

The Quality of Basic Education in Senegal: A Review

Final Report

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Acronyms list

APE	Association of Parents and Students (Association des parents d'élève)
AFD	Agence française de développement
AfDB	African Development Bank
CIDA	Canadian International Development Agency
CFEE	End of primary exam (Certificat de fin des études élémentaires)
CGE	School Management Committee (Conseil de gestion d'établissement)
CNFC	National Teacher Training Center (Centre national de formation continue)
CNFIC	National Initial and Teacher Training Center (Centre national de formation initiale et continue)
CPI	Itinerant Pedagogical Advisor (Conseiller pédagogique itinérant)
DEMG	Directorate of Middle School Education (Direction de l'enseignement moyen général)
DPRE	Directorate of Planning and Education Reform (Direction de la planification et de la réforme en éducation)
DRH	Directorate of Human Resources (Direction des ressources humaines)
EFA-FTI	Education for All – Fast Track Initiative
EFI	Teacher Training Institute (École de formation d'instituteurs)
EDB	Basic Education Project (Projet éducation de base)
EGRA	Early Grade Reading Assessment
FAR	Fixed Asset Reimbursement
FASTEF	Faculty of the Science and Technology of Education and Training (Faculté des sciences et technologie de l'éducation et de la formation)
GOS	Government of Senegal
IA	Regional Inspectorate (Inspection d'academie)
ICT	Information Communication Technology
IDEN	Departmental Inspectorate (Inspection départementale d'éducation nationale)
IGEN	Curriculum Department (Inspecteur general de l'éducation nationale)
INEADE	(National Institute for Studies into Action for Educational Development (Institut national d'études d'action pour le développement de l'éducation)
IRs	Intermediate Results
IS	Subject Inspectors (Inspecteur de spécialité)
IVS	School Inspector (Inspecteur de la vie scolaire)
JICA	Japanese International Cooperation Agency
MOE	Ministry of Education
OTL	Opportunity to Learn
PAEM	Project to Support Middle-School Teaching (Projet d'appui à l'enseignement moyen)
PE	School Improvement Plan (Projet d'établissement ou d'école)
PRF	Regional Training Unit (Pole régional de formation)
SELS	Union of Free Educators in Senegal (Syndicat des enseignants libres du Sénégal)
SNERS	National System for the Evaluation of School Results (Système national d'évaluation du rendement scolaire)
SOAG	Strategic Objective Grant Agreement
SUDES	Democratic Union of Teachers in Senegal (Syndicat unique démocratique des enseignants du Sénégal)
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development

Executive Summary

Introduction

This report presents the findings of a review of education quality in Senegal conducted over the course of three weeks from February 17 through March 6, 2009. USAID commissioned the review to:

1. Analyze key quality constraints in the primary education sub-sector and review middle school quality activities currently being supported by USAID/PAEM.
2. Identify critical capacity gaps in the education system taking into consideration the following: broad capacity issues; implementation capacity; capacity to ensure quality; ability to support decentralization; and capacity to implement national plans.
3. Develop a program description for a new education activity.

The Center for Collaboration and the Future of Schooling's methodology for this review places a premium on analyzing not only the technical, but also the institutional and political dimensions of the factors influencing the quality of teaching and learning in Senegalese schools. Our approach was to interview numerous ministry officials, education stakeholders and technical and financial partners of the GOS in Dakar, as well as visit regional and departmental education offices, training institutions, and schools, and interview stakeholders in Fatik, Djourbel, Kaolack, St. Louis and Tambacounda. Information from these interviews and visits, as well as data from a variety of available sources were compiled and analyzed as the basis for this review.

Findings

Is Quality an Issue? We found that Senegal has made progress expanding access to education over the last eight years, but during that time, quality has deteriorated. Results from the 2006 PASEC show that in Senegal, scores in math and French have declined from 1996 to 2006 for both second and fifth grades. Senegal's own assessments of learning show that only 20% of students in sixth grade are achieving at desired levels in French and only 10% in math. Furthermore, drop out remains high in elementary school, with only about 50% of students who start out in first grade making it through to the end of the cycle. Senegal compares very poorly to other countries in the region and has one of the lowest rates of primary completion.

Our review of technical issues related to quality also revealed that teacher quality is widely seen as inadequate. Also, mechanisms for ongoing support of teachers and schools appear unable to reach schools frequently enough and are not structured well enough to impact teaching practice. More fundamentally, disruptions to the school year appear to have a major impact on the amount of available time for teaching and learning.

What are the policy and institutional contexts and what forces are driving educational development?

The Education and Training Development Program (PDEF) covers a period beginning in 2000 and carrying through to the realization of the Millennium Development and Education for All goals by 2015. It establishes a framework and specific plans for the education sector in Senegal and is driven primarily by a policy that gives priority to expansion across all sub-sectors and levels of education. The achievements of the first two phases of the PDEF are undeniable. Enrollment rates have increased dramatically in primary and middle schools, while also increasing in the pre-primary and general secondary sub-sectors.

Pressure continues to mount on the public sector to expand access to middle schools. And the government remains committed to continuing to expand all of these levels of education. Draft

projections for the period 2008 – 2015 envisage: increasing pre-school enrollment to 20% of the eligible population; increasing the elementary school gross enrollment rate (GER) to 113%; increasing primary completion to 100%; accommodating an 83% increase in the number of students in public middle schools; tripling the enrollment in professional middle school; increasing nine fold the enrollment in professional and technical secondary schools; and almost doubling general secondary enrollment.

The Planning and Education Reform Department (DPRE) outlines a number of important challenges associated with meeting these goals, including: coordination across three ministries of education; the need to recruit, train, support and maintain teachers at a rate never before achieved; meeting the rising salary costs associated with expansion; the construction of increasing numbers of classrooms, also at a rate never before achieved in Senegal; the purchasing and distribution of millions of books and other pedagogical materials including those required by the introduction of a new elementary school curriculum. The government will be attempting to manage these demanding, implementation-intensive strategies and activities at the same time, during a period where expansion alone will continue to eat up many of the additional resources flowing to the sector.

Resources for the implementation of the PDEF have increased dramatically during the first two phases, from the government's own resources, as well as from families and external funders. The availability of resources has up to now not been a constraint on the development of the education sector in Senegal. Recent cash flow problems in the public sector, however, imply that the global economic crisis may slow the heretofore seen rates of growth in government spending on education. A greater concern is the capacity of the education system to more efficiently use the resources that are being made available.

The management and coordination measures in place under the PDEF feature an open, collaborative and multi-partner roundtable approach. Substantial resources have been committed and are being invested in improved planning and management in the education sector. However the sector continues to suffer from the lack of key capacities, overlapping, uncoordinated and competing structures, and absence of purposeful management incentives or disincentives. The areas of weakest capacity are planning, communicating and monitoring and evaluation. Absent any institutional imperative for performance, management in the sector reverts to administering the day to day, and does not seek efficiency in the use of resources and fails to pursue maximum value for money.

The need to improve quality is seen as a priority by all the actors we consulted. Teachers were almost unanimously cited as the biggest constraint on quality, in particular their lack of adequate pre-service training. Most stakeholders felt that while substantial investments are needed, they also affirmed that inefficient use of available resources is what most impedes improvements in quality. Most people, in an echo of official policy, define quality in terms of inputs – improving the school environment, improving curriculum, providing more and better teaching materials and textbooks, and providing training for teachers. Other issues that are seen as priorities include the need to: meet the training needs of teachers who were hired hastily and who are serving as “volontaires” or “vacataire;” provide training to teachers on classroom management and instruction; provide training for school directors and principals that enable them to act as on-site pedagogical supports; align the middle school curriculum with the new elementary curriculum; improve local governance; and increase the total number of hours in the school year and limit the number of disruptions.

While the above issues are cited as priorities, there are other forces operating in the sector that influence decision making. First, like a snowball rolling downhill, the increased access to elementary education means the budget has to continue to grow to accommodate a much broader level of

operation – more teachers to be paid, more materials to be purchased, and all structured in ways that mean each year costs must go up. Second, the new curriculum for elementary grades will be rolled out beginning in 2009/10 in two grades, adding grades each year until the full cycle is up and running by 2012/13. Materials requirements will increase each year and “consumable” portions of the materials will need to be distributed each year to a growing number of students. All this will require a large infusion of resources over the next 4 to 5 years, and then maintenance of those levels afterwards. Third, given the new elementary curriculum, opportunities to innovate in this area, in particular concerning the language of instruction, are effectively cut off. Fourth, teachers’ unions continue to exert pressure on the education system as they seek redress for unpaid indemnities, negotiate for pay increases and continue to confront the ministry over the issue of volunteer and contractual teachers. The contentiousness of the existing relationship between the government and the unions leads almost inevitably to strikes that disrupt the school year. Fifth, a cabinet reshuffle in 2008 effectively divided responsibility for education among five ministries. The challenge of coordinating across five institutions is obvious and at question is whether the government can continue to manage the sector within the single framework of the PDEF. Sixth, and finally, the ministry does a poor job communicating. The public dialogue about education remains shaped by conventional wisdom, hearsay, rumor and the messages of those interest groups that have clear agendas to promote. Future support for and progress in implementing the PDEF will require a dedicated, skillfully communicated approach and set of strategies. In particular, if quality issues are to be addressed, then the need for well-funded communication efforts will be paramount.

What technical and financial partners are active in the education sector?

The international community is actively supporting the PDEF in Senegal. Most partners have agreed to work under the coordination of a lead agency, presently CIDA. The French, Canadians and Japanese provide budgetary support for the PDEF. AFD, JICA and the World Bank pool resources for investments in improving institutional capacity in the education sector. School construction and rehabilitation are included in several projects and there is a large, additional commitment of resources for construction from the EFA-FTI Catalytic Fund. Large scale projects addressing the quality of education include: a JICA project supporting math, science and technology teaching in elementary schools; CIDA projects providing teacher training for volunteer and contractual teachers, training in the new curriculum, and equipment and infrastructure for the EFIs; a French Cooperation project that is ending, but that had focused on improving teaching of French; an AFD project working with elementary schools and communities in the Dakar suburbs; USAID/PAEM which supported building and improving the quality of middle schools, including training for every middle school principal in the country; and most recently, USAID’s EDB which will work at the national level on middle school curriculum, and support local governance and teacher training. The Canadian projects supporting the new curriculum and the EDB middle school curriculum component are the only investments in quality that are national in scope.

Where is the space for action and how can USAID add value?

The PDEF places ongoing emphasis on expansion of the system, although improved quality and management are also noted as goals. The GOS has mobilized a significant amount of additional resources to allow the system to expand access, but the sector may have reached the ceiling of what can realistically be expected in terms of additional investments. However, the system must expand, particularly at the middle school level, just to accommodate the growing bulge of students moving through elementary schools. The temptation under these circumstances is to give priority to expansion first, then worry about investments that improve quality later. However, in Senegal, it is clear that poor quality means that resources are being eaten up because a higher degree of enrollment has to be maintained in order to achieve a given output

of educated youth. Better management of time and more effective teaching and learning strategies would mean that the given levels of enrollment could be made to produce more “education.”

In the time frame of a typical project, what may prove most promising for improving student outcomes is a strategy that focuses on basic skills acquisition, remediation and mastery. The system is currently failing to provide adequate skills development for the majority of students who therefore end up leaving school before reaching the goal of ten years of basic education. In a context where most of the government’s resources will be eaten up by the expanding system, projects may be the best vehicles for identifying improvements in how resources are used so that they can more effectively lead to educational outcomes. This is only true if projects are designed with that idea squarely in mind – i.e. helping model within the system more effective use of resources. One obvious way in which resources can be used more effectively is in assuring a greater opportunity to learn – i.e., that school is open as much as possible and that teachers and students attend school regularly. Given almost unanimous agreement among the stakeholders interviewed that monitoring and evaluation is a critical area of need in the sector, there is also scope for taking on the design and implementation of monitoring and evaluation systems that focus on student learning outcomes. There is also space to introduce a “whole school” approach, where school-level management and governance are supported within the context of a whole school community onboard with a shared vision, mission and set of specific goals. And if those goals are tied to learning outcomes, then the local actors could be not only involved in the efficient and effective use of resources as an imperative for improving quality, but may in fact lead it.

The needs of teachers must be addressed within the current crowded landscape of institutions, policies and preoccupations dealing with training and certification. Training institutions, programs and approaches have been able neither to move teachers toward certification in a timely manner nor provide content that actually helps teachers obtain better learning outcomes in their classrooms. Most parties interviewed seem dissatisfied with the status quo, which provides space for addressing the need to i) provide adequate pre-service preparation through a flexible array of opportunities, ii) support teachers as they move toward certification and civil service status, iii) link certification to the acquisition of teaching competencies that are linked to improved outcomes for students, and iv) provide the ongoing, site-based support teachers will need to continue to improve.

To conclude the findings of this review, we have identified seven areas where:

- Stakeholders attach high priority to the actions that could address improving quality;
- There is political and institutional space (or the space can be easily cleared) to work on the interventions that could address quality;
- Actions undertaken would be complementary to the existing USAID and other projects or programs, and would draw on the lessons, in particular, of the USAID/PAEM;
- There is a greater likelihood of obtaining measureable impacts on quality; and
- There is also scope for contributing to lasting improvements in institutional capacity;

The seven areas we have identified as being amenable to project interventions in the short to medium term include:

- Opportunity to Learn: maximizing and making the best use of available time
- Local Governance, Management, Improvement and School Support
- Systems for Ongoing Teacher Professional Development and Support
- The Structure & Management of the Teaching Profession

- Improving School Environments
- Instruction Targeting Basic Skills Acquisition
- Sector Management

Recommendations

There is ample scope for a USAID investment to address some of the needs discussed in our findings. With issues covering everything from the school environment to disruptions to the school year, from teacher training to overall management of the sector, the challenge becomes one of how to best propose a specific set of activities that would (i) make for a coherent project, (ii) address the issues of highest priority in the sector, (iii) hold promise of delivering impact in a three to five year time frame, (iv) be implementable in Senegal’s current policy and institutional contexts, and (v) contribute to the long-term sustainability of improvements in quality. Analysis based on these points led to the identification of five recommended components for a new education sector program aimed at improving learning outcomes for students in Senegalese schools. These five areas are:

- Assuring basic skills acquisition throughout elementary and middle school
- Promoting a whole school approach to school governance management and improvement
- Supporting an integrated approach to teacher development
- Support assessment, learning and a culture of evaluation
- Addressing the enabling conditions for system-wide impact and sustainability

Conclusion

Our sector review revealed a number of features of Senegal’s basic education system that merit careful consideration. First, teacher training is widely viewed as the primary impediment to educational quality. Of course, we do not understand this to mean that all, or even most, of Senegal’s teachers are doing a poor job; rather, “the concern behind the concern” is more likely that recruitment and training standards have been falling for years, and that a continued increase in the percentage of poorly trained, or untrained, teachers does not bode well for the future of Senegal’s education system.

Secondly, we were not surprised to learn that teaching time (or opportunities to learn) was such a concern in Senegal as well. What stood out to us was the extent to which opportunity to learn was impacted by the frequency and extensiveness of teacher strikes on the one hand, and the seeming near-absence of a strategy on the part of the government to pre-empt these strikes or to manage communications and shape public opinion, on the other.

Finally, as a subtext to nearly all we learned about untrained teachers, insufficient learning time, and poor learning outcomes, the concept of an enabling environment as a key factor in educational quality was reiterated again and again. Whether the subject was the conditions of schooling, weak support systems, weak management capacity, or an unclear policy environment, we learned that even the most promising interventions were at risk of failing, and in fact, many had over the years. As one respondent said, “Projects come here to die,” sadly, because a sufficiently enabling environment does not exist to nurture them into long-term health.

It was on the basis of these observations that our research focused on seven key areas of interest, ultimately leading to five possible courses of action (“components”) for the mission to consider. These five components reflect our conclusion (1) that support for middle school should continue while support for elementary school is also initiated to improve quality, (2) that improved instruction in reading and

mathematics should be an area of focus for interventions at the school level, and (3) that an enabling environment should be supported in order to increase the chances of making short-term interventions sustainable over the longer term. Key features of the enabling environment include school-level governance and management guided by a whole school approach; targeted, coordinated, and more accessible teacher training; and attention to assessment, use of learning outcomes data, and monitoring and evaluation broadly speaking at the school, department, region and national levels.

In short, we believe that some combination of direct intervention and systems support would provide the mission with the greatest possibility of making an impact on the quality of teaching and learning while making long-term sustainability of these interventions possible.

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1. Introduction

Senegal has made great progress in expanding access to education over the last eight years. Basic education in Senegal is defined to include pre-school, a six-year elementary school cycle and a four-year middle school cycle¹. USAID/Senegal supports the government's efforts to ensure that all children receive a formal basic education of ten years. The mission intends to both continue existing operations in the sector and add what could be a significant additional program or project during the coming year. However, USAID questions whether investment in the quality of education in Senegal has been neglected as the government has pressed to expand access. With that in mind, USAID called for a review of the quality of basic education in Senegal.

This report presents the findings of that review of education quality in Senegal conducted by a three person team over the course of three weeks from February 17 through March 6, 2009. Following this brief introductory section, the report includes further background as to the purpose and objectives of the quality review (section 2). Section 3 provides information as to the methodology used to conduct the review. Section 4 presents the findings of the review. Section 5 recommends several options for how USAID investment in education in Senegal can best support improvements in educational quality.

2. Background

The U.S. Mission to Senegal's FY 2010 strategic plan includes the goal of "investing in Senegalese citizens through improved health and education." The education component of that goal is addressed through USAID's current strategic objective grant agreement (SOAG) with the GOS, which commits USAID to supporting "better educated youth in Senegal." More precisely stated, USAID's strategic objective is "to promote equitable access to quality basic education and improve productivity-increasing job skills." Under this existing SOAG, USAID supports two projects. The Middle School Support Project (Projet d'appui à l'enseignant moyen – USAID/PAEM) has worked since FY 2003 to increase access to middle school education, and to improve the quality of middle schools and make them more accessible, especially for girls. USAID/PAEM is scheduled to end in April of 2010. In addition, in the current fiscal year, USAID has added the Basic Education Project (Projet éducation de base – EDB) which is designed to continue some of the USAID/PAEM work, in particular making internet services available in middle schools, helping revise and enrich the middle school curriculum and promoting local governance and private sector support for middle schools. Some more information about USAID/PAEM is included in Annex D, and a summary of the main lessons learned in USAID/PAEM is in Annex F. In addition, EDB will help address the education of vulnerable children in northern regions of the country through support to non-formal, Koranic schools.

USAID's funding estimates for the education sector in Senegal project a minimum OYB of \$10 million per year and a possibility of as much as \$16 million per year for the next four fiscal years. Given funds already in the pipeline, and commitments in place for PAEM and EDB, these estimated levels of OYB would permit an additional operation in the sector ranging from \$1.5 to \$9 million per year, with the most likely scenario being an additional project with a budget in the range of about \$5 million per year

¹ Elementary school is divided into the following grades: *CI – cours initial; CP – cours primaire; CE1, CE2 – cours élémentaire; and CM1, CM2 – cours moyen*; Middle school is includes counts down from 6th to 5th, 4th and 3rd grades..

through 2013.² With that in mind, USAID commissioned a review of the quality of education in Senegal with the following specific objectives:³

4. Analyze key quality constraints in the primary education sub-sector and review middle school quality activities currently being supported by USAID/PAEM.
5. Identify critical capacity gaps in the education system taking into consideration the following: broad capacity issues; implementation capacity; capacity to ensure quality; ability to support decentralization; and capacity to implement national plans.
6. Develop a program description for a new education activity.

3. Purpose and Methodology of the Assessment

To meet the three objectives, the Center for Collaboration and the Future of Schooling adopted a methodology that not only identifies the issues that impact quality, but that also places a premium on generating a broader understanding of the context surrounding those issues. USAID's eventual investment decision about how best to support quality improvements in basic education will require not just a sense of the technical requirements – better curriculum, better prepared and supported teachers, better availability and use of materials – but will also require an understanding of how the political, policy and institutional contexts within the country increase or decrease the likelihood that anything can be done about those issues in the near to medium term.

The methodology we employed to conduct this review set out to answer three basic questions:

- Is quality a critical issue in basic education in Senegal, and how has the emphasis on increasing access impacted quality?
- Among the various issues impacting educational quality, which ones are politically and institutionally best situated to be addressed?
- Among the issues where there appears to be a confluence of political will and climate for change, which ones hold the most promise for lasting impact on quality and equity?

To answer the first question, we compiled and analyzed existing data on student outcomes as well as standard information about educational quality, such as the availability of key education inputs. In addition, we surveyed stakeholders to determine their perceptions of the quality of education in elementary and middle schools. To answer the second and third questions, we employed a three dimensional analysis that recognizes the interaction of the political, institutional and technical dimensions of education reform. In brief, education systems operate within a political-economic reality and are subject to political pressures, interest group agendas, public perceptions, and the variety of forces that drive how education issues are seen, thought about and acted upon. Furthermore, the institutional environments of the main organizations, agencies and offices involved in education also determine how actors within those institutions perceive their jobs, define what they can or cannot do, and determine which behaviors are directly or indirectly rewarded or punished within the system.⁴ Therefore, the technical questions related to quality of education need also to be examined through

² Based on conversations with and analysis conducted by USAID/Senegal's program office

³ USAID/Senegal, Statement of Work: Review of Basic Education Quality Issues

⁴ See Destefano and Crouch (2007), *Education Reform Support Today*, for a discussion of and examples of the interaction between the political, institutional and technical dimensions of education reform. Washington, DC, USAID, EQUIP2.

political and institutional lenses for a full appreciation of what kinds of strategies could lead to sustainable improvements in the sector.

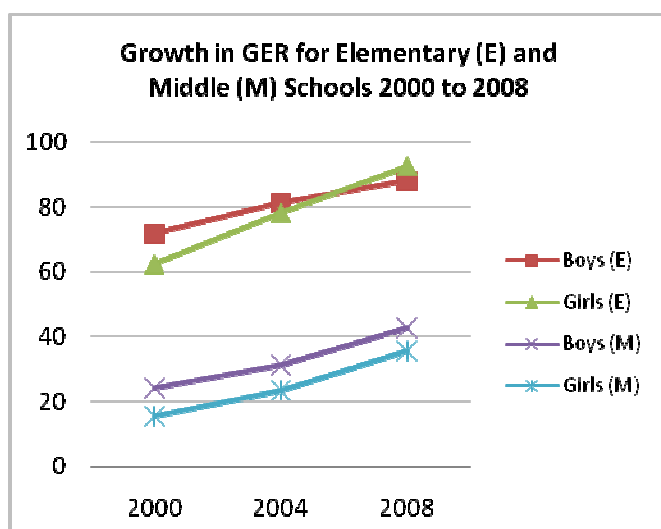
The analytical framework we employed is presented in Annex A to this report. To apply that framework, we used a partially structured interview process. We developed questionnaires specific to each category of stakeholder to be interviewed and used those questionnaires to guide data collection. Additional questions were added as circumstances warranted. Some stakeholders were interviewed individually, while others were consulted via a semi-structured focus group methodology.

Over 180 stakeholders were interviewed in Dakar and 5 more of Senegal's 11 regions: St. Louis, Fatik, Tambacounda, Djourbel and Kaolack. Stakeholders included ministry officials, representatives from non-governmental organizations, school directors, principals, teachers, private sector representatives, journalists, union leaders and others. Annex B contains details on all the stakeholders interviewed. In addition we consulted numerous documents made available by the Ministry of Education and the financial and technical partners of the GOS, as well as other research and compilations of information. Annex E contains a list of all the documents consulted and referenced for this review. Lastly, before leaving Senegal, preliminary findings from the review were shared with a group of ministry officials, project personnel and financial and technical partner representatives. Feedback from that debriefing is also taken into account in our analysis.

4. Findings

4.1. Is Quality an Issue in the Education Sector in Senegal?

Senegal has made considerable progress over the last 8 years expanding access to basic education. Enrollment rates for pre-school, elementary and middle schools have all increased impressively since the advent of the country's Education and Training Development Program (*Programme de Développement de l'Éducation et de la Formation -PDEF*) as seen in the chart to the left. The gender gap in elementary education has been reversed since 2000; now more girls enroll than boys.



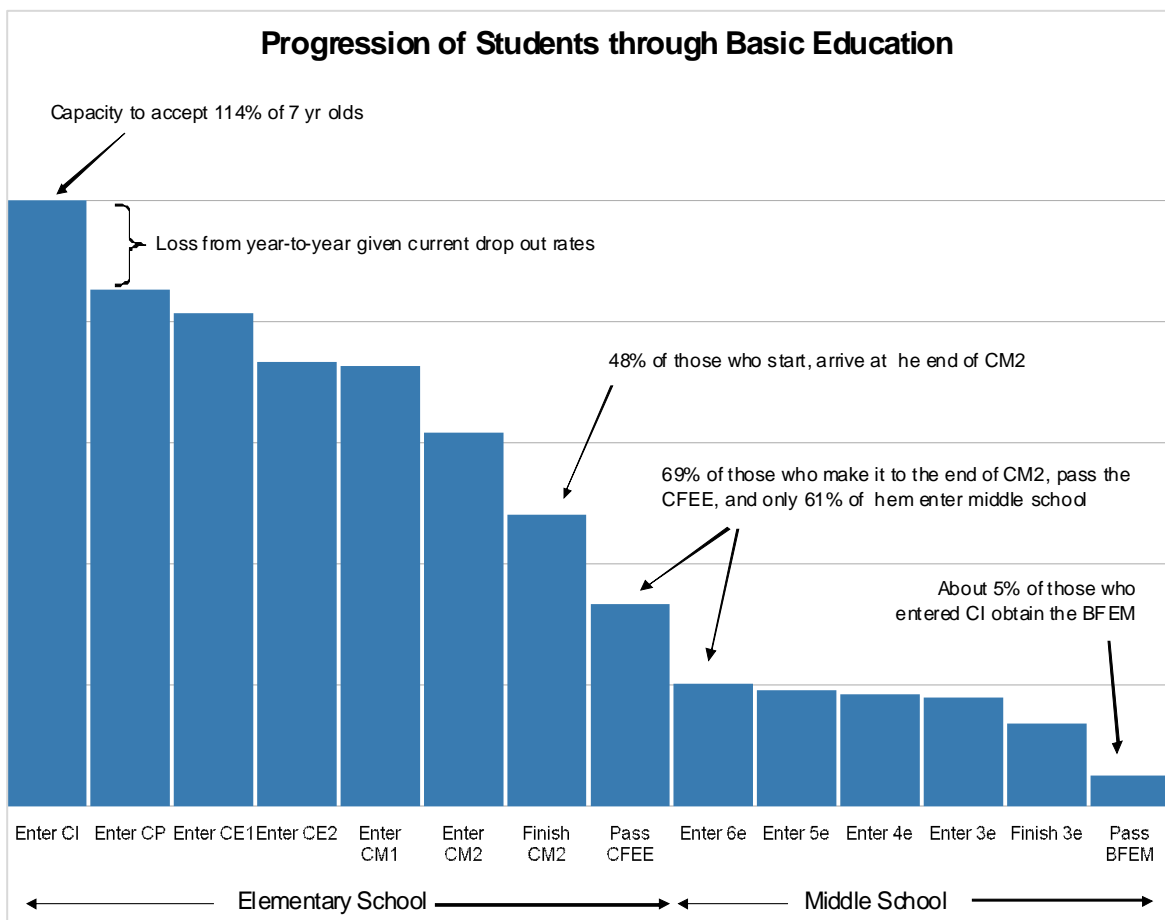
However, one object of this review is to determine whether increases in access to schooling in Senegal translate into a better educated population. As stated by UNESCO in a 2005 report, "The quantity of children who participate [in education] is by definition a secondary consideration: merely filling spaces called 'schools' with children would not address even quantitative objectives if no real education occurred."⁵ Recent research has shown that the basic human capital assumption – that investment in education leads to economic growth – is determined more by what students actually learn while in school, rather than the number of years of schooling.⁶

In the case of Senegal, far too many children are

⁵ UNESCO (2005), *Understanding Education Quality*, pg 29.

⁶ See Hanushek and Wobman (2007), *Educational Quality and Economic Growth*, World Bank. Their analysis shows that adding educational quality to a formulation that relates years of schooling to growth increases the share of variation in economic growth explained from 23% to 73% and renders years of schooling insignificant as an explanatory variable (pg 7).

dropping out before completing enough basic education to ensure they have the kind of skills that equate to human capital. The graph on the next page shows that while Senegal’s basic education system can admit all seven year olds into first grade (CI), average drop out from year to year of 11% in elementary, the bottleneck between elementary and middle school, and drop out from middle school lead to only the equivalent of 5% of those who enter first grade making it all the way to the end of basic education (the BFEM).



A recent report from UNESCO’s regional office in Dakar showed that Senegal is near the bottom of the pack of countries in Africa in terms of the percentage of students who enroll in elementary school compared to those who complete the cycle. With a gross enrollment rate of 90%, but an achievement rate of only around 50%, Senegal fares considerably worse than neighboring countries, such as Guinea, Mali, Benin, Ghana, and Gambia. Countries that have worse ratios of access-to-achievement than Senegal are ones that are either much poorer or that have been impacted by conflict and instability (such as Burkina, Niger, Cote d’Ivoire, Sudan, or Central African Republic).⁷

Not only is the system doing a poor job ensuring that students persist through the ten years of basic education, the measures of student learning that are available indicate that students skills are below the levels of mastery required or desired. Based on the ministry’s national system for measuring school effectiveness (“Système national d’évaluation du rendement scolaire – SNERS), only 20% of students in

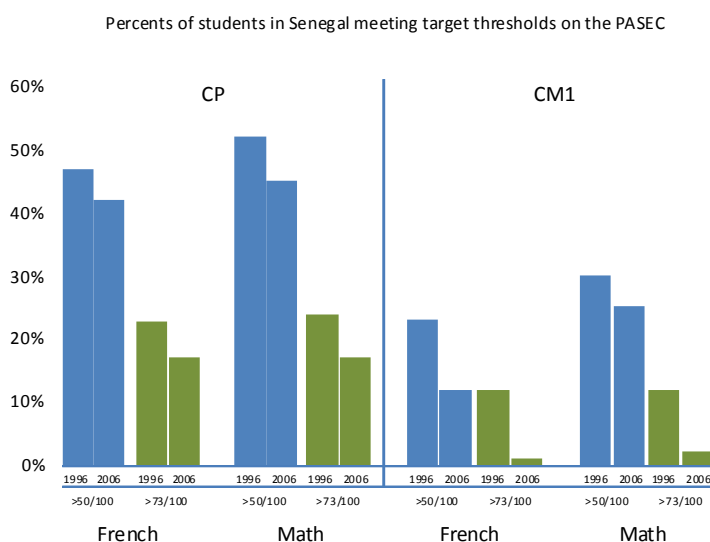
⁷ UNESCO-BREDA, Pôle de Dakar (200X), « La scolarisation primaire universelle en Afrique: le défi enseignant, »

CM2 (6th grade) are achieving at the desired level in French, and 40% are below the minimum level. In math, only 10% of CM2 students meet the desired level of performance.

Student performance in middle schools has been captured most recently by subject area tests introduced by PAEM. The tests, for example in math, are based on the middle school curriculum, and must be interpreted with caution since neither items nor scoring have been standardized. Nevertheless, the mean score for math of 32 out of 100 indicates that student mastery of content in math is weak.

Another measure of student learning introduced in Senegal is the Early Grade Reading Assessment (EGRA). Students learning to read in French were tested in 1st, 2nd and 3rd grade (CI, CP, CE1). Half of the students tested could not read more than 5 words in context. On average students read roughly only 5 words per minute in context for grade 1, under 20 words per minute in second grade, and on average about 35 words per minute in grade 3. All levels are well below what is considered a necessary level of fluency to assure comprehension.⁸

Lastly, results from the 2006 PASEC (“Programme d’analyse des système éducatifs de la CONFEMEN”), seen in the graph to the right, show that in Senegal, scores in math and French have declined from 1996 to 2006 for both second (CP) and fifth (CM1) grades. In 2006, only 41% of 2nd and 12% of 5th graders met the MOE’s minimum standard of 50/100 in French. And only 17% of 2nd and 2% of 5th graders met the higher, desired MOE standard of 73/100 in math.⁹



In addition to the kinds of data available on student achievement, our review of technical issues related to quality indicated reasons for significant concern about many of the factors known to be important determinants of student learning. For example, teacher quality – in terms of their repertoires of instructional strategies and initial and ongoing training – is widely seen as inadequate. While mechanisms exist for ongoing support of teachers and schools, whether they are able to reach schools frequently enough, and whether support interventions are structured well enough to impact teaching practice are also important issues in the sector. And more fundamentally, disruptions to the school year appear to have a major impact on the amount of available time for teaching and learning. All of these factors will be discussed in detail in section 4.6 below. Available data and our review of these issues do lead us to conclude the quality of education is at present a major concern in Senegal, and it appears that

⁸ Liliane Sprenger-Charolles (2008), Senegal Early Grade Reading Assessment : Results from Senegalese Primary School Students Learning to Read in French and Wolof, World Bank.

⁹ PASEC-CONFEMEN (2008), Resultats provisoires de l’évaluation diagnostique PASEC 2006/07.

expansion of the system exacerbates some of the factors contributing to poor quality, as the declining PASEC scores would seem to indicate.

Before undertaking a detailed discussion of the factors we found most critical to improving education quality in the near to medium term, sections 4.2 through 4.5 below present an overview of some of the critical contextual factors that determine which, among all the issues that impact quality, are the ones amenable to future investment, support and action on the part of USAID.

4.2. The Policy Context: PDEF

USAID's focus in Senegal will continue to be on basic education, which includes elementary and middle schools. However, those two subsectors operate within the broader education sector context in Senegal, which continues to be governed by the Education and Training Development Program - PDEF.

The PDEF covers a period beginning in 2000 and carrying through to the realization of the Millennium Development and Education for All goals by 2015. The PDEF is driven primarily (if not exclusively) by a policy that gives priority to expansion across all sub-sectors and levels of education. Sector plans are developed based on the input requirements of a growing sector – in terms of classrooms, teachers, and learning materials. The financial requirements are estimated based on the costs associated with the increasing levels of inputs. This often is the case, and, like in most other countries, implies that the needs and costs of management, communication, and development of sustainable institutional capacity are likely to be either unaccounted for or underestimated.

The achievements of the first two phases of the PDEF are undeniable. Enrollment rates have increased dramatically, in primary and middle schools, while also increasing in the other sub-sectors as well. The table below summarizes the government's achievements in improving access:

Level/Subsector	Enrollment Rates		
	2000/01	2007/08	Growth
Pre-school	2%	9%	350%
Elementary	72%	90%	25%
Middle	20%	39%	95%
General Secondary	9%	16%	78%

[from: GOS, Rapport National - Situation Education 2008]

In absolute terms, more children were accommodated by the growth in elementary schooling than in any other sub-sector, but the highest rates of growth in access were achieved in the pre-school and the middle school sub-sectors. Pressure continues to mount on the public sector to expand access to middle schools. And the government remains committed to continuing to expand all of these levels of education.

The Planning and Education Reform Department (DPRE) shared the most recent projections for the next two phases of the PDEF, covering the period 2008 – 2015. The projections are not final. In fact, a work session is planned for mid-March during which technical and financial partners and ministry officials will have a chance to review and refine the projections. However, according to the DPRE, the major policy implications and areas of focus will not likely change, and the major orientation of the PDEF remains to manage the expansion of access across all levels of the system. Several key parameters are varied within the calculations – class size, repetition rates, dropout rates, percentage of students in the private sector, etc – but since no specific policies, strategies or activities are discussed in relation to these key

variables, this report will not treat them as tangible targets. When consulted, key technical partners of the ministry indicated that the projections are not necessarily based on a firm commitment to a specific policy framework (e.g. regarding class size). The projections do indicate the government's estimations of how it can get to the access targets it has set for 2015. These include, for example:¹⁰

- Increase pre-school enrollment to 20% of the eligible population, with about 57% of the enrollment in public pre-schools
- Increase elementary school enrollment to achieve a gross enrollment rate (GER) of 113% in 2015, with 87% of the students served by public elementary schools
- Increase the rate of achievement of the primary cycle to 100%
- Increase the passage from elementary to middle school to 65% of students passing the middle school entry portion of the CFEE
- Accommodate an 83% increase in the number of students in public middle schools
- Almost triple the enrollment in professional middle school, with 81% of the growth in the public sector
- Increase 9 fold the enrollment in professional and technical secondary schools, with just under half the students in public institutions
- Almost double general secondary enrollment

The DPRE outlines a number of important challenges associated with meeting these goals. First among the challenges cited is sector coordination and management. The challenge of sector management has been in fact increased by the ministerial shuffle that occurred in 2008. The government divided responsibility for education between five ministries: 1) pre-school and elementary and middle schools, 2) secondary schools and universities, 3) technical and professional training centers; 4) adult literacy and non-formal education (now under the ministry of culture); and 5) school construction (handled by the ministry of public works). This obviously adds layers of complexity to the sector, without clarifying or establishing the means to coordinate across all the implicated policy and management jurisdictions. Another challenge the government will face is the need to continue to recruit, train, support and maintain growing numbers of teachers each year at a rate never before achieved. Linked to that challenge is the issue of rising salary costs within the sector. At least three factors are at play here: the pace of expansion of the system, pressure on the government to increase teacher indemnities, and the movement of contractual teachers into the civil service pay scales. Another obvious challenge that will also require growing commitments of resources is the construction of increasing numbers of classrooms, also at a rate never before achieved in Senegal. Millions of books and other pedagogical materials will also need to be procured and delivered to schools, and teachers will need to learn how to use them effectively, all, again, at rates yet to be achieved in the system. The implementation of the new curriculum in elementary grades by itself will require a massive infusion of materials and training.¹¹

What all this means is that the government will be attempting to manage several demanding, implementation intensive strategies and activities at the same time, during a period where expansion alone will continue to eat up many of the additional resources flowing to the sector. This lowers the

¹⁰ Taken from document produced by the DPRE and CRES, « Évaluation financière des phases de la période 2008-2015 du PDEF »

¹¹ *ibid*

probability of the implementation success of the more challenging activities associated with improving quality – changing teacher behavior, using resources more efficiently at decentralized levels, and supporting schools more consistently and effectively, to name a few.

Resources available for the implementation of the PDEF have increased dramatically during the first two phases. Government has increased the allocation of its own resources to education from 160 billion FCFA in 2003 to 293 billion FCFA in 2008. This represents an increase from 4% to 4.9% of GNP being spent on education. After government, families are the next largest source of education spending, increasing their contributions to education from 49 billion FCFA in 2003 to 102 billion FCFA in 2008, equal in that year to 24% of sector financing. External support added another 23 billion in 2008, up from just over 8 billion FCFA in 2004.¹²

Across the board, resources are increasing, and the stakeholders interviewed for this report unanimously concurred that the availability of resources has up to now not been a constraint on the development of the education sector in Senegal. Certain interviewees did raise the caveat that the government's recent cash flow problems stemming from lower than anticipated receipts and severe internal debt imply that the global economic crisis may slow the heretofore seen rates of growth in government spending on education. A greater concern expressed by everyone interviewed is the capacity within the education system to more efficiently use the resources that are being made available for the implementation of the PDEF.

4.3. Overall Institutional Context

The third phase of the PDEF (2008 – 2011) targets management as its key objective. To that end, the MOE has instituted measures to help improve sector management and coordination. Most impressive are the structures in place for managing the PDEF and for coordinating plans and reporting annual progress openly, through a collaborative, multi-partner roundtable approach. The DPRE plays a key role in coordinating this process and managing the relationships with the GOS's technical and financial partners. Efforts to improve management within the ministry have also been advanced. These include attempts to clean up the MOE's personnel files, enforce a 900 hours-per-year school calendar, and to institute practices for "harmonized progression" (curricula) and standardized evaluations. The education system in Senegal is "deconcentrated" with administrative, management and school support and training responsibilities located in offices at the regional level (Inspection d'academie – IA) and sub-regional or departmental level (Inspection départementale d'éducation nationale – IDEN).

The institutional context in the sector at all levels continues to suffer from lack of key capacities, overlapping, uncoordinated and/or competing structures, and absence of purposeful management incentives or disincentives. Areas where stakeholders themselves reported weak capacity are in planning, communicating and monitoring and evaluating the implementation of specific strategies. Examples of overlapping and uncoordinated structures are the CNFC, CNFIC, FASSTEF, the EFI, PRF, and IDEN. All of these structures have roles to play in supporting teacher initial and ongoing training and development. Many of the actors in each of these institutions are playing similar if not the same roles, without attention to whether or not they are adhering to a consistent approach, training program or strategy. Teacher competencies have been developed as the basis for training, but the training institutions listed above for the most part do not share a common understanding of these competencies in relation to their training activities or programs. No system is in place for monitoring implementation progress or performance at the school, IDEN, IA or national level. There are no school report cards, no

¹² CRES (2007), Rapport financier sur l'exécution du PDEF

regular performance evaluations for administrators, and no clearly defined rewards or sanctions for making or failing to make desired progress. While a national training policy does exist, few people know about it, and fewer still make decisions about training activities based on it.

Absent any institutional imperative for performance, management in the sector reverts to administering the day to day, or trying to deal with the pressures and strains created by an accelerated pace of expansion. Management does not seek efficiency in the use of resources, nor does it appear driven to get maximum value for each investment of time, effort and money.

One looming institutional challenge facing the education sector is dealing with the recruitment, training, deployment and management of teachers. The system has been using teachers recruited directly to work in elementary and secondary schools without having attended a teacher training institute. Those working in elementary schools are referred to collectively as “volunteers” even though they are paid, albeit at a rate lower than fully trained and certified teachers. Those working in middle and secondary schools are referred to as contractual teachers. These volunteers and contractors are too often deployed without adequate training and must wait several years before achieving full certification and civil service status. This creates several challenges for the sector. Teachers with “second class” status (e.g. volunteers or contractors) are often demotivated, and the training institutions designed to ensure their adequate development are overstretched by the large numbers of existing volunteer teachers, not to mention the new crop of recruits entering the field every year. Details of this are discussed in the section on the teaching profession below.

4.4. Priority Needs and Driving Forces

Priority Needs: In addition to the policy priorities inherent in the PDEF, ministry officials, technical and financial partners of the GOS and other key actors in civil society in Senegal were interviewed and asked to give their own assessments of the educational quality, identify the most pressing needs of the education system, and discuss forces at play in the education system and the broader society that are impacting what is happening in the education sector.

The need to improve quality is seen as a priority by all the actors we consulted. However, most central ministry officials prefaced any conversation about improving quality with a reassertion of a priority for continuing to improve access. When asked about the quality of education in Senegal, stakeholders cite as evidence of low quality the high percentage of students unable to complete the elementary cycle and referred to a general perception that students have weak skills in critical areas such as French, math and science. The director of examinations stated that analysis of student results on the end of elementary and middle cycle exams showed very weak performance in French and math. Most stakeholders agreed that quality needs to improve, and by that they usually meant that the quality and quantity of inputs need to be addressed. Teachers were almost unanimously cited as the biggest constraint on quality, in particular their lack of adequate pre-service training. When pressed however, most stakeholders define the adequacy of training based on whether or not it leads to certification status.

Most actors also felt that while substantial investments are needed to improve the quality of education, they also affirmed that inefficient use of available resources is what most impedes improvements in quality. When asked to discuss the priority interventions needed to improve quality, most people, in an echo of official policy, focus on inputs – improving the school environment (meaning the physical situation of a school, in particular schools that are functioning in temporary settings), improving curriculum (in particular implementing the new curriculum for elementary schools or reforming the

curriculum of middle schools), providing more and better teaching materials and textbooks, and providing training for teachers.

Other issues that arose in discussions with various stakeholders include the need to:

- Meet the training needs of teachers who were hired hastily and who are serving as “volontaires” or “vacataires,” in particular the large backlog of teachers waiting to get the equivalent of their basic pre-service training;
- Provide training that works more closely and systematically with teachers on how they manage their classrooms and deliver instruction;
- Provide training for school directors and principals that enable them to act as on-site pedagogical supports to teachers in their schools;
- Improve the middle school curriculum, and eventually to make it aligned with the new elementary cycle curriculum which is competency-based;
- Improve local governance and better define roles for parents and community members in managing school improvements that move beyond concerns for the physical plant; and
- Improve the management of academic time, including increasing the total number of hours in the school year, limiting the number of school disruptions and closures, monitoring teacher attendance and maximizing teaching time in each school day.

This last issue – the loss of teaching time – is one important factor influencing the quality of education in Senegal. Not only do the disruptions to the school year severely constrain teaching and therefore learning time, they also engender an atmosphere of poor management and weak school environments, contributing to the de-motivation of teachers and students.

There is a consensus among diverse actors on the above issues, making them amenable to action. However, most discussion of these issues is limited to either recognition of the activities of different projects or indication, of declaration of general intentions to do something about them. Bottom line, the strategies that would be needed to address the above kinds of issues are not discussed within the education system in the same way as those needed to expand access or increase inputs. However, the fact that they are broadly accepted as priorities in the sector indicates that there is scope for investments that could target these areas and lead to impact. What will be needed are some creative approaches to how to tackle these issues.

Driving Forces: While the above issues are talked about and recognized as areas that require ministry and/or partner interventions, other forces are operating in the sector, drawing resources and attention, and driving action. First among these is the momentum associated with the wave of expansion that has taken place and is planned in the next phase of the PDEF. Like a snowball rolling downhill, the increased access to elementary education means the budget has to continue to grow to accommodate a much broader level of operation – more teachers to be paid, more materials to be purchased, and all structured in ways that mean each year costs must go up.

For example, teachers are recruited as volunteers and paid less than civil service scale rates, but as a matter of policy, they will all systematically move into the civil service pending positive evaluations. This means that an increase in the wage bill may be delayed but it will occur, thus raising the operating costs

of the system (even without further expansion). For example, in elementary education, only 32% of the teaching force in 2008 were civil service teachers. Therefore, the wage bill will increase significantly as the other 68% move progressively into the higher paying civil service salary scheme. This driving preoccupation with moving teachers from contractual status to full-time civil service status is also leading teacher training to focus almost exclusively on providing the diplomas and teacher certificates required to obtain that status.

Another force that has been put in motion in the education sector is the new curriculum for elementary grades. It will be rolled out beginning the next school year in two grades, adding grades each year until the full cycle is up and running by 2012/13. Materials requirements will increase each year from two, to four, to all six grades. Each year “consumable” portions of the materials will also need to be redistributed to a growing number of students. All this will require a large infusion of resources over the next 4 to 5 years, and then maintenance of those levels afterwards.

In addition to the resource demands created by the materials-intensive new curriculum, the fact that the country has just completed a curriculum reform means that curricular issues in elementary education are seen as taken care of and therefore not open to review or improvement. For example, the issue of language of instruction is effectively closed; the new curriculum is in French from grade one. Though a national policy exists requiring the use of national languages as the media of instruction in the first three years, in practice, national languages are only dealt with in the curricula for adult and youth literacy and in community schools (which, at present, serve only a small portion of students). The new curriculum implies that teachers will be expected to teach French and teach in French from grade one. Students will be expected to acquire the competencies associated with learning to read in French. What remains to be dealt with are the methods and specific teaching strategies teachers will use in the early grades that are (or are not) adapted to teaching children to read in a language they don’t speak and which may only be peripherally spoken in the milieus where they live and go to school. While the issue of language of instruction appears closed, the issue of how best to teach reading in Senegalese schools remains open.

Two other political forces are at play currently in Senegal. Most obvious, and in the news throughout the time of this analysis, are the teachers’ unions. Currently they are seeking redress for several grievances, paramount among which is the issue of back payments for administration of exams last year, and a request to increase housing indemnities equally for all categories of teachers. This affects the sector in two possible ways. First, if the government accedes to the unions’ demands, then costs in the sector will increase across the board, using up resources that could have been invested in something else this year and in the future. Second, if the government does not deliver what the unions have asked for, then a strike could disrupt the school year and ministry and union relations will remain strained.

Ministry officials recognize that the existing relationship with the unions lets loose forces that are a recurring source of uncertainty and instability in the sector. The government is trying to establish a mechanism for better anticipating and managing these kinds of confrontations, by, for example, working with the unions at the start of each year to identify objectives that could be achieved during the year, rather than waiting for dissatisfaction or lack of communication to create periodic disputes and the crises that accompany them. Union leaders who were interviewed also expressed a desire for a more direct, ongoing dialogue with the government. Unions are most concerned about the way teachers are recruited into the sector without adequate preparation and training. Symptomatic of that is the massive backlog of untrained teachers, especially in middle and secondary schools (estimated to be as many as

7,000), who are waiting almost 5 years to enter the pre-service training institution that can provide them the diploma they need to become certified and obtain civil service status.

In general one could characterize the unions as activist, if not militant. Because teachers continue to receive their pay during short duration strikes, there is little disincentive to calling short strikes, and calling them often. Stakeholders across the board talk about how recurring strikes cause multiple disruptions to the school year and a substantial loss of potential teaching time. Add to the teachers unions student unions at the university and in secondary schools, and the atmosphere in the country is often contentious. Too often teachers and students use strikes as the only means through which to communicate dissatisfaction and ask for redress. Students in particular do not hesitate to demonstrate their dissatisfaction by taking to the streets and calling for a generalized student strike. Even elementary school students were observed striking to protest a teacher strike in one department during our field visits. In Ziguinchor, Lycee students and graduates recently took to the streets to protest the president's arrival, stating "We want the president to understand that he is poorly managing all of education in Senegal."¹³ The combative relationship between unions and education officials has taken on a life of its own in Senegal, becoming almost culturally engrained in the fabric of the education sector. Key stakeholders and the public at large expressed an exasperated frustration at the inevitable, regular occurrence of strikes.

The other political force at play in the education sector is the recent ministerial reshuffle mentioned earlier. The challenge of coordinating across these institutions is obvious and the question is whether the government will remain committed to the PDEF, and whether it can continue to manage and govern the sector within that single framework. Pressure will arise from within the separate entities – the ministry for secondary schools and universities and the ministry for technical and professional training – to create and pursue their own agendas, plans and policy priorities. These would risk competing with the PDEF for resources and attention. In addition, the coordinating focal point for the PDEF has been the DPRE, which is now housed in the Ministry of pre, elementary and middle schools. It is not clear if that office can continue to coordinate across all education ministries.

In addition to all the above, analysis of the local media and input from a leading local education journalist and regional journalists indicate that the ministry does a consistently poor job communicating. It is not doing a sufficient job communicating the goals or accomplishments of the PDEF, neither to internal audiences within the public sector, nor to external audiences at all levels in the country. The public dialogue about education therefore remains shaped by conventional wisdom, hearsay, rumor and the messages of those interest groups that have clear agendas to promote – i.e. unions and advocacy organizations. Under-investment in communication is a common, chronic mistake in implementing sector reform or development strategies, and most ministries of education are not known for their dynamic communication skills. Future support for and continued progress in implementing the PDEF will require a dedicated, skillfully communicated approach and set of strategies. In particular, if quality issues are to be addressed – requiring changed behaviors, relationships, and processes throughout the education system – then the need for sound, well-funded communication efforts will be paramount. In fact, the issues of coordination across ministries and improved relationships with the unions have essentially to do with communication. To successfully coordinate, the ministries must be able to communicate purposefully and regularly, to set objectives, devise strategies and coordinate plans and implementation. To improve union relationships and move away from a culture of strikes, the ministry must establish and animate regular communication channels with the teachers and students unions that

¹³ Quote taken from an article in a newspaper, Le Quotidien, 28 February, 2009, pg 3

will help them have avenues other than striking for expressing their concerns. The importance of improved communications therefore cannot be overstated.

4.5. Technical and Financial Partner Activities in Education

The international community of organizations and agencies is very active in the education sector in Senegal. The PDEF, within the context of the government's overall poverty reduction strategy, serves as the framing context for the sector, and all funders talk about their education operations as mechanisms for providing support to the implementation of the PDEF. The financial and technical partners active in the sector work together under the coordination of a lead agency, which for a long time was the French Agency for Development (AFD). Lead agency responsibilities were just handed over in February 2009 by the French to the Canadians (CIDA). Almost all the agencies active in the sector have also recently signed a letter of intent stipulating that they will work with the government in the spirit of harmonization as defined by the Paris declaration. A summary of funder activities is presented here. More details are provided in Annex D.

Three partners provide budgetary support for education, the French (AFD), Canadians (CIDA) and the Japanese (Foreign Ministry). Three funding agencies, AFD, JICA, and the World Bank, also contribute to a pooled fund dedicated to investing in improvements in the institutional capacity of the central ministry (with pilot activities in two regional education offices). With this pooled fund, ample resources and effort appear to be available to support general investments in training and equipment to improve the capacity of ministry offices. Any additional investments in building capacity should work on devising operational systems that work from the ground up.

School construction and rehabilitation are included in several projects, including those funded by the World Bank, the African Development Bank and the Islamic Development Bank, and there is a large, additional commitment of resources for construction from the EFA-FTI Catalytic Fund. USAID/PAEM was an important source of funding for middle school construction, and USAID has set aside almost \$10 million more for school construction, but through a fixed asset reimbursement (FAR) mechanism. Crucially, the FAR requires government to fully finance the completion of the first phase of school construction before being reimbursed, which the government so far has been unable to do; thus, the disbursement of those funds has been delayed. (Government funded construction activities have slowed down during the cash flow crisis of the past few months as contractors stop work pending payment.) The advisability of continuing to use FAR to fund school construction is called into question by these circumstances, as well as by the fact that the FAR approach fails to make use of many of the successful strategies used for school construction under USAID/PAEM.

Large scale projects that have targeted or are targeting quality improvements in basic education include:

- A JICA project supporting math, science and technology teaching in elementary schools, that works in three regions – Louga, Fatick, and Thies – and makes use of an extensive cascade training and support model.
- CIDA projects supporting teacher training for volunteer and contractual teachers, supporting training for all elementary teachers in the new curriculum, and providing equipment and infrastructure for the EFIs.
- A French Cooperation project that is ending, but that had focused on improving teaching of French.

- An AFD project working with elementary schools and communities in the Dakar suburbs through the intervention of Aide et Action, a large international NGO.
- USAID/PAEM which supported building, organizing and improving the quality of middle schools and school governance in four regions.
- USAID/PAEM work with middle school principals, including developing performance standards and delivering five training modules based on those standards to every middle school principal in the country.
- USAID's EDB which will work at the national level on middle school curriculum, support local governance and teacher training in the same regions as the USAID/PAEM and work with vulnerable youth in Dakar and three northern regions.

The Canadian projects supporting the new curriculum and the EDB middle school curriculum component are the only investments in quality that are national in scope. This leaves substantial room to intervene to complement the curriculum work in both elementary and middle schools – i.e., working with teachers on specific strategies that can help students in their classes achieve the competencies defined in the new curriculum. The section below explores further how a future USAID investment could intervene to build on or complement these past and ongoing operations.

4.6. Where is the Space for Action and How Can USAID Add Value?

The education sector is governed by the PDEF and its accompanying policy letter. This places an ongoing emphasis on expansion of the system, although improved quality and management are also noted as goals of the most recent and present phases of the program. While the GOS has been able to mobilize a significant amount of additional resources to allow the system to expand access, at present, the sector may have reached the ceiling of what can realistically be expected in terms of additional investments beyond the recurring resources that will be needed to meet the growing wage bill, continued construction and rehabilitation of schools, and rising cost of operating an expanded system. However, the system must expand, particularly at the middle school level, just to accommodate the growing bulge of students moving through elementary schools.

The temptation under these circumstances is to give priority to expansion first, then worry about investments that improve quality later. As pointed out by the World Bank's 2007 review of education programs, "countries need to resist the temptation to first expand access, then improve learning outcomes afterwards; expanding access and improving quality are tasks that can be successfully undertaken simultaneously and that can have mutually reinforcing effects."¹⁴ In the case of Senegal, it is clear that poor quality broadly defined is a contributing factor to the high rates of inefficiency in the system. Resources are being eaten up because a higher degree of enrollment has to be maintained in order to achieve a given output of educated youth. **Better management of time and more effective teaching and learning strategies would mean that the given levels of enrollment could be made to produce more "education." Most simply, school being open more days could constitute a major efficiency gain. In addition, if in the increased time teachers used proven strategies to build reading and math skills, the system could make great strides forward in terms of both efficiency and effectiveness.** The arguments we heard from many stakeholders for improved management of resources can, with examples like this, be turned into space and opportunities for addressing quality. This is an area where project interventions can be very productive – helping recast the terms of the

¹⁴ Independent Evaluation Group (2007), *From schooling access to learning outcomes: an unfinished agenda, An Evaluation of World Bank Support to Primary Education*, World Bank, Washington, D.C.

debate by marshaling the evidence and the communication acumen that can help people reframe the problem and therefore think differently about solutions. For example, management of resources is not just an accountability or control question, but it actually has to do with whether outcomes, and, in particular, learning outcomes, are obtained for the level of resources invested.

In the time frame of a typical project, what may prove most promising for improving student outcomes is a strategy that focuses on basic skills acquisition, remediation and mastery. As discussed earlier, the system is currently failing to provide adequate skills development for the majority of students who end up leaving school before reaching the goal of ten years of basic education. The 2007 World Development Report emphasized the need for a focus on basic education that extends from primary school through to grade nine or ten. “Many children enter adolescence ill-prepared for work, further schooling or coping with life in a more connected and complex world. Literacy and numeracy [...] are often not in place by grade six.” The report goes on to argue that reinforcement of basic skills is needed all the way through middle school in order to “consolidate the gains, and in some cases remediate the missed opportunities, from earlier grades.”¹⁵ There is scope in Senegal to focus on basic skills acquisition and remediation both at the elementary and middle school levels.

In a context where most of the government’s resources will be eaten up by the expanding system, projects may be the best vehicles for identifying improvements in how resources are used so that they can more effectively lead to educational outcomes. This is only true if projects are designed with that idea squarely in mind – i.e. helping model within the system more effective use of resources, e.g. to support strategies that lead to measureable acquisition of basic skills. **Given that there was almost unanimous agreement among the stakeholders interviewed that monitoring and evaluation is a critical area of need in the sector, there is scope for taking on the design and implementation of monitoring and evaluation systems that focus on student learning outcomes.** Despite a proliferation of projects – some very successful on the very issues of most concern to the ministry, such as USAID/PAEM, the JICA in-service training, the work of Aide et Action in the Dakar suburbs, to name three – the absence of a well-defined system for measuring outcomes and evaluating the efficiency and effectiveness of different investment strategies makes it hard for the ministry to extract the lessons it needs to from those project successes. This constitutes another important opportunity for action at the project level, but also as part of a system-wide management reorientation towards a cost-effectiveness imperative. And projects may be the best vehicle for modeling how all the pieces of the puzzle can come together at the school level. **We believe there is also space to introduce a “whole school” approach, where school-level management and governance are supported within the context of a whole school community onboard with a shared vision, mission and set of specific goals.** And if those goals are tied to learning outcomes, then the local actors could be not only involved in the efficient and effective use of resources as an imperative for improving quality, but may in fact lead it.

The needs of teachers cannot be ignored. The question for this review is how best to address those needs within the current crowded landscape of institutions, policies and preoccupations. Ministry officials and other stakeholders recognize that the existing arrangements – EFI, PRF, FASTEF, IDEN, CAP, etc – are not meeting the demand for pre- and in-service support for teachers. That recognition creates space for refocusing and improving teacher professional development and support. And the motivation of “volontaire” and “vacataire” teachers to obtain the training they need to obtain civil service status is a positive attribute. The problem has been that the training institutions, programs and approaches have been unable to respond to that demand, both in terms of moving teachers towards certification in a

¹⁵ World Bank (2007), World Development Report, pg. 48-49

timely manner and in terms of providing content that actually helps teachers obtain better learning outcomes in their classrooms. Most parties interviewed seem dissatisfied with the status quo, which in itself provides space for moving toward something that can meet the various agendas of **i) providing adequate pre-service preparation through a flexible array of opportunities, ii) supporting teachers as they move towards certification and civil service status, iii) making that movement include acquisition of teaching competencies that are known to be linked to improved outcomes for students, and iv) providing the ongoing, site-based support teachers will need to continue to improve.**

What teachers do and how they do it are other critical areas where quality can be improved. However, as noted earlier, with support from CIDA, the Ministry has completely overhauled its curriculum for the pre-school and elementary stage, changing from a content/objectives-based approach to a competency-based approach. Curriculum has been interpreted broadly to encompass not only objectives and content, but also methodology, assessment strategies, manuals and support materials. Materials have been developed for each grade in the core subject areas of French (oral and written communication), Math, and “Education à la Science et la Vie Sociale.” Trainers are in the process of being trained, and selected school principals and teachers have also begun to receive training in the new curriculum. Furthermore, the USAID-funded basic education project is to work on a middle school curriculum and has recently agreed with the Ministry to take this on as a national effort.

The new curriculum has a number of advantages. A common methodology is espoused across curricular areas focusing on student application of skills to solve real-life problems. Assessment criteria are clear and transparent. Remediation is proposed in the form of both direct and individualized instruction. Supporting materials for students are attractive and well-designed. Respondents who had undergone the training reported that it was of high quality, very clear and well-targeted. The present curriculum has been in development for a long time, so at this stage a period of curricular stability is necessary. Thus, **we do not recommend curriculum as a priority intervention.** However, given the breadth and depth of changes in teacher practice required by this new initiative, if a new project were to focus on any of the areas previously mentioned (teacher training, the whole school approach or basic skills), inevitably, it will involve supporting schools and teachers in their efforts to deliver the new curriculum.

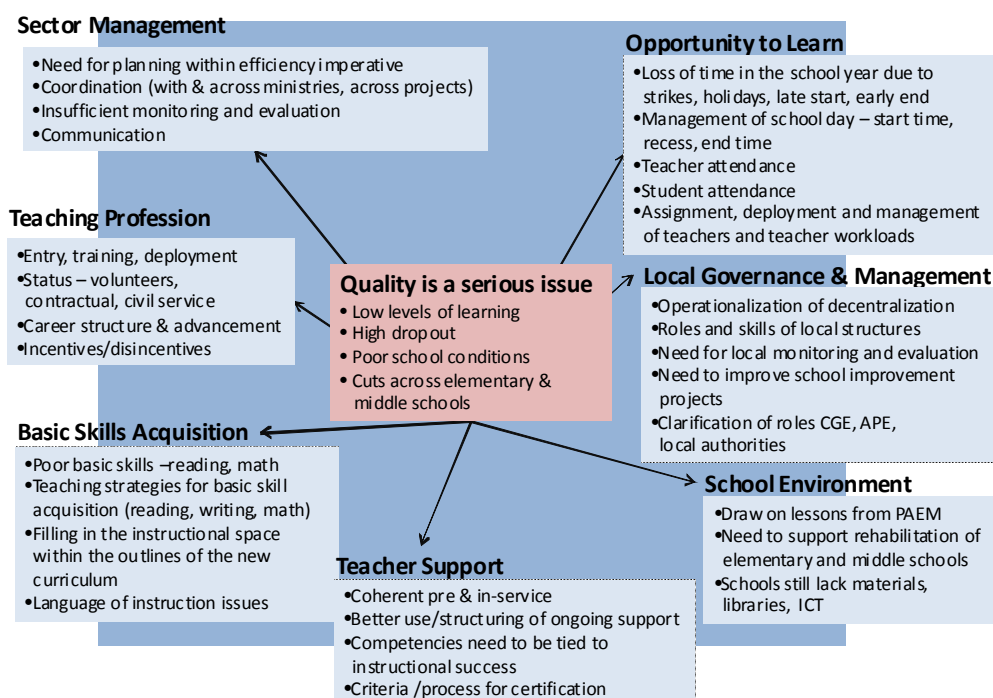
To conclude the findings of this review, we have identified seven areas where:

- Stakeholders attach high priority to the actions that could address improving quality;
- There is political and institutional space (or the space can be easily cleared) to work on the interventions that could address quality;
- Actions undertaken would be complementary to the existing USAID and other projects or programs, and would draw on the lessons, in particular, of the USAID/PAEM;
- There is a greater likelihood of obtaining measureable impacts on quality; and
- There is also scope for contributing to lasting improvements in institutional capacity;

The seven areas we have identified as being amenable to project interventions in the short to medium term are depicted in the figure below, and include:

- Opportunity to Learn: maximizing and making the best use of available time
- Local Governance, Management, Improvement and Support
- Systems for Ongoing Teacher Professional Development and Support
- The Structure and Management of the Teaching Profession

- Improving School Environments
- Sector Management



- Instruction Targeting Basic Skills Acquisition

The following section explains in detail, the status of the current situation (technical, institutional and political) in relation to each area.

4.6.1. Opportunity to Learn

The school year in Senegal is supposed to include 900 hours of instruction (roughly 180 days of school). Not one stakeholder interviewed believed the system came close to averaging that number of hours in any year. As mentioned earlier, numerous disruptions to the school calendar occur throughout the year and contribute to a loss of what could be as much as half of those hours.

To begin with, our discussions with various stakeholders about the length of the school year and dates of the school calendar were strange. Policy in this area seems ill-defined, with little agreement about how the school calendar is actually set, and uncertainty as to whether the official start and end of the year and the various holidays are communicated and understood by everyone across the country. This in itself is telling.

In addition to a general atmosphere of uncertainty about the school calendar, regular disruptions are commonplace. Strikes occur almost as an expected part of the school year. Strikes are called by both teachers and students, and occur at the national, region, local or even individual school level. Some stakeholders related how on a given day, students may come to school only to have the teachers inform them that school will not be in session on that day because they are on strike. Students may strike to protest a teacher strike, or to protest a teacher being absent too long. In addition to strikes, the opening of school at the beginning of the year is often delayed, usually because all the staff have yet to arrive at post. Additional days are lost when school closes a few days before or after a holiday. And the

school year often ends early, all students being released so that teachers can proctor the CFEE and BFEM. Days are also lost because teachers are away from school, having to travel to pick up their salaries, deal with personnel issues, or deal with their own or their families social problems. Many ministry officials lamented the lack of any norms or standards for management and accountability related to teacher attendance, meaning that individual school directors and teachers make decision about how many days a teacher can be away from school during a given month.

Each day school is closed, or one or more teachers are away from school, possible hours of instruction are lost. The loss of hours of instruction may be the single greatest in-school factor contributing to low levels of learning. Gillies observes that levels of learning in too many developing countries are low because students lack adequate opportunities to learn. He defines opportunity to learn at its most basic level as school being open, the teacher and students being present, materials being available in adequate number and teachers and students spending time in class focused on tasks that promote learning. He argues that failure to focus on these basic elements of opportunity to learn undermines investments in higher level interventions.¹⁶ In Senegal for example, one could argue that all the implementation effort and resources being deployed to roll out the new competency-based curriculum will see little return if opportunities to learn continue to be constrained by school closings, teacher and student absenteeism, and poor management of the school day.

The Director of Human Resources of the Ministry of Education led an attempt to measure the loss of opportunity to learn in Senegal. He examined teacher lesson plans in a handful of middle and high schools to see how far along they were in covering the curriculum in relationship to where, according to the school calendar and course program, they should have been at that point in time. In one school, he found that from October to March, 18 days had been lost. Five days were lost to extended holidays, and the other 13 were for teacher or student strikes. According to the DRH's calculation, if the rest of the year from that point forward followed the same pattern, one could anticipate losing as much as 41 days of teaching to school being closed when it should be open. In a school year of roughly 180 days, this represents a loss of about 23% of the school year. In other cases studied by the DRH, he recorded teacher attendance rates of only 60 to 65 percent. Combining lost days and high rates of teacher absence means significant chunks of the school year are likely lost in Senegal.¹⁷

While the study referred to above is not representative, it is consistent with research done throughout the region. Kouak found that in Africa, effective teaching time is generally greatly reduced compared to the theoretical number of hours of instruction in the year, citing reasons similar to those encountered in Senegal, such as i) delayed start of the school year and teachers being assigned late or showing up late to post, ii) suspension of the school before the official end of the year, often to allow time to administer exams, iii) unjustified teacher absences, iv) strikes, v) mismatch between the hours of operation of school and the daily life demands placed on students and their families¹⁸.

The above study shows that the situation in Senegal is not out of the ordinary. However, the problem in Senegal seems to have risen in importance among many stakeholders. This is both a negative and a positive sign. Negative, because it means the problem may be getting worse (anecdotal evidence on this

¹⁶ Gillies (2008), Opportunity to Learn: A high impact strategy for improving educational outcomes in developing countries, USAID, EQUIP2 Working Paper.

¹⁷ Adama Diouf, Étude diagnostique et prospective sur la gestion du temps d'enseignement apprentissage à l'école, presentation shared by the human resources director.

¹⁸ Kouak (2007), KOUAK B. T. (2007), L'abolition des frais d'écolage : planifier la qualité et la pérennité financière, papier présenté à la conférence sur l'abolition des frais d'écolage, Bamako, juin 2007

is contradictory, some officials stating that the average number of hours of school has increased in recent years, others claiming that the number of strikes and other lost days is growing). And positive, because it means that enough people may be getting concerned and motivated enough to do something about this issue.

The problems that underlie interruptions to the school year are linked to the other issues that will be talked about below. For example, if teachers are continually de-motivated because they are paid late or because the ministry does not follow through on promises, then they are likely to miss more days. Status, motivation, and good management are reasons given by teachers all over the world for why they may be dissatisfied with their jobs. The situation is further exacerbated in Senegal because many *volontaire* or *vacataire* teachers are thrust into classrooms without initial training, but equally important, without appropriate professional orientation. Codes of ethics and expectations regarding professional conduct are not transmitted, let alone reinforced by a teacher management and accountability system that rewards appropriate conduct and good performance, and sanctions the opposite. This is discussed in detail in the section on the teaching profession below.

In addition to the issues of loss of time because of school being closed or teachers being absent, how teachers and students make use of time during the school day is equally important in determining how much and how well students will learn. How much of the time for teaching and learning is taken up by the teacher entering the room, leafing through his papers, filling in the attendance sheet, and then copying items onto the blackboard? Research on time on task over the years demonstrates the importance of students being frequently engaged in active (as opposed to passive) tasks that promote learning. Most of the research on time on task is from developed countries, but one study cited by Gillies in his paper showed that in a set of developing countries, on average only 63 percent of class time was used in teaching activities, and 83 percent of that time was lecture-based rather than interactive.¹⁹ How the school day is managed and the types of instructional strategies employed by teachers to make the best use of available time will be discussed respectively in the sections on the whole school approach and instruction targeting basic skills acquisition.

4.6.2. School-Level Governance, Decision-Making and Continuous Improvement

Like most other countries in the region, Senegal has been working to decentralize politically and administratively. Local, elected councils have been set up at the regional and sub-regional levels. And the administrative functions of the public sector, for example the MOE, have been “deconcentrated” to the regional, departmental, and school levels. Numerous new structures have been created at these levels and new working relationships are still being figured out among regional councils and IAs, local councils and IDENs, and school management committees and all of these. As discussed further in section 4.6.7 on sector management, municipalities, school management committees and parent associations all report that they understand the need to play their crucial roles in helping manage education, but all also report not receiving training to help them fulfill those roles.

Furthermore, it is not clear these structures are in place at every school. For example, the ministry’s own data indicate that of the 7,705 elementary schools in the country, only 3,456 have a CGE and 762 have an APE.²⁰ Where these structures do exist, they complain of poor communication, lack of understanding of procedures and practices, inadequate resources, and the complete absence of skills in the areas for which they are responsible. It is reported that confusion exists about governance and management roles at the school level. What is CGE supposed to do? How does it interact with APE?

¹⁹ Gillies (2008), pg 15

²⁰ MOE, *Annuaire Statistique National, année scolaire 2007/2008*

How are they supposed to handle the overlap among their roles and membership? Many stakeholders also stated that a lesson to date is that CGEs are too dominated by school personnel, often with only two parents/community members serving on the committee, and therefore do not serve as vehicles for genuine community participation.

To its credit, the MOE is implementing a system for school improvement planning wherein local authorities are called on to develop plans for their schools and submit them for funding. However, many stakeholders indicated that the process for developing school plans (“projet d’école” for elementary schools or “projet d’établissement” for middle schools) is not well defined, with no clear parameters for planning, no specific improvement objectives or strategies to be included in plans, no criteria for evaluating plans, and no sense of how small or large an envelope is available for funding such plans. Stakeholders described many plans as being focused on revenue generating activities or improvements to school buildings and grounds. Little attention in plans appears to be paid to interventions that could impact the quality of teaching and learning. Furthermore, we were told that funds that are received, on numerous occasions, will end up being used for something other than what was stated in the plan.

If a vision for decentralized, school-based management is to take hold in Senegal, then clearly significant work remains to be done. For starters, school directors do not necessarily have the skill and competency profiles that best meet the demands of a participatory approach to school-based governance and management (they are usually just senior teachers). The Minister himself stressed the importance of the need to develop appropriate recruitment criteria and training for school directors.

Research in francophone countries conducted by PASEC sheds interesting light on the importance of school management in determining school effectiveness. Pierre Varly’s research²¹ reveals a “school” or “class” effect that explains much more of the variation in student performance than does the presence or absence of inputs or resources. In fact, for given levels of resources, schools vary considerably in how well their students perform. Such differences can only be explained by how well different schools are governed, managed, and organized to ensure effective teaching and learning. Research on community-based schools also reveals the importance of school governance and management in determining how effectively schools promote completion and learning, especially for poor, rural populations.²² Varly concludes that “it is possible to reconcile equity and quality in education,” and that “opening school to all students does not necessarily mean a reduction in quality, but the risk is real if new forms of management and an adaptation of the school to the local realities are not envisaged.” Varly’s research identifies certain elements of the local school environment that do have positive effects on student outcomes in the majority of PASEC countries. These include: active parents associations, availability of textbooks, frequency of meetings among teachers, and whether teachers speak the local language of their students. Factors that had negative effects on student outcomes were teacher absenteeism and teacher professional dissatisfaction. These are the kinds of things that a school-based approach to school effectiveness can address, if implemented correctly

Efforts are being put forward within the ministry and through projects such as USAID/PAEM, EDB and the French supported work of Aide et Action to address the challenges of improving local governance and management. What appears to be missing is a comprehensive view of not only how decentralization and deconcentration are supposed to work, but how they are supposed to lead to more effective schooling. What is required is a context for relating governance and management decisions to

²¹ Pierre Varly, Coordonnateur du PASEC (2006), *Gestion scolaire et réussite éducative : les analyses du PASEC*.

²² DeStefano et al (2007), *Reaching the Underserved : Complementary Models of Effective Schooling*, USAID, EQUIP2

school outcomes. School improvement planning is supposed to address this, but to date, this has not been the case. EDB will introduce to middle schools tools for looking at the outcomes of teaching and learning at the school level, for relating resources to outcomes, and for better coordinating and aligning actors at the local level. This kind of work should be built on and extended to include elementary schools as well.

4.6.3. The School Environment²³

There are 7,705 elementary and 1,006 middle schools in Senegal. These totals represent increases of over 2,400 elementary and 450 middle schools during the PDEF. The country is continuing to fund the construction of new schools at all levels and is attempting to rehabilitate many of the existing school buildings. Despite the massive efforts so far deployed to construct and rehabilitate schools, stakeholders report that the problem of schools operating in temporary facilities (either using existing structures or being housed in simply constructed shelters) is widespread and needs to be addressed. MOE data indicate that of the 33,761 elementary school classrooms in the country, 17% are in disrepair, but are still being used to house students. Overall, 16% of classrooms are classified as temporary structures (“abris provisoires”), with some regions reporting much higher use of temporary facilities: e.g. Kolda, 35%; Ziguinchor, 27%; Matam, 24%.

Another problem stakeholders often mentioned is the lack of appropriate facilities in schools, often with a wide disparity between urban and rural settings. For example:

- Just over half the elementary schools in Senegal have latrines. In Tambacounda and Matam, less than 40% of elementary schools have latrines. 25% of middle schools do not have latrines.
- 85% of urban elementary schools have a water source, while only 38% of rural elementary schools do. In Tambacounda, only 18% of elementary schools have water. Nationwide, 27% of middle schools do not have water.
- Only 14% of rural elementary schools have electricity compared to 72% of urban elementary schools. Overall, 39% of middle schools lack electricity.
- Only 370 schools have libraries, and there are only 187 schools with computer rooms

Overcrowding is a problem in some areas where population density is highest. Country-wide 11% of schools operate on a double shift in order to accommodate large demand for places. Double shift schools have larger class sizes, 49 students per class, than normal shift (42) or multigrade schools (21). Class sizes in double shift schools in the region of Louga reach as high as 55. In general, there are seating places in classrooms for 93% of enrolled students, but only for 80% of students in Kolda.

Materials are far from being available in the quantities envisioned by existing policy. In CI and CP there are on average only 1.5 books available per student, compared to the 5 per student called for in the PDEF. In CE and CM, there are only 2.3 and 2.5 books per student. In middle schools, students in 6ème and 5ème average less than 3 books each, and in 4ème and 3ème, less than 4 each.

Despite the difficult conditions faced in some areas of the country, there are some positive experiences to be drawn on. For one, the USAID/PAEM was very successful not only in constructing middle schools (accounting for 16% of the increase in public middle schools), but in mobilizing local support for and

²³ All the statistics in this section are taken from MOE documents: Rapport National sur la Situation de l'Éducation 2008; and Annuaire Statistique National, année scolaire 2007/2008.

commitment to the improvement and ongoing management of those schools. A lesson to take away from the USAID/PAEM experience is that the construction or rehabilitation of school infrastructure creates an easy point of entry from which local governance, school management, and school improvement issues can be addressed.

The persistence of the problem of lack of teaching materials at too many schools in Senegal is discouraging. From 2000 to 2008, expenditure on materials has increased in absolute terms from 10 to 60 billion FCFA, and as a share of the budget from 10% to 25% of total expenditures. Yet both anecdotal observations and national statistics indicate that many schools are operating without the necessary basic learning materials. The new curriculum which is to be rolled out in the coming school year (2009/10) will require an infusion of many documents – for trainers, for teachers and for students. The challenges of getting books out to schools, managing them well, and making sure they are used remain. Putting additional resources into acquiring and distributing materials should not be undertaken until one can obtain a clearer understanding of the breakdowns in the present processes or systems for materials procurement and distribution.

While we would argue for attention to assuring the minimum conditions for quality – reasonable physical infrastructure, basic facilities such as latrines and water, books for students and teachers – we also caution against the over-reliance on physical inputs as the answer to improving quality. Pierre Varly in his paper on school management (2006) shows how resources in terms of expenditures per student and in terms of inputs available do not translate into higher educational outcomes. In fact, his analysis shows that for given levels of expenditures or resources, there are wide variations in student performance, indicating that some schools are able to get better results with either the same or less resources than others. For example, Varly's research revealed that the type of school construction had no effect on student learning outcomes.²⁴ Something to keep in mind when deciding how to allocate scarce resources.

4.6.4. Basic Skills Acquisition

As mentioned earlier in this report, the ministry has just completed the development of a new, competency-based curriculum for elementary schools. The curriculum provides an excellent framework for promoting a common methodology across subjects, and for focusing on student application of skills to solve real-life problems. The curriculum includes assessment criteria and recognizes the role of remediation when learning does not occur. The necessary accompanying materials have been designed and are in the process of being procured. Also, as mentioned earlier, CIDA has launched a project that will support the training of all elementary teachers in the new curriculum.

A remaining challenge will be helping teachers address the needs of students within the context of the new curriculum. The curriculum recognizes that remediation may be necessary, but does not offer specific strategies to help students who do not have the skills they need to succeed. Nor does the curriculum provide teachers in the early grades with proven strategies and techniques for assuring acquisition of basic skills so that remediation will not be needed in later grades.

For these reasons, the teaching of basic skills and in particular math and French are felt to be crucial parts of what is needed to improve quality. Key sources of information on current levels of achievement

²⁴ Pierre Varly, (2006), *Gestion scolaire et réussite éducative : les analyses du PASEC*.

are the SNERS reports of 2007²⁵ which detail student performance in French and Math at CP, CE2, CM2, and Science at CM2. USAID/PAEM²⁶ reports of student performance at 4ème in math and science were also taken into consideration. PASEC scores in the areas of French and Math at 5eme and 2eme²⁷ further informed the current analysis and results from field research and document review helped to provide fuller information in this area.

The SNERS report of 2007 summarizes levels of performance at CP, CE2 and CM2. Level of competency in Math is weak across all grade levels.

Level	Average Score	% of students below minimum level	% of students at minimum level	% of students at desired level
CP LN	50.4	45%	55%	20%
CP	55.2	39%	61%	29%
CE2 LN	45.1	60%	40%	4%
CE2	48.7	54%	46%	8%
CM2	54.5	38%	62%	10%

Results of the math tests at CE2 show that 46% of students are reaching the minimum level, and only 8% are achieving the desired level. Overall, the SNERS report found that « *Beaucoup d'élèves traînent encore des lacunes qui ont un effet cumulatif. Il faut que des mesures concrètes soient prises pour améliorer la situation* ». Specifically, the report goes on to say, that the tests should be further exploited at IDEN level, to identify most common mistakes and embark on corrective measures.

Results of the USAID/PAEM test in Math showed that mastery of the curriculum content at middle school level was also very weak with a mean score of 31.5%. And provisional results from the most recent PASEC show that there has been little improvement between 1996 and 2005 in the public schools. One stakeholder interviewed suggested that weaknesses in math may be attributable to teachers whose own skills are low and who have little confidence in their abilities to teach the subject. However, observations of classrooms during the field research phase of the present review found some examples of good practice in the very early years of mathematics teaching. Three classes were observed, two at CI and one at CM, which were extremely participatory in nature with students who were attentive and could clearly master the content. Interviewees generally felt that the teaching of math at elementary level was good or quite good. At middle school level, responses indicated that quality was much lower.

While parents interviewed talked about problems of quality in all subject areas, searches in the media found that it was in particular the teaching of French which remained an area of concern. « *Le*

²⁵ Note that the USAID PAEM tests are based on whether the curriculum has been mastered. Poor scores may therefore be due to the fact that the curriculum was not taught because of strikes etc, rather than that it was badly taught or learned. The SNERS results do, however, report causality although it is not clear how variations in the number of hours of instruction or in teaching approaches are factored in across the different populations.

²⁶ USAID / PAEM Rapport sur l'évaluation des acquis des élèves de quatrième en mathématiques, sciences physiques et sciences de la vie et de la terre.

²⁷ Note also that PASEC tests are in the process of being reviewed and revised. CONFEM (2009) in a section entitled *Les Limites des Testes PASEC*, states that there are a number of drawbacks including issues of confidentiality when the same tests are used repeatedly, the small number of items, the fact that item response theory is not used in the analysis. The section avers, "Les procédures utilisés s'écartent quelque peu des standards internationaux." CONFEM (2008) also points out that the analysis of the tests is extremely basic and that they are based on curricula which may no longer be in use.

relèvement du niveau du français est aujourd'hui un défi. Nous devons améliorer le niveau des élèves. » (Le Soleil). It was the learning of French and in particular, literacy in the language which was the focus of many of the concerns raised during the field interviews. These concerns are echoed in the weak showings in a number of tests, such as the SNERS below. Scores in French on the SNERS show weak results but particularly at CE where only 17% of children in traditional classes and even fewer of those being taught in the national languages have achieved the minimum level.

Level	Average Score	% of students below minimum level	% of students at minimum level	% of students at desired level
CP	57.3	40%	60%	31%
CE2 (LN)	31.8	61%	39%	10%
CE2	51.4	47%	53%	17%
CM2	56.1	40%	60%	20%

Anecdotal evidence from field visits reinforces the sense that French achievement is low. In one 6ème class observed in a middle school, the children clearly had difficulty reading simple sentences in French. One girl called to write on the board was unable to spell words such as “homme” and “feu” correctly. Some spelling and grammar mistakes on the board remained uncorrected (and possibly unnoticed) by the teacher. In addition, a focus group of students who had completed between six and eleven years of schooling could not be conducted in French since the respondents felt uncomfortable expressing their views in that language. Lastly, Interviews during which respondents were asked to rate the level of reading in French gave further indications that there were challenges in this area. Of nine school principals interviewed, not a single one felt that the teaching of reading in French was excellent or good. Parents, community members and other educators also agreed that the teaching of core skills was weak.

No books were in evidence in any of the classrooms visited and the only reading observed was reading from the board. The one school which had a library did not make use of it despite the fact that there were usable materials, including dictionaries, in the collection. Again note should be taken of the positive actions of USAID / PAEM, which is currently supplying books to support the curriculum to schools in its regions and is training teachers and library support staff in their use.

With only two exceptions, teachers and teacher trainers were unable to describe approaches to the teaching of reading and seemed on the whole unaware of more up-to-date approaches to the teaching of literacy. An examination of the teacher training curricula revealed a lack of attention to or consistency in approaches to the teaching of reading to children whose first language is not French. One such exception is the curriculum for pre-service training at the EFI which adopts a mixed method approach to the teaching of reading including whole word and decoding methods and which is based on learning to read from the board, rather than from books.

While some attention has at least been paid to early reading at the level of decoding text, there appears to be little which has been done to help children to read fluently by recognizing phrases as wholes, little to help students read for information by extracting meaning from text and evaluate, analyze and synthesize what one reads.²⁸ The SNERS report tells us that the teaching of French “*tel que pratique aujourd'hui dans les écoles au jourd'hui ne repose pas sur le texte, receptacle de toutes les disciplines d'enseignement, mais plutot sur la phrase*” (SERS, 2006). The EGRA study found that

²⁸ PAEM has developed a module on critical thinking which includes critical reading

children read at speeds well below those required to read with fluency. Almost one child out of two was unable to read more than five words of the 60-word text used for the reading comprehension section. Since later academic success depends to a major extent on the ability to derive meaning from written text, this skill is essential for study in later grades.

Finally, although the issue of the language in which children learn to first read may be beyond the scope of this study, it should be noted that results of the EGRA tests found significant differences in reading tasks between those children who were exposed to French in the home and those who were not. The present practice of teaching reading in French rather than in the national languages clearly disadvantages some children.

The fact that student achievement in numeracy and literacy is low remains a concern for all those in the system. Interviewees felt that it was reading achievement which was the more critical. Results of our research demonstrate low levels of reading in French both at elementary level and beyond, a lack of awareness of techniques for teaching early reading and little attention paid to the teaching of reading for comprehension or higher order reading skills. Large numbers of children are not learning to read or are not learning to read well. Since French is the vehicle through which content is delivered, an inability to read means that, inevitably, mastery of any other aspect of the curriculum will be affected.

4.6.5. Teacher Professional Development and Ongoing Support

There is widespread agreement in the research on the importance of the teacher in determining the quality of the learning experience. Just how quality teaching can be assured remains problematic. Key is the level of expertise of teachers, as well as their motivation to perform well in the classroom. “La motivation des enseignants apparaît des lors comme un enjeu majeur car elle influe directement sur la qualité des apprentissages.”²⁹ Interestingly enough, the literature shows that it is not necessarily financial incentives that are the most powerful factors affecting teacher motivation. Teacher support in the form of teacher training as well as school-based assistance, cooperation and collaboration can often be as significant.³⁰

However, opportunities for practicing teachers to engage in ongoing formal teacher training are limited for the majority of Senegalese teachers. Only 20% of teachers surveyed during our field review reported that they had received any training at all during the previous year. These teachers were predominantly from the regions served by USAID/PAEM. One reason might be that most training currently on offer is very much of the traditional type where teachers leave their place of work to attend formal seminars, on occasions missing school to attend training. Such training is costly and inevitably discriminates against those least able to travel to attend training, notably women. More innovative methods of teacher training involving newer technologies were not seen.

The regional training poles, (“Poles Régionales de Formation” - PRF) which are responsible for in-service training vary greatly in their ability to offer such a service. The training they offer is frequently of short duration in response to requirements of the system - e.g., the introduction of the new curriculum. Donors will also frequently make use of the PRFs to deliver training initiated by their programs. Ability to offer quality training varies. In one area, the PRF was fully staffed and functional, housed in accommodations fit for the purpose and was active in initiating training as well as responding to training needs. In another area, the PRF consisted of little more than the staff who were designated as PRF

²⁹ Pole de Dakar, La scolarisation primaire universelle en Afrique: le défi des enseignants

³⁰ World Bank *Recruiting, Retaining and Retraining Teachers and Principals in Sub-Saharan Africa*, 2005.

personnel. With no building nor office space, they reported that the only training they had been involved in during the last three years was that initiated and funded through USAID/PAEM.

The teacher training schools (“Ecoles de Formations des Instituteurs” – EFI) are supposed to provide in-service training as well as pre-service training to teachers in the elementary schools. An intensive in-service summer program for teachers is available which leads to certification although here again, the EFIs were constrained by the physical circumstances in which they operate. One EFI consisted of an office block with a library and computer room but with no toilets or training rooms to accommodate the teachers.

Apart from these off-site training initiatives, there is little in the way of structured field-based delivery modes of training, although a number of school-based support structures do exist. The “cellules pédagogiques,” organized according to discipline area at middle school level, are designed to meet on a regular basis and allow teachers to discuss issues of interest and concern. While these work well, particularly in USAID/PAEM areas, in other schools, they are non-functional. In areas where they work well, teachers speak highly of their work with them. However, a number of respondents also reported that the cellules in their schools never meet; others said that while they did meet, they had little of practical use to offer.

School-based support is also supposed to be provided by the itinerant advisors (“conseiller pédagogique Itinerant” - CPI) who offer training as well as individual guidance and support to teachers. Inspectors, organized by discipline level at middle school, fulfill a supervisory as well as inspectorial role. A number of the teachers surveyed also reported that they received excellent school-based support from their school principal. However, the intended support from inspectors and CPIs was reported less regularly due mainly to insufficient resources. Inspectors and CPIs were often responsible for a large number of schools spread over a geographically wide area without the means to travel to reach the schools.

Pre-service training is provided by The Faculté des Sciences et Technologie de l’Education et de la Formation (FASTEF) for middle and secondary schools and by the EFIs for elementary schools. Training at FASTEF takes either two or three years depending on entry criteria and whether a middle or secondary school qualification is sought. The training is organized under thirteen departments by discipline. There is also a department of psycho-pedagogy and educational technology which supports all the disciplines. Although there is some talk of setting up satellite centers in the regions, currently FASTEF is struggling to accommodate the large numbers of teachers who are seeking qualifications. It does offer its courses in CD format and provides support and follow-up largely through print-based correspondence with the individual teacher.

Pre-Service Training at elementary level is provided by the EFIs who offer a full-time intensive seven-month training course based on six key areas of competence: 1) Engage in long-term planning based on key texts 2) Construct a sequence of teaching / learning plans 3) Execute teaching / learning 4) Draft a project d’école 5) Manage a bilingual class and 6) Manage the class in conformity with requirements. The curriculum has much to recommend it, including the carefully staged school experience made available to the trainees beginning with opportunities for socialization into school cultures and culminating in individual teaching practice. However, a major issue is the lack of coordination between the different actors involved in teacher training and development. There is little coordination between the pre and in-service sectors in terms of approach, structure or content of training. Among the different EFIs, while the framework for pre-service training is common to all, the way in which that framework is translated into programs and courses is left up to the EFI at regional level to decide. This

has both advantages and disadvantages. On the plus side, it means that an EFI can tailor its program to the requirements of the region it is serving. However, without an adequate monitoring and evaluation program in place, there is a risk that training offered in one part of the country may diverge significantly from the training offered in another.

As well as a lack of coordination between the pre and in-service training sectors, there is little harmonization between the various in-service initiatives. Communication between the PRF, IA, IDEN and EFIs with regard to teacher training remains weak. Even with the EFI, the pre and in-service programs are organized according to different competencies and use different materials. In terms of the NGOs, while the major players are generally well-coordinated in their efforts to support the ministry, there is some evidence that a minority are providing training which follows their own agendas rather than being based on the stated goals of the MOE.

There are undeniably examples of good practice in teacher training and we did see a number of examples of high-quality teacher training materials including the USAID/PAEM modules and the EFI in-service materials. There was much talk about needs analysis and gaps in the knowledge of teachers. However, unlike many other countries, there is no shared understanding of what constitutes a good teacher in the Senegalese context in terms of the knowledge, skills and attitudes such a teacher needs to possess. USAID/PAEM had developed standards for teachers in the middle schools along with supporting performance indicators which form the basis of the training modules developed under that program. 17 unrelated competences had also been developed to guide the provision of training for teachers at elementary level, although only six of these were dealt with in the materials developed for the initial training. The EFIs used five different competency areas to organize the curricula of their in-service course. In the absence of a shared understanding based on a common written description of teacher standards or competences, needs-based curricula can only be established based on individuals' views of what a practicing teacher needs. Furthermore, in the absence of any systematic evaluation or follow-up to the training, it is difficult to make judgments as to the quality of the training provided. While the learning of participants is frequently evaluated using tests and classroom observations, training programs, again with some notable exceptions, are not evaluated for levels of participant satisfaction nor more importantly to see whether the skills and knowledge presented during training are transferred to the classroom. Neither is there any evaluation at program level to determine the efficacy of the long two or three year university based program as against shorter modular style ins-service training.³¹

The trainers themselves have received little training for their role as “teachers of teachers”. Only one trainer out of eleven reported having received any training in working with teacher training curricula, and fewer than half had received training in how to teach adults. The training for trainers from FASTEF consisted of overseas study visits. USAID/PAEM along with other donor organizations was notable in not only providing training to its trainers but ensuring that school principals were involved. By offering complementary training on comparable instructional issues and on the role of an instructional leadership, it is possible for teacher learning to be enhanced and supported in an ongoing fashion by the principal.

³¹ PASEC data from Guinea show little difference in classroom performance between teachers who had been trained for one year and those that had been trained for three (reported in Pole de Dakar (2008), *La Scolarisation Primaire Universelle en Afrique: Le defi enseignant*).

4.6.6. The Structure and Management of the Teaching Profession

Senegal has been a pioneer in the development of the teaching profession since 1995, when it became the first country in Africa to introduce the system of recruiting contractual teachers in order to help meet the needs of EFA within existing budget limitations. Since then, the contractual system has evolved to include an initial period of 2 years as a teacher receiving a stipend in primary school (“volontaire”) and middle school (“vacataire”), after which the teacher is eligible to enter the public service. (Teachers between initial and functionary status remain classified as contractual teachers.) “Volontaire” and contractual teachers comprise 65% of the elementary teacher force, and “vacataires” and contractual teachers comprise 61% of the middle and secondary force.³²

Senegal has also made strides in the areas of defining teacher profiles, competencies, training programs, and assessment of training needs. A code of ethics has been developed, and projects such as USAID/PAEM have introduced “teacher profiles” encapsulating key teacher attributes. The DRH has developed a 3-part system for identifying teachers’ training needs, based on teachers’ self-reported needs, their supervisors’ recommendations, and the DRH’s own observations. And various services in the MOE have been discussing the possibility of creating a unified training center for all education personnel, both pre-service and in-service.

Finally, Senegal has made significant strides in terms of teachers’ career structure and incentives. In response to requests from teachers and their unions, the MOE shortened the initial volunteer/vacataire period from four years to two, with a transition directly into the public service after that period (pending a positive evaluation), at least in principle. Once in the public service, teachers are treated as all public servants, eligible for promotion to the next level based on seniority – at first every two years, then later in their career, every three.

As with the systems of management, there is no shortage of structures to provide training and support to teachers. The question is to what extent they actually function. For example, while middle and secondary schools require an additional 2,000 teachers this year, FASTEF, the sole pre-service institution for middle and secondary school teachers, can only accommodate 800 at a time at its Dakar campus. To close the gap, high school graduates are taken in directly as teachers. As a result, FASTEF is 5 years behind in providing pre-service training, with the 2003-04 cohort currently enrolled. There is reported to be a backlog of 7,500 teachers awaiting initial training.

Maintaining teaching quality and morale has also proven difficult. When we asked “what is the biggest problem with educational quality in Senegalese schools?” the near-unanimous response was, “Teachers need training.” And there is another reason teachers are not performing: they are demoralized. With salaries, expenses, and indemnities often paid late, teachers frequently strike – at least once per year at the national level - and even students have now adopted “a culture of striking.” Reasons for dissatisfaction go beyond remuneration, however. Union representatives reported teacher discontent with conditions of work – for example, overcrowded classes, deplorable infrastructure (lack of latrines, water, even a desk for the teacher to sit at), and insufficient instructional materials. Teachers in our review also complained that training received by their school directors or principals often was not repeated in their schools. Teachers also noted that while school-based instructional sessions were worthwhile, they needed more support and materials. Importantly, as mentioned previously, all training received by teachers, except for the FASTEF distance pre-service program for middle school teachers, appears to be face-to-face only, with little or no school-based support outside of teacher peer meetings.

³² Based on discussions with the director of human resources for the education ministry.

Whatever the reason for their discontent, the degree of dissatisfaction is acute. When asked in a PASEC study “If you had the chance to choose again, which career would you choose?” only 40% of Senegalese teachers responded “teacher,” the lowest percentage of all 10 countries in the study. PASEC tests also show that Senegalese teachers are more absent than those in other countries surveyed, with the effect on enrolment being twice as high as in those countries (Burkina Faso, Cameroon, Côte d’Ivoire and Madagascar) (Niane 2004).

Some of the problem can be found at the institutional level. Though profiles of “a competent teacher” have been developed, as previously mentioned, there is more than one set of competences in existence and furthermore, these profiles have not been shared more broadly, leaving open the question of what a competent teacher is expected to know or be able to do.

Finally, the teaching profession suffers from an archaic system of promotion and incentives. Advancement is based solely on seniority, rather than combining time in the system with some measure of performance (competence), and no transparent system of selection with criteria was found for selecting school directors and principals (nominations are made at the IA/IDEN level based on criteria determined by those inspectorates). No incentives exist for teachers to improve their teaching performance; all teachers are paid the same whether their students perform well or not, and no systems of teacher recognition (e.g., teacher of the year) or opportunities for advancement (such as the Board Certification in the US) were found in our review. Leaders of two teachers unions expressed a strong interest in and support for introducing performance based rewards or sanctions in the teaching profession. Structured systems do exist, however, for teachers to be nominated and trained as inspectors.

4.6.7. Management of the Sector

“The quality of educational and administrative management is the main factor responsible for schools’ performance” (CREA report, 2004).

From 2000-2009, Senegal’s progress in expanding access to the formal education system has been remarkable. Not only has the GER increased as shown earlier in this report, internal efficiency has also improved during that period, with, for example, the completion rate rising from 34% to 58% in elementary school. These gains are due, in part, to measures taken by the Ministry of Education (MOE) to improve educational efficiency. For example, to address problems related to losses in instructional time, the MOE published and has disseminated a circular called “Teaching Time,” defining the international standard of 900 hours as the required minimum teaching time, effective 2006-07. The MOE also created a single staff file personnel system in order to streamline management, resulting in a bold “salary domiciliation operation” to identify staff with unclear postings. The MOE has also created a variety of structures to facilitate decision making, coordination, and communication, including a PDEF steering committee in the DPRE, the DRH to coordinate the administration of personnel information and training, and a viable donors’ roundtable.

Progress in the area of educational monitoring and evaluation has also been noteworthy since 2000. In 2001, the MOE instituted a monitoring manual to be used in at least 6 regions in order to track progress against set of common indicators, which are now regularly reported to the MOE as well as technical and financial partners. In order to evaluate educational quality, the GOS adopted an education sector general policy letter in 2000 (updated 2006) establishing performance benchmarks, including both minimum standards (percentage of students receiving an overall score of 50% on the SNERS) and desired standards (the percentage of students obtaining 73% overall). In its annual review in 2006, the

MOE stipulated that a 5 point increase in these standards should be sought each year in both French and math, and that the success rate on the CFE should increase by 5 percentage points each year as well. Throughout this period, regional inspectorates began harmonizing curricula, and developing and implementing standardized tests in schools. The School Head Teachers' Associations were created to assist, among other things, with the distribution of monitoring and evaluation forms facilitating these standardized assessments. According to a review by CREA in 2004, these efforts contributed to greater decentralization of in-service training and of oversight of teaching behavior at the local level.

In spite of these gains in education sector management, the quality of education in Senegal continues to lag behind other countries. Though several technical and financial partners (e.g., AFD, World Bank) have been providing pooled funds to assist the MOE in its management of the reform, the capacity to plan activities outlined in the PDEF and follow them to the regional, departmental and community levels remains weak. As the DPRE said in an interview, "a critical mass of planners is needed at every level."

Efforts to increase efficiency have been undercut by weak management practices, often owing to lack of training of key personnel. As a rule, educational leaders in Senegal, from the Minister to the School Director and Principal, are appointed on the basis of seniority or merit, then receive no training to prepare them for their new role. As a result, planning and budgeting tends to consist of making lists of inputs needed, seeking support from technical and financial partners for each item, then checking off lists as programs are carried out.

Efforts to increase efficiency are also undercut by archaic procedures that continue to plague the system. More than half of teachers' salaries go to non-teaching staff, and teachers who are paid must desert the classroom each month for several days in order to go to their provincial administrative centers to collect their salaries in cash. This system leads to frequent strike action and reduces the time available for teaching and the quality of the education provided.

Our research found that administrative structures at the national level are relatively weak, with a pervasive concern expressed by leaders of all services and divisions that decisions are made within units, often without the input or knowledge of personnel from other divisions, and seldom with a mechanism for sharing results of meetings or collaborating in the execution of decisions taken.

In contrast, we found administrative structures at the regional level to be relatively strong. IAs, IDENs and regional councils, though under-resourced, appeared to be functioning as intended, with clear roles and expected outputs. Concerns raised at this level tended to focus on the "top-down" nature of management coupled with a lack of information coming from the central ministry, as exemplified in the budgeting process, where IAs and IDENs are routinely asked to submit an annual budget, without parameters, then receive a small portion of their request without explanation.

Unlike administrative structures, in general technical structures at the regional level fared poorly. The majority of the EFIs visited in our review were under-resourced, with only a small percentage of their requested budgets being received each year. Perhaps the "poor stepsister" in the system is the PRFs, which also reported being grossly under-resourced and whose staff were visibly demoralized. The PRF in Kaolack reported having 2 vehicles, both of which had been broken down for 10 months, an insufficient budget for fuel, a photocopier and risograph that had been unserviceable for a year, and 2 computers with no internet connection or printer – this for 19 CPIs, a director and support staff.

Perhaps the weakest institutional management capacity can be found at the local level, where respondents consistently expressed significant concerns about the ability of local management structures to manage the reform. Respondents from municipalities, School Management Committees and Councils (CGEs), and parent associations (APEs) reported that these structures play a crucial role in assisting with the educational effort, yet reported receiving little or no training to play their roles effectively (except in USAID/PAEM schools). If groups existed at all (in many cases, CGEs and APEs were dormant), they complained of infrequent communication with the MOE, lack of understanding of procedures, insufficient material and financial support, and crucially, the nonexistent skills needed to carry out their mandates.

We were told on numerous occasions that groups making requests for School Improvement Plans often received funds for one purpose, then spent them on another. A representative of the NGO *Partenariat* in St-Louis said that the Inspectorate and local groups were eager and willing participants in decentralization, but lacked the most basic skills in planning, management and monitoring of their activities, and *Partenariat* was just launching a modularized training series for that purpose. Distance and funding constraints have resulted in regional structures relying heavily on the resources of municipal and rural councils to finance and implement their responsibilities. A representative from the mayor's office in Djourbel told us that the municipal government receives very little money or guidance, so provides a small amount of its own support and donates "le peu que nous avons" to basic school maintenance projects. Similarly, instruction materials, though ordered, often do not reach schools.

While structures for coordinating educational activities have been created (cited above), procedures for collaborative planning and decision making, consulting key stakeholders, and weighing different policy and budget options, are often unknown or nonexistent. As one respondent noted, "Senegal is good at creating structures; we just have trouble making them work." An example is the teaching time initiative for which no system has yet been put in place. The coordination of public-private partnerships could also be strengthened: representatives of the Chamber of Commerce in St-Louis reported that they currently assist with education within their organization, and could play more of a vital role in the formal sector, but were rarely consulted.

The recent decision to reorganize one MOE into three has not had an obvious immediate impact on pre-school, elementary and middle school planning, as these cycles, which comprise basic education, all remained in the same ministry. But coordination between ministries to access common data, utilize personnel across services, and share resources, as well as to coordinate planning and decision making, will undoubtedly become more difficult. The confusion created by the division of the MOE could be mitigated by the formation of a body responsible for ensuring communication across ministries and, importantly, a mechanism for solving problems and reconciling differences. Yet no single structure exists to serve as a coordinating structure between ministries (though the DPRE informed us that that remains its role), and the current Ministry organigram has not been revised since 1986.

If the creation of structures was intended to improve management, it has often had the opposite effect: the 2004 sector review and the FTI assessment found that the high number of national departments and services makes management and monitoring difficult (this is related to the previous point: coordination). One example is personnel information: the DRH informed us that they had not "mastered" personnel statistics, indicating that too many gaps in information existed in order to make a reliable judgment about the status of teachers, levels of training, qualification, and appropriate pay scales. Perhaps the biggest monitoring gap is at the local level: UNESCO (2007) points out that *weaknesses in the daily monitoring of schools at the local level is the main quality concern in Senegal.*

According to the report, weaknesses in monitoring, linked to shortcomings in allocation of resources, lead to a poor average level in Senegalese schools and to great disparities in performance.³³

Many respondents in our review, from the central ministry to the local level, cited the need for a national system for tracking school, teacher and student performance. Both SNERS and PASEC are administered in Senegal every several years, and as noted above, inspectors have developed and administered their standardized tests in their regions. What seems lacking is a regular system that provides real-time results from these tests to education decision makers – at least at the national and regional levels - so they can address the biggest learning difficulties faced by students in their schools, and possible reasons for them. The SNERS tests, as they are currently administered, are not serving this function.³⁴ Respondents also requested assistance so that central ministry officials, inspectors and teachers could learn to develop items and administer tests in reliable ways, and to use results for improving educational delivery. Some respondents also recommended the development of an item bank for use at national, regional, and school levels.

Of the different facets of management we examined, this appeared to be the weakest. Of course, some efforts to develop communication systems and to communicate education priorities were found. *The Soleil*, the government newspaper, serves as a regular source of articles on educational initiatives and developments, both regionally and nationally. DRH personnel informed us of initiatives taken by the MOE to ensure regular contact and dialogue with teachers' unions. The DRH had also initiated a program called "PencMe" (Plateforme d' Échanges Numériques Collaborative du Ministère de l'Éducation) through which teachers can access information on the internet, inquire about post availability, apply for positions, and provide feedback in the event of problems in the process. The USAID-funded Basic Education Project (PEB) will support PencMe (though because Senegal does not yet have an electronic signature law, electronic application for posts or exchange of financial requests might not be possible.) The MOE also has its own portal designed to facilitate communication amongst education personnel; PEB is providing support for this as well. Finally, the MOE, with the support of PEB and other partners, will continue to work with Microsoft's "Partners in learning" program, established in 2003 to help the MOE train teachers in use of ICT, access Microsoft software, and participate in a virtual network of teachers for sharing experiences and preparing computerized teaching tools.

These initiatives notwithstanding, no mechanism currently appears to exist to unify critical ministry information or make it accessible to key decision makers – a problem linked to M&E concerns raised above. And because of coordination problems also cited above, dialogue within and between Ministry sections is limited, with no clear channel for relaying messages or established procedures for archiving and accessing information. At the regional and local levels, communication tended to be "layered" at different levels. For example, inspectors received information from their superiors at the central ministry, school directors and principals from inspectors, and teachers from school directors and principals; school directors and teachers never received communications directly from the central

³³ Niane, Boubacar & Robert François (2007) Senegal Country Case Study, UNESCO.

³⁴ We also found several problems with the SNERS tests: (1) The error rate for sampling was not given; thus, the level of generalizability of findings cannot be determined. (2) The 2-stage random sampling design used in the SNERS seems appropriate, though only 130 of 180 schools could be reached, leaving the question of representativity unanswered. (3) The only item characteristics provided were Cronbach Alpha; standard measure such as p values and point biserials were omitted (though the latter was referred to at the pilot stage). (4) Without p values, it is difficult to know what "less than 50%" means. How do we know that some tests were not too easy or too difficult? Did students perform better in SNERS IV than SNERS III? (5) Without reference to previous tests, and mechanisms for equating previous with current tests (e.g., use of anchor items), the opportunity to track system performance over time is lost.

ministry. Moreover, except for training events, communication tended to be top-down and one-way, usually sharing information about ministerial decisions, policies, or decrees from one level to the next. Both IAs and Head Teachers complained about receiving plans, information, decrees from next level up, with no sign of dialogue or consultation: “policies descend from on high.”

In summary, our research found that management of the education sector was marked by inefficient management practices, weak monitoring and evaluation systems, insufficient information, inadequate coordination mechanisms, and weak communication systems. The degree to which these problems existed varied from level to level. Within an IA, communication could be quite good, and management participatory (one IA had been trained in “transformational management”). At the same time, we found that the EFI or PRF in the one region might be lacking the most basic materials and infrastructure, while a middle school in that same region had 20 computers and internet connectivity. As the 2007 UNESCO report noted,³⁵ “Weaknesses in monitoring, linked to shortcomings in allocation of resources, lead to a poor average level in Senegalese schools and to great disparities in performance. Owing to these extremely great disparities in Senegal, some of the schools that are well supplied in terms of inputs (teachers, premises, textbooks, etc.), produce good results and others produce disastrous results, and that the same is true for poorly supplied schools.... The poor quality of education in Senegal is due not primarily to the lack of inputs, or to inefficiency or inequality in the distribution of resources, but the existence of great weaknesses in the system and of schools from which children have very little to gain.”

5. Recommendations

Our review of the issues impacting the quality of teaching and learning in Senegalese elementary and middle schools leads us to conclude that there is ample scope for a USAID investment to address some of the needs discussed in our findings. With issues covering everything from the school environment, to disruptions to the school year, to teacher training, and overall management of the sector, the challenge becomes one of how to best propose a specific set of activities that would i) make for a coherent project, b) address the issues of highest priority in the sector, c) hold promise of delivering impact in a three to five year time frame, d) be implementable in Senegal’s current policy and institutional contexts, and e) contribute to the long-term sustainability of improvements in quality. The table below is a summary of our analysis of the strategic tradeoffs associated with the seven areas critical to improving quality and amenable to project interventions in the short to medium term.

	Potential for Impact	Degree of Priority	Ease of Implementation	Contribution to Long Term Sustainability
Improving OTL	HIGH	HIGH	MEDIUM	LOW
Local Governance & Management	LOW	HIGH	LOW	HIGH
School Environment	LOW	HIGH	LOW	LOW
Basic Skills Acquisition	HIGH	HIGH	MEDIUM	LOW
Teacher PD and Support	MEDIUM	HIGH	LOW	HIGH
Teaching Profession	LOW	LOW	LOW	HIGH
Sector Management	LOW	HIGH	LOW	HIGH

³⁵ Niane, Boubacar & Robert François (2007) Senegal Country Case Study, UNESCO.

As the table shows, school environment is a high priority, but otherwise is rated low. We therefore suggest it be addressed only as a contributing factor for success in the other areas (e.g. as a point of entry into school-based management for quality improvement). Improving opportunities to learn is rated high in two areas, but only if one thinks about addressing it at the school-level, where actions that deal with school being opened, teachers and students being present, and the day being managed to maximum instructional benefit can best be operationalized. For that reason, we propose that opportunity to learn be included in a whole school approach to school governance and management, as well as part of the enabling conditions for improved quality. The issues raised under system management, which are a high priority and are important for long-term sustainability, score low in terms of potential for impact and ease of implementation. To counter-balance that, we suggest addressing system management issues within the context of very specific operational challenges, such as monitoring and evaluating teacher professional development strategies, putting in place assessment and data systems that allow basic acquisition of skills to be monitored, communicating strategically to promote improved opportunities to learn, to name a few.

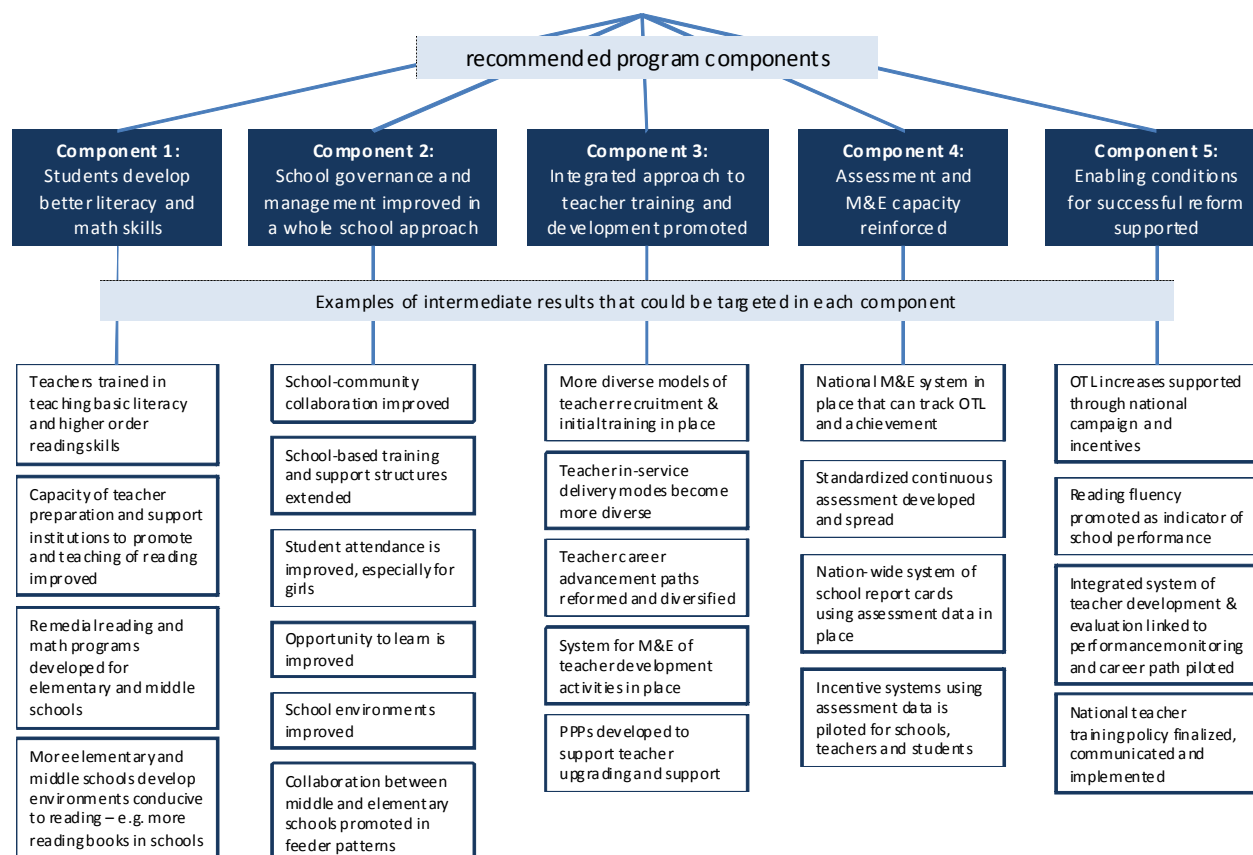
In the end, we consolidate several of the elements discussed in the review of the seven areas into five possibilities for complementary program components contributing to an overall strategic objective of:

Improved learning outcomes for students in basic education. The five areas are:

- Assuring basic skills acquisition throughout elementary and middle school
- Promoting a whole school approach to school governance management and improvement
- Supporting an integrated approach to teacher development
- Support assessment, learning and a culture of evaluation
- Addressing the enabling conditions for system-wide impact and sustainability

The diagram below summarizes the recommended strategic objective, components that could be included in a program to support that objective, and illustrative intermediate results (IRs) for each component.

SO: Improved learning outcomes for students in basic education



We recommend that the strategic objective cover elementary and middle schools. USAID has been working with middle schools under the USAID/PAEM, and the new EDB project also focuses primarily on continuing to support middle schools. USAID/PAEM has become well-known, is appreciated and highly visible because of its accomplishments supporting middle schools. And quality remains a serious issue in middle schools. Interviewees in this review rated the quality of education in middle schools much lower than in elementary schools. However, EDB will be undertaking major efforts to improve middle school quality – namely helping revise the middle school curriculum, supporting teachers, and supporting improved local decision-making and school management. Quality issues in elementary schools are not addressed either by USAID/PAEM or EDB. Nor is the issue of transition from elementary to middle school currently addressed as a quality improvement challenge in the sector. It is also important to note that recent research on youth development underlines the importance of ten years of basic education.³⁶ Most significantly for this exercise, that research indicates that young people need to acquire a foundation of basic skills – namely literacy and math – in elementary school, then consolidate those skills in lower secondary or middle school, as the basis for the further learning and skills development that will serve them as they enter society, the workforce, and make decisions that will impact the rest of their lives. **The quality of education should be measured by whether it helps young people in this way.** Additional USAID Investments in improving quality in Senegal should therefore focus on the acquisition, remediation and consolidation of the foundations of literacy and math skills for both elementary and middle school students. USAID can thus be at the forefront of the financial and technical partners

³⁶ See for example World Bank (2007), World Development Report 2007: Development and the Next Generation.

supporting Senegal's push towards a research-based, unified vision of ten years of basic education (a central element of the PDEF).

Please note, however, that while we recommend working across the full basic education cycle, the components summarized above can be tailored to focus on elementary or middle schools independently. Furthermore, while the components are summarized here together, we intend them to be modular components that can be mixed and matched as funding levels and USAID priorities would indicate. Of course, we think there are synergies across the five components, but do not feel they need to be implemented as a full set. This will be explained further below.

Annex E contains tables that present the elements of a detailed project description for each component. These include for each intermediate result under each component:

- Examples of sub-IRs for each intermediate result
- A rationale for targeting the intermediate result and set of sub-IRs
- Illustrative activities that could be included in a program targeting the IR and sub-IRs
- The resource implications of such a set of illustrative activities
- An indication of the kinds of impacts that could be anticipated
- The key assumptions underlying the program/project recommendations.

Based on the analysis presented in this report, the quality of education in Senegal depends most on whether the system can ensure that students in elementary and middle schools are acquiring the foundation of basic skills they need to succeed, either in further education, in developing job skills, or in making decisions about their lives.

Component One assembles a set of strategies to help schools better ensure that students acquire basic skills in reading and/or math. Since students rely on reading in French to access content in all the other subject areas, and since they are evaluated in French, they need to secure a solid foundation of reading French in order to succeed in school (and to keep open their options for life after school). We recommend focusing on reading; strong consideration should be given to math as a component as well.

Strategies under Component One could include the following.

- Providing teachers with specific instructional techniques tailored to the challenges they face in their classrooms, notably, students learning to read in a foreign language.
- Assisting teacher education institutions to incorporate teaching of reading and math as target areas in which they work to develop teacher competencies, so that teachers enter the profession with a portfolio of specific instructional techniques that will help students learn to read.
- Because many students are struggling to read, and understand math, teachers and schools need to be able to deploy strategies designed specifically to remediate the problems students are having. This could include differentiated instruction, but also simpler interventions like after school, weekend, and (as pioneered by USAID/PAEM) summer school opportunities for students to catch up.
- Part of the reason reading ability is so low for too many Senegalese students is that there are not enough books or other materials for them to read. The ministry places an emphasis on distributing

textbooks and other materials; however, students need more. Schools need to create literate environments if we are to expect students to develop reading not only as a decoding skill, but also as a vehicle for accessing, processing and understanding all kinds of information. A strategy that would support this component could therefore include “flooding” schools with books for students to read.

In addition to interventions that directly target the teaching of reading (and/or math), schools in Senegal are faced with the challenge of managing their staff, resources, time and relationships so as to maximize what they are able to accomplish. As referenced earlier in this report, rather than materials or other resources, there is a school effect that derives from the management of the school that is a more powerful correlate of student performance.³⁷ Current policy in Senegal supports a move towards more local say over school governance and management, and projects are working to provide some of the training and support local authorities, IDEN, school directors, communities, and teachers need to successfully take on these new responsibilities. However, we contend that many of these efforts would be more effective if incorporated into a coherent approach of school-based management.

Component Two focuses on promoting a “whole school” approach to school governance, management and continuous improvement efforts. Whole school development models have attempted to change the professional and organizational culture of schools, promoting a more collegial environment with emphasis on collaboration and professional relations among the staff and extended to the local community. They also give considerable attention to teacher development activities as a way to improve student behaviour, learning and achievement (Hopkins 2002).³⁸ Change is sought at all levels of the school. Teachers engage in professional dialogue and development, and, with the support of external professional agencies, the school culture changes (Harris 2002).³⁹ Thus the focus is on the school as the unit of change. Whole school approaches have been successfully used to bring synergy to multi-level initiatives within an educational system in a number of countries including Ghana, Benin and Guinea. Such an approach would build on the work conducted by USAID/PAEM at school level, but frame it more explicitly in the research and methods associated with whole school change and site-based management.

This component could include strategies such as the following.

- Redefining CGEs to include more community members, engaging CGEs and the broader school-community in a visioning exercise, providing training to all the local actors in school improvement planning, with a focus on student outcomes as measures of school effectiveness/improvement (this could complement activities under component one focused on reading or math outcomes), introducing school report cards, and revitalizing school projects to focus more directly on teaching and learning.
- Within the whole school approach, providing materials and training so that site-based professional development can be focused on specific learning outcome improvement objectives, including mentoring, peer-to-peer learning, and school director-led professional development.
- Focus on simple issues like increasing attendance as one way to improve student opportunities to learn, with a special emphasis on barriers that may constrain the participation and success of girls.

³⁷ Valry (2008)

³⁸ Hopkins (2002) *Instructional Leadership and School Improvement*, National College of School Leadership

³⁹ Harris, A. (2002) *School Improvement*, Routledge Falmer.

- Train local actors in how to monitor opportunities to learn and analyze factors that impinge on opportunities to learn at the school level. School improvement plans can include specific OTL targets such as increasing the number of days school is open from month to month, improving teacher attendance, etc. The broader community, local authorities, and potential partners can be mobilized around helping teachers and schools address the problems that cause absence or school to be closed.
- Investments in rehabilitating school infrastructure or in purchasing basic inputs could help motivate actors who, in turn, work to improve conditions of schooling – e.g., through sub-granting, involvement of the community in contributions to school renovation, etc. This was one big lesson from USAID/PAEM, and could be applied in how the “whole school” model is introduced and approached.
- Exploiting the natural feeder patterns of schools that exist in Senegal. Elementary schools exist in clusters in relationship to a middle school and perhaps secondary school. A project could work on the issue of what students from elementary schools need to succeed in middle school, and bring school personnel, communities and local authorities together to examine which schools are doing a better job, how, and what can be done to ensure more children can successfully transition from elementary to middle school.

In addition to the components addressing school-level needs, we also recommend components that address some of the broader system-level issues our review revealed.

Component Three takes on the problems of coordination and alignment among the teacher preparation, training, and support activities and entities in Senegal. We propose strategies for this component such as the following.

- To address the backlog of teachers needing basic training and support, and to remove the bottleneck in teacher initial training, provide support for decentralized mechanisms for recruiting teachers, as well as a diversity of channels, venues, and programs for assuring teacher initial training.
- Diversify the channels through which continuous teacher professional development is delivered. Training programs can be modularized and linked to specific teaching competencies, and can be delivered through a variety of hard and soft technologies. Overall, the education sector seems mired in the existing administrative approach to the problem of teacher development. There is high demand for training and resources (either from government or projects) available to pay for training. The situation cries out for a market-based supply response to the unmet demand..
- Part of what Senegal is struggling with to improve the quality of teaching and learning is a teaching profession and career structure that are not designed to motivate and draw the best out of teachers. Many stakeholders talked about the need for better career paths for teachers and even the unions expressed interest in career advancement and promotions being tied to performance on-the-job. This component would include technical assistance to help develop and implement these kinds of reforms (perhaps initially on a pilot basis, with good monitoring and evaluation).
- With monitoring and evaluation in mind, this component could also include strategies to design and help implement mechanisms to monitor and evaluate the impact of teacher training programs – in terms of changes in teacher behavior and changes in student learning outcomes.

- Public private partnerships are another strategy that can support this component. While the government is responsible for ensuring delivery of quality education, it cannot be the sole resource provider. Industry and other stakeholders with an interest in education can provide unconventional but nevertheless critical financial and material support to teacher training efforts. If the system is to expand and improve, these sources should be tapped.

Our review revealed that system management, while good intentioned, lacks the basic tools that allow decisions to be made based on an imperative to maximize efficiency and effectiveness. Part of what teachers, schools, and managers up and down the administrative hierarchy need is a system for monitoring activities, measuring implementation effectiveness and evaluating impact in terms of improved educational effectiveness. The MOE at all levels currently lacks real-time data on system performance and suffers from the absence of a truly standardized way to assess student learning.

Component Four recommends ways to address this issue by promoting and supporting tools for standardized continuous assessment, building monitoring and evaluation capacity, and creating the elements of system-wide accountability. We recommend strategies to do this such as the following.

- The MOE needs a national monitoring and evaluation system. Given the old adage, “You manage to what you measure,” the ministry needs to move away from measuring inputs only and introduce tools and processes for tracking OTL and student achievement, including the development of an item bank, training for teachers and IDENs to use items in routine assessments, and training of central ministry staff in the ongoing development and administration of national standardized assessments.
- Part of such a system will need to be good methods and tools for standardized continuous assessment (conducted by teachers in class throughout the year) to provide data to teachers, schools, communities and the system as to how teachers and students are doing throughout the school year, not just on exams. EGRA and EGMA are also examples of such tools that focus on basic skills. Curriculum-based continuous assessment tools will also need to be developed.
- Accountability can be addressed if this component also includes a strategy to develop, implement and publicize a national report card system that would make use of the data on OTL and student achievement to rate school effectiveness.
- Introducing incentives based on report cards would be one way to motivate schools and their communities to improve. Of course, the kinds of strategies referred to under components one and two would also be needed so that schools and communities could access specific strategies designed to help them improve learning outcomes.

Lastly, we are also concerned that any effort to introduce the kinds of reforms and interventions described in the four preceding components be supported by attention to the enabling conditions that help increase the probability that these innovations would be sustained on a large scale. Chief among the enabling conditions we are concerned about are the need for much more dynamic communication, the better alignment, communication and implementation of policy relating to the teaching profession and teacher development.

Component Five therefore suggests strategies such as the following.

- Opportunity to learn, defined as the available hours for instruction, is already a hot issue in Senegal. While some work has been done to try to address lost teaching time, more needs to be done to

define this issue and publicize and promote efforts to do something about it. As mentioned under component two, the best way to address problems of school being closed and teachers and students being absent is locally. However, a national campaign that publicizes this issue, generates dialogue about it and investigation of it, and that incentivizes people to do something about it would provide an enabling environment for the schools and communities trying to address these problems.

- The focus on student acquisition of basic skills could benefit from a national campaign to help promote understanding of what good reading and good math look and sound like. Since the Hewlett Foundation is considering doing work on EGRA/EGMA in Senegal, there may be an opportunity to partner with them, and to leverage local public-private ventures to produce radio, television, and print spots on how students are learning to read and the factors (in school and at home) that support reading.
- National policy can also enable the kinds of strategies being promoted to diversify and better align teacher recruitment, training and development (component 3). As shown in our review, Senegal needs to define and implement a common vision of a competent teacher – what skills, attributes, and techniques he or she must have – and then use that definition to design training, development and support programs and interventions based on what it takes to develop those skills, attributes and techniques in every teacher. This would also include ways to measure teacher competency and to link it to student learning outcomes (and therefore validate, or invalidate some initial assumptions about what makes for a good teacher).
- Finalize and disseminate a national teacher training and professional development policy. The DRH informed us that one exists, but outside of that office, it did not appear that anyone else knows about it, let alone designs and plans strategies based on it. A comprehensive review of the policy, and an updating that would address many of the issues raised in this review would help better frame and coordinate teacher development activities, as well as to authorize the actions needed to implement the types of reforms recommended in this paper .

6. Conclusion

Our sector review revealed a number of features of Senegal’s basic education system that merit careful consideration. First, though we assumed from the outset that teacher training would emerge as a concern in Senegal (as it does in most developing countries), we did not anticipate the extent to which it would be viewed as the primary impediment to educational quality. Of course, we do not understand this to mean that all, or even most, of Senegal’s teachers are doing a poor job; rather, “the concern behind the concern” is more likely that recruitment and training standards have been falling for years, and that a continued increase in the percentage of poorly trained, or untrained, teachers does not bode well for the future of Senegal’s education system.

Secondly, we were not surprised to learn that teaching time (opportunities to learn - OTL) was such a concern in Senegal as well. What stood out to us was the extent to which OTL was impacted by the frequency and extensiveness of teacher strikes on the one hand, and the seeming near-absence of a strategy on the part of the government to pre-empt these strikes or to manage communications and shape public opinion, on the other.

Finally, as a subtext to nearly all we learned about untrained teachers, insufficient learning time, and poor learning outcomes, the concept of an enabling environment as a key factor in educational quality was reiterated again and again. Whether the subject was the conditions of schooling (dilapidated infrastructure, insufficient materials), weak support systems (neglected PRFs, large inspector/teacher ratios), weak management capacity at the community, school, regional or national levels, and an unclear

policy environment, we learned that even the most promising interventions were at risk of failing, and in fact many had over the years. As one respondent said, “Projects come here to die,” sadly, because a sufficiently enabling environment does not exist to nurture them into long-term health.

It was on the basis of these observations that our research focused on seven key areas of interest, ultimately leading to five possible courses of action (“components”) for the mission to consider. These five components reflect our conclusion (1) that support for middle school should continue while support for elementary school is also initiated to improve quality, (2) that basic skills in the areas of reading and, if possible, mathematics, should be an area of focus for interventions at the school level, and (3) that an enabling environment (i.e., improved school conditions, management, policy) should be supported in order to increase the chances of making short-term interventions sustainable over the longer term.

In short, we believe that some combination of direct intervention and systems support would provide the mission with the greatest possibility of making an impact on the quality of teaching and learning while making long-term sustainability of these interventions possible. We also advise that systems support be conducted in a limited, focused way – not an effort to train everyone to do everything at every level, rather, a deliberate and focused program to develop capacity of personnel from the central ministry to the local levels, to effectively plan, manage, monitor and evaluate educational interventions targeting direct intervention included in this project as its “case study.”

Of course, the mission must make strategic decisions about its investments and is unlikely to be able to support all 5 components proposed above in equal measure. If the mission has to choose a limited set of components, we believe that the above criteria of providing direct intervention and systems support could be achieved, for example, by focusing on Components 1 and 4, with the understanding that “subcomponents” are interchangeable and could be reconfigured or “customized” to meet the specific objectives that the mission develops for this procurement. For example, if the objective is to strengthen both teacher training and M&E capacity in the ministry, the subcomponent “System for M&E of teacher development activities in place” from Component 3 could be added to Component 4.

Whichever components and subcomponents are selected, we believe that a balance of direct intervention and systems support, selected in light of their potential for impact, ease of implementation and sustainability, will prove to be a wise investment choice for USAID and will considerably enhance the chances of success of its forthcoming support for improving the quality of education in Senegal.

Annexes

Annex A: Detailed Analytical Framework for the Review

Quality Framework	Political Dimension		Institutional Dimension		Technical Dimension		
	Policy	Politics	Institutional Env.	Capacity	National	Regional	Local
1. Curriculum allows for sufficient depth and identifies learning criteria (standards) in core subjects	<p>What reforms or improvements are currently underway? In what direction are they moving the curriculum?</p> <p>Do national standards exist and, if so, how are they communicated?</p> <p>What lessons were learned in PAEM regarding middle school curriculum?</p>	<p>What priority is attached to curriculum issues – inside MOE, among teachers, among other key stakeholders?</p> <p>What forces are driving curriculum issues (internal, external)?</p>	<p>What are relationships – national, IA, local, school in relation to curriculum?</p> <p>What drives curriculum choices at school level?</p> <p>What institutional incentives are teachers responding to in implementing curriculum?</p>	<p>Where does curriculum capacity reside?</p> <p>What capacity is there for supporting curriculum at different levels?</p> <p>What capacity is there at different levels for incorporating or dealing with curricular changes?</p>	<p>How is curriculum currently structured - what weight (amount of time) is given to core subjects at different grade levels?</p>	<p>What roles do IA play in communicating and supporting curriculum?</p>	<p>What role do districts play in communicating and supporting curriculum?</p> <p>What do directors and teachers have and use as instruments of curriculum?</p>
2. Assessments that are aligned to core curriculum objectives are available and used to monitor student learning and to evaluate proficiency	<p>Is there any explicit policy framework regarding use of assessment to monitor student learning?</p> <p>What direction is the county moving in regarding assessment and examinations?</p>	<p>What is status of existing examinations and how are they seen by different stakeholders?</p> <p>Are there any forces pushing for better use of assessment?</p> <p>To what extent is better assessment a priority for anyone?</p>	<p>What forces drive use of assessment?</p> <p>Are assessment results used to judge schools or teachers?</p> <p>How is learning progress evaluated?</p> <p>How is assessment treated in teacher development?</p>	<p>Where does assessment capacity reside?</p> <p>What capacities do teachers have for developing and using assessments?</p>	<p>Are assessment approaches defined and communicated from the national level? If so, by whom?</p> <p>Outside the MOE, is there technical capacity for developing and supporting use of assessments to monitor learning?</p>	<p>Do IA play any role in promulgating assessment approaches?</p>	<p>Do districts support assessment of student learning?</p> <p>How are assessments used at the school level?</p> <p>Is assessment info available and discussed at the school level?</p>

Quality Framework	Political Dimension		Institutional Dimension		Technical Dimension		
	Policy	Politics	Institutional Env.	Capacity	National	Regional	Local
3. Teachers have the training, support, & knowledge they need to create sound instructional strategies and to use assessments	<p>What is policy re different classes of teachers- fonctionnaires, contractuels, volontaires?</p> <p>What is current career and pay structure?</p> <p>What is policy regarding initial and ongoing training?</p> <p>How does training and level of certification or qualification effect deployment of teachers?</p>	<p>To what extent is teacher quality a policy priority? For whom?</p> <p>What is the balance between forces pushing for certification v. forces pushing for qualification?</p> <p>What are politics associated with different classes of teachers?</p> <p>What is the labor market for teachers like?</p>	<p>What incentives do teachers have to participate in ongoing training?</p> <p>How do TT institutions relate to rest of the system?</p> <p>What is focus of teacher pre-service?</p> <p>Through what channels do people enter the teaching profession?</p>	<p>Where does capacity for developing and implementing teacher training and support programs reside?</p> <p>Does gov't have capacity to manage a non-fonctionnariate teaching profession?</p>	<p>Are there professional standards for teachers?</p> <p>If so, how are they communicated, reinforced, monitored?</p> <p>What institutions at the national level are most important for teacher development, ongoing training and support?</p>	<p>What role do IA play in training and supporting teachers?</p> <p>What role do they play in reinforcing teaching standards?</p>	<p>What roles do districts play in training and supporting teachers?</p> <p>What is expected at the school level?</p> <p>Are teacher standards understood at the school level?</p>
4. Schools & teachers receive support to implement changes and improvements	<p>What is national policy regarding provision of support to schools?</p> <p>How are resources for support determined and allocated?</p>	<p>To what extent is school support seen as a priority? By whom?</p> <p>How flexible is the government in thinking about support arrangements?</p>	<p>To whom do school support providers report and how is their performance evaluated?</p> <p>What role do schools play in defining their support needs?</p>	<p>What capacity resides in the MOE and outside the MOE for school support services?</p> <p>What are lessons from PAEM and other projects re provision of school support?</p>	<p>Do national institutions play role in defining support roles, functions or standards?</p>	<p>What is balance between support and inspection at the IA level?</p>	<p>What is balance between support and inspection at the district level; at the school director level?</p> <p>What support roles do schools see themselves playing? What are they capable of doing?</p>

Quality Framework	Political Dimension		Institutional Dimension		Technical Dimension		
	Policy	Politics	Institutional Env.	Capacity	National	Regional	Local
5. Schools & teachers have the materials they need and know how to use them appropriately	<p>What is policy regarding acquisition and distribution of materials?</p> <p>Are there existing norms for materials availability and use? Is so, how are norms communicated and reinforced?</p>	<p>What drives the selection of materials?</p> <p>What besides budget determines availability of materials?</p>	<p>Where does distribution of materials breakdown?</p> <p>How are materials perceived at different points in the system (as assets to be preserved, as commodities to be consumed, etc)?</p>	<p>What capacity is there for developing or improving materials?</p> <p>What capacity issues most impact materials availability and use?</p>	<p>Who oversees development of materials?</p> <p>How good are existing materials – alignment with curriculum, easy for teachers to use, etc.?</p>	<p>What roles do IA play re materials development, distribution and use?</p>	<p>What roles do districts play re materials development, distribution and use?</p> <p>How do schools manage materials?</p> <p>How do teachers and students use materials?</p>
6. Class sizes are reasonable	<p>Is there national policy re class size?</p> <p>How do policies re teacher hiring, assignment and workload impact class size?</p>	<p>Is class size an issue for anyone?</p> <p>What, if anything is driving class size?</p> <p>Does the system work towards desirable class sizes?</p>	<p>What drives school-level decisions about class size?</p> <p>What drives teacher assignment?</p>	<p>How well are analyses of teaching force (projected need, available supply, career advancement, etc) done?</p>	<p>Who manages teacher hiring and deployment?</p> <p>What systems are used to identify additional posts, vacancies, needs for transfer and replacement, etc.?</p>	<p>Do IA play role in teacher hiring, deployment and management?</p>	<p>Do districts play role in teacher hiring, deployment and management?</p> <p>Do schools play role in teacher hiring or management?</p>
7. Available time for school is maximized (days school is open)	<p>What is official school calendar and how flexible is it?</p> <p>What other issues are tied to the calendar?</p>	<p>Who, if anyone supports changes in or changed approaches to school calendar?</p> <p>What drives the calendar?</p>	<p>Are there any incentives for maximizing available days?</p> <p>Is implementation of the school calendar monitored?</p>	<p>Can existing data systems monitor available days?</p> <p>What lessons have been learned by existing projects?</p>	<p>What office is in charge of setting the calendar?</p> <p>What drives their decisions?</p>	<p>Do IA play any role in monitoring available days?</p> <p>Do IA policies or actions impact available days?</p>	<p>Can schools alter their schedule?</p> <p>What drives # of available days at school level?</p> <p>Do schools monitor available days?</p>

Quality Framework	Political Dimension		Institutional Dimension		Technical Dimension		
	Policy	Politics	Institutional Env.	Capacity	National	Regional	Local
8. Teacher presence is maximized	<p>What is policy regarding teacher attendance?</p> <p>How do assignment and management policies and procedures effect attendance?</p>	<p>Is teacher attendance an issue or priority for anyone?</p> <p>How is attendance treated for different classes of teachers?</p>	<p>Who monitors and reports on teacher attendance?</p> <p>Are there any rewards or sanctions related to teacher attendance?</p>	<p>Can existing data systems monitor teacher attendance?</p> <p>What data are available on this?</p>	<p>Is there technical capacity at the national level to (inside or outside MOE) to evaluate and analyze teacher attendance?</p>	<p>Do IA play a role in monitoring attendance and can they address attendance issues?</p> <p>Do IA have capacity to monitor teacher attendance?</p>	<p>Does district monitor attendance?</p> <p>Do schools monitor attendance and can they do anything about it?</p> <p>What local forces impact teacher attendance?</p>
9. Student attendance is maximized	<p>What policies most impact student attendance?</p>	<p>Is student attendance an issue or priority for anyone?</p>	<p>Is student attendance monitored?</p> <p>Must schools report on it?</p> <p>Are there any rewards or sanctions related to attendance?</p>	<p>Can existing data systems monitor student attendance?</p> <p>What data are available on this?</p>	<p>Is there technical capacity at the national level to (inside or outside MOE) to evaluate and analyze student attendance?</p>	<p>Do IA monitor student attendance across schools? Can they help schools address attendance issues?</p> <p>Do IA have capacity to monitor student attendance?</p>	<p>Do districts monitor student attendance across schools? Can they help schools address attendance issues?</p> <p>Do schools monitor attendance and can they do anything about it?</p> <p>What local forces impact students attendance?</p>

Quality Framework	Political Dimension		Institutional Dimension		Technical Dimension		
	Policy	Politics	Institutional Env.	Capacity	National	Regional	Local
10. The school day is organized and managed to reduce wasted time	<p>What is policy regarding school daily schedule? How rigorously is it adhered to?</p> <p>Has there been any innovation around the organization of the school day?</p>	<p>What drives how schools manage their schedule on a day-to-day basis?</p> <p>Is this an issue for anyone?</p>	<p>Are there rewards or sanctions for how well a school manages its schedule?</p> <p>Do director or school evaluations include organization and management of the school day?</p> <p>Are there any forces driving innovation in school organization?</p>	<p>Can existing data systems monitor implementation of the schedule on a day-to-day basis? On a spot check basis?</p>	<p>Is there technical capacity at the national level to (inside or outside MOE) to evaluate and analyze the organization and management of the school day?</p> <p>Have projects learned any lessons re improved organization of the school day?</p>	<p>Do IAs evaluate the organization and management of the school day?</p>	<p>What decisions at the school level most impact the organization and management of the day?</p> <p>What are de jure and de facto factors that impact the school day?</p> <p>What changes at the school level would most likely improve the management of the school day?</p>
11. Teachers and students spend as much time as possible engaged in instructional strategies in core subject areas	<p>What is policy regarding instructional time in core subjects?</p> <p>How is that communicated and reinforced?</p> <p>How rigid is the approach?</p>	<p>What drives instructional time, in de jure terms and de facto terms?</p> <p>Are there any advocates for maximizing instructional time in core subjects?</p>	<p>Are there rewards or sanctions related to instructional time?</p> <p>Do teacher evaluations include time on task-like data?</p> <p>What forces impact teacher decisions regarding use of time in class?</p>	<p>Can existing data systems monitor time on task?</p>	<p>Is there technical capacity at the national level (inside or outside MOE) to evaluate and analyze time on task?</p> <p>Have projects learned any lessons about how best to help teachers make good use of instructional time?</p>	<p>Do IA evaluate time on task? Do they have the capacity to?</p>	<p>What decisions are made at the school level that impact time on task?</p> <p>What changes at the school level would most likely increase time on task?</p>

Annex B: Details of Stakeholder Interviews

The CCFS consultant team interviewed 170 people in Dakar and in several regions and departments to the east, north and south of the capital. The following tables summarize the interviews conducted in Dakar and during the two field trips.

Dakar

Category	Agency/ Office	Person	Title
Financial and Technical Partners	CIDA	Ibrahima Dione	Education Specialist
	AFD	Gilles Chausse	Assistant Director
	World Bank	Meskeram Mulatu	Education Operations Officer
	JICA	Akaya Ito	Education Project Development
	CF	Gilles Thuadet	Education Specialist
Ministry	Minister	Kalidou Diallo Diarama	Minister of Pre-, Elementary and Middle School
	DEMSG	Ibrahima Ndour	Director
		Papa Sene	Coorindator
		Lamine Sarr	Head of Office for Pedagogical Innovations
	DPRE	Djibril Ndiaye Diouf	Director
		DEE	Abdou Diao
	Maudione Mbengue		
	Celle Ndiaye		
	Aboubakry Ba		
	Mariama Cisse		
	STCRC	Moustapha Touré	General Secretary
		Carolle Lévesque	Education advisor (CIDA)
	DAGE	Mame Moussé Ndoye	Director
	INEADE	Fatimata Ba Niang	Director
	DAENF	Mamadou Mara	Interim Director
		Moussa Fall	
		Salim Hénaïne	
		Ngor Sene	
	Division of Exams	Moussé Narou	Director
		Mbengue	
	DRH	Adama Diouf	Director
		Masseuyi HBiaye,	Coordinator
		Marie Siby	Head of Social Promotion Division
Mamadou Seydu Ly		Head of Employment and Competency Division	
Massamba Wade		Coordinator	
Khady Diop Mbodjo		Head of Training Office	
CNFC	Joseph Barr	Former Director	
CNFIC	Abdou Sow	Director	

Dakar

Category	Agency/ Office	Person	Title
Other	Aide et Action	Hamidou Soukouna	Access and Quality Director
	CRES	M. Diagne	Director
	ISM	Abdrahmane Kane	Director, External Relations
	Le Sud Quotidien	Mika Lom	Journalist
	EDB	Jennifer Spratt	Technical Specialist
	SELS	Souleymane Diallo	General Secretary (Union of Free Educators in Senegal)
	SUDES	Ahmet Coly	General Secretary (Unique Union of Democratic Teachers in Senegal)

Field Data Collection: Summary of Two Field Trips

Agency, Office, or Group	No. of People	Men	Woman	Place
CGE / APE	20			Djourbel, Tambacounda, Fattick
Chef d'Établissement	4	4		Kaolack, Tambacounda, Fattick
Surveillants	2	2		Tambacounda, Djourbel
Chef d'Établissement Adjoint		3		Tambacounda, Fattick
Collectivité	3	2	1	Tambacounda, Fattick, Kaolack, Djourbel
Directeur, EFI	2	2		Kaolack, Tambacounda
Directeur Etudes, EFI	2	2		Djourbel, Tambacounda
Formateurs, EFI	2	2		Tambacounda
Enseignants	22	8	14	Kaolack, Djourbel, Tambacounda
Inspecteur d'Academie	2	2		Tambacounda, Djourbel
Inspecteur d'Académie Adjoint	3	3		Fattick, Kaolack, Tambacounda
Inspecteur Départemental	3	3		Fattick, Tambacounda, Kaolack
ONG	5	2	3	Fattick, Kaolack
Directeur, PRF	1	1		Kaolack
Formateurs, PRF	4	4		Fattick, Tambacounda
Syndicats, membres	9	8	1	Tambacounda, St Louis
Élèves	6	3	3	Tambacounda
Femmes Leaders	6		6	Tambacounda
IS, IVS, CPI	34	24	11	Fattick, Tambacounda, Kaolack
Amis des Femmes Enseignantes	5	1	4	
Total	134	75	43	

Annex C: Documents Consulted for the Review

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Annex D: Education Projects in Senegal

Funding Agency	Main Targets	Funding	Duration
CIDA	Budgetary support	43.3 billion CFA	Through 2012
	Reinforcing EFI	6.5 billion CFA	Ending 2009
	Initial and in-service training for volunteer and contractual teachers	2.7 billion CFA	Ending 2009
	Elementary education curriculum development	2.0 billion CFA	Ending 2009
	Training for elementary teachers in new curriculum	20 million CAN	Through 2013
AFD	Renovation and quality improvement in schools in the Dakar suburbs, including local governance and civil society collaboration	8.3 billion FFA	Ending 2009
	Support to sector leadership and management	3.7 million EUR	Ending 2009
	Reinforcing ministry capacity (pooled fund w/WB, Japan)	3.0 million EUR	
	Budgetary support	11.0 million EUR	Through 2009
French Foreign Ministry	University education	1.2 billion CFA	Through 2010
French Cooperation	Improving teaching	2.7 billion CFA	Ending 2009
FTI Catalytic Fund	School construction and rehabilitation	81.5 million USD	Through 2011
World Bank	Quality education and expanded access	30.0 million USD	Ending 2009
	Reinforcing ministry capacity (pooled fund w/AFD, Japan)	62.3 billion CFA	
AfDB	Construction and quality improvements	14.2 billion CFA	Ending 2009
Islamic Development Bank	Construction of elementary, middle and secondary schools, materials, school projects, etc	5.9 billion CFA	Ending 2009
JICA	Improving school environments: training and support for schools		Through 2010
	Reinforcing math, science and technology teaching		Through ??
	Budgetary support for school projects		
	Reinforcing ministry capacity (pooled fund w/WB, AFD)		Through 2010
Nordic Development Fund	Special education		Ending 2008
	Professional and technical education		Through 2010
	Teaching materials		Ending 2008
UNFPA	Family life education	80.0 million CFA	Through 2011
Belgium Cooperation	Professional training for woman	1.3 billion CFA	Through 2011
USAID	Support to middle schools: construction, training, quality improvements, ICT	30.0 million USD	Ending 2010
	Basic Education project: middle school curriculum, ICT, teacher training, local governance, vulnerable children	40.0 million USD	Through 2014

Source: DPRE, BUREAU DE SUIVI DES PROJETS ET PROGRAMMES, Mercredi 04 mars 09

Details of some funding agency projects:

The biggest funding partners of the government in education are the Canadians. They are putting 120 million CAD into sector budget support to help finance the PDEF. In addition, the Canadians have recently concluded a project that supported the multiyear process of curriculum reform for elementary education. The old curriculum has been completely rewritten and is now competency-based. The assigned technical committees have written materials for each grade in the elementary cycle and for X subject areas – language, math, physical and life sciences, X. Financing for the printing of the first set of materials (for the two grades in which the program will initially be implemented – CI and CE1) is in the GOS budget for this year. CIDA has launched a new 20 million CAD project to cover the training needs associated with introducing every elementary school teacher in the country to the new curriculum. The technical secretariat that has overseen the development of the materials is training the Inspectors from FASTEF and the EFI who are to provide the training to teachers. CIDA has also funded pedagogical kits and reference materials for approximately 2,000 schools and have provided 30,000 student and teacher desks through a project which is ending this year. The Canadians are also providing equipment, library materials and furniture for all the EFI in the country through another project.

Like the Canadians, the French (AFD) provide both budgetary and project-based support. In addition to 11 million euros of sector budgetary support, the AFD funds a project that is implemented in partnership with Action Aid and which works with schools in the suburbs of Dakar. In addition, AFD manages a fund that provides TA, training and equipment to help improve “pilotage” in ministry technical offices and on a pilot basis in two IA. AFD also contributes to a jointly funded capacity building project (with the Bank and XX) targeting improved management in the central ministry. The French Cooperation is ending its last project in the education sector, which focused on teacher training for French, math and science instruction in elementary, middle and secondary schools.

JICA has financed approximately 1,500 elementary classrooms concentrated in Dakar, Thies, Falik, Louga and Kaoulack. Two other JICA projects support improvements in school quality. One working in Louga focuses on local governance and management, working with communities and school management committees. They also provide school director training and for the schools where they are working, the Japanese foreign ministry also provides small grants for school improvement projects. Another project targets improved math, science and technology teaching in Louga, Fatik and Thies, providing teacher training in lesson planning and use of practical examples and materials from the school/community environment. Both of the JICA quality improvement projects rely on a decentralized, cascading school support structure that works with regional training teams that support IDEN-based training teams that work directly with the *cellule d’animation pédagogique* (CAP) in each school. The trainers from the IDEN are supposed to visit schools as frequently as once each month to work with teachers on instructional strategies in the target subjects.

USAID’s current education SOAG is supported by two projects. There is one year remaining on the PAEM which has been an important vehicle of support for middle schools in Senegal. Over the past five years, PAEM’s major accomplishments have included: (i) building/renovating 58 middle schools in the targeted regions through the use of best practices, effective management and significant community contribution; (ii) increasing middle school enrollment rates by 28% in USAID-funded regions; (iii) increasing middle school enrollment of girls from 34% to 41%; (iv) providing high school scholarships to 250 female middle school graduates; (v) developing teacher and principal performance standards for middle school teacher education, designing training modules for teachers and principals, and providing training to over 1900 teachers and 900 principals nationwide; and (vi) facilitating the organization and

training of 58 CGE and working with them to develop their school improvement plans [from 2007-08 annual report].

PAEM is cited by ministry officials, financial and technical partners and other actors in the education sector as a great model for expanding and improving middle school education. PAEM is in fact referred to as an example of how to more efficiently deploy teachers to expand access to middle school.

Construction of additional middle schools following the PAEM model has been taking place through the FAR mechanism. As outlined in a memorandum of understanding, the GOS is supposed to finance an initial phase of XX middle schools, followed by two additional phases of XX and XX. When the first phase of construction was to be completed and the contractors completed paid off, USAID was to disburse \$1.9 million, with \$4 million to follow for each of the next two phases, equaling a total obligation of \$9.9 million. No FAR reimbursement has yet been made as the first phase construction sites have not been completed. The government has begun work on some of the second phase sites, but the FAR mechanism cannot reimburse the first phase sites until they are all completed.

In addition to the PAEM, USAID has just officially launched the Basic Education Project (EDB). The EDB contractors have sketched out a work plan organized around five main components. These include:

- Improving access for vulnerable children in the regions of Dakar, Louga, St. Louis, and Matam by working with daras (koranic schools);
- Improving the quality of curriculum and instruction in middle school, picking up and building on many of the activities of PAEM, and adding to that support for the introduction of curriculum related to good governance and the world of work;
- Supporting local governance beyond CGE, dealing with APE and their departmental and regional federations, working with regional and local elected councils and helping IA and IDEN function as technical services to these local authorities;
- Completing the work begun under PAEM to support ICT in middle schools – assuring electricity, internet access, and school based wireless networks;
- Promoting public private partnerships to support all of the above.

Annex E: Detail Descriptions of Recommended Components

COMPONENT 1

Component 1: Assuring basic skills acquisition throughout elementary and middle school

IR 1.1: Teachers trained in teaching basic literacy skills and higher order reading skills

Sub-IRs:

- Training modules incorporated into programs at EFI/used at school-level for school-based training
- Teachers making use of a variety of techniques specifically designed to teach reading to children

Rationale: Teachers do not have the knowledge or skills to teach early reading to children whose first language is not French; Little attention is currently paid to teaching students to read for information

Illustrative Activities:

- a. Develop training modules and provide training to train early years teachers in reading readiness activities, whole word, phonics and syllabic approaches to reading. Include specific strategies for teaching reading to children whose first language is not French e.g. Whole Language approach, language experience approach
- b. Develop training modules and provide training focusing on the development of reading comprehension skills in order to read with fluency for information across all subject areas
- c. Develop categories of specialist teachers in the teaching of reading

Resource Implications: Development of materials = medium; Delivery of training --Dependent in part on delivery options selected

Impact: Potentially high if knowledge, skills and attitudes are targeted

Key Assumptions: (1) Although policy is clear on issue of instruction in national languages, this remains an area which evokes strong feelings and which is highly politically charged. This activity should focus on teaching reading rather than the teaching of French in order to avoid being drawn into this debate; (2) Interventions in this area will support the MOE in its implementation of the new curriculum which is highly text dependent; (3) Field-based training mechanisms can be rendered effective with appropriate degrees of project support

Component 1: Assuring basic skills acquisition throughout elementary and middle school

IR 1.2: Improve the capacity of teacher preparation institutions and teacher support structures to promote and support the teaching of reading and math.

Sub IRs:

- Curricula at initial training institutions reviewed and revised
- Principals & other support staff offering help and advice to teachers to support literacy and numeracy

Rationale: Teacher educators (including CPIs, IS, school principals) not up-to-date in terms of more recent approaches to the teaching of literacy; Curricula generally not balanced in terms of attention to reading comprehension skills.

Illustrative Activities:

- a. Provide training to trainers and support personnel in teaching of literacy and numeracy
- b. Provide short participant training opportunities to familiarize key personnel with current approaches to the teaching of reading and math in the international arena

Resource Implications: a = Low b = High

Impact: Potentially high if knowledge, skills and attitudes are targeted

Key Assumptions: (1) Teacher institutions are willing to revise/update curricula; (2) existing teacher support personnel can effectively impart specific teaching strategies linked to promoting literacy & numeracy

Component 1: Assuring basic skills acquisition throughout elementary and middle school

IR 1.3: Introduce remedial programs to help children with challenges in reading and math throughout elementary and at middle schools in particular

And Sub IRs:

- Methodologies for identifying struggling students introduced
- Learning gains of students who would otherwise be behind
- Additional instructional time available during day, after school, at other times

Rationale: If children do not learn to read in the early years, other aspects of the curriculum will be denied to them; there are currently few opportunities for students to “catch up”.

Illustrative Activities:

- a. Assist administrators to track improvements in literacy rates at school, regional and district levels
- b. Help teachers to identify children who have reading and math difficulties, including dyslexia
- c. Equip teachers with strategies to students struggling in reader and math
- d. Explore complementary approaches e.g. peer mentoring, after-school clubs, summer camps

Resource Implications:

Impact: Potentially high in short term, as number of students who would otherwise fail are helped to succeed.

Key Assumptions: (1) Mechanisms for organizing and paying supplemental instructional time can be developed and implemented; (2) teachers and their unions would not resist such mechanisms; (3) additional instructional time can be used to demonstrable effect – i.e. different techniques would be able to help student progress.

Component 1: Assuring basic skills acquisition throughout elementary and middle school

IR 1.4: Environment more conducive to reading at all levels in the basic education cycle

Sub IRs:

- Increased print-rich / book-rich environment in schools
- Increased numbers of children report engagement in regular reading activities

Rationale: Children are generally learning to read by reading individual words or phrases from the board; few resources available; Little opportunity or awareness of reading for pleasure or information; libraries in disrepair.

Illustrative Activities:

- a. Explore public / private partnership opportunities (e.g. Senegalese diaspora, local and international publishers) to support “book floods”, “library in a box”
- b. Strengthen MOE’s initiatives in “coin de lecture”
- c. Help teachers upgrade their own language and reading skills through the use of distance learning and innovative technologies
- d. Explore book clubs, child-led reading activities, reading competitions
- e. Train “specialist” reading staff in care and management of books

Resource Implications: Low if significant amount of PPP resources are mobilized. Use of technology should piggy-back on other projects introducing ICT into schools.

Impact: Low impact in the short-term. High impact in medium to long term if coupled with other strategies to better equip teachers to teach reading.

Key Assumptions: (1) PPP can be promoted; (2) lessons can be learned from the “coin de lecture” initiative of the MOE; (3) adequate quantities of reading books – i.e. story books and other interesting materials, distinct from textbooks, can be found.

COMPONENT 2**Component 2: Promoting a whole school approach to school governance, management & improvement****IR 2.1: Broader, more frequent and purposeful school community collaboration****Sub IRs:**

- Schools develop vision to inform school improvement planning and target interventions and vision is shared among community
- Broader community participation in school decision-making
- PEs focused on improvement of learning goals
- All interventions at school level focused on overall vision

Rationale: Builds on successes of PAEM at ensuring interventions at school level target a common goal; Most PEs are currently focused on resources as an end in themselves rather as a contribution to the improvement of learning; Strengthen and render more purposeful existing structures.

Illustrative Activities:

- a. Provide opportunities for visioning exercises at school level making use of existing structures such as Amis de College in PAEM areas
- b. Providing training / training modules to school communities to foster the promotion of a more collaborative school culture
- c. Redefine CGE mandate to include more community membership/representation
- d. Revitalize the PE to focus on overall learning goals
- e. Explore ways of making school accountable to parents and community e.g. extending PAEM-based fora, school report cards

Resource Implications: Low, unless includes funding for PEs

Impact: limited impact, but lays the groundwork for better school management

Key Assumptions: (1) There will continue to be at least some level of funding for the PEs; (2) existing approach to PEs can be modified/redirected to be more supportive of a whole school process and of activities geared to support improvements in teaching and learning.

Component 2: Promoting a whole school approach to school governance management & improvement**IR 2.2: School-based training and development structures are strengthened and extended****Sub IRs:**

- Teacher development sessions take place on a regular basis within the school
- School principals and other educators provide ongoing support to teachers

Rationale: A number of structures already exist but are not always functioning; addresses priority of using school directors and principals as on-site support for teachers.

Illustrative Activities:

- a. Provide SBT materials to build on the work of the CAPs including cross-curricular training materials
- b. Train school principals and other educators in supervisory positions in mentoring and support skills
- c. Introduce peer observation and mentoring options building on a culture of learning within the school

Resource Implications: Training costs will be a function of how wide-spread implementation is; Low material costs.

Impact: Medium-term impact as schools become better able to improve their own teaching; coupled with other initiatives, through which teaching skills and strategies enhanced, could have high impact on learning outcomes.

Key Assumptions: (1) School staffs can be made to work productively together on improving teaching, (2) communities and local authorities will support – materially – teacher improvement efforts

Component 2: Promoting a whole school approach to school governance management & improvement**IR 2.3:** Attendance of children especially girls is maximized**Sub IRs:**

- Grants awarded to support attendance of vulnerable children, especially girls
- Communities more aware of barriers to attendance
- Schools making decisions to alter schedules in response to local needs

Rationale: A number of structures already exist but are not always functioning; addresses priority of using school directors and principals as on-site support for teachers.

Illustrative Activities:

- a. System of grants for vulnerable children especially girls
- b. Community and parental awareness-raising activities
- c. Flexible school schedules based on appropriate calendar to suit community
- d. After-school clubs

Resource Implications: Grants would be small, so not big project cost. Activities promoting the approach would piggy-back on other school level interventions

Impact: High impact on attendance, could have high medium-term impact on learning outcomes

Key Assumptions: (1) barriers to attendance are amenable to school/community level solutions, (2) system will support ideas developed and implemented at the school level (e.g. if schools chose to go to flexible hours, system will permit it).

Component 2: Promoting a whole school approach to school governance management & improvement**IR 2.4:** Opportunity to learn is maximized**Sub IRs:**

- Increase number of days schools are open during the year
- Decrease teacher absenteeism
- Partnerships formed to address reasons for teacher absenteeism

Rationale: Critical feature of improving teaching and learning at the school level is assuring more time for instruction; Problem of school closing and teacher attendance can best be addressed locally (within a national framework promoting these issues (see component 5).

Illustrative Activities:

- a. CPs and school directors/principals receive training in collecting information and facilitating dialogue around school being open
- b. CPs and school directors/principals receive training in collecting information and facilitating dialogue around teacher attendance
- c. Local authorities enlisted to find creative solutions to issues that impact teacher attendance (e.g. need to travel to collect pay, social problems faced by teachers and their families)
- d. PPP and union involvement promoted to provide support to teachers at the local level to deal with health and social problems

Resource Implications: Low input costs, process costs will piggy back on other school level interventions

Impact: High impact as instructional time is increased

Key Assumptions: (1) schools/communities can devise interventions and strategies that will improve OTL, (2) schools will make use of additional days/hours for additional, effective instruction.

Component 2: Promoting a whole school approach to school governance management & improvement**IR 2.5:** More schools develop school environments more conducive to learning**Sub IRs:**

- Less schools operating in temporary facilities
- Communities, school personnel and local authorities mobilized to support improvements in the school environment
- Less overcrowded facilities and increased capacity to accept students into middle school

Rationale: Minimum conditions need to be in place in order for learning to be maximized; Communities and school personnel can be rallied around visible improvements in school environments; Teachers and students can be more motivated in better environments.

Illustrative Activities:

- a. Set up grant mechanism for funding improvements in school environments
- b. Launch process to establish minimum quality standards for school environments
- c. Train communities/school personnel to evaluate their schools with respect to minimum quality standards
- d. Continue to fund construction of middle schools in rural areas making use of improved FAR mechanism

Resource Implications:**Impact:**

Key Assumptions: Lessons from PAEM at mobilizing communities around school construction or rehabilitation can be generalized; Schools/communities will not become too focused on physical infrastructure to the neglect of interventions that directly impact teaching and learning; FAR mechanism for school construction can be modified to deal with government cash flow problems.

Component 2: Promoting a whole school approach to school governance management & improvement**IR 2.6:** A feeder pattern-based approach to school improvement is adopted and spread**Sub IRs:**

- Greater collaboration among elementary schools in a common geographic area
- Greater collaboration among elementary schools and nearby middle school

Rationale: Natural feeder patterns can be exploited to begin treating elementary and middle schools as parts of the basic education cycle; Middle schools can identify the specific problems students coming from elementaries are encountering and those problems can then be addressed through training and support to elementaries.

Illustrative Activities:

- e. Middle schools helped to conduct analysis of problems faced by incoming students
- a. Middle schools helped to track student performance by the elementary school they come from
- b. Teachers helped to work together to identify specific needs of students and to devise strategies for addressing them at elementaries and through remediation in middle schools

Resource Implications: Low, mostly process oriented

Impact: Could have high impact on success rates of students transitioning from elementary to middle.

Key Assumptions: (1) school want to collaborate with each other; (2) middle schools would want to work with elementary schools on issues relating to students coming to them; (3) overcrowding does not become an issue.

COMPONENT 3**Component 3: Supporting an integrated approach to teacher development****IR 3.1:** Modes of teacher recruitment and initial training become more diverse**Sub IRs:**

- Increased recruitment of primary school teachers, especially women
- Increased teacher satisfaction resulting from being able to teach in own town/area
- Increased rate of certification of teachers, reduced bottlenecks at FASTEF
- More effective teacher training at lower cost

Rationale: Bottleneck at FASTEF, delays in provision of certified teachers, demotivation of teachers, strikes, bias against women who cannot spend 6 months at regional EFI or 2 years at FASTEF in Dakar.

Illustrative Activities:

- a. Explore alternative mechanisms for recruiting primary teachers locally, taking into account local language skills, willingness to stay in area, desire to work with children, and giving priority to women
- b. Explore mechanisms for recruiting middle school teachers locally and training in satellite centers
- c. Develop school-based model of initial training, with modules and short face-to-face sessions
- d. Develop accelerated training program for vacataires (could be combined with 1c)

Resource Implications: Medium to high for options a, c, d during set-up period; once established, costs lower than institutional training model. Option b: high if satellite training centers established

Impact: Options a, b, d: The more site-based support given, the higher the impact. Option c: higher than regional centers, especially for women

Key Assumptions: (1) This activity would work in complement to FASTEF and EFIs, (2) Sensitization programs could ensure alternative programs are not viewed as second class.

Component 3: Supporting an integrated approach to teacher development**IR 3.2:** Modes of teacher in-service training become more diverse**Sub IRs:**

- Increased number of teachers trained in shorter period and at reduced cost
- Increased interest, learning

Rationale: Improve the quality of training by delivering through different channels; Decrease cost; Make training more interesting and relevant

Illustrative Activities:

- a. Introduce modularized training that makes use of student teacher cluster/study groups, peer observation & on-site support visits by pedagogical supervisors, leading to certification or upgrading (could be linked with FASTEF distance education program)
- b. Introduce alternate technologies – e.g. PMP audio players to provide teachers with menu of content options to upgrade their content knowledge; Video cameras that can be used by teachers or CPs linked to projectors to share best practices & facilitate peer observation & micro-teaching; Use of cell phone and internet technologies for sending and receiving training data, setting up communities of learners and info sharing/chat opportunities, and providing feedback to MOE
- c. Local radio to support academic training and awareness raising

Resource Implications: Depending on model chosen, could be low or high. Low=more distance technologies such as PMP. High=greater face-to-face contact by mobile trainers

Impact: The greater the mix, including face-to-face support, the greater the effect on teacher knowledge, attitudes and behavior change

Key Assumptions: (1) Different approaches/ combinations developed for different contexts, needs; (2) Ideally, comparative pilots would be set up at equivalent costs to test effectiveness of each option.

Component 3: Supporting an integrated approach to teacher development

IR 3.3: Different channels for career advancement put in place, including routes for teachers to become managers, especially for woman.

Sub IRs:

- A substantial number of teachers each year are recognized for exceptional service
- Increased recognition of teachers and their importance in society leads to increased recruitment of high quality candidates
- More teachers, especially women, have access to leadership positions

Rationale: At present, promising and ambitious teachers have no incentive to strive to be better teachers. Informal recognition programs and formal alternative programs give them options and access to positions they otherwise do not know about, or can only obtain by chance

Illustrative Activities:

- a. Create informal teacher public recognition programs and campaigns: e.g., school-based ceremonies, media, activated teacher and school support from communities
- b. Create formal alternate programs for teacher advancement – e.g., exercises leading to nomination as a head teacher or principal, advanced teacher training leading to some type of advanced certification (such as Board Certification in the US)

Resource Implications: Low to initiate, could be high for GOS in the long term, depending on conditions of teacher remuneration

Impact: Medium to high, but longer term: Raising the visibility and esteem of teaching as a profession.

Key Assumptions: (1) GOS has financial resources to support teachers who achieve higher levels of training, (2) Advanced teacher development programs might be developed or managed by profit or nonprofit sector (Board Certification process in US is conducted by nonprofit), (3) Teachers would be prepared to make time and financial sacrifice for advanced training.

Component 3: Supporting an integrated approach to teacher development

IR 3.4: Monitoring and evaluation data on teacher education and development strategies and activities increasingly available

Sub IRs:

- Increased availability of data on the performance of teacher education and support systems
- Mechanisms in place for using teacher training M&E data to make decisions based on program and cost effectiveness

Rationale: Concern widely shared that little is known about the effectiveness of teacher education programs, and the need to be able to monitor them and evaluate their impact.

Illustrative Activities:

- a. Create an M&E system that examines the quality of training results in terms of teacher knowledge, skills and attitudes, student learning, and harmony with curricular priorities
- b. Train MOE M&E personnel, IA, IDEN, EFI, and PRF staff to implement M&E program
- c. Create mechanisms for the use of M&E data for decision making

Resource Implications: Medium if costs of implementation could be shared by decentralized personnel within existing budgets

Impact: High, since program quality would increase and costs savings could be realized.

Key Assumptions: (1) MOE is prepared to adopt “a culture of evaluation” and data-driven decision-making, (2) Problems of reform management (“pilotage”) can be solved so that M&E system can be successfully implemented.

Component 3: Supporting an integrated approach to teacher development**IR 3.5:** More PPPs promoted and enacted designed to support teacher upgrading and assistance**Sub IRs:**

- Increased involvement of local industries and communities in teacher development
- Additional resources available to support teachers and teacher development activities

Rationale: While the government is responsible for ensuring delivery of quality education, it cannot be the sole resource provider. Industry has a strong stake, as well as stakeholders who can provide unconventional but nevertheless critical financial and material support to teacher training efforts. If the system is to expand and improve, these sources should be tapped.

Illustrative Activities:

- Investigate employment needs of local industries and identify ways those industries can provide support for teacher training that can, in turn, lead to the development of employable skills amongst their students – e.g., IT training, hospitality industries, training and internships provided by local Chambers of Commerce, etc.
- Explore mechanisms for recruiting material support from local communities for teacher training: – e.g., preparing lunch for teachers clustered on training days, producing instructional materials such as posters out of local cloth, cardboard geometric shapes, science corners out of found objects, etc.
- Recruit local community members to assist with teacher training – e.g., retired teachers providing on-site support for teachers as classroom aids, observation of teachers, tutoring, English clubs, etc.
- Reward community contributions to teacher training – e.g., prizes, media recognition, etc.

Resource Implications: Low**Impact:** Medium

Key Assumptions: (1) A willingness on the part of local communities to participate in voluntarism and cost-sharing of public education, (2) sustained support by the government to identify, foster and provide ongoing support for school-community linkages.

COMPONENT 4**Component 4: Support assessment, learning and a culture of evaluation****IR 4.1:** Develop national M&E system, including mechanisms for tracking OTL and student achievement**Sub IRs:**

- Availability of real-time data on system performance
- Increase in data-driven decision making
- System adjustments based on assessment findings – e.g., improved OTL indicators, modification of instructional programs, remediation programs launched, etc

Rationale: Broad concern about the lack of real-time data on system performance and consequent inability to make data-driven decisions on program implementation or system improvement; Reported concerns about the reliability of OTL data.

Illustrative Activities:

- Assess SNERS program and make recommendations re: its continuation or revision
- Develop test design, item bank and tests for annual system diagnosis
- Train education authorities and evaluation specialists in system and test development and use

Resource Implications: Medium if SNERS is adaptable, high if not**Impact:** Potentially high re: provision of actionable information and system improvement

Key Assumptions: (1) SNERS can be adapted to meet needs of regular evaluation system, (2) Resources exist to sustain evaluation program over time, (3) MOE committed to sharing results at regional and district levels in order to ensure change in educational practice.

Component 4: Support assessment, learning and a culture of evaluation**IR 4.2:** Develop standardized continuous assessment methods**Sub IRs:**

- Standards, pacing guides, lesson plan books and assessment tools for teacher use
- Formative assessment data that can be shared across districts or regions during the school year
- Improved instructional decision making and practice
- Improved readiness for national assessments

Rationale: Other projects, such as PAEM and PEB, support informal continuous assessment efforts. Standardized (formal) continuous assessment complements these efforts by providing teachers with tools to assess learning in systematic way, facilitating analysis, comparisons & dialogue across districts/regions; As with more informal method, results can be used to improve instructional design and delivery; If all materials are developed, provides teachers with step-by-step subject- and grade-specific teaching and assessment strategies for the entire year.

Illustrative Activities:

- a. Develop standards, pacing guides, and lesson plan books for teacher use.
- b. Train teachers, education managers and authorities, pedagogic supervisors and parents in the rationale and use of standardized continuous assessment to improve instruction
- c. Pilot standardized continuous assessment methods and compare results with control schools

Resource Implications: Medium to high, depending on extent of materials to be developed

Impact: High: Noticeable changes in instructional planning and delivery can be anticipated

Key Assumptions: (1) Addition of standards to current curriculum reform will not overwhelm MOE or end users, (2) Curriculum experts and end users receptive to standards-based approach, (3) Items can be linked to national M&E system allowing for greater integration of curriculum with national assessments, (4) This activity could take the place of the development of standardized tests currently being conducted by IAs and IDENs, (5) Assessment approach would be harmonized with PAEM, PEB and other efforts.

Component 4: Support assessment, learning and a culture of evaluation**IR 4.3:** Link assessment results to nationwide implementation of school report cards**Sub IRs:**

- Assessment results incorporated into school report cards, thereby providing objective data on student (and therefore school) performance

Rationale: School report cards as used by PEB and other projects, link school expenditures to learning outcomes in cost-benefit analysis. Formative and summative assessment results can be used for this purpose; Would facilitate nation-wide implementation of school report cards.

Illustrative Activities:

- a. Where school report cards are being used, incorporate assessment results as one measure of school effectiveness.
- b. Incorporate interpretation of assessment results in training of School Management Committees.
- c. Provide training for School Management Committees, project personnel, and education stakeholders in purpose and use of incorporating assessment data into school report cards

Resource Implications: Low: information on assessment data and how to interpret it can be added to already existing training programs

Impact: Medium: Student achievement is one of several measures of school performance

Key Assumptions: (1) Achievement data can be rendered sufficiently simple and user-friendly, (2) Users of school report cards appreciate the value of standardized performance data.

Component 4: Support assessment, learning and a culture of evaluation

IR 4.4: Pilot incentive systems for schools, teachers and students who perform well according to assessment data

Sub IRs:

- Use of assessment results to improve teaching and learning becomes well-known and popular
- Teachers and school communities become motivated to improve student learning outcomes

Rationale: In addition to school report cards, numerous channels can be used to help end users learn more about using assessment to improve teaching and learning, as well as to share (“brag about”) results to a wider audience.

Illustrative Activities:

- Make use of existing communication networks (e.g., MOE portal, PEB-supported electronic media) to publish results of assessment data and share items and tools
- Organize events (e.g., competitions, chat rooms) through which students, teachers and school managers can learn about assessment and post their achievements to a wider audience

Resource Implications: Low to medium, depending on types of activities chosen

Impact: Medium, but could have longer-term impact if system of incentives catches on

Key Assumptions: End-users understand and appreciate the use of assessments for improving teaching and learning

COMPONENT 5**Component 5: Promote and help establish enabling conditions**

IR 5.1: Opportunity to learn is increased as schools are open more days and teachers are absent less

Sub IRs:

- Increase number of days schools are open during the year
- Decrease teacher and student absenteeism
- National system for monitoring OTL (school open, teacher present, students present) in place

Rationale: Increased OTL takes place at school level, but national campaign would raise the profile and lend support to such efforts; Culture of accepting numerous disruptions to the school year needs to be counteracted by campaign to raise the importance of instructional time; Data on actual time spent in class (including student and teacher attendance) would help make the issue more concrete.

Illustrative Activities:

- Introduce national campaigns to promote school being open, teachers being present and students being present, including rewards for schools/communities that improve the most on these measures
- Provide support to local authorities and school management committees to discuss/address the factors that contribute to school being opened or closed, teachers being present, and students being present.
- Develop monitoring tools to be used by CGEs to track school being opened, teacher presence and student presence.
- Provide training to CGEs and IDEN in the use of these tools.
- Provide training and tools to IA and DPRE to track OTL as a key school-level indicator

Resource Implications: Not high, but need resources to be used in different ways – e.g. employing advertising and media firms to design and carryout communication campaigns.

Impact: Provides longer-term framework for immediate impacts achieved through school-level actions.

Key Assumptions: (1) Public frustration about disruptions to the school year could be channeled into supporting a campaign to address the problem; (2) unions would not resist attempts to appropriately monitor teacher attendance; (3) local authorities and communities would be able to monitor and deal with reasons school being closed and for teacher and student absence.

Component 5: Promote and help establish enabling conditions**IR 5.2:** Reading fluency promoted as an accessible indicator of school performance**Sub IRs:**

- EGRA refined and introduced as national indicator of school performance
- National campaign focused on reading ability launched
- Media outlets providing more coverage of issues related to students demonstrating ability to read
- School effectiveness increasingly judged by how well students can read/do math

Rationale: School effectiveness needs to be promoted in a tangible way that addresses learning before CFE or BFEM results; EGRA can provide easy to understand “images” of what reading skill is.

Illustrative Activities:

- Partnership with Hewlett Foundation to refine EGRA methodology for Senegal
- Enlist support of media companies to produce radio and tv spots on reading fluency (see Peru example)
- Data compiled to show relationship between reading and OTL, instruction, and other school factors
- Data used for national campaign promoting successful schools are ones in which students read

Resource Implications: Medium – depends on nature of partnership with Hewlett and whether media companies would work for reduced rates as public service; would make use of tools and training being promoted through M&E component

Impact: Raise visibility of reading as an issue, could have high medium term impact on what goes on in schools

Key Assumptions: (1) Hewlett is going to promote EGRA in Senegal and would be willing to partner with USAID, (2) reading fluency measures can have meaning at both elementary and middle school levels.

Component 5: Promote and help establish enabling conditions**IR 5.3:** Develop & pilot integrated system of teacher development & evaluation linked to performance monitoring & career path**Sub IRs:**

- A common vision/definition of a competent teacher, providing a basis upon which articulation of initial and ongoing training can be structured
- A set of measures by which teacher competency can be assessed
- A system of assessing teachers leading to systematic advancement in a career path

Rationale: In response to the concern that pre- and in-service teacher education needs to be articulated, a shared vision of the competent teacher and mechanisms for assessing and rewarding competence can serve as the starting point for developing a coherent curriculum for producing such teachers.

Illustrative Activities:

- Build consensus among stakeholders concerning the profile of a competent elementary and middle school teacher, including a series of competencies (knowledge, skills, attitudes)
- Based on profile, develop a set of standards and procedures by which competencies can be measured, from initial training to CPD (e.g., via classroom observations, evaluations by supervisors, and student learning outcomes)
- Make proposals to MOE to enhance career path with an eye to continuous professional development

Resource Implications: Low: can build on existing USAID efforts (e.g., PAEM-defined teacher competencies) and can be joined to PEB or other projects as part of teacher development activities

Impact: Medium to high, but longer term, depending on the extent to which the system of assessing teacher competence and linking advancement to career structure is adopted

Key Assumptions: (1) MOE willing to advance teachers’ careers on basis of performance, not just seniority (unions support this), (2) Financial resources available to compensate teachers who advance through the career ladder, (3) Financial resources available for training and managing assessors and processing data.

Component 5: Promote and help establish enabling conditions**IR 5.4:** National teacher training & continuing professional development communicated & implemented**Sub IRs:**

- Policy finalized
- Strategies for communicating policy developed and implemented
- Administrators throughout the system informed and monitoring the new policy

Rationale: Policy currently exists in draft form, and needs to be finalized, disseminated, and implemented**Illustrative Activities:**

- a. Review and modify policy to reflect most recent developments in the sector
- b. Enlist communications specialists in developing dissemination strategies/tools
- c. Provide opportunities for administrators to learn about the new policy

Resource Implications: Low investment for project**Impact:** No immediate impact on learning, but solidifies profession for longer-term sustainability**Key Assumptions:** One option is to ensure that the policy is worded in such a way that cost implications remain open, thereby enabling the policy to be enacted while further negotiations about cost can be carried out.

Annex F: USAID/PAEM – Some Lessons Learned

The purpose of this section is not to evaluate PAEM but to assess which aspects might be worth building on for future projects. Our research found unanimous appreciation for the project both at central Ministry level and within the field. Below are some of the specific aspects of the project that contributed to its success.

- Being housed within the MoE and having local offices with dedicated staff housed within the IAs created enormous advantages for the project.
- Beginning with school construction and an initial focus on the school environment proved an excellent, high visibility way to motivate and mobilize the school community to take ownership of improvements at the school level.
- The project has been successful in improving the climate for girls in middle schools and communities through multiple initiatives including:
 - Providing incentives for girls to stay on in schools
 - Giving women in communities and women teachers more voice
 - Raising community awareness to place more value on girls' education and creating stronger bonds and shared values of community leaders, justice officials, religious leaders
 - Promoting changes in male behavior through the Zero Tolerance campaign, amongst others
- Challenging and changing the way individual staff within the MoE view their jobs, their responsibilities and their need to be accountable to parents, communities etc. This was accomplished in part, by regularly getting ministry staff, many of whom rarely travel outside the big towns, into the schools in rural parts of the country.
- Capacity-building of ministry staff through involvement with specific aspects of the project, e.g., materials design and development, testing and assessment. A register of staff and skills should be left behind in order to enable future projects to make use of and provide further opportunities, possibly in the form of participant training, to these individuals.
- Strengthening the skills of ministry staff (e.g., IS, IVS, CPI, IDENs) in a range of skills including planning and training as well as in ways to create more community partners.
- Helping schools understand and use performance data to improve learning.
- Supporting ways of professionalizing school principals through providing five training modules to all principals in the country aimed at helping them deepen and improve their roles and responsibilities and geared towards a set of professional performance standards for principals.
- Promoting school-based improvement through strengthening the school improvement planning process. Setting up "amis de colleges" to act as critical friends to schools to provide an external eye on school improvement. Beginning work on standards for effective schools.
- Supporting cross-disciplinary teacher training including the promotion of critical thinking skills.
- Targeting all aspects of the life of the school community to improve climate and results (although not within an explicit conceptual framework).

As well as the processes mentioned above, USAID/PAEM has developed a number of products which could be used and built on in future projects including:

1. Training modules for teachers and school principals including worksheets, handouts and full trainer notes
2. Three student performance tests in math, SVT and physical sciences which could be used annually to track student performance
3. Training modules for CGE to aid in school improvement planning
4. Instruments to track teacher performance

One area in which USAID /PAEM could have done more is in the monitoring and evaluation of its initiatives. The student performance tests and the teacher performance study came relatively late in the life of the project. Future projects might wish to partner with US and Senegal institutions to carry out relevant research, e.g., looking at links between various trainings, on-the-job performance, and student learning outcomes.

Program Description: Technical Approach and Activity Components

USAID's new education program aims at improving the quality of education in primary and middle schools in Senegal. The improvements in quality supported by this program will help USAID and the Government of Senegal reach the goal of better educated youth by addressing four main components: (1) Acquisition of basic skills, (2) School governance and management, (3) Coordinated Teacher Training, and (4) Assessment and monitoring and evaluation. Details for the types of activities and results envisaged for each of these components are provided below. The levels of education to be targeted by each component are indicated in the component and sub-component descriptions.

Geographically, the project is expected to begin in regions where the USAID/PAEM project has already established working relationships with governmental, administrative and technical offices, as well as with a variety of civil society organizations and stakeholders. USAID/PAEM is active in Fatick, Tambacounda, Kolda, and Ziguinchor. The strategy of this program will be to build off the relationships in two of those regions, Fatick and Tambacounda, in order to more rapidly advance the project's objectives. However, activities in this program will target elementary schools as well as middle schools, so even in the regions where USAID/PAEM was active, new relationships will need to be forged with elementary schools and their communities.

Fatick is included in this project because of its proximity to Dakar, which facilitates implementation start up, short visits, supervision, support, observation and evaluation of project activities. Fatick has approximately 127,000 students in 700 elementary schools and it is one of the regions with the lowest reading and math scores on the most recent PASEC tests. The recent preliminary PASEC report found that the poorest regions in Senegal had the lowest educational outcomes. Tambacounda, also with higher than average poverty, is furthest from Dakar, has the second highest number of elementary schools, 825, and one of the highest drop out rates in the country. In addition to these regions where USAID/PAEM was active, the project could spread from the work there to two other regions, Djourbel and Kaolack. Djourbel, like Fatick, is also close to Dakar, and being adjacent to Fatick, would make the spread of the project easier. Djourbel, with the fourth highest incidences of poverty, has the lowest enrollment rate of any region in Senegal, and has experienced the least amount of growth in enrollment during the PDEF. It also has one of the highest drop out rates; only 31% of students who enroll in CI, end up completing primary school. This presents an opportunity to see whether quality improvements can stimulate access through greater demand for and persistence through elementary school. The project could also move into Kaolack from Tambacounda. Kaolack, has almost 800 elementary schools and over 145,000 students. It also has the third highest incidence of poverty in the country, higher than average drop out, and thus can also benefit from investments in improving the quality of education. CM2 students in Kaolack have the second lowest average pass rate on the CFEE.

The four components included in this program description derive from and are responses to the findings of "The Quality of Basic Education in Senegal: A Review," conducted in late-February/early -March of 2009. Several options were developed on the basis of that review, and the four components contained in this program description are believed to be the ones that are best suited for action at this point in time. Applicants are encouraged to refer to the quality review full report and, on the basis of that report and their own investigations, to verify and further develop the linkages between these program components and the challenges and opportunities present in the education sector in Senegal. Applicants should be explicit about the development assumptions and hypotheses upon which their

proposed approach, strategies, and activities are based, making clear links between problems and solutions. They should also include implementation milestones and targets in their monitoring and evaluation plans and explain how progress towards those milestones will be used to test their initial assumptions and hypotheses.

The four components are conceived of as an integrated approach to addressing quality concerns and there will be considerable overlap across not only these components, but also between this project, USAID's other activities and other projects in the education sector. Attention should be paid to maximizing the potential synergies within this program and between it and other projects in the sector. That being said, resources within the project must be parceled out to the different components and subcomponents according the applicants vision for how best to achieve the desired results. The table below shows how project resources could be distributed across the different elements of this program. Note that it is indicative, and not meant as an absolute requirement. Applicants should justify the distribution of resources they propose in terms of how the relative weight accorded different components and subcomponents relates to the expected implementation and impact of this program.

Budget Breakdown By Components/Subcomponents		% of Total
1. Acquisition of Basic Skills		35%
1.1	Elementary Teachers trained in reading and math instruction	13%
1.2	Reading and math materials provided to target elementary schools/communities	7%
1.3	EGRA & EGMA used in target elementary schools	5%
1.4	Elementary and middle school students have access to remedial instruction	5%
1.5	Promote policies and communications that support basic skills acquisition	5%
2. Whole school approach		25%
2.1	Collaborative school management promoted and supported	4%
2.2	School-based staff development opportunities promoted and supported	4%
2.3	OTL framework utilized to guide school improvement processes	5%
2.4	Grants to schools provided to support OTL improvement plans and to address minimum conditions	5%
2.5	OTL measures and student outcomes monitored at school level	4%
2.6	Promote policies and communications that support the whole school approach and OTL framework	3%
3. Coordinated Teacher Training		20%
3.1	Improve coordination of and diversify pre-service and in-service delivery mechanisms	8%
3.2	Support the definition of teacher competencies and the articulation of pre- and in-service curricula	7%
3.3	Make career structure more rewarding/merit-based and develop and promulgate teacher training and professional development policy	5%
4. Assessment and Monitoring and Evaluation		20%
4.1	Reinforce monitoring and evaluation capacity at central and decentralized levels	5%
4.2	Improve the use of assessment data in management decisions	5%
4.3	Promulgate the use of report cards for tracking school improvement	5%
4.4	Promote policies and communications that support the use of data for monitoring, evaluation and accountability	5%
TOTAL		100%

Component 1: Acquisition of Basic Skills

The true measure of the quality of an education system should be the extent to which it helps young people acquire a foundation of basic skills – namely literacy and math – in elementary school, then consolidate those skills in lower secondary or middle school as the basis for the further learning and skills development that will serve them as they enter society, the workforce, and make decisions that will impact the rest of their lives. Improving quality in Senegal should therefore focus on the acquisition, remediation and consolidation of the foundations of literacy and math skills as an essential feature of basic education. Component 1 assembles a set of strategies to help schools better ensure that students acquire basic skills in reading and math. Since students rely on reading in French to access content in all the other subject areas, and since they are evaluated in French, they need to secure a solid foundation of reading French in order to succeed in school (and to keep open their options for life after school). Basic math is equally important as a foundation skill and an approach to reasoning that serves as the basis for further education in the sciences and technology. In addition to promoting strategies aimed at improving reading and math instruction, this component will also include activities aimed at increasing the quantity and variety of materials available at schools to support students learning to read and apply math and will include introducing early grade assessments as tools for school-based feedback on student performance. This component also foresees introducing remediation as a deliberate strategy to support students who are below an expected level of reading or math skill for their grade. And lastly, Component 1 should include a communication campaign aimed at promoting reading and math as important basic skills, making these skills understandable to a wide array of stakeholders, and mobilizing a variety of stakeholders and constituents to demand and support improved basic skills acquisition in elementary schools. Applicants should develop an approach to this component that maximizes the synergistic interplay of each of the subcomponents described below. In particular, it will be important to articulate how the conjunction of these subcomponents will increase the likelihood of appreciable impact in terms of student learning outcomes in the short to medium term. Applicants should devise strategies for this component that over the life of the project reach 200 elementary schools, while also considering how some subcomponents can be drawn on and applied in as many as 25 middle schools previously supported by USAID/PAEM as well (in particular, subcomponent 1.4 dealing with remediation of reading and math skills). Proposals should explain a strategy for beginning with a reasonable number of schools, perhaps working in clusters, and then increasing within a region and across regions, or in whatever manner the applicant thinks is strategically justified.

Subcomponent 1.1: Teachers trained in reading and math instruction

Student achievement in reading and math in elementary schools in Senegal has been declining in recent years, and many teachers have not received sufficient training specifically targeting strategies for teaching reading and math. The new competency-based curriculum for elementary grades provides some structure and materials, but teachers will require additional support if the quality of teaching and learning in reading and math is to improve in the near term, particularly in a foreign language (French). Activities proposed for this subcomponent must ensure that elementary school teachers receive training in methodologies and instructional techniques specifically designed to help students learn to read and do math, when the instruction is in a language other than that spoken in the milieu of the school and community. The new curriculum assumes that students can both learn French and learn to read in French at the same time. Learning to read in a foreign language when one is already literate is quite a different task from learning both the language and the concepts of reading at the same time. The new curriculum is not adapted to address this particular challenge. Activities under this subcomponent should propose specific ways to better equip teachers in Senegalese elementary schools to respond to that challenge.

Desired result for Subcomponent 1.1

- Increased use by teachers of techniques specifically designed to better promote student acquisition of basic reading and math skills in grades CI through CM2

Illustrative activities for Subcomponent 1.1

- Assessing current practices in the teaching of reading and math
- Identifying specific teaching strategies that can be utilized by teachers to better promote reading and math skills in elementary grades, in particular strategies that respond to the language of instruction challenges present in most Senegalese schools
- Designing and implementing a system of teacher training and support that can intervene at the school level or school cluster level to supplement existing teacher training plans, with a focus on strategies for teaching reading and math in French
- Developing systems for recognizing teachers and students with exceptional performance in the teaching and learning of reading and math
- Using the implementation of the teacher training in instructional strategies to identify a subset of teacher competencies related to instruction in reading and math and including those competencies in the work on teacher profiles envisioned in Component 3.

Standard indicators for Subcomponent 1.1

- Number of teachers trained with USG support
- Number of students served by teachers receiving training with USAID support

Possible custom indicators for Subcomponent 1.1s

- Number and percentage of teachers using improved strategies for teaching reading and math
- Frequency of use of improved strategies by teachers in target schools
- Changes in student performance in reading and math in classrooms where teachers use improved strategies

Subcomponent 1.2: Reading and math materials provided to target elementary schools and communities

Even if the training activities result in improved teaching and learning of literacy and math, gains are unlikely to be significant or sustained without sufficient material support. Teaching and learning materials do exist in Senegalese schools, but are rarely articulated (e.g., series of readers), are seldom in sufficient supply, and when they do exist, often are not regularly used in the classroom. Yet learners in the initial stages of literacy and numeracy acquisition learn best when they are regularly exposed to print and examples of math in the real world. The persistence of the problem of lack of teaching materials at too many schools in Senegal is discouraging. Anecdotal observations and national statistics indicate that many schools are operating without the necessary basic learning materials. The new curriculum which is to be rolled out in the coming school year will require an infusion of many documents – for trainers, for teachers and for students. The challenges of getting books out to schools, managing them well, and making sure they are used remain. Applicants are encouraged to innovate in response to this persistent problem. This project should promote creative ways to get books, in particular, other than textbooks, out to schools, as well as encouraging and piloting innovative collaborations and partnerships for managing and maintaining school stocks of books.

Desired result for Subcomponent 1.2

- Greater number of reading and math materials available for teachers and learners in school and the surrounding community

Illustrative activities for Subcomponent 1.2

- Analyzing areas in which additional literacy and numeracy materials can support the new curriculum
- Procuring or developing instructional, resource and supplemental materials to support literacy and numeracy acquisition
- Innovating and enterprising with approaches to the creation of literate environments at elementary schools and in their surrounding communities – e.g., book boxes, learning corners, “flooding” schools with materials, school libraries, community resource centers, etc. Emphasis should be placed in particular on making reading books available (i.e. story books, not textbooks)
- Communicating about and promoting the value of literacy and the fun/importance of reading
- Engaging with parents, communities, civil society organizations, the private sector, and philanthropic sector to assist in the development, provision, or fabrication of “low cost” instructional, resource and supplemental materials to support literacy and numeracy, such as flash cards, word cards or other simple materials
- Developing policies for the management of instructional materials at the school level, including security procedures, arrangements for use by different teachers, and lending policies

Standard indicators for Subcomponent 1.2

- Number of textbooks and other teaching and learning materials provided with USG assistance
- Number of learners enrolled in USG-supported primary schools

Possible custom indicators for Subcomponent 1.2

- Proportion of literacy and numeracy materials per student
- Percentage of time teachers and students use instructional materials
- Percentage of instructional materials provided through public/private partnerships
- Quantity of resource and supplemental materials available at the school and in the community

Subcomponent 1.3: EGRA & EGMA used in target elementary schools

Providing quality instruction in reading and math depends, in part, on teachers’ ability to reliably measure student learning, identify the nature of problems they are experiencing, and modify instruction to address these problems. EGRA (Early Grade Reading Assessment) and EGMA (Early Grade Math Assessment) provide teachers and other local actors (e.g., pedagogical supervisors, inspectors) with tools to perform these diagnoses and improve instruction. EGRA and EGMA also empower local actors to conduct their own assessments and raise awareness about the importance of meeting reading and math standards at each grade level. The use of EGRA and EGMA thus provides increased likelihood that reading and math performance will increase. EGRA has been piloted in both French and Wolof by the Research Triangle Institute with World Bank support and the Hewlett Foundation is interested in promoting the use of EGRA to support local language instruction in Senegal as part of its philanthropy in the region. Applicants are encouraged to draw on these efforts and to work in conjunction with these and other partners to formulate a strategy for introducing EGRA and EGMA as school-based tools used by teachers to assess student capacity and progress. Applicants are also encouraged to explore and propose ways in which the results of EGRA and EGMA can be used by schools, communities, and school support personnel to monitor and track school performance and improvement. Activities under this

subcomponent should also be coordinated with and fed into the actions proposed under Components 2 and 4.

Desired result for Subcomponent 1.3

- EGRA and EGMA used to evaluate student learning and the results used to animate school improvement planning and processes at the school level

Illustrative activities for Subcomponent 1.3

- Training teachers, school directors, pedagogical supervisors and inspectors in the implementation and use of EGRA and EGMA
- Training school directors and community members of the school management committees in the incorporation of EGRA and EGMA results in school improvement planning and the creation of “school report cards” at the local level (this would need to align with work being done under Component 2 on school improvement planning and on monitoring and tracking opportunity to learn indicators)
- Using EGRA and EGMA within schools to monitor the effectiveness of strategies, methodologies and teaching techniques introduced to improve the effectiveness of reading and math instruction
- Establishing mechanisms for sharing EGRA and EGMA results with teachers, parents, school directors and education authorities in a clear, understandable and actionable format in order to raise awareness around key instructional issues and ways partners can support improvements in reading and math instruction
- Developing systems for feeding EGRA and EGMA results into district-level and regional planning and teacher training efforts
- See also Assessment, Component 4 below

Standard indicators for Subcomponent 1.3

- Number of teachers trained with USG support
- Number of learners enrolled in USG-supported primary schools

Possible custom indicators for Subcomponent 1.3

- Number of teachers and other education actors trained in the use of EGRA and EGMA
- Number of School Improvement Plans incorporating EGRA or EGMA results into forward planning
- Number of school communities producing and using “report cards”
- Availability of data to correlate use of EGRA/EGMA and student achievement scores over time
- Availability of data to correlate teaching techniques and EGRA/EGMA outcomes over time
- Degrees of appreciation of importance of reading and math by teachers, school directors, parents and the wider community
- Degrees of awareness by teachers, school directors, parents and the wider community of reading and math achievement levels in schools over time

Sub-Component 1.4: Elementary and middle school students have access to remedial instruction in reading and math

As mentioned in *The Quality of Basic Education in Senegal: A Review*, the ministry has just completed the development of a new, competency-based curriculum for elementary schools. A remaining challenge will be helping teachers address the needs of students within the context of the new curriculum. In particular, the curriculum recognizes that remediation may be necessary, but does not offer specific strategies to help students who do not have the skills they need to succeed. Analysis of

the available student outcome data indicates that, for too many students throughout elementary and middle school, lack of basic skills is a serious constraint on their ability to succeed in school and further their education. Research and experience from around the world indicate that students who are behind in terms of basic skills, will not be able to catch up unless supplemental instruction – i.e. additional time and alternative strategies – is provided to them. Schools in Senegal, and in most of Sub-Saharan Africa, do not devote time and resources to supplemental instruction for remedial purposes. This subcomponent invites applicants to introduce and experiment with a variety of approaches to discern how best to meet the needs of students who are in different grades in target elementary schools and in nearby middle schools, but are struggling because of lack of basic skills in reading and math. Applicants should seek out creative approaches to the use of time, the roles of different staff and other adults in the community, mobilization and combination of in-school and community-based resources, and other ideas for how best to promote and successfully provide remedial instruction. The provision of remedial instruction also could be something that is directly promoted through the support to school improvement planning envisioned under Component 2.

Desired result for Subcomponent 1.4

- Students whose performance in reading and math is below grade level are provided with supplemental, remedial learning opportunities at their schools

Illustrative activities for Subcomponent 1.4

- Using EGRA/EGMA results from subcomponent 1.3, identify students in need of remedial instruction
- Planning and carrying out an information/communication campaign aimed at building up recognition of the problem of students lacking basic skills, and building up awareness of and support for the provision of remedial services to those students
- Facilitating discussions at the school level around possible strategies for providing remediation, including how to schedule remedial instruction during the school day, opportunities for supplemental hours of instruction, resources from the community that could be drawn on to support supplemental/remedial instruction, etc.
- Implementing after school/weekend/summer opportunities for supplemental, alternative learning opportunities for students needing remediation
- Collaborating with Peace Corps so that volunteers can support the provision of remedial instruction in elementary and middle schools (e.g. helping organize and run summer camps or after school programs)
- Designing and implementing rigorous monitoring and evaluation of the costs and benefits of different approaches to the provision of remedial/supplemental instruction – i.e. in-school, after school, use of tutors, summer camps, community-based efforts, use of volunteers, etc.

Standard indicators for Subcomponent 1.4

- Number of learners enrolled in USG-supported primary schools
- Number of learners enrolled in USG-supported secondary schools

Possible custom indicators for Subcomponent 1.4

- Number of students impacted by the remedial services supported by USAID funding
- Hours of remedial instruction provided
- Comparison of costs and benefits (in terms of improved student outcomes) of different approaches to remediation
- Learning gains registered by students accessing remedial services

- Carry-over of different teaching techniques (i.e. individualized instruction, experience/service based approaches, etc) from remedial settings to regular classroom settings

Sub-Component 1.5: Promote policies and communications that support acquisition of basic skills

To enhance the effectiveness and increase the impact of Component 1, applicants will be expected to work on a broader level in two particular ways. First, as work progresses in the regions, departments and at the school level, the project will identify specific policy and/or operational constraints (or opportunities) that impact the ability of the project to introduce and support the innovations suggested above. For example, work with teachers to promote strategies for teaching reading in French in the early grades will need to dovetail with the training related to the new curriculum in which teachers will be participating. Work may need to be done with the managers of the curriculum-related training, as well as with the training providers in the regions (EFI, PRF) to identify institutional arrangements that will be mutually reinforcing for the curriculum training objectives and those of the project. At a policy level, the project should gain insight into how teacher management policies or school calendar and school day policies impact the ability of schools and their communities to organize supplemental, remedial instruction. Applicants are asked to define specific ways in which they propose to coordinate their work at the operational level with the need to work at the institutional and policy levels, most importantly, applying the operational lessons to inform policy dialogue, deliberation and decision-making. Second, this project is expected to take a proactive approach to communication, using social marketing, mobilization, constituency building, and other communication techniques to build awareness, rally support, promote innovation, inform stakeholders, engage potential partners and publicize successes and lessons learned. Applicants are required to bring innovative strategies to this dimension of project implementation.

Desired result for Subcomponent 1.5

- Large groups of stakeholders recognize the need for and support the implementation of the strategies pursued in Component 1, as well as the policy and institutional reforms identified as necessary to support and sustain those strategies

Illustrative activities for Subcomponent 1.5

- Identifying key policy and institutional issues related to the innovations and strategies pursued in this component
- Analyzing the specific policy and institutional constraints related to the long-term sustainability of successful features of the activities and strategies piloted by this program
- Identifying key stakeholders at the local, departmental, regional and national levels and mapping their affiliations, connections, and points of view vis-à-vis the approach to basic skills acquisition inherent in this component
- Designing and implementing communication campaigns aimed at raising awareness about the importance of basic skills acquisition, in particular designing communication activities targeting teachers as a key audience
- Designing and implementing information and communication activities that publicize information about acquisition of basic skills in ways that engage stakeholders in understanding the issue and devising solutions for it
- Designing and implementing mobilization campaigns that target education system actors, civil society actors, private sector interests, and other stakeholders to garner support for innovations designed to address improved acquisition of basic skills

- Fostering the growth of constituencies willing to politically and/or materially support innovations designed to improve acquisition of basic skills

Standard indicators for Subcomponent 1.5

- Does your program support education systems/policy reform? If yes, please describe the contributions of your program, including progress against any mission-level outcome or impact indicators.
- Number of laws, policies, regulations, or guidelines developed or modified to improve equitable access to or the quality of education services
- Number of local organizations provided with technical assistance for strategic information activities

Possible custom indicators for Subcomponent 1.5

- Numbers of stakeholders reached through communication/mobilization campaigns
- Amount of material, financial support mobilized for activities under this component
- Number of volunteers mobilized to support remedial activities in schools

Component 2: Whole school approach

Like most other countries in the region, Senegal has been working to decentralize politically and administratively. Local, elected councils have been set up at the regional and sub-regional levels. And the administrative functions of the MOE have been “deconcentrated” to the regional, departmental, and school levels. Numerous new structures have been created at these levels, most notably, school management committees (CGE) to support school governance and management. Where these structures do exist, they complain of poor communication, lack of understanding of procedures and practices, inadequate resources, and the complete absence of skills in the areas for which they are responsible. It is reported that confusion exists about governance and management roles at the school level. In addition, the MOE is implementing a system for school improvement planning wherein local authorities are called on to develop plans for their schools and submit them for funding. However, many stakeholders indicated that the process for developing school plans is not well defined, with no clear parameters for planning, no specific improvement objectives or strategies to be included in plans, no criteria for evaluating plans, and no sense of how small or large an envelope is available for funding such plans. Little attention in plans appears to be paid to interventions that could impact the quality of teaching and learning.

If a vision for decentralized, school-based management is to take hold in Senegal, then clearly significant work remains to be done. For starters, school directors do not necessarily have the skill and competency profiles that best meet the demands of a participatory approach to school-based governance and management (they are usually just senior teachers). Efforts are being put forward within the ministry and through projects such as USAID/PAEM, EDB and the French supported work of Aide et Action to address the challenges of improving local governance and management. What is required is a context for relating governance and management decisions to school outcomes. School improvement planning is supposed to address this, but to date, this has not been the case. EDB will introduce to middle schools tools for looking at the outcomes of teaching and learning at the school level, for relating resources to outcomes, and for better coordinating and aligning actors at the local level. This kind of work should be built on and extended to include elementary schools as well.

Component 2 therefore focuses on promoting a “whole school” approach to school governance, management and continuous improvement efforts. Whole school development models have attempted to change the professional and organizational culture of schools, promoting a more collegial environment with emphasis on collaboration and professional relations among the staff and extended to the local community. They also give considerable attention to teacher development activities as a way to improve student behaviour, learning and achievement (Hopkins 2002). Change is sought at all levels of the school. Teachers engage in professional dialogue and development, and, with the support of external professional agencies, the school culture changes (Harris 2002). Thus the focus is on the school as the unit of change. Whole school approaches have been successfully used to bring synergy to multi-level initiatives within an educational system in a number of countries including Ghana, Benin and Guinea. Such an approach would build on the work conducted by USAID/PAEM at the school level, but frame it more explicitly in the research and methods associated with whole school change and site-based management.

This component should target the same 200 elementary schools included in component 1, as well as support the whole school approach in all the USAID/PAEM middle schools in the regions where the project will be starting out. Applicants should consider how to build on the experience of USAID/PAEM in working with parents, communities and schools to garner support for and participate in decision-making at the school level. Applicants should also indicate how they intend to coordinate and draw lessons from the work of the Basic Education Project, which is working with schools and local authorities on similar issues. Proposals should demonstrate the value-added of the “whole school approach” and indicate how the tenants of such an approach will be operationalized systematically in Senegal.

Sub-Component 2.1: Collaborative school management promoted and supported

Situating proposed strategies and activities squarely within the context of a whole school approach, applicants should indicate how they will use the tenets of that approach to promote and support more collaborative and more effective school-based governance and management. Given that structures exist for school-based management (CGE), and for parental involvement (APE), and that processes for developing school improvement plans are, to varying degrees, being utilized, proposals need to explain how intended strategies and activities will respond to, build on, reorient, or otherwise take account of these existing entities and processes. It is assumed that the whole school approach will provide a framing philosophy, set of principles, and strategies that can help schools get more value from developing school improvement plans, as well as develop and implement plans that are more directly related to improving the quality of teaching and learning. Applicants should demonstrate how research and experience inform how best to operationalize this assumption in Senegal.

Desired result for Subcomponent 2.1

- School management committees function more collaboratively and understand their role in promoting and supporting a whole school approach to school improvement

Illustrative activities for Subcomponent 2.1

- Developing strategies for introducing, promoting and training school staffs and their communities in the essential concepts of the “whole school approach”
- Implementing visioning exercises at school level making use of existing structures such as Amis de College in PAEM areas
- Engaging school communities in defining the school mission and setting specific targets for what they would like their school to do better

- Building on the USAID/PAEM defined competencies for principals to include skills in the areas of promoting, facilitating and supporting collaboration and participatory decision-making
- Providing training /training modules to school communities to foster the promotion of a more collaborative school culture
- Redefining CGE mandate to include more community membership/representation

Standard indicators for Subcomponent 2.1

- Number of school governance structures supported

Possible custom indicators for Subcomponent 2.1

- Changes in composition of school management committees (CGE) in schools targeted by the project
- Number/percentage of schools producing vision and mission statements
- Number/percentage of school management committee members indicating that planning and decision-making have improved and become more collaborative

Subcomponent 2.2: School-based staff development opportunities promoted and supported

Teachers must continue to learn and develop professionally throughout their careers. In Senegal, where a large number of teachers are recruited directly into classrooms with inadequate pre-service preparation, ongoing learning and support are even more important. Apart from in-service training, learning from colleagues is proven to be a powerful vehicle for teacher development. Once teachers are in the classroom, often colleagues and the school principal are the only means of professional development available to them. School-based training and peer-to-peer introduction of pedagogical innovation have been shown to transfer much more easily to the classroom. The report, “The Quality of Basic Education in Senegal: A Review,” found that the cellules pédagogiques, which are meant to provide ongoing professional development opportunities at school level, are largely non-functional apart from in USAID/PAEM schools. Where functional, their work is not linked into broader issues. Meetings tend to be held about discrete issues with little continuity from one meeting to the other. Furthermore, schools in Senegal are increasingly assuming responsibilities for tasks which were previously carried out at central level. Notably, the role of the school principal is expanding to include more quality control and professional leadership; roles for which they have not been trained, with the exception of in USAID/PAEM schools. USAID/PAEM was successful in producing standards-based training modules for teachers and school principals. This component will build on this, making use of and expanding on existing modules and drawing on the experience of USAID/PAEM’s modular provision of training for school principals and teachers. Applicants are expected to demonstrate how their proposals build on the work of USAID/PAEM and develop school-based approaches and strategies for professional development that are applicable in both elementary and middle schools.

Desired result for Subcomponent 2.2

- Staff are actively involved in professional development opportunities at their schools on an ongoing basis

Illustrative activities for Subcomponent 2.2

- Expanding on the USAID PAEM teacher and school principal modules, adapting existing modules for school-based follow on activities and creating additional modules to serve the interests of the whole school
- Introducing peer observation and mentoring and building a culture of learning within the school

- Training school principals and other educators in supervisory positions in mentoring, coaching and other critical support skills
- Supporting and refining the work of the cellules pédagogiques and exploring more cross-curricular site-based training activities at the school level
- Introducing action planning as a means of professional development within the school
- Exploring joint events between clusters of feeder elementary schools and middle schools.

Standard indicators for Subcomponent 2.2

- Number of teachers trained with USG support
- Number of students served by teachers receiving training with USAID support
- Number of administrators and officials trained

Possible custom indicators for Subcomponent 2.2

- Number of site-based training modules produced
- Number and frequency of teacher-to-teacher observations occurring in schools
- Number and frequency of principal observations of teachers occurring in schools
- Frequency and regularity of outside support visits and facilitated on-site training sessions

Sub-Component 2.3: Opportunity to learn (OTL) framework utilized to guide school improvement planning

The amount of time available for instruction is a critical issue in Senegal. The school year is disrupted by strikes and by too frequent teacher absence. Poor student attendance can also limit the amount of instructional time through which students are expected to gain basic skills. Each day school is closed, or one or more teachers are away from school, possible hours of instruction are lost. The loss of hours of instruction may be the single greatest in-school factor contributing to low levels of learning. Gillies defines opportunity to learn (OTL) at its most basic level as school being open, the teacher and students being present, materials being available in adequate number and teachers and students spending time in class focused on tasks that promote learning. He argues that failure to focus on these basic elements of opportunity to learn undermines investments in higher level interventions. In Senegal for example, one could argue that all the implementation effort and resources being deployed to roll out the new competency-based curriculum will see little return if opportunities to learn continue to be constrained by school closings, teacher and student absenteeism, and poor management of the school day.

The issue of adequate time for teaching and learning seems to have risen in importance among many stakeholders in Senegal. This is both a negative and a positive sign. Negative, because it means the problem may be getting worse (anecdotal evidence on this is contradictory, some officials stating that the average number of hours of school has increased in recent years, others claiming that the number of strikes and other lost days is growing). And positive, because it means that enough people may be getting concerned and motivated enough to do something about this issue. While some of the factors that contribute to loss of instructional time are national in scope – i.e. some teacher strikes – experience from other countries indicates that improvements in teacher and student attendance and the number of days school is open can best be brought about through action at the local level. In addition, these kinds of obvious opportunity to learn factors are concrete, measureable and easy to understand, thus providing a specific set of factors school staff, parents, students, the wider community, and local authorities can all focus on as the basis for thinking about school improvement. Rather than defaulting to physical infrastructure or revenue generation ideas, the opportunity to learn framework makes it

possible for school improvement planning to zero in on factors that actually impact the quality of education and the amount of learning that occurs at the school.

Nevertheless, while emphasis is being placed on opportunity to learn, many schools in Senegal lack the basic conditions that would be considered minimal requirements for quality education. For example, the problem of schools operating in temporary facilities (either using existing structures or being housed in simply constructed shelters) is widespread and needs to be addressed. MOE data indicate that of the 33,761 elementary school classrooms in the country, 17% are in disrepair, but are still being used to house students. Overall, 16% of classrooms are classified as temporary structures, with some regions reporting much higher use of temporary facilities. Lack of appropriate facilities, such as latrines, access to potable water, electricity and libraries, is another problem in too many schools in Senegal, especially in rural areas. An opportunity to learn approach in Senegal needs to also account for the physical setting within which teaching and learning is to take place and must help define, promote and help schools work towards meeting a minimum standard for the conditions of schooling.

Applicants are expected to put forward strategies that will raise awareness about the impact of school closing and teacher and student attendance on the available opportunity or time to learn. Applicants are encouraged to make use of the framework developed by the EQUIP2, and presented in “Opportunity to Learn: A high impact strategy for improving educational outcomes in developing countries,” by John Gillies and Jessica Quijada. Strategies proposed should indicate how school improvement planning will be guided by that or a similar framework, and how it will incorporate attention to minimum standards for school conditions.

Desired result for Subcomponent 2.3

- Schools develop and implement improvement plans that contribute to yearly increases from baselines at the start of the project for the number of days schools are open and the rates of teacher and student attendance

Illustrative activities for Subcomponent 2.3

- Introducing school management committees and staffs to the opportunity to learn concept and framework
- Enlisting and training local actors in collecting baseline data on key OTL indicators (number of days school is open; teacher and student attendance, minimum school conditions)
- Building on existing procedures and practices, providing a school improvement planning framework, process, and tools that specifically incorporate OTL factors
- Supporting school improvement planning exercises that take into account key OTL factors
- Promoting and supporting the enlistment of various and diverse actors in finding creative solutions to issues that impact school being open and teacher and student attendance
- Providing training on maximizing use of existing resources
- Mobilizing communities to aid in supporting the establishment of minimum conditions for schooling

Standard indicators for Subcomponent 2.3

- Number of school governance structures supported
- Number of people trained in monitoring and evaluation
- Number of information gathering or research activities

Possible custom indicators for Subcomponent 2.3

- Baseline measures on key OTL indicators (days open; teacher and student attendance, minimum school conditions)
- Extent to which school improvement plans incorporate and address OTL factors
- Number of creative partnerships formed to address issues impacting school being open, teacher and student attendance, and the establishment of minimum conditions

Sub-Component 2.4: Grants to schools provided to support OTL-based school improvement plans and to address minimum conditions

To motivate schools and their communities to produce better school improvement plans, give the school community resources to manage and real operational issues to resolve, and provide resources that schools can use to put their plans into action, the project will make available grants to schools. Criteria for these grants will need to be defined in such a way that they communicate clearly to school communities and local authorities the expectations for the improvement planning process and plan content (i.e. whole school approach, collaboration, attention to OTL factors – including establishment of minimum conditions, collection of baseline data, etc.) as well as expectations for mobilization of local or other resources to complement grant funding. Mechanisms for evaluating school improvement plans to determine grant-worthiness will need to be developed by the project, and applicants are encouraged to indicate how they will do this, and to propose some likely criteria and processes based on experience in similar efforts. Effective communication related to this approach to improvement planning, for example, the definition and targeting of key OTL factors, and the explanation of grant request processes will be vital to the success of this effort. Applicants are encouraged to propose creative, innovative approaches to communication as well as indicate how they will monitor and evaluate the effectiveness of different communication strategies. Using grants to support investments in rehabilitating school infrastructure or purchasing of pedagogical materials would also help motivate actors who, in turn, then work to improve the opportunity to learn conditions of their schools. This was one big lesson from USAID/PAEM, and could be applied in how the “whole school” model is introduced and approached. Applicants are encouraged to discuss and explore how they will support a balanced approach to investments in physical infrastructure and basic inputs to establish minimum conditions for schooling, and attention to other opportunity to learn factors.

Desired result for Subcomponent 2.4

- Schools receive grants to support improvement plans that meet specific criteria and that target improvements in basic opportunity to learn factors and establishment of minimum conditions for schooling

Illustrative activities for Subcomponent 2.4

- Developing procedures and criteria for awarding grants that create incentives for the collaborative, whole school approach to addressing opportunities to learn
- Defining and putting in place mechanisms for grant management and reporting that are not overly onerous for local communities
- Awarding grants to schools and publicizing the activities and improvements schools are able to accomplish
- Developing and implementing innovative, multi-channeled communication strategies and activities designed to inform school communities and other actors about the grant program while promoting the whole school approach, collaborative governance and management and the opportunity to learn framework

Standard indicators for Subcomponent 2.4

- Number of administrators and officials trained
- Number of school governance structures supported
- Amount of private financing mobilized
- Number of people trained in monitoring and evaluation

Possible custom indicators for Subcomponent 2.4

- Quality of school improvement plans (process and content)
- Number and value of grants awarded
- Categories of strategies promoted/supported through grants for addressing key OTL factors
- Impact of grants

Sub-Component 2.5: Opportunity to learn measures and student outcomes monitored at the school level

If target schools are going to work to identify and implement strategies to improve opportunities to learn as one facet of their improvement plans and efforts, then they will need help in establishing the means to monitor improvements in opportunities to learn, and eventual improvements in student outcomes. Essential to being able to address school being open and teacher and student attendance is first being able to consistently measure and monitor them. At the school level, the project will be able to experiment in developing the processes and instruments best suited to local environments in Senegal. It may make sense to have different approaches to this challenge depending on the local context – i.e. the extent to which key community actors are literate or not, the levels of trust in the local community, the preferred forms and media of communication, etc.

Desired result for Subcomponent 2.5

- Target schools and their communities able to monitor and share information about the number of days school is open, teacher and student attendance, and establishment of minimum conditions

Illustrative activities for Subcomponent 2.5

- Developing and testing out innovative processes and instruments for collecting data on the key OTL factors of school being open, teacher and student attendance and minimum conditions for schooling
- Designing curricula for and providing training to CPs, school directors/principals and community members in collecting information and facilitating dialogue around school being open
- Designing curricula for and providing training to CPs, school directors/principals and community members in collecting information and facilitating dialogue around teacher attendance
- Designing curricula for and providing training to CPs, school directors/principals and community members in collecting information and facilitating dialogue around student attendance
- Designing curricula for and providing training to CPs, school directors/principals and community members in collecting information and facilitating dialogue around minimum conditions
- Developing and managing a database to monitor the key OTL factors across all project schools

Standard indicators for Subcomponent 2.5

- Number of administrators and officials trained
- Number of school governance structures supported

Possible custom indicators for Subcomponent 2.5

- Changes in OTL indicators in target schools

Sub-Component 2.6: Promote policies and communications that support the whole school approach and OTL framework

Component 2 pursues a school-level approach to governance and management, and assumes that many of the issues impacting school quality, in particular those associated with the key OTL factors discussed above, are best dealt with at the local level. This point of view was shared by many stakeholders in Senegal. Schools and their communities can work to address many of the issues that impact whether school is open, whether teachers attend regularly and, especially, whether students attend school regularly. However, there are policies and institutional arrangements within the sector that will impact whether schools can and if they are encouraged to work collaboratively with their communities. And there are other system-level factors that impact whether schools can deal with the OTL factors assumed to be amenable to local action. For example, if teachers are forced to wait months to receive their salaries, then they may be de-motivated and more inclined to miss days of school. Or if the union continues to find grievances in how teachers are treated by the ministry, then they are more likely to call for strikes. These are factors that may be beyond the control of the local actors, and for which the project will need to also devise broader, system-level strategies. In particular, under this subcomponent, applicants are encouraged to propose ways to use the work and activity at the school-community level to identify policy and institutional issues on which they can promote or take action on a broader level. In addition, applicants are expected to propose communication strategies that disseminate the successes at the local level, that draw attention to specific ways in which schools and their communities are addressing issues, and that extract valuable lessons that can be communicated throughout the country. Creative thinking about how to use the local experience to inform national level policy discussions will be particularly valued.

Desired result for Subcomponent 2.6

- National policies, decisions and actions promoting and supporting collaborative school governance and improvements in key OTL factors will be taken

Illustrative activities for Subcomponent 2.6

- Supporting nation-wide communication regarding minimum conditions for schooling and setting targets for improvements in key opportunity to learn variables
- Identifying constraints at the departmental, regional and national levels that impact school-based decision-making
- Identifying constraints at the departmental, regional and national levels that impact schools and their communities being able to address key OTL factors
- Devising diverse communication strategies for sharing local experiences at collaborative planning and decision-making
- Devising diverse communication strategies for sharing experiences at improving key OTL factors
- Facilitating policy dialogue at the departmental, regional and national levels
- Informing policy dialogue with the tangible experience and measured impact from target schools

Standard indicators for Subcomponent 2.6

- Does your program support education systems/policy reform? If yes, please describe the contributions of your program, including progress against any mission-level outcome or impact indicators.
- Number of laws, policies, regulations, or guidelines developed or modified to improve equitable access to or the quality of education services
- Number of local organizations provided with technical assistance for strategic information activities

Possible custom indicators for Subcomponent 2.6

- Numbers of stakeholders reached through communication/mobilization campaigns
- Use of information disseminated by the project by other actors and in different media and venues
- Number of policy dialogue sessions facilitated

Component 3: Coordinated Teacher Training

Component three takes on the problems of coordination and alignment among the teacher preparation, training, and support activities and entities in Senegal. Pre- and in-service teacher training curricula need to be better aligned, both need to be explicitly tied to well-defined teacher competencies, and the demonstration of those competencies should be tied to the structure and criteria for advancement in the teaching profession.

Furthermore, to address the backlog of teachers needing basic training and support, and to remove the bottleneck in teacher initial training, proposals should consider how best to provide support for decentralized mechanisms for recruiting teachers and how to help diversify the channels, venues, and programs available for assuring teacher initial training, in particular at regional or departmental levels. Likewise, it will be important to support the diversification of the channels through which continuous teacher professional development is delivered. Applicants may wish to consider how training programs can be modularized and linked to specific teaching competencies, and then delivered through a variety of hard and soft technologies. Overall, the education sector seems mired in the existing administrative approach to the problem of teacher development. There is high demand for training and resources are available to pay for training (either from government or projects). The situation cries out for a market-based supply response to the unmet demand. Public-private partnerships may be one means through which to support this component. Industry and other stakeholders with an interest in education can provide unconventional but nevertheless critical financial and material support to teacher training efforts. If the system is to expand and improve, these sources should be tapped. Applicants may wish to consider how to promote and/or experiment with a market-like system or public-private partnerships for teacher training.

In addition, part of what Senegal is struggling with to improve the quality of teaching and learning is a teaching profession and career structure that are not designed to motivate and draw the best out of teachers. Many stakeholders talked about the need for better career paths for teachers and even the unions expressed interest in career advancement and promotions being tied to performance on-the-job. Therefore, this component should include support to the development and implementation of these kinds of reforms.

Applicants are expected to propose ways to work on these broad, systemic teacher training issues as they relate to the training and professional development of both elementary and middle school teachers. Activities and innovation can be piloted, tested and evaluated in the regions where the project will be working, but broader policy issues will need to be tackled on a national level – i.e. working with national offices, agencies and institutions responsible and implicated in teacher training (e.g. DRH, FASTEF, CNFC, CNFIC, INEADE).

Subcomponent 3.1: Improve coordination of and diversify pre-service and in-service delivery mechanisms

Pre-service training is provided by The Faculté des Sciences et Technologie de l'Éducation et de la Formation (FASTEF) for middle and secondary schools and by the EFIs for elementary schools. EFIs are supposed to provide in-service training as well as pre-service training to teachers in the elementary schools. An intensive in-service summer program for teachers is available which leads to certification although the EFIs are constrained in terms of how many teachers they can serve by the physical circumstances in which they operate. Training at FASTEF takes either two or three years depending on entry criteria and whether a middle or secondary school qualification is sought. Although there is some talk of setting up satellite centers in the regions, currently FASTEF is struggling to accommodate the large numbers of teachers who are seeking qualifications. It does offer its courses in CD format and provides support and follow-up largely through print-based correspondence with the individual teacher.

Apart from these off-site training initiatives, there is little in the way of structured field-based delivery modes of training, although a number of school-based support structures do exist. The “cellules pédagogiques,” organized according to discipline area at middle school level, are designed to meet on a regular basis and allow teachers to discuss issues of interest and concern. While these work well, particularly in USAID/PAEM areas, in other schools, they are non-functional. In areas where they work well, teachers speak highly of their work with them. However, a number of respondents also reported that the cellules in their schools never meet; others said that while they did meet, they had little of practical use to offer.

This subcomponent is intended to address the problems inherent in the current approaches to pre-service training, in particular the bottleneck at FASTEF and the constraints faced in the EFIs. Applicants are asked to envisage how distance education modalities can help address these limitations. Furthermore, current in-service approaches rely heavily on face-to-face training. Applicants therefore should consider alternative delivery mechanisms for in-service training as well, in particular how to support and promulgate school-based teacher development approaches. It will be important to address the issue of ongoing teacher professional development and support as a dimension of the whole school approach and local management strategies being promoted through Component 2.

Desired results for Subcomponent 3.1

- Increased options for delivery of pre- and in-service teacher training at elementary and middle school levels
- Increased efficiency of in-service teacher education

Illustrative activities for Subcomponent 3.1

- Analyzing alternatives to pre-service and in-service teacher training
- Piloting a model for providing pre-service teacher training for middle school professors on a decentralized basis (e.g., FASTEF satellite campuses, alternative routes to distance certification such as school-based models)
- Piloting models for providing in-service continuous professional development (CPD) at both primary and middle school levels, including use of outreach support personnel, cluster study groups, and innovative technologies such as video, radio, PMPs, etc.
- Conducting a study that compares different approaches to in-service teacher education across 2-3 regions in order to study the relative cost-effectiveness of each approach

Standard indicators for Subcomponent 3.1

- Number of educators trained with USG support
- Amount of Private Financing Mobilized with a DCA Guarantee

Possible custom indicators for Subcomponent 3.1

- Number of trainers/professors trained in alternative pre-service teacher education delivery models
- Number of hours of training received by primary and middle school instructors via alternative training approaches
- Cost-effectiveness of in-service teacher education approaches relative to each other

Subcomponent 3.2: Support the definition of teacher competencies and the articulation of pre-service and in-service curricula

The EFIs are supposed to provide in-service training as well as pre-service training to teachers in the elementary schools. However, there is little coordination between the pre and in-service sectors in terms of approach, structure or content of training. Among the different EFIs, while the framework for pre-service training is common to all, the way in which that framework is translated into programs and courses is left up to the EFI at the regional level to decide. On the plus side, this means that an EFI can tailor its program to the requirements of the region it is serving. On the minus side, it means that without an adequate monitoring and evaluation program in place, there is a risk that training offered in one part of the country may diverge significantly from the training offered in another. As well as a lack of coordination between the pre and in-service training sectors, there is little harmonization between the various in-service initiatives. Communication between the PRF, IA, IDEN and EFIs with regard to teacher training remains weak. Even with the EFI, the pre and in-service programs are organized according to different competencies and use different materials. In terms of the NGOs, while the major players are generally well-coordinated in their efforts to support the ministry, there is some evidence that a minority are providing training which follows their own agendas rather than being based on the stated goals of the MOE. Applicants are expected to introduce practical, operational means to coordinate among the teacher training institutions and agencies at the regional and departmental levels, but also to propose ways to facilitate and broker coordination in terms of national policies and institutional arrangements.

There are undeniably examples of good practice in teacher training and we did see a number of examples of high-quality teacher training materials including the USAID/PAEM modules and the EFI in-service materials. There was much talk about needs analysis and gaps in the knowledge of teachers. However, unlike many other countries, there is no shared understanding of what constitutes a good teacher in the Senegalese context in terms of the knowledge, skills and attitudes such a teacher needs to possess. USAID/PAEM had developed standards for teachers in the middle schools along with supporting performance indicators which form the basis of the training modules developed under that program. 17 unrelated competences had also been developed to guide the provision of training for teachers at elementary level, although only six of these were dealt with in the materials developed for the initial training. The EFIs used five different competency areas to organize the curricula of their in-service course. In the absence of a shared understanding based on a common written description of teacher standards or competences, needs-based curricula can only be established based on individuals' views of what a practicing teacher needs. Furthermore, in the absence of any systematic evaluation or follow-up to the training, it is difficult to make judgments as to the quality of the training provided. The development of clearly defined competencies, based on instructional and classroom management practices that related to improved outcomes for students should feature prominently in what applicants propose.

Desired result for Subcomponent 3.2

- Increased linkages between pre-service and in-service teacher education curricula and accompanying systems for assessing teacher performance

Illustrative activities for Subcomponent 3.2

- Surveying existing teacher profiles and competencies
- With MOE and education partners, reaching consensus on profiles and core competencies to be attained by primary and middle school teachers
- With MOE and education partners, reaching consensus on progression of content and competencies to be included in pre-service and in-service curriculum, and mechanisms for incorporating these elements into pre-service and in-service curricula (e.g., curriculum review, review/revision of existing teacher training programs and policies, etc.)
- Developing simple, user-friendly tools and procedures for observing and assessing teacher competencies, particularly ones related to teaching basic reading and math skills, and training education partners in their use
- Designing and helping implement the means to evaluate the relationships between specific competencies and student learning outcomes
- Using the results of evaluations to further refine competency profiles and teacher training curricula

Standard indicators for Subcomponent 3.2

- Number of local organizations provided with technical assistance for strategic information activities
- Does your program support education systems/policy reform? If yes, please describe the contributions of your program, including progress against any mission-level outcome or impact indicators

Possible custom indicators for Subcomponent 3.2

- Existence of approved, articulated teacher education curriculum specifying core curriculum elements and teacher profiles, to be used as a framework for pre-service and in-service teacher training
- Number of teacher education programs following articulated curriculum
- Number of education partners using teacher observation and assessment tools

Sub-Component 3.3: Make career structure more rewarding/merit-based and develop and promulgate teacher training & professional development policy

The teaching profession suffers from an archaic system of promotion and incentives. Advancement is based solely on seniority, rather than combining time in the system with some measure of performance (competence), and no transparent set of criteria was found for selecting school directors and principals (nominations are made at the IA/IDEN level based on criteria determined by those inspectorates). No incentives exist for teachers to improve their teaching performance; all teachers are paid the same whether their students perform well or not, and no systems of teacher recognition (e.g., teacher of the year) or opportunities for advancement (such as the Board Certification in the US) were found in our review. Leaders of two teachers' unions expressed a strong interest in and support for introducing performance based rewards or sanctions in the teaching profession. The MOE reports that a teacher training policy exists but outside the walls of the DRH, it is relatively unknown. The objective of this subcomponent is to aid the MOE in fully articulated policies that guide the structure of the teaching

profession, that incorporate reforms aimed at introducing performance-based incentives and criteria for advancement, and that link all these to specific competencies desirable in teachers and proven to relate to effective instruction and learning outcomes.

Desired result for Subcomponent 3.3

- Career structure linking teacher seniority, training and performance to clear paths for advancement and incentives

Illustrative activities for Subcomponent 3.3

- Assessing existing teacher education and advancement policies (career structure) and identifying avenues for advancement on the basis of training (e.g., number of hours of CPD) and performance (classroom instructional skills, service, involvement in extracurricular programs, student learning outcomes, etc.)
- Piloting methods for assessing teacher performance (e.g., observation, peer and supervisor recommendations, review panels, student achievement testing, EGRA, EGMA, etc.) and making recommendations for developing systems that can accompany the career structure
- Developing a roll-out plan for a revised career structure that takes into account policy and legal frameworks, professional training needs, incentives, and financial implications to be considered for implementation
- Assisting MOE and partners with revision of career structure and relevant policies

Standard indicators for Subcomponent 3.3

- Does your program support education systems/policy reform? If yes, please describe the contributions of your program, including progress against any mission-level outcome or impact indicators

Possible custom indicators for Subcomponent 3.3

- Existence of revised career structure that includes performance indicators along with academic background and seniority as a basis for teacher advancement
- Number of methods adopted by MOE for assessing teacher performance

Component 4: Assessment and monitoring and evaluation

The “Quality of Basic Education in Senegal: A Review” revealed that system management, while well-intentioned, lacks the basic tools that allow decisions to be made based on an imperative to maximize efficiency and effectiveness. Part of what teachers, schools, and managers up and down the administrative hierarchy need is a system for monitoring activities, measuring implementation effectiveness and evaluating impact in terms of improved educational effectiveness. The MOE at all levels currently lacks real-time data on system performance and suffers from the absence of a truly standardized way to assess student learning. Component 4 therefore promotes and supports the development and use of tools for standardized continuous assessment, the building of monitoring and evaluation capacity, and the creation of the elements of system-wide accountability.

For example, the MOE needs a national monitoring and evaluation system. Given the old adage, “You manage to what you measure,” the ministry needs to move away from measuring inputs only and introduce tools and processes for tracking OTL and student achievement, including the development of

an item bank, training for teachers and IDENs to use items in routine assessments, and training of central ministry staff in the ongoing development and administration of national standardized assessments. Part of such a system will need to be good methods and tools for standardized continuous assessment (conducted by teachers in class throughout the year) to provide data to teachers, schools, communities and the system as to how teachers and students are doing throughout the school year, not just on exams. The EGRA and EGMA methodologies pursued under Component 1 are examples of such tools that focus on basic skills. Curriculum-based continuous assessment tools will also need to be developed. Accountability can be addressed if this component also includes a strategy to develop, implement and publicize a national report card system that would make use of the data on student achievement (as per Component 1) and OTL (as per Component 2) to rate school effectiveness. While Component 2 envisages working at the school level to develop and use report cards – i.e. as instruments facilitating school-community dialogue about school quality and as inputs to the school improvement planning process – this component aims to support the development of a system-wide use of report cards. Applicants are strongly encouraged to stipulate the actions necessary to ensure that these two approaches can be mutually reinforcing and beneficial. In order to benefit from the work being done under Components 1 and 2, this component will also focus on monitoring and assessment of elementary schools.

Subcomponent 4.1: Reinforce monitoring and evaluation capacity at central and decentralized levels

While significant documentation and mechanisms exist to guide the reform (e.g., PDEF, partners' roundtable), personnel responsible for its implementation often lack the skills needed to manage activities from the central ministry to regional and local structures. In particular, personnel express their need to reinforce their skills in planning, coordination, monitoring and evaluation. Planners and managers throughout the system need support in developing the tools, techniques and skills associated with regular monitoring and evaluation within a framework of improved efficiency and effectiveness. Currently, planning and management are for the most part pre-occupied with day-to-day management and implementation. Little attention is paid to evaluating the quality of implementation, the outputs and outcomes of activities, and the degree to which outputs and outcomes are obtained efficiently and effectively. Applicants are therefore expected to not only describe how they would provide training and technical assistance in relation to these areas of need, but also how they will encourage an organizational culture that promotes monitoring, evaluation and management to an efficiency imperative.

Desired result for Subcomponent 4.1

- Increased capacity to plan, manage, monitor and evaluate educational improvements at the central, regional and local levels

Illustrative activities for Subcomponent 4.1

- Conducting an institutional assessment at central, regional and local levels of capacity to manage, coordinate, monitor and evaluate educational reform activities, especially ones related to improving the teaching and learning of basic skills
- Training educational managers from the central, regional and local levels in planning, coordination, monitoring and evaluation of educational activities with an eye to decision-making based on system performance data and cost-benefit analysis
- Identifying ways in which coordination and communication amongst ministries, ministry units and levels within ministries can be streamlined and improved

- Assisting with rationalizing the information data base within the ministry (e.g., improving the accessibility of achievement data, streamlining the updating of personnel records, etc.)
- Helping produce cost-effectiveness analyses of key activities involving central, regional, departmental and local administrators/managers

Standard indicators for Subcomponent 4.1

- Number of administrators and officials trained
- Number of people trained in monitoring and evaluation
- Number of institutions with improved management information systems as a result of USG assistance

Possible custom indicators for Subcomponent 4.1

- Measure of availability of monitoring data, in particular data on student achievement
- Time from planning to execution of activities reduced (evidence of increased efficiency)
- Number of cost-effectiveness or cost-benefit analyses conducted
- Increased number of management decisions made involving cost-benefit analysis

Subcomponent 4.2: Improve the use of assessment data in management

Over the last 13 years, assessments such as PASEC and SNERS have revealed declining levels of student achievement in Senegal; however, this information is rarely communicated in an understandable format to the people who need it most – teachers, parents, school directors and local education authorities and supervisors. Promising assessment trends are emerging, such as the development of standardized tests at the regional level and standards of achievement in language and math (as established in processes such as EGRA and EGMA). Yet data from these types of assessments are still not routinely used for decision making in Senegal. Instead, decisions tend to be made on the basis of immediate availability of resources and relative urgency. Greater use of assessment data can allow education partners at the decentralized level to speak a common language about instructional expectations – e.g., desired student proficiency levels by grade and subject – thereby making it possible to share information on instruction and management strategies across schools and regions. Greater use of assessment data can also enable education managers at the central level to judge the merit of different educational approaches on the basis of their effectiveness (or impact), not just on the basis of inputs such as numbers of teachers trained or materials distributed. Impact assessments combined with cost information make cost-effectiveness analyses possible – a powerful tool for identifying waste, redundancies, and under-performing systems that, once corrected, can result in the provision of higher quality education to a larger part of the population.

Desired result for Subcomponent 4.2

- Increased use of assessment data for educational decision making

Illustrative activities for Subcomponent 4.2

- Developing banks of test items by grade and subject area that can be used by the MOE for national assessments, by inspectors for regional assessments, and by teachers as formative evaluation tools
- Reinforcing the capacity at the regional level to develop and implement assessments according to internationally recognized standards of validity and reliability
- Creating networks for communicating assessment processes, results, and decisions taken throughout ministry structures (e.g., across IAs, between the central ministry and the school level, etc.)

- Assisting the MOE in the development and implementation of diagnostic assessments (student achievement testing) and analysis and reporting of results in simple, user-friendly formats
- Training educational managers at the central, regional, and local levels to use assessment as a measure of educational effectiveness and efficiency

Standard indicators for Subcomponent 4.2

- Number of administrators and officials trained
- Number of people trained in strategic information management

Possible custom indicators for Subcomponent 4.2

- Existence of item bank
- Frequency of use of item bank by national assessment personnel, inspectors and teachers
- Existence of networks for communicating assessment processes and results
- Number of education managers trained in assessment and data use for management and decision making
- Increased frequency of use of assessment data in management and decision making (e.g., analysis of reports, discourse analysis)

Sub-Component 4.3: Promulgate the use of report cards for tracking school improvement

Components 1 and 2 will contribute to the use of report cards at the local level, helping schools and their communities, and local education authorities, learn how to incorporate opportunity to learn and student outcome data into reports that are understandable within the local context. These tools, at the local level, are meant to promote school improvement planning and efforts linked more explicitly to better assurance of opportunity to learn (i.e., school being open more regularly and teachers and students having improved attendance) and achievement of better student learning outcomes, especially in reading and math. The objective here is to work at departmental, regional and, eventually, national levels on the use of these same data to establish a report card system. Departments and regions can be supported in experimenting with monitoring individual school effectiveness, as well as aggregate effectiveness at different levels of the system. The project will need to assess the climate within the regions where it will be working to determine how best to promote and introduce these kind of accountability tools, and work with a broad range of stakeholders to determine the best procedures, indicators, formats, media, etc. for sharing report card-like information so that it can be widely understood and be used to promote improvement. Applicants should discuss how they would safeguard against the use of accountability data to punish poor performers. Proposals should stipulate the features of such a system that could be developed to ensure equitable treatment of schools across the variety of socio-economic and socio-cultural settings that exist within regions in Senegal (the most obvious example being the differences between urban and rural environments).

Desired result for Subcomponent 4.3

- Use of report cards to monitor elementary school effectiveness at the departmental and regional levels

Illustrative activities for Subcomponent 4.3

- Surveying stakeholders at the local, departmental and regional levels to determine their a priori knowledge, attitudes and perceptions on the measures of school effectiveness and the use of information for accountability

- Using examples of successful school level use of data (i.e. as support under components 1 and 2) to promote wider use of information and accountability
- Designing, testing and evaluating various pilot versions of report cards – information, indicators, formats, etc.
- Producing report cards for elementary schools in target departments and regions
- Developing and helping implement school effectiveness accountability systems at the departmental and regional levels
- Training and supporting education officials at the departmental and regional level to manage and make use of the accountability system
- Training and supporting a variety of stakeholders at the departmental and regional level to participate in and support the management and use of the accountability system
- Informing dialogue at the national level regarding school effectiveness accountability (based on experiences on the ground at the departmental and regional levels)

Standard indicators for Subcomponent 4.3

- Number of administrators and officials trained
- Number of people trained in strategic information management
- Number of institutions with improved management information systems as a result of USG assistance

Possible custom indicators for Subcomponent 4.3

- Existence of school report cards at the departmental level
- Existence of school report cards at the regional level
- Use of report cards for an annual review of school effectiveness at the departmental and regional levels
- Number of stakeholders at the local, departmental and regional levels aware of report cards and able to discuss the information contained in them

Sub-Component 4.4: Promote policies and communications that support the use of data for monitoring, evaluation and accountability

For the success of the activities under Component 4's other subcomponents, it will be necessary to engage and understand the points of view of a variety of stakeholders. Part of the reason monitoring, evaluation, assessment and accountability systems are weak in most developing education systems is that many stakeholders perceive them as threatening. Rare are the bureaucrats and administrators who volunteer to be held accountable. Ministries of education rarely exemplify cultures of accountability for results. Much of the work under Component 4 is therefore about understanding the various points of view of key stakeholders, both inside and outside the ministry, at national and sub-national levels. And perhaps more importantly, then adroitly communicating with those stakeholders in order to promote improved understanding, acceptance and even enthusiastic engagement in the proposed systems for use of information, monitoring and evaluation and accountability. Applicants are therefore expected to not only address the technical challenges associated with improved monitoring and evaluation, greater use of assessment data in management decision making, and use of report cards and a system-level approach to accountability, but also to address the political, institutional and personal preconceptions and reactions to these kinds of reforms. This subcomponent therefore envisages the development and implementation of sophisticated communication, mobilization and dialogue strategies and activities.

Desired result for Subcomponent 4.4

- Large groups of stakeholders recognize the need for and support the implementation of the school report cards and departmental and regional systems of accountability for school effectiveness

Illustrative activities for Subcomponent 4.4

- Assessing existing monitoring and evaluation and accountability systems – how they function, are used, perceived and reacted to
- Assessing existing assessment approaches, methodologies and related information systems – in particular how they are used, perceived and reacted to
- Surveying stakeholders to determine existing attitudes regarding measuring school effectiveness and holding the system accountable for school-level outcomes
- Analyzing the specific policy and institutional constraints related to the long-term sustainability of use of assessment data, system monitoring and evaluation, and a report card-based approach to system accountability
- Working at the national level to support policy and/or institutional reforms that are identified as necessary to remove constraints, create incentives and support the use of report cards in departmental and regional systems of accountability
- Identifying key stakeholders at the local, departmental, regional and national levels and mapping their affiliations, connections, and points of view vis-à-vis school report cards and a school-effectiveness oriented system of accountability
- Designing and implementing communication campaigns aimed at raising awareness about school effectiveness measures and the utility of departmental and regional systems of accountability
- Designing and implementing mobilization campaigns that target education system actors, civil society actors, private sector interests, and other stakeholders to support the use of school report cards and a system of accountability for school effectiveness
- Fostering the growth of constituencies willing to politically and/or materially support the implementation of school report cards and departmental and regional systems of accountability
- Informing, promoting and facilitating national dialogue regarding school report cards and accountability for school effectiveness

Standard indicators for Subcomponent 4.4

- Does your program support education systems/policy reform? If yes, please describe the contributions of your program, including progress against any mission-level outcome or impact indicators.
- Number of laws, policies, regulations, or guidelines developed or modified to improve equitable access to or the quality of education services
- Number of local organizations provided with technical assistance for strategic information activities
- Number of people trained in other strategic information management

Possible custom indicators for Subcomponent 4.4

- Numbers of stakeholders reached through communication/mobilization campaigns
- Changes in knowledge, attitudes and perceptions of key stakeholders regarding assessment, monitoring and evaluation and accountability
- Amount of material, financial support mobilized for activities under this component