

USAID/SENEGAL PROPOSAL FOR A NEW EDUCATION STRATEGIC OBJECTIVE

1.0 Introduction

USAID/Senegal requests approval for a new five-year (FY 2003-07), \$15 million strategic objective, **increased access to and improved quality of upper basic education, especially for girls.**

The importance of education to Senegal's economic growth and ability to reduce poverty, and the need for continued investments to expand and improve Senegal's education system, are widely accepted. Growth sectors in the Senegalese economy such as tourism, telecommunications services, and light manufacturing are heavily dependent upon a workforce with the basic skills acquired through school. Other national priorities, such as maintaining a low HIV prevalence rate, promoting the tolerant and peaceful practice of Islam, and encouraging increased democratic participation of the population in local decision making are all heavily dependent upon a school system that provides children with basic life skills and civic understanding.

The Government of Senegal (GOS), both in its development plans and its spending has made education a priority. Education accounts for 33% of the national budget, the largest single sector allocation. The GOS has a sound 10-year plan for developing the sector that receives significant support from the World Bank and bilateral donors and provides a well-thought out framework for investing in the sector. This strategy recognizes the importance of a well-functioning system and is designed to work from the bottom up, first expanding primary schooling and then, as demand grows, increasing investments at higher levels of the system until all children receive at least 10 years of basic education and then have access to a variety of higher education and further training programs linked to the world of work.

USAID/Senegal's Country Strategic Plan (CSP) for 1998-2006 includes a special objective to increase access and retention of girls in school and an education component in its democratic local governance strategic objective (SO2). With a modest program financed under the Education for Democracy and Development Initiative (EDDI), USAID became a leading proponent for girls' education, an emphasis the proposed program would continue. At the AID/W mid-term strategy review in May 2001, the Mission made the case for deepening USAID's involvement in the basic education sector based on need, the prospect of attaining significant results, and the link to other parts of the USAID portfolio, particularly democracy and governance. The FY 2002 Annual Report presented a new education component based on the rationale that education plays a fundamental role in strengthening and deepening democratic local governance and is one of the key responsibilities of local governments.

AID/Washington's review of the Annual Report encouraged the Mission to consider a separate SO for education. The Mission strongly agrees with this recommendation. The high-level nature of the policy dialogue that will accompany the proposed activities, the sector-specific nature and size of the activities, and the need for a dedicated results reporting framework to track and report on these investments argue for a separate strategic objective. Additionally, a separate SO will facilitate establishing clear reporting lines and management responsibilities at all levels.

The new SO will fall under the Economic Growth, Agriculture and Trade (EGAT) pillar and support the Agency's goal to build human capacity through education and training. More accessible education and training raises agricultural output and productivity, improves environmental stewardship, can encourage ethnic tolerance and respect for civil liberties, and can lead to more democratic values and practices. In addition, there are specific benefits of increased education and training of girls including higher incomes, better family health, increased child survival, smaller families, and improved social status for women.

In April/May 2002, USAID/Senegal tasked a team of international and local education experts to design a 5 year program to assist Senegal to achieve its goal of ensuring ten-years of quality basic education for all. Specifically, the team was asked to identify major problems and define possible domains of intervention in the education system based on country priorities, other donor interventions, and USAID's own experience. The outcome of the design team's work and consultations with the Ministry of Education and civil society actors working in the education sector was the elaboration of a new education program to address the issues of access to and quality of the middle school system – the last four years of the basic education cycle.

Senegal's education sector investment framework compliments its Poverty Reduction Strategy and promotes coordination, the Government's commitment to education reform, and the progress made over the last several years in increasing primary enrollments create the conditions for a productive partnership between USAID and the GOS in the education sector. The partnership proposed here is consistent with USAID's commitment to education for all children and builds on a number of the experimental activities piloted under the EDDI program. Finally, the proposed program directly responds to President Bush's call for an African Education Initiative. Core activities in the proposed SO, such as large scale in-service teacher training, the development and distribution of educational materials, community participation, the use of new information technologies, and providing girls scholarships, are consistent with activities envisioned for the President's African Education Initiative.

2.0 Background and Context

2.1 The Context for support to Senegal education system

During the decade 1990-2000, the government of Senegal made strenuous efforts to improve the performance of its education system. A large number of new schools were built; mobilization campaigns were launched to encourage parents to send their children, particularly girls, to school; and significant institutional reforms were adopted, including instituting new teacher hiring practices opposed by the teachers' unions and the transfer of responsibilities in education matters to local elected bodies. Due to these efforts, the gross primary enrollment rate has improved significantly (71.6% overall; 75.6% for boys and 67.6% for girls.) Nevertheless, the performance of the system remains below expectations and there are fundamental concerns about the relevance of what is taught to the vast majority of students who will not continue to higher levels of the system.

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

The PDEF focuses, among other aspects, on promoting a ten-year cycle combining the primary (basic) and middle school (upper basic) systems. The GOS plans to: (1) achieve universal six year schooling by 2008; (2) enable half of the children leaving primary schools to move on to middle schools by 2007; and (3) expand the capacity of the middle school system between 1999 and 2008. The strategy includes building 2000 classrooms per year, using double shifting in heavily populated areas and multi-grade classes in less populated areas, recruiting contract teachers at a pace of 2000 per year, and re-assigning teachers currently doing non-teaching tasks to classrooms. The strategy also streamlines construction procedures.

2.2 USAID's experience to date

With funding from EDDI, USAID/Senegal provides support for increasing girl's access and retention in 90 primary and 11 vocational schools in 5 regions (Louga, Ziguinchor, Diourbel, Fatick and peri-urban Dakar.) Activities include school rehabilitation and provision of school supplies, awareness/sensitization campaigns targeting parents and communities, introduction of a life skills curriculum in grades 4-6, an information technology activity providing 5 pilot schools with computers, and a nationwide girls scholarship program. School management committees have been set up and are a key tool for increasing community participation in the schools. In addition, the program works to improve vocational (formal and informal) training opportunities for girls, better preparing them for the labor market and for undertaking entrepreneurial activities.

This program is implemented in partnership with two Ministries – the Ministry of Education and the Ministry in charge of Literacy, Vocational Education, Professional Training and National Languages.

The positive results of this initiative, particularly in improving community participation and strengthening school-based management, and the development of a locally adapted

life skills curriculum were important considerations in USAID's decision to pursue further investments in the education sector.

2.3 Other donors' support to the education sector

The PDEF is the general framework for education sector investments. The World Bank, JICA, the French Development Agency (AFD), the African Development Bank (AfDB), and Canadian CIDA are the principal external donors involved in the education sector. A number of local and international NGOs are also involved in building and equipping primary schools.

To date the majority of external resources has gone towards expanding enrollment rates through increasing the physical capacity of the first six years of the school system by building and equipping schools. There have also been some investments in quality improvement through teacher training, provision of textbooks, small grants to finance individual school development plans, and some curriculum development, also concentrated in the first six years of the system.

The GOS and its partners are also investing in measures to increase equity both in terms of the regional distribution of education services, the disparity between rural and urban areas, and to overcome a marked disparity between girls and boys' access to school.

The program proposed here takes account of GOS and other donors' work and investments in the education sector. During design of this program USAID carried out extensive consultations with all major parties working in the sector and received widespread support for a program targeting the middle schools. The proposed program not only compliments current investments in the sector, but adds value to other donors' work by uncorking a major bottleneck that has developed as enrollment in primary education has expanded beyond the capacity of the middle school system to receive the increasing number of primary school leavers.

3.0 Current Status of the Sector

Senegal's education system, in its present state, is not capable of equipping the country's citizens with the skills they need to build a modern economy. With only 21% of the school age population entering middle school, and 40% of the population never achieving functional literacy, the country simply does not have the human resource base needed to carry out effective programs to reduce poverty, create jobs, or to permit meaningful participation in the global economy. The skills deficit is particularly acute for rural women. Even with current reform efforts, more than a quarter of Senegal's girls will never learn to read and write, let alone acquire the basic skills and knowledge to actively participate in initiatives targeting business expansion, family planning, AIDS and nutrition education, and increased involvement in local government. This social deficit will continue to hobble development efforts and create structural barriers to upward mobility. The lack of an education system that successfully promotes children at least through the first 10 years of basic education promises to trap Senegal in the echelons of least developed countries for the foreseeable future.

Senegal's education reform efforts have concentrated on the primary level and have made progress in expanding enrollments in the first six years of education. Higher education, long a government priority, is also relatively well endowed. The weak link in Senegal's education system is the upper primary and secondary level. This is apparent first in terms of access. Although Senegal realizes the importance of assuring all children a minimum of 10 years of basic education, the middle school system (both public and private) only has capacity to enroll 25% of the age cohort. In 2000 and 2001 over 10,000 children who succeeded in completing primary school and passing the exam were unable to continue their studies due to lack of the system's physical capacity.

This situation will grow worse as a result of the recent success in expanding primary education. A large and growing bottleneck at the level of entry into middle school is economically disadvantageous and potentially socially disruptive. The bottleneck must be addressed immediately by expanding the physical capacity of the system, particularly in rural areas, and by increasing the supply of teachers qualified to teach at this level.

The problem, however, is deeper than simple lack of physical capacity. A review of middle school education raises fundamental questions about the relevance of what is taught and identifies shortcomings in the systems for financing schools, developing curricula, training teachers, and managing all levels of middle school education. As a result, in the vast majority of schools learning environments are sterile, instruction is teacher centered, based on rote memorization, and except for the small minority who go on to high school and obtain the coveted baccalaureate (high school diploma), children are ill equipped for the next stage of their lives.

There are a number of deep-rooted and mutually reinforcing constraints preventing a larger number of Senegal's children from receiving 10 years of education. They include: 1) the simple lack of schools and classrooms; 2) a cultural/historical outlook which limits community participation, thereby reducing effective demand for education, especially for girls in rural areas; 3) a curriculum designed to produce an administrative elite which the country doesn't need; 4) a host of technical/administrative problems in the management and delivery of education programs; and 5) a failure of leadership to confront old orthodoxies and entrenched interests. These problems manifest themselves in such things as the division of the first 10 years into two cycles with an expectation and acceptance that only a few should continue on to middle school, and the historical use of separate teachers for each subject, resulting in under-utilization of teachers and high unit costs that make it difficult to contemplate the rapid expansion of middle school education, especially in rural areas.

These are problems that both the US education system and USAID have extensive experience, especially with issues such as (i) the decentralized management of education, (ii) community involvement and (iii) improving the learning environment.

4.0 Description of the Strategic Objective and Results Framework

This Education Strategic Objective proposed here is intended to tackle binding constraints to the expanding enrollment and improving the quality of the middle school

education system. While the PDEF considers the middle school system as part of a ten-year basic education cycle aiming at equipping Senegalese youth with the skills necessary for economic growth, very few reforms have been implemented in the middle school system towards this end. Therefore, the scope of the SO is to help the GOS put into practice the ten-year basic education cycle laid out in the PDEF by (1) increasing the access and improving the quality of middle schools, particularly for girls and (2) improving the articulation between lower and upper primary education. The strategic objective results framework incorporates lessons learned from experience in the EDDI special objective regarding life skills modules, access to information and communication technology (ICT), school management committees (SMC) and girls' scholarships.

The development hypothesis underlying this program is that a quality basic education that equips Senegalese youth with appropriate skills is one of the essential ingredients for economic growth, continued democratization, and long-term social stability.

By the end of the SO program, more than 25,000 children more children, half of them girls, will have access to a middle school located not farther than 2 kilometers from their homes. These community-based schools will deliver a quality education through well-trained and dedicated teachers. Schools will have relevant teaching materials, functional facilities, and effective school management. Teachers will frequently assess learning achievements, use active learner-centered methods, and provide more learning opportunities, in part simply by making better use of the students' time. Communities will be involved in the schools and feel a sense of ownership for their schools.

4.1) The basic education program results:

The strategic objective is **increased access to and improved quality of upper basic education, especially for girls.** The transition rate from primary to middle school and the pass rate on the middle school final exam will measure the attainment of this objective.

Three Key Intermediate Results (KIR) will help achieve the objective:

KIR 1: Increased capacity of middle schools

This KIR intends to expand the access of primary-school students to middle schooling, stimulate the demand for girls' education, and create a school environment favorable to the retention of girls in middle schools. To that end, more middle schools will be built, some existing schools will be expanded and improved, and community ownership and involvement in their childrens' education will be increased.

Proposed performance indicators include:

- 18 middle schools built in 3 regions
- 12 middle schools renovated in 3 regions.

Illustrative activities under KIR 1:

- School construction and rehabilitation;

- Training in infrastructure maintenance and financing;
- Information and social-mobilization programs (school kids mentoring systems, scholarship programs for girls etc.) to enroll and keep children, especially girls, in school.

KIR 2: Improved teaching and learning environment in middle schools

While KIR one is concerned with access to school, this KIR concerns what happens once a child is in school. This KIR seeks to create a learning environment for student success and to increase the relevance of the curriculum. Activities will be aimed at helping teachers and school administrators create a stimulating learning environment.

Proposed performance indicators include:

- Grade to grade promotion rate increasing from 72% to 85%
- 70% of teachers have completed in service training requirements
- 90% of school directors certified as meeting established skill standards

Illustrative activities under KIR 2:

- Increase availability of teaching materials (books, teaching tools, visual aids, etc.)
- Introduce and promote new skills and teaching practices, particularly with respect to modern, student-centered teaching methods, the use of simple, home-made instructional materials, and techniques for teaching science in poor rural settings;
- Offer refresher type courses in conjunction with pedagogy units and the regional Inspectorate d'Academie (IA)
- Increase the use of computers, new information technology and the internet for both students and teachers, especially in remote, rural locations
- Introduce life skills modules into the curriculum (aids/HIV, hygiene, civic responsibility)
- Set standards for school directors and putting in place a training program to meet these standards
- Offer in-service training program for Directors of both public and private middle schools covering basic educational management techniques such as managing personnel, managing money, managing material, and providing instructional leadership
- Support the Directorate for Middle School and General Secondary Education (DEMSG) in the definition of the basic set of skills expected of graduates, new curricula, in the creation of performance-evaluation tools

KIR 3: Increased participation of local governments and communities in education management and financing:

This KIR is intended to strengthen community participation in the education of their children, and increase the capacity of local elected bodies to carry out the education responsibilities transferred to them under Senegal's decentralization law. The proposed program with its school construction component and its focus on school-level activities provides wide scope for developing community ownership and involvement in schools. Additionally, USAID has had good success in promoting community involvement in

education and stimulating demand for girls education under its pilot activities funded by EDDI. The second aspect of this KIR is working with regional government to carry out the responsibilities transferred to it by the 1996 decentralization law. This relates directly to work USAID is currently carrying out through its democracy and governance program, addresses one of the critical weak links in the provision of education in rural areas where girls are underrepresented, and constitutes a unique aspect of the proposed program. Success in this KIR will be essential to planning continued expansion of the system and ensuring the sustainability of the investments USAID makes.

Proposed performance indicators include:

- 90% of middle schools that have a functioning school management committee
- 90% of middle schools implement a school business plan

Illustrative activities under KIR 3:

- Establish school management committees (CGE) in the target middle schools, education committees (CE) in selected rural communities and regions
- Offer training for school management committee members and school staff in preparing, executing and monitoring the performance of a viable "projets d'établissement"
- Offer training and technical assistance on community level action to mobilize resources in support of education (fund raising, voluntary activities)
- Support a decentralized planning system, using the school business plan as a tool to introduce the process, starting from the school and working up to the regional development plan

4.2 Synergy with the SO2 – Democratic Local Governance

Decentralizing responsibility to locally elected governments is the keystone of Senegal's strategy for increasing both the availability and the quality of basic services, especially in poor and under-served rural communities. USAID has been working to build the capacity of local government through its democracy and governance strategic objective and through its health strategic objective. This SO, with a component targeting the work of regional governments' education committees will reinforce and expand USAID's work to strengthen local governance.

During the design of this education program other donors working in the education sector praised USAID's intention of addressing the issues of local government's management of its education responsibilities. The fact that no other program explicitly addresses these issues was noted as a significant gap in current efforts to improve education. We expect that the education program will be able to benefit greatly from work already done under the D/G and health programs in terms of effective methods for working with local governments, issues around budgeting and budget cycles, and in starting with a grounded knowledge of the realities of working with local governments.

5.0 Partners and Customers

The SO envisions a network of relationships starting at the school level and extending up through the Ministry of Education.

- At the national level

Overall responsibility for the program will be with the Ministry of Education (MEN). Implementation of program activities, including activities carried out under grants and contracts, will fall under the general direction of a steering committee chaired by the Minister or his designee and composed of representatives from the institutions charged with ensuring the program's success, including USAID/Senegal. Principal technical direction in the MEN will come from the Middle Schools and General Secondary Education Directorate (DEMSG) assisted by the Director for Planning (DEPRE) and the Director for General Administration and Equipment (DAGE). Other institutional actors expected to participate and/or be consulted in program planning and implementation include: the Ministry of Economy and Finance (finance and budget issues), the Ministry of Interior (decentralized governance issues), and teachers unions and professional associations (i.e. the Federation of Parents' Associations, Association of Elected Officials, the Parliamentarians Network on Education, the School Heads Network).

- At regional level

The principal actor at the regional level is the Education Committee of the Regional Council, the political body charged with managing the general development of education in a region, including setting budgets for the schools, allocating resources among priorities, and monitoring the system's results. This committee, chaired by the President of the Regional Council, includes the regional representatives of Parents Associations, Mayors and Presidents of Rural Communities, representatives from pertinent non-governmental organizations and professional associations, and the regional IA. It is expected that increased regional capacity will result in better elaborated, more viable education development plans and will lead to firm budgetary and administrative commitments between the region, its schools, and the central government. On a technical level the IA is expected to play a central role in organizing/supporting in-service training and promoting innovations in curriculum and extra-curricula school based activities.

- At school level

The key structure at the school level is the School Management Committee (SMC). A Presidential Decree has defined the profile of membership, management structures, role and responsibilities for this entity. Members are elected by the parents of students at a school. The school director, teachers, and students are also represented. Often mayors and rural communities' presidents sit on the SMC and wield considerable influence especially with respect to community mobilization and land allocation.

- Implementing Agencies

USAID, in collaboration with the Ministry of Education and under the general direction of the national steering committee will implement activities through the use of local and

international implementing agencies. The Mission envisions a principal institutional contract procured through full and open competition and supporting cooperating agreements, grants, or contracts, as necessary, procured either through open competition or through the use of existing IQCs or a Mission-issued Annual Program Statement. To greatest extent possible, the Mission will seek to maximize the use of local organizations (both non-governmental and private for-profit) both to take advantage of their specialized knowledge and expertise and to build local capacity.

- Customers

Middle school students and their families are the principal customers targeted by this program. The SO will nearly double the number of children who are able to continue their education through middle school and more than double the number of girls who continue their education to higher levels of the system. Teachers, school heads and education officials will act both as partners in delivering program services and as customers as the beneficiaries of training and technical assistance. In all, the program expects to directly reach over 25,000 middle school students, approximately 5,000 teachers, education and local government officials, and 4,000 members of school management committees. The regions targeted by the Ministry of Education as the principal areas of focus for the program account for 35% of Senegal's total population.

Customers are expected to participate actively and openly in the planning and evaluation of SO activities.

7. Mission Management of the SO

The Mission will establish a new Education SO team reporting to the Mission's Deputy Director. The team will have two full time members, a senior Education Specialist who will serve as Team Leader and an education and training specialist. These two technical specialists will divide CTO responsibilities for contracts and grants funded under the SO. This technical core will be supported by team members from the Program, Financial Management, and Procurement teams. The Mission has sufficient technical expertise to establish this team without recruiting additional staff.

Once the new team is authorized, all of the Mission's existing education related activities (primarily funded by EDDI but also including some education activities funded under the Casamance special objective) will be managed by the education team. The education team will coordinate closely with other SO and special objective teams.

8. Resource Requirements

Resource requirements for the proposed SO are found in Table 1. All activities are eligible for funding with Basic Education funds. The level of effort among the three KIRs will be weighted approximately as follows:

KIR1:	Increased Capacity of Middle Schools	40 %
KIR2:	Improved Learning Environment in Middle Schools	40%
KIR3:	Increased participation of Local Governments	20 %

**Table 1: Resource Requirements for the Education SO
Resources Requirements**

LIFE OF SO BUDGET

ELM No./ Element Name		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007
01 SO4 Activities		2,745,000	3,584,000	3,696,500	2,671,000	798,000
KIR 1	40%	1,088,000	1,433,600	1,468,600	1,058,400	309,200
KIR 2	40%	1,088,000	1,433,600	1,468,600	1,058,400	259,200
KIR 3	20%	569,000	716,800	759,300	554,200	229,600
02 USAID Program Management		180,000	266,000	228,500	254,000	252,000
03 USAID Program Development		75,000	75,000	75,000	75,000	150,000
04 Audit		0	75,000	0	0	75,000
GRAND TOTAL		3,000,000	4,000,000	4,000,000	3,000,000	1,000,000

List of Acronyms

BEFM: Degree for successful completion of middle school
CAAC: Academic Committee for Approval and Counseling
CE : Education Committee or School Council, based on contest).
CE1: Third grade.
CE2: Fourth grade.
CFEE: Degree for successful completion of primary education
CI : First grade.
CLASS : (Children Learning Access Sustained in Senegal) for Basic Education Support Program
CM1: Fifth grade.
CM2: Sixth grade.
CR: Rural Community
DAGE: GOS Directorate (Director) of General Administration and Equipment
DCES : GOS Directorate (Director) of School Constructions et Equipement
DEMSG : GOS Directorate (Director) of General Middle and Secondary Education
DGL Felo : Décentralization and Local Governance NGO
DPRE : GOS Directorate (Director) of Education Planning and Reform
ENDA-GRAF : Branch of a locally-represented international development NGO
GOS : Government of the Republic of Senegal
IA : Ministry of Education regional office
IDEN : Ministry of Education office at lower (*département*) level
ME : Ministry of Education
NGO: Non-governmental organization
PDEF : Ten-year Education and Training Program
RI : Intermediate Result
RIC : Key Intermediate Result
SO2 : Strategic Objective No.2 (decentralization and local governance)
USAID : United States Agency for International Development

Annex 1

Description the Sector

Senegal's education system is based on the French model and comprises a formal sector and a non-formal sector both public and private.

A. Structure of the Education System

1. The formal sector

- a) **Pre-school education**, meant for children aged 3 to 6. This has developed essentially in the cities. The GOS recently launched a Presidential initiative, entitled "case des tous petits", aiming at constructing 24,000 preschools, one in every village in the country. Nevertheless, less than 3% of the target age group attends preschool and this number is expected to grow only slowly. Preschool education is privately provided.
- b) **Elementary education** concerns children from 7 to 12, lasting six years. The end-of-elementary certificate (*certificat de fin d'études élémentaire - 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. Approximately 69% of elementary age children are enrolled in school. 71% complete the primary cycle and pass the CFEE. Only about 30% of school age children continue on to middle school due to limited access.
- c) **General middle schooling** is given in middle schools (CEM) to 13 to 17- year old children, with a term of four years (from the 6th to the 9th grade). 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. Only 8% of school age children successfully passed the BFEM and gained entry into high school.
- d) **General secondary schooling** involves three years of study (from the 10th to 12th grade) with two study tracks, literature or science. About 70% of children opt for the literature track. The low enrollment in the sciences significantly reduces the external efficiency of the system and is a serious cause for concern. Lack of facilities to teach the sciences at most schools at all levels of the system, as well as lack of qualified science teachers, is a major reason for the low enrollment in the science track. High school culminates in the *baccalaureat*, the holy grail of the Senegalese (and French) basic education systems. About 3% of Senegal's population completes high school and passes the baccalaureat exam. Passing the exam provides access to university and admission to the university or government owned technical and professional institutes of higher learning gives access to a government financed scholarship or financial aid that includes full or partial payment of university tuition, residential costs, subsidized meals, and monthly maintenance allowance.

- e) **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 to 16/17 years old. There are 158 such schools (government and non government) in Senegal which enroll 18 365 students.
- f) Senegal's **higher education** system consists of two universities enrolling approximately 25,000 students and – technical and professional institutes of higher learning enrolling an additional – 10,000 students. Entry requires a *baccalaureat*. There are also a number of private institutions of higher learning, including at several foreign universities that offer degree courses in Dakar.

French is the principal medium of instruction at all levels of the formal system. However, like many African nations, Senegal is struggling to develop a language policy that takes account of the many national languages, the importance of teaching in mother tongue, particularly in the early grades, and the demand for Arabic due to the large number of Muslims in the population.

At each level of the education system one finds private schools and institutions which are run on a for profit basis. The quality of private schools varies greatly from exclusive and expensive schools for the children of the middle and upper classes to modest enterprises more accessible to families of modest means. The number of private schools has increased in recent years, particularly at the middle and high school levels.

2. Non-formal Education

Non-formal education includes: literacy training, basic community schools, and “schools of the third type” and koranic (daara) schools.

- a) Functional-literacy training involves people over age 15. The field is open to a variety of initiatives and actors: NGOs, private firms, development agencies, cultural associations, and government ministries.
- b) Basic community schools take children ages 9 to 15, without schooling or who left school at an early age, giving them access to a complete course of basic education with a practical and pre-professional orientation. Schooling is in the national languages and in French.
- c) Schools of the “third type” are schools outside the traditional, including street schools, run by non-formal and non-traditional organizations.
- d) Koranic schools provide religious education and instruction in how to read and write in arabic. There are no reliable statistics on how many children attend koranic schools, but it is felt that they compete with formal sector schools, especially in rural areas. Koranic schools are less expensive and take less of the childrens' time, appealing to conservative parents.

3. Management in the Education System

Oversight of the education system is shared among (i) the Ministry of National Education responsible for managing education from elementary to higher within the formal sector; (ii) the Ministry in charge of Literacy, Vocational Education, Professional Training and National Languages; and (iii) the Ministry in Charge of the Family and Small Children, for pre-school education.

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

At the central level, the Directorate of Planning and Education Reform (DPRE) is responsible for monitoring and coordinating the education reform; the Directorate of General Administration and Equipment (DAGE) for the management of the program's human, material and financial assets; the Directorate of Middle and General Secondary Education (DEMSG) is responsible for determining the goal of the middle school, the exit qualifications, the curriculum, and performance evaluation; and the Directorate of Construction and Equipment (DCES) is responsible for defining construction norms and standards for the physical infrastructure and monitoring compliance with them by contractors.

At the regional level, the Academy Inspectorate (IA) is charged with monitoring the application of educational policies at the regional level. With decentralization the local government units, 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 supposed to be set up within each local government council. The IA's role is to assist technically these local government units regarding managing education issues at the regional level.

At the level of the middle school, management responsibility falls under the school management committee headed by the school principal. The latter is composed of ex-officio members such as the Parents Association representative, representative of local government units and members who are elected, including students. Most school management committees are not yet effectively functioning. This is the principal structure that the program will aim to support.

Adding to the lack of resources, some issues jeopardize the proper management of the middle schools. First of all, the DPRE is also charged with acting as the secretariat for the High Council for Education Reform Coordination within the PDEF. This coordination is not properly accomplished, despite great efforts due to the lack of DPRE hierarchical authority over other directorates inside and outside of MEN, lack of competencies to effectively handle the technical/functional aspects of reform management, and this new role added to an already heavy workload.

Second, the management capabilities of local authorities have continued to be weak, although Education responsibilities were transferred to them. Those elected officials are for the most part illiterate, and community resources allocated to education are largely insufficient to support the responsibilities.

In addition, 95% of state resources for education are paid out in salaries, leaving almost no resources for investing in education materials specifically books.