

Background paper prepared for the  
Education for All Global Monitoring Report 2005  
*The Quality Imperative*

# **Innovation and reform to improve basic education quality in Senegal**

Boubacar Niane  
2004

This paper was commissioned by the *Education for All Global Monitoring Report* as background information to assist in drafting the 2005 report. It has not been edited by the team. The views and opinions expressed in this paper are those of the author(s) and should not be attributed to the *EFA Global Monitoring Report* or to UNESCO. The papers can be cited with the following reference: "Paper commissioned for the *EFA Global Monitoring Report 2005, The Quality Imperative*". For further information, please contact [efareport@unesco.org](mailto:efareport@unesco.org)

## Abbreviations

- ADEA: Association for the Development of Education in Africa
- BFEM: Brevet de Fin d'Etudes Moyennes (senior primary school graduation certificate)
- CAF: Centre d'Alphabétisation fonctionnelle (functional literacy centre)
- CD: Collectif de Directeurs (principals' association)
- CEM: Cellule Ecole Milieu (neighbourhood school committee)
- CFEE: Certificat de fin d'Etudes Elémentaires (junior primary school graduation certificate)
- CREA: Centre de Recherches Economiques Appliquées (applied economic research centre)
- DAEB: Direction de l'Alphabétisation et de l'Education de Base (Literacy and Basic Education Head Office)
- DEE: Direction de l'Enseignement Elémentaire (Primary Education Head Office)
- DPRE: Direction de la Planification et de la Réforme de l'Education (Educational Planning and Reform Department).
- ECB: Ecole Communautaire de base (basic community school)
- EDI: Education for All Development Index
- EFA: Education For All
- IA: Inspection d'Académie (school inspections office)
- IDEN: Inspection départementale de l'Education nationale (provincial education inspectorate)
- ME/MEN: Ministère de l'Education nationale (ministry of education)
- MEPCTP: Ministre délégué chargé de l'Education préscolaire et de la Case des Tout Petits (assistant minister for pre-school education)
- MFPPPALN: Ministre délégué chargé de la Formation Professionnelle publique et privée, de l'Alphabétisation et des Langues nationales (assistant minister for public professional training, literacy and national languages)
- MLA: Monitoring Learning Achievement
- PAIS: Programme d'Alphabétisation Intensif du Senegal (Intensive Literacy Programme in Senegal)
- PAN-EPT: Plan d'Action national – Education Pour Tous (Education for All – National Action Plan)
- PAPA: Plan d'Appui aux Projets d'Alphabétisation (Support Programme for Literacy Projects)
- PAPF: Projet Alphabétisation Priorité Femmes (Women's Priority Literacy Programme)
- PASEC: Programme d'Analyse des Systèmes Educatifs de la CONFEMEN (CONFEMEN's Analysis of Educational Systems Programme)
- PDDE: Plan départemental de développement de l'éducation (Departmental Education Development Plan)
- PDEF: Programme décennal de l'Education et de la Formation (10-Year Education and Training Programme)
- PEES: Projet Efficacité de l'Ecole sénégalaise (Senegalese School Efficiency Project)
- PLDE: Plan local de développement de l'éducation (Local Education Development Plan)
- PRDE: Plan régional de développement de l'éducation (Regional Education Development Plan)
- PA: Parents' Association

- SNERS: Système national d'évaluation des rendements scolaires (National Assessment System of Pupil Results)

## Introduction

Great progress has been made towards universal enrolment since the 1990 Jomtien World Conference on Education for All. But it varies from country to country and in the relationship between access and quality. Over the years, boosting quality has emerged as one of the major educational issues in Africa especially. The aim is to ensure that advances in access, with all the human, material and financial resources mustered, are not spoiled by poor teaching. This was the focus of the 6<sup>th</sup> Association for the Development of Education in Africa (ADEA) Biennial Conference in December 2003. Senegal, like most African countries, faces this problem of quality.

The 4<sup>th</sup> annual review of the country's 10-Year Education and Training Programme (PDEF) in February 2004 noted that though access to pre-school, primary and informal education had improved significantly – with for example a gross primary enrolment rate of 75.8% in 2003 (a 3.5% average annual growth since 1999) – teaching quality remains very poor, is only improving very slightly and is sometimes worsening. So more attention should be paid to quality as access continues to be a major challenge (ME/DPRE, 2004a).

The mixed results on quality in Senegal stem from factors that can be assessed through the coherence and relevance of the management and monitoring of quality,<sup>1</sup> the approaches chosen, those involved and the resources used.

## 1. Managing quality

### 1.1 Aims of the EFA Action Plan

Analysis of basic education quality by Senegal's national EFA report in 2000 highlighted:

- Decline in the primary school teacher/pupil ratio, which grew by 13 points between 1970 and 1997 (from 46 to 59).
- Dilapidated state of school equipment, along with a big shortage (100,000 form-desks).
- Lack of school textbooks with inadequate ratios in reading (one book for every three pupils) and arithmetic (one for every five).
- A rate of repeating years in primary school that was an average 12.69% in the first five years and a peak of 28% at the age of 10.
- A still-high dropout rate (8% in 1999/2000), especially in the countryside.
- Lack of relevance in the curriculum, which has not basically changed for several decades.
- Primary school graduation rate stagnant (47.59%).
- Virtual absence of assessment at school, provincial and regional level, seriously hampering local efforts to manage quality.
- Monitoring of teachers still inadequate at only one inspector for 159 teachers (ME/MEPCTP/MFPPPALN, 2002)

---

<sup>1</sup> Complete data between 1990 to 2003 is not available and anyway does not correspond exactly to the Education for All Development Index (EDI) indicators.

So the general aim of the *2000 Education for All Framework for Action* was to achieve recognised and measurable learning results for all, especially in reading, writing, arithmetic and essential everyday skills. The specific goals were:

#### Early childhood

- Provide teaching, logistical and institutional support for schools
- Draw up a curriculum
- Boost professional capacity of staff

#### Alpha

- Improve and modernise existing structures and learning conditions
- Assess the impact of curricula

#### Primary

- Boost nutrition and healthcare education
- Expand on-the-job teacher-training
- Set up multi-dimensional follow-up and assessment facilities (Senegal, 2000).

To implement and monitor all this, a national Education for All Committee (CNET) was established, with coordination and technical organisation to be done by the head of the education ministry's planning and reform department. But it has never really operated, mainly because of institutional and organisational changes, such as a new minister, abolition of the department and transfer of its head. So its job was taken over by technical bodies, notably the pre-school, primary, literacy and basic education departments, as well as NGOs such as UNICEF. This fragmentation of EFA management, especially concerning quality, has hampered progress.

### **1.2 EFA and the PDEF**

Senegal, like many African countries that signed up for the Dakar Forum Millennium Goals, decided to draw up an education development strategic document. The PDEF, which got going in 1996, is now the framework to implement the goals of the World Declaration on Education for All and incorporates virtually all the EFA Action Plan (ME/MEPCTP/MFPPPALN, 2002).

The PDEF gives priority to primary education so as to expand access to education (especially primary), boost teaching quality and improve education management. These quality-oriented aims do not clash with the original EFA goals but serious means to implement them is lacking. So quality is managed from the centre, or through experimental projects that do not affect the entire education system, and is not sufficiently in the hands of decentralised inspection bodies such as the IAs and IDENs (Primary Education Quality Conference held in 2003).

### **1.3 Components of quality in Senegal**

Comparing Senegal's educational access achievements with those of other countries is simple because the indicators used are often the same. It is not so easy to measure quality, where target areas for improvement concern supplying educational input (curricula, teaching materials, teacher-training) and physically renovating buildings. Primary education quality goals of the PDEF-EFA are:

- Support for implementing local plans to boost education (PRDE – PDDE – PLDE).
- Supporting the new curriculum.
- Developing school projects geared to introduction to reading and special inclusive education, and to reducing the number of repeats and dropouts.

- Boosting initial and on-the-job training of teachers.
- Equipping schools with textbooks and teaching materials.
- Supporting health and nutrition programmes ([www.education.gouv.sn](http://www.education.gouv.sn)).
- 

Indicators for these components are not totally comparable with the EFA Development Index (EDI) (UNESCO, 2003), especially when measuring promotion of quality (survival rate to 5<sup>th</sup> year).

Money allotted for primary education does not reach pupils and more is still spent on improving access than improving quality. Senegal ranked 155<sup>th</sup> among the 175 countries on the 2000 UN Human Development Index and in 2003 had a population of some 10 million growing at 2.7% a year, with 56% under 20 and about half living below the poverty line (UNICEF - Dakar, 2003). The government budgeted 3,2% of GDP for education in 2000 – above the 2.8% average for poor countries but below the 3.4% for sub-Saharan states.

Of this, 48.1% went to primary education. Non-salary education spending rose from 149 million CFA francs in 2002 to 1.6 billion in 2003, but only 3.2% in 2003 was for boosting quality,<sup>2</sup> compared with 96.8% for improving access (ME/DPRE, 2004a).

## 2. Progress in quality<sup>3</sup>

The persistence of these ominous trends largely explains the relatively poor results concerning quality despite substantial inputs of textbooks, teacher-training and inspection.

### 2.1 Pre-school level

A 2003 survey (Table 1) clearly linked pupil performance to how professional the teaching and structures were and showed that it declined at village and rural level.

Table 1 – Performance of pre-school educational models

Model	Average score
1. Village	1.14
2. Rural and semi-urban pilot group	1.75
3. PNC (village nutrition course)	1.74
4. PDEF (child and family development course)	2.04
5. Pre-school centres in primary schools	2.21
6. International scheme	2.39
7. Women's groups	2.43
8. Education of parents with their children	2.54
9. ORT/SEN (Organisation for Reconstruction and Labour / Health, Education, Nutrition)	3.86

Source: ME/DPRE, 2004a

### 2.2 Informal level

With PAPF or PAPA (Table 2), pupil success sharply improved in both theoretical and functional tasks, especially written expression and solving a simple problem in writing.

<sup>2</sup> In phase 2 (2005-10) of the PDEF-EFA, several quality-oriented projects should correct this situation somewhat, including one to boost pupil achievement called PAQERS, funded by the CIDA (C\$18.58 million), and a 3,280 million CFA franc Projet Qualité (2004-06) funded by French aid money (ME/DPRE, 2004b).

<sup>3</sup> Unless otherwise stated, data in this section comes from the education sector analysis of the 4<sup>th</sup> Annual PDEF Review (ME/DPRE, 2004a).

Table 2 – Pupil progress in literacy

Performance of pupils in CAF / PAPF							
1998				2001			
% of pupils able to fluently read a piece of writing	% of pupils able to write a simple coherent passage	% of pupils able to solve a simple problem in writing	% of pupils able to understand technical theories	% of pupils able to fluently read a piece of writing	% of pupils able to write a simple coherent passage	% of pupils able to solve a simple problem in writing	% of pupils able to understand technical theories
55.7	28.25	5.7	50	75.2	63.3	44.1	85.0
Performance of pupils in CAF / PAPA							
1998				2001			
% of pupils able to fluently read a piece of writing	% of pupils able to write a simple coherent passage	% of pupils able to solve a simple problem in writing	% of pupils able to understand technical theories	% of pupils able to fluently read a piece of writing	% of pupils able to write a simple coherent passage	% of pupils able to solve a simple problem in writing	% of pupils able to understand technical theories
61.5	35.8	16.5	50	68.2	52.8	38.7	67.3

Source: Etude de cas Senegal, 2003b

Nearly half those who completed basic community school remained permanently literate, so these schools give a second chance to those who attend them.

## 2.3 Primary level

### 2.3.1 Learning conditions

#### 2.3.1.1 Description and supervision of trained teachers

Tables 3 and 4 show the percentage of teachers with university degrees or professional certificates has fallen somewhat. A 2003 survey also showed that fewer than a third of state school principals supervise their teachers. In Catholic schools, two-thirds of principals keep a guidance book, compared with a third in non-religious private schools.

Table 3: Teachers with required academic qualifications

	% MF	% F
1990/91	99.3	99.1
1998/99	99.0	99.3

Source: Senegal, 2000

Table 4: Teachers with required teaching certificate

	% MF	% F
1990/91	92.0	95.7
1998/99	76.4	85.1

Source: Senegal, 2000

### 2.3.1.2 Pupil/teacher ratio

The number of pupils per teacher fell significantly between 1991 and 2003, improving learning conditions.

Table 5: Pupils per teacher

	1991	1999	2000	2001	2002	2003
Average	75	49	51	51	49	48

Sources: Senegal, 2000 & ME/DPRE, 2004a

### 2.3.1.3 Curriculum

The curriculum at more than 93% of primary schools dates from 1979, so is fairly out of date. Experimental courses about the environment and family and population matters are being conducted alongside the building of a new curriculum, not as part of it, and are mostly applied in the geographical area chosen by the funding partner.

### 2.3.1.4 Textbooks and school materials

The 2002 ratio of two textbooks per state-school pupil was boosted in 2003 by the addition of 370,997 books. But differences are fairly sharp between regions and subjects (Table 6). Also, an estimated 8,6% of all textbooks acquired by the education ministry do not reach pupils for various reasons.

Table 6: Average number of books per pupil and per subject

Per pupil (total)	2.22
Per pupil (state school)	2.21
Per pupil (private school)	2.50
Bought by parents	0.7022
Supplied by school	1.5216
Percentage of pupils with a maths textbook	67.4%
– French	74.3%
– Science	25.2%
– History	26.5%
– Geography	24.2%
– Civic education	4.4%

Source: ME/DPRE, 2004a

### 2.3.1.5 Effective attendance

The school year is about 172 days in basic education. In an alternating-class system, pupils theoretically are taught for 500 hours – half the international norm.

But this potential is marred by the absenteeism of both pupils and teachers, especially in the countryside (due to teachers active elsewhere, low pay, little insistence by parents or inadequate inspections by the IDEN). PASEC tests show Senegalese teachers are more absent and the effect on enrolment twice as high as in the other countries surveyed (Burkina Faso, Cameroon, Côte d'Ivoire and Madagascar).

### 2.3.2 Rate of repeated years

Table 7 shows a fairly disturbing situation with the figure above 10% at nearly all levels in 2003.

Table 7: Rate of repeated years at primary level

	1997	1998	1999	2000	2001	2002	2003
CI	9.7%	10.1%	10.3%	11.0%	10.0%	10.5%	10.6%
CP	11.9%	10.7%	10.6%	11.4%	12.5%	11.0%	12.4%
CE1	12.3%	13.0%	11.7%	11.8%	12.5%	13.3%	12.1%
CE2	12.8%	12.5%	13.4%	12.4%	12.9%	12.6%	14.2%
CM1	15.9%	15.8%	15.4%	16.8%	16.1%	15.3%	16.0%
CM2	28.8%	28.7%	27.7%	28.6%	29.5%	26.1%	27.8%

Source: ME/DPRE, 2004a

### 2.3.3 Dropout rate

Table 8 shows the dropout rate doubled at CI and CM1 levels between 1996/97 and 2001/02 and tripled at CE2 and CP levels.

Table 8: Dropouts at primary level

	1997	1998	1999	2000	2001	2002	2003
CI	5.7%	6.1%	9.2%	7.6%	11.5%	12.4%	8.0%
CP	1.7%	3.1%	8.2%	6.1%	4.0%	7.8%	3.8%
CE1	4.6%	2.4%	9.9%	8.7%	6.4%	7.2%	6.5%
CE2	1.6%	0.4%	6.6%	7.5%	5.4%	5.4%	0.3%
CM1	4.4%	3.2%	11.7%	10.6%	11.0%	10.5%	7.2%

Source: ME/DPRE, 2004a

Girls drop out more than boys in Senegal (unlike in Côte d'Ivoire and Burkina Faso), poorer children more than richer ones and rural pupils more than urban ones. The more qualified a teacher is the more likely he or she is to make pupils repeat a year, the survey showed.

### 2.3.4 Rate of survival to 5<sup>th</sup> year and rate of transition

In 2000, 66.8% of pupils reached the 5<sup>th</sup> year, 41% without repeating any years and 25.8% with one or two repeats (Senegal, 2000). In 2002, the survival rate to this point was 85.6% for boys and 78.3% for girls.

In a cohort of 100 children aged 7 at the start of the 2001-02 school year and assuming no changes (in repeat and dropout rates and in transition rates between levels) over the next 13 years, out of 65 enrolled in CI, 31 will reach CM2 and 13 reach 6<sup>th</sup> year.<sup>4</sup> Table 9 gives an idea of the effort needed to keep the maximum number of children in the system.

Table 9: Estimated access at primary level

<sup>4</sup> But the transition rate between CI and CM increased during 2000-02 from 50% to 53%.

Source: MME/DPRE, 2004a

Out of 100 pupils in CI		Out 100 children in the population
100	Access to CI	65
48	Access to CM2	31
20	Access to 6 <sup>th</sup>	13

Table 10 shows retention rates of 75.2 % in 1993 and 69.6 in 2003, a sign of falling enrolment.

Table 10: Retention rates at primary level

	1993	1994	1997	1999	2000	2001	2002	2003
	75.2%	78.6%	93.6%	45.8%	59.1%	59.5%	58.2%	69.6%

Source: ME/DPRE, 2004a

Table 11 shows junior primary school graduation (CFEE) significantly improved between 1995 and 2001, when it reached 50.4%. The drop in 2002 raised doubts however.

Table 11: CFEE graduation 1990-2002

School year	1990	1992	1993	1994	1995	1997	1998	1999	2000	2001	2002
% passing MF	39.33	27.0	30.1	21.9	40.25	41.6	44.02	47.6	47.59	50.4	45.6

Source: Etude de cas Senegal, 2003a

### 2.3.5 Achievements

Senegal's results in Monitored Learning Achievement (MLA) tests in 1999 were very poor (Table 12). The DML (desired mastery level) was only achieved by 0.5% and by 30.2% for the MML (minimum mastery level), putting Senegal in the lowest group of countries that took part and in the two or three bottom positions in each of the three subjects tested.

Table 12: MLA tests in 1999

subjects	% of pupils reaching the level	
	MML (level set at 50%)	DML (level set at 74%)
overall	30.2	0.2
Reading-writing	48.8	8.8
Maths	28.7	1.4
Daily life	42.2	7

Source: Senegal, 2000

Results were no better in the CONFEMEN Analysis of Educational Systems Programme (PASEC), which started in 1996. Senegal, at 43.5, was 12 points behind the average results in Burkina Faso, Côte d'Ivoire and Madagascar (between 55 and 58) and far behind Cameroon (65.1).

For the 2<sup>nd</sup> year, maths results were also not satisfactory. Senegal, with an average of 45.4, was only one point ahead of Côte d'Ivoire and far behind Madagascar (66.2), Cameroon (59.5) and Burkina Faso (52.6).

There was a major link between scores in French and maths, since if children cannot understand a verbal explanation of a problem, they can hardly provide the answers to them.

As well as inter-African tests (MLA-PASEC), Senegal has also set up a national system to assess pupil results (SNERS), with a first test in 1996 and another in 2002 (Table 13).

Table 13: Success rate in standardised SNERS tests

kind of test	Percentage			
	CP		CE2	
	French	Maths	French	Maths
SNERS 96	--	--	44.4	44.3
SNERS 2002	55.5	51.8	50.9	56.2

Source: ME/DPRE, 2004a

Despite appearances, the data in Table 13 does not show an improvement over PASEC or SNERS 1. The desired level is 75% and only 27.7% of CP pupils achieved it in French and 24.3% in maths. Some 38% of CP pupils fell short of the minimum SNERS 2 level and were in serious educational difficulty. The desired CE2 level was reached by 11.4% in French and 11.9% in maths. For the CE2 minimum, 47.8% did not reach it in French and 34% did not in maths.

### 3. Key experiments

The education system operates bureaucratically, as shown by the little initiative shown by schools, that expect it to come from higher up and whose teacher councils act more like advisory bodies, and by the lack of management skills among school principals. Local governments and organisations are also not very involved in the life of schools. The central authorities have therefore drawn up a list of tasks<sup>5</sup> (CDC) for teachers, principals and inspectors to give new life to decentralisation and deconcentration of the system through better planning of activity and greater involvement of teachers, the community, the media and partners in performance and pupil results.

The list also includes setting up school projects, as well as groups to make teaching more relevant and effective, and educational initiatives about the needs and lives of pupils and their environment (ME/DPRE, 2004a). As part of this, some IDEN inspectorates have taken action (setting up associations of principals, organising tutoring) with support from UNICEF and IEFA.

#### 3.1 Decentralised management to boost quality

The association of principals (CD) was the idea of the Kébémér IDEN and was also tried in Nioro, before spreading to nearly all Senegal's school districts.<sup>6</sup> It was conceived as a body for discussion, planning and action and is a way to manage quality at local level and carry out priority policy set out in the PDDE. Its membership includes all school principals in a single homogenous area.<sup>7</sup>

The key principles of CDs are empowerment, participation and decentralisation. IDEN assigns tasks such as supervision and training. All the action plans are discussed and negotiated with those involved at three-monthly get-togethers. Decentralisation does not mean abandonment by the IDEN, but encouraging convergence, divergence and joint management. CDs can help reduce the bad effects of isolation and lack of staff and resources in some

<sup>5</sup> That each grade is expected to perform.

<sup>6</sup> By 2003, 373 school principals' associations were operating in the country's 11 school inspectorates: Dakar (49), Ziguinchor (23), Diourbel (26), Saint-Louis (35), Matam (14), Tambacounda (37), Kaolack (38), Thiès (41), Louga (35), Fatick (31), Kolda (44) (DPRE data).

<sup>7</sup> Town, neighbourhood, village or group of schools in a single geographical area with shared social and economic conditions.

education areas, strengthen the leadership of the principals and stress supervision of teacher and pupil performance.

Self-assessment is encouraged but the IDENs have established assessment criteria which include periodic discussion meetings. Local authority experts, officials (sub-prefects) and politicians (mayors, heads of rural councils) take part, as well as officials of NGOs, PAs and CEMs.

The CDs in Kébémér have significantly boosted involvement with schools. The rate

<p><b>Encadré 1 : Principales étapes d'installation d'un CD</b> (période de maturation de 2 à 3 ans)</p> <ol style="list-style-type: none"> <li>1) Rencontres exploratrices avec certains responsables de Cellules d'Animation pédagogique</li> <li>2) Elaboration et mise en œuvre par chaque directeur ou chargé d'école d'un plan d'opérations annuel à partir des cahiers de charges des directeurs</li> <li>3) Information et sensibilisation des directeurs sur la nécessité de cadres de concertation horizontaux</li> <li>4) Répartition négociée en zones homogènes</li> <li>5) Information et sensibilisation des partenaires sociaux et des autorités administratives</li> <li>6) Appréciation de l'état de mise en œuvre des plans d'opération des écoles</li> <li>7) Installation des CD avec des plans d'action</li> </ol> <p>D'après Sow &amp; Dièye, post 2000</p>	<p>% in 20 DEN y in rete s w 000 sta ach imp pals oge par the ction : A n fra akin th p cho</p>	<p><b>Encadré 2 : Quelques objectifs et domaines d'intervention d'un CD</b></p> <ul style="list-style-type: none"> <li>- créer un cadre d'échanges permanents entre directeurs, d'une part, entre directeurs et maîtres, d'autre part ;</li> <li>- participer à l'information et à la sensibilisation des partenaires sur les objectifs du PDDE;</li> <li>- contribuer à la résolution des problèmes liés à la planification et à la carte scolaire ;</li> <li>- renforcer le rapport entre l'école, les collectivités locales, les APE et les CEM, pour obtenir leur participation effective à la gestion de l'école ;</li> <li>- mettre en place un cercle de qualité susceptible de développer les compétences des directeurs et chargés d'écoles au plan pédagogique, administratif et social, intégrant les problèmes spécifiques de la zone ;</li> <li>- participer à la mobilisation pour la scolarisation des filles ;</li> <li>- assurer une mise en réseau des écoles ;</li> <li>- améliorer les conditions de travail des maîtres et des élèves ;</li> <li>- renforcer l'encadrement des maîtres ;</li> <li>- dynamiser les activités socio-éducatives ;</li> <li>- dynamiser le partenariat avec le non-formel ;</li> <li>- faire circuler des fournitures et équipements entre écoles ;</li> <li>- harmoniser les progressions des apprentissages</li> <li>- améliorer les approches pédagogiques et de mieux répondre au renouveau des pratiques éducatives ;</li> <li>- organiser régulièrement des évaluations standardisées dans les zones homogènes ;</li> <li>- systématiser les exercices écrits de lecture et les dictées à tous les niveaux ;</li> <li>- rendre la variété des exercices et la référence aux niveaux taxonomiques progressivement constantes dans les écoles.</li> </ul> <p style="text-align: right;"><i>Sources : Sow &amp; Dièye, post 2000 ; Unicef, 2003</i></p>
--	---	---

- Set up a quality unit that can improve the teaching, management and social skills of principals and include the special problems of each area.
- Help to encourage girls to enrol.
- Links schools to each other.
- Improve working conditions for teachers and pupils.
- Increase the supervision of teachers.
- Step up social-educational activities.
- Strengthen partnership with the non-formal education sector.
- Exchange material and equipment with other schools.
- Harmonise the progress of learning.
- Improve teaching approaches and respond better to new teaching methods.
- Organise regular standardised assessment in the homogenous areas.
- Systematise reading, writing and dictation exercises at all levels.

– Gradually standardise the range of exercises and classifications in schools.

Sow and Dièye, post 2000; UNICEF 2003.

**Box 3: Tutoring/monitoring in Nioro education district**

<b>Option</b>	* Volunteers + positive discrimination in favour of young BFEM graduates from the local area or living there. * Involvement and empowerment of the target population. * Instead of scattered action, coordinate it.
<b>Period</b>	* About two years.
<b>Main criteria</b>	* Written application. * Principals supervising operations. * Recruitment and monitoring of tutors by school-level committee including representatives of the local population. * Training of organisers by multi-disciplinary team including experts from several provincial social-administrative services.
<b>Action</b>	* 18 “major schools,” 3 schools in smaller towns and 8 in villages to be targeted. * 3 organisers per school of 12 classes, 2 per school of less than 12 classes, 2 per school in smaller towns (total 64 tutors). * About 10 hours of tutoring and 9 hours of practical activity to be negotiated locally and very flexibly. * Medical surveillance of problem girls. * 10,000 CFA franc monthly allowance per tutor, paid by the committee.
<b>Means and methods</b>	* Teaching proposals by the tutor, approved by the principal. * Details of implementation proposed by the tutor, assessed by the principal and passed on to the normal teacher.

*Source: UNICEF-Dakar, 2003*

Thanks to coordinated progress and standardised assessment of learning, teachers in several districts that adopted this scheme coped fairly easily with the problems of running courses and were able to plan teaching in French and maths over three-monthly periods both normally and in special tutoring (ME/DPRE, 2004a).

As such schemes spread and consolidate, they improve the quality of basic education.

### 3.2 Getting it done

With limited money to fight illiteracy and current efforts to do so widely scattered, the government has opted to outsource the job, decentralising education management and offering more choices through partnership with civil society, with a balanced and pragmatic share-out of tasks, responsibilities and agreed management procedures. It is based on four key principles that since 1996 have been part of programmes such as the “1,000 classes” project (1993), PAIS 1 and 2 (1994 and 1995), PAPF and PAPA:

- **A partnership approach** based on joint efforts, support and sharing and involving the state, civil society (NGOs, community groups), development bodies and local people.
- **Sharing out duties and responsibilities**, with the government providing guidance, coordination and encouragement, gathering resources, regulating, monitoring and assessing, while the civil society groups and others design and carry out projects, build capacities of communities and for research/action, and the local population takes part in organising projects (saying what is needed, setting up local structures to manage and follow up projects).
- **Participation**, through involving all interested parties in discussion of the projects.
- **Decentralisation/deconcentration**, transferring design and implementation of literacy efforts to local authorities (Etude de cas Sénégal, 2003b).

As the results in section 2.2 show, this approach has substantially improved learning in informal basic education (literacy and community schools) and made a break with standard programmes by increasing the range of supply. Factors improving quality are:

- ✓ Close monitoring and supervision of teachers.
- ✓ Incentives and encouragement for teachers and supervisors (principals and inspectors)
- ✓ More equipment and teaching materials gathered with the help of the local community.
- ✓ Spending more time at the school (more time in class).
- ✓ Greater role of parents in pupil follow-up through tutoring or simply more parent-teacher communication about pupil performance.
- ✓ Breaking with the idea of combining place and target, and with combining time with a fairly rigid school timetable, encourages more coherent learning better in tune with the daily life of pupils and the community and also with the choices of the beneficiaries (Niane, 2003).

#### **4. Methods of remediation and permanence**

Because of the encouraging results of efforts to improve quality and in view of the work still to be done, the 2004 PDEF-EFA review said the programme's 2<sup>nd</sup> phase (2005-10) would focus on decentralising management of quality concerning school projects, handling multi-grade classes, a standardised assessment of learning and a more flexible assessment system to reduce repeat years. Other strong recommendations to promote quality included:

- Redefine quality and work out a detailed system of performance indicators.
- Draw up and implement a pro-quality action plan in each IDEN.
- Give priority to teaching reading and writing in initial and on-the-job teacher-training.
- Devise a system of alert and remediation about weaknesses in learning.
- Give priority to staff training plans and local production of early childhood teaching material.
- Increase learning hours with a system of 900 hours a year (ME/DPRE, 2004b).

A formal arrangement with IDENs is recommended based on responsibility of inspectors for pupil results, with inspectors highlighting ways to achieve maximum achievement from pupils with the extra resources made available (ME/DPRE, 2004a).

#### **5. Lessons learned**

Several lessons can be drawn from Senegal's efforts since 1990 to boost quality as part of improving civic democracy and with the goals and ideals of the Millennium Summit and the EFA programme in view:

1. Quality is hard to push in basic education unless firmly taken in hand by local bodies – the IDEN in partnership with the PAs (community pressure on the school often produces good educational results), local governments and support groups. Decentralisation /deconcentration is a powerful tool to improve quality.

2. Close supervision of teachers through teams where ideas and experiences are exchanged helps promote quality-oriented practices and attitudes.
3. The small impact of some inputs on learning quality, such as books, whose impact is closely tied to the fact that, despite focused content, all the books are not physically available to pupils for use either at home or at school. The distribution chain has serious flaws.
4. Repeating years is not always effective because it may not target those who need to repeat, does not guarantee significant progress, may prevent a school from admitting new pupils and may also hurt a pupil's self-image. In Senegal, 11% are likely to drop out if they repeat a year (ME/DPRE, 2004a).
5. Money does always produce quality, which comes more from how effectively resources are used at school level through a clear chain in which parents and local authorities are involved.
6. Pre-school facilities that work satisfactorily are mainly those with adequate infrastructure, trained staff, good quality teaching material and are monitored by the IDEN.
7. Rural pre-school institutions provide limited learning but are necessary to lighten women's childcare burden to give them more time for other household tasks (ME/DPRE, 2004a).

The many interacting factors making for quality include social context, a school's teaching and the way it is run, the curriculum, the kind of teaching materials and textbooks, as well as the nature of the teacher and pupils. It is not always easy to bring them all into play at the same time, so their cost-effectiveness (Box 4) should be considered in any quality-oriented action plan.

**Encadré 4 : Hiérarchisation de 7 facteurs selon leur coût-efficacité au Sénégal**

- 1) Amélioration de la qualité de la gestion pédagogique et administrative des écoles
- 2) Augmentation du crédit horaire effectif des enseignants
- 3) Institution d'un dispositif de remédiation pédagogique à l'endroit des élèves en difficulté
- 4) Réduction du nombre d'élèves par table-banc
- 5) Augmentation de la dotation en livres et manuels scolaires
- 6) Réduction de la distance entre l'école et le domicile des élèves
- 7) Baisse du nombre d'élèves par enseignant.

Source : D'après ME/DPRE, 2004a

- Etude de cas Sénégal (2003b). *Décentralisation de la gestion de l'éducation et diversification des offres: le faire-faire*, ADEA.
- ME (2003). *Diagnostic de la qualité*, Dakar, DPRE.
- ME/MEPCTP/MFPPPALN (2002). *Programme de développement de l'éducation et de la formation (Education pour Tous)*, Dakar, DPRE.
- SOW Y. & DIEYE M.M. (post 2000) *Le comité local des directeurs, une expérience in matière de pilotage de la qualité*, IDEN Kébémér/Unicef Dakar.
- NIANE B. (2003). *L'amélioration de la qualité de l'éducation in Afrique subsaharienne par décentralisation et diversification des systèmes offerts – Impliquer et responsabiliser pour une citoyenneté scolaire*, Biennale ADEA, overview.
- MINGAT A. KHADIJ M.M.S & EL HASSENE O. I (2002). *Analyse de l'éducation primaire au Sénégal sur la base de l'enquête de ménages MICS2000 et de données de démographie scolaire*, World Bank.

e

- UNESCO (2003). *EFA Global Monitoring Report 2003-04*, Paris, UNESCO.
- UNICEF-Dakar (2003). *Evaluation de l'IEFA au Sénégal*, Dakar, UNICEF.
- Sénégal (2000) *Rapport National du Bilan de l'Éducation pour Tous in l'an 2000*, Dakar, ME/DPRE.
- ME/DPRE (2004b). *Mission conjointe de supervision préparatoire de la 4<sup>e</sup> Revue annuelle du PDEF – Récapitulatif des principales conclusions et recommandations*, Dakar, ME/DPRE.
- Sénégal (1998). *Lettre de politique générale du secteur Éducation/Formation*, Dakar, MEN.