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EDUCATION FOR JOBS (JobsED)**

TRIP REPORT

Assessment of a Proposed Community College Project for Senegal

For USAID Senegal

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PURPOSE

To review and advise USAID Senegal on their proposed community college activity.

BACKGROUND

The GWIT/JobSED project team, composed of Richard Sack and Glen Witter, had five working days in Dakar - August 22-26. The initial briefing session was with Pape Momar Sow, Education Team Leader for USAID/Dakar. This initial session was followed by meetings with government officials concerned with various aspects of vocational training and higher education, and a meeting with a representative of employers. At a wrap-up meeting on August 26th, attended by the USAID Deputy Director and 3 other staff, the mission presented its findings and recommendations.

From the very first meeting, the team's task was clear and focused: explore the prospects of developing the "collèges universitaires régionales" along the lines of the North American community colleges. The GWIT/JobSED team focused on a preliminary assessment of this proposed activity, recommendations for how the Mission might further develop it, and the production of a technical brief on community colleges, which is included as an Annex to this document.

THE RELEVANCE OF THE COMMUNITY COLLEGE MODEL TO SENEGAL

A democratic and stable society, economic growth and prosperity, a healthy population, and transparent and democratic local government all require access to a quality education system. However, at present in Senegal only 40 percent of the general population is functionally literate, and only 21 percent of the school-age population continues to secondary schools.

Youth account for more than 60percent of the unemployed. The attrition rate of failure in the first two years of higher education is 78 percent. Students leaving school within 2 to 3 years (before and after) of the Baccalaureate are in an increasingly difficult position:

- They lack relevant skills for the labor market;
- Admission into higher education (which is overcrowded) is no longer automatic.

With these trends, Senegal does not have adequate human resources to carry out effective development programs to reduce poverty, create jobs, or permit meaningful participation in the global economy. Rural urban educational disparity is particularly acute, as is the relative lack of educational attainment by women in rural areas. Senegal's lack of a better-prepared workforce base threatens economic development and social progress, and creates barriers to the country's entry into the global economy.

COMMUNITY COLLEGE MODEL - COLLEGE UNIVERSITAIRE REGIONAL (CUR)

Community Colleges, or CURs, are new institutions in Senegal, inspired by the US/Canadian community college models. They are conceived as vocational/technical community colleges that can help support the development of rural cities, and demonstrate the government's commitment to human resource investment. The proposed age range for incoming students will be from 16-24 years. Their education qualifications will be from two years before the Baccalaureate to three years after it (Bac -2 to Bac +3).

Currently, the community college model is in a pre-pilot phase, with a legal mandate (decret) for the establishment of an initial center in Bambey utilizing an existing school infrastructure. A second institution is under construction in Ziguinchor. Although the Bambey CUR is closest to being physically operational, it still has to hire a director and staff, and develop the curriculum and business plan.

Eleven regional Community Colleges are planned and mandated under the Ministry of Economy Education. It is expected that they will have a high level of autonomy and authority to generate revenues and manage expenses. Each CUR will have areas of specialization related to the local economy. Bambey will work in the areas of informatics, community health management, and automobile maintenance. Other CURs will focus on tourism, forestry, fishing, animal husbandry, agriculture, manufacturing, office management, construction, and mining.

If well designed and implemented, the CURs have the potential to provide needed workforce education and training for at-risk youth. The development of the CURs could contribute significantly to USAID/Senegal's Strategic Objectives in education, democracy and governance, and economic growth. CURs can provide relevant education and training to strengthen workforce skills, demonstrate sound accountable local management practices, and support local and national economic growth. In addition, there is potential for national as well as international private sector investment in CURs, thus paving the way for the mobilization of external resources for a Mission sponsored GDA activity.

RELATED ISSUES

While the GWIT team endorses the Mission's interest in supporting the CURs, it also has identified a number of issues that we recommend be addressed before this initiative is finalized:

Governance: The governance structure for the first pilot CUR in Bambey is based on a public sector management model. In countries around the world, community colleges have succeeded in large part because of their ability to involve the local private sector as a key partner in governance. (See Annex to this report for more details on community college governance).

Financial Sustainability: Financial sustainability is of utmost importance to success, and should be given special attention at the onset of CUR institutional planning. There are several possible approaches (not mutually exclusive), including: partnerships with employers, possibly in a GDA context; revenue generating activities by the CUR, largely in areas related to on-the-job training; financing from the FONDEF for specific programs; financing by the 3% payroll tax (taxe CFCE); and fees (note the high demand for private training schools).

The relationship of CURs to Other Vocational/Technical Training Activities: It would be useful to look into the existing voc/tech system, currently under the Ministry of Vocational and Technical Education. This system includes 8 technical lycees, 53 public training centers, and 91 authorized private training centers. Approximately 13,000 students are enrolled in the public centers, and more than 15,000 in the private centers. There is no monitoring of results and little information on the effectiveness of this system. Nonetheless, there is general agreement that many of the graduates do not find work. For this reason, there is a new, demand-driven policy for these lycees and centers that should be fully implemented by 2007. Future work on the CUR initiative needs to consider how CURs interface with the Ministry's training programs and policies.

One of the stated goals of the CURs is to alleviate enrollment congestion in the universities. It would be useful to explore and appraise the strategy of how this will take place. It is important to understand the role of the CURs in the overall context of student throughput in the system. This will have cost implications for the national budget. The issue is: between secondary schools, vocational/technical schools and the university, how will the CURs affect student throughput, and what impact will this have on the national budget? It is important that the CURs not become one more institutional layer that will add more cost and irrationality to a congested system. At present, the voc/techs are costly and have very low external efficiency, and many universities are seriously congested and a drain on the budget. It is essential to ensure policy coordination on these issues. It is recommended that any future work by the Mission examine the ways in which CURs will fit into a larger network of secondary and post-secondary education and training institutions.

Other potential program linkages: There are some other recent activities that should be followed up in order to explore their linkages with the proposed CUR activity:

- An MOU for assistance in higher education is in place with the U.S. Midwest Universities Consortium. It is supported by a \$2 million commitment by the GoS.
- The University of North Florida in Jacksonville has a collaborative agreement with the GOS to work on educational institution building activities.
- A delegation from the Ministry of Education has visited community colleges in the USA and Canada.

The new CUR initiative should explore ways in which it might build on these existing partnerships, for example for technical support in curriculum design, faculty training, distance education, etc.

RECOMMENDATIONS

USAID Senegal should continue its development of the community college activity based on the US/Canadian Community College model as a pillar activity for increased relevance of education for employment. Timing is propitious, as it is possible to get in on the ground floor of CUR development. There is plenty of room for defining the structural and functional aspects of new CURs (the current decree concerns only that for Bambej).

As USAID/Senegal begins the planning phase of its community college initiative, the Community College Planning Guidelines (annex to this report) may provide a number of initial ideas for the development and operationalization of the schools.

It is our recommendation to begin with 2-3 pilot institutions where the private sector would play a more dominant role in CUR governance than is the case for the Bambej CUR. Focus should be both on quality of education to assure smooth transfer to upper levels of university programs and on employability (including self-employability) of graduates. It would be most beneficial to develop a work-study concept whereby the students are working (as interns) and studying at the same time. We believe it is worthwhile to explore the creation of a CUR that belongs to a consortium of employer groups (such as the Confederation national des employeurs du Senegal).

NEXT STEP

As a next step, the GWIT/JobSED team recommends that USAID/Senegal support a design team to: (a) address the issues raised in this Report; and (b) develop a detailed proposal for a CUR activity that could be supported by a Mission GDA. If the Mission is interested, such a study could be provided through a buy-in to the EGAT/ED GWIT IQC contract. The detailed study would look accomplish the following:

- Design and outline governance and sustainability mechanisms.
- Identify and design a GDA approach to further develop and strengthen private sector linkages to the community college development.
- Establish a steering committee of public and private stakeholders to ensure strong private sector participation.
- Develop an Implementation Plan for establishment of a community college institution, based on the Guidelines for Establishment of Community Colleges (annex to this report) to include the following components:
 - Advocacy plan
 - Financial plan
 - Action plan for private sector outreach and participation

- Community involvement campaign
- Training plan
- Roles and responsibilities for governing body
- Cost recovery programming
- On-job-training management and coordination
- Developing cross-cutting partnerships
- Effective utilization of program advisory committees
- Benchmarking the institution
- Institutional marketing and public relations
- Career counseling and assessment of prior learning
- Monitoring capabilities that include set baseline data, outcome and process indicators, targets and measurement, monitoring indicators and assessment criteria

A design team to carry out the above study should be composed of an international community college specialist, a tertiary level financial planning expert, and a workforce specialist. These three international experts should be complimented by local specialists from Senegal.

PEOPLE INTERVIEWED

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DOCUMENTS REVIEWED

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ANNEX

COMMUNITY COLLEGE GUIDELINES

Mandate

In planning the establishment of pilot community colleges, the goals of improving relevance, community and employer participation and the ability for the institutions to identify and respond to emerging training needs must be paramount. The training delivery mandate for community colleges should focus on creating flexibility in delivery of effective and relevant quality training when, where and as needed. This would include not only those with their baccalaureate who will not continue on to university, but also provide a second chance for those without it.

Flexibility in delivery is essential. It should include the ability through cost-recovery programming to identify and satisfy community training needs, providing continuing adult education and training on-demand for employers. The community college model is unique, not only in its flexibility and responsiveness, but also in its effectiveness. Relevance of programming should be emphasized and measured by the employability (wage- and self-) of graduates from regular programs and by the demand for continuing education programs.

Ideally, regular students on both academic transfer and technical/vocational programs should have mandatory periods of supervised work experience in order to apply their training and learn to be effective employees. This usually comes in the form of student labs where goods and services are provided to the public (e.g., auto repair, bakery, health clinics, refrigeration repair, restaurant, hotel); productivity centers where students are employed after school hours; and work placement (OJT) with employers. This adds relevance to all training.

Functions

Ideally, a comprehensive community college will:

- Have community/employer involvement in the direction of the institution and the delivery of courses
- Offer career counseling and career training
- Provide a second chance utilizing accelerated adult education methodologies to acquire literacy and baccalaureate equivalency
- Provide preparatory training to enter a trade or technology training program
- Provide the opportunity to take academic or technical pathways for an AA degree or for credit transfer to universities nationally and internationally
- Include a trade/technology module, course, certificate (1 year) or diploma (2 year) training to employer specifications and benchmarked to high

- national/international quality standards (for graduate mobility)
- Offer the opportunity to access programs on a part-time or full-time basis in various time frames
- Have program access and advanced placement through skills assessment of prior learning if informally acquired
- Provide competency-based training (employer directed) with open entry and exit
- Provide practical work experience in student labs and on the job training with employers
- Provide continuing education for formal and informal learning
- Provide workforce development training for employers and NGOs (training-on-demand)
- Have the ability to quickly identify and respond both to community and employer training needs on a cost-recovery basis
- Experience sustainability of demand-driven programs through proof of high employment justifying base budget funding or attracting students on cost-recovery programs
- Have an effective quality control system (benchmarking) and employer-recognized standards (and reputation) reflecting high quality and relevance of graduates
- Have a mandate and opportunity to identify and transfer new technologies to the local community

Enabling Mechanisms

Enabling mechanisms must be in place to give the Community College the freedom to operate. These include:

- Mandate to identify and quickly respond to community training needs;
- Mandate requiring employer participation and advisory roles in all training directed toward employment generation;
- Permission/enabling mechanisms to solicit and encourage donations to advance the institution and its programs;
- Mandate to identify and introduce new technologies which will help advance economic development of individuals and the community;
- Management by a local governing board dominated by employers and key members of civil society who have the mandate to govern and encourage revenue generation for sustainability;
- Ability to retain revenues generated for the good of the institution, employees and students;
- Ability to seek and encourage employer, NGO and community participation in financing the institution, developing and delivering programming;
- Incentives - especially tax incentives - to attract and retain effective partnerships.

CUR Financing: Tax Incentives in Senegal

As there is unhappiness among employers over the perceived lack of effectiveness of the 3% payroll tax for training (taxe CFCE), there is opportunity to attract employer participation in the community colleges if they may be allowed a right of offset for:

- Directing all or part of their 3% surcharge to a specific institution and program(s);
- Allowing the wages paid to college students on a work experience component of a training program to be considered as contribution toward the tax;
- Directing all or part of their 3% tax obligation to training their own workers at an approved educational institution;
- Allowing carry forward (and backward?) of training costs in excess of the annual 3% tax level as deduction against other taxation periods;
- Recognizing adjudicated in-kind valuation as a tax contribution (such as donations of equipment, instructional time (including reasonable costs of supervision of students on the job), billable time of personnel engaged in program/project advisory assistance and training of institutional instructors);
- Enabling legislation to allow the community college to solicit donations which are tax deductible to the donors;
- Enabling legislation to allow community colleges separate bank accounts for revenue generation and to manage trust accounts for scholarships and capital works;
- Introducing possible tax exemptions for campus revenue generating ventures.

Training and Support is Needed To:

- Enable a pro-active (community and employer) responsiveness to market the institution as socially responsible and an important link in community economic and self-empowerment;
- Develop effective leadership to lead and manage a dynamic institution mandated to identify and satisfy a variety of community and employer training and academic needs;
- Generate revenues for the institution from fees, donations, and ancillary revenue opportunities;
- Operate a fee-based continuing education and training on demand functions;
- Ensure program relevance;
- Develop partnerships to advance the institution and students;
- Employ trade/technical/professional practitioners as instructors;
- Work effectively with governing boards of directors;
- Accept higher standards for training and employment of graduates.

Key Considerations in the Planning Process

Advocacy is often needed to ensure that:

- The institutions be allowed to hold their own bank accounts and retain revenues without a claw back or claw back offset to central authority.
- The institutions have a decentralized mandate whereby base programs may be funded by central authority, but the institution will be encouraged and assisted to develop cost-recovery programming to locally identified training needs by both continuing education and contract training for employers, NGOs, etc.
- The institutions have a local governing board accountable for the management of the institutions. The board should be required to reflect civil society and employer interests in proportion to the planned focus of the institution.
- The institutions have local Program Advisory Committees (PACs) comprising employers for each program that leads directly to on job training placements and employment of graduates. The PACs must be given authority to determine curricula and standards.
- Work placement (preferably where students will earn a wage) be mandatory for all base budget technical and vocational training programs and desirable for all academic programs.
- A diminishing seed fund to hire and train cost-recovery continuing education / training on demand marketers/programmers is established.
- A revolving seed fund to advance funds to design and market cost recovery programs is established.
- There is funding for positions of career /placement counselors.
- There is funding for positions of on-the-job placement coordinators.
- There is funding for a marketing and public relations coordinator (optional).
- There are tax incentives in place to encourage employers to pay students during on-job placements.
- Cost-recovery is defined as including adequate allowance for overheads, including amortization of program development costs.
- Student practice labs are open to serve the public on a cost-recovery basis.
- Production centers are developed in private/NGO partnerships to provide paid work experience for students.
- Facilities can be rented/utilized in cost-recovery fashion.
- Technical practitioners may be employed as instructors on part-time or full-time basis (provided they can be trained to instruct).
- Funding and mandate for continuing education be an on-going requirement of faculty to ensure currency in their field.
- Teachers are required/assisted to maintain currency.

Community Support and Cross-Cutting Alliances

As funding may depend on the USAID desire to reflect cross-cutting themes in its

assistance approach, the funding proposal should reflect synergy and contribution to the planning process across several programmatic areas. The approach contributes to better local governance and encourages public private partnerships for added funding leverage, support for and encouragement of self-employment, and the introduction/utilization of “green” environmentally beneficial technologies and awareness. Community college programs offered will contribute and support all strategic objectives.

GDA Leverage

The Community College model is ideal to attract GDA partnerships and qualify for USAID leverage. The already existing GDA partners Microsoft, CISCO and Sonatel should be, and seem to be, willing to be active participants. Each technical program will hold the potential for partnerships with employers and suppliers (e.g., automotive programs usually supported by the major auto companies and tourism programs usually supported by the larger hotels and destination tourism operators). Cross-cutting synergy could attract participants from agro-industry, environment, MSME NGOs and chambers of commerce and industry. Introduction of new technologies can incorporate GDA partnerships.

Entrepreneurship

Colleges must also be proactive in self-employment generation through:

- Inculcation of business skills with vocational/technical career training where the opportunity exists to be self-employed;
- Experience as an effective employee in a practical business setting (student lab);
- Experience as a supervisor in a practical business setting (student lab);
- Presenting awareness of self-employment pros and cons;
- Introduction of creativity and how to develop business opportunities with the skills being learned;
- Partnering with NGOs to train and assist graduates to finance, start and run their own ventures;
- Introducing new self-employment opportunities and provide technical skills and support for the new ventures.

NGOs

Partnership with NGOs is ideal to provide introduction to new technologies and social initiatives, finance and ongoing support for new enterprises and social initiatives.

Potential GDA Opportunities

Community college and employer partnerships for:

- Equipment, materials and software
- School-work on job training paid employment cycles
- Training of teachers, workforce upgrade training, and training on demand
- Curricula/competencies specifications and standards
- Revenue generation activities of the institution
- Introduction of new technologies and concepts
- Community college - NGO partnerships for:
 - Entrepreneurship development and MSME support, training and finance
 - Introduction and transference of new technologies
 - Community animation and services
 - Introduction of social programs and training for disseminators
 - Cross-cutting synergies
- Joint SW10 with SME and agriculture to identify and invite agro-industry international firms to support training and technology transference for new crops, post harvest quality preservation and processing and provide potential export markets (e.g. NEEM, Tilapia filets, Seabuck thorn, Ginko Bilboa and other high value auredic crops)
- Training of public health workers on the dissemination of new health awareness issues, and training of health service workers and community development workers
- Training, financing and support of self-employed