international economic and social groups. These groups have no direct responsibility in the management of the sector, but can affect it by their orientations and their relations with the Ministry of National Education.

With regard to communications with external institutions, these present a problem. Competency in this area does not form part of the professional training of the majority of MEN's staff, and so their skills must be broadened. The establishment of a communication program at the DPRE level is not a solution, because the problem of communication is at the level of the structures and concerns behavior. Provision of procedures manuals on the circulation of information and monitoring addresses the structural aspect. Behavioral change, on the other hand, would require individual awareness and a favorable organizational environment. Awareness can be acquired through leadership and management training as well as through clearly-defined organizational vision and mission. For this behavior to be maintained over the long term, however, it will have to be sustained by a personnel policy that values performance and talents. These talents, which include communication, negotiation and creation of a team spirit, are applicable in work relations with colleagues and staff as well as in relations with external groups, particularly teacher unions.

The current personnel system of MEN does not have the required characteristics. It is proposed that leadership and management training, covering the concepts and techniques mentioned above, be included in the program to remedy this weakness while looking forward eventually to deeper structural changes.

## **VI. INTERVENTION STRATEGY**

The intervention proposed here relies on a systems approach acting simultaneously on internal and external factors of the school.

Local elected entities and the education field services at different levels are directly involved. These are the teaching and administrative personnel of the target middle schools, the members of the school management committees, the existing education committee and those to be created within the rural councils and the regional councils, and those responsible for regional and departmental inspectorates.

Activities are structured first and foremost around the school, for which the school project will be a vehicle for development and the school management committee, its driving force.

As the departure point for the new education sector development policy, the school project, at the middle-school level, is defined at once as (i) a contract allowing the application of PDEF priorities and adapting them to the real needs of the local situation; (ii) a management tool permitting improvement in the operation of the school within the framework of its mission; and (iii) an instrument permitting the local authorities to learn how to assume the responsibilities that were transferred to them as regards education.

## **A.- Geographical unit for the intervention**

The unit for the intervention is the region, for which the technical criteria of choice ought to include:

- regions that are predominantly rural
- priority needs as defined by the school mapping
- the girls' participation rate
- the possibility of synergy with other USAID interventions and those of other partners
- the commitment of the principal actors to the intervention's objectives is a key factor in the choice of target schools. This commitment might be made tangible by community contributions, in cash or in kind, to certain expenditures related to a school's development or maintenance.

The number of regions and of target schools will depend on the country's absorptive capacity and the funds available. It would be worthwhile, however, to look at two rural regions, from among the best and least well endowed economically, in order to be able to compare the impact of the proposed interventions from several dimensions.

## **B.- Institutional implications**

The proposed intervention strategy involves:

- the availability of funds, in sufficient quantity and within the time required, to permit the schools to carry out their school projects
- a clear division of roles and responsibilities for each actor, including school management committee members, the education field services, the elected councils, and the oversight authorities
- training of those directly involved at the levels of school, community, and region in leadership, participatory planning, project management and school management
- sustained support for coordination and experience-exchange meetings among school management committees; between the management committees and elected officials; between the management committees and the education field services; and between the elected officials and the field administrators; and
- the establishment, right at the outset of the program, of baseline data, with simple and relevant performance indicators on students' rates of access, retention and completion, especially for girls.

## **VII. DESCRIPTION OF THE PROPOSED PROGRAM**

The intervention is for five years and involves four components.

**Component 1 (\$US7.0 million):** Access and retention

Objectives:

- (1) Expand the access of elementary-school students to middle schooling
- (2) Stimulate the demand for girls' education

(3) Create a school environment favorable to the retention of girls in middle schools

Key activities:

- Support the information and social-mobilization programs that aim at promoting favorable parental and community behavior to the access and retention of girls in middle school
- Refurbish 15 existing schools and construct 10 neighborhood middle schools to accommodate 7,500 students leaving primary school
- Retrofit existing middle schools with wells, latrines, walls, tree-planting programs, libraries, workrooms, sports fields and equipment, and refuse dumps.
- Provide special coaching to girls in grades 5 and 6 to help them better prepare themselves for the entrance exams into the 7<sup>th</sup> grade.

The success of this component will be measured by the admission rates into 7<sup>th</sup> grade, and by the retention/ drop-out rates for girls calculated every year until the 10<sup>th</sup> grade.

**Component II (\$US 4.0 million):** Quality of the learning environment

Objectives:

- (1) Create an environment favorable to girls' success
- (2) Increase the relevance of the curriculum
- (3) Put in place the conditions for high-quality teaching and learning

Key activities:

- Support the designation and training of 30 community mediators who will act as an interface among the school, the family and the community regarding the girls' educational needs
- Develop and introduce "gender" modules into the official curriculum and train teaching staff and principals
- Put in place 25 school projects to improve the academic quality and work conditions
- Support the establishment of an effective system to evaluate students' and teachers' performances
- Implement an effective incentive program to encourage good performance by girls and reward schools "friendly" to girls' participation.

Although the relevance of the curriculum is the key problem in middle school, given the fact that the French Cooperation is providing some support in this area and that the World Bank might consider intervening here too under the QEFA project, it is proposed that the USAID program focus primarily on supporting MEN in the definition of the goal of middle schooling, of the qualifications at graduation, and of relevant curriculum areas, and not on developing courses and modules except when it comes to those specifically addressing girls' educational needs.

The success of this component will be measured by the success rate of girls at the end-of-middle-school certificate (BFEM) or other equivalent diplomas, and in their integration into the economic and social environment.

### **Component III (\$US0.7 million): Decentralized management**

#### Objectives:

- (1) Strengthen the abilities of local elected bodies to carry out the education responsibilities that have devolved to them
- (2) Strengthen the capacity and commitment of education field offices/administrators to cooperate and provide technical assistance to local authorities in the development of middle schools

#### Key activities:

- Assist in the establishment of school management committees (CGE) in the target middle schools, of education committees (CE) in selected rural communities and regions, in coordination with the USAID team responsible for the governance and decentralization project.
- Set up a decentralized, bottom-up planning system, using the school project as a means to introduce the process and going up to the regional development plan.
- Train those who are involved, in particular members of the CGE and CE, in the techniques of preparing, executing and monitoring the performance of school projects.

The success of this component will be measured by the number and the impact of actions undertaken by these councils and committees on the life conditions and the quality of learning in middle schools.

### **Component IV (\$US1.3 million): Program leadership**

Objective: To strengthen the capacity for overall coordination and direction of the Ministry of National Education (MEN) in order to ensure the effectiveness of USAID/Senegal's support program

#### Key activities:

- Support the Inspectorate General for National Education in its technical and administrative coordination of the program
- Support the Directorate for Middle School and General Secondary Education (DEMSG) in the definition of goal, qualifications of graduates, new curricula, and in the creation of performance-evaluation tools
- Support MEN in defining its vision and mission, and in clarifying the roles and functional relationships of the central directorates and field services (DPRE, DEMSG, DAGE, DCES, IA, IDEN) in the realization of this vision and mission for middle schooling
- Assist the directorates and services to perform their new roles and responsibilities through training and technical assistance
- Strengthen the leadership and management capabilities of executives and managers responsible for program implementation.

The success of this component will be measured by the speed and efficacy of communication among central units, regional offices and schools, and by the quality of their technical assistance and material support to middle schools.

The table presented in **Annex 4** gives some indication of the types of expertise related to these activities.

## VIII. IMPLEMENTATION ARRANGEMENTS

Responsibility for the program’s implementation will be with the Ministry of National Education. Implementation will take place under the general direction of a steering committee chaired by the Minister and composed of representatives of the institutions that play a critical role in the program’s success, particularly USAID/Senegal, the Prime Minister’s Office, the

Ministry of Economy and Finance, the Ministry of Interior and Local Authorities, the Ministry of Civil Service, the General Assembly, Teachers’ Unions, and the Federation of Parents’ Associations. Administrative and technical coordination will be under the responsibility of the Inspector General, assisted by the Director for Middle Schools and General Secondary Education (DEMSG), the Director for Planning and the Director for General Administration and Equipment (DAGE), each in his area of competence. In the targeted region, coordination and monitoring will be assured by the Regional Council through the Education Committee with the technical support of the Academy Inspectorate. In the selected schools, coordination and monitoring will be done by the School Management Committee. To assist these various coordinating structures in accomplishing their tasks, the project will provide technical advisors and short-term consultants, training, and some material and logistic support.

The table below describes the different organizations comprising the steering, coordination and monitoring arrangements for the program.

### A. Program implementation structure

Structure	Mandate	Composition
<b>Central level:</b> Steering committee, chaired by the Minister of Education	<ul style="list-style-type: none"> <li>- Orientation of key project actions (e.g., choice of target regions, acquisition of land for construction, goal of middle school cycle)</li> <li>- Approval of project’s annual work plans</li> <li>- Overall monitoring of the program</li> <li>- Resolution of systemic constraints pertaining to the jurisdiction of other ministries, such as recurrent budget, recruitment of teachers, and disbursement of funds</li> </ul>	Permanent members: USAID Mission Deputy Director; representatives of Prime Minister’s Office, Ministries of Finance, Interior & Decentralization, and Civil Service, parliamentarian with responsibility for education; IDEN & SUDES teachers unions; Federation of Parents’ Associations, Inspector General of National Education, Coordinator of the Project Management Unit (PMU).
Administrative & Technical Coordination Committee: chaired by the Inspector General of National Education (IGEN)	<ul style="list-style-type: none"> <li>- Monitoring of the execution of the Steering Committee’s decisions by implementing units</li> <li>- Review of the consolidated annual work plans and budget proposals before submission to the Steering Committee</li> </ul>	Permanent members: DEMSG, DPRE, DAGE, DCES, IA, IDEN, School Principals, Coordinator of the PMU

<p><b>Regional level:</b> regional coordination and monitoring committee (for each target region), chaired by the president of the regional council</p>	<ul style="list-style-type: none"> <li>-Facilitation of project establishment at the regional level</li> <li>-Building of a network of structures involved in the project, particularly the CGE (school management committees) of targeted middle schools</li> <li>- Coordination of the development of the PRDE, starting with the school projects</li> </ul>	<p>Members : regional councilor charged with education (education committee), a representative of the Governor, Academy Inspector, representatives of the teachers' unions, traditional and religious leaders, associations of parents, concerned NGOs, school principals, Staff of the PMU</p>
<p><b>Community level:</b> Coordination and monitoring committee chaired by the President of the Rural Council</p>	<ul style="list-style-type: none"> <li>- In collaboration with the management committee, acquisition of land (in case of the construction or extension of a middle school)</li> <li>- Contribution in cash or kind to school rehab or construction efforts, and to maintenance</li> <li>- Collaboration with school principals and teachers to improve the quality of education at the school level</li> </ul>	<ul style="list-style-type: none"> <li>- Council members charged with education (education committees to be created)</li> <li>- Parents</li> <li>- Traditional and religious authorities</li> <li>- Village organizations</li> <li>- PMU staff</li> </ul>
<p><b>School level:</b> School Management Committee</p>	<ul style="list-style-type: none"> <li>- Development, implementation, follow-up and evaluation of school projects</li> <li>- Community mobilization</li> <li>- Management of resources at the school level</li> <li>- Improvement in the quality of education at the school level</li> </ul>	<p>This structure was created by decree in 2000 at the initiative of the Association of Middle and Secondary School Principals of Dakar, following their study trip to the U.S. in 1998. It involves <i>ex officio</i> and elected members, including students</p>

## B. Executing agency

Support for project implementation is provided by an executing agency chosen through a bidding process. The selection of this executing agency will be made by a technical committee comprising representatives of USAID/Senegal and MEN. Once selected, the executing agency will work in close collaboration with the relevant directorates and inspectorates of the Ministry, the regional councils (of the target regions), and the selected schools. The executing agency can sub-contract with construction companies and local NGOs for civil works, technical assistance and training, under USAID regulations.

## **C. Project Management Unit (PMU)**

MEN is responsible for setting up the steering, coordination and monitoring committees at various levels, central, regional and local. The USAID/Senegal project aims at providing technical and financial support to all levels of the middle school system including decentralized entities, middle schools, and local, regional and central directorates and services involved.

The Executing Agency will put in place a project management unit whose functions will include, but are not limited to: (1) technical support to the Administrative and Technical Committee, chaired by the Inspector General for National Education; (2) preparation of consolidated annual work plans and budgets, and execution of these plans, in collaboration with the institutions and organizational units involved; and (3) establishment of a system for monitoring and evaluating project and program performances.

The project is implemented through annual work plans and budgets prepared by various implementing units and consolidated by the PMU. These work plans will be defined in taking carefully into account the actual implementation capacity of institutions and units involved. A mid-term evaluation is scheduled toward the end of year 3 to determine the effectiveness of the program and to allow the partners to adjust their interventions according to changing needs.

A project implementation procedures manual will be prepared by the PMU at the beginning of the project. A baseline study of the situation at departure will also be carried out to provide a basis for monitoring the program's results.

The PMU is directed by a coordinator and could comprise the following:

- One construction advisor who would be an architect/civil engineer
- One girls' education advisor who would be an sociologist/education specialist
- One advisor in planning and decentralized management
- One school administrator
- One financial director
- One regional coordinator for each target region, and
- One administrative director

These positions could be filled either by international experts or by national experts, for terms that would vary according to real needs and the implementation schedule. Short-term consultants in specialized areas may also be hired when needed.

## **IX. THE PROJECT EXECUTION PROCESS**

### **Component 1. Increased access and retention, above all for girls, in middle schools**

#### **Sub-component 1 – Construction of middle schools and rehabilitation of classrooms**

Up to this point, two approaches have been used by donors: (a) The donor or its executing agency contracts directly with a construction firm from the assisting country for technical study and the civil works. This is the formula used by JICA and CIDA; (b) The government signs a

contract with a local executing agency agreed to by the donor. This is the formula used by the World Bank and the German Technical Cooperation.

With regard to Government funding, until 1996, construction was done directly by the Directorate for Construction and Equipment (DCES). After that date, in line with the transfer of education responsibilities to local authorities by the Decentralization Law, the role of the DCES

changed. Its role now is to define the construction and equipment standards and criteria and to control their compliance by building contractors. Contracting agencies may be hired to carry out civil works, and the responsibility for overseeing school construction now falls under the purview of decentralized entities.

If the option of direct contracting with an American construction company is best suited to USAID/Senegal, it is preferable that the construction follow the norms and criteria of the DCES to the extent possible, to facilitate upkeep and control of recurrent costs later.

Upkeep and maintenance. It is critical to make provision for the funding (grant funds or contributions from local authorities) of the upkeep and maintenance of what is built in order to avoid the huge repairs and restorations that characterized the schools built previously under Project PDRH. An excellent guide for upkeep is already available and can be used in the training of the School Management Committees and the other concerned structures.

Sub-component 2 – Program of information and social mobilization to change parental behavior in favor of girls' education

This activity involves a whole series of interventions aimed at influencing the behavior of parents vis-à-vis the education of their daughters, notably sensitivity campaigns, use of social mediators, contacts with traditional and religious leaders, etc. A positive experience came out of the SCOFI programs and, more recently, USAID's EDDI program. The project could benefit from these experiences. In addition, there are in Senegal NGOs and associations that have provided good services in this area and who could be contracted to implement certain programs and activities. There is an illustrative list of these NGOs in Annex 5.

This sub-component also includes the provision of additional coaching for girls attending 5<sup>th</sup> and 6<sup>th</sup> grades in primary school to help them catch up with their studies and gain a better chance to pass the entrance exam into grade 7 of middle school.

## **Component II. Creation of a high-quality school environment**

Given that most of the academic aspects of the curriculum are taken care by CFD in the PEES project, this component of the USAID program could look above all at capacity-building in management for the key actors and at the specific needs of middle-school girls.

Sub-component 1 – Introducing “gender” into the curriculum

These activities comprise:

The introduction of gender modules into the study program and the training of teachers and school officials as well as School Management Committee members in these modules. Under

the EDDI program, the modules on introduction to active life and citizens' rights and obligations were well received by students. It would be interesting to test these modules in middle school, in order to assure their eventual integration into the official curriculum.

The establishment of an appropriate program of awards and scholarships to encourage the best performance while paying attention to the need to avoid negative effects.

It would also be worthwhile to study the wearing of uniforms. This is important for girls of this age, who, according to the surveys, feel particularly sensitive to the differences in social status that dress represents.

#### Sub-component 2 – Implementing school projects in target middle schools

The concept of school projects is relatively new for middle schools, although they are well known at the elementary level. A preparation guide has been developed and all the school principals were trained in its use, for four days, with the support of CFD. Currently, 29 out of 35 projects have been approved and have obtained CFD funding at an average of three million F cfa per project.

To improve teaching and learning conditions in the target schools and strengthen the capacity of local authorities, the funding of school projects by USAID is recommended. The outputs for these projects will help to upgrade the quality of the school academic and physical environment. **Annex 6** gives more details on the school projects and some problems encountered thus far. It should be noted that the follow-up of these projects will take more time and require much effort, especially during the first years.

### **Component III. Support for decentralized management**

Sub-component 1 – Establishing School Management Committees and strengthening their of management capabilities. This activity is implemented by:

Helping school principals and local authorities to understand and buy-in the roles and responsibilities that now fall upon them, and training them in the concepts and techniques of leadership and management appropriate to their responsibility level.

Giving School Management Committees the opportunity to learn how to prepare, execute and monitor small development projects, using school projects as practical experience.

The development of a procedures manual for the education committees of the rural and the regional councils, and the training of those responsible for education development (and financing) plans. This activity will be done in consultation and collaboration with staff responsible for the governance and decentralization project within USAID/Senegal.

### **Component IV. Capacity-building for the direction, coordination and monitoring of the program by the Ministry of National Education**

In order to play its role effectively in overall program direction and coordination, MEN needs to have at its disposal some basic tools, namely school mapping, and accurate information on the actual situation and actual needs as identified at the school level. This component aims at

providing technical assistance to central directorates and regional and departmental field offices to carry a number of key studies and some material and logistic support.

#### Sub-component 1 – Feasibility studies

It is proposed that the project fund the following eight studies, some of which, although closely linked, are kept separate because they require different skills:

- 1) Definition of the school map for middle schools
- 2) Construction of neighborhood middle schools
- 3) Definition of the goal of middle school
- 4) Definition of graduation qualifications
- 5) Revision of the curriculum
- 6) Definition of a performance evaluation system
- 7) Definition of the vision and mission of the Ministry, as far as middle school is concerned; and definition of the roles of the units involved, together with a training and equipping plan
- 8) Establishment of a communications system for the middle school

These studies should be done by joint teams of international consultants and national staff. They should start with staff training, through courses and/or study trips, depending on the nature of the study and the level of the participants, in order to assure an understanding of the stakes and strengthen the participants' commitment--- two indispensable conditions if results are to be relevant and changes to be lasting.

Sub-component 2 – Training. This is training in leadership and management for the executives and managers of the central directorates and of regional and departmental inspectorates involved in the middle-school support program. As indicated in the section on institutional analysis, this type of training aims at providing key actors in the reform processes with the necessary perspectives and tools to initiate changes in the quality and rhythm of the system within which they operate. A good training and development program, well conceived and targeted, combining study visits, seminars and courses in-country and overseas, should be able to help the Ministry overcome some of its institutional deficiencies.

Sub-component 3 – Materials and logistics. In view of the shortage of equipment and materials in the directorates and services concerned, the project will provide a minimum of support to assist them in their tasks, until the non-wage operating budget is better funded. The project will finance a vehicle for the Academy Inspectorate in each target region. It will also provide equipment and materials for communications (telephone/fax lines), copying, and office supplies to the staff of DEMSG, IA and IDEN involved in project activities.

A tentative chronology of activities is presented in Annex 7.

Budget proposals for the different activities of the project are presented in Annex 8. An explanatory note on cost calculation is contained in Annex 9.

## X. MONITORING PERFORMANCE INDICATORS

The logical framework presented below gives certain measures of return and risk indicators.

**Annex 10** presents an illustrative table of outputs and effects.

HIERARCHY OF OBJECTIVES	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	CRITICAL ASSUMPTIONS
<i>Program objectives</i>  Raise the admission, retention and completion rates for middle school students, particularly girls.	<i>Situation at program finish in the target schools</i>  - Increased admission rate of girls into the 7 <sup>th</sup> grade - Increased completion rate of girls in 9 <sup>th</sup> grade - Increased success rate of girls at the end of middle school (BFEM or equivalent diplomas) - Rate of integration of girls into the economy and social life after completing the 10 <sup>th</sup> grade - Rate of girls' same-grade repetition	  - Yearly statistics of Ministry of Education - Project monitoring report	  Decentralization of education is maintained despite political changes
<i>Outputs for each component</i>			
I.- Improve access and retention, especially for girls, through: - construction of 10 neighborhood middle schools - rehabilitation of 15 schools - implementation of a sensitivity program and a program of social mobilization - installation of required physical infrastructure (wells, latrines, walls, etc.)	 - 10 neighborhood middle schools built and equipped - 15 schools rehabilitated - physical infrastructure brought up to standard	 - Field visits - Project monitoring report - Reports of the DCES, IA, and IDEN	 Qualified teachers (part-time) appointed in sufficient number and for the required periods to positions created by the new neighborhood middle schools
II.- Improve quality and learning conditions by : - selection and training of 30 women community mediators - implementation of an incentive system to encourage performance related to improved girls' participation - introduction of « gender » modules appropriate to the teaching program - « gender » training for school principals and teachers - a student/classroom ratio of 50:1 at the maximum	 - 30 women mediators selected and trained - Appropriate « gender » modules taught in the regular program - School principals and teachers trained in « gender » - Performance of school principals and teachers evaluated using « gender » as a criterion - Student/classroom ratio of 50:1 maintained	 - Polls - Surveys - Unannounced visits - Operational reports - Statistics from ministries - Follow-up indicators - Performance indicators	 Decision to apply a « gender » dimension to the middle-school program

<b>HIERARCHY OF OBJECTIVES</b>	<b>OBJECTIVELY VERIFIABLE INDICATORS</b>	<b>MEANS OF VERIFICATION</b>	<b>CRITICAL ASSUMPTIONS</b>
<p>III.- Implement decentralized management by:</p> <ul style="list-style-type: none"> <li>- strengthening the management and planning capacity of School Management Committees</li> <li>- establishing a bottom-up planning system that integrates the process of preparing school projects with that for community development plans</li> <li>- implementing school projects in the target middle schools</li> </ul>	<ul style="list-style-type: none"> <li>-CGE set up in target schools and trained in leadership and management; CE of rural councils and regional councils set up and trained in leadership and management</li> <li>-Procedures manual for bottom-up planning used in preparation and implementation of school projects</li> <li>- School projects prepared, implemented, and monitored by the CGE, and incorporated into the community and regional development plans by the CE</li> <li>- School projects partially financed by local authorities</li> </ul>	<ul style="list-style-type: none"> <li>- Project report</li> <li>- Report of local groups</li> <li>- Report of the Ministry of Education</li> </ul>	<p>Sufficient budgetary subsidies and timely disbursement of funds to schools by MEF</p>
<p>IV.- Strengthen program direction, coordination and monitoring by:</p> <ul style="list-style-type: none"> <li>- defining a vision and mission for the Ministry of Education with respect to middle school</li> <li>- clarifying the roles of central directorates, field administration (IA and IDEN), education committees (CE) and school management committees (CGE) in the realization of this vision and mission</li> <li>- developing and disseminating a procedures manual for program implementation (on a consensus basis)</li> <li>- training the executives and managers in leadership and management</li> <li>- carrying out studies, and related training, to develop the necessary planning and school-management tools (middle school mapping, defining neighborhood middle school, special techniques of geo-reference information gathering, definition of goal, exit qualifications, performances evaluation )</li> <li>- establishing a program monitoring system.</li> </ul>	<ul style="list-style-type: none"> <li>- Vision and mission defined, understood and accepted by professional and managerial staff of the Ministry of Education and its internal and external partners</li> <li>- Roles clarified and accepted by the different actors</li> <li>-School mapping established and implemented</li> <li>- Goal and graduation qualifications defined</li> <li>- Teaching program revised and « gender » modules included</li> <li>- Coordination and monitoring system established and used</li> </ul>	<ul style="list-style-type: none"> <li>- Project report</li> <li>- Ministry of Education report</li> </ul>	<p>Key decision makers in MEN's central units accept to play their new roles</p> <p>Regional inspectors and middle school principals and faculty are open to new experiences</p>

## XI. MAJOR RISKS

Project implementation could run major risks if critical premises are not borne out. The table below presents the major risks envisaged, their importance, and measures proposed to reduce their chances of emergence and their impact:

<i>Outputs</i>	<i>Level</i>	<i>Actions to minimize risks</i>
If qualified teachers are not assigned by the government within the necessary time frame	M	Agreement signed by relevant government authority before the project starts. Vigilant follow-up by the Project Management Unit.
If priorities change with a change in government	M	On-going dialogue with relevant government authorities.
If budget resources are not provided in sufficient amount and in time to finance recurring costs	S	Involvement of the Ministry of Economy and Finance and the Prime Minister's Office in the program's direction
<i>Output activities</i>		
If the local authorities refuse to collaborate (resistance from traditional or religious leaders)	M	The commitment of local authorities and traditional leaders is a criterion in the selection of the target regions and schools
If the concerned central directorates and field offices lack the capacity and commitment to execute the program	M	Technical and material support and training provided by the program. Continuous consultation with key actors maintained by the PMU Coordinator

**Notes :** S= substantial; M = modest

# **ANNEXES**

## **Annex 1.1**

### **Selected List of Documents Consulted**

#### **I. Government documents**

**A.- Ministry of National Education,** “Programme Décennal de l’Education et de la Formation (PDEF), Initiative Spéciale des Nations Unies pour l’Afrique,” September 2000

\_\_\_\_\_. “L’Education de base au Sénégal, Actes du colloque de St-Louis”, August 10, 11, 12 et 13, 1995

\_\_\_\_\_. “Assurer une meilleure participation et une amélioration des performances des filles à l’école par l’approche genre, Guide de l’enseignante et de l’enseignant”. Dakar, December 2000

\_\_\_\_\_. “Education pour Tous 1998-2008,” General policy – Plan of activities for basic education for all in Senegal

\_\_\_\_\_. “Plan national d’action de l’éducation pour tous (PNA/EPT)”. Dakar, April 24, 2001

\_\_\_\_\_. “Plan régional de développement de l’éducation”, 2001-2003. (Inspectorate of Academy of Dakar)

\_\_\_\_\_. “Protocole d’accord relatif à la construction, la réhabilitation et l’entretien des établissements scolaires entre le MEN et les collectivités locales”.

\_\_\_\_\_. “Plan national d’action de l’éducation pour tous ».

\_\_\_\_\_. “Lettre de Politique générale pour le secteur de l’éducation et de la formation ,” February 2000

#### **B.- Operating manuals and guides produced under the PDEF:**

- General procedural manual
- Procedural manual – school council
- Procedural manual – school management committee
- Orientation and methodology for school principals and members of the school management committee
- Orientation and methodology for staffs of the DPRE, DEE, IA, IDEN
- Guide for preparation and approval of school projects

#### **C.- Legislation and texts on decentralization in Senegal :**

- Law no. 96-06 of March 22, 1996, pertaining to the Code for Local Communities
- Law no. 96-07 of March 22, 1996, pertaining to the transfer of responsibilities to the regions, towns, and rural communities

- Law no. 96-09 of March 22, 1996, defining the administrative and financial organization of the urban center ( *commune d'arrondissement* ) and its relationship with the city
- Law no. 96-10 of March 22, 1996, modifying law No. 72-02 of February 1, 1972, pertaining to the organization of the territory
- Decree no. 96-228 of March 22, 1996, modifying decree no. 72-636 of May 29, 1972, defining the authority and powers of the administrative area chiefs and village heads
- Decree no. 96-1118 of December 27, 1996, creating the National Council for the Development of Local Communities
- Decree no. 1133 of December 27, 1996, pertaining to the application of the law transferring responsibilities to the regions, towns, and rural communities in planning matters
- Decree no. 96-1136 of December 27, 1996, pertaining to the application of the law transferring responsibilities to the regions, towns, and rural communities in matters of education, literacy, promotion of national languages, and vocational training
- Decree of 2000, creating school management committees in the middle and secondary schools

## **II. Documents of international cooperation institutions**

AID/Senegal. Education Hunch Assessment (October 23-27, 2000)

\_\_\_\_\_. Plan préliminaire de suivi/évaluation de la performance- Initiative en matière d'éducation pour le développement et la démocratie (EDDI)

UNICEF. Enquête sur les écoles pilotes, Report, Dakar, 1997

\_\_\_\_\_.Scolarisation des filles (SCOFI) – To assure better participation and improvement in girls' performance in school through a « gender » approach – Teachers' Guide, December 2000

World Bank. Document on a strategy for poverty reduction, December 2001

\_\_\_\_\_. National conference on the setting up of a national committee of teachers for the promotion of girls' education. Theme : « Mother and educator : the teacher must be the principal actor in SCOFI » Fatick, July 10-11, 1997

\_\_\_\_\_. “Quality Education for All Program”, Project Appraisal Document, March 20, 2000

\_\_\_\_\_. OED review of 2 projects in Senegal : Primary Education Development Project and Second Human Resources Development Project. February 21, 2002

OECD. “Evaluation of programs promoting participatory development and good governance – A synthesis report,” 1997. DAC Expert Group on Aid Evaluation (OECD/OCDE)

AFD. Chronology of the execution of the components of the « PEES » project by the DEMSG, January 12, 2001

### **III.- Articles and reports**

Benoiel, Sharon (June 1999). "More, but not yet better: USAID's programs and policies to improve girls' education" (USAID Evaluation Highlights No. 64). Washington DC: USAID Center for Development Information and Evaluation

Braslavsky Cecilia. "Decentralization and Equity: Opportunities and Limitations of Contemporary Educational Policies." Paper presented at the International Conference on Federalism, Mont-Tremblant, Québec, October 1999

Bray, Mark (January 2000). "Community partnerships in education: Dimensions, variations, and implications." Paris / New York: UNESCO World Education Forum.

CONFEMEN, "L'Education de base : Vers une nouvelle école", Dakar 1995

Easton, Peter and Rapps, Beth. "Literacy and Decentralization in West Africa: Interim Results of the PADLOS-Education Study of Local Strategies for Economic Development." Center for Policy Studies in Education, Florida State University

Hamoudy, Tourya, "L'Education des filles dans l'enseignement primaire public au Sénégal", Dakar 2001

Pigozzi, Mary Joy (March 2000). "Girls' Education Thematic Study: Executive Summary," New York: UNESCO- World Education Forum

Rugh, Andrea & Bossert, Heather (1998). "Involving Communities: Participation in the delivery of education programs" (an ABEL Project publication). Washington, DC: Creative Associates International, Inc.

Sutton, Margaret, Tietjen, Karen, Bah, Amadou & Kamano, Pierre (November 1999). "Promoting primary education for girls in Guinea" (CDIE Impact Evaluation). Washington DC: USAID Center for Development Information and Evaluation.

Sy, Bocar G. and Fofana, Mamadou, "Evaluation des Ecoles Communautaires de Base (ECB) » Date?

## **Annex 1.2**

### **Partial List of Individual Meetings**

#### **1.- U.S. Agency for International Development (AID/Senegal)**

Patrick Fine, Deputy Director  
Abdoul Wahab Ba, Decentralization  
Abdrahmane Diallo, Education  
Scott Dobbibyein, Decentralization  
Suzanne Fine, Program  
Sara Rasmussen Tall, EDDI/Education

#### **2.- Japanese Agency for International Cooperation (JICA)**

Aissa Touré, Deputy Director for Programs

#### **3.- World Bank**

Linda English, EQPT Program

#### **4.- Canadian International Development Agency (CIDA)**

Ibrahima Diome, Education  
Birame Owens Ndiaye, Decentralization

#### **5.- French Cooperation for Development (CFD)**

Jean Marie Lachapagne, Technical Advisor to the DEMSG (component 2 of the PEES)  
Pierre Sautai, Advisor to the Director of Cabinet (component 3 of the PEES)  
Alain Credeville, Technical Advisor to the DEE (component 1 of the PEES)

#### **6.- Ministry of Economy and Finance (MEF)**

Alioum Seck, Division of Public Expenditures

#### **7.- Ministry of National Education (MEN)**

Joseph Pierre Ndiaye, Director of Cabinet  
Mbaye Ndoumbé Guèye, Director of the DPRE  
Abdourahmane Ngom, DPRE  
Djibril Ndiaye Diouf, Secretary General of the DPRE  
Léopold Faye, Director of the DEMSG  
Mohamadou Aly Sall, Director of the DEE  
Alassane Ndiaye, Director for Literacy  
Moussa Ndiaye, DEE  
Moussa Souko, DAGE  
Alexandre Mbaye Diop, Coordinator, GOPE

## **8.- Region of Dakar**

Cheikh Ndiaye, Academy Inspector for Dakar

Mame Yelli Badiane, Departmental Inspector, IDEN, Pikine

Cheikh Amadou Ndiaye, School Director, Pikine

Saïdou Ba, School Director, Pikine

Claude Simedou, Principal of middle school Grand Yoff, President of the Association of Middle and Secondary School Principals

Elimane Seye, Principal of middle school Matar Seck, Secretary of the Association

## **9.- Region of Diourbel**

Mali Coumba Faye, Inspector, IDEN, Bambey

M. --- responsible for planning, IDEN, Bambey

El Hadj Gana Sene, School Director at Ndoundoul, President of the Special Delegation of Bambey, President of the Association of School Directors of Bambey, Principal of the middle school Ndoulo, Bambey

## **10.- Ministry of the Interior**

The Prefect of Bambey

A Sous-Prefet

## **11.- Teachers Unions**

Deputy Secretary General, UDEN

Officer responsible for women's and training programs, UDEN

Secretary General, Bambey section, SUDES

## **12.- Parents' Associations (APE)**

Mamadou Badiane, President of the National Federation of the APE

M. Ndiaye, Vice-president of the regional association of APE, Diourbel,

President of the departmental association, Diourbel

## **13.- Others**

M. Fall, former regional councilor responsible for the regional education committee, Diourbel

Alain Grandbois, Director, International Center Paul Gérin-Lajoie

M.---, education consultant, ex-member of the education office of CONGAD

Mrs. Aicha, outgoing Mayor of Mbacké, Bambey.

## Annex 1.3

### List of participants at the May 6, 2002 Workshop (To review the LTA team's findings and proposals)

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Alassane Demba MBOW	Parents Association DPT de Pikine /	S/c Ecole Elimane NDIAYE IDEN Pikine	8343083 6494577	
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## **Annex 1-4**

### **Planning for USAID/Senegal's Five-Year Program in Basic Education**

#### **Work Plan of the LTA Planning Mission**

**Dakar**

**April 15, 2002**

## **1. Presentation**

In Senegal, 50% of the adult population is illiterate, only 8.6% of the school-age population attends secondary school, and success prospects are poorer for girls than for boys because the latter go to school longer. Despite an investment representing more than 30% of the national budget, the government lacks a system capable of educating all its citizens and thus of maximizing their chances to build a modern society and reduce poverty.

In reaction to these different problems, the government has developed, within the framework of the Special Initiative of the United Nations for Africa, a ten-year program in education and training (PDEF) covering the period 2000-2010. This program, which constitutes a framework for the coordination of the efforts of Senegal's technical and funding partners, aims to transform the Senegalese education system into one that performs better both qualitatively and quantitatively. It aims, in fact, to give voice to the goal of education for all in the development of a society that is economically strong, socially structured, and culturally flowering.

In recent years, USAID's intervention in the Senegalese education sector has been relatively modest and has concentrated principally on girls' access to school. Starting from fiscal year 2002, AID/Senegal anticipates making available funding of a long-term support program in basic education. Given the importance of education in Senegal's decentralization policy, the new program will fall under AID/Senegal's strategic objective 2 (SO2), which consists in sustaining the reforms that involve the decentralization of the government's planning, management, and finance services.

The firm L. T. Associates, Inc. (LTA) has been contracted to support AID/Senegal in the preparation of a detailed framework for basic education program planning. The present Work Plan describes the nature and goal of LTA's mandate, the methodology used in data collection and analysis, the sampling of schools and persons surveyed, the schedule of activities, and the method of validation for the program options used.

## **2. Nature and objective of the mandate**

### ***2.1. Nature of the mandate***

The mandate consists in defining, with the participation of government officials and representatives of the principal donors in the education sector, a five-year support program (2003-2007) of \$15 million for basic education. This program will support Senegal in the pursuit of its objective of providing a basic education of quality to during the first 10 years of schooling by 2017.

### ***2.2. Objective***

The program envisaged by AID targets principally school-age girls in the formal sector in elementary and middle schools. This new program aims to contribute to the improvement of: (i) access to education; (ii) the retention of students in the system; and (iii) the quality of learning. In order to build on the experience acquired in USAID's intervention with the EDDI program, the present mandate aims essentially to identify: (i) what activities that can justify an investment

of \$15 million in the basic education area; (ii) how this investment could produce, over the next five years, a significant difference in the provision of education services to the population, more specifically to girls; (iii) to what degree the current strategy put forward by the EDDI program to increase girls' access and retention in the school system is effective and should be pursued and extended; and (iv) how to transfer the lessons learned from experience in the informal education sector, notably from the local community schools, to the formal education sector.

### ***2.3. Expected results***

As stipulated in the terms of reference, the principal results expected include:

1. The preparation of a Work Plan for submission to AID.
2. The holding of two workshops with education-sector participants in Senegal
3. The preparation of a preliminary report and of a final report comprising, on the one hand, the objectives, expected results, illustrative activities, intervention components, implementation structure, and budget schedule for a basic education support program, and, on the other hand, proposals for the updating of an education results framework within the scope of strategic objective 2 (SO2) linked to the orientations defined by the Ten-year Program for Education and Training (PDEF).

### ***2.4. Planning principles***

The new program will rest on the following broad principles:

1. Every intervention in the education sector must stay within the framework of the PDEF and of the national action plan for education for all.
2. The process of defining the five-year basic education support program must be undertaken with the participation of all stakeholders in the education sector.
3. The proposed program must fill a gap left by other donors
4. The orientations of the strategic program for poverty reduction (PSRP) must be taken into account.
5. The program proposed must rest on a comparative advantage on the part of USAID.

## **3. Methodology**

### ***3.1. Analytical perspectives***

An approach combining quantitative and qualitative data collection methods will be put in place to plan for USAID's new education program, and will involve: (i) comparisons using composite performance indicators (access, retention, quality) between the schools supported by USAID (EDDI) and the schools not supported by USAID; (ii) an evaluation of classroom experiences in the non-formal sector and a critical analysis of the context and process by means of which the results were obtained; (iii) the combining of the two types of data to evaluate the possibilities for generalization from promising interventions in a decentralized context; (iv) the complementarity of the interventions proposed with the interventions of the other donors.

The analytical perspectives to be applied to data that will be collected through a document review and individual and group interviews include: a situation analysis, resource analysis, gender analysis, needs analysis, and constraints analysis. These different analyses will permit

the subsequent formulation of working hypotheses that will be tested and validated at the time of the meetings with the key stakeholders of the education sector.

### **3.2. Principal questions**

Among the principal questions connected with the different analytical perspectives are the following:

#### **Situation analysis**

- What are the strengths and weaknesses of the young, and above all of girls, in the education area (access, quality)?
- What are the lessons we can draw from classroom experience in the non-formal sector, notably in the local community schools?
- How can this experience contribute to girls' education in the formal sector?
- What is the present implementation status of the government's decentralization policy?

#### **Institutional analysis**

- What are the types of organizations/institutions that intervene in the sector?
- In what areas/sub-sectors do they intervene?
- What are the strengths and weaknesses (programming, planning, implementation, follow-up, etc.) of these organizations, especially of the local authorities?

#### **Resource analysis**

- What resources (human, technical and financial) are currently available to the system, both at the central government level and at the decentralized level?
- How are these resources distributed and managed?
- How can they be better used, particularly for the education of girls?

#### **Gender analysis**

- What is the level of inequity between boys and girls within the education system, and more specifically at the basic education level?
- What are the factors that underlie and influence this situation?

#### **Needs analysis**

- What are the changes needed to respond to the education needs of the young, particularly of girls?
- What strategies can we use to assure a sustainable effort to come to grips with all these needs?

### **ANALYSIS OF CRITICAL CONDITIONS/HYPOTHESES**

- What are the critical conditions that must be satisfied on the political, social, cultural, economic and institutional planes if these changes are to be realized?

### 3.3. *Sampling*

Sampling as defined by the LTA team has essentially to do with pragmatic criteria and consultation with all the categories of actors who participate directly or indirectly in education, whether this be positively or negatively. Using a participatory approach, the team will gather information on the stakeholders' activities and programs and their view of the schools as well as the problems that, according to them, hinder the development of basic education with regard to access, retention and quality. It will also be a matter of reviewing, on the one hand, their priority expectations and, on the other hand, the principal constraints that must be managed in any intervention that seeks to improve the present situation. This collection of opinions will complement the information drawn from the different documents and allow a complete picture to emerge.

#### *Regions*

Diourbel and Dakar. These two regions were chosen in collaboration with USAID using the following selection criteria: (i) the geographic location (suburban, rural); (ii) prior intervention by USAID (the EDDI project); (iii) the school enrolment rate for girls (high and low); and (iv) the phenomenon of urban migration of girls (the case in Diourbel).

#### *The targets*

- Two EDDI elementary schools in each region: one that functions well and one that functions unsatisfactorily;
- Two elementary schools in each region that get no support from any external partner: one that functions well and another that has problems;
- In these schools, interviews with the following actors: the director (alone), four teachers of whom two are women (in a focus group), and six students of whom four are girls (in a focus group);
- In visits to field services, an interview with a departmental inspector (Bambey) and an academy inspector (Dakar);
- In a central administration, an interview with the director of education planning (DPRE), the director of elementary education (DEE), the director of middle and secondary education (DEMSG), and the director of literacy;
- From other ministries, an interview with a senior civil servant in the ministries of Economy and Finance, Interior, and the Minister in charge of local communities;
- From donors, an interview with CIDA, the World Bank, the European Union and the French Cooperation for Development;
- From contractors and NGOs working in the area of decentralization support, interviews with ENDA/GRAF and ARD;
- One middle school;
- From organizations involved in the operation of the school, an interview with the national president of the association of parents, of students and a union leader from UDEN and SUDES, two NGOs or associations working in education (in addition to those working with JOG);
- From the communities serviced by the schools, a focus group with six parents of school-age children of whom three do not have their children in school, and four women;

interviews with the municipal or rural council, two local leaders or notables (one traditional leader and one religious leader), one local community school, one Islamic school, six children who do not wish to go to school, representatives of the association of parents (APE) and of the School Management Committee

### 3.4. The calendar

**Table 3 : Work Plan for the planning team (April 4 – May 31, 2002)**

No	Activities	Date	<i>Results</i>
1	Interviews with concerned officials at the World Bank, AID/Washington, Development Associates, Inc.; rapid reading of documents; outline of a work plan for the LTA team	April 4-5	Documents and interview notes
2	Travel to Dakar by international consultants	April 6-7	Arrival in Dakar
3	Organizing meeting of the LTA team ; presentation of team members ; discussion of the team's mandate ; preparation for the initial meeting with AID/Dakar ; discussion of the work plan ; outline of the structure of the report ; preliminary discussion of the information to be obtained during the calls on and interviews with key actors, schools, and decentralized entities to be visited	April 8	Familiarization among team members ; agreement on principal questions to be clarified with AID/Dakar ; agreement on the general organization of the mission and the team's work methods ; preliminary version of the schedule and of the report outline
4	Presentation of the team to AID/Dakar ; courtesy call on Mission officers ; work session with technical team ; clarification of objectives and mandate ; instructions from the Mission ; discussion of the team's work plan	April 9	Better understanding of the team's mandate, notably the strategic framework into which it fits, the coverage of the intervention, AID's concerns and expectations ; the objective and organization of Workshop 1
5	Preparation of the work plan	April 10	Consensus on the team's mandate ; list of documents to be read ; list of persons to meet in Dakar ; sample of schools and sites to be visited ; list of individuals and groups to meet ; results expected at each stage
6	<b>Submission of the work plan for AID/Dakar's approval</b>	<b>April 11</b>	<b>Work plan submitted to AID</b>
7	Study of documents and texts ; contacts and organization of interviews with those concerned	April 11-13	List of questions to study ; guide for the interviews ; meetings accomplished
8	Calls on government authorities and interviews with concerned Senegalese officials, cooperating institutions, NGOs, and other key actors at the Dakar level	April 15-18	Notes on the meetings ; preliminary version of the approach proposed for the support program ; invitations sent to Workshop 1
9	<b>Work session with AID technical team to review the approach document and workshop preparations</b>	<b>April 16</b>	<b>Agreement on the approach, the subjects for discussion, and the modalities for the running of the workshop</b>

10	Preparations for the running of the first workshop for interested actors : availability of the space, distribution of tasks among the team, documentation to be distributed, etc.	April 17-18	Space and equipment prepared, distribution of tasks done, documentation copied (including information to be gathered on partners' programs)
11	<b>Holding of the first workshop for interested actors – at AID/Dakar headquarters</b>	<b>April 19</b>	<b>Workshop held</b>
12	Discussion of comments and suggestions from the workshop	April 20	Wrap-up of the approach document
13	Preparation for field visits (contacts with relevant officials, organization of the team, material and logistic aspects)	April 16-20	Preparation done, notably visits and interviews confirmed, distribution of tasks done, transport and itinerary confirmed, lodging and meals reserved
14	Visits to persons and groups included in the school sample ; individual and group interviews	April 22-29	Data collected in Dakar and Diourbel
15	Orientation meeting with the central directorates of the Ministry of Education	April 29	Consolidation of Ministry's needs and expectations with regard to the program
16	Analysis of the data gathered ; formulation of preliminary conclusions and recommendations	April 23-30	Conclusions drawn ; preliminary recommendations identified
17	Editing of the preliminary report (principal intervention components of the USAID Basic Education Support Program)	May 1-3	Draft proposals on the intervention components for the next five years
18	Preparation for the second workshop for interested actors : objective, participation, discussion themes, program, and material and logistic aspects	April 15 – May 5	Site identified, invitations sent (April 22), participants confirmed (May 2), room organized, equipment arranged, documentation completed, program adopted, organizational modalities agreed
19	<b>Holding of the second workshop for interested actors</b>	<b>May 6</b>	<b>Workshop held</b>
20	<b>Incorporation of the comments into the proposals; completion of the preliminary document (principal text and annexes)</b>	May 7 - 10	Preliminary report completed
21	<b>Meeting to summarize and submit the preliminary report to AID/Dakar</b>	<b>May 10</b>	<b>Meeting accomplished ; preliminary report submitted</b>
22	Return travel to Washington and Montreal by international consultants	May 11-12	International consultants departed
23	Review of preliminary report by AID/Dakar ; dispatch of comments to LTA	May 13-17	Written comments received by LTA
24	Wrap-up of the final report	May 20-25	Final version of report completed
25	Translation and editing of final report in English and French	May 27-31	English version translated and edited ; French version edited
26	<b>Submission of the final report in two versions – English and French – by e-mail to AID/Dakar ; dispatch of ten copies (five in French, five in English) to AID/Dakar</b>	<b>June 1</b>	<b>Final report (English and French) sent by e-mail to AID/Dakar ; five copies in English and five in French sent by express mail</b>

## Annex 2

### FUNDING COMMITMENTS TO CURRENT PROGRAMS IN EDUCATION

The table below presents the financial support identified for the first phase of the PDEF  
(2000-2003)

Source de financing	Sub-sector	Area	Amount (US \$ '000)	%
Government	All sectors	Access, quality, management	78 685	29,8
Local communities	All sectors except higher education	Access, quality, management	13 809	5,2
Private sector	Basic (elementary and middle - 10 years)	Access	5 793	2,2
IDA (World Bank)	Basic (10 years), pre-school, health, literacy, special education, professional training	Access, quality, management	55 522	20,6
CIDA	Basic (elementary), literacy	Access, quality, management	11 062	4,2
Norad	Special education Textbooks	Quality	6 850	2,6
AfDB	Basic (10 years) Secondary education Textbooks	Access, quality, management	16 988	6,4
GTZ	Literacy	Access, quality, management	1 457	0,6
French Development Agency (AFD)	Basic (elementary)	Access, quality, management	6 004	2,3

Source de financing	Sub-sector	Area	Amount (US \$ '000)	%
Coopération Française	Basic (10 years) Secondary education Professional training	Access, quality, management	3 550	1,3
OPEP	Basic (elementary)	Access	3 974	1,6
Saudis	General and technical secondary education	Access	443	0,2
JICA (Japan)	Basic (elementary)	Access	5 827	2,2
European Union	Basic (elementary) Professional training	Quality	861	0,3
NGOs	Basic (10 years) Literacy	Access, quality	4 312	1,6
Unicef	Basic (elementary) Literacy	Quality	97	0,1
Beneficiaries (families)	Basic Secondary education Professional training	Access, quality	5 152	2,0
To be determined (others)	All sectors	Access, quality, management	42 115	16

Source : Costable, PDEF/ DPRE, 2000

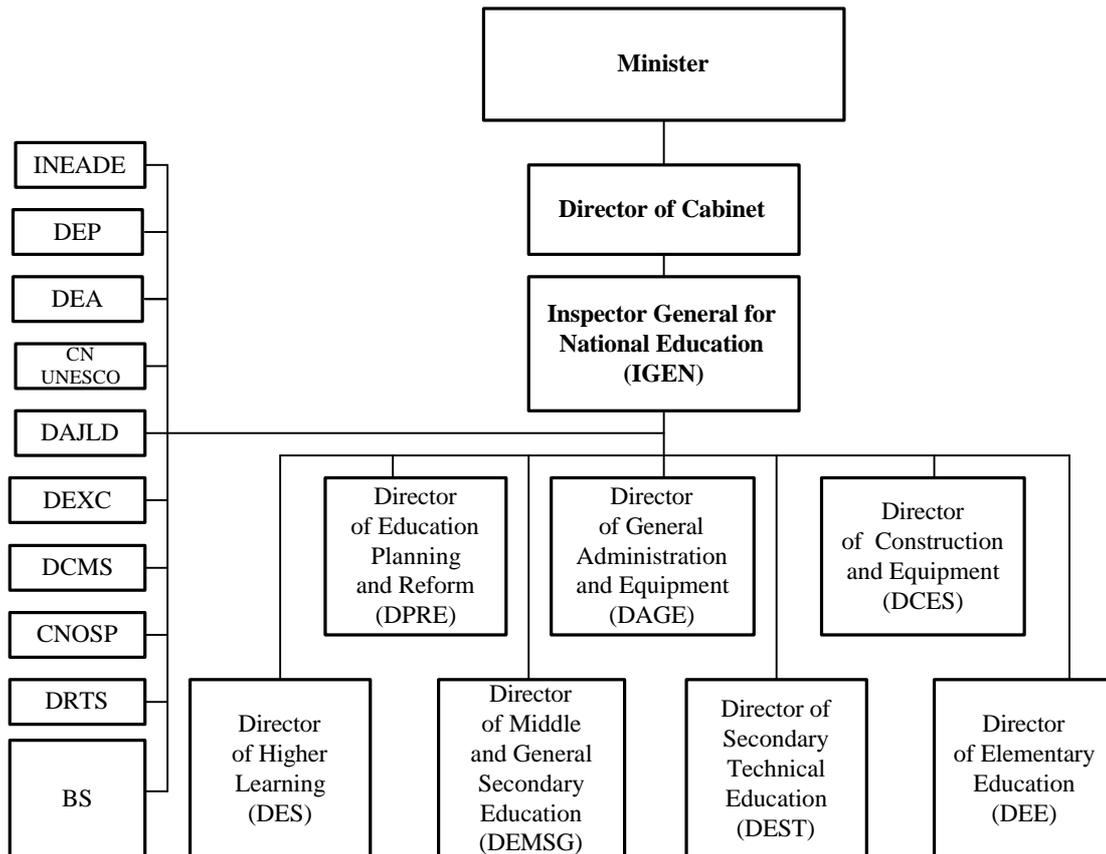
A reading of this table yields the following :

- There is a strong concentration on the basic education sub-sector.
- « Access » in this sub-sector receives the most support from donors, essentially in the construction and equipment of classrooms at the elementary level.
- « Quality » is financed in large measure through textbooks and school projects.

- Problems of equity and the correction of disparities in matters of gender are handled across the board.
- Support for the management dimension as reflected in the documents does not allow us to identify the part of the funding that goes to promote decentralization in education.
- There is still a large gap in funding (about 16% of the total amount of financing required).

## Annex 3-1

### Organizational Chart of the Ministry of National Education (MEN)

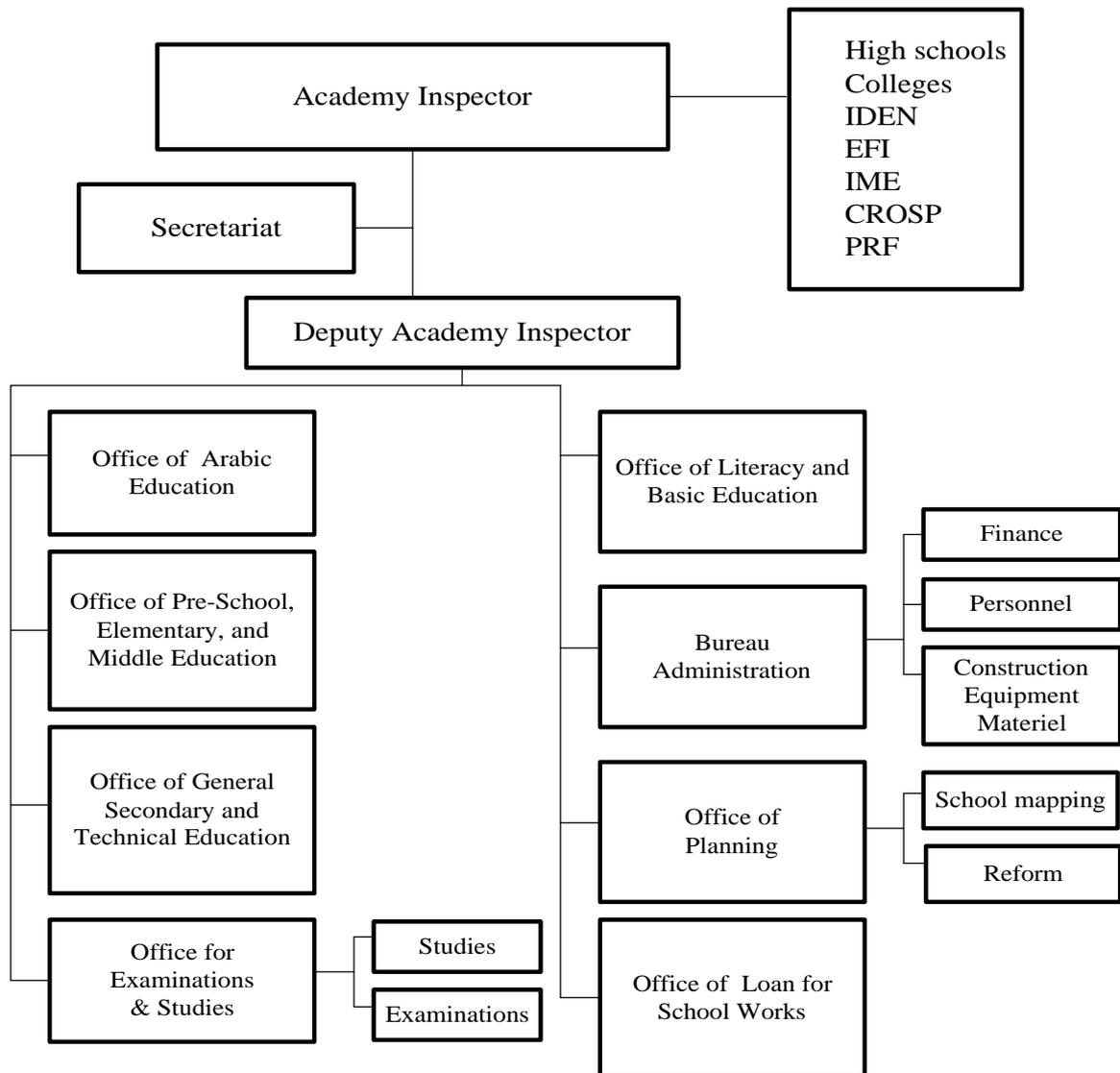


#### Acronyms :

<b>INEADE :</b>	National Institute of Study and Action for Educational Development
<b>DEP :</b>	Division of Private Education
<b>DEA :</b>	Division of Arabic Education
<b>CN UNESCO:</b>	National Commission for UNESCO
<b>DAJLD :</b>	Division of Legal Affairs, Liaison, and Documentation
<b>DCMS :</b>	Division of School Medical Control
<b>IGEN :</b>	Inspectorate General of National Education
<b>CNOSP :</b>	National Center of School and Professional Orientation
<b>DRTS :</b>	Division of Radio and Television for Schools
<b>BS :</b>	Office of Monitoring

## Annex 3-2

### Organizational Chart of the Academy Inspectorate (IA)

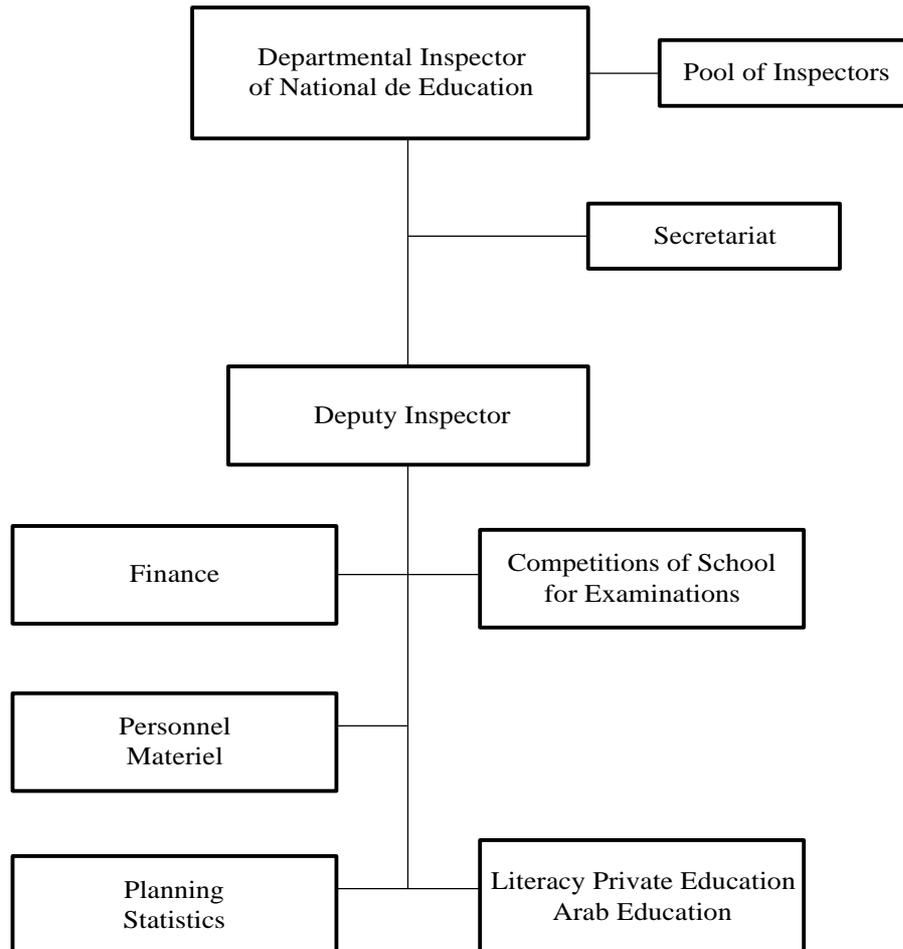


**Note:** In each Academy Inspectorate, there are on average 20 personnel, including:

- 1 Academy Inspector
- 1 Deputy Academy Inspector
- 2 Secretaries
- 2 Representatives of the Office of Arabic Education.

## Annex 3-3

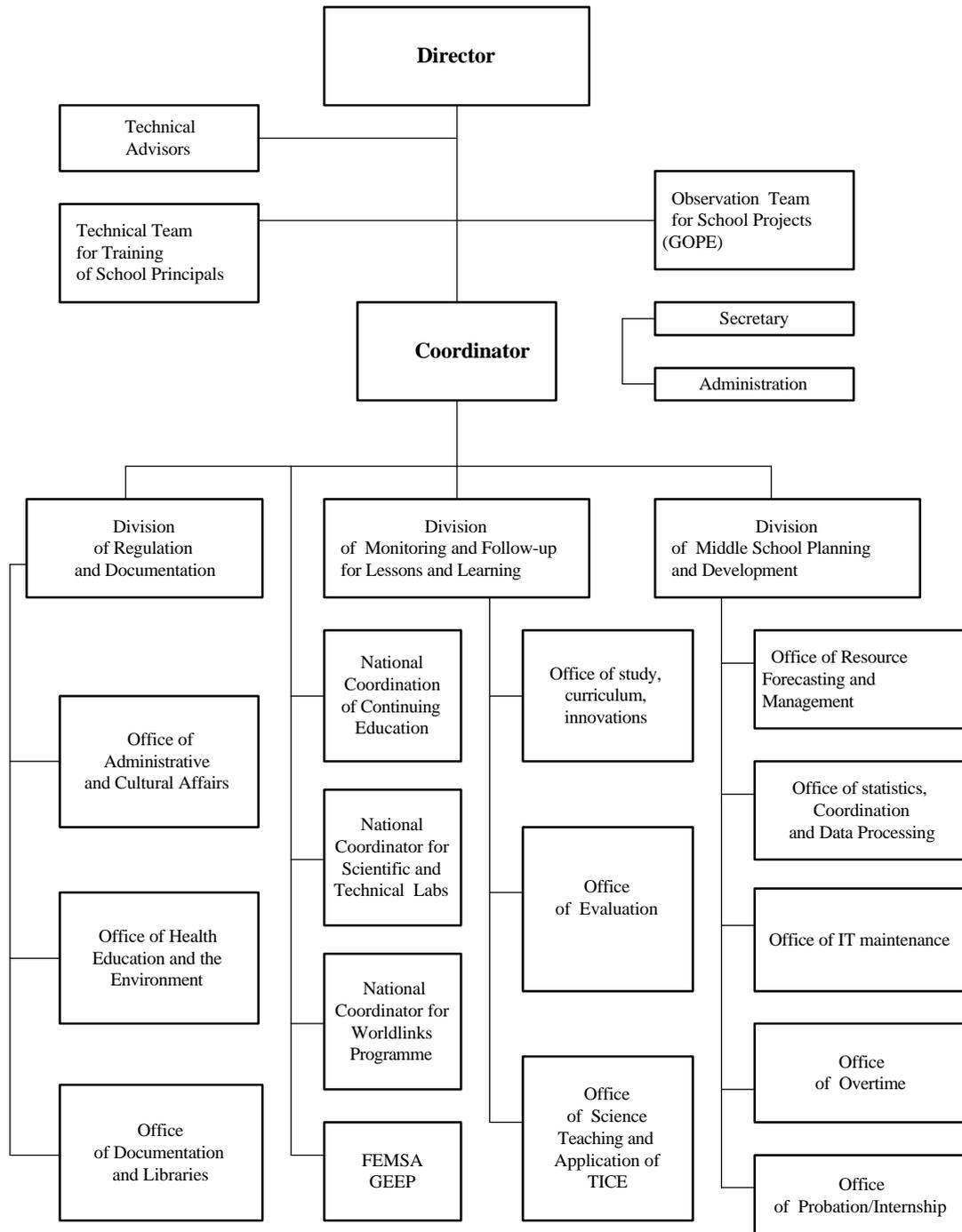
### Organizational Chart of a Departmental Inspectorate (IDEN)



**Note:** In each IDEN, there are on average 11 agents without counting the pool of Inspectors.

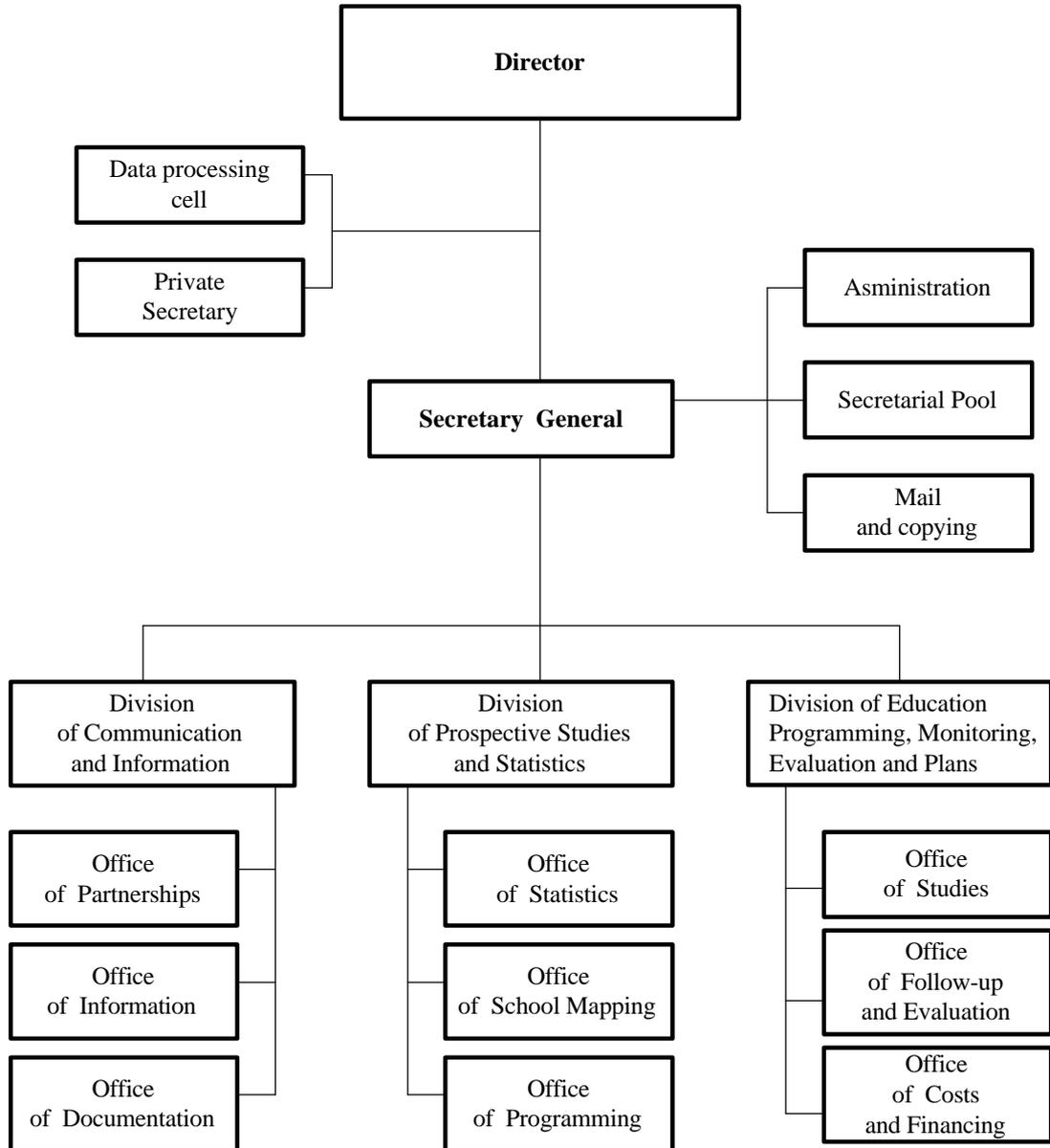
## Annex 3-4

### Organizational Chart of the Directorate of Middle and General Secondary Education (DEMSG)



## Annex 3-5

### Organizational Chart of the Directorate of Planning and Education Reforms (DPRE)



## Annex 4

### TABLE OF ACTIVITIES AND RELATED COMPETENCIES

Component/Objectives		Activities	Competencies required to perform the activities
Component 1 : Support for increasing access to middle schools, particularly for girls	<p>Objective 11 : Increase access to basic education</p> <p>Objective 12 : Stimulate demand for girls' education</p> <p>Objective 13 : Establish a school environment favorable to the retention of girls in the middle schools</p>	<b>Activity 1.1</b> : Rehabilitate classrooms	Expertise in civil and construction engineering
		<b>Activity 1.2</b> : Construct and equip neighborhood middle schools to allow about 7,500 elementary graduates to go on to middle school	Expertise in civil and construction engineering
		<b>Activity 1.3</b> : Install water outlets, latrines, school enclosures, tree-planting programs, libraries, sports fields and equipment, and refuse dumps for existing middle schools	Expertise in civil engineering, village forestry, school activities and/or option school libraries, health and/or environment, youth sports, leisure
		<b>Activity 1.4</b> : Regularly and in collaboration with the local elected leaders and school authorities, put on talks, discussions, exhibits, open meetings, forums, and community mobilization activities for girls' education	Expertise in media communication and in the problems of girls' schooling
		<b>Activity 1.5</b> : Negotiate partnership agreements with persons or associations who can influence the behavior of parents	Expertise in social mobilization, social communication, and problems of girls' schooling
		<b>Activity 1.6</b> : Support remedial coaching of girls in grades 5 (CM1) and 6 (CM2) to help them prepare themselves better for passing into the 7 <sup>th</sup> grade	
		<b>Activity 1.7</b> : Conduct studies and inquiries to better know the field and to learn the factors that determine demand and supply of a high-quality middle education and the active participation of the local actors	
		<b>Activity 1.8</b> : Establish a system for the upkeep and maintenance of the target middle schools	Expertise in civil engineering and/or in building upkeep ; expertise in management of assets

<b>Component 2 : Strengthening the quality of education</b>	Objective 2.1 : Support the establishment of an environment for high-quality learning	<b>Activity 2.1</b> : Support the establishment of school projects aimed at strengthening the teaching and learning conditions	Expertise in overt/active pedagogy, in pedagogical coaching ; expertise in project management and monitoring
	Objective 2.2 : Create an environment favorable to girls' success	<b>Activity 2.2</b> : Appoint and train the community mediators who will act as an interface among the school, the families, and the community in taking care of girls' educational needs	Expertise in problems of gender and equity ; in community leadership ; and in training the trainer
	Objective 2.3 : Strengthen the relevance and quality of the curriculum	<b>Activity 2.3</b> : Develop and apply a plan and instruments to monitor the quality of the environment of the middle school and the performance of the girls	Expertise in supervision and in school administration
		<b>Activity 2.4</b> : Establish an effective system of annual prizes and scholarships for girls who have excel in academic performances and for the schools which are most supportive of girls	
		<b>Activity 2.5</b> : Develop and make available to professors and school heads a reference and training tools for quality management in the school and in the class	Expertise in supervision and in school administration
		<b>Activity 2.6</b> : Establish, in each target school, a mechanism for the direction and regular monitoring of internships, and notably those for girls	Expertise in supervision and in school administration, and in girls' education
		<b>Activity 2.7</b> : Negotiate partnership arrangements with persons or associations that can coach girls in difficulty	Expertise in project management
		<b>Activity 2.8</b> : Organize the distribution and discussion of materials on decentralization for all actors in the regional environment and	Expertise in social communication, school administration, and decentralization
		<b>Activity 2.9</b> : Support the regional councils and notably their education committees in the development and management of regional plans that will respond to the expectations of the local people in education	Expertise in school administration, project management, and decentralization

<b>Component 3 : Support for decentralized management</b>		<b>Activity 3.0</b> : Support the sharing of experience and expertise among the school management committees of the same region, above all in relation to school projects	Expertise in school administration, project management, decentralization, and network establishment and management
		<b>Activity 3.1</b> : Establish the coordination and support to organizations that will take charge of the educational needs of girls	Expertise in social communication, project management, and problems of girls' education
		<b>Activity 3.2</b> : Develop reference materials and training tools on good governance (above all for the good of the decentralized and field services) and on school partnership	Expertise in social communication, project management, and problems of girls' education
		<b>Activity 3.3</b> : Strengthen, via training and technical support, the organizational and intervention capacities of the different structures and actors that support a firm response to the educational needs of girls	Expertise in social communication, training the trainer and/or adult training, project management, technical accompaniment, and problems of girls' education
		<b>Activity 3.4</b> : Establish a regular mechanism for monitoring and evaluation of the results of these activities	Expertise in project management, including management for results, and school administration
<b>Component 4 : Support for capacity-building in direction and coordination</b>	Objective 4.1 : Improve the Ministry of Education's capacity for directing and coordinating the education system	<b>Activity 4.1</b> : Support the Directorate of Middle and General Secondary Education (DEMSG) in the process of defining the goal of middle school and exit qualifications, develop new , relevant curricula, and the evaluation of performance results	Expertise in the development of teacher training programs, notably (les programmes axés sur la formation par compétences, expertise en élaboration de curriculum, en docimologie (mesure et évaluation))
		<b>Activity 4.2</b> : Support IGEN and the DEMSG in directing the sub sector	Expertise in school administration ; expertise in organization and leadership
	Objective 4.2 : Strengthen the effectiveness and the synergy in the overall coordination and direction of the middle-school	<b>Activity 4.3</b> : Support the central directorates and the field services to better assume their responsibilities in the context of planning and decentralized management	Expertise en organizational and institutional capacity-building, expertise in the decentralization of the public services, expertise in the management of change
		<b>Activity 4.4</b> : Strengthen the information and communication systems, and the staffs' management and leadership capacities	Expertise in staff training, en systems experts (decision-making, data management), and in interpersonal communication
		<b>Activity 4.5</b> : Give the directorates (DPRE et DEMSG) the leadership tools appropriate to their respective missions	Expertise in school administration

## Annex 5

### ILLUSTRATIVE LIST OF NGO'S AND ASSOCIATIONS ABLE TO ASSIST WITH SOME OF THE REQUIRED COMPETENCIES

Competencies	NGOs or Study Offices
Local governance and decentralization	ENDA-GRAF Société Africaine pour l'Éducation et la Formation à la Démocratie (SAFEFOD) Fondation pour la Recherche en Afrique de l'Ouest (FRAO)
Decentralized school management	Fondation Paul Gérin-Lajoie Aide et action Plan International
Social mobilization and communication	Tostan Fondation Paul Gérin-Lajoie ADEF Afrique Groupe Scorpion
School organization	Fondation Paul Grérin-Lajoie

## Annex 6.1

### Procedures to prepare for the approval of school projects

The Director of Middle and General Secondary Education (DEMSG) has initiated a certain number of actions to give impetus to a school project:

1. the creation, in each Academy, of an academic committee for agreement and advice (CAAC);
2. the institution, by decree of the Minister of Education, within the DEMSG, of an observation group for school projects (GOPE);
3. the preparation, with a grant from CFD of three school project tests;
4. the development of a procedures manual

Structure	Role
School Principal	<ul style="list-style-type: none"> <li>• coordinates the education community;</li> <li>• promotes a participative approach the involvement of the community around the school project</li> <li>• the school principal, president of the School Management Committee and of the SP/CGE assume the functions of administrator and organizer of the School Management Committee</li> </ul>
Steering Committee (CP)	Chaired by the president of the School Management Committee, the steering committee : <ul style="list-style-type: none"> <li>• directs the discussion and draws up the project document</li> <li>• assures that the management of the school project goes forward under the supervision of the School Management Committee</li> <li>• assures the follow-up and evaluation of the school project's execution</li> </ul>
School Management Committee (CGE)	<ul style="list-style-type: none"> <li>• validates the school project prepared by the steering committee</li> <li>• the president and the administrator sign the financing document for the school project;</li> <li>• returns the financing document to the first signatory (PF or DAGE) through the Academy Inspector and the DEMSG</li> </ul>
Academic committee for agreement and advice CAAC)	Created within the ITA, the CAAC : <ul style="list-style-type: none"> <li>• reviews the school project before its execution;</li> <li>• agrees to projects proposed on the basis on the review criteria;</li> <li>• provides the schools with information, advice, and training for the school project;</li> <li>• transmet les PE validés à la DEMSG</li> </ul>
Academy Inspectorate (IA)	<ul style="list-style-type: none"> <li>• establishes the calendar of CAAC sessions</li> <li>• coordinates the work of a monitoring sub committee of the CRCS, serves as general secretariat, prepares, in collaboration with all concerned partners, the TDR and the work plan</li> </ul>
Observation group for the	Placed under the authority of the director of the DEMSG, the GOPE :

<b>Structure</b>	<b>Role</b>
school project (GOPE)	<ul style="list-style-type: none"> <li>• divides up the validated school projects among the funding partners (PF) and follows up of their processing by funding partners;</li> <li>• serves as interface between the funding partners and the schools for additional information;</li> <li>• assures the follow-up and evaluation of the school projects for the DEMSG;</li> <li>• identifies possible funding partners;</li> <li>• provides the academies with information, advice, and training with regard to the school project;</li> <li>• when applicable, transmits the dossiers of the school projects and the draft funding agreement to the funding partners for their non-objection;</li> <li>• when the non-objection of the funding partners is not applicable, transmits the draft funding agreement for the school projects to the DAGE in the Education Ministry;</li> <li>• prepares the annual reviews of the PDEF in collaboration with the DPRE</li> </ul>
Directorate of Middle and General Secondary Education (DEMSG)	<ul style="list-style-type: none"> <li>• transmits to the concerned schools, through the Academy Inspectorates, the agreements finalized by the funding partners of the DAGE</li> <li>• coordinates the monitoring and evaluation of the school projects under the Executive Secretariat</li> </ul>
Executive Secretariat of the DEMSG (composed of the DEMSG, DPRE et DAGE of the Ministry of Education)	<ul style="list-style-type: none"> <li>• assures the regular provision of information relative to financial and accounting management and to the coordination of the partners at the central level;</li> <li>• prepares the basic documents relative to the sub-components for review;</li> <li>• mobilizes the partners to assure their participation in coordination and evaluation activities</li> </ul>
Funding partners (PF)	<p>After finishing with the dossiers submitted to them, the funding partners:</p> <ul style="list-style-type: none"> <li>• finalize the draft agreements for the school projects retained;</li> <li>• transmits the dossiers of the school projects (retained or not) as well as the finalized financing agreements to the DEMSG</li> </ul>
Directorate of General Administration and Equipment (DAGE)	<ul style="list-style-type: none"> <li>• verifies the availability of the funds requested as well as respect for the procedures applicable to each funding partner solicited</li> <li>• finalizes the draft agreement for the school projects retained;</li> <li>• transmits the finalized financing agreements to the DEMSG</li> </ul>
Regional Committee for Coordination and Follow-up (CRCS)	<ul style="list-style-type: none"> <li>• assures academic follow-up of the school projects</li> <li>• organizes, at the regional level, meetings to share the results of the monitoring exercise</li> </ul>
CRCS Follow-up Committee	<ul style="list-style-type: none"> <li>• assures the academy follow-up of the school projects</li> </ul>
National Committee for Coordination and Monitoring	<ul style="list-style-type: none"> <li>•</li> </ul>

<b>Structure</b>	<b>Role</b>
(CNCS)	
Directorate of Education Planning and Reform (DPRE)	<ul style="list-style-type: none"> <li>• prepares the annual reviews of the PDEF in collaboration with the GOPE</li> <li>• serves as general secretariat to the CNCS</li> </ul>

The CAAC is composed of seven permanent members:

- Academy Inspector
- Representative of the regional council
- Departmental Inspector
- Representative of the regional training Unit
- Principal of a middle school
- Headmaster of a secondary school
- Representative of a parents' association

An annual subsidy is given by the Government to each school. It includes:

1. An operating budget for fixed expenses, such as: (a) teaching activities; (b) office materials and supplies; (c) general operating costs;
2. A support subsidy for the school project.

Expenditures eligible for this subsidy are paid by treasury bond or in cash from funds advanced by the bursar or the administrator. During the first phase of the PDEF, IDA and CFD, through project PEES have set up a special funds (FA) to finance school projects (PE). Other partners may want to join them. For each funding partner one of the following two procedures may be used :

1. direct procedure : the subsidy is wired from the FP to the bank of the beneficiary school;
2. indirect procedure: the subsidy is deposited by the DAGE through the account of the concerned IA.

IA will then take care of transferring the subsidy to the bank account of the beneficiary school. The charges of bank transfer are borne by the FP, DAGE and IA.

## **Annex 6.2**

### **Note on the experience of establishing school projects under French Cooperation (CFD)**

Contrary to the elementary school project (*Projet d'école*), which aims exclusively at academic improvement, the approach of the middle school project (*Projet d'établissement*) of the CFD is more pragmatic, and addresses itself also to the school's material needs. Up to 35 proposals have been submitted, of which 29 have been approved for funding, at an average of 3 million F cfa per project.

These contain the following information :

- Current situation of the school
- Strong and weak points
- Objectives pursued
- Estimated budget

Financing should come from:

- The school's own resources
- Central government subsidies
- Contributions from the local community
- Grants from the financial partner

#### **Approval procedures for the school project:**

The preparation and approval process for the school projects consists essentially of four steps before an agreement is signed : (1) preparation by the school's academic and administrative team and approval by the school management committee; (2) validation by the academic committee for agreement and advice (*comité académique d'agrément et de conseil*) (CAAC) at the level of the Academy Inspectorate; (3) approval at the level of the DEMSG by the school project observer group (GOPE) ; (4) dispatch of the *Cooperation Francaise* representative for approval.

#### **Training of school principals:**

CFD has provided to all school principals and some members of the school management committees with four days' training in school project preparation. The agency plans to delegate this training at the level of the Academy Inspectorates, and to depend on the network of associations of school principals (which is in the process of being developed) for the holding of this training in the future. (The association of school heads of Dakar, a non-profit organization, took part in organizing the previous training.)

#### **Problems encountered:**

1.- A long delay in the disbursement of the funds after the signature of the agreement (preparation of the supporting documents, selection of local banks for the deposit of the funds).

2.- Slowness of the procedures for the disbursement of the Government subsidies. For example, in May 2002, national budget resources had not yet arrived at the school level although in principle the funds were supposed to be available after January (budget preparation between October and December, vote in January, distribution between January and August.).

3.- Weaknesses in the organization of the directorates and services concerned with assuring the monitoring of the decisions and support for the requests.

4.- The school management committees are relatively new structures (created in 2000). Although they exist in all schools, they are not yet functional. Their management capacity must be strengthened..

## Annex 7

### ILLUSTRATIVE CHRONOLOGY OF ACTIVITIES

ACTIVITIES	Year 1	Year 2	Year 3	Year 4	Year 5	Observations	
<b>1</b>	<b><u>Component 1: Support for expanded access to middle school, particularly for girls</u></b>						
1.1	X	X	X	X	X		
1.2	X	X	X	X	X		
1.3	X	X	X	X	X		
1.4	X						
1.5	X	X	X	X	X		
1.6	X	X					
1.7	Establishment of common facilities for new and rehabilitated schools						
	• Water outlets and latrines	X	X	X	X	X	
	• Enclosures (fixed cost)	X	X	X	X	X	
	• Tree planting	X	X	X	X	X	
	• Libraries	X	X	X	X	X	
	• Sports fields and equipment (fixed cost)	X	X	X	X	X	
	• Refuse dump	X	X	X	X	X	
1.8	Seminars for the development of tools to follow up on the school environment	X		X		X	
<b>2</b>	<b><u>Component 2: Strengthening of the quality of education</u></b>						
2.1	Support for school projects within the target schools	X	X	X	X	X	
2.2	Training seminars for community mediators	X		X		X	
2.3	Seminars for the development instruments to monitor girls' performance	X		X		X	
2.4	Purchase and distribution each year of packets of school materials to girls	X	X	X	X	X	
2.5	Annual awarding of prizes to deserving girls	X	X	X	X	X	
2.6	Annual awarding of scholarships for girls	X	X	X	X	X	
2.7	Annual award to <i>colleges</i> supportive of girls	X	X	X	X	X	
2.8	Seminars for the development of reference material and training tools for quality management in the school and in the classes	X		X		X	

2.9	Support for the establishment and functioning of a mechanism for the supervision of learning in each target schools	X	X	X	X	X	
2.10	Support for associations and individuals offering remedial coaching and tutoring for girls who are failing	X	X	X	X	X	
<b>3</b>	<b><u>Component 3 : Support for decentralized management</u></b>						
3.1	Seminars to share ideas and experiences on the project	X					
3.2	Studies on education needs, on factors that determine participation, and on care for girls	X					
3.3	Basic communication and social marketing	X	X	X	X	X	
3.4	Support for the establishment of school management committees in targeted middle schools	X					
3.5	Seminars on the development of training reference materials and tools in good governance and partnership	X		X		X	
3.6	Training workshops for the actors involved in decentralization	X	X	X	X	X	
3.7	Support for seminars in experience-sharing	X	X	X	X	X	
3.8	Support in the preparation of the PRDE	X					
<b>4</b>	<b><u>Component 4 : Support for capacity-building in direction and coordination</u></b>						
4.1	Study: Definition of school mapping	X					
4.2	Study: Neighborhood middle schools	X					
4.3	Study: Defining goal of middle school	X					
4.4	Study: Defining exit qualifications for middle schools	X	X				
4.5	Study: Review of curricula	X	X	X	X	X	
4.6	Study: Definition of methods and establishment of performance evaluation system	X					
4.7	Study: Support MEN to define its vision, mission, structure, training and equipment plan for the agencies and units involved in implementation of the program	X		X	X	X	
4.8	Support for establishment of an information and communication system	X	X				
4.9	Provide Leadership and management training to executives and managers involved in program implementation (IGEN, DEMSG, DPRE, DAGE, IA)	X	X	X	X	X	
4.10	Provide material and logistic support to IGEN, DEMSG, IA and IDEN	X	X				
4.11	Support for the directorate of planning to update their planning competencies -- analyses of the school mapping, geo-reference capabilities, decentralized planning concepts and techniques	X					

## Annex 8

### BUDGET PROPOSALS (US \$)

The budget for the program of activities is as follows, assuming that the project will support the construction of 10 middle schools, each with six classrooms; the restoration of 15 schools; and the funding of 25 school projects, 5,000 packets of school materials, 500 annual awards, and 500 annual scholarships:

Description of the budget line items	Unit cost (\$US)	Number of units	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL (\$US)
<b>1 Component 1: Support for widened access to middle schooling, particularly for girls</b>								
1.1 Support for mobilization campaigns for increased girls' enrolment in middle schools	21 500	5	21 500	21500	21500	21500	21500	107500
1.2 Support for leadership workshops to change the behavior of parents	1450	50	14500	14500	14500	14500	14500	72500
1.3 Support for mediators for community mobilization (community volunteers)	720	125	18000	18000	18000	18000	18000	90000
1.4 Construction and equipment for 10 neighborhood middle schools	336000	10	672000	672000	672000	672000	672000	3360000
1.5 Restoration of 15 middle schools	70000	15	910000	840000				1750000
1.7 Provision of general-use equipment for 25 colleges, ten of them new								
? Water outlets and latrines	14300	25	243100	28600	28600	28600	28600	357500
? Walls (fixed cost)			114285	114285	114285	114285	114285	571425
? Tree planting	4285	25	72845	8570	8570	8570	8570	107125
? Libraries	45000	25	76500	90000	90000	90000	90000	436500
? Sports fields and equipment (fixed cost)	45000	25	76500	90000	90000	90000	90000	436500
? Refuse dumps	450	25	7650	900	900	900	900	11250
<b>Sub-total</b>			<b>2226319</b>	<b>1898355</b>	<b>1058355</b>	<b>1058355</b>	<b>1058355</b>	<b>7300300</b>
<b>2 Component 2: Strengthening the quality of education</b>								
2.1 Support for 25 school projects	7000	25	35000	35000	35000	35000	35000	175000
2.2 Training seminars for 30 community mediators to follow the progress of girls	17200	3	17200		17200		17200	51600
2.3 Seminars on the development of follow-up instruments to assess girls' performance	17200	3	17200		17200		17200	51600
2.4 Annual purchase and distribution of 5,000 packets of school materials for girls	15	25000	75000	75000	75000	75000	75000	375000
2.5 Annual awards for 500 deserving girls	15	2500	7500	7500	7500	7500	7500	37500
2.6 Annual scholarships for 500 girls	60	2500	30000	30000	30000	30000	30000	150000
2.7 Annual award for two colleges supportive of girls	1430	10	2860	2860	2860	2860	2860	14300

2.8	Seminars on the development of points of reference and training tools for quality management in the school and in the class	17200	3	17200		17200		17200	51600
2.9	Support for the establishment and functioning of a mechanism for the monitoring learning progress in each of the target schools (25)	7000	105	119000	133000	147000	161000	175000	735000
2.10	Support for associations and individuals offering tutoring to girls who are failing	7000	105	119000	133000	147000	161000	175000	735000
2.11	Support to strengthening academic quality (including gender modules)	12000			12000	12000		12000	50000
	<b>Sub-total</b>			<b>541760</b>	<b>561360</b>	<b>637760</b>	<b>915360</b>	<b>721760</b>	<b>3950000</b>
<b>3</b>	<b>Component 3: Support for decentralized management</b>								
3.1	Seminars to exchange ideas and experience on the project	17200	4	68800					68800
3.2	Studies on education needs, on the factors determining participation, and on the care of girls	30000	3	90000					90000
3.3	Basic communication and social marketing	21500	5	21 500	21500	21500	21500	21500	107500
3.4	Support for the establishment of organs of basic management	15000	3	15000		15000		15000	45000
3.5	Seminars for the development of points of reference and training tools in good governance and partnership	17200	3	17200		17200		17200	51600
3.6	Training workshops for the actors involved in decentralization	30000	5	30000	30000	30000	30000	30000	150000
3.7	Support for seminars in experience-sharing	17200	5	17200	17200	17200	17200	17200	86000
3.8	Support for the preparation of the (PRDE)	28500	4	114000					114000
	<b>Sub-total</b>			<b>242500</b>	<b>51500</b>	<b>83700</b>	<b>51500</b>	<b>83700</b>	<b>712900</b>
<b>4</b>	<b>Component 4: Support for capacity-building in direction and coordination</b>								
4.1	Study: Definition of school mapping	50000	1	50000					50000
4.2	Study: Construction of 10 neighborhood middle schools	50000	1	50000					50000
4.3	Study: Definition of the goal of middle school	25000	1	25000					25000
4.4	Study: Development of graduation qualifications	75000	1	75000					75000
4.5	Study: Review of the curricula	75000	1						75000
4.6	Study: Definition of methods and system of evaluating student and teachers' performances	75000	1		75000				75000

4.7	Study: Definition of vision, mission of MEN and middle school, management system, and establish training and equipment plan for structures involved in program implementation	75000	1	75000					75000
4.8	Study: establish an effective system of information and communication within MEN and with external institutions	75000	1		75000				75000
4.9	Leadership and management training for executives and managers	10000	60	120000	120000	120000	120000	120000	600000
4.10	Logistic and material support for DEMSG and IA to provide effective technical support to local authorities and schools	50000	2	50000	50000				100000
4.11	Support for DPRE to improve its planning capacity (school mapping, geo-reference data system, statistical analysis for decision making, program monitoring)	100000		100000					100000
	<b>Sub-total</b>			635000	260000	135000	135000	135000	1300000
<b>5.0</b>	<b>Project Management Unit</b>			240000	240000	240000	240000	240000	1200000
	<b>TOTAL</b>			<b>875000</b>	<b>500000</b>	<b>375000</b>	<b>375000</b>	<b>375000</b>	<b>14200000</b>
	Contingencies (3.5% of total)								536800
	<b>GRAND TOTAL</b>								<b>15000000</b>
	<b>(1\$= 700 F cfa)</b>								

## Annex 9

### Notes on the budget proposals

The budget proposal has been established on the basis of estimates used in the AfDB project and from other costs noted in the “costab” of the PDEF. Below are the principal elements in the calculation of the costs.

1.- Social mobilization and communication campaigns. A fixed price was established on the basis of campaigns financed by UNICEF for girls’ schooling. Activities included under this rubric are: radio and TV broadcasts, advertising spots, foldouts, posters. The total cost of these operations is estimated at 15 million francs cfa.

2.- Training and information seminars and workshops. The fixed price set here comes from costs incurred in different national and local seminars. They take into account the number of participants (between 25 and 100 at the local level). The price includes the cost of documentation, lodging in a three-star hotel for three days on average, food, and reimbursement for transportation. The unit cost per participant comes to 40,000 F cfa per day.

3.- Studies (consultants). For the study on the school mapping, two phases are envisaged: one phase on the state of the places and one for the development of a management information tool on education supply and demand for the middle-school sub-sector. The total number of days needed to do the studies and familiarize the users with the supply-and-demand management tool is estimated at 100. The overall cost (honoraria, mission costs, costs for field trips, and other administrative costs) is estimated at 350,000 F cfa per day.

4.- Classroom construction and equipment. This cost estimate is adapted from costs used for the AfDB project (within which the cost for 12 classrooms and related expenditures is estimated at 400 million F cfa. (The cost proposed for the USAID project includes: eight classrooms equipped with 25 desks/benches each, two specialized rooms, one administrative area (director’s office, teachers’ room, and a home room for the students).)

5.- Water outlets. Given the lack of water in a good part of the rural area, this provision has been separated out to take account of the localities where wells are being drilled or canals dug. The cost is fixed and will vary according to the locality and what is there already.

6.- Libraries. This cost is estimated on the basis of work done in certain middle schools in Senegal, notably the CEM of Edouard Correa de Pikine. Details are as follows: One room 35m x 10m with 10 storage racks, 30 reading tables for three people with chairs, and 2,000 books as the basic supply.

7.- Sports field and equipment. The estimated fixed cost includes: arranging of a football field, an all-purpose field (with reinforced concrete plus basketball, handball and volleyball equipment), weights, balls, ropes, stopwatches, mats...

8.- Support for school projects and for component 4 activities is fixed arbitrarily by the availability of funds.

## Annex 10

### ILLUSTRATIVE TABLE OF OUTPUTS AND EXPECTED RESULTS

Results	Outputs
<b>Result 1:</b> Strengthened partnership among the middle schools, the community, and the decentralized structures in the management of the schools	<b>Output 1:</b> School projects widely supported, understood by all the actors involved, and implemented in concert with the community
	<b>Output 2:</b> Coordinating and support organizations to promote girls' education put in place in local communities not served by middle school
	<b>Output 3:</b> Coordination tools and programs available and effectively implemented
	<b>Output 4:</b> Management inspired by improvement in girls' education among actors in the school
	<b>Output 5:</b> Training in governance against a reference point known and accepted by the community
	<b>Output 6:</b> Projects in the target schools on the need to strengthen teaching at the school level prepared annually and managed effectively by the school management committee
<b>Result 2:</b> More democratic access and retention for girls in middle school	<b>Result 1:</b> Communication and mobilization mechanism in each target school for parents and the community in girls' education and retention; parents mobilized in favor of activities supporting girls' recruitment, inclusion, and support
	<b>Output 2:</b> Leadership programs in girls' education conducted for parents
	<b>Output 3:</b> Neighborhood middle schools constructed in areas where populations are under served and with care taken to maintain a student/classroom ratio of 50 :1.
	<b>Output 4:</b> School environment improved (water outlets, latrines, enclosure, library, sports field and equipment, gardens) in existing schools
	<b>Output 5:</b> Plan and tools for monitoring the quality of the school environment put in place and applied in each target school
	<b>Output 6:</b> A mechanism for the inclusion and support of community mediators set up in each target school under the responsibility of the school management committee, which reports on progress annually
<b>Result 3:</b> Improved quality of learning and school performance by girls in the <i>colleges</i>	<b>Output 1:</b> School projects completed, evaluated, and repeated annually
	<b>Output 2:</b> Reference points used by the school management committees and teaching teams
	<b>Output 3:</b> Mechanisms put to use for the direction and monitoring of learning, and reports produced and distributed each year to the student body
	<b>Output 4:</b> Tutoring by mentors for girls who are failing, and testing of other strategies
	<b>Output 5:</b> Scholarships for girls whose academic performance is excellent
	<b>Output 6:</b> Annual awards for schools supportive of girls
<b>Result 4:</b> Strengthened leadership capability for the central directorates and the decentralization services of the Ministry of Education	<b>Output 1:</b> Staff and structures involved in direction at the central level (particularly DPRE, DAGE et DEMSG), the regional level (Academy Inspectorate (IA), education committees) and the local level (school management committees and other bodies) are trained in education-system guidance, management, planning, leadership and evaluation
	<b>Output 2:</b> DPRE, DEMSG, IA equipped in material and logistical terms for their new role
	<b>Output 3:</b> DPRE and DEMSG staff trained in how to establish a geo-reference information system
	<b>Output 4:</b> Staff within the DPRE, DEMSG, IA and the regional education committees trained in analyzing the school mapping.

## Annex 11

### STATISTICS ON SENEGAL

INDICATORS	Source	Year	STATISTICS
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<b>A</b>	<b>DEMOGRAPHIC DATA</b>
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1	Population (millions)		1998	9,039,142	
2	Population growth rate (1985-94 in %)			2.8 % yr	
3	Population density (km <sup>2</sup> ): urban and rural areas			50 hbts / km2	
4	GNP per capita (\$E.U.)		1997	551 \$US (1997)	
5	Adult literacy rate (%)				
	Total		1998	48.5 % (estimation)	
	Men		1998	40	
	Women		1998	62	

<b>B</b>	<b>INDICATORS ON EDUCATION</b>
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			Boys	Girls	Total
1	Gross education rate (Elementary) (%)	99/2000	73.50%	63.10%	68.30%
2	Net education rate (Elementary) (%)		53.9%	44.6%	49.1%
3	Repetition rate (%)	99/2000	13.90%	14.40%	14.00%
4	Drop-out rate (%)		3%	8%	5.5%
5	Completion rate in primary school (%)	99/2000	81.30%	69.20%	75.60%
6	Grade advancement rate in secondary school (%)		25%	20%	30%
7	Ratio pupils/classroom	99/2000	51		
8	Ratio pupils/teacher	99/2000	51		
9	Ratio pupils/textbook	2000	4/1 (reading)		
10	Proportion of certified teachers	99/2000	57.80%		
11	Duration of primary school (years)	99/2000	6 yrs olds		
12	Average number of years per pupil to complete primary school	99/2000	9		
13	Proportion of girls in primary school (%)	99/2000	45.99%		
14	Proportion of girls in secondary school (%)	99/2000	40.10%		
15	Proportion of girls in higher education (%)		32%		
16	Presence of a non formal educational policy	<b>2000</b>	<b>yes</b>		
	Presence of passage between non formal and formal educational systems		<b>no</b>		
17	Budget allocation to education (% of total national operating budget)	2000	98 569 476 000 (34%)		
18	Proportion of the wage bill (% of operating budget of MEN)	2000	65 340 944 000 (66.29%)		
19	Budget allocations (% of operating budget of MEN):				
	Primary	2000	47 955 109 000 (48.17%)		
	Secondary	2000	21 105 204 000 (22.54%)		
	Higher education	<b>2000</b>	2856 011110 (28.3%)		