

SENEGAL EDUCATION SECTOR ASSESSMENT UPDATE

**BACKGROUND REPORT FOR CONSIDERATION OF FUTURE
USAID SENEGAL INTERVENTIONS**

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TABLE OF CONTENTS

SECTION I: SUMMARY OF CRITICAL EDUCATIONAL ISSUES AND OPTIONS FOR USAID/SENEGAL'S CONSIDERATION

Critical Issues for the Immediate and Future Performance of the Education Sector in Senegal

The Consequences of Current Infrastructure and Demand

Decentralization

Restructuring Basic Education and Schooling for Youth

School Site Educational Personnel

Options for USAID/Senegal's Consideration

SECTION II: EDUCATION IN THE USAID/SENEGAL PORTFOLIO

Historical Context

The Current USAID/Senegal Portfolio and the Contribution of Educational Activities Within Strategic and Cross-Cutting Objectives

General Features

Strategic Objective #1: Decrease Family Size

Strategic Objective #2: Increase Crop Productivity Through Improved Natural Resources Management in Zones of Reliable Rainfall

Discussion of Special Educational Issues That Affect USAID Programs

Key Observations

Practical Constraints to USAID's Working Directly with Formal Schools and the Formal Educational Sector

Recommendations

SECTION III: SINCE 1990: THE PROGRAM OF EDUCATION ADMINISTERED BY THE GOVERNMENT OF SENEGAL: ITS EVOLUTION, REFORM, AND PLANNED DECENTRALIZATION (BASED ON 1990 - 1995 STATISTICS AVAILABLE)

Introduction

Brief Overview of the Country of Senegal

General Presentation of the Educational System

General Characteristics of the System

The Law Defining National Education

General Educational Policy and Its Definition by the Government

Administrative Guidance of the Sector

The national level (Ministry of National Education)

The deconcentrated level: Academic and Departmental Inspectorates

The decentralized level

The Administrative Organization of Teaching Institutions

Formal (public) teaching institutions

Non-formal (public) institutions

Private institutions

Description of Sub-Sectors

Basic Education

The Senegalese Definition of Basic Education

Preschool Education

Elementary Education

Literacy Training

Community Schools for Basic Education

Middle and Secondary Education

Middle Level Education

Secondary Level Education

Technical and Professional Education

Higher Education

Educational Finance

INTRODUCTION TO THE UPDATE

This assessment update takes as a point of departure the "SUMMARY ASSESSMENT OF THE EDUCATION SECTOR IN SENEGAL" prepared in 1990, which remains a basically sound and accurate analysis of the bulk of Senegal's operating educational system. The recommendations contained therein are, we feel, still substantially relevant. In effect, many of the recommendations in the 1990 assessment reflected those proposed in the first meeting of the Etats Generaux de l'Education which had been drafted between 1981 and 1984. They related to Senegal's need to address issues of educational relevance, quantity and quality and thus they remain, perhaps, at least as pertinent today as they were over a decade ago. The failure to take effective steps to implement the reform oriented recommendations which had been proposed by the Etats Generaux, either following the conference or during the intervening fifteen years since then, have significantly exacerbated the situation. Thus, while governmental reorganizations and policy recommendations based on the educational reforms proposed in the early 1980s have continued, what has been lacking is a comparable level of commitment to the widespread development of practices which would implement these policies. The failure to link practice to policy decisions beyond a modest level of experimentation has, it is submitted, been a most serious barrier to educational reform and development in Senegal.

This assessment update will be divided into three sections. Section I will be devoted to the summary of major issues and recommendations; it will not include extensive historical information but will, it is our intention, provide adequate contextual background to substantiate the recommendations suggested. The recommendations will include, as well, those derived from Section II and Section III which have been determined especially relevant to improving the performance of the education sector.

Section II will outline the present USAID/Senegal program and focus on education/training components operating within the existing country assistance program. While the education sector is not included within the context of the Mission's present program, there are substantial USAID supported training and education activities being undertaken in addressing other sector goals.

Section III will provide a detailed review of the evolution of Senegal's educational system from 1990 to 1996; thus, the historical outline from independence to 1990 which was contained in the previous education sector assessment will be up-dated so as to complete the account as well as to provide a more detailed basis for the recommendations that are made herein.

**SECTION I: SUMMARY OF CRITICAL EDUCATIONAL ISSUES
AND OPTIONS FOR USAID/SENEGAL'S CONSIDERATION**

**Part 1: Critical Issues for the Immediate and Future Performance of the
Education Sector in Senegal**

A. The Consequences of Current Infrastructure and Demand

Senegal, at present, is facing a staggering educational problem: projecting the country's demographic profile, it is predicted that there will be a total population of 16 million by 2015 (when 58% of the population will be classified as "youths"--meaning under 20 years old), which equates to a doubling of the population within 25 years. However, as early as 2001 there will be 1,919,342 children of school age as compared to 875,661 in 1995/96. Thus, the school aged population has increased at a rate of 4.2% annually beginning in 1988 and this rate of increase will continue; nevertheless, and by 2001, Senegal seeks to achieve a goal of 75% of the school aged cohort (ages 7-12) enrolled in basic education. The goal for 1996/97 was set at 61% but the level achieved for female enrollment in 1996 increased to just 49.8% of the total while for boys it reached 64.3%, and thus the target was missed. To achieve the goal of 75% set for 2001 the rate of enrollment will obviously have to be higher than has been projected given that the total enrollment level was lower than anticipated during most of the first half of the 1990s. It was previously projected that it would be necessary to increase attendance by an impressive 5% per year between 1998 and 2001 to reach the target figure.

There is serious concern that Senegal's enrollment rate may, in fact, begin to regress as it did, noted above, between 1990 and 1994. (Letter from the Ministry of National Education of Senegal to the Secretary General of the United Nations Organization, 1996.) It was also reported by the Ministry of National Education (MEN) that roughly 35% of the national budget was already being assigned to education and it was very difficult to see how more could be provided. At the same time there are the continuing disparities between females and males, between the regions of Senegal and between rural and urban communities. Pervasive concern about the quality of education provided and the internal efficiency of the system on the one hand, plus, on the other hand, continuous questioning of the external efficiency and the value and relevance of schooling, are both patently evident; government documents and official pronouncements repeatedly identify these as major challenges to Senegalese development efforts.

To meet enrollment goals, MEN is undertaking three strategies to respond to the projected increase in demand:

(1) a massive recruitment of teachers including 700 to be trained per year at teacher training colleges in addition to 1,200 education "Volunteers" per year for a period of four years to be selected from among those who already have high school or university training (with or without BA or MA degrees) and who are willing to teach--in effect, they are part of Senegal's educated unemployed;

(2) a significant increase in the infrastructure of the system highlighted by the construction of 3,500 new classrooms and the renovation of 1,080 existing classrooms with financial assistance especially from Japan, Canada, Germany, NGOs, Students ,Parents Association (this organization, APE, is the closest Francophone approximation of the Parent-Teachers' Association but excludes teachers as members), and Senegalese parents and communities; and

(3) special steps to open more multi-grade classes in rural zones and increase double shift classes in the urban areas.

Additional strategies to counter differential demands include:

(4) an experimental program now being established and studied, the Ecole Communautaire de Base (Basic Community School--ECB) which will seek to provide children from ages 9 to 15, who have missed or failed to complete primary school, a chance to obtain functional literacy, semi-skilled training and even a primary school diploma if they are able to pass the primary school leavers examination (CFEE); and

(5) a social mobilization campaign which will target schooling for girls.

This

latter commitment has been powerfully reinforced by an IDA report that states, "A recent analysis from Senegal shows that children of illiterate mothers are 50% more likely to die in childhood; illiterate women want 1.8 more children on the same income as literate mothers; and literate mothers are about 50% more likely to send their daughters to school, ceteris paribus." (World Bank, Staff Appraisal Report: "Republic of Senegal Pilot Female Literacy Project," May 9, 1996, Report # 15517-SE.) Given these findings, even if the education sector were not involved, "the expected health benefits of the literacy program are sufficiently high to make the program attractive on health grounds alone." (Ibid.) Obviously this has tremendous significance for primary schooling since that is where the bulk of Senegal's population acquires literacy.

In summary, and as will be reviewed in greater detail in Section III, five of the major factors recently impacting on Senegal's education system are:

1. Near stagnation, and in some cases decreases, in the schooling rate in spite of stunning expansions in numbers enrolled;
2. A shortage of resources available for education in spite of its needs and goals;
3. Formal education costs which, if continued, are hardly propitious for the extension of the system;
4. Inadequate contributions by those schooled to the country's development; and
5. In spite of structural reforms and changes, the school system has not yet been significantly renewed or modified. In short, reform efforts have not "taken root".

These factors generate and perpetuate consequences which in turn contribute to the creation of a large illiterate proportion of the population so that roughly:

- one Senegalese child out of two has access to school; and
- one child out of three advances to the middle school level.

The illiteracy rate of the active population (15-55), estimated at 71.8%, best reveals a major dysfunctional aspect of the Senegalese educational system. This is very high compared to indicators for the rest of Africa (52%). In addition there are also the important disparities in terms of:

- a female illiteracy rate of 80.5% (compared to 63.1% for males) but which exceeds 90% in some parts of Senegal; and
- regional disparities in Kolda, Tambacounda, Louga and Diourbel where the global literacy rate is over 80%.

Thus, between 1970 and 1990 the illiteracy rate has averaged an annual decrease of just 1.1%. At this rate it would take 60 years to wipe out this scourge that reduces so considerably possibilities, both collective and individual, for development. (MEN-MDCEBLN, "Politique Generale et plan pour l'education de base pour tous au Senegal," 1995, p. 7.)

To address Senegal's educational shortcomings, the Ministry of Education (MEN/MDCAPLN) has emphasized the need to forge a new Senegalese personality through the introduction of national languages on the one hand and, on the other hand, to effectively articulate and address socio-economic disparities which are related to social justice and national improvements by introducing new educational content. It is specified that the MEN plan will seek to "correct disparities between men and women." (MEN/MDCAPLN, "Synthese des documents de politique et generale et de plan d'action du Ministere charge de l'Alphabetisation de la promotion des langues nationales," estimated date of publication 1994/95, p. 7.) Specifically the gender equity steps to be taken include:

- *giving priority to women in literacy campaigns,
- *mobilizing women's associations,
- *reassuring reticent communities in order to obtain their participation in these efforts,
- *facilitating access to literacy centers,
- *improved training modules,
- *increasing the rate of girls' education, and
- *helping alleviate household chores and thus involve more women more extensively in literacy programs.

The Fatik National Forum on girls' education (April, 1995) further specified sources of existing gender disparity from political, economic,

social and religious perspectives. It noted that there are 20 rural Departments across 8 regions of Senegal where girls' education rates are below the national average. The list of reasons given for gender disparity, in some cases replicating those listed above, included:

- *overload of domestic chores,
- *families' precarious economic conditions,
- *the distance between homes and schools,
- *early marriages and pregnancies,
- *the devalued depiction of women in school textbooks,
- *religious prejudices,
- *reduced numbers of female teachers,
- *the cultural gap between the school and the community, and *failure to deal constructively with girls' maturation processes.

In the education sector there are presently two major education reform policy thrusts:

The first thrust is two-fold:

- it includes a bold expansion of the school system requiring major school construction and it also includes extensive teacher training and recruitment;
- the other part is directed toward the new "non-formal" or polyvalent model under development of which the ECB is a major component.

The second policy thrust is reflected in the rationale behind the creation of the MDCEBLN; it involves a five point action plan and is directed toward the realization of the in-school reform noted above but it also includes broader reform objectives to be achieved, for example:

- *reduction of the illiteracy rate, followed by corrections of the gender, age and region disparities;
- *development of an alternate basic education system in response:
 - (a) to the existing qualitative and quantitative limits of the formal system, and
 - (b) to the concerns the people have about the creation of community-oriented schools since the development and expansion of such a system are a must in order to insure, pursuant to the Jomtien recommendations and Senegal's own reform objectives, basic education for all Senegalese while at the same time allowing people to adapt to their environments and to more actively participate in self-management;

*establishment of a literate environment by introducing national languages in government administration;

*State disengagement, but at the same time the promotion of grassroots participation in the reform so as to stimulate, guide, assess and coordinate the goals of the MDCEBLN;

*support for field activities developed by entrepreneurs in the areas of literacy, promotion of national languages and basic education, and through a well researched and agreed upon partnership policy with those NGOs, societies, businesses, donors, which will be assisting to create, perfect and generalize polyvalent models. The most pervasive and promising polyvalent model, the ECB, is now evolving and will be discussed in detail in this document in Section III.

Reflecting the policy guidelines outlined above, the ECB will first expand access to the educational system by populations now excluded from the formal system and second, based on the lessons learned from creating and perfecting the model, it may in fact, "formalize the experiences of the non-formal system in order to re-think the formal." (Minister Ndoye)

B. Decentralization:

To help implement the strategies listed above, a major national decentralization of the educational system, encompassing both the formal and polyvalent systems, has been launched which is congruent with comparable policies being implemented in some of the other branches of government, especially health. Decentralization of education is of special significance since, as noted above, the latest figures indicate that GOS is devoting 35% of its national budget to MEN. GOS is banking on decentralization to provide a solid foundation for the expanding educational system and to increase educational efficiency. Implementation of the decentralization policy will also require an extensive reinforcement of Senegal's capacities to train, plan, administer, manage and evaluate the entire educational sector from a bottom up rather than simply the traditional top down perspective. All of this must be supported by an extensive mobilization of human, material and financial resources. This decentralization reform (specified in the "Textes de Lois de la Decentralisation" approved in 1996, enacted into law as of January 1, 1997, and programmed to undergo at least a two year experimental period before the program begins to be "finalized"), is one of the most extensive and dynamic decentralization efforts in Africa. Putting it into effect will require a strenuous and continuous effort on the part of the GOS. Since decentralization is being proposed and attempted in several African states, as well as elsewhere, monitoring of the Senegalese model which is so extensively elaborated from a policy perspective, could, ultimately, be of use to other nations.

C. Restructuring Basic Education and Schooling for Youth:

It has been reconfirmed that Senegal's priority within its national education system is basic education--primary school (or formal

education--grades 1-6) and the expansion and development of a new non-formal (also called polyvalent) basic education program, the ECB. The children who enroll for the six years in primary school program are to be between the ages of 6 and 14; those who have not enrolled in primary school before age 9 are excluded but, in the future, should be able to enroll in the ECBs, which are designed as 4 year programs, serving those from 9-15 years old. This primary level priority emphasis is congruent with policies and studies conducted by the World Bank and USAID indicating that superior benefits are derived from this level of education both in terms of social and private rates of return.

While the rate of illiteracy remains high in Senegal, at 73.1% for women and 55.3% for men in 1996, placing Senegal among the 12 least literate countries in Africa, it appears that during the next four years some \$50 million are already programmed to promote literacy. Therefore, it was our opinion that further increasing this component of the non-formal education structure might be counter-productive in terms of this "sub-sector's" absorptive capacity. The adult literacy program permits applicants to enroll beginning at age 16, thus it would serve those who had not participated in either primary school or in ECB programs.

1. Primary (Formal) School:

For primary schools MEN is proposing a "rigorous policy for reducing disparities between regions and between boys and girls by improving the relevance of schooling and increasing the internal efficiency of schools." There is also a major commitment to selecting the most appropriate approaches for creating national and democratic schools which include gender equity. The strategies for achieving these goals are as follows:

- a. partnership in management between formal and non-formal educational structures;
- b. participation by the school site populations (partenaires sociaux) to increase school capacities (construction), maintain school buildings and equipment, and to prepare or purchase didactic material;
- c. reinforce educational efforts in nutrition and sanitation notably by providing personnel and equipment to conduct health inspections and monitor the operation of school canteens;
- d. develop dynamic mechanisms to promote productive work, national languages and to develop school manuals designed to promote the reform of the educational system;
- e. develop a continuous program for in-service teacher training;
- f. improve methods for supervising and providing pedagogical assistance to teachers;
- g. set up mechanisms with multidisciplinary capacities for follow-up and evaluation purposes;
- h. recruit sufficient teachers with the ability to improve the performance of temporary or contractual personnel and to enhance educational performance; and
- i. reinforce school mapping (planning) with more attention given to infrastructures in poor condition, to the availability of water, to sanitary facilities and to educational equipment and materials.

While the MEN is responsible for financing formal schooling, some schools' parents, student groups and communities participate in financing the schools' operations by providing for the construction/repair of classrooms, school furniture, texts and classroom

materials, salaries for additional Volunteer teachers, etc. The level of local financial participation appears mostly affected by the economic well-being of schools' environments. Unfortunately, the extent to which community participation has occurred has not been recognized fully nor systematically recorded officially and thus while many who have studied the Senegalese educational system feel community/parent support has been quite significant, the extent of its financial impact on local, regional or national levels is unknown.

2. The ECB (Non-formal or Polyvalent) School Model: Still in experimental stages of development, with several co-sponsors, the ECB is specifically oriented toward:

- a. a 4 year educational cycle rather than the 6 years in the formal system;
- b. teaching and student apprenticeships in national languages with an introduction to French as a subject beginning in the 3rd year;
- c. children from ages 9 to 15 (actually students older than 15 have been observed in classes);
- d. a volunteer teacher of education generally funded by GOS;
- e. the local population organized to manage the school (the Cellule Ecole-Milieu--CEM);
- f. educational content oriented toward the resolution of problems in, and interests of, the community;
- g. alternating theory and practice with the promotion and integration of practical work. (Aide et Action, "Evaluation du Fonctionnement des Ecoles Communautaires de Base," Juin, 1996, p 3.)

While the curricula differ from ECB to ECB, depending, of course, on the different geographical/cultural environments but also on the priorities of the specific organization sponsoring a given ECB, the following subjects would most likely appear in an ECB program. In specifying this particular program the sponsorer, in this case PAVE (Programme Africain des Volontaires de l'Education) states that it seeks: "to promote an educational model most appropriate for meeting the needs of Africa and which is a dynamic factor of development."

-medium of instruction: the national language is the language of instruction for the first two years followed by the introduction of French as a subject;

-utilization of the environment and/or a productive project in order to acquire relevant practical "know-how";

-practical application/work including the involvement of content from the "subject matter" courses (reading, writing, math, practical training, management) to be linked to the needs of local development;

-incorporating into the school's program and operations the village community's priorities.

"In summary: a school of the community, by the community and for the community." (Republique de Senegal, MCEBLN, "Les Ecoles Communautaires de Base de ADEF/AFRIQUE," April, 1995.)

The ECBs receive the same services, provided by the same organizations, as do the literacy training centers. Thus, for the literacy programs, as well as the ECBs, these services include GOS's contribution to supervision, coordination, program development and follow up, and evaluation. The first three are done through the Direction of Literacy and Basic Education; evaluation of the programs is the responsibility of the Inspectorate. While the cost of literacy programs is supported by donors and NGOs, the GOS negotiates with each of these literacy program contributors to determine the amount of financial support it will make available and, subsequently, determines how much will be provided by GOS. However, for the ECBs the entire cost is, according to MEN officials, left to the sponsors with some support also provided by the schools' communities. Thus, specific financial arrangements are left to each donor and the respective community involved; in some cases the community may provide the school building, furniture, etc., while in other cases the community provides very little. The ECB model began to be developed in 1993 and is still in its experimental stages. As can be seen from the curricular outline above, the guidelines permit the curriculum and activities undertaken by each school to vary significantly.

D. School Site Educational Personnel:

1. Primary School Teachers:

Historically Senegal has had one of the most qualified primary school teaching corps in Africa. Today the system is being retrenched and those in training to become qualified as assistant instructors must now have completed the brevet and have one year (instead of the previous three years) of training at one of three teacher training colleges (Ecole de Formation d'Instituteurs--EFI). To become qualified as an instructor the candidates must have completed at least the Baccalaureat followed by one year of pedagogical training at one EFI established to train this highest level cadre of teachers. There is apparently a surplus of teachers in Senegal at present since only 56 of those estimated 500 who graduated from EFIs last year were hired in spite of the fact that those engaged in educational planning, as noted above, indicated that training 500 per year was essential. It is proposed that in the future 80% of teachers will be at the assistant instructor grade while 20% will be instructors.

2. Volunteers: The "Volunteer" teacher program began in 1995. Each year 1,200 are to be recruited until the number reaches 4,800 at the end of four years. Once accepted, the Volunteers participate in a four month pedagogical training program--two months of theory and two months of practice. After two years have been completed by Volunteers they may apply to extend for two more years. However, at present it is anticipated that no volunteer will be permitted to continue as a Volunteer for more than four years. When the first cadre of 1,200 was recruited, 32,000 had made applications for the positions available! During the second year's recruitment this number dropped to 12,000 but the recruitment process experienced some "glitches" in operation.

However, it is interesting to note that applications must be submitted to the departmental inspector in the department in which employment is sought. Before appointment, the dossier is reviewed and the individual is interviewed. All empty positions to date have been filled. The Volunteers receive a CFA 50,000 per month "scholarship" (i.e., bourse-- not a salary) and the school communities provide lodging. By comparison, the average salary for a first year assistant instructor would be between CFA 50,000 and 70,000. About 60 Volunteers fill all teaching positions available in the existing ECBs and the rest are assigned to primary schools.

3. School Directors: A serious gap in the national educational system is the lack of training available for primary school directors. Teachers in training receive no administrative training and when some are eventually selected for promotion to school directors, they assume those positions without any formal preparation. If a teacher being promoted to director has had the opportunity to work for a capable director and that director has been willing to share administrative knowledge with the teacher, the teacher has had some opportunity to learn about school administration through the modeling process. However, if this is not the case, the newly named director has not even vicarious preparation for assuming the directorship. As decentralization progresses and the responsibilities of the directors are substantially enhanced, the lack of adequate training will be an increasingly serious deterrent to effectively operating primary schools.

4. Inspectors: The most trained in the educational system, the inspectors totaled 372 in 1995/96. Of this total 45 were assigned to EFIs, 68 to central government offices and 208 to schools. At the school site level they were expected to make inspections to determine those factors related to the internal efficiency of the school based on matters of pedagogical competence of the teachers, and students' academic performances, to how the director was running the school-- planning, management and checking the condition of equipment and facilities as well as assessing community and parental participation. In addition to the public primary schools, inspectors are also responsible for inspecting private primary schools, ECBs and literacy programs (see Section III, pp. 24-29). However, there are presently only an estimated 51 vehicles available for these 208 inspectors, and while there is a budget for gasoline, it is grossly inadequate. Drivers used to be provided for inspectors' cars, but the recruitment of new drivers was stopped pursuant to the Strategic Adjustment Program, and the number of drivers who still remain available is increasingly inadequate even for the limited number of vehicles that remain in operation. Thus, the logistical support required for the prescribed system means that the system cannot operate as designed. In effect, the entire traditional educational system, well presented in official decrees and documentation, is undergoing significant modifications and the context of the ECB non-formal model now developing may, subsequently, have a significant impact on the rest of the system.

Part 2: Options for USAID Consideration:

As was the case in recommendations presented in the 1990 Education Sector Report, "Each of these options must be explored much more fully before any commitments are made to project or non-project assistance.

The recommendations appearing in this section target the primary school and the ECB. In making recommendations for the ECBs, however, it must be kept in mind that the ECB model is still evolving and the ultimate functions of ECBs may be somewhat different from what is now being experimented with and/or anticipated. However, it also means that there is an important "window of ECB opportunity" open whereby their ultimate mission(s) could be significantly influenced during the forthcoming 2 to 5 year period during which, through experimentation cum trial and error, their functional mandates are supposed to be decided. It will be specified where the recommendations might differ between the formal and ECB schools--that is, where their structures and/or operations are different.

1. Curriculum Enrichment: It appears that there are two approaches to consider.

a. Enhancing those subjects already included as practical (or applied) work components in the primary school curricula which are related to USAID's present developmental priority areas of health, environment, agriculture, women, and democracy. Under these USAID program categories listed below there are the following curricular components in the primary school curricula:

(1). Agriculture: both "Agriculture" and "Livestock" are listed as broad curricular categories;

(2). Environment: related subjects include fishing, livestock (with special emphasis on the environmental impact of livestock), and a segment which would be related to USAID's Health program since special emphasis is placed on maintaining the land around the home.

(3). Health: which also under MEN's "Health" title includes:

(a) Identifying dangers linked to the use of tools, products and materials;

(b) How to apply first aid;

(c) Hygiene, including nutrition;

(d) Clothing, i.e., what is appropriate for Senegal's various climatic zones;

(e) Proper care of the body;

(f) Reducing exposure to parasites;

(g) Caring for the home environment by working for cleaner air, a cleaner home; and which under the "Physical Education" category also includes:

MEN

(h) hygiene and health improvement through physical development.

- (4). Democracy: Moral and Civic Education is a MEN topic listed separately from both "practical work" and from the standard course work subjects (French, Math, Science, History and Geography). Under the Moral and Civic Education topic there appears to be a significant concern about both equality between the genders and about democracy and decentralization. (Ministere de l'Education Nationale, Senegal, "Programmes pour les Classes Pilote: Enseignement Elementaire," in collaboration with INEADE, July, 1987). This topic was developed to promote "education tied to life" and it continues to evolve in the curriculum.

In addition, while information is transmitted through a multitude of media, it is also true that the school can, and usually does, quite significantly assure the delivery of a message which is controlled and reinforced by those delivering it. Such contents, with practical components linked thereto, are critical to promoting environmental, health, and agricultural practices, as well as encouraging gender equality, and democracy and decentralization. The materials, content, and lessons learned and developed in implementing USAID/Senegal's present program priorities might prove to be highly relevant and valuable when also transmitted through the educational system and might be made available to schools at a minimal cost.

Recommendation:

As programmed in the formal primary school curricula, but not necessarily enforced, three-fourths of the course work is to be related to "theoretical" content while one-fourth is to be devoted to the practical work topics listed above. In collaboration with Senegalese experts (especially in INEADE), the content of primary school practical work modules could be significantly enriched: by providing additional materials to teachers, by improving pedagogical approaches used in teaching the subjects, by emphasizing a "hands on" or practical/applied approach where appropriate, and, where possible, by helping teachers to integrate the practical content into the theoretical courses. Materials developed largely because of their relevance to girls would be especially important. In addition to Senegalese counterparts participating with USAID in these activities, NGOs might also be involved. This approach should be even more relevant to the evolving curricula in ECBs, but that will not be determined until the program of studies for the ECBs has been established.

A critical component of this endeavor is also "horizontal" linkages/integration. In this context horizontal is basically the opposite of a vertical ("top-down") approach to promoting reform/development/change. It appears that USAID's participation in the health field has emphasized/reinforced, and successfully, a community or base level approach. Lessons learned in this process could be extremely useful for the educational decentralization law which was initiated on January 1, 1997. Efforts to assist health, environment, democracy, education, agriculture--in short the sectors/programs to which USAID is providing assistance--to help them coordinate efforts and maximize their joint participation

and collaboration would appear to offer an opportunity to significantly advance local empowerment and developmental integration. It is recommended, in addition, that Peace Corps be invited to assist in this type of activity. If this recommendation were accepted in addition to the one recommended under 3. Decentralization a., "Training of Trainers," then Peace Corps could be asked to consider serving both clientele.

- b. Enriching the "theoretical" part of the curriculum: For those courses which constitute the other three-fourths of the curriculum the introduction/reinforcement of content already developed, or being developed by USAID, and which may be adapted to the practical work portion of the primary school curriculum, could also be evaluated for application in the "theoretical" subjects of the curriculum. This would not entail curricular reform but rather emphasize linking academic content to the environment and demonstrating the practical application of "theoretical" or "disciplinary" content. For example, the contribution which could be made to science classes based upon information critical to health and/or environment both nationwide and locally could be extremely rewarding and ultimately productive. In the study of geography, issues of environment could also apply directly and in the study of history the role of democracy, decentralization and equity (gender as well as social, and ethnic) would absolutely promote learning and "build the bridge" linking school to life.

Recommendation:

As with the previous recommendation (Part 2, A. 1. a.), this one too might most effectively be undertaken by appropriate USAID technicians, Senegalese counterparts, and perhaps appropriate NGOs.

2. Curriculum Reform: It is recommended that if asked to participate in a reform of the primary school curriculum as a member of a "donor team" that USAID participate in those areas in which our own system has demonstrated special competence. For example, we should not be involved in French nor in local languages. We could make meaningful contributions to science, history and geography (indicated above in Part 2, A. 1. b.), especially in linking their content to life--integrating the practical with the theoretical within the subject matter areas. This has historically been a strength of the American educational system capstoned by the "land grant university" system and further enhanced and developed by the "community college system". Given the array of issues we are presently addressing vis-a-vis education for minorities and the success we have had in structuring education to serve the geographical environment, we could make a significant contribution to Senegalese efforts to make their education more relevant.

Recommendation: This recommendation also supports that made in the 1990 report that USAID cooperate with other donors to support implementation of policy reforms. Curriculum reform should be one of the several "cooperation with other donors" recommendations which will be made. The composition of those to be involved should be determined uniquely by GOS. This activity might best be done by establishing an "institution to institution" relationship between an appropriate U.S. school of education which would be involved with the entire range of educational institutions in Senegal from the Ecole Normale Superieure to the EFIs to the local schools. A major problem in Senegal, as in many other countries, is that the

"leadership" institutions in the country (ENIs, Teacher Training Colleges, human resources development centers) have little, if any, contact with the foundational levels of their own educational systems. While that is sometimes true in the U.S., there are also programs at the graduate and undergraduate levels which are heavily involved in seeking to help resolve problems facing the primary school systems.

3. Decentralization: Assist the primary school system to accomplish the profound decentralization mandate legislated into law in January, 1997. In an environment in which decentralization has historically been considered suspect, and even a euphemism for anarchy and anti-nationalism, Senegal has an awesome need for assistance in understanding what decentralization means and how to put it into practice in the school system. There is already considerable confusion of the terms "deconcentration" and "decentralization" and if the former becomes operational the latter is dead. During the years 1997 and 1998 while the decentralized system is being "operationalized" it is essential that Senegal receive assistance in this undertaking and, quite frankly, we see no other donor more adequately qualified to assist in this undertaking than the United States. There are, incidentally, some interesting decentralization models in which AID has already participated elsewhere in Africa, especially in Lesotho, which might be reviewed to determine whether or not there are elements from those efforts which would promote the evolution of Senegal's system. This might also be an area in which the Peace Corps' participation would be especially effective, relevant and pertinent. If the Peace Corps were involved in the other areas already recommended a determination would have to be made if this could be added to their assignments.

a. Training of Trainers: A program for the training of trainers could provide critical support to the decentralization program. Built into this program would be the design and approval of any administrative or governance forms needed by the various trainees in order to make their work clearer and simpler and which would result in helping to ultimately achieving the common data base needed for subsequent evaluations/assessments. Those to be trained would start at the "top" based on rank and responsibility and each would prepare subsequently to train those at lower levels in the bureaucratic structure. At each level the population to be trained grows, but so too do the cadre of those who have been trained to undertake these training tasks. Once the initial training has been completed (the training of trainers and the initial training of those at community levels) a system of continuous training must be devised and implemented to keep the changing population prepared and involved as well as to introduce new changes which will be promoted to improve on-going and future operations/implementation. An outline of the training program should include the following:

(1) Up-dating Training for Inspectors: All inspectors have received extensive training and have been trainers. This activity would simply up-date and clearly identify those to be trained and would review the training cycle, and determine the content and methods to be followed.

(2) Training the Faculty and Administrators of the ENS and the EFIs: To link the pre-service with the in-service and to acquire

the training cadre needed, these personnel would be trained by the inspectors to undertake the training of school directors. It is anticipated that this would occur at various locations throughout Senegal where facilities are available. This training would, of course, benefit from training which has been accomplished previously by GOS and other donors.

(3) Training of Teachers: The content of this training would focus on improving the internal efficiency of the system. The content would be based on needs identified by the inspectors, academic faculty members from ENS and EFI, and ultimately school directors and teachers themselves. Obviously some of the proposed trainers will prove ineffective at training tasks and they should not be obliged to continue as "trainers" per se, but perhaps serve in supportive "organizational" roles. Again, any relevant inputs which can be derived from any previous training should be reviewed and considered for relevancy to this effort.

(4) Training of Community Personnel and Parents Involved in Supporting the Schools: Those to be trained would especially include members of the community, including the APE, serving on the Comite de Gestion of the primary schools and the Cellule d'Ecole-Milieu of the ECBs. It may be possible to use the same cadre of trainers for community level personnel as those who were involved in the training of teachers or it may be necessary to further expand the cadre of trainers to include also those teachers who have been trained who are assessed as being especially qualified for such training assignments.

Recommendation:

This training would, following the initial training sessions, subsequently be conducted continuously pursuant to the kind of schedule determined appropriate by the trainers and the trainees. It is suggested, as noted above, that the Peace Corps might participate very effectively in these training programs. These training activities might also involve other donors and NGOs and/or USAID might elect to undertake the program in a limited number of regions of Senegal and thus reduce the number of trainers needed. While a nationwide training effort of this nature would certainly be a challenging undertaking, it is also perhaps the most important factor determining the ultimate success of the decentralization effort. The training would empower those responsible for making decentralization work and they would become full partners in the process. This training would be equally relevant for the ECBs.

4. Financial and Management Assessments: While these recommendations are actually tied to implementation of the decentralization policy, they are listed separately because they are potentially of such critical importance to the future of the educational system. The decentralization law designates for each level of government (central, regional, commune, rural community) sources of income to support the decentralization of education. What remains unclear, however, is the extent to which these income sources will, in fact, meet the financial demands which will accrue at the commune and rural community levels once the decentralized budgetary process is fully in effect. The impression received from Senegalese officials in Dakar is that these listed income sources (taxes, licenses, fees, fines, etc.) identified to provide the funds needed, especially at commune and rural community levels, will satisfy the financial needs of the schools at levels comparable to those

now provided from the central government. In other words, they will meet the projected financial needs of decentralization. (It should be noted, however, that the tax base for the regions, except for Cape Vert, i.e., Dakar, are almost totally dependent upon transfers from the central government.) Therefore, it has been projected that the financial support required from the parents and community would not be significantly greater than it was prior to the implementation of the decentralization law.

A study completed in 1992 by Gellar, Chambas and Kampara (titled "Decentralization Provision of Public Services and Management of Renewable Natural Resources: The Senegal Case" completed for the Club du Sahel) indicated clearly that the funds collected at the commune and rural community levels at that time were seriously limited so that at the commune level much of what was earned was used to cover salaries and at the rural community level little of what was collected was left for investment in the community. If this latter scenario is the case then as decentralization is activated and the funding sources specified as providing the funds needed are, in fact unable to do so, there will be a steady decline in the level of financial support available especially for the basic education system. The ensuing funding gap will either fall on the school site communities and parents, or the government will have to provide compensatory funding not now anticipated, or donor aid will have to fill the gap, or schools will close. In many decentralization reforms undertaken elsewhere, decentralization has been a euphemism for simply transferring financial responsibility, not control, from the center to the base. There is a clear possibility that that could happen in Senegal if a low level of fiscal viability is found to exist among the sources now being anticipated as being capable to provide funding under the Decentralization Law.

Recommendation:

Study of Projected Decentralization Financing: In a representative sample, which would include school sites nationwide, it is recommended that a study be undertaken to determine accurately the projected level of income which would be available to support the decentralized educational system at the commune and rural community levels based on the sources of financial income specified in the Decentralization Law. This might be conducted in conjunction with GOS counterparts by an NGO, or perhaps under an IQC arrangement, or in collaboration with other donors. ECBs, once they become established, rather than "experimental", would also be involved in this study. This study would be invaluable to GOS in verifying existing plans and, if necessary, making alternate funding arrangement is those now anticipated are determined inadequate. There was some indication that the World Bank might undertake such a study regarding financing just for primary schools. If the World Bank does do that it will be an excellent contribution. However, it should be noted that if the World Bank does not do it, it is a critical undertaking which must be realized and, furthermore, it should be extended to include the financial arrangements for the evolving ECBs and any other polyvalent schools/training programs proposed.

5. Local Governance Units Now at School Sites: Governance at local school sites now includes the following organizations: Student Cooperative, Association of Students ,Parents (APE), the School Management Committee and the School Environment Cell. Understanding how these organizations are supposed to function and what their

contributions to the school systems are would contribute significantly to successful decentralization. It should be noted that the first two organizations exist in both the primary schools and the ECBs; the Management Committee exists in some of the primary schools but in the 50 or so ECBs existing thus far there are School Environment Cells. It should be noted that training of APE and school site committees has also been included in recommendations related to Part 2, A. 3. (4); however, those training recommendations relate more to community participation in school site management processes. The emphasis in this recommendation targets the separate organizations and affiliations whose members substantially constitute the existing school site committees and in this recommendation the goal is to assist in improving the distinct roles and performances of these existing local organizations. It is conceivable that the two training functions (one for existing local organizations and the other for the operationalization of the new entities derived from implementation of the Decentralization Law) could be done simultaneously; however, since it may be preferable to analyze the roles and functions of these components separately, the existing school site organizations/participants are outlined below.

(1) Student Cooperative (Cooperative Scholaire): This committee exists in almost all schools in Senegal. It generates funds from collections of school fees and from money earned from school gardens, poultry, livestock or whatever practical work the students may engage in from which income is generated. From the school's student body (Assemblee Generale) at least three students (e.g., president, secretary, treasurer--but perhaps more if the number of offices established by the student body is increased) are elected to serve in the Office of the Student Cooperative. From among school's teachers and the school director (who combined constitute the Conseil de Tutelle), one teacher is elected by the students to serve on the Conseil Administratif (the Administrative Council) of the Student Cooperative. In addition, there is a consultant or resource person (Personne Ressource). This body decides how the students' fees are to be spent in support of the students' education.

(2) Association of Students ,Parents (Associations Parents d'Eleves--APE): The parents at each school site are members and elections are held annually to select local APE officers. Each year the local APE submits a report of activities to the APE Union Departemental which has an office at the Departmental center. This Departmental Union (DU) oversees the annual school site elections. The DU also prepares an annual summary report based on the school site reports it receives. This report is forwarded to the office of the Union Regional which is the APE office at the regional level. In turn the Union Regional consolidates its departmental reports and forwards them to the national level, the Federation of APEs. The Federation, in Dakar, has no office but arranges to hold a Congress of APEs approximately once every two years.

While these reports would appear to be an invaluable source of data specifying exactly APE's supporting role in Senegal's school system, the problem is that the reports follow no common formate and do not provide a comparable data base on APE's involvements. In addition, reports are often inhibited because illiterate parents are attempting to prepare and/or participate in the preparation of reports but they have no appropriate models or forms to guide them. If training could be provided to APE centers

at each level at the beginning of the academic year and if forms which would provide consistent data were provided to guide the APE school site organizations and their departmental, regional and central officials, then APE's participation could be clarified in a relatively limited period of time. The data would be an invaluable resource in implementing Senegal's educational decentralization and the role which the major local organization plays.

(3) Management Committee (Comite de Gestion): This committee operates in many, not all, schools. On this committee are one or more teachers, the school director, elected representatives of parents (invariably members of the APE), the mayor and community officials plus student representatives. While the designation of this committee as the "management committee" is relatively new, school site committees with different names have functioned for many years coordinating the school community's participation in the school. The presence of teachers, director, students and APE representatives on the committee significantly increases its ability to effectively monitor any financial management activities.

(4) School Environment Cell (Cellule d Ecoles-Milieu--CEM): This new committee format is being used in the ECBs and in the Pilot Schools (which, ultimately, will lead to the New School-Ecole Nouvelle). At the school site it is made up of all teachers and the school director; elected parental representative (APE), elected students, and any entity providing money and/or other resources to the school. Apparently CEM will replace the existing Management Committees once the New School is established throughout the country.

Recommendation:

This recommendation is considered especially important since these school site level local organizations may become increasingly responsible for participating in school finances and management. It is anticipated that these organizations could benefit substantially from training and from the design and approval of appropriate forms which could be used at school sites to guide the planning and budgeting and would assure the generation of a common data base as the foundation upon which to plan, compare and develop. In other African countries this approach has been found effective and has permitted even illiterate parents to participate effectively and constructively in support of their schools. This recommendation would apply to the developing ECBs as well as to primary schools. These analyses might be undertaken with other donors, again the Peace Corps might play a major role in such assessments and, again, USAID may decide to undertake such activities in selected regions of the country, in a multi-donor context, and/or with the assistance of NGOs.

6. Evaluate the Evolving Private School System: Senegalese officials have projected that private primary schools may increase to 30% of the national total. At present private schools constitute about 11% of the total and have grown more rapidly than had previously been anticipated. It appears, however, that one of the biggest problems facing the creation of reputable private schools is the way they are supervised and monitored. The Division de l'Enseignement Prive (DEP) of MEN is basically responsible for the establishment of, and standards maintained

in, these schools, but the inspectorate is responsible for actually monitoring them. In effect, neither the DEP nor the inspectors have the means for enforcing the policies and standards established. Again, the policy is there but it is not being applied and monitored.

Recommendation:

For private education to play the role projected, and to be effective and responsible in the nation's educational mission, it would be highly desirable that there be an assessment of the policies governing the private education sector and of the strengths and weaknesses of the monitoring processes in effect. Again, this might be undertaken alone by USAID with GOS/MEN officials, or it could be an effort in which more than one donor might participate or that, perhaps, might be undertaken by an NGO.

7. A "Target of Opportunity" using an existing USAID capability and intervention activity (RAPID): The current RAPID activity in Senegal supports the collection of regional data demonstrating the effects of current and projected population growth. This activity not only collects relevant data but also includes computer based means for continuous recalculation and graphic display of relationships between the size and location of (sub-sectors of) the population and demands for food, employment, education, and social services. It is designed to develop a highly effective graphically visual display that projects over time (according to alternatively possible rates of growth, normally tied to up-take on intervention activities such as increased use of family planning) the growth in the overall size of population, the age and gender profile, and their effects. The presentation of data in the RAPID format has proven highly useful in many countries in policy dialog, advocacy, decision-making, and planning. Most commonly the model is used for national planning, but in the Senegal case it is also being carried out at the regional level, in the four regions in which USAID has been assigned to work on population and health activities with the GOS.

Recommendation:

The addition of an in-depth educational component (or, alternatively, developing a separate activity using the same model) to the RAPID activity that is currently being carried out in the four USAID supported regions of Kaolack, Fatick, Louga, and Ziginchor. Ideally this would be eventually funded for all regions, perhaps by other donors. Benefiting decision-making and planning for the educational sector and also benefiting decision-making and planning for the regional decentralization effort in general would contribute meaningfully to the process Senegal is now seeking to implement. This would be accomplished by USAID's expansion of its RAPID capabilities.

8. Non-formal (Polyvalent) Education: The recommendations under this designation are basically limited to the non-formal sector, essentially to the ECB which, as already noted, is an experimental program, in which each school, before being established and approved, must have a donor, as well as having a program which has been approved by MEN. The ECB has dual outcome options: the chance to achieve the primary school diploma and/or skills which will provide employment. The model is receiving strong MEN endorsement and there are indications that it will exert significance influence on the New School now evolving.

The ECB Model: While there are presently approximately 50 of these schools located in various parts of Senegal, with diverse programs being offered, it appears that in many cases the programmatic flexibility being made available is not being adequately exploited. In other words, in some ECB programs there is a tendency toward being more oriented toward serving as a primary school surrogate rather than to exercising the new polyvalent options available to link the school's outputs more effectively to the community, its environment and needs. Based on very limited exposure, there was significant difference on how ECB sponsors were operating their respective ECBs. While some programs appeared to be carefully monitored, and in some cases with sophisticated evaluations being conducted as the programs develop, there were also programs which appeared to be doing little more than serving as formal primary school surrogates. Moreover, there also seems to be inadequate sharing of information among the various sponsors.

It appears that as the ECB experiment continues it will become increasingly important to determine how a common level of learning performance is being achieved and how effectively the unique, even idiosyncratic, conditions and human resources needs in the schools' environments are being adequately addressed in the schools' programs. Eventually, at the national level, it will be necessary to develop a model which permits the most appropriate local and national curricular content to be identified, evaluated and practiced. Perhaps equally challenging will be how to link effectively the unique factors within the schools' environments with the required "theoretical" coursework subject matter.

Recommendations:

(1). Adequate exchange of information among the diverse ECB programs: While there have been two annual meetings of ECB sponsors, there is also a felt need expressed by some of them (excellent analysis by PAPA officials in St. Louis) that this level of exchange was inadequate. What was needed were more exchanges at comparable levels of the program. More specifically, ECB school directors profited significantly from the few opportunities they had to interact, compare and contrast programs among themselves. Program sponsors and directors appear to lack adequate interaction but so too do those at the school site levels and as the school site personnel become increasingly "decentralized" the creation of professional collegiality among them is extremely important.

(2). Need to develop more dynamic programs which can be considered for final consideration as appropriate models for the "new school" and the post-experimental ECB program: Tostan has already developed what it considers could constitute the first two years of the ECB program. This consists of 4 large modules which are now completed and tested. In addition they have begun to work on programs of studies for the last two years of the ECB. The two modules (modules 5 and 6) for ECB year 3 are completed, but not yet field tested. The last two modules (7 and 8), which would be designed for ECB year 4 have not been undertaken. Personnel at Tostan estimate that to finalize Modules 5 and 6 and to complete the fourth year of the proposed ECB program (Modules 7 and 8) would require approximately 1 year of funding. Thus it is estimated that to complete a program which could be submitted for consideration as an ECB model would require one year.

Historically Tostan had done some valuable work in curriculum development, classroom teaching practices, educational evaluations, and school-community relations and the promotion of community involvement including project sustainability.

If this recommendation were accepted, USAID could support the necessary year's funding required by Tostan to complete the model already more than half finished.

(3.) Obviously all recommendations require approval by GOS/MEN prior to being undertaken. If the previous recommendation were to be accepted and supported by USAID, two additional factors would subsequently have to be taken into consideration eventually--the establishment of:

(a) a procedure for ultimately evaluating the variety of models being developed in the presently 50+ ECBs now being funded by some 10 different donors, and

(b) a process for taking the best components from the various models now being developed, and gradually being "field tested", and at the end of the "experimental period" in about five years, creating a national ECB program. Consistent with the policy/philosophy guiding the present ECB "experimental phase", a significant segment of the curriculum would vary from ECB to ECB depending on the surrounding communities, economic opportunities, environments, and specific needs. At the same time certain elements of the ECB content would be basically the same, so as to support "national consensus". The second most significant variable differentiating ECB classrooms from those in present formal primary schools being the language of instruction.

For these issues (a and b above), if GOS/MEN seeks donor assistance, it might best be provided by the "Donor's Club" of Senegal since it relates to all donors involved in providing educational assistance to Senegal. If USAID were involved, it might best provide assistance by contracting with an appropriate University level school of education in an institution with substantial agricultural and environmental expertise as well as family planning and which is following an integrated approach across these sectors.

(4) There is concern that some ECBs are in effect serving as formal primary school surrogates rather than seriously and effectively fulfilling the practical/skills missions for which they were created. (While our team only visited very few, we saw no evidence of serious practical and functional skills training going on. Unfortunately, we were not able to visit ECBs in the St. Louis region. What we did see were ECBs which could not be differentiated from formal primary schools.)

It is recommended that support be provided to skilled local men and women, many of whom are successful entrepreneurs, in order to develop a center (at the ECB, at some community center, in local shops and/or farms) to provide practical education at which local skills and entrepreneurship could be taught, demonstrated and practiced for the benefit of the ECB students. Those serving on the CEMs of ECBs should receive training on what is expected in the ECB in terms of curriculum/practical work. They should be given "evaluation formss" to complete which will permit them to report to the designated MEN office in the region what is and what isn't happening at the ECB. In effect, it would a modified

evaluation form constructed to provide the information MEN requires to monitor the system and yet easy for CEM members to complete. When the CEM advises the appropriate office that ECB is not fulfilling its mission, then MEN responds by having the school visited and inspected within one month. Assuming that there will be training provided to those serving on local school committees (including the CEMs), part of their training could be devoted to teaching/showing them what is expected in the ECB program and how to advise regional officials if that is not, in fact, happening.

USAID might provide special grant assistance in helping to fund the creation of the model. There are instances elsewhere in Africa where USAID assistance has helped create similar models.

(5) "Success" is too often unrewarded and/or taken for granted--especially in a dynamic new program undertaking such as ECB.

It is recommended that there be an annual competition among the ECBs which will give them an opportunity to demonstrate their level of "excellence" in realizing ECB goals. With a "jury" perhaps of appropriate ECB/MEN/Donor officials, awards should be made to those who have achieved impressive accomplishments. While it would be desirable to have several donors participating, it is recommended that USAID make such awards alone, if necessary. In that case, USAID may wish to restrict its role to a specific geographical areas and, perhaps, other donors too would prefer to limit their participation by region, geographical area or "functions" occurring in the ECBs. It is a type of recognition, however, that would stimulate and dynamize ECB development. USAID/Dakar might also wish to provide grants to schools demonstrating significant improvement from one year to another. The grant funds in part might go to support school improvements/materials/capacity.

9. The training of school administrators, as pointed out in Part I, is a critical need in Senegal. It is our understanding that French technical assistance has provided support for the training of inspectors, but there remains a need to help school directors prepare themselves to deal with the expanding responsibilities being assigned their positions as the job descriptions and presence of Inspectors changes significantly under the Decentralization Law. It appears two actions are required: (1) build a management/administration component into the academic programs at the EFIs and the ENS and (2) arrange in-service training programs for directors who are right now assuming new managerial and financial responsibilities.

Recommendation:

Again this appears to cover such scope that the Donor's Club members, assuming GOS/MEN so desires, should work together to address the tasks involved. While it is not likely that USAID would become very involved in the curriculum modifications required for covering managerial/administrative content in the academic programs of EFIs and the ENS, USAID may be open to helping to provide on-the-job training for those presently serving as school directors. This might include Peace Corps, if they have the interest and capacity, or NGOs. It would, however, be highly desirable also to involve those presently supporting the establishment of ECBs since they are now beginning to participate actively in these issues. The importance of better trained directors for their program was clearly

outlined by representatives of PAPA in St. Louis. If there could be a Donor's Club support of the on-the-job training component of this recommendation to assure including both the formal and the ECB schools, it would appear to be an ideal initiative to undertake as soon as possible.

10. Related to the entire area of education/training/human resources development, is the need for constant monitoring and involvement as is indicated by the pace of change which has occurred in Senegal from 1990 to 1996 as spelled out in Section III. And, as noted in Section II, even though the education sector is not presently included within USAID/Dakar's program, it is apparent, nevertheless, that a substantial investment is being made in this general area in support of USAID's other developmental priorities in Senegal. The growing proportion of Senegal's population touched by schooling and educational training efforts, the amount of the national budget which is devoted to education, and its acknowledged importance in achieving USAID's priorities in Senegal, appear to make the monitoring of activities in this sector of significant importance to Senegal's national development.

Recommendation:

It is recommended that USAID/Dakar have a member of its staff assigned responsibility, hopefully full-time, to following development in the educational sector--to keep the Mission informed about what is occurring in such a critical sector since it has a powerful impact on Senegal's overall development progress and has very significant impact on USAID/Senegal's Strategic Objectives 1 and 2. It would also serve USAID/Senegal's record of accountability if, for example, the Mission could provide, and take credit for, the kind of information which would be available if records of Mission involvement, such as indicated by the Table attached to Section II.

11. The basic links between primary and ECB schools and vocational schools and employment remains unclear. Although linkages to vocational training were indicated in 8 (3) and 8 (4) above, this recommendation related to primary schools as well as to ECBs and is, therefore, listed separately although with some repetition. Even with the ECB system, as indicated already, we cannot assume economic integration will be assured--that the external efficiency of schooling will achieve the compatibility that is so important for economic development.

Recommendation:

It is recommended that a follow-up study be undertaken to determine the extent to which primary school and ECB "graduates" (those who have completed the entire program in each school) are actually managing to fit into the job market. Obviously we may find promising results, mixed results, or almost no results. If we discover mixed or no results occurring than serious consideration must be given to vocational schooling/training. In conducting the study, attention should be given to the job market and consequently to the kind(s) of vocational schooling and/or training which would be most appropriate. Given the rate at which the youth population is expanding in Senegal unemployment may in the near future become an ever more explosive issue.

Such a study might best be overseen by the Donor's Club or under a "World Bank" umbrella. It is the kind of study which the World Bank

has already experienced and they might be willing and/or planning to engage in such an endeavour. However, it is information which could be critical to human resources developments in Senegal within this century.

SECTION II: EDUCATION IN THE USAID/SENEGAL PORTFOLIO

HISTORICAL CONTEXT:

The U.S. Agency for International Development (USAID) and the U.S. Peace Corps have both had continuous presence in Senegal since shortly after Senegalese independence in 1963. The U.S. has been a consistently important partner for Senegal in realizing national development objectives. Over the years the Government of Senegal (GOS) has been very collaborative and receptive to opportunities provided by U.S. programs.

Under the leadership of Senegal's first president, the poet-statesman Leopold Sedar Senghor, the importance of education for the participation of Senegal in the modern post World War II world was clear. Following the French system, the development of primary schools, middle schools (*collèges*), high schools (*lycées*), and the fine regionally mandated University of Dakar, rapidly led to a well-trained cadre of intelligentsia to run the government and public sector services. Early Peace Corps volunteers often served as teachers in these institutions. The U.S. Information Agency continues to place Fullbright exchange scholars at the *lycée* and university levels, especially for English and American studies.

However, by the time Senghor stepped aside in 1980, to hand over the presidency to Abdou Diouf, the country had suffered severe Sahelian droughts and economic set-backs. The situational consequences signaled a reassessment of development reality, and the suggestion that the educational system in place did not afford equitable opportunity and was not effective in improving economic participation in rural and impoverished zones. The 1980's saw the establishment of the National Commission on Reform of Education and Training (1981) and some effort to experiment with alternatives to the costly French system, already unable to cope with the demands of Senegal's rapidly growing population.

Senegal was among many emergent nations facing difficulty in educating its predominantly young population. In March 1990 the United Nations launched the Education For All decade of the 1990's with the World Conference on Education For All in Jomtien, Thailand. Basic education -- the acquisition of basic skills, generic information, and the skills to access new information needed to thrive in the social and physical environment at hand -- was declared to be a universal right. The conference declaration encouraged early childhood approaches (to maximize individual potential and minimize disparities), the achievement of universal primary education for school aged children, the adoption of innovative interventions to educate unschooled youth beyond school age, the promotion of educational opportunities for girls and women and other underserved sub-populations such as rural communities, campaigns to improve levels of adult literacy and numeracy, innovative use of technology to inform and educate both the schooled and unschooled population, advocacy and implementation of equity, and the engagement of multiple partners to achieve the goal of basic education for all.

The donor policy climate set by the international EFA initiative called for structural adjustment in the allocation of resources within education ministry budgets, adjustments that favored investments in primary and secondary schooling over more costly and inefficient expenditures at the tertiary, especially the university, level. In Senegal and many other countries, emphasis was on macro-interventions

that could leverage policy changes to benefit a wider base of the population, noting the lower participation of rural communities and females in general. Resistance to policy changes centered on the proposed narrowing of educational (and economic) opportunities at the tertiary level.

The last previous education assessment for Senegal carried out by USAID was in 1990, on the heels of the Jomtien conference. It was one of several studies used to inform the USAID-Senegal country program strategic plan (CSP) formulated for 1991-1997. The 1991-97 CSP does not include support for formal education at either the primary or secondary level; thus it does not support basic education within the formal education system.

This decision was based on a number of factors: the uncertainty of returns on moderate-sized investments during a period of unfocused change; the lack of comparative advantage in financing school infrastructure or restructuring curriculum in a francophone environment; and the Agency's comparative advantages for promoting other important areas of development: the health/population/nutrition sector, the agriculture/environment/natural-resource-management sector, and economic growth in a democratic environment. Since the early 1990's direct communication between the Senegalese Ministry of Education and USAID-Senegal appears to have been minimal, with USAID no longer regularly included in donor meetings concerning development of the education sector.

The present USAID-Senegal portfolio represents the final implementation phase of that CSP. The plan has required some mid-course corrections due to the unanticipated devaluation of the Franc CFA in January 1994 and the Agency wide requirement for re-engineering in 1995-96. In the evolution of the portfolio two of the original four strategic objectives have been largely achieved and their remaining activities folded into one of those remaining. These factors, combined with progressive Senegalese decentralization policies associated with the November 1996 Senegal elections, have led to a decision to extend the 1991-97 CSP through FY 1998 into 1999.

Background studies and reports, of which this document is one, are currently underway for the development of the new eight year CSP, whose approval is scheduled for March 1998 and whose applicability will begin upon approval in FY 1998 and extend through 2006.

Given the continuing strictures and diminution of Agency funding, the new CSP will structure the consolidation of USAID accomplishments and comparative advantages, and prepare for the possibility of decreasing bilateral development assistance (whereas the current CSP has provided incremental increases from 20.5 million dollars in FY95 to \$23.1 million for FY97 and a proposed \$29 million for FY99). The new CSP will anticipate increasing U.S. Senegal collaboration through direct institutional linkages, private support, global AID programs such as the Leyland initiative in telecommunications, and mutual interests in the global marketplace. Where applicable, convergent goals and strategies across U.S. foreign affairs agencies will increase synergy and efficiency of U.S. government investments.

Congressional earmarks for Agency-wide minimum spending levels for AIDS, population, child survival, environmental protection, and democracy and good governance will likely continue to be factors in

designing the composition of the portfolio. Recent guidance for the child survival diseases program fund (State cable 51745, 21 March 1997) now includes basic education for children (pre-primary, primary, secondary, and teacher training, but not adult literacy) within the same earmarked account.

Congressional requirements for competitive procurement and accountability, including certification of contractors and grantees is a determining factor in designing and implementing activities. For example, to date only one Senegalese NGO, ASBEF (*Association Sénégalaise pour la Bien-être de Famille*, an International Planned Parenthood Federation affiliate), has been registered and certified to receive funds directly from the U.S. government. Most interventions deploying Senegalese NGOs require an intermediate operator such as an international or U.S. based NGO or organization.

Certification is also required for government entities. The fact that the Government of Senegal/Ministry of Health and Social Action is no longer certified requires that funds for activities to be carried out with the MOHSA be managed and disbursed by a USAID contractor.

With the accelerating process of government decentralization that is currently underway (pursuant to the November 1996 elections) the status of regional and local entities may become more salient. There exists a Ministry of Decentralization, but the Ministry of Economics Finance and Plan and the Ministry of the Interior along with individual sectoral ministries (such as the Ministry of National Education, Ministry of Women Children and Families, Ministry of Health and Social Action, Ministry of Agriculture, Ministry of Environment and Protection of Nature) are also involved in determining the implementation of decentralized public services and their financing. Senegal currently has ten regions, each with a governor; these are subdivided into about 30 departments with *prefets*, in turn divided into 92 *arrondissements* or urban communes with *sous-prefets*, in turn divided into 320 rural communities or districts governed by rural councils. Each ministry has operational structures at the regional through district levels. Each rural community includes some 15 to 30 villages, each with its own village chief; in addition there are often "sub-zones" or traditional collectively held territories that are normally larger than a single village.

Potential partners and participatory structures for field interventions are also evolving. The number of national and local NGOs in Senegal has mushroomed in recent years, as has the number of private consultants and *cabinets* of technical specialists. The establishment of structures integrating private and government service personnel, and/or government service personnel across professional subdivisions or ministries seems to be growing as well. The *Comites d'Expansion Rurale Polyvalente* (CERPs), natural resource management committees, health teams, and village health committees are examples. The current legal status of Rural Councils does not allow them to manage private funds.

Over the years USAID has worked with an agency goal of sustainable development, invoking a model of participatory decision-makers, stakeholders, and beneficiaries. Recently this has been refined as a service model, describing host country partners as "customers" or clients being served by development interventions. Elaborate "customer surveys" and consultations with partners (cooperating agencies, government officials,

technical professionals, NGOs/PVOs) are part of the process of selecting strategic objectives and intervention activities.

With re-engineering, USAID uses a system of self-evaluation that is reckoned increasingly by direct indicators of development results (such as the number of children born to women of child bearing age) rather than by the accomplishment of process or input variables (such as numbers of condoms distributed) as proxies. Since the accomplishment of strategic objectives always depends on external factors as well as intervention activities strategic planning involves conceptualizing key intermediate results (KIRs), appropriate (intermediate) indicators, and measurement tools, as well as the strategic objectives and interventions themselves. Close attention to evaluation and accountability have historically always been hallmark strengths of USAID's technical development assistance.

THE CURRENT USAID-SENEGAL PORTFOLIO AND THE CONTRIBUTION OF EDUCATIONAL ACTIVITIES WITHIN STRATEGIC AND CROSS-CUTTING OBJECTIVES

General Features

The current FY97 USAID-Senegal portfolio works from a budget of about 23 million U.S. dollars in obligations distributed over two strategic objectives and cross-cutting initiatives. Almost forty percent of this goes to non-project assistance economic support associated with national economic reforms in the privatization and liberalization of agricultural products, particularly peanuts and rice. The remaining monies are programmed in two ways: either through contractual-management units designed specially for the Senegal mission objectives or through "buy-ins" to AID Washington field support management units, taking advantage of existing procurement mechanisms designed to meet global or regional development needs. The latter include Participating Agency Service Agreements (PASAs) with Peace Corps and U.S. Geological Survey, as well as IQCs (indefinite quantity contracts) and specific field support projects and cooperative agreements with cooperating agencies (CAs). More than half of the SO#1 budget is programmed through buy-in field support activities.

Although education as a sector has not been targeted by USAID-Senegal for strategic intervention since the last education sector assessment in 1990, there has, in fact, been a great deal of support for educational activities within the targeted sectors of (1) population, health, nutrition (PHN) and (2) agriculture, environment, and natural resource management (AG/NRM). Activities designed to improve economic growth, gender and regional equity, and democratic governance have also used educational interventions.

These educational activities include awareness building and sensitization (*sensibilisation*); literacy and numeracy training; training for particular activity skills; training in use of new technology, commodities, and/or equipment; management training; training in modes of participation; training and information exchange workshops and seminars; observational tours; development of training modules; development of materials for diffusion of development or training messages (using traditional media such as theatre and song, as well as print, radio, television in French and local languages).

These activities fit well into the enlarged definition of education as debated and argued for at Jomtien, and many would qualify as "basic education". USAID has long been a leader in development communication and creative strategies for distributing messages and information.

It can be noted that both SOs have developed activities that work at several levels within the "sectoral system". For example, there are activities that target the grass roots level of direct beneficiaries as well as activities that target the upgrading of performance of professionals within the system. There are also activities designed to improve policy analysis and its availability to decision making at the highest levels of government. Much of this is training in the monitoring, measurement, and collection of information as data -- a kind of ability that is useful in decision-making and management of resources at all levels, including that of grass-roots beneficiaries. In harmony with the special objective of fostering democratic governance interventions are designed to increase participation and the flow of information throughout each sectoral system.

One USAID health officer characterized the training of service delivery professionals as of three basic types: (1) basic pre-service training, (2) in-service job-oriented training, (3) career development training. Most USAID funded training is of the second type, where in-service training is used to improve the quality of existing services or to introduce new services. However, particular individuals have also been selected for career development training, with a view to building technical capacity of Senegalese institutions -- in particular, *l'Institute pour Santé et Développement* (ISED) in the PHN sector, *l'Institute Sénégalaise de Recherche Agricole* (ISRA) in the Ag/NRM sector, and *l'Unite d'Analyse Politique* of the Ministry of Agriculture. There seems to be no direct USAID involvement in basic pre-service training in either sector.

End-beneficiaries may be targeted for (4) sensitization, for (5) training in sector-specific technical skills to directly improve beneficiary natural resource management or health, or for (6) management or literacy/numeracy training as part of implementing a community activity,

Budget planning documents suggest that between 5 and 10% of program funding goes to education in terms of training. Informal interview information collected for this report suggest that estimates figured on the basis of a broad definition of educational activities (including IEC (information education communication) and adult literacy) and comprehensive costs might reveal a significantly higher percentage of program expenditure. Comprehensive costs would include participant costs (per diems and transport) and costs attributable to percent of effort of project staff and consultants as well as trainers and their materials and/or module development; the costs of evaluation should also be included. The completion of Tables A and B might prove a useful mission exercise in better assessing the substantial role of educational activities in the implementation of the current portfolio.

Both SOs have limited the geographical scope of their interventions. In accordance with donor coordination agreements, USAID SO#1 works for the most part with the Government of Senegal in only four of the ten regions (the other six being supported by other donors): Kaolack, Fatick, Louga, and Ziguinchor. SO#2, because of its emphasis on investments in regions with greatest potential for increased

agricultural productivity, has restricted itself to working only in those zones with an annual rainfall of over 400 mm. This excludes much of the northern part of the country, especially the region of Louga and most of the region of St. Louis.

At the same time, in their respective sectors, both SOs have worked to improve national policies and to implement changes at the grassroots level that have a country-wide effect. USAID's role in the Bamako Initiative (the setting up of locally elected health committees to manage a cost recovery system for primary health care using generic medications), and in the passage of the Forestry Code and in setting up local natural resource management committees, are key examples.

These specific efforts have not only improved the performance of the two sectors, but have also increased local capacity for decentralized democratic governance and for managing resources. Importantly, these activities have structured effective ways of absorbing support from outside the local community, whether in terms of commodities, new technology, information, or financial resources such as credit.

The umbrella support unit activity has been designed to encourage privatization and local control through empowering NGOs (often involving partnerships between local and international NGOs) to develop and seek financing for activities supporting either SO#1 or SO#2 in communities throughout Senegal. Most of the several hundred communities selected are underserved and do not have formal schooling. Training in functional literacy and numeracy is an important aspect of USU implementation as it is needed for institutionalizing management at the local level. Project management at the central level also involves a significant amount of training in management of a large field operation as well as training in data collection, data processing, and data analysis.

Training for election officials, as well as materials and logistical support, provided by IFES (International Foundation for Election Systems), was another USAID activity that has served the whole of Senegal.

USAID-Senegal also has a Human Resource Development Activity (HRDA) that organizes long and short term training and observational tours for selected key individuals whose participation is expected to enhance the accomplishment of mission objectives and Senegalese development. This activity is currently being reassessed and reorganized based on a recent evaluation suggesting that long-term development impact (as opposed to individual personal growth impact) was significantly less than anticipated.

Strategic Objective #1: Decrease Family Size

Strategic Objective #1 serves as the focus for activities in the Population Health Nutrition Sector. This sector has programmed over 125 million dollars over the 35 years of USAID presence in Senegal. A study is currently underway to describe the pitfalls and accomplishments of this investment. The profile of current activities reflects this complex history of U.S. Senegalese collaboration and now includes the participation of some 25 U.S. cooperating agencies.

SO#1 is stated as "decrease family size", with the primary results measure being the total fertility rate (TFR), or average number of children born to women of child bearing age. At Senegal's present stage in demographic evolution the primary determinant of further reductions in infant, child, and maternal mortality is reduction of the TFR.

TFR levels are in turn determined by reproductive factors such as use of (effective) contraception, age at marriage (as an index of onset of coital behavior), breast-feeding (as a determinant of post-partum infecundity), sexually transmitted diseases (as a determinant of infecundity), and pregnancy terminations. Behavioral choices are influenced by socio-cultural values and practices, historical patterns (expectations) of infant and child mortality, the prevailing sentiment of political and religious leaders, and public health services.

Most USAID SO#1 assistance is aimed at improving the performance of public health services -- particularly those services that assure knowledge, accessibility, and quality of maternal child health and family planning services. Emphasis is on the important role of preventive care. HIV/AIDS is included. SO#1 works with NGOs and the private sector as well as with the GOS.

The largest contractual-management unit is the Senegal Child Survival and National Family Planning Program managed by Management Sciences for Health and carried out in collaboration with the Ministry of Health and Social Action and the National Family Planning Program. This activity targets improvements in the management of quality delivery of services. It includes logistic support for contraceptive supplies for the entire country, as well as working with the four regions of Kaolack, Fatick, Louga, and Ziguinchor at both the regional and district level to design and implement action plans for both equipment support and training of personnel. In-country training programs range from IEC activities and contraceptive logistics management to child survival topics such as oral rehydration. Some 3900 personnel have participated.

This activity works with regional bank accounts and disbursements. One problem area has been the untimely assignment by GOS of civil servants who are inappropriate and under qualified for the financial management role they are expected to play. Computer equipment and technical assistance have been available, but these investments have probably been somewhat compromised by the GOS personnel assigned.

A more general problem is documenting personnel qualifications in terms of in-service training and experience; there is apparently inadequate record keeping with respect to personnel being trained, and tracking of which personnel have been trained in what subjects over what time intervals. There seems to be a reluctance on the part of the MOHSA to devise a transparent system for the selection of training participants and for systematically evaluating the effectiveness and efficiency of their training programs (as opposed to individual training sessions). The traditional authority and prerogatives of regional and departmental *médicins chefs* seem to be a factor.

A second major activity supports the university affiliated *Institute pour la Santé et le Développement*, ISED, implemented through Tulane University in partnership with Morehouse College. This activity is the second phase of an intervention whose first phase was essentially responsible for making the ISED a reality and developing a public health

program that awards a *Certificat d'Etudes Spécialisé*, the French equivalent of an master's degree (MPH). This degree program is ongoing through special funding from the French Cooperation.

In its second phase the Tulane-Morehouse-ISED activity continues to sponsor some long term training of key personnel (to strengthen capacity of the institute), but is primarily oriented to introducing public health approaches to paramedical personnel currently in the field. Working with regional and district medical teams (*équipe de santé*) the ISED and resident technical advisor designed three participatory trainer of trainer modules that were trained with participants from all ten of Senegal's regions. The three general areas were epidemiology and statistics, training diagnosis, and principles of supervision for maternal child health and family planning personnel. Operations research and health information system modules are now being developed for targeted subsets of personnel. Because of their orientation to paramedical as well as medical personnel, ISED has been called upon to help with training for health centers, health posts, and family planning information posts.

AIDSCAP is the activity that targets HIV/AIDS prevention through IEC. AIDSCAP, managed through Family Health International (FHI), has fully explored the range of modern and traditional media and has published informational leaflets in French and Senegal's six national languages: Wolof, Pulaar, Soarer, Diola, Mandinka, and Soninka, AIDSCAP has taken the initiative to collaborate directly with the Ministry of National Education through the *Direction d'Alphabetisation et d'Education de Base (DAEB)* which is part of the relatively new *Ministere Charge d'Education de Base et des Langues Nationales (MCEBLN)* to make its leaflets available to adult literacy programs. AIDSCAP also sponsored a day of reflection and information for delegates of the National Assembly. AIDSCAP's work is given partial credit for the low level of HIV presence (1.6%) in Senegal. AIDSCAP collaborates with the country presence of SOMARC (Social Marketing for Change), an AID/Washington field support activity (managed by the Futures Group) that uses IEC to promote the use of contraceptives and family planning.

USAID-Senegal also supports the work of the *Association Sénégalaise pour la Bien-Entre de Famille (ASBEF)* and *Santé de la Famille (SANFAM)* in their promotion of family planning through IEC. ASBEF is a locally organized affiliate of the International Planned Parenthood Federation, with organizational presence now in eight of Senegal's ten regions. Working with local associations women, youth, and men (military, firemen, artisans associations especially) are the targeted beneficiaries. ASBEF has also become a registered U.S. NGO/PLO entity with certification to receive funds directly from USAID. SANFAM is a local NGO organized to provide a basic kit of family planning information to private enterprise sites such as factories and plantations where local employees already access some minimal form of health care or first aid facility. SANFAM works in partnership with AFRICARE, a U.S. based NGO that manages many development activities in Senegal. Both SANFAM and ASBEF receive technical assistance and training through the field support activity SEATS.

At the level of monitoring, measurement, and collection of data for policy analysis there are two field support activities. The demographic and health survey (DHS) samples households to monitor fertility, contraceptive prevalence, and maternal child health, and collect additional household data such as age at marriage and level of

education. The POLICY project supports the work of the RAPID presentation -- a policy analysis tool that provides computerized graphic displays of demographic trends and their relationship to policy elements such as economic growth and the need for public services -- which has been developed at both the national level and at the regional level for the four USAID regions (other donors have expressed interest in sponsoring presentations for the remaining six regions). This activity has involved local capacity development through training of long-term contractual personnel and through training of regional public service personnel to continue monitoring and updating the data base. POLICY has also developed a policy environment score.

SO#1 also sponsored two conferences of religious leaders on family planning, one targeting Islamic leaders and the other targeting Christian leaders.

Strategic Objective #2: Increase Crop Productivity through Improved Natural Resources Management in Zones of Reliable Rainfall

SO#2 as currently stated builds on immediately past accomplishments in natural resource management of forestry resources (including USAID's role in the recent passage of the Forestry Code), and the liberalization of marketing of agricultural products (particularly peanuts and rice). The latter included technical support and equipment that has been given to the Ministry of Agriculture in establishing a policy analysis unit to improve agricultural revenues. Seventy percent of Senegal's population live in rural zones where agriculture, livestock, and fishing are the primary sources of income. In addition to continuing policy dialog, SO#2 is being carried out through four major interventions: (1) The Community Natural Resource Management Project, (2) the Southern Zone Water Management project, (3) the ISRA/NRBAR research and improved technologies project and (4) the Kaolack small agricultural enterprise project.

The Community Natural Resource Management Project works in collaboration with the Ministry of Environment and Protection of Nature at the grass roots level with Rural Councils, CERPs, and locally elected natural resource management committees. The project is developing materials on the roles of the committee members in the six national languages and directly supports functional literacy and numeracy training, especially for members of the committees. There is in-house capability for designing functional literacy/numeracy materials specific to local environments, which is currently underway for some localities. Through field support activity with ACA the project has engaged training specialists to help formulate a general training plan for training needs. Project resources include IEC capabilities, for audiovisual as well as print materials production. Aimed at empowering and motivating local populations to better manage their natural resources, it includes a land tenure specialist, and works closely with the CERPs and the Ministry of Decentralization as well. Currently active in 15 (of 320 country-wide) rural communities this activity will expand to include up to 50 such communities. This activity is managed through a cooperative agreement with SECID (Southeast Consortium for International Development), with Virginia Tech as the lead university, and with the cooperating agency Winrock Institute for International Development..

The Southern Zone Water Management Project works in the rice growing area of Ziguinchor and Kolda to improve the production of rice through better management of water resources, primarily through the building of small dams or dikes (*diguettes*). This activity has provided out of country long and short term training, short term in-country training, seminars and workshops, and local village trainings. Training has been provided both in the techniques of reclaiming salinized land through water flushing, and in the management of the system itself. In all some 45,000 beneficiaries have participated, more than half of whom have been women, targeting especially the role of women leaders as well as heads of households. Using NGOs as operators this activity has trained participants in fifteen valley localities in the southern zone. There has been a cultural issue in increasing local revenue through increased production of rice; rice in this zone is typically cultivated by women for local consumption only, with a traditional pattern of shame attached to the selling of rice for money.

Through the Natural Resources Based Agricultural Research Activity USAID has supported the Institute Sénégalaise pour la Recherche Agricole (ISRA) in Dakar. ISRA/NRBAR has involved both support for research projects and long term training for selected individuals, with special attention to the recruitment of women (necessitating a special program to support a small number of women at a lower level of training). In addition, the project has worked to link the technologies developed through research projects directly with farmers willing to experiment and to teach other farmers. Farmer to farmer trainings seem to have been quite successful, although the institutionalization of the practice may require further support. This activity is implemented through the Consortium for International Development (CID), with Oregon State as the lead university, and provides a resident technical representative at ISRA. In the field there has been follow-up socio-economic evaluation of rural household impact with Winrock and Christian Children's Fund.

The Kaolack agricultural enterprises project (KAED) has provided technical skills training and literacy and numeracy training (over 1500 participants) to agriculturalists who wish to set up small enterprises. The project has also provided rural credit. Some 56 communities have benefited from this activity managed by AFRICARE.

At the level of monitoring, measurement, and evaluation SO#2 has two major activities: a bi-annual knowledge, attitudes, and practices (KAP) survey for natural resource management; and the long term monitoring (including photography) of the evolution of the ecology, especially with respect to desertification, carried out by the U.S. Geological Survey and its Earth Resources Observations Data Center EROS. The latter activity includes a training component for developing Senegalese capacity to carry out these same activities and archiving the data on their own.

DISCUSSION OF SPECIAL EDUCATIONAL ISSUES THAT AFFECT USAID PROGRAMS

1. Importance of Concrete and Timely Linkages Between Training and Application/Reinforcement: the Special Case of Literacy and Numeracy Training

Community-based projects report consistently that efforts to empower villagers with new technologies and/or new resources are successful just in those cases where there is an adequate educational base among the leadership to manage the new intervention. Even where the intervention activity includes technical and/or management training the trainees may not be sufficiently literate and numerate to benefit. Thus a number of grass-roots development interventions now include training in basic or functional literacy and numeracy not as an end in itself but as a necessary part of implementation.

Interestingly, such situations are thought to be ideal for acquiring literacy and numeracy, because of the immediate application of what is being learned. A recently completed study of non-formal education in the Sahel, carried out by CILSS (1994-1996), concluded that literacy and numeracy learning was much higher when training was closely associated with new means of earning revenue, such as access to rural credit operations, or with new means of reducing expenditures, such as primary health care.

However, USAID experience is already documenting the importance of quality training as well as the opportunity to immediately apply new skills. In the Umbrella Support Unit project, fewer than one third of the activities undertaken were able to advance during the first two years of the project due to apparent failures in literacy and numeracy training. In other words, even with the prospect of immediately applying literacy and numeracy skills to community development activities, non-literate adults do not become literate and numerate without well-designed and well-executed quality training.

In the meantime, the education sector itself, is seeking to make its curriculum more "relevant" to the population by not only including messages and modules on health and environment objectives, but also by incorporating training in practical activities into the teacher's duties. The new ECBs (écoles communautaires de base) are now being launched in their pilot phase, each with external support to help finance school construction and the subsidy of practical activities such as gardening and animal feeding (embouche). As with most literacy/numeracy training of adults at the grassroots level, national languages (Wolof, Pulaar, Sereere, Diola, Mandinke) rather than French are the media of instruction (with French offered as a subject). There are so far only about 50 of these pilot schools in all of Senegal, in their first or second year of operation.

When visiting two of these new ECBs with an education official from the local inspectorate we discussed the pros and cons of development activities incorporating literacy/numeracy training versus education/school activities incorporating development/practical activities. The inspector was insistent that effective literacy and numeracy training could be carried out only through educational institutions, and that the motivational advantages of integrating development activities meant that schools should be given the additional resources to incorporate them. Despite the apparent reasonableness of

the rationale, it is not yet evident that the program of practical activities is achieving the intended results.

The idea of incorporating practical activities into school curricula is not new, of course, but there are many reasons why it is rarely satisfactorily implemented: most teachers are trained to teach classroom subjects and have little experience in practical agricultural activities, the acquisition and logistical management of materials for practical activities is another obstacle, and the control of revenue or other benefits generated is frequently contended. The ECB model is supposed to engage the practical expertise of community members to create apprenticeship opportunities, but in the two schools observed there seemed to be more concern with acquiring outside (sponsorship) resources than with better using those already existing.

2. A Model of Socialization versus a Model of Information and Skills Transmission or How Much Can We Expect of Training and IEC Activities Alone?

Amongst education specialists there has been a continuing debate as to whether the development value associated with education (longer life expectancy, lower infant and child mortality and morbidity, lower fertility, etc.) can be attributed to the content of school curriculum (specific information and skills) or whether there is a significant gain that accrues through the socialization process of schooling (the inculcation of values and sense of belonging, a familiarity with a literate way of doing things, that accrues through social participation in that setting and institution).

Development specialists have long noted that there is a significant gap between knowledge acquisition in the sense of memorized messages ("for health reasons one should) wash hands before preparing food") and behavior acquisition (the regular washing of hands before preparing food). The latter usually requires motivation and planning for intermediate requirements (such as the availability of soap, water, and time) as well as knowledge. Even with high motivation, moving from a coded (expressed in words) knowledge base to a behavioral actualization typically requires repetitive guided accomplishment, with "scaffolding" provided by one or more "experts" who can be observed and/or consulted in the process of doing.

It may be that there is a tendency in much development assistance to invoke a model of social change and innovation diffusion that is "too literate" -- that is, too dependent on tacit assumptions about learning that are based on experience with schooled individuals. In general schooled individuals have been "socialized" into a culture of literacy and thereby have acquired not only the ability to decode and encode written script but also intermediate level literate routines (such as list-making and record-keeping) that lead to habits of analytical thinking and researching needed information or explication. It cannot be assumed that even "graduates" of literacy classes have acquired the same mental habits.

Optimistic assumptions about the preparedness of trainees at any level can lead to the design of isolated one-shot training interventions, with insufficient scaffolding and follow-up, whose efficacy is dependent on participants' abilities to relate what happens in training to the situations that will unfold in carrying forward their future development activities. Sometimes such training experiences are

too based on a notion of learning messages "about" rather than socialization "into" a practical environment in which the consequences of messages are enacted.

This holds true for long-term career development trainees who languish for lack of relevant attention, and for in-service professional trainees who are inexperienced in interacting with rural non-literate beneficiaries, as well as for local non-literate community leaders learning to operate within the requirements for modern management and accountability. (It might be equivalent to trying to learn a language by learning only individual words or short phrases, without ever having any help with the syntax, or knowledge of differences in social practices such as greetings.)

3. Traditional and Modern Ways of Knowing and Doing

Throughout the developing world there are two streams of learning and doing -- one based on traditional (often authoritarian and non-literate) ways and one based on modern (often standards-based and literate) ways. These sometimes uneasily share the same arena of activity. Traditional *matrônes* and nurse-mid-wives, traditional healers and physicians and nurses, local *marabouts* and master artisans and school teachers. In many cases these two streams are differently labeled and prerogatives and relative status jealously guarded. We speak of "teachers" "student" in formal schools and "facilitators" and "learners" in non-formal settings. The successful incorporation of traditional knowledge and competencies into the evolving pattern of human resource development involves sensitivity and continuous reflection, experimentation, and readiness to adjust. Building trust is crucial.

KEY OBSERVATIONS

Within the current USAID-Senegal Portfolio:

1. Though education is not a targeted sector, educational activities (such as training and IEC) comprise a major portion of the USAID portfolio. They are primary tools for advancing the PHN and AG/NRM sectors, as well as for promoting economic growth and democratic governance. These are applied all along the "sectoral system" from highest level policy decision-makers to grass roots "end user" beneficiaries.
2. Despite the broad application of these educational activities with respect to the sectoral system, almost none of them involve either children or youth as participants, even though they comprise more than half the population of Senegal.
3. Almost none of these activities directly impact the system of pre-service training for professionals in any sector (although there are some scholarships for females to study environmental science and agricultural technologies through ISRA/NRBAR there is no involvement with curriculum).
4. A large portion of USAID's educational activities might be described as "remedial", in that they are making up for basic training that would ideally have taken place earlier. The major instances are literacy training for adults (making up for the lack of schooling as children or

youth) and in-service training for service delivery professionals (especially in health) whose pre-service training did not adequately prepare them for the kind of work they would be doing as public service employees.

5. In many cases the lack of a well-developed system for the effective use of training as an intervention -- including needs assessment, tracking of persons and collectivities, decision-making tools for resource allocation, and indicators for evaluation -- has seriously compromised the efficiency of training as an intervention. (Ironically this seems to be especially problematic in working with government service where systems are already in place.)

6. USAID activities have made a very positive effort to mobilize traditional resources of locally trusted expertise and to capitalize on these resources while trying to harmonize them with the ongoing stream of modernization that is the dominant thrust of the public sector. This seems an arena that has been largely neglected because of the complexities involved (such as lack of standards), but one that is very important to overcome community resistance to development, and one where USAID may well have a comparative advantage.

Key Observations on U.S. Support to Education by Other Foreign Affairs Agencies

1. Through its environmental education program Peace Corps Senegal is currently contributing to environmental education for children and youth. Mid-way through its five year life, it has been very well received. The proposed GLOBE program (a world-wide U.S. State Department initiative) will enhance this effort; GLOBE Senegal will be financed by USAID and implemented by Peace Corps.

2. Through support for intellectual and leadership exchanges the U.S. Information Service in Senegal has provided observational tours and short term training opportunities for key leaders in Senegal's education sector, and has promoted the model of community colleges as developed in the U.S. Currently USIS is expecting a proposal from community colleges in Florida to advance this initiative. USIS has also provided seed funding for the new West African Research Center, serving all of West Africa, but located in Dakar and focussed on collaboration between African and American researchers.

PRACTICAL CONSTRAINTS TO USAID'S WORKING DIRECTLY WITH FORMAL SCHOOLS AND THE FORMAL EDUCATION SECTOR

Because the education sector has not been targeted under the current USAID country strategic plan (CSP), there is very little direct communication or coordination between USAID-Senegal activities and the Ministry of National Education. Where there has been interaction, it has been almost entirely with the relatively newly established sub-ministry of Literacy and National Languages (*Ministere Charge d'Alphabetisation et de Langues Nationales*, MCALN), and has not led to involvement with state supported schools for children and youth. Further, many rural projects are working in underserved villages and communities that do not have schools.

Currently, USAID projects are unevenly distributed geographically. Health projects are concentrated in the four regions of Kaolack, Fatick,

Louga, and Ziguinchor. Agriculture and natural resource management projects are targeted to areas with a minimum of 400 mm. of annual rainfall.

RECOMMENDATIONS:

The following eight recommendations are based on three kinds of considerations:

- a) building on existing activity structures in the USAID Senegal portfolio;
- b) looking for ways to provide support and input to the Education Sector as a kind of "education value-added" addition to ongoing activities; and
- c) looking for ways that further educational interventions might strengthen the performance of the sectoral systems currently targeted for USAID assistance (PHN, AG/NRM) as well as the cross-cutting objective of economic growth in a democratically decentralized environment.

1. Expand the RAPID policy analysis presentation currently available under SO#1 to include education.¹ Or, better, develop a separate module, focused on education. Such a policy analysis and powerful presentation tool would build on existing capacity, and benefit decision-making and planning for the education sector and the regional decentralization effort in general.

Data for the actual, projected, and "needed" expansion of schools and educational services of various types (primary schools, *écoles communautaires de base* ECB, and centers for literacy training), along with anticipated sources of support, could be entered against existing data projecting the growth and placement of the population, including school age children and youth. This could become an extremely useful planning and advocacy tool for the education sector, perhaps also incorporating performance data that might allow for prospective monitoring of educational alternatives over the next five-year time frame in particular.

¹ The current RAPID activity in Senegal supports the collection of regional data demonstrating the effects of current and projected population growth. The addition of an in depth educational component (or alternatively, develop as a separate activity using the same model) to the RAPID activity that is currently being carried out in the four USAID supported regions: Kaolack, Fatick, Louga, Ziguinchor (all 10 regions will be included over the next year or so, based on repeated requests from the GOS). This activity not only collects relevant data but also includes computer based means for continuous recalculation and graphic display of relationships between the size and location of (sub-sectors of) the population and demands for food, employment, education, and social services. It's graphics and other visuals display projections over time (according to alternatively possible rates of growth, normally tied to up-take on intervention activities such as increased use of family planning) the growth in the overall size of population, the age and gender profile, and their main effects. This approach has proven useful in many countries in policy dialog, advocacy, decision-making, and planning. Most commonly the model is used for national planning; in Senegal, RAPID is proving surprisingly useful at the regional level.

2. Consider supporting or providing incentives for private schools supported by the big companies, like sugar, where already health services are being offered to employees. This might build on the current SANFAM intervention and the mission's encouragement of privatization.

3. Encourage self-reports on education issues across sectors for shared reflection. A one or two day seminar might be organized to consider both lessons learned and ways of using activity outputs to feed the education sector.

4. Commission a qualitative analysis of "What works" (and perhaps "What Doesn't Work") in grassroots USAID activities, with particular emphasis on activities that would be useful as sources for curriculum development and teacher/facilitator training for the pilot non-formal schools (ECBs). Focus should be on activities such as literacy and numeracy training, the training of basic management skills, the training of new modes of communication and participation, and the training of new methods and technologies for improved agriculture and natural resource management, including the farmer to farmer approach. Experience with setting up local health committees, and natural resources management committees should be documented and shared.

5. Working with the USAID documentation center, share existing materials from different projects that might be used as curricular inputs for the Ministry of Education, or that might be used as literacy materials. AIDSCAP already provides material in six languages to the Literacy Service. The pamphlets from the Natural Resource Management Project might also be shared. And there are likely to be others. Discussion with the newly formed Evaluation Unit of the *Direction d'Alphabetisation et Education de Base* (MEN/DAEB) revealed that knowledge indicators from the health sector are already being used, and baseline data for new literacy classes show evidence of lateral diffusion of earlier interventions; such data could also be useful for demonstrating results of health programs.

6. Encourage liaison with schools and school directors as potential resources and participants in community based projects, even those that specifically target other sectors. Discussion with the Natural Resources Management Project revealed that, although school buildings were sometimes used in working with local communities, and although resident Peace Corps volunteers were accorded an observational role in membership of the local resource management committees as resource persons, school teachers or other school resources had not yet been incorporated; the project was receptive to considering such a possibility in communities where schools exist.

7. Consider ways to expand current field activities to include children and youth as direct learner participants. For example, encourage field based activities to "adopt" the school(s) and teachers of the localities in which they work -- providing "scaffolding" through "parrainage" and access to an operational locus of additional information and know-how. In communities where schools do not exist (which apparently includes most of the communities in the USU NGO/PVO project) offer to sponsor an ECB (*ecole communautaire de base*).

The ECBs are in their pilot phase of development, envisioned as part of a decentralized effort to make education available to remote communities. There are minimal requirements for sponsorship: 1)