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Measuring the Quality of Education Policies and Their Implementation for Better Learning: Adapting World Bank's SABER Tools on School Autonomy and Accountability to Senegal

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Measuring the Quality of Education Policies and Their Implementation for Better Learning: Adapting World Bank's SABER Tools on School Autonomy and Accountability to Senegal

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Abstract

This paper examines the quality of policy intent and policy implementation in education policies related to school-based management (SBM) in rural Senegal. For this purpose, we adapted the World Bank diagnostic tool for the SBM system known as SABER-SAA (System Approach for Better Education Result for the policy domain of School Autonomy and Accountability), to conduct a survey of various actors in the education system of Senegal. In terms of policy intent, the results of the assessment show that Senegal is making progress on strengthening the participatory roles of school councils in school operations, and on the management of operational budgets at the municipal level. However, the field survey data show that there are differences between policy intent and implementation, and differences among stakeholders in the degree of policy implementation. In terms of the participation of school councils in school activities, we found that when school councils were active in the implementation of procedural policies, such as holding general assemblies, the amount of financial contributions to the school were larger, and there were more council inspired activities. Furthermore, the variables indicating a more active role for school councils also had a positive and statistically significant association with pass rates in the primary graduation exam. The degree of functionality of the school council was also assisted by supporting measures, such as training and monitoring visits. Other factors positively associated with increased pass rates include: a shared vision by school directors and school councils on commune responsibility towards a school, and the use of comparisons of school performance with the performance of other schools as a motivator for making improvements in the subject school. These findings suggest that strengthening the implementation of policy in the area of participatory school councils, as well as improving linkages with sub-national administrations, is important for better learning outcomes. We also recommend that better use of student assessment information by schools should be promoted in the context of rural Senegal.

Keywords: SABER, system approach, benchmarking, school-based management, school councils, community participation, accountability, assessment, decentralization, primary education, Senegal, World Bank

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Section 1: Introduction

Despite the remarkable progress towards universal primary education, more than 60 million primary school aged children are still not in school, and if we include those children who are at school but do not acquire the basics, and those children who dropout before reaching Grade 4, this number increases to 250 million (UNESCO 2014). At the World Education Forum 2015, the international community committed to providing meaningful education opportunities for out-of-school children, as well as to the quality of education and improving learning outcomes.¹

School-based management (SBM) is a popular domain of education policies that have been addressed by governments and their development partners to improve school participation and learning. SBM is also known as a way to decentralize decision making power in education from the central government to the school level (Caldwell 2005; Barrera, Fasih and Patrinos 2009), where the school is represented by any combination of school directors, teachers, parents, other community members, and students. Decentralization is expected to encourage demand for a higher quality of school and ensure schools to reflect local voices and priorities, and then to bring better education outcomes and beneficiary satisfaction. In practice, SBM has been introduced in various forms, and its impact on education results vary.

In an effort to systematically learn from good practices and benchmark against these when helping a country assess its SBM system and identify areas for improvement, the World Bank and its partners have prepared analytical tools on school autonomy and accountability (SAA). SAA is one of the policy domains for which analytical instruments have been developed and tested under the program called the Systems Approach for Better Education Results (SABER), an initiative to produce comparative data and knowledge on education policies and institutions

¹ Incheon Declaration: Education 2030: Towards inclusive and equitable quality education and lifelong learning for all (<https://en.unesco.org/world-education-forum-2015/incheon-declaration>).

(Rogers and Demas 2013; Demas and Arcia 2015). Overall, the SABER program first focused on benchmarking the quality of policy. Later it began to more explicitly address the gap between policy intent and policy implementation, especially in regard to developing countries where institutional capacities are known to be generally weak, as a response to feedbacks from stakeholders, including the government officials of pilot countries.

Senegal, our case country in this paper, is a pilot country for SABER-SAA, and a developing country that aims to address SBM to improve education results. The primary gross enrollment rate increased from 68% in 1999 to 86% in 2011, and the adjusted net enrollment rate and the completion rate reached 76% and 61% in 2011, respectively. However, this increase in the number of pupils conceals the low proportion that have mastered reading and mathematics skills during their first years of studies (Republic of Senegal 2013). Access and quality issues are more prominent for rural areas than urban areas (CONFEMEN 2007; Lewin and Sabates 2011; Bold et al. 2011; Montgomery and Hewett 2005). As Ndiaye (2006) has suggested, it has become imperative to improve the system by developing the capacity of civil society, given that Senegal's education needs are enormous in both quantitative and qualitative terms. In fact, the current national education strategy (PAQUET² 2013-2025), built on the progress of the previous strategy,³ addresses three main problems: (a) insufficient access, (b) low quality of education, and (c) non-effective education governance (Republic of Senegal 2013). With regard to education governance, the new sector strategy's targets include effective decentralization and deconcentration, subsidies effectively managed in schools, and improved accountability at all levels.

² Programme d'Amélioration de la Qualité et de l'équité de de la transparence dans l'éducation (Program for Quality, Equity, and Transparency Improvements in Education).

³ PDEF ("Programme decennal de l'Education et de la Formation" or "Ten-year Education Sector Program"). See MOE 2003 for details.

The objective of this paper is to examine the policy intent with respect to SBM or SAA in Senegal, and the differences between policy intent and policy implementation. Its purpose is to highlight which gaps may be important to close in order to improve education service delivery and results in rural primary public schools. Built on the World Bank SABER-SAA diagnostic tool, we developed a complementary tool, a set of questionnaires to collect detailed information on policies, their implementation, and contexts. These complementary rubrics were used in our 2013 interviews of education officers, school directors, and school councils. Their opinions were collected and their administrative records documented.

In Section 2, this paper explains the SABER-based analytical framework. Section 3 analyzes policy intent, which updates and details the World Bank's SABER-SAA assessment of 2011-2012. Section 4 explains the descriptive statistics of policy implementation, and presents the empirical analyses. Lastly, Section 5 discusses the implications for policy reforms and policy monitoring mechanisms.

Section 2: Analytical framework

2.1 The framework for assessing the SBM system for better education results

For assessing the quality of the SBM system (policy intent), this paper adapts the framework on what matters most in school autonomy and accountability (SAA) for better education results. The framework and analytical tools for SAA were prepared by the World Bank in collaboration with JICA and other partners under the SABER program, in accordance with global best practices and empirical evidence (see Demas and Arcia 2015 for details).

The SABER-SAA framework considers what combination of school management practices is important for success (see Figure 1). As Arcia et al. (2014) point out, while such management practices are still under study, the lessons learned

in the last 30 years indicate that combining managerial autonomy, the assessment of students learning, and accountability to parents and other stakeholders tends to produce good school performance and increased learning (Bruns, Filmer and Patrinos 2011). School management under autonomy (with decision-making authority over their operations) may give an important role to the School Council (SC), which can include representatives of school clients, such as parents and communities, and the SC can be a resource for school management when implementing school services for clients. Although accountability was not initially linked with school autonomy, in the mid-1990s the concept of autonomy with accountability became increasingly important (Demas and Arcia 2015). The results from the PISA (Programme for International Student Assessment) activities also suggest that a combination of autonomy and accountability tends to be associated with better student performance (OECD 2011). The experience of high-performing countries on PISA, for example, shows that education systems in which schools have more autonomy over resource allocation and that publish test results perform better than schools with less autonomy.

The SABER-SAA framework is detailed as a set of policy goals and action indicators to be used to benchmark SBM system or policies on SAA for ensuring better school performance (Table 1). Five policy goal indicators are specified as below on the basis of empirical evidence from various countries (see Bruns, Filmer, and Patrinos 2011 for a literature review, and Demas and Arcia 2015 for evidence summarized by each policy goal of SABER-SAA), with appropriate recognition of the need for caution given differences in country contexts, including the level of capacity of local stakeholders that can affect how SAA reforms work:⁴

⁴ Westhorp et al. (2014), in their systematic review of studies on community accountability and empowerment (including SBM and decentralization), also notes that almost all interventions (addressed in the studies) focused on rural areas and it should not be assumed that the mechanisms work effectively in large cities.

- Policy Goal 1, “school autonomy in budget planning and management,” is assessed against the increasing degree of local and school authority over school budget or funds to better incorporate the interests of local stakeholders and parents and to improve operational efficiency;
- Policy Goal 2, “school autonomy in personnel management,” is assessed against the increasing degree of local and school authority over personnel appointment and deployment;
- Policy Goal 3, “roles of school councils in school governance,” is assessed against the degree of participation of school councils in school finance and activities, and how they are organized to foster better understanding of their roles and to execute their roles in a transparent and inclusive manner;
- Policy Goal 4, “school and student assessment,” is assessed using regular measurement as a key precondition for ensuring accountability, and against the routine use and sharing of assessment results among various levels of stakeholders to reflect and make pedagogical, operational, and personnel adjustments for the purpose of improving performance; and
- Policy Goal 5, “school accountability,” is assessed by analyzing the way in which stakeholders receive comprehensive information on their schools, and how this complies with their own regulations.

2.2 The framework for assessing both policy intent and implementation

Education outcomes depend not only on the quality of the policies themselves and the institutional framework they are implemented within, but also on whether those policies and institutions are implemented effectively at the local and school level (Rogers and Demas 2013, 11). We applied the conceptual framework of the SABER

result chain (Figure 2) to our analysis of the relationships between policy intent and policy implementation, and the relationships between better policy implementation and education results.

As Figure 2 illustrates, SABER attempts to address “what lies between an education system’s inputs (the monetary and other resources that go into it) and its outcomes (such as years of education completed and learning acquired by students),” which is often a “black box.” The elements can be conceptually categorized into three boxes (Rogers and Demas 2013, 4). The first box concerns the quality of policies and institutions and the second concerns the quality of policy implementation. Both of these are assumed to have a major influence on the third box (the quality of education delivered), which in turn affects student learning outcomes as education results (the fourth box). We also added another box covering the means and contexts that can support policy implementation. This is defined in terms of each actor’s leadership, organizational characteristics, and community characteristics. Then, by reviewing the SABER-SAA policy implementation rubrics⁵ and the existing tools of other school and administration surveys, the research team developed complementary tools: a set of questionnaires for sub-national (regional, provincial, district, communes) and school-level actors in Senegal (discussed further in Section 4).

Section 3: Quality of policy intent

3.1 Methodology

As discussed in Section 2, we adapted the SABER-SAA framework and tool to assess the quality of the SBM system and policies on SAA in Senegal. We collected laws, decrees, and policy documents and manuals from central government ministries,

⁵ The World Bank team conducted the assessment of policy implementation on school autonomy and accountability for Thailand (Arcia et al. 2014). It used the instrument that asked school directors to choose one of four-level scaled options for each of sub-indicators (using the 2011 version of the SABER-SAA rubrics).

mainly the Ministry of Education (MOE), and interviewed high-level officers⁶ in 2013, in order to update the information used for the previous SABER-SAA policy assessment conducted in 2011.⁷ The information was analyzed and scored using a rubric for each of corresponding policy goals and actions⁸ (see Appendix 1c for the detailed rubrics). The rubric allows for country policies scored by each individual policy action into one of four levels of development: 1 (latent), 2 (emerging), 3 (established), or 4 (advanced).

As in the 2011 assessment, we focused on primary education⁹ under the authority of the MOE. The MOE oversees sub-national or deconcentrated offices in 14 regions and 43 departments (called hereafter “REO [regional education offices]” and “PEO [provincial education offices]”, respectively).¹⁰ The MOE also coordinates with the Ministry of Decentralization and Local Government, which supervises local decentralized authorities, including communes and rural communities. At the commune or rural community level, there are no deconcentrated education offices. Instead, PEOs are required to inspect the schools in all local authorities within their own jurisdiction. Thus we defined the terms “sub-national” or “local” authorities as

⁶ The research team interviewed directors and division heads at the Directorate of Elementary Education, the Directorate of Examinations and Competitions, the National Institute of Studies and Actions for the Development of Education, the Direction of the General Administration and Equipment, and the Human Resources Directorate (see PADECO Co. Ltd, 2014 for details). The draft assessment results were also presented and discussed at a seminar chaired by the MOE Secretary General in February 2015.

⁷ The result was published in 2012 (World Bank 2012). See also Annex 1a for the results.

⁸ The SABER-SAA policy rubrics were modified by the World Bank in 2013 to reflect benchmarking needs according to the feedback from data collection in various countries, including Senegal. The five policy goals are the same in the 2011 and 2013 versions of the World Bank’s SABER-SAA tools, while some policy actions (or sub-indicators) were added and revised for the 2013 version (as explained in the presentation of the World Bank, Senegal in December 2013). Annex 1c includes remarks on revisions of the instruments of SABER-SAA. For the update of 2013, the research team first used the previous tool (2011 version) with additional elements focusing on the role of school councils, as the team originally saw that the 2011 rubric had some limitations in addressing this aspect when assessing the in-country feedback seminars. Meanwhile, the Bank team revised the rubrics for the 2013 version, including adding more on school councils, and the present research team adjusted our results to this 2013 version of the World Bank SAA. However, our data cannot adequately cover some other revised elements, and thus these are not included in Figure 3.

⁹ The formal education system in Senegal is on a 6-4-3 format for primary, lower and upper secondary education.

¹⁰ The latter, which had been called IDEN in the French acronym, has recently been renamed IEF, as there can now be more than one per department (Decree 2012-1276 of November 13, 2012). Along with a name change, this reform updated the roles of REO and PEO due to decentralization, but it had not been implemented at the time of the survey.

either the deconcentrated offices or the communes and rural communities, as in the 2011 assessment. Regarding the school council (SC), we mainly define it as being the CGE (Comité de Gestion d'Ecole, the school management committee).

3.2 Quality of policy intent

Figure 3(a) provides snapshots both the 2011 and 2013 assessments of the quality of policy intent by policy goal (key indicator) of each year's SABER-SAA rubrics, and Figure 3(b) details the scores by policy action indicator (sub-indicator) for the 2013 results. The data show scores from 1 to 4 for each indicator (or sub-indicator) on autonomy, participation, assessment, and accountability.

A major difference between the 2011 and 2013 assessments is observed in relation to Policy Goal 3 on the impact of parents acting through the CGE on school governance, and the score is higher for 2013. This relative change in the high score is due to the three sub-indicators regarding CGE's participation in management of school activities and learning inputs, and transparency of its participation, which have been institutionally strengthened over the past decade. Initially, the establishment of CGE at each school was decided by a decree in 2002¹¹ in line with the vision of decentralization under the 10-year education sector program (PDEF) and the decentralization law of 1996.¹² Dissatisfaction with parental associations (called APE) in relation to their transparency and accountability had led Senegal to setup an alternative structure, the CGEs (De Grauwe et al. 2005). A 2002 decree set the basic organizational structure and the roles of CGE. To make the policy work, JICA provided technical assistance under the Project on the Improvement of Educational

¹¹ Decret 2002-652 du 02/07/2002 portant création, organisation et fonctionnement des organes de gestion du Programme décennal de l'éducation et de la formation.

¹² Along with its accompanying decrees like Decree n° 96-1136 of 27 December 1996 enforcing the law of competences transfer to regions, communes and rural communities regarding education, illiteracy, promotion of local languages and vocational training.

Environment (PAES)¹³ (JICA 2011; 2013) to prepare the detailed guidelines and training, focusing on pilot regions. The region of Louga was covered in the first phase from 2007 to 2010 and the Fatick and Kaffrine regions in the second phase from 2011. This experimental model of CGE, under PAES, was planned to be strengthened and scaled-up to include all Senegalese public primary schools from 2014 on, under a program financed by the Global Partnership for Education, the World Bank, and CIDA (World Bank 2013).

These official decrees and guidelines on CGE justify a high score on the three sub-indicators of 3D, 3E, and 3F (score 4 or 3). The descriptions of corresponding rubrics on these policy sub-indicators for 2013 are as follows (see Annex 1b for details of justifications):

- “there are formal institutions, manuals, and mandates for organizing volunteers to plan, implement, and evaluate activities” for the sub-indicator 3D (score 4 or advanced);
- “(CGE has) legal authority to voice an opinion and legal oversight on some learning inputs to the classroom” for 3E (score 3); and
- “there are provisions for regularly scheduled elections of school council members and defined term limits” and “there are guidelines for calling general assemblies” in relation to indicator 3F on the transparency in community participation (scored 4 or advanced)

The CGE includes representatives from local authorities (commune or rural community), school staff, teachers, pupils, and the APE (parent association). The President of the CGE is elected by the general assembly (GA) in a secret ballot for a two-year mandate (2002 decree), and the treasurers and auditors are also elected

¹³ Projet d'amélioration de l'environnement scolaire in French.

(2011 and 2013 guidelines).¹⁴ The general assembly is composed of the whole community in the area of influence of the school. The general assembly must meet three times a year. The CGE is responsible for mobilizing resources necessary for the school development plan and for supporting pedagogical activities. Also, to help develop proper action plans by the CGE, school teachers should help to build a proper assessment system by reporting to the CGE relevant data on learning inputs (teaching hours, tests results, etc.). The CGE can thus voice an opinion, and then have oversight on whichever learning input is then included in their action plan. However, not all learning inputs can be included since the curriculum is standardized nationwide, and programs remain the domain of the MOE.

There are funds directly transferred from the central government to CGEs, which the latter can manage: these are school grants, called “School Project (Projet d’Ecole),” and they have been experimented since early 2000s within the PDEF framework,¹⁵ with assistance from development partners including the World Bank and Japan. A first scaling up of the experimentation reached 1545 schools in the 2010-2011 year,¹⁶ and the system of school block grants is planned to be further scaled up from the current 30 percent to 100 percent of the schools (World Bank 2013, 12). This policy of school grants justifies a high score (score 4) for policy action 1D, regarding the legal authority to raise additional funds for the school defined as a CGE.

Other than this school grant, the preparation of regular operational budgets for schools is managed by the PEO and local authorities, and the CGE or school is not officially a participant in this budgeting process. It follows then that the scores

¹⁴ The general secretary is not elected. This position is the school director by law.

¹⁵ Requete pour « le projet de renforcement de capacites du CGE dans la region de Iouga » dans le cadre du fonds de contre partie du Japon, Direction de l’Enseignement Elémentaire, Direction de l’Enseignement Elémentaire, Ministère de l’Enseignement Elémentaire, du Moyen Secondaire et des Langues Nationales du Sénégal, Page 4, 2007.

¹⁶ Situation des projets d’école en 2011, Direction de l’Enseignement Elémentaire, Ministère de l’Enseignement Elémentaire, du Moyen Secondaire et des Langues Nationales du Sénégal.

relating to policies determining the participation of CGEs in budget preparation and financial oversights (policy actions 3A and 3B) depend on what we include in the definition of “budgets.” As for personnel management, CGEs are not consulted over the appointment of teachers (thus score 1 for sub-indicator 3C).

Similarly, school autonomy in the management of the school budget or personnel management is scored relatively lower in the indicators for Policy Goals 1 and 2, following descriptions on the concerned sub-indicators:

Legal management authority over the operational budget¹⁷ and non-teaching salary staff is at the local level, either by the PEO in the case of rural communities or by mayors in the case of communes¹⁸ (justifying score 2¹⁹ for 1A and 1B);

Legal management authority over teacher salaries, appointment and deployment is centralized (justifying score 1 for 1C and 2A), while the budget of teacher salaries is transferred from the MOE to the PEO (Boubacar and Francois 2007) in charge of the management of the staff within their jurisdiction. These decisions are not based on consultations with CGE or school-level stakeholders.

As a potential organizational structure that also strengthens the voice of CGEs in local authorities, several CGEs of the same zone can gather as a Union of CGE (UCGE). In this case their main functions are to coordinate the CGEs of a zone, and

¹⁷ The definition of an operational budget in the SABER SAA data collection tool is the “Budget transferred through the government channels for the day-to-day operation of schools, excluding salaries for teachers and non-teaching staff, and capital cost like school construction. Parental and community contributions as well as other income sources from government lines can be considered as additional funds.”

¹⁸ Primary education has been decentralized to the commune and rural community level (Law 96-07 of 22 March 1996 and Decree 96-1136 of 27 December 1996), and that transfer of competence is accompanied by a transfer of funds to these local authorities from a government fund, the Decentralization Allocation Fund (Fonds de Dotation de la Décentralisation, FDD) (Décret 2008-209 du 4 Mars 2008). Until the 2013 decentralization law, the transfer of competence was slightly different between communes and rural communities. The communes managed the building and maintenance of infrastructure, the recruiting of support staff, the award of scholarships and a participation in the acquisition of textbooks and materials. Rural communities could do the same except recruiting support staff and awarding scholarships. This was consistent with new decentralization policies that allowed a rural community to become a commune only if it was financially sustainable.

¹⁹ If we consider only the resources mobilized by CGE, to which we can include the school grants from the central government, policy action 1A can be scored as “Advanced” since the CGE has legal authority over these budgets. The 2014 decree (2014-904 on CGE) clarifies this situation by clearly stating that the CGE is the managing body of the school, and that all school resources are managed by the CGE, reinforcing the “advanced” scoring for those two indicators.

better address issues that are difficult to solve at school level by a single CGE (as experimented with in the PAES manual made official by a 2014 presidential degree). The local authorities are involved in a UCGE by having their education commission head sit as an observer.²⁰

Regarding Policy Goal 4 on school and student assessment, the scores of policy action sub-indicators are relatively high. On the existence and frequency of standardized student assessments, the policy is assessed “Advanced” (score 4 for policy action sub-indicator 4C). First, the CFEE (Certificat de Fin d’Etudes Elementaires) is the assessment of student learning done every year at the end of Grade 6 for all students who register for the exam. CFEE results are used as the certification for Grade 6 graduation, as well as the entry criteria for lower secondary schools. Second, a standardized student assessment of every primary school grade is also to be administered quarterly at the PEO level. Third, the MOE has administered a standardized student assessment (SNERS: Système National d’Evaluation des Rendements Scolaires) every two years to a nationwide representative sample of schools for two selected grades of primary education since 1992. Finally, the country has also been part of the large scale multi-country student assessment, called PASEC since 1995.

On the policy intent for use of standardized student assessments for pedagogical, operational, and personnel adjustments, CFEE results are analyzed at the central level, and the conclusions are shared with the PEOs. PEOs also make their own analysis down to class level, but it is unclear if this is the result of local practice or of a nationwide policy. The CGEs support student assessments, particularly CFEE,

²⁰ The involvement of the local authorities is theoretically more pronounced in the local education and training committee (CLEF) headed by the mayor or head of the rural community. Representatives of all local education stakeholders (inspectors, directors, teachers, unions, parent associations, NGOs, etc.) including that of the UCGE or, if the union doesn’t exist, of each CGE of the commune or rural community, sit on this committee. The guidelines on setting up a UCGE mentions these can help stimulate the CLEF (Guide de formation à la mise en place des unions de CGE, Direction de l’Enseignement Élémentaire, Ministère de l’Education Nationale, 2012, 4 and 7).

by providing monies for stationery goods, but they are not involved in school and student assessments in a way where they would use guidelines to be able to judge and use these results. The SNERS results are also shared with PEOs but the MOE recognizes that these are not properly exploited.²¹

While SNERS and PASEC collect information on school and teacher characteristics at the time of testing sample students' performance, CFEE assessment is administered solely as exams for students. Although data relating to CFEE results could be analyzed along with the data on schools which MOE collects on other occasions, such as the annual statistical campaign (called "Campagne statistique"), such analyses do not appear to be conducted in order to share their results with schools. Various school statistics, along with CFEE results, are available only as regional averages in annual statistical reports (Annuaire Statistique National).

PEO inspectors are to conduct school assessments other than these student assessments and basic educational statistics, and send the results to school directors for reflection. The PEO is supposed to produce a yearly "performance report."

Section 4: Quality of policy implementation

4.1 Methodology

(a) Data sources

The previous section examined the quality of policy intent at the central level while this section describes the current status of policy implementation at the lower level, i.e., the meso- and school levels, mainly based on the results of our questionnaire-based interview survey. This field survey was conducted in April and May 2013, and the respondents included school directors, presidents of school

²¹ Etat des lieux de l'éducation de base au Sénégal, Version validée par le comité de pilotage du 30 mai 2014, Direction de la Planification et de la Réforme de l'Enseignement, Ministère de l'Education, 98.

councils and of parental associations, representatives of mayor offices, and of provincial and regional education offices.

For the study we first selected two regions, Fatick and Louga, where JICA had previously implemented a project of technical assistance to school councils, PAES,²² and another two regions, Matam and Tambacounda, by considering the proportion of rural population and public primary schools, the condition of enrollment and learning achievements, and relevant socioeconomic indicators. There are 13 departments in the four chosen regions. We then randomly chose 70% of the rural communes in each department, covering 91 rural communes in total. Finally, in each commune, we randomly selected public schools²³ that had sixth grade students, giving 306 schools in total.²⁴ As a result, our sample covered 13% of the public schools of the selected regions. The expected respondents of the survey were the representatives of the four regional education offices, the 13 department education offices in those four regions, the 91 rural communities, and the 306 schools (directors, presidents of school councils [CGE] and presidents of parental associations [APE]).

Additionally, we used the MOE's statistical database, especially for the data on the results of graduation examinations and on the number of textbooks per school.²⁵

²² The selection criteria of PAES pilot regions include the following: (a) their basic indicators on education are not exceptionally high (or low) as compared with the national averages; and (b) the other donors' technical assistance on the relevant areas are not often taking place (JICA 2011).

²³ We focused on public schools because all of our sample schools are located in rural areas, and the presence of private schools is much rarer in rural areas. Moreover, public and private schools face a different policy environment, and the SABER-SAA assessment tool utilized in the previous section is mainly for policies regarding public schools.

²⁴ At first, we randomly chose three schools per rural commune, and re-sampled randomly after adjusting the number of schools per rural commune, depending on the total number of schools in the authority. As a result, 3.4 schools were selected per local authority on average, with one school per rural commune as the minimum, and six schools at the maximum.

²⁵ MOE collects basic statistics from all primary schools at the beginning of every school year, using the questionnaire (called "Campagne statistique") covering basic school information. The research team received the raw data by each school from MOE.

(b) Two analytical steps

Using the datasets explained above, we examined the following questions about a relationship between policy intent and policy implementation, and between better policy implementation and education results, according to the framework of the SABER result chain explained in Section 2:

- (i) What gaps exist between policy intention and implementation? How does policy implementation differ within the country?
- (ii) What could assist better implementation? Which policy implementation model within school autonomy and accountability appears to be more important for better education delivery? Is better policy implementation related to better student learning results and other education outcomes?

For the first set of questions, we prepared descriptive statistics with the variables that would enable us to measure the differences between policy intent and implementation, and the degree of implementation among stakeholders such as schools, CGEs and communes. We assumed that the policy goals which have improved over the past years more than others, i.e. Policy Goal 3, might show a large difference between policy intent and implementation, and we were also interested in the role of school councils. We first present the results on Policy Goal 3 below. After reviewing the descriptive statistics, we prepared statistical models to further analyze the second set of questions (see also Section 4.3.1).

4.2 Difference between policy intent and policy implementation

(a) Policy implementation on the role of CGE

To what extent has the policy on CGE been implemented? Table 2 shows the degree of policy implementation and the differences among schools and regions. First of all, out of our 306 sample schools, 256 (84%) school directors answered that there is a CGE

at the school. CGEs were established at all sample schools in the Fatick region under phase 2 of the pilot project of JICA, PAES, between 2010 and 2014, and at almost all of the schools in the Louga region under phase 1 of that project between 2007 and 2010. There were CGEs in 90% of the schools in the Matam region but only in about half of the schools in the Tamba region. We surveyed the presidents of CGE for 229 schools (75% of the total sample).²⁶

Other differences appear in the degree in which CGEs are functional, even among CGEs where both school directors and CGE president responded to the survey (Table 2 and Figure 4).²⁷ For policy action 3D, on community participation in school activities, about half of the CGEs have a periodical plan of actions (see Picture 1 for example). On average, CGEs support four activities, and the main ones are: construction of classrooms, provision of school meals, cleaning and plantation, and teaching support such as supplementary lessons. More than half of the CGEs assist school operations in terms of teaching, educational materials, or school meals. For the implementation rate of the action plan, about a third of CGEs have implemented more than half of what they had planned according to the responses from school directors. Regarding their progress report, a third of CGEs have one. On average, the financial contribution from the CGE and/or APE is about 75,600 FCFA (about 141 USD) in total, or 3,159 FCFA (about 6 USD) per sixth grade student in 2012/13, although these

²⁶ Before the field visits, the survey team asked provincial education offices and school directors about the contact information on presidents and other representatives of CGEs (e.g., their names and mobile numbers). However, for about 10% of the sample schools, we could not identify or interview the presidents of the CGEs. One possible reason for this discrepancy is that these CGEs were less functional.

²⁷ The CGE data presented here mostly come from the responses from school directors. To address a potential data limitation that school directors may misrepresent the actual status of a CGE, the survey also interviewed the presidents of CGEs, and collected documents from school directors as evidence of policy implementation to support their responses (e.g., the hard copy of a CGE action plan, progress report, and the attendance list of the general assemblies). The surveyors checked on the corresponding documents: whether they exist at school and whether they were collected at the survey (a photo or copy was taken. See the details on the documents in the Technical Annex, “Administrative documents collected during the survey in rural Senegal to assess the implementation of education policies” as well as PADECDO Ltd. Co. 2014).

averages become higher when calculated by excluding schools that did not report any financial contribution (126,000 FCFA in total).

For Policy Action 3F on transparency in community participation, 41% of CGEs selected their president through election by CGE members, and about half of them held the election by secret ballot. Although a similar proportion of APEs also elected their presidents in the sample schools, most of them adopted the method of hand raising, not a secret ballot. While 68% of the CGEs had held a general assembly at least once in 2012/13, less than half of the school directors answered that more than 50% of the parents participated in the latest general assembly, or that the participants in the general assembly included non-parent community members. On the gender aspect, around 80% of CGEs have at least one female board member, as intended by the policy. On the other hand, the share of CGEs with a female president is as low as 10% as there is no legal requirement or any promotion system to ensure a female president.

As also shown by Table 2 in relation to supporting the implementation, there are also differences in the linkages with local administrations by school and CGE. Some schools were offered training on CGE and the monitoring of CGE activities by the regional administration, and by the PEO monitoring and guidance related to CGE. Also, some school directors participated in the meeting of the education commission of the local community in 2012/13. As for budgetary support, very few schools received a grant for a school project in 2012/13, while 9% responded that they had received one in 2011/12. For the general capacity of stakeholders which could also affect policy implementation, the differences identified among stakeholders include, for example, the level of education of school directors and CGE presidents, and their work experience (detailed in Annex 3).

In addition to the policy implementation by individual CGEs, the interaction among CGEs and between CGEs and local authorities is considered to be important, so the establishment of unions of CGE (UCGE) is encouraged in Senegal. We found that UCGEs are not yet been established for most communes, except for those in the Fatick region. In relation to the federations of APE, most of these were founded at the PEO level, and our survey interviewed them at 77% of the sample PEOs (i.e. 10 out of 13 PEOs). However, the perception of the existence of an APE federation decreases at the lower level of respondents, and so only 8% of APE presidents reported their presence.

(b) Policy implementation on autonomy

How does policy implementation on budget autonomy differ from the policy intention according the opinions of stakeholders? Table 3 compares the perceptions on who is responsible for the purchase of non-textbook materials (Policy Goal 1) among school directors, CGE presidents, and local authorities. The responsibility for the purchase of non-textbook materials has been transferred to local authorities in Senegal, and most of local authorities correctly perceive this. However, the recognition slightly differs at the school level: the proportion of schools where both the school director and the CGE president answered that it was the local authority's responsibility was less than 50%. This discrepancy seems to reflect the lack of mutual understanding among stakeholders in education services, and might hinder their cooperation if decentralization to local authorities' further progresses in Senegal.

(c) Policy implementation on assessment

Table 4 shows the degree of implementation on school and student assessment and use of assessment results. First of all, there is a slight difference in the perception on regular school assessment between school directors and PEO officials. While 87% of

PEOs responded that schools were assessed regularly using the criteria of the MOE, only 68% of school directors responded so. This gap may represent the fact that PEOs assessed some but not all schools. The percentage of school directors that responded that there was at least one school visit in 2012/13 or 2011/12 by PEO was 79%.

For student assessment, almost all school directors (95%) responded that schools had received the result of the primary school graduation exam, the CFEE. 87% also responded they utilized the result for school improvement (i.e., pedagogical, operational, or personnel adjustments). However, that share becomes smaller if we pay attention to the type of information they have: only 72% school directors responded that they have comparative information, with other schools or previous years, and that they used those results for school improvement.

For the standardized student assessments SNERS and PASEC, a very small proportion of school directors responded that they had received the results of the assessment; 5% and 8% respectively. This could be because only a sample of schools participates in these student assessments, and the results are not shared with all schools. Among the inspectors, only 62% and 54% of PEOs responded that they have access to the results of SNERS and PASEC, respectively, while 100% of REO responded they have access to both assessment results.

4.3 Better policy implementation and education results

4.3.1 Statistical models

This section examines the policy implementation on school autonomy and accountability econometrically, focusing on the roles of school councils (CGEs), which Senegal's policies intend to advance, but differences are found among stakeholders in the implementation of policies as described in the previous section. Specifically, based on the SABER analytical framework of the results' chain, presented in Section 2, we conducted three types of analyses to answer the following

questions: (i) what explains the differences in policy implementation regarding school councils, (ii) how is policy implementation related to education delivered at schools, and (iii) how is policy implementation associated with the learning outcomes of students.

The first task was to examine the factors that explain the differences in the quality (degree) of policy implementation on school councils, in terms of the functionality of CGEs (i.e., whether CGEs are functional and the extent of this.). As the dependent variable, we mainly adopted the amount of CGE and APE financing contributions to school per student of Grade 6 (“CGE contribution”),²⁸ along with other measures of policy implementation.²⁹ Considering that in Senegal, public schools with a school council have full autonomy and accountability on these funds, this variable was assumed to be a representative indicator of the degree of implementation of policies relating to SAA when focusing on the role of school councils.

Thus, the explanatory variables were prepared for categories of variables, as outlined below, by considering the conceptual framework of SABER SAA and the country context based on the descriptive statistics presented in the previous section and in Annex 2:

(a) Variables regarding the impact of policy implementation on CGE for the procedures (Policy Goal 3) include years of CGE operation, and dummy variables on holding the participatory general assembly (GA), and on having more than 50% of parents participating in GAs. The better implementation of procedures is

²⁸ As a CGE board is to include the APE’ representatives, and the APE’s contributions are often incorporated into the CGE action plan (when the CGE is active), we incorporated their contributions into the CGE contribution.

²⁹ We regressed each SC’s total financing contributions, and those per Grade 6 student, on these explanatory variables by using the Tobit model, as some of school directors answered zero as the amount of financial contribution. That is, SC’s contribution is left-censored at zero, which causes the coefficients of OLS estimation to be biased and inconsistent. We used a Probit model for the regression of the dummy variable covering whether the implementation rate of CGE action plans exceeds 50% or not.

assumed to be associated with greater functionality of CGEs;

- (b) Variables regarding the impact of policy implementation on the other policy goals of SAA, that is, budget autonomy and student assessment (Policy Goals 1 and 4) include a dummy variable on whether school directors and CGE presidents have a common view on the responsibility of rural communes over the purchase of non-textbook materials, and a variable covering whether school directors know of comparative information on CFEE results with other schools and previous years, and they use the result for pedagogical, operational, or personnel adjustment. The more decentralized budget autonomy and the better use of assessment information are assumed to be associated with more roles of CGEs and better functionality;
- (c) Variables regarding the potential supporting means for the implementation of CGE policies include school monitoring by the PEO/REOs, and the participation of school directors in the education commission of the local collectivity. These supporting means are assumed to help CGEs to be more functional.

We controlled for the means of supporting overall policy implementation by preparing variables on the capacity of local actors that could affect policy implementation. These variables include the age and education level of school directors (SD), CGE Presidents, and Mayors. We also controlled for non-policy local socioeconomic contexts that could make a difference to the implementation of education policies by preparing variables such as the proportion of students from economically disadvantaged areas, and the percentage of parents who speak French (see Table 5 for a full list of these variables).

The second analytic task was to examine how policy implementation is related to educational services, especially the provision of supplementary and remedial classes and the availability of textbooks.³⁰ For the analysis on the supplementary

³⁰ As proxies for quality of education delivered, which can be affected by government policies, the

lessons, the dependent variable is an ordinal categorical variable on the total days of supplementary lessons. An ordered Probit model was used to investigate how the provision of supplementary lessons is sensitive to the degree of policy implementation by CGEs (measured by participatory financial contributions and activities). For the analysis on textbooks, we adopted two types of dependent variables: the total number of textbooks available at schools in 2013 per Grade 6 student for calculus, and for reading. Since the data indicate that some schools had no textbooks for calculus and reading lessons in 2013, we used the Tobit model.

The third task was to examine the effect of policy implementation on learning outcomes, measured as the pass rate of the graduation examination, CFEE, in 2013. Since the pass rate is, by definition, bound between zero and one, we adopted a two-limit Tobit model. As in the second analysis, the key explanatory variables are the implementation of the policies on the functionality of CGEs, measured as CGE contributions, the decentralized autonomy of local authorities, and the assessment of students and schools. Other than the supporting means and non-policy contexts used in the previous two analyses, we also controlled for the student to teacher ratio, the proportion of permanent teachers, the proportion of female teachers, and incorporated a dummy variable on whether at least one teacher had participated in in-service training.

All regressions in this section were conducted for the schools where we could collect the data on CGE, and we controlled the fixed effects for 13 provinces, the level at which de-concentrated education offices (PEOs) were responsible for primary

time of teaching in class and the amount of textbooks distributed to schools are often used. On teachers, as explained in section 3.2, the current Senegal policies do not intend CGEs to play a role in personal management (e.g., monitor teaching hours that should be linked with the salary payment), while CGEs can participate in learning inputs, including supplementary lessons. Thus, we use the variable regarding supplementary lessons as a proxy variable on the time of teaching that can be differentiated among schools in relation to the roles of functional CGEs, while controlling for the timing of starting the school year (which is an issue in Senegal and can be a factor for conducting supplementary lessons) in our statistical model. For textbooks, their shortages are still important issues for better results in primary education in Africa (e.g., Frolich and Michaelowa 2011; Pouezevara et al. 2010), and thus we use the variables on their distribution.

education administration. Standard errors are clustered at the local authority level (rural commune), which is the decentralized authority for primary education.³¹

4.3.2 Estimation Results

(a) What explains the differences in policy implementation on school councils?

As Table 6 shows, some of the variables on implementation of procedural policies on CGEs are statistically significant, and positively associated with the amount of CGE contribution per Grade 6 student, when controlling for the contexts of schools and communities. These include the variable on transparency (holding a participatory general assembly), the number of years since the establishment of the CGE, and the existence of a CGE action plan. The number of years that a CGE has been in operation can indicate that the activities of the CGE and their importance are recognized more and more among CGE members as time passes. The other variables, including those on the implementation of the CGE president's election, on having more than 50% of parents participate in a general assembly, and on preparing a progress report, also show positive coefficients, but these are not statistically significant.

Moreover, we found that the linkage of CGEs and schools with the other actors at sub-national level is as important as anticipated as the supporting means for implementation of CGE policies. The monitoring by provincial or regional education offices on CGE and APE is positively and significantly related to CGE contributions. The participation of the SD in the meetings of the education commission of the rural communes has also a positive and significant relation with CGE contributions.

Table 7 column (1) gives the result of the estimation, which include one variable (named as "CGE-5 procedures") composed of all five dummy variables used

³¹ For the second and third analyses, the endogeneity of the policy implementation variable, CGE contributions, seems to bias the estimates of each regression. We estimated a two-stage least squares (2SLS) model for the second and third analyses, and conducted an endogeneity test for CGE contribution. Regarding all 2SLS models, we cannot reject the null hypothesis that CGE contributions are exogenous.

in Table 6 on the implementation of procedural policies in relation to CGEs. This aggregated variable of implementation on CGE procedures also shows a significant and positive association with CGE contributions when controlled for the contexts of schools and communities. As the variables on supporting means in relation to CGEs, the monitoring by PEO or REOs and the SD's attendance to the commune level meeting have significant and positive associations with CGE contributions. The coefficient relating to school grants is also positive but not statistically significant.

Furthermore, Table 7 shows that a better implementation of decentralized autonomy to communes is important for a CGE to be more functional. This is measured by whether school directors and CGE presidents are sharing a common view regarding the responsibility of their rural commune over the purchase of non-textbook materials, and it is significantly related to the amount of CGE contributions. Since a representative of the communes (the municipal council) sits in the CGE, a better implementation of the decentralized role of communes in education can affect how functional a CGE is, with better linkages between school and commune level efforts improving a CGEs functionality.

While the effects of these policy variables are significant even after controlling for non-policy community contexts, such as parents' French ability and economic status, the negative coefficients of these control variables imply the need for extra means of supporting those relatively disadvantaged communities, such as the planned government pro-poor capitation grant to schools with CGEs.

In addition, columns (2) to (4) of Table 7 indicate the regression results for the other dependent variables that might capture differences in the degree of functionality of the CGEs. These include: (a) the total CGE contribution (the amount not divided by the number of students); (b) whether the implementation rate of the CGE action plan is more than 50 percent; and (c) the number of CGE activity types that CGEs or

APEs provide support on, and that concern school operational aspects related to learning quality and time (e.g. support for teaching hours such as supplementary classes, for learning materials, for school events, and for school meals). For the total CGE contribution and the CGE implementation rate, the aggregated variable of implementation of CGE procedures and the common view of school directors and CGE presidents about the authority of communes show significant associations. These explanatory variables also show a positive significant association with the number of CGE activities in relation to school operations, but the coefficient is not statistically significant for the years of CGE operation.

While the implementation rate of a CGE action plan can also be important in monitoring the capacity of each CGE, it has limitations as a proxy variable for the degree of functionality. For example, a CGE which has prepared an ambitious plan of activities and implemented only half of this may eventually have implemented the same number of activities as another CGE which has implemented 100% of its more modest action plan.

(b) How does policy implementation link to education delivered?

As shown in column (1) of Table 8, the CGE contribution is significantly and positively correlated to the number of supplementary and remedial lessons held during the last school year (2011/12). The variable covering the implementation rate of the CGE action plan has also a significant and positive coefficient as in column (3). A CGE being more functional, as measured by contributions and the implementation rate of its action plan, can be related to a higher level of motivation and commitment by the schools to the learning time of children through supplementary lessons.

Column (2) of Table 8 also shows the estimation results when the variables on implementation of assessment and decentralization policies were included in the regression models. The coefficient of the CGE contribution remains significant, and

the coefficient of student assessment policy is positive but not significant. Yet, the variable covering assessments of teachers' presence and teaching hours (whether records of teachers' presence at school are kept and having a school's trimester report of the official teaching hours) is positively and significantly associated with the number of supplementary and remedial lessons. This implies that the more accountable schools are on the management of teachers, the more likely they are to ensure the full implementation of teaching hours through supplementary lessons.³²

The next table, Table 9, shows the regression results relating to the availability of textbooks. CGE contributions are significantly related to the number of textbooks for reading per sixth grade student when this is included individually, but are not significant when included with the variables on decentralization and assessment. For the number of calculus textbooks, the CGE contribution is positive, but not significant in any of the specifications. Given that the MOE did not print nor procure new textbooks in 2012/13 (in fact, not since 2009/10) for schools, it appears that the role of CGEs or rural communes is very limited in relation to improving the availability of textbooks.³³ In some developing countries, CGEs often actively cooperate with local administrations to deliver textbooks to schools. However, this could hardly be the case for Senegal as few older books (printed prior to 2009) remain in stock, and the lack of newer textbooks to distribute can have an influence on the availability at the school level.

³² We also examined the results of estimations that consider the supplementary and remedial lessons held during the last month (March 2013), instead of those held in the last school year. The results indicate that where the SC is more functional, as measured by the implementation rate of CGE action plans, this is positively and significantly related to the number of supplementary classes in the last month, but the CGE contribution is not significant. One of the possible reasons for this result is that such classes may be held more often in the third trimester (from April to June), before the CFEE exam, than in March or in earlier months, and thus, the effect became weaker when our estimation used the dependent variable as the number in March.

³³ For the 2014/15 school year, the government has procured textbooks for Grades 1 and 2.

(c) How does policy implementation link to education results?

As Table 10 shows in column (1), CGE contributions were significantly and positively associated with the pass rate of the CFEE examination for 2013. In columns (2) and (3), instead of the CGE contribution, we used the CGE implementation rate of action plans or the number of CGE activities within school operations as the variable measuring the CGE as being more functional. The coefficients relating to these variables are positive, and the number of CGE activities in school operations has a statistically significant association with the CFEE pass rate.

Similarly, the variable on the implementation of autonomy decentralized to communes in operational budgets for schools shows a positive and statistically significant coefficient in column (4). On the assessment policies, the variable on CFEE comparative information and use of this is positively and significantly associated with the CFEE results as in column (5). Even when both of these variables are simultaneously included together with the CGE contribution in the regression model, all of the three variables for SAA remain statistically significant as in column (6), though their coefficients become smaller. This is probably due to the correlation between them.

The models control for other school contexts, which are assumed to be less affected by the role of the CGE in the current country context, such as teacher-student ratios and the educational backgrounds of school directors and teachers. While most of these are not statistically significant, a dummy variable on full-time school directors is significant and positive in most of the models, which might imply that full-time school directors have more time to deal with school issues and thus improve learning outcomes, than those who are teaching a class.

Furthermore, we checked the robustness of the regression results by controlling the pass rate of CFEE at the school year 2009/2010. Since the second phase of JICA technical assistance on CGEs to develop the model of a functional CGE for nationwide scale-up started in 2010, the pass rate in 2009/2010 is considered to reflect the learning environment before this intervention.³⁴ As Table 10 shows in columns (7) and (8), CGE contributions had a significant and positive association with the CFEE pass rate of 2012/13, even after controlling for the CFEE pass rate of 2009/2010. This pattern occurred whether it was included individually or together with the variables on authority and assessment. The autonomy of communes is also significant, but the use of CFEE results becomes not significant.

Section 5: Summary and implications for policies and implementation

This paper has examined the quality of policy intent and its implementation using SBM for better learning in primary education in Senegal. Here, a new policy analytical tool developed by the World Bank and its partners on the basis of evidence of international good practice, called SABER-School Autonomy and Accountability (SAA), was adapted to the country context.

For the quality of policy intent, relevant official documents were reviewed, as of 2013 (and a few updates from 2014), in the light of the rubric indicators of the SABER-SAA, and scored on a scale of one to four. This policy snapshot indicates that Senegal has relatively high quality policies on the participation of school council and student assessment. The institutional definitions and roles of school councils, called CGEs, have been advanced with a new 2014 Presidential Decree, which updated the first decree of 2002 on CGEs, and reflects the CGE guidelines experimented with and authorized in 2013. CGEs are expected to have a participatory role in school

³⁴ A major education reform that took place during the same time period is the change in the approach of the CFEE exam as explained in Annex 2b. This change was applied nationwide (not specific to any sample areas).

governance through planning, implementation and evaluation of school improvement plans. On the other hand, the autonomy in management of regular budgets and teachers lies more with the central ministry, except for those operational budgets that have been decentralized to communes in both urban and rural areas. The decentralization law, which became effective in 2014 and intends to increase the fiscal autonomy of rural communes (called rural communities until then), can also have implications for primary education. Thus, while decentralization to communes may increase the voice of schools and CGEs in budget management, the country is also increasing the autonomy of schools in budget management through school grants. This policy has been experimented with since 2002, and is planned to be scaled up nationwide from 2014 on. For school and student assessment, the policy intent also scores high for the availability of assessment information, although the use and dissemination thereof have room for progress.

Our field data shows significant differences between policy intent and implementation, and differences among stakeholders in the degree of implementation. There are clear differences among CGEs in their functionality, as reflected in the variables related to the SABER SAA Indicator 3 on SCs. For example, the amount of CGE voluntary contributions and the number of activities vary between schools, and the variations are statistically significant and associated with the implementation status of procedural policies on CGEs, such as having general assemblies and preparing school action plans. These results remain the same even when controlling for those schools receiving grants or not over the past two years.

Greater functionality of CGEs is also related to higher pass rates in the primary graduation exam, and with more teaching time. Additionally, the fact that both school director and CGE president share the view that their commune is actually implementing its decentralized role in education operational budget management has

a positive association with learning achievement, as well as with the CGE being more functional. The implementation of assessment policy in terms of the use of the assessment results is also positively associated with the learning results. These results imply that, in order to make SBM more functional it is important to increase the role of CGEs, to ensure a better implementation of the budgetary autonomy decentralized to communes, and to have better comparative analyses and use of student assessment's results. Overall, this is consistent with a basic assumption of SABER-SAA, which looks at the quality of policies and their alignment regarding school councils, assessment, and autonomy, to make the school-based management (SBM) system work for better education results

More specifically, listed below are the implications for policies and implementation, taking into consideration the findings of this paper, within the context of the large education project PAQEEB (Projet d'Appui à la Qualité et à l'Équité de l'Éducation de Base - Quality Improvement and Equity of Basic Education Project),³⁵ and of the first phase of Senegal's education strategy (PAQUET). As further areas of study it should be noted that our statistical data have some limitations. First our data were limited to rural areas and a focus on schools which have Grade 6 students, and thus the results cannot be generalized nationwide or to incomplete-grade schools. Second, our data are cross-sectional, and our analysis measured the degrees of policy implementation among stakeholders, to understand their associations with other policy factors and better education results, while controlling for non-policy factors that make potentially results biased, such as social contexts surrounding schools. Our findings should not be interpreted as causal because we did not conduct any experimental design given that it was not applicable

³⁵ PAQEEB: Projet d'Appui à la Qualité et à l'Équité de l'Éducation de Base (PAQEEB) - the Quality Improvement and Equity of Basic Education Project (2014-2019), will have a proposed credit of US\$ 20 million from IDA (World Bank), US\$ 46.9 million from Global Partnership for Education grants, and 2.8 million from Canada. PAQEEB, with one of the objectives being the improvement of learning outcomes for early grades of basic education, aims at supporting the first phase of Senegal's education strategy (PAQUET).

to our task of assessing both the intent and implementation of nationwide policies taking into consideration potential differences among local stakeholders in this policy implementation.

1) Enhancing the means supporting the implementation of policies aiming at making CGEs more functional. Such supporting means may include, for example:

- a) ***More training and monitoring of CGEs.*** The PAQEEB, with PAES2, is supporting nationwide training for schools and communities so that they organize CGEs in a transparent manner. Once established, monitoring guidance is also important as indicated in our analysis, paying attention to the relatively disadvantaged schools (e.g., small schools without full-time school directors). Since PAQEEB has a component on capacity building for PEOs, it should address their roles in monitoring and advising CGEs;
- b) ***Ensuring opportunities for schools and CGEs to meet among themselves as well as with their commune to increase their voice in the budget decentralized to communes.*** As our survey data show that some areas have mechanisms, such as UCGEs and CODEC (Le Collectif des Directeurs d'Ecole, the school directors' collective) and, and these can institutionally provide the opportunity for schools' representatives to meet and communicate with communes. While UCGEs and CODEC are recognized as stakeholders in a new manual for PAQEEB, it should be important to support their establishment and functionality.³⁶
- c) ***Informing stakeholders about the significance of voluntary participation of CGE and APE in school activities for improving learning.*** While the

³⁶ An example of a capacity building activity that includes UCGEs is a provincial level education forum, which is being experimented with under PAES 2 in 2014/15.

PAQEED plans to introduce the new school grant program nationwide,³⁷ this should not discourage the voluntary contributions which communities can mobilize and use with their own autonomy and accountability. While the impact evaluation of school grants shows their positive effects on student learning (World Bank 2013),³⁸ our analysis also suggests that CGEs with voluntary contributions and activities from the community also worked for better achievement, after controlling for contextual differences, including socio economic characteristics.³⁹ The grant program could thus be an effective supporting measure for better implementation of the expected roles of school councils when it is harmonized with communities' transparent and voluntary participation in school improvement activities.

2) Ensuring the implementation and awareness of the decentralization policies on education to rural communes, so that schools and CGEs can increase their voice in communes, and so that communes can commit themselves more to education and participatory SBM (Implement Autonomy Closer to School).

- a) *Ensuring the inclusion of commune representatives in the training and capacity development activities for PEOs and CGEs on the subjects related to the communes' responsibilities in educational budgets.* This will be particularly important given that there is no commune-level education office in

³⁷ The PAQEED plans the allocation of about 400,000 FCA per rural school (assume the number of students as 200 per school) as the allocation depends on the number of students, locations, multi-shifting classes and disability shares.

³⁸ "An impact evaluation of the Government's initiative to provide grants to schools showed that learning achievement was strengthened in math and French notably in early grades, because of better management, closer supervision of teachers, a focus on learning and the use of innovative teaching practices. The results showed that Grade 3 students in intervention schools (schools which had improvement programs and received grants) performed substantially better in these subjects than Grade 3 students in control schools (those schools which did not have the intervention)." (World Bank 2013, 7).

³⁹ Community contributions are voluntary. They are not mandatory fees for enrollment and, in fact, our data do not indicate a negative relation between the amount of contribution and the enrollment change. As Kattan (2006) discusses, based on global survey data and relevant reports, free primary education policy addresses a negative effect of user fees on school attendance, especially for the poor in basic education. There is also an argument in favor of fees, that fees increase parental involvement or ownership in the schools and in their children's education. The World Bank (2009), in the review of lessons from abolishing school fees in five African countries, indicates that in most cases community contributions were permitted after fee abolition, provided that no child was excluded because parents could not contribute.

Senegal, and that the commune office is an administration office closer to schools and communities than the PEOs or provincial educational offices. At such training, it may be also useful to learn lessons from the training provided to some communes on school management for upper basic education under the EdB project supported by USAID (see Ngom et al. 2013 for the details of this project);

- b) *While personnel management is not decentralized to communes, the country should improve at least the availability of information on actual teaching hours at schools and decentralized authorities.* According to our survey, teaching records are not fully standardized in practice, and some schools do not use them. To implement any responsibility of personnel management, it will be important to first ensure the implementation of such a basic reporting system. Furthermore, the increasing autonomy of schools may require more caution for a country like Senegal. For example, Hanushek et al. (2011) suggest that autonomy affects student achievement negatively in developing and low-performing countries, but positively in developed and high-performing countries, based on a panel dataset from PISA tests (2000-2009) for 15 year-old students in 42 countries. More evidence is expected as the new PISA for Development, which Senegal will also participate in, is planned to be tailored more adequately for developing countries. If such international student assessment can be used along with the policy intention assessment, it would enrich the comparative analysis for both policies and practices.

- 3) Improving the information availability for schools and CGEs of comparative analyses of student assessments and the use of the information on results, in order to improve teaching and learning (Assessment and Accountability).**
- a) *Improving the availability of comparative - with previous years and other schools - analytical information on nationwide student assessment results for schools, CGEs, and local administrations so that they can use these comparisons for planning school improvement.* The comparative information on schools' CFEE pass rates can be important for schools as well as for CGEs so they can know and increase the proportion of students who meet the learning standards. The training and guidance manuals on CGEs and school performance-based contracts should address this information availability to ensure they have it, and that it is used for better planning;
- b) *Improving dissemination of basic information on student learning assessment studies to schools and the public.* Other than graduation exams, Senegal also has an assessment system, called SNERS, which has been conducted every two years on nationally representative samples of students, as well as their school directors and teachers. However, our survey indicated that the majority of school directors have not received any results of SNERS, and one-third of inspectors also do not have them. As the MOE (2014) evaluation also pointed the problems on quality control policies, saying that the frequency of SNERS and the dissemination of its results have room for improvement, actions are needed.⁴⁰

⁴⁰ As an example, it will be worth reviewing whether the planned monitoring indicator of the “system of learning assessment at the primary level” (on a 1 to 4 scale) will take into consideration how the assessment results are to be analyzed and used with stakeholders, including school councils.

4) Adjusting and harmonizing the various mechanisms and sources of information and data for a continuous monitoring of CGEs functionality for better learning.

- a) *Improving the assessment of school administration and including elements on CGEs and community participation in the Terms of Reference for the school administrative assessment and visit.* Our survey data indicate that only half of the sampled rural schools had been visited by PEOs in previous years, and very few PEOs actually showed an administrative visit report, which includes a check list of administrative documents that school directors must have, such as teacher working records and student presence records. However, if the list includes the CGE action plan, it will be part of the routine procedures and included as a normal aspect of school management;
- b) *At the central level, further discussion may be useful to clarify how to monitor the “% of schools with functional CGEs” as one of the disbursement linked indicators for the PAQUEEB.* While this data source/methodology is planned as the project progress report and third party verification under PAQUEEB (World Bank 2013, 40), stakeholders’ discussions are still to be held to specify how to define and measure what “functional CGEs” mean.⁴¹ As this paper indicates, the share of schools with functional CGEs depends on the definitions and the indicators. The indicators may want to address both procedural aspects (see Annex 3 for details). Furthermore, if the learning assessment surveys, such as SNERS and PASEC, can add questions about the functionality of CGEs to the questionnaires addressed to school directors and students, such data could also be used to monitor and analyze how CGEs can be more functional for better learning outcomes. It will be useful to harmonize monitoring and assessment procedures and data sources, and train the actors for a better utilization.

⁴¹ Interview with the PAES 2 technical assistant project leader in September 2014.

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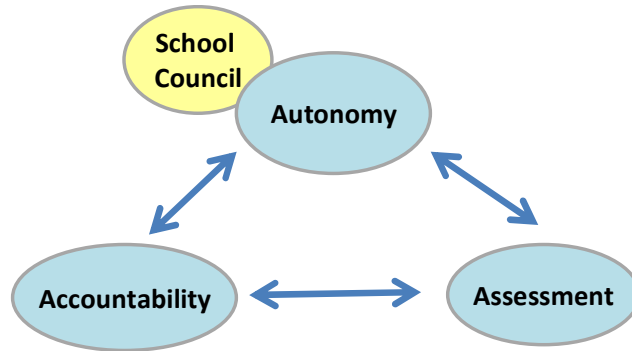
Acronyms and Glossary

APE	[Association des Parents d'Elèves] Parents Association.
CFEE	[Certificat de Fin d'Etudes Elementaires] Primary School Graduation Exam.
CGE	[Comité de Gestion d'Ecole] School Council in Senegal.
CODEC	[Collectif des Directeurs d'Ecole] (School Directors' Collective). Local committee of all SDs of the same District.
Commune	Smallest territorial division. Headed by an elected mayor. Until 2014, the name "commune" was reserved for more urbanized areas, while rural areas were named Communauté Rurale (Rural Community). Since 2014, the name "commune" has been used for all such territories, whether rural or urban.
CONFEMEN	[Conference des Ministres de l'Education Nationale] French Speaking Countries Education Ministries Conference.
Decentralization	In Senegal's context, decentralization is the transfer of power to an elected authority. Communes, communautés rurales, and regions were managed by an elected authority until 2014. From 2014 on, by Departements and Communes.
Deconcentration	In Senegal's context, deconcentration is the transfer of power to any lower level administrative authority (region, departement, commune, etc.) that still retains a hierarchical link with central authorities.
Department	Territorial division of Senegal. There are 45 Departements. Until 2014, they were a purely administrative subdivision of the regions. However, since 2014 they are an elected authority.
District	Territorial subdivision of an IEF. Unlike other territorial divisions of the MOE, such as the REO and the IEF, the districts do not have permanent staff. The district usually, but not necessarily, coincides with the territory of a commune.
FCFA/CFA	West African CFA franc.
GA	General Assembly.
MOE	Ministry of Education [<i>Ministere de l'Education Nationale</i>].
OLS	Ordinary Least Square.
PAES	[Projet d'Amélioration de l'Environnement Scolaire] School Environment Improvement Project.
PAQEEB	[Projet d'Amelioration de la Qualite et de l'Equite de l'Enseignement de Base]. Quality Improvement and Equity of Basic Education Project.
PAQUET	[Programme d'Amélioration de la Qualité et de l'équité de de la transparence dans l'éducation] Program for Quality, Equity, and Transparency Improvements in Education.
PASEC	[Programme d'analyse des systèmes éducatifs] Education Analysis Program of the CONFEMEN.
PDEF	[Programme décennal de l'Education et de la Formation] Senegal's Ten-year Education Sector Program.

PEO (IDEN or IEF)	Provincial Education Office. [“Inspection de l’Education et de la Formation : IEF” in French. It was called “IDEN: Inspection Departementale de l’Education Nationale” (until 2012), but unlike IDEN there can be more than one IEF per province (or departement) if need be].
PISA	Programme for International Student Assessment.
Region	Territorial division of Senegal. There are 14 regions in Senegal. Until 2014, the region was headed by an elected “Regional President”. They are now purely administrative divisions.
REO (IA)	Regional Education Office. [“Inspection d’Académie: IA” in French] There are 14 REOs. Since 2012, there can be more than one REO per region if need be.
SAA	School Autonomy and Accountability.
SABER	Systems Approach for Better Education Results.
SABER-SAA	School Autonomy and Accountability domain of SABER.
SBM	School Based Management.
SC	School Council.
SD	School Director.
SNERS	[Système National d’Evaluation des Rendements Scolaires] National Assessment for Learning Outcomes.
UCGE	Union of CGE, usually, but not necessarily, of the same commune.

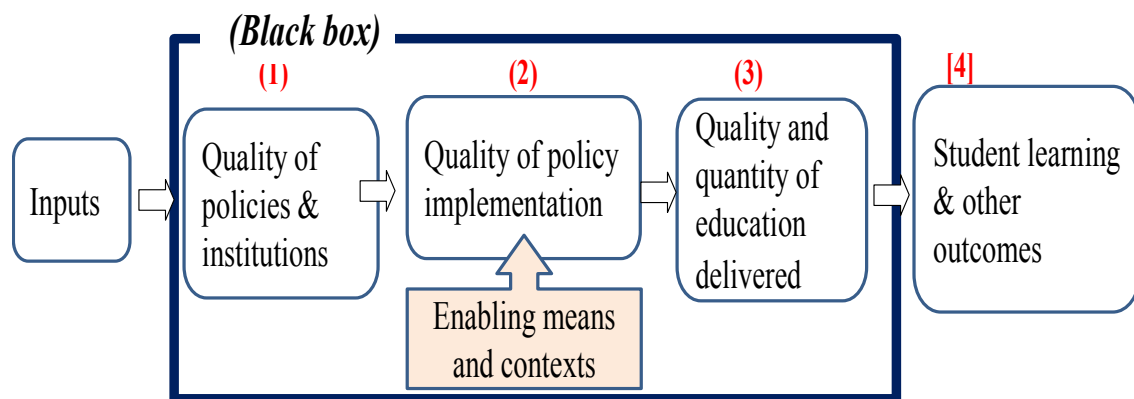
Figures and Tables

Figure 1. The 3 A model for SBM



Source: Adapted from Arcia et. al (2011)

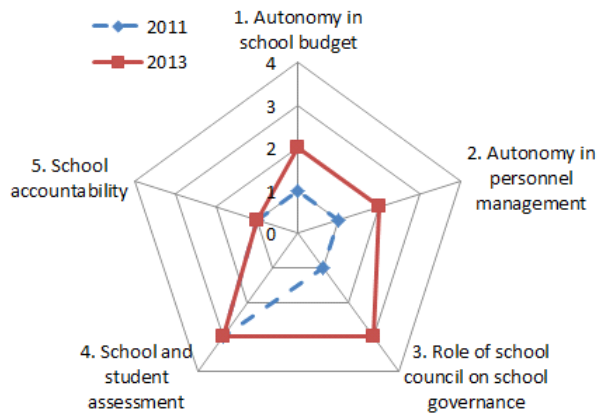
Figure 2. SABER and the result chain for learning



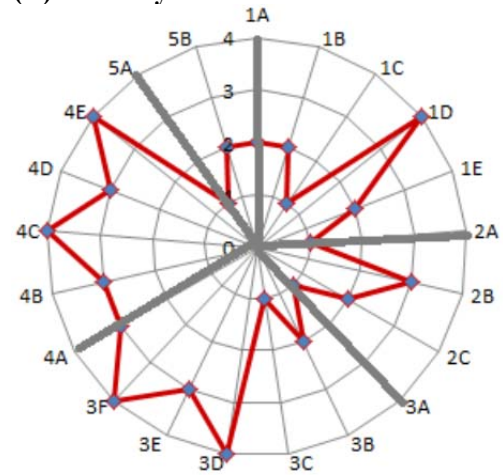
Note: The authors added the box (S) on means and context to the original figure in Rogers and Demas (2013)

Figure 3. The intent of policies on school autonomy and accountability, Senegal, 2011 and 2013

(a) 2011 and 2013 by key indicator



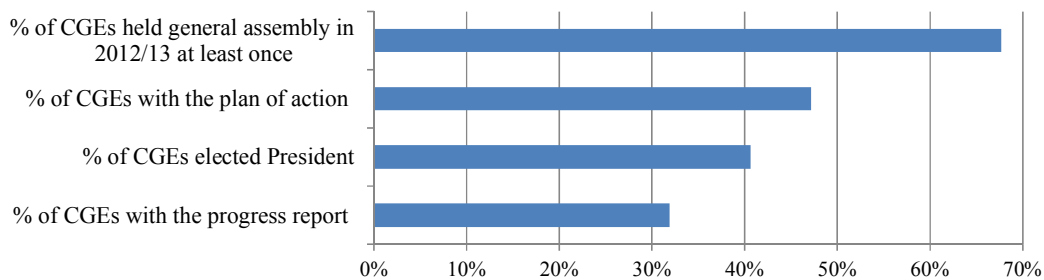
(b) 2013 by sub-indicator



Source: World Bank 2012 for 2011. Prepared by authors for 2013 (see Annex 1a for details).

Note: The scale ranges from 1 to 4 (latent to advanced) in the SABER rubrics. While the five policy goals (key indicators) are the same in the 2011 and 2013 SABER SAA policy rubrics, the sub-indicators have seen some changes (see Annex 1 for details). For example, the sub-indicators 5C to 5E are new additions to the 2013 policy rubrics, and were not available at the preparation of this research. Thus the collection of official documents and the interviews with the government officials were not enough to score these sub-indicators and they are omitted from this presentation. For each of the sub-indicators that can have two different scores, depending on the definition of budgets, the lower score is presented here while both scores are explained in Section 3 and Annex 1b.

Figure 4. Percentage of CGEs implementing the functions



Source: Senegal SABER SAA Plus Implementation Survey 2013.

Picture 1. CGE yearly progress report

Guide2_PAV_v10dec2011.doc

Canevas de Rapport bilan annuel des activités des CGE

IA de : Motich CGE de : Mbotil Coop
 IDEN de : Motich Année scolaire 2011 - 2012 Date de validation : 15/07/2012
 Commune / CR de : Mellacadias Effectif année en cours : F : 119 G : 120 T : 239

I. Planification et reporting
 Plan d'action volontariste (PAV) : Rapport bilan à mi-parcours
 Disponibilité : Oui / Non : 15/01/2012 Date de validation en AG : 16/06/2012
 Disponibilité : Oui / Non : 16/06/2012 Date de validation en AG : 16/06/2012

II. Fonctionnement
 Nombre de réunions / AG du village (années) :
 Réunions du CGE : AG :

III. Exécution

Résultats attendus	Activités programmées	Niveau de réalisation (mettre une croix)				Montant (*)		Observations
		Réalisées à 100%	En cours	Non réalisées	Reporté	Prévu	Dépensé	
1. ACCES des élèves en âge scolaires sont recrutés	Recrutement au CE		X			14 900F	14 900F	Le recrutement en mai/juin et octobre est fait mais jusqu'ici en est reporté.
2. QUALITE des résultats scolaires sont améliorés au CM	Cours de renforcement au CM. CM2	X				50.000F	50.000F	Travaux réalisés avec légère amélioration des notes.
3. GESTION Régularité à l'école rapproché des classes	Entretien de la fontaine	X				50.000F	50.000F	Le gaspillage de l'eau est réduit à l'école.
TOTAL	Nombre :	2	1	00	00	114 900F	114 900F	L'exécution du PAV est en cours.

(*) Le coût global correspond à la valeur totale en FCFA de l'ensemble des ressources utilisées qu'elles soient en main d'œuvre, en nature ou en espèces.

Le Président du CGE : Mamadou Guéye
 CG N°4 F.A
 MBOUIL.COOP
 Le Secrétaire : Babacar J. J.

Source: 2013 survey.

Note: The activities are listed, along with their implementation status and budget.

Table 1. SABER-School Autonomy and Accountability (SAA) Policy Goals and Policy Actions

	[1] Policy Goals and Actions	[2] Degree and Scope of Policy Goals
Autonomy	1. Budget planning and management 1A: Operational budget 1B: Non-teaching staff salaries 1C: Teacher salaries 1D: Raise additional funds for the school 1E: Collaborative budget planning	- What level has the authority? (Central → regional → schools/community) - Can a school raise additional funds and from what sources? (None → local → any sources)
	2. Personnel management (appointment and deployment) 2A: Teacher 2B: Non-teaching staff 2C: School principal	- What level has the authority? (Central → regional → schools/community)
School Council	3. Role of the school council (participation in): 3A: Budget preparation 3B: Financial oversight 3C: Personnel management 3D: School activities (by volunteers) 3E: Learning inputs* 3F: Transparency in participation	- Does the school council have a role? To what extent? (No → voice → responsibility, oversight) - Are there formal manuals for organizing volunteers to perform activities? What is addressed? (No → Yes (for implementation → planning → evaluation)) - Are there manuals for the open election of school council members and for general assemblies? (No → Yes (for general assemblies → open election → term limits, or regular schedule of elections))
Assessment and Accountability	4. School and student assessment 4A: School assessment 4B: Use of school assessments for making school adjustments 4C: Standardized student assessments 4D: Use of standardized student assessments for adjustments 4E: Publication of student assessments	- How often is school performance assessed using MOE's criteria? (Not on a regular basis → every few years → every year) - Do schools use school/student assessments? (No → may use → must use) - How often do students participate in standardized assessments? - Who is mandated to receive assessment results? (None → central/regional → schools → online)
	5. School accountability 5A: Guidelines for the use of results of student assessments 5B: Analysis of school and student performance 5C: Financial accountability 5D: Accountability in school operations 5E: Degree of learning accountability	- Do guidelines exist for the use of student assessment results? Which levels do these guidelines cover? (central → regional → schools)

Source: Prepared by authors using the World Bank Rubric for SABER-SAA (May 2013 version), Questionnaire for SABER-SAA (Feb 2014 version), and Demas and Arcia (2015).

Note: *The definition of learning inputs is as follows: "any inputs related to students' learning; student attendance, curriculum, priority subjects, non-core subjects, teaching textbooks/learning materials, teacher time on task, and tutoring before/after normal class." (World Bank 2014, "SABER SAA Data collection instrument 2.0", downloaded in April 2015 from <http://saber.worldbank.org/index.cfm?indx=4>).

Table 2. Differences between policy intent and implementation for Policy Goal 3 (role of the school council on school governance)

Policy action/ sub indicator	Variables for measuring the implementation	Policy	
		Intent a/	Implementation
<i>Overall variables for all sample schools (N=306):</i>			
	% of schools with CGE (SD responded)	100%	84%
	% of schools with CGE (CGE president responded)	100%	75%
<i>More specific variables for only schools with CGE responses (N=229):</i>			
	Years of CGE operation		5.1
3D: Community participation in school activities (to <u>plan</u> , <u>implement</u> , and <u>evaluate</u> activities)	% of schools with the <u>plan of action</u> by CGE	100%	47%
	% of schools with the <u>progress report</u> of the action plan	100%	32%
	Average number of activities included in CGE action plan	[>0]	3.8
	% of schools with CGE providing support to the school for school operation	[100%]	65%
	Average number of activities included in CGE and APE action plan	[>0]	3.3
	Average amount of contribution by CGE & APE in 2012/13 (1,000 CFA)	[>0]	75.6
	Average amount of contribution by CGE & APE per G6 student, 2012/13 (1,000 CFA)	[>0]	3.2
	Average implementation rate of CGE action plan is 50%/above	n/a	34%
3F: Transparency in community participation	% of schools with CGE President-elected	100%	41%
	% of schools with CGE general assembly held, 2012/13 at least once	100%	68%
	% of schools with more than 50% of the parents participated at the last general assembly (GA)	>0	43%
	% of schools with non-parent members participated in GA	>0	46%
	% of schools with female CGE president		10%
	% of schools with at least one female CGE board member		86%
1E: Collaborative Budget Planning	% of school directors considering that the CGE action plan was used in the formal budget cycle by local or national authorities	[0%]	6%
Support for CGE by administration	School received a grant for the school project in 2012/13		0.4%
	School received a grant for the school project in 2011/12		9%
	Monitoring by PEO/REO on CGE/APE/community participation		29%
	CGE participated in meeting of the commune's commission for education in 2012/13 at least once		27%
Union of CGE/APE ^{b/}	Presence of a federation of CGE at the commune	100%	22%
	Presence of a federation of APE at PEO level		77%

Source: Senegal SABER SAA Implementation Survey 2013.

Notes: a/ For the column of policy intent, the information is based on the policy assessment carried out in 2013. There are two types of variables: (1) % of schools which meet the description explained as variables (i.e., mean of values of 1 or 0 in percentage), and (2) variables with continuous values. The benchmark is provided in the bracket when the policy intention is not a requirement but rather an option (e.g., what type of activities can the CGE contribute to). The columns remain blank when the indicators are relevant to policy implementation, but are not direct measures, or lacked clear nationwide coverage at the time of this survey (March 2013). b/ Presence confirmed with the representative of respective respondents during the survey.

Table 3. Perceptions of the actors responsible for purchases of non-textbook materials (Policy Action 1A)

	Policy Intent	Implementation: % of respondents who selected "commune"
<i>Respondent</i>		
SD	100%	63%
CGE	100%	60%
SD & CGE	100%	41%
Commune	100%	79%

Source: Senegal SABER SAA Plus Implementation Survey 2013.

Note: The sample of each respondent is restricted to those with a CGE.

Table 4. Implementation of assessment information sharing and use (Policy Goals 4 and 5)

Policy action	Variables for measuring the implementation	Policy	
		Intent ^{a/}	Implementation
4A	School was assessed regularly using the criteria of Ministry of Education		
	- Respondent: SD	100%	68%
	- Respondent: PEO	100%	87%
	School visits by administration		
	School visit by PEO at least once in 2012/13 or 2011/12		79%
4D, 5B	School has received results of students assessments as:		
	CFEE (national primary graduation exam)	100%	95%
	SNERS (national learning assessment survey)		5%
	PASEC (international learning assessment survey)		8%
	Schools used CFEE results for school improvement (to make pedagogical, operational, and/or personnel adjustments)	100%	87%
	Comparison of CFEE results are made among different types of schools, with different regions or municipalities, and/or with previous years	100%	80%
	School knows such comparative information of CFEE and school uses CFEE results for school improvement	100%	72%
4E	Inspector having access to the results of students assessment (Respondent: PEO)		
	CFEE (national primary graduation exam)	100%	100%
	SNERS (national learning assessment survey)	[100%]	62%
	PASEC (international learning assessment survey)	[100%]	54%
	(Respondent: REO)		
	SNERS (national learning assessment survey)	[100%]	100%
	PASEC (international learning assessment survey)	[100%]	100%

Source: Senegal SABER SAA Plus Implementation Survey 2013.

Notes: The data in this table are based on the responses of the school director (SD) unless any other stakeholders are noted. a/ For the column of policy intent, the information is based on the policy assessment in 2013. Two types of variables: (1) % of schools which meet the description explained as variables (i.e., mean of values of 1 or 0 in percentage); and (2) variables with continuous values are used. The benchmark is provided in the brackets when the policy intention is not a requirement but rather an option. The columns remain blank when the indicators are relevant to policy implementation, but are not direct measures or lacked clear nationwide coverage at the time of this survey (March 2013)

Table 5. List of variables

Variable name	Variable description
<i>Policy implementation on CGE</i>	
CGE contribution per G6	Total amount of contribution by CGE & APE per G6 student in 2012/13 (1,000 CFA)
CGE contribution per G6 (2011/12)	Total amount of contribution by CGE & APE per G6 student in 2011/12 (1,000 CFA)
CGE contribution, total	Total amount of contribution by CGE & APE in 2012/13 (1,000 CFA)
CGE implementation rate	Implementation rate of CGE action plan is 50% or above.
CGE activities on school operations	Number of activity types supported by CGE and APE for school operation
CGE-years of operation	Years of CGE operation
General assembly, at least 1 time	CGE general assembly held in 2012/13 at least once
Election of CGE president	Both SD & CGE answered CGE president was selected through election
GA-50% or more of parents participated	More than 50% of the parents participated in the last general assembly meeting of CGE
CGE-action plan	CGE action plan exists
CGE-progress report	CGE progress report exists
CGE-5 procedures	Category variable (value 1 to 5) , composed of the above 5 dummy variables on CGE
<i>Policy implementation on autonomy and assessment</i>	
SD-CGE common view on commune	Both SD & CGE answered RC purchased non-textbook materials
CFEE comparative information and use	SD knows CFEE comparative information and uses CFEE results for school improvement
<i>Education service delivery</i>	
Supplementary and remedial lessons (2011/12)	Total days of supplementary and remedial lessons for all grades in 2011/12
Calculus textbooks per G6	Total number of textbooks for calculus per G6 student in 2013
Reading textbooks per G6	Total number of textbooks for reading per G6 student in 2013
<i>Results: learning outcomes</i>	
CFEE pass rate (2013)	Pass rate of CFEE in 2013 (%)
CFEE pass rate (2010)	Pass rate of CFEE in 2010 (%)
<i>Supporting means related to CGE</i>	
Commune meeting attended by SD	SD participated in meeting of the commune's commission for education in 2012/13 at least once
Monitoring by administration on CGE	There has been monitoring by REO/PEO on CGE/APE/community participation in 2012/13 or 2011/12
School grant	School received a grant for the school project in 2011/12
<i>Supporting means for overall policy implementation</i>	
SD-age	Age of SD
SD-full time	SD is a full-time school director (not teaching in a class)
SD-senior secondary school or above	SD has the qualification of senior secondary school or higher education
CGE president-age	Age of CGE president
CGE president-primary education or above	CGE president graduated a primary or higher schools.
Mayor-age	Age of RC president
Mayor-university or above	RC president has university or higher education
Mayor-facilities	Number of facilities and equipment
<i>Other policy contexts</i>	
Share of teachers participating in training (2011/12)	Share of teachers who participated in in-service training in 2011/12
Share of teachers participating in training (2012/13)	Share of teachers who participated in in-service training in 2012/13
School started instruction in Oct	School started instruction of this year (2012/13) in Oct
Record of teacher presence with document	SD keeps a record of teacher presence and has the document on teaching hours
Student-teacher ratio	Student-teacher ratio in 2012/13
Share of permanent teachers	Share of permanent teachers
Share of female teachers	Share of female teachers
At least one teacher participated in training	At least one teacher participated on in-service training in 2012/13
School visit by PEO	School visit by PEO at least once in 2012/13 or 2011/12
<i>Non-policy contexts</i>	
% of parents with French ability, >20%	More than 20% of the parents can speak French
% of students from economically disadvantaged, >50%	More than 50% of students come from economically disadvantaged homes
% of school age children not enrolled, >50%	More than 50% of school age children in surrounding communities are not enrolled
Distance from the nearest school	Distance from the nearest school (km)

Table 6. Tobit regression results of CGE contribution

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
	CGE contribution per G6								
<i>Policy implementation on CGE</i>									
CGE-years of operation	0.539*								
General assembly, at least 1 time		2.644***							
Election of CGE president			0.805						
GA-50% or more of parents participated				1.554					
CGE-Action plan					3.735***				
CGE-Progress report						0.165			
<i>Supporting means related to CGE</i>									
Commune meeting attended by SD							2.404**		
Monitoring by administration on CGE								2.921***	
School grant									3.312*
<i>Supporting means for overall policy implementation</i>									
SD-age	-0.0518	-0.0483	-0.0661	-0.0506	-0.0736	-0.0658	-0.072	-0.0662	-0.101
SD-full time	3.272***	3.381***	3.672***	3.603***	3.621***	3.631***	3.455***	3.438***	3.418***
SD-senior secondary school or above	-1.586	-1.662	-1.726	-1.698	-1.960*	-1.754	-1.698	-1.639	-1.935*
CGE president-age	0.0958**	0.0888*	0.0968**	0.0927**	0.102**	0.0962**	0.0742	0.0938*	0.0863*
CGE president-primary education or above	-0.327	-0.979	-0.83	-0.777	-0.617	-0.722	-1.21	-0.956	-0.798
Mayor-age	0.0472	0.0501	0.0517	0.0538	0.0578	0.0545	0.0666*	0.0393	0.0515
Mayor-university or above	0.745	1.115	1.261	1.417	1.333	1.183	1.7	1.212	1.243
Mayor-facilities	-0.408	-0.603*	-0.52	-0.535	-0.468	-0.521	-0.533	-0.419	-0.502
<i>Non-policy contexts</i>									
% of parents with French ability, >20%	-1.53	-1.539	-1.138	-1.276	-0.683	-1.175	-1.693	-1.207	-1.31
% of students from economically disadvantaged, >50%	-1.743	-2.044	-1.572	-1.724	-1.325	-1.622	-1.616	-2.013	-1.335
% of school age children not enrolled, >50%	1.858	1.173	1.408	1.614	1.237	1.482	0.867	1.074	0.966
Constant	-1.302	-0.422	0.459	-0.095	-3.119	1.039	1.16	0.0125	2.992
Observations	200	205	205	205	205	205	205	205	204
pseudo R^2	0.069	0.074	0.069	0.072	0.079	0.069	0.074	0.075	0.074

Source: Senegal SABER SAA Implementation Survey 2013.

Note: Standard errors are clustered at the commune level. Provincial (IEF) fixed effects are included in all models.

*Significant at 10%; **significant at 5%; ***significant at 1%.

Table 7. Regression results of greater CGE functionality

	(1)	(2)	(3)	(4)
	CGE contribution per G6	CGE contribution, total	CGE implementation rate ^{a/}	CGE activities on school operations
Implementation on CGE				
CGE-5 procedures	0.901**	19.36**	1.006***	0.169*
CGE-years of operation	0.539**	6.306	0.125*	0.0112
Implementation on autonomy and assessment				
SD-CGE common view on commune	2.165***	45.99***	0.982***	0.153
CFEE comparative information and use	0.714	57.88**	0.635*	0.691**
Supporting means related to CGE				
Commune meeting attended by SD	2.098**	72.34***	1.008***	-0.00546
Monitoring by administration on CGE	2.083**	53.95**	0.526**	0.626**
School grant	2.775	0.482	1.545***	0.584
Supporting means for overall policy implementation				
SD-age	-0.0945	0.537	-0.0155	-0.00805
SD-full time	2.690**	88.60***	0.371	0.795***
SD-senior secondary school or above	-1.521	-16.27	0.0553	-0.271
CGE president-age	0.0728	2.717**	-0.0013	-0.0106
CGE president-primary education or above	-1.287	-18.89	-0.232	-0.383
Mayor-age	0.0438	0.922	-0.00164	-0.00649
Mayor-university or above	2.063	44.34	0.830**	0.289
Mayor-facilities	-0.456	-4.87	-0.000835	-0.0556
Non-policy contexts				
% of parents with French ability, >20%	-1.793	-46.58	-0.921*	0.0339
% of students from economically disadvantaged, >50%	-2.177*	-49.05**	-0.605**	-0.175
% of school age children not enrolled, >50%	-0.048	-2.088	-0.347	-0.13
Constant	-4.85	-336.7***	-5.089***	4.090***
Observations	199	211	215	215
pseudo R ²	0.092	0.068	0.55	0.072

Source: Senegal SABER SAA Implementation Survey 2013.

Note: Standard errors are clustered at the commune level. Provincial (PEO) fixed effects are included in all models.

*Significant at 10%; **significant at 5%; ***significant at 1%.

a/The Probit model is used for (3) while the Tobit model is used for the others.

Table 8. Regression results of supplementary and remedial lessons

	(1)	(2)	(3)
	Last year (2011/12)		
<i>Implementation on CGE</i>			
CGE contribution per G6 (2011/12)	2.443**	2.383**	
CGE implementation rate			41.18***
CGE activities on school operations			
<i>Implementation on autonomy and assessment</i>			
SD-CGE common view on commune		3.155	
CFEE comparative information and use		2.777	
<i>Other policy contexts</i>			
Record of teacher presence with document	25.96**	25.70**	25.55**
Share of teachers participating in training (2011/12)	34.04**	34.61**	25.53
Share of teachers participating in training (2012/13)			
School started instruction in Oct			
<i>Supporting means for overall policy implementation</i>			
SD-age	-1.082	-1.102	-0.726
SD-full time	10.32	10.59	7.897
SD-senior secondary school or above	-13.2	-12.85	-4.813
CGE president-age	-0.788*	-0.782*	-0.62
CGE president-primary education or above	15.45	15.13	16.65
Mayor-age	-0.18	-0.197	0.18
Mayor-university or above	22.55	23.46	10.26
Mayor-facilities	-7.045	-7.128	-6.008
<i>Non-policy contexts</i>			
% of parents with French ability, >20%	19.7	19.95	27.92
% of students from economically disadvantaged, >50%	12.01	11.17	14.39
% of school age children not enrolled, >50%	18.14	17.63	18.06*
Constant	155.3***	153.9***	94.51*
Observations	188	188	209
pseudo R^2	0.03	0.03	0.032

Note: Standard errors are clustered at the commune level. Provincial (PEO) fixed effects are included in all models.

*Significant at 10%; **significant at 5%; ***significant at 1%.

Table 9. Regression results of textbooks per student at Grade 6

	(1)	(2)	(3)	(4)
	Calculus	Reading	Calculus	Reading
<i>Implementation on CGE</i>				
CGE contribution per G6	0.0102	0.0257*	0.00869	0.0257
<i>Implementation on autonomy and assessment</i>				
SD-CGE common view on commune			0.209	0.0166
CFEE comparative information and use			-0.0416	-0.0163
<i>Other policy contexts</i>				
School visit by PEO	0.322	0.418*	0.302	0.417*
Distance from the nearest school	-0.0038	-0.00382	-0.00446	-0.00385
<i>Supporting means for overall policy implementation</i>				
SD-age	0.00282	-0.00698	0.00234	-0.00697
SD-full time	-0.237	-0.199	-0.221	-0.197
SD-senior secondary school or above	0.326*	0.418*	0.348*	0.419*
CGE president-age	0.00688	0.00678	0.00779	0.00686
CGE president-primary education or above	0.0000047	0.0169	0.0105	0.0193
Mayor-age	0.00368	0.00256	0.0039	0.00262
Mayor-university or above	0.00487	0.223	0.0376	0.225
Mayor-facilities	0.00132	-0.0188	-0.00437	-0.0194
<i>Non-policy contexts</i>				
% of parents with French ability, >20%	0.12	0.386	0.135	0.388
% of students from economically disadvantaged, >50%	0.258	0.385*	0.237	0.384*
% of school age children not enrolled, >50%	-0.264	-0.487*	-0.286	-0.488*
Constant	-0.249	-0.512	-0.27	-0.508
Observations	203	203	203	203
pseudo R^2	0.075	0.075	0.078	0.075

Note: Standard errors are clustered at the commune level. Provincial (PEO) fixed effects are included in all models.

*Significant at 10%; **significant at 5%; ***significant at 1%.

Table 10. Tobit regression results of CFEE pass rates

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Implementation on CGE								
CGE contribution per G6	0.841*					0.712*	1.080*	0.959*
CGE implementation rate		1.735						
CGE activities on school operations			2.175*					
Implementation on autonomy and assessment								
SD-CGE common view on commune				8.026**		7.034**		11.07***
CFEE comparative information and use					8.462**	6.834*		5.005
Other policy contexts								
Share of teachers participating in training (2012/13)	0.857	3.373	3.058	1.354	4.133	1.398	-1.822	-1.527
Share of permanent teachers	-6.435	-4.002	-3.717	-6.384	-3.33	-6.557	0.107	-2.059
Share of female teachers	12.07	12.15	10.35	10.16	14.22	11.92	12	12.69
Student-teacher ratio	0.239	0.194	0.182	0.218	0.206	0.264	0.0425	0.117
Supporting means for overall policy implementation								
SD-age	-0.517	-0.478	-0.463	-0.539*	-0.526	-0.565*	-0.214	-0.258
SD-full time	7.709	8.263*	6.791	10.00**	7.853*	7.968*	6.77	7.689*
SD-senior secondary school or above	7.228	3.642	3.769	6.914	3.528	7.704*	7.377	9.591*
CGE president-age	-0.0615	-0.0175	0.0241	0.019	-0.0195	-0.0198	-0.0283	-0.00581
CGE president-primary education or above	4.584	4.554	4.963	4.805	3.207	3.823	3.238	3.018
Mayor-age	0.0908	0.0765	0.0825	0.114	0.0481	0.07	0.0423	-0.00961
Mayor-university or above	-3.852	-0.982	-1.09	-1.692	-0.348	-1.589	-2.661	-0.0239
Mayor-facilities	1.65	1.171	1.211	1.144	1.174	1.376	3.084**	2.668**
Non-policy contexts								
% of parents with French ability, >20%	2.986	1.01	0.976	2.797	0.933	3.587	-2.989	-0.892
% of students from economically disadvantaged, >50%	2.843	2.018	2.353	1.081	1.458	1.491	-1.683	-2.444
% of school age children not enrolled, >50%	-3.022	-3.74	-3.868	-3.079	-4.296	-4.401	-3.691	-5.547
CFEE pass rate (2010)							0.502***	0.477***
Constant	17.86	20.63	9.904	17.46	16.9	11.12	-27.4	-33.14
Observations	201	206	206	201	206	201	153	153
pseudo R^2	0.039	0.033	0.035	0.039	0.035	0.043	0.069	0.077

Note: Standard errors are clustered at the commune level. Provincial (PEO) fixed effects are included in all models.

*Significant at 10%; **significant at 5%; ***significant at 1%.

Annex 1a. SABER-SAA Policy Intent for Senegal, 2013 (with a few updates for 2014)

<i>Indicator</i>	<i>Score</i>	<i>Justification</i>	<i>Source</i>
Policy Goal 1: School Autonomy in the Planning and Management of School Budgets			
1A. Legal authority over management of the operational budget	2 and 4	Communes, rural communities and the IEF handle different parts of the non-salary school budget (thus score 2). However the CGE has a broad scope of possible activities and can raise resources for those actions, managing these expenditures in consultation with the community (thus score 4)	#17 (art 41 & 42) (for 2) #1, #12, #13, #14 (for 4) {#21 (art 1 & 14) (for 4)} **
1B. Legal authority over the management of non-teaching staff salaries	2	Communes handle support staff salaries (hence score 2), however rural communities do not. For communes, the IEF is in charge of support staff {Rural communities became communes in 2014 and thus there is no difference anymore} **	#11 (art 3&4) {#21}
1C. Legal authority over the management of teacher salaries***	1	Legal management authority over teacher salaries is centralized	#22 #17
1D. Legal authority to raise additional funds for the school	4	If we equate the school with its CGE, then schools (CGEs) can raise additional funds from the community, donors, etc	#14 {#21 (art 5, 13) (no change)}
1E. Collaborative budget planning***	2 (or 3)	School directors can request monies from such funds as the Decentralization Allocation Fund (French acronym, FDD) and Local Authority Equipment Funds (French acronym, FECL) at the commune level (thus score 2).**** On the other hand, for school grants given as a "Quality Improvement Contract", schools propose the initial budget to the IEF (thus score 3)	#1 (art 31 sq.) (composition and missions of the CLEF), <u>2011 assessment</u> , #18 (Management of funds) #20 (School grand budget procedure)
Policy Goal 2: School Autonomy in Personnel Management			
2A. Autonomy in teacher appointment and deployment decisions	1	Teachers are appointed and deployed to schools by the Ministry of Education. IAs and IEFs are responsible for the intraregional and intradepartmental transfer of teachers according to the local situation, complying as much as possible with decisions made at the national level	#2 (art 8) #16 (art 8) #4 #8
2B. Autonomy in non-teaching staff appointment and deployment decisions***	3	Mayors of communes can hire and deploy support staff, but rural communes do not have this ability {Rural communities become communes in 2014 and thus there is no difference anymore}	#11 (art3 for Mayors, art 4 for Rural communities) {#21}

2C. Autonomy in school principal appointment and deployment decisions	2	Appointment and deployment is done by the MOE and evaluated by the IEF	#2 (art 8) #4 #8
Policy Goal 3: Role of the School Council in School Governance (SC defined as CGE)			
3A. Participation of the School Council in budget preparation	1 (or 2)	The CGE does not participate in the preparation of school budgets, which are managed by IEFs and local authorities (thus score 1) However, the CGE participates in the preparation of the budget used for school grants ("Quality Improvement Contract") which would score 2 {The 2014 decree states that the CGE GA approves the school budget but this doesn't cover ALL expenses, thus still score 2}**	#2 (art 8) (for 1) #20 (for 2) {#21 (art 5) (no change)}
3B. Participation in financial oversight***	2 (but depending on budget scope, could be 3 or 4)	Depending on the scope of budget issues, the CGE has either: no oversight or voice (e.g., salary) thus score 2; planning and preparation powers (e.g., School grants) thus score 3, or total oversight (for their own action plan), thus score 4 {The 2014 decree clearly states that all resources given to the school are managed by the CGE, thus 4}**	#11 (art 3&4), #17 for scoring 2 #20 for scoring 3 #1 (art 38) (for scoring 4) {#21 (art. 13, 15, 16, 17) (for 4)}
3C. Participation in personnel management ***	1	CGEs are not consulted over the appointment of teachers	#2 (art 8) #4 #8
3D. Community participation in school activities ***	4	There are several manuals for training the CGE. The main ones are on its setting up, on how to make action plans, and on financial management	#12, #13, #14, #15
3E. Community participation in learning inputs***	3	The CGE can be responsible for some pedagogical support, e.g., night classes, etc. if it chooses to do so in its action plan. In this case, each CGE has total oversight on such learning inputs. However, a CGE does not have this ability for all learning inputs, e.g., programs are under the sole authority of the MOE (thus score 3)	#1, #13, #10 (art 14)
3F. Transparency in community participation***	4	Election for the president of the CGE is enacted by decree. That of the treasurer and auditors are defined in guidelines {and in the 2014 decree}**	#1 (art 41) #12 #21
Policy Goal 4: School and Student Assessments			
4A. Existence and frequency of school assessments	3	The inspectors from IEF assess the schools within their jurisdiction. But there is no regulatory mandate to make these assessments public or easily accessible by the public	#16 (art 16)

4B. Use of school assessments for making school adjustments	3	IEFs conduct school assessments and send the results to school directors for reflection. But there are no regulatory mandate to make these assessments public or easily accessible by the public	
4C. Existence and frequency of standardized student assessments	4	A standardized student assessment (SNERS) is administered every two years at the national level The graduation exam (CFEE) is a yearly exam A standardized student assessment of every primary school grade is administered quarterly at the IEF level	#5, #6
4D. Use of standardized student assessments for pedagogical, operational, and personnel adjustments	3	SNERS is administered every two years at the national level and results of assessment are shared with IEFs CFEE results are analysed and results are shared with IEF A standardized student assessment of every primary school grade is administered quarterly at the IEF level and analysis of results and recommendations are sent to SD. Recommendations are not made public (thus score 3)	#3, #7, #9
4E. Publication of student assessments	4	In terms of student assessments organized by IEFs, schools are given ranks within each school district and the results are shared publicly The results of the CFEE are made public and schools conduct pedagogical reflection to improve their performance. Some IA publish the CFEE results online	#3, #5
Policy Goal 5: Accountability			
5A. Guidelines for the use of results of student assessments	3	Analyses of results are done at national and subnational level. Schools may use these for pedagogical and operational adjustment within the framework of "projet d'ecole" (school project). The schools can obtain a school grant for these adjustments	#19
5B. Analysis of school and student performance	2	School and student performance are regularly compared through standardized assessments, but there is no requirement to distribute such information or to make it available online	#3, #5

Source: Prepared by the authors, using the information collected from MOE with the SABER SAA complementary tools, which have more sub-indicators than the 2011 version of the SAA rubrics (see PADECO 2013 for details of this tool, called SABER SAA Plus tool). The information was used to score the policies according to the new 2013 World Bank's SABER SAA rubrics, which include some additional elements as in this research's complementary tools.

Notes:

*Scores: 1 stands for Latent, 2 for Emerging, 3 for Established, and 4 for Advanced.

** { } While this assessment is based on legal and official texts as of 2013, we updated the information with the two most relevant texts effective since 2014;

***The sub-indicators which are new for the 2013 version of the World Bank SABER-SAA rubrics as compared with the 2011 version. (See Annex 1c for the technical detail notes on the differences between the 2011 and 2013 SABER SAA policy rubrics) The sub-indicators of 5C to 5E are not presented here as there are new and there was not enough information to score them;

**** Policy action 1E can be assessed as “Emerging” (score 2) for some decentralized budgets. School directors have their peers sitting on each local education committee (CLEF), which is headed by the mayor or the head of the rural community. One of the missions of the CLEF is “to mobilize necessary resources” for the local programs and projects in education. The mayor is also controlling the non-teacher salary budget for education, which comes from the central government (FDD) and Local Authority Equipment Funds (FECL). These funds can be assigned by the commune or rural community. Thus, theoretically, school directors can propose a school budget to the communes or rural communities for these funds through the CLEF. For the school grants (Projet d’Ecole), the school via the CGE proposes a budget to the IEF, which then validates it to allow the grant).

Ref#	Document (French)
1	Décret n°2002-652 du 2 juillet 2002 portant création, organisation et fonctionnement des organes de gestion du Programme décennal de l'éducation et de la formation
2	Décret n°96-269 MEN/DC/DAJLD du 3 avril 1996 modifiant le décret n°93-789 du 25 juin 1993 portant création des inspections d'académie et départementales
3	Résultats des évaluations standardisée de l'IDEN de Foundiougne
4	Guide pratique du mouvement des personnels enseignants / Direction des ressources humaines / mars 2010
5	Procès verbal des évaluations standardisées du 2ème trimestre 2006/2007 de l'IDEN/GD 1
6	Gestion et pilotage de la qualité des enseignements apprentissages: mise en place du dispositif des progressions harmonisées et d'évaluations standardisées des apprentissages - année scolaire 2003-2004
7	Evaluations standardisées du deuxième trimestre 2010-2011 de l'IDEN de Dakar Plateau
8	Décret n° 2002-665 modifiant et complétant le décret n°89-877 du 19 juillet 1986 portant organisation du ministère de l'éducation nationale
9	Rapport sur le CFEE et l'entrée en 6e, session 2003. Direction des Examens et Concours
10	Décret n°2012-1276 relatif à la création des IA et des IEF
11	Décret n°96-1136/MEN/DC/DAJLD portant portant application de la loi portant transfert des compétences aux régions, communes et communautés rurales en matière d'éducation, d'alphabétisation, de promotion des langues nationales et de formation professionnelle
12	Guide de formation à la mise en place du comite de gestion de l'école (CGE), 2012
13	Guide de formation des CGE à l'élaboration d'un plan d'action volontariste (PAV), 2013
14	Guide de formation des CGE à la gestion des ressources, 2013
15	Guide de suivi des CGE et des unions de CGE, 2013
16	Arrêté interministeriel relatif à l'organisation et au fonctionnement des inspections d'academie et des inspections de l'éducation et de la formation, 2013
17	Loi n°96-07 du 22 MARS 1996 portant transfert de compétences aux régions, communes et communautés rurales, modifiée par les lois n°2002-15 du 15 avril 2002 et n°2004-21 du 25 aout 2004
18	Decret n° 2008-209 du 4 mars 2008 fixant les critères de répartition du Fonds de Dotation de la Décentralisation.
19	Rapport d'Evaluation de l'Education de base au Senegal. Version mai 2014
20	Manuel de procedures CDP Version finale 7 aout 2013
21	Decret n° 2014-904 du 23 juillet 2014 relatif a la creation, a l'organisation et au fonctionnement des CGE et des UCGE
22	Loi 83-53 du 18/02/1983 portant statut des fonctionnaires

Annex 1b. SABER Country Report for Senegal, 2011/2012

Policy Goal 1: School Autonomy in the Planning and Management of School Budgets is <i>Latent</i>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
1A. Legal authority over management of the operational budget	Emerging ⊙●○○	The operational budget of primary schools is not directly managed by school directors. Instead, they are managed by IDENs and local authorities.
1B. Legal authority over the management of non-teaching staff and teacher's salaries	Latent ●○○○	Teacher salaries are determined by the central government's salary scale. Non-teaching staff salaries are paid by local authorities.
1C. Legal authority to raise additional funds for the school	Emerging ⊙●○○	School directors can request monies from such funds as the Decentralization Allocation Fund (French acronym, FDD) and Local Authority Equipment Funds (French acronym, FECL) at the commune level.
Policy Goal 2: School Autonomy in Personnel Management is <i>Latent</i>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
2A. School autonomy in teacher appointment and deployment decisions	Latent	Teachers are appointed and deployed to schools by the Ministry of Education. IAs and IDENs are responsible for the intraregional and intradepartmental transfer of teachers according to the local situation, complying as much as possible with decisions made by the national level.
2B. School Council's role in teacher tenure, transfer, or removal	Latent	CGEs are not consulted over the appointment of teachers.
2C. Autonomy in the hiring and firing of principals	Emerging	School directors are appointed by the central government (the Human Resource Department of the Ministry of Education), with the presence of teacher trade unions, based on predetermined criteria. Their performance is evaluated by IDENs.
Policy Goal 3: Participation of the School Council in School Finances is <i>Latent</i>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
3A. Participation of the school council in budget preparation	Latent	The CGEs do not participate in the preparation of school budgets, which are managed by IDENs and local authorities.
3B. School council's authority to approve the school budget	Latent	The CGEs do not approve the school budget.
3C. Manual for the participation of the school council in school finances	Latent	The CGEs do not participate in the preparation of the school budget.
3D. Role of the school council in budget implementation	Emerging	The Ministry of Education and IDENs provide the School Project budget to the CGEs, which supervise its implementation at the school level.
3E. Use of the budget prepared with the school council's participation	Latent	The school budget is prepared at the central level without participation of the CGEs.

Policy Goal 4: School and Student Assessments are <i>Established</i>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
4A. Existence and frequency of school and student assessments	Established ●●●○	A standardized student assessment (SNERS) is administered every two years at the national level and a standardized student assessment of every primary school grade is administered quarterly at the IDEN level. A certified examination of primary education (CFEE) is planned to be held every year for all students in the country. However, the results of school assessments conducted by IDENs are not made public.
4B. Use of school assessments for making school adjustments	Emerging ●●○○	IDENs conduct school assessments and send the results to school directors for reflection.
4C. Frequency of standardized student assessments	Advanced ●●●●	A standardized student assessment (SNERS) is administered every two years at the national level and a standardized student assessment of every primary school grade is administered quarterly at the IDEN level. A certified examination of primary education (CFEE) is planned to be held every year for all students in the country.
4D. Use of student assessments for pedagogical and personnel adjustments	Established ●●●○	Within the framework of SNERS, the Ministry of Education analyzes student assessment results and shares its analysis with the IDENs. The results of student assessment organized by IDENs are analyzed at the IDEN level for pedagogical reflection.
4E. Publication of school and student assessments	Emerging ●●○○	In terms of student assessments organized by IDENs, schools are given ranks within each school district and the results are shared publicly. The results of the CFEE are made public and schools conduct pedagogical reflection to improve their performance. But the results of school assessments conducted by IDENs are not made public.
Policy Goal 5: Accountability is <i>Latent</i>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
5A. Guidelines for the use of school and student assessments by the school council	Latent ●○○○	The CGEs support school and student assessments by providing monies for stationery goods, but they are not involved in school and student assessments in a manner that they use guidelines to assess these results.
5B. National or regional systems of educational assessments	Emerging ●●○○	The National Standardized Assessment System (SNERS) conducts an assessment every two years; quarterly standardized assessments are organized by IDENs. However, no manual exists to guide education stakeholders in using assessment results.
5C. Comparisons of school and student performance reports	Emerging ●●○○	School and student performance are regularly compared through standardized assessments, but such information is not available online.
5D. School council has authority to perform financial audits	Latent ●○○○	The CGEs have no authority with respect to school audits.
5E. Manual for the participation of school councils in school audits	Latent ●○○○	The CGEs have no authority with respect to school audits.

Source: World Bank 2012

Annex 1c Remarks on revisions of the instruments of SABER-SAA

The World Bank - SABER SAA Rubric 2.0: Rubric for SABER - School Autonomy and Accountability (May 2013) *						Remarks on revisions from 2011 rubrics**
Policy Goal 1: The level of autonomy in the planning and management of the school budget.						
	Variable name	Latent	Emerging	Established	Advanced	
1A	Legal authority over management of the operational budget	Legal management authority over the operational budget is centralized.	Legal management authority over the operational budget is at the regional or municipal levels.	Non-salary expenditure can be managed by school level <u>without consultation with parents/community members under government guidelines.</u>	<u>Non-salary expenditure can be managed by school level in consultation with parents/community members.</u>	The variable name is same But rubric changed for 3 and 4 in the underlined part.
1B	Legal authority over the management of non-teaching staff salaries	Legal management authority over non-teaching staff salaries is centralized.	Legal management authority over non-teaching staff salaries is at the regional or municipal levels; a centralized pay scale may be used as a guide.	Non-teaching staff salaries can be managed at the school level without consultation with parent/community members. A centralized or regional/municipal pay scale may be used as a guide.	Non-teaching salaries can be managed by school level in consultation of parents/community members. An established pay scale may be used as a guide.	Decomposition of previous 1B (now on non-teaching staff only). In rubrics 3 and 4, mention of the SD has been erased.
1C	Legal authority over the management of teacher salaries	Legal management authority over teacher salaries is centralized.	Legal management authority over teacher salaries is at the regional or municipal levels; a centralized pay scale may be used as a guide.	Teacher salaries can be managed by school level without consultation with parent/community members. A centralized or regional/municipal pay scale may be used as a guide.	Teacher salaries can be managed by school level in consultation of parents/community members. An established pay scale may be used as a guide.	Decomposition of previous 1B (now on teaching staff only). In rubrics 3 and 4, mention of the SD has been erased.
1D	Legal authority to raise additional funds for the school	Budget is fixed by the Ministry of Education and no additional funding is permitted.	<u>Schools</u> can request more funds from sub-national governments.	<u>Schools</u> can raise additional funds from parents/ community members, private businesses, and from non-governmental institutions.	<u>Schools</u> can raise additional funds from any source.	The variable name is same as previous 1C. In the rubrics, reference to "school director" was changed to "schools". Examples in rubric 4 have been deleted.
1E	Collaborative Budget Planning	Budgetary decisions are made at the national and sub-national levels and there is no system to accept a budget proposal from the school level.	Provisions allow for the school level to propose a school budget to the sub-national level as a request for funding.	National and/or sub-national authorities are to use the proposed budget by the school level as a reference for the transfer of resources to the school.	National and/or sub-national authorities are to use the proposed budget by the school level as the main guide for the final transfer of resources to the school.	Newly added.

Policy Goal 2: The level of autonomy in personnel management						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
2A	Autonomy in teacher appointment and deployment decisions	Teachers must be appointed and deployed by the central government level under a union or civil service agreement.	Regional or municipal governments have legal authority to appoint teachers under union or civil service agreements. Appointments are subject to final review by central authorities.	Regional or municipal governments have legal authority to appoint and deploy teachers under union or civil service agreements without review by central authorities.	Schools (school principals, school council, parent association etc.) have legal authority to appoint teachers. Union and civil service agreement may or may not regulate the appointments.	Same. ("school autonomy" in variable name became "autonomy"). Rubric 4 was amended to not restrict it to SD.
2B	Autonomy in non-teaching staff appointment and deployment decisions	Non-teaching staff must be appointed and deployed by central government level under civil service agreement.	Regional or municipal governments have legal authority to appoint non-teaching staff under civil service agreements.	Regional or municipal governments have legal authority to appoint and deploy non-teaching staff. Civil service agreement may or may not regulate the appointments.	Schools have legal authority to appoint non-teaching staff. Civil service agreement may or may not regulate the appointments.	Newly added on non-teaching staff. (Previous 2B (on SC role) was moved to 3C)
2C	Autonomy in school principal appointment and deployment decisions	Principals are to be appointed and deployed by the central level. Their performance is evaluated centrally and they can be transferred or fired by Central authorities.	Principals are to be appointed and deployed by the central level. Their performance is evaluated regionally or by municipal inspectors, which determines their tenure, transfer, or removal by Central authorities.	Principals are to be appointed and deployed by regional or municipal/local authorities, who are also responsible for their evaluation and have the authority for determining tenure, transfer, or removal.	Principals are to be appointed and deployed by municipal/local authorities in consultation with the School Council/ stakeholders at school level, or by the School Council alone. Municipal/local authorities are responsible for the principal's evaluation to determine tenure, transfer, or removal.	Major revision. From "hiring and firing" to "appointment and deployment". In that new context "renvoi" ("removal" in French) goes from meaning "firing" to "removal from a position".

Policy Goal 3: Role of the school council on school governance.						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
3A	Participation of the School Council in budget preparation	No role for the School Council; budgets are prepared centrally by the Ministry of Education.	School Council is to have a voice in the planning and preparation of the non-salary budget items at the school level, but final responsibility falls on the school principal or other government authority.	School Council is to have a voice in the planning and preparation of <u>all expenses</u> at the school level, but final responsibility falls on the school principal or other government authority.	School Council is to have a voice in the planning and preparation of all expenses at the school level and, depending on the law, may share responsibility with the school principal.	Same. Rubrics 2, 3 were changed. Old 2 disappeared. Previous 3 became new 2 with added wording (underlined). New 3 has budget scope expanded (underlined) compared to old 3.
3B	Participation in Financial Oversight	No legal standing as an organization, no legal authority to have a voice, and no legal oversight authority on budget issues.	Legal standing as an organization, but no legal authority to have a voice, and no legal oversight authority on budget issues.	Legal standing as an organization, and legal authority to have a voice, but no legal oversight authority on budget issues.	Legal standing as an organization, legal authority to have a voice, and legal oversight authority on budget issues.	Major revision: "oversight" replaced "approval". Rubrics were completely re-written.
3C	Participation in Personnel Management	No legal right or voice in teacher appointments, transfers, and removals.	No legal right in teacher appointments and removals, but have a voice in teacher transfers.	Legal right to have a voice in teacher appointments, removals, and transfers.	Legal right to oversee appointments, removals, or transfer of teachers.	New.
3D	Community Participation in School Activities	No formal instructions, manuals, or mandates for organizing volunteers to perform activities.	There are formal instructions, manuals, and mandates for organizing volunteers to implement activities.	There are formal instructions, manuals, and mandates for organizing volunteers to plan and implement activities.	There are formal instructions, manuals, and mandates for organizing volunteers to plan, implement, and evaluate activities.	New.
3E	Community Participation on Learning Inputs	No legal authority to voice an opinion, and no legal oversight on learning inputs to the classroom.	Legal authority to voice an opinion, but no legal oversight on learning inputs to the classroom.	Legal authority to voice an opinion and legal oversight on some learning inputs to the classroom.	Legal authority to voice an opinion and legal oversight on all learning inputs to the classroom.	New.
3F	Transparency in Community Participation	No provisions for the open election of school council members and for general assemblies.	No provisions for the open election of school council members, but guidelines for calling general assemblies.	There are provisions for open election of school council members but no term limits or regular schedule for elections. There are guidelines for calling general assemblies.	There are provisions for regularly scheduled elections of school council members and defined term limits. There are guidelines for calling general assemblies.	New.

Policy Goal 4: School and student assessment.						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
4A	Existence and frequency of school assessments	Schools do not assess school performance on a regular basis.	Schools are to be assessed every few years using Ministry of Education criteria.	Schools are to be assessed every year using Ministry of Education criteria.	Schools are to be assessed every year using Ministry of Education criteria. In addition, there should be sporadic evaluations of specific aspects of school life, such as student poverty, equity, and teacher quality. The results of all evaluations should be made public and easily accessible.	Major revision. Only rubric 1 remains untouched. The students assessment part that was in the other rubrics was removed.
4B	Use of school assessments for making school adjustments	Schools do not use school assessments to make pedagogical adjustments, or to change school materials.	Central Ministry of Education must analyze school assessment results and send them to the Regions/ municipalities and make s broad recommendations on pedagogical and operational adjustments.	Central or Regional/ municipal branch of the Ministry of Education must analyze school assessment results and send them directly to the schools. Schools may use the information to make pedagogical and operational adjustments.	Ministry of Education or municipal governments must analyze school assessments, and make results easily accessible to schools and the public. Schools must use the information to make pedagogical, personnel, and operational adjustments.	Almost the same. Rubrics 2 and 3 were changed. 2 is now when recommendations are not handed down to school level.
4C	Existence and Frequency of standardized student assessments	Students do not take standardized tests.	Assessments of student learning are done every few years in selected grades using representative samples of students.	Assessments of student learning are done every few years in selected grades for all students in the country.	Assessments of student learning are done every year in selected grades for all students in the country.	Same with minor clarification in rubrics 3 & 4.
4D	Use of standardized student assessments for pedagogical, operational, and personnel adjustments	Schools do not use standardized student assessments to make pedagogical adjustments or to change school materials.	Central Ministry of Education must analyze results of standardized student assessments and send them to the Regions/ municipalities and make broad recommendations on pedagogical, operational and/or personnel adjustments.	Central or Regional/ municipal branch of the Ministry of Education must analyze student test scores in standardized tests and send results and recommendations to regional and local offices and directly to the schools. Schools may use the information to make pedagogical and operational adjustments.	Ministry of Education or municipal governments must analyze student test scores in standardized tests, make results easily accessible to schools and the public. Schools must use the information to make pedagogical, operational, or personnel adjustments.	Notable revision: "students assessments" and "exit exams" were changed into "standardized tests". Rubric 2 and 3 were re-written, rubrics 1 & 4 remain unchanged.
4E	Publication of student assessments	Results of the student assessments are not reported.	Results of the student assessments are made available to Central and Regional/Municipal levels of the MOES.	Results of the student assessments are made available to Central, Regional/Municipal levels of the MOES, and to schools.	Results of the student assessments are made public and available online.	Major revision: assessments now restricted to students. Rubrics 1, 2 & 3 were re-written.

Policy Goal 5: School Accountability						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
5A	Guidelines for the use of results of student assessments	There are no guidelines for the use of results of student assessments.	There are guidelines for the use of results of student assessments at the national and municipal levels only.	There are guidelines for the use of results of student assessments at the national, municipal, and school levels. School councils can use the guidelines to voice accountability.	There are guidelines for the use of results of student assessments at all levels. The guidelines are available online and can be used to foster/demand accountability.	Minor revisions in the wording throughout.
5B	Analysis of school and student performance	There are no provisions for the comparative analysis of student assessment results for different types of schools, across regions, and for previous years.	There are provisions for comparative analysis of student assessment results for different types of schools, across regions, and for previous years at the national and regional levels.	There are provisions for comparative analysis of student assessment results for different types of schools, across regions, and for previous years at the national, regional, and municipal levels. Schools are required to distribute summary results to parents.	There are provisions for comparative analysis of student assessment results for different types of schools, across regions, and for previous years at the national, regional, municipal, and school levels. Detailed school performance results at the school level must be published online.	Major revision: Combination of former 5B on assessment systems and former 5C on use of school and student assessments.
5Ci	Degree of Financial Accountability at the central level	There are no regulations in place for (i) complying with the rules of financial management and transparency; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency, and for reporting to those with oversight authority; but not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency; for reporting to those with oversight authority; and for linking rewards and sanctions to compliance.	New.
5Cii	Degree of Financial Accountability at the regional/ municipal level	There are no regulations in place for (i) complying with the rules of financial management and transparency; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management, and for reporting to those with oversight authority; but not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency; for reporting to those with oversight authority; and for linking rewards and sanctions to compliance.	New.

5Ciii	Degree of Financial Accountability at the school level	There are no regulations in place for (i) complying with the rules of financial management and transparency; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency, and for reporting to those with oversight authority; but not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency; for reporting to those with oversight authority; and for linking rewards and sanctions to compliance.	New.(Although partially covered by previous 5D)
5D	Degree of Accountability in School Operations	There are no regulations in place for: (i) complying with the rules of school operations; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to operating performance.	There are regulations in place for complying with the rules of school operations, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to operating performance.	There are regulations in place for complying with the rules of school operations and for reporting to those with oversight authority; but not for linking rewards and sanctions to operating performance.	There are regulations in place for complying with the rules of school operations and for reporting to those with oversight authority, and for linking rewards and sanctions to operating performance.	New.
5E	Degree of Learning Accountability	No mandate for simplifying and explaining results of student assessments to the public.	There is a mandate for simplifying and explaining results of student assessment to the public.	The results of student assessments are simplified and explained to the public and the local level/schools are obligated to solicit feedback from the school community on those results.	The results of student assessments are simplified and explained to the public and the local level/schools are obligated to have a meeting with the school community to solicit feedback and to inform them of a plan of action to address the issues.	New.

Notes: * From the World Bank website (accessed in July 2014). Some underlines were added by authors to explain the remarks on the revisions.

For definitions of words in the rubrics, please also see the "Glossary" in the Data Collection Instrument for SABER - SAA (World Bank 2014).

** The authors' remarks on revisions from 2011 rubrics, used for the World Bank's SABER SAA country report for Burkina Faso and Senegal 2011/2012.

Annex 2a: Descriptive statistics of the contexts for policy implementation

This annex describes the general capacity of stakeholders, such as the characteristics of the leaders at each organization, of the organizations themselves at several levels, and of the demographic contexts of communities around schools which can be supposed to affect policy implementation by CGEs (See also Table A2.1).

At the school level, about 34% of the school directors are full time managers (i.e. not regularly teaching in a class), and 66% are certified or principal teachers. They have worked in their current school for 8.5 years on average. More than half of them graduated from a senior secondary school or have achieved a higher level of education. The proportion of school directors who have received an initial training as a school director is not so high at 36%. Most of them can speak the local language, and they communicate with the administrations by mobile phone.

For CGEs, the average age of the presidents is 51.5 years old, and they have held their current position for an average of 4 years. 39% of CGE presidents have primary education or above.

At the level of rural communes, the mayors, whose official title is president of the rural community, are 56.7 years old on average, and have held the current position for an average of 7.2 years. Respectively 19% and 14% of mayors graduated from senior secondary school and from university or higher education. The mayor offices employ about four **staff members** on average; mainly contract workers and volunteers.

With regard to office equipment, we asked about the existence of ten types of equipment, such as lighting system and running water, vehicles, and office machinery for administrative services. On average, mayoral offices have 5 types of that equipment. More specifically, most are equipped with a lighting system and running water. They have one 4WD vehicle and one motorcycle on average. For office equipment and supplies, while 90% of mayoral offices have desktop PCs (1.7 PCs per office on average) and 58% have copier machines, only 22% have telephones.

In the administration at the PEO level, the mean age of senior management is 56 years, and their mean duration of working in this position is 3 years. More than half of them have graduated from university or further education. All of them have worked as a teacher, 46% as a school director, and 62% as personnel of educational administrations. 62% of them received initial training for their current position. 54% said that they often use a mobile phone to communicate with school directors. The facilities in the PEO offices are better than those of mayoral offices.

Finally, in regard to **demographic context**, the mean population of the surveyed rural communities was 20,347. According to the response by mayoral offices, approximately 33% and 32% of the population speak Pulaar and Wolof as their main language, respectively. 92% of the population are Muslim, and 4% Christian. The proportion of the literate population is 30% on average. Only 15% of school directors answered that more than 20% of the parents can speak French, but 63% responded that more than 50% of the students come from economically disadvantaged homes.⁴⁵ 20% of the school directors noted that more than half of the 6 year old children of the surrounding communities are not enrolled in school.

⁴⁵ This question is based on the questionnaire for the school directors used for TIMSS 2011. Although it may not be easy for school directors to respond on the welfare level of students' families, this kind of question is asked to obtain any proxy information.

Table A2.1 Means and contexts supporting the implementation of policies on CGE

Indicator	Value	Indicator	Value
<i>Leadership of school directors (SD)</i>		<i>Leadership of PEO chief officers</i>	
Full time SD, not teach in a class	32%	Age	55.6
Certified or principal teacher	66%	Years of work on the current position	2.8
Years of work on the current school	8.5	Highest academic degree is university or above	62%
Highest academic degree is secondary education	53%	Experience of work as teacher	100%
Highest academic degree is university or above	12%	Experience of work as SD	46%
Received initial training	36%	Experience of work as personnel of other educational	62%
Speaks the local language.	87%	Received initial training	62%
Uses a mobile phone to communicate with administrators	97%	Uses cellphone to communicate with SD	54%
<i>Leadership of CGE presidents</i>		<i>Facilities of PEO</i>	
Age	51.5	Has lighting system	100%
Years of work as president	4.1	Has running water	100%
Highest academic degree is primary school or above	39%	Has 4WD vehicles	100%
<i>Leadership of APE presidents</i>		Has motorcycles	100%
Age	55.7	Number of motorcycles	2.2
Years of work as president	9.4	Has desktop PCs	100%
Highest academic degree is primary school or above	35%	Number of desktop PCs	9.6
<i>Leadership of mayor offices</i>		Has copier machines	77%
Age of Mayor	56.7	Has telephones	100%
Years of Mayor's work on the current position	7.2	<i>Demographic contexts of communes</i>	
Highest academic degree of Mayor is senior secondary	19%	Population	20,347
Highest academic degree of Mayor is university or above	14%	% of the population speaking Pulaar	33%
<i>Staffs of mayor offices</i>		% of the population speaking Wolof	32%
Number of permanent civil servants	0.4	% of the population of Muslim	92%
Number of contract staffs	2.1	% of the population of Christian	4%
Number of volunteering staffs	1.7	% of the literate population	30%
<i>Facilities of mayor offices</i>		% of parents with French ability, >20%	15%
Number of facilities and equipment	5.2	% of students from economically disadvantaged, >50%	63%
Has lighting system	82%	% of SD who answered parents know their children's age	32%
Has running water	85%	% of school age children not enrolled, >50%	20%
Has 4WD vehicles	89%		
Has motorcycles	72%		
Number of motorcycles	1.0		
Has desktop PCs	90%		
Number of desktop PCs	1.7		
Has copier machines	58%		
Has telephones	22%		

Note: The source is the 2013 survey data. The sample of each respondent is restricted to that with a CGE.

Annex 2b: Descriptive statistics of education service delivery and results

Table A2.2 shows the differences in the quality of education among the sample schools with CGEs in the 2012/13 school year, and the learning outcomes in 2012/13 and before.

Time of teaching and learning: About half of the schools had started teaching to all grades for the school year 2012/13 during the month of October, but only 22% had done so during the first 15 days of October, even though the official school year started on October 1, 2012. As Destefano et al. (2009) point out, the extent of teacher strikes has a considerable impact on opportunities for learning. Less than half of the school directors (43%) answered that there had been no strikes during the year.

On the monitoring of teaching time, 90% of school directors responded that they keep a record of teachers' presence, with 76% saying that they prepare the record of teaching hours per trimester. However, only 65% could actually show an example record at the interview for this survey. As shown by the examples in Picture A2.1, while such records include common basic information, such as the expected and actual numbers of teaching hours per teacher (per class) and per month, some schools provide clear reasons why they could not meet 100% of teaching hours (e.g., strikes), but others do not. There seems to be no case where those documents are countersigned by the CGEs. In a few cases, the collected information was a summary by district (or CODEC, the group of school directors in the district⁴⁶), which usually matches with each commune and rural community boundary, but since none were signed by any authority, we could not ascertain how this information is used by local authorities. For student absences, the mean proportion of students who were absent at least one day in the second trimester is respectively 19% and 16% in the second and sixth grades. 90% of the schools keep a record on the attendance of students of all classes.

For supplementary or remedial classes, before or after regular school hours, 82% of the schools provided some of these from October 2012 to April 2013, and 80% did so in 2011/12. On average, the total days of supplementary and remedial classes for all grades was 13 days in March 2013, and 79 days for the whole school year of 2011/12.

Materials for learning and teaching: For textbooks, the policy intention is to have one textbook per student.⁴⁷ Given that used books stay at the schools, the number of textbooks per student can be larger at older schools. According to the annual educational statistics, the total number of textbooks per sixth grade student is less than one for both calculus and reading in 2013 (0.84 and 0.82, respectively). For textbooks, about a third of school directors answered that each second grade student had one book for mathematics and one for French, and two thirds answered that each sixth grade student had one book for mathematics and one for French. These results include the proportion of school directors who answered that students rented the textbooks. As expected, 90% of school directors responded that the shortage of instructional materials such as textbooks is an obstacle to the provision of instruction, and 49% responded that the shortage of materials affects instruction significantly. For **teaching guidebooks**, about 80% of school directors responded that all teachers have the guidebooks of the Ministry of Education for both mathematics and French classes for the second and sixth grade. These conditions confirm the findings of the 2010 Service Delivery Indicator Survey (SDI), which

⁴⁶ CODEC (Collectif des Directeurs d'Ecole) or Local Collective of School Directors was initially created on the initiative of school directors in two districts. Faced with a lack of supervision and support by the DEO officials, school directors decided to organize joint quality monitoring visits to each school within the group, and then it later became a national policy (De Grauwe and Lugaz 2007b).

⁴⁷ Source: Interview of CRES with MoE in 2013.

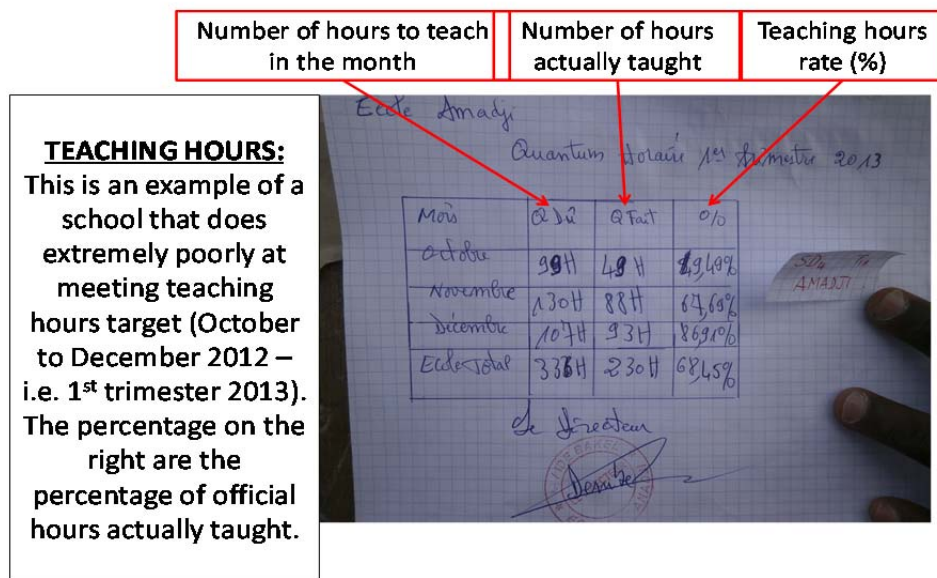
showed a significant lack of accountability for poor service quality in terms of teacher absenteeism, school environment and availability of school materials (Bold et al. 2011).

The availability of stationary for students seems to be better than that of textbooks: 79% of school directors answered that all students have pencils for their own use, 90% have notebooks, and 83% chalks and personal boards. Nevertheless, most school directors felt that the shortage of funds for supplies is an obstacle to the provision of instruction, and 37% to 55% of local authorities have received requests from schools to provide pencils, notebooks, chalks, or slates.

As the most popular indicator of learning achievement for Senegal primary education, the pass rates of the graduation examination, called CFEE, held at the end of school year 2012/13, varies among the sample schools with CGEs. The pass rate is defined as the ratio of the number of students who passed the examination to the number of students who actually took it.⁴⁸

Table A2.2 also shows the pass rates of the graduation examination, CFEE, in 2010 and 2013 for all sample schools (with or without CGEs), and national statistics for all schools. The average pass rate of the sample schools drastically declined from 2010 to 2013 although this is a national trend (69% in 2010, 34% in 2013). This drop coincided with a reform of the curriculum and of the pedagogy, from content-based learning to competency-based learning. For the first time, the 2013 CFEE test was based on the competency-based approach and resulted in a 20 points drop compared to 2012.⁴⁹ Although policy measures had been taken accordingly, the results of the CFEE exam show that these are not being put into practice. This can also illustrate the gaps that can exist between policies and implementation.

Picture A2.1: Report of teaching hours



⁴⁸ One may consider that this pass rate overestimates the learning achievement of the Grade 6 students if teachers discourage students who they think are unlikely to succeed from taking the exam. However, it is less likely. Alternative pass rate is defined as the number of who passed the exam, as the proportion of students who enrolled in the school years is almost the same as the former pass rate, and their correlation coefficient is 0.94. As the former is more used in Senegal, we also used it.

⁴⁹ Rapport national sur la situation de l'Éducation 2013, Direction de la Planification et de la Réforme de l'Éducation, Ministère de l'Éducation Nationale.

Table A2.2: Educational service delivery and results

Indicator	Value
<i>Time of teaching and learning</i>	
School started instruction in Oct	56%
School started instruction before Oct 15	22%
No strikes	43%
The duration of strikes is less than two weeks (among strikes)	78%
<i>Teacher absence</i>	
Share of teachers who were absent at least one day in the 2nd trimester	59%
Share of teachers who were absent at least one day in the 1st trimester	62%
School keeps a record of teachers' absences and presence	90%
Document on teacher hours exists	76%
<i>Student absence</i>	
Share of G2 students who were absent at least one day in the 2nd trimester	19%
Share of G6 students who were absent at least one day in the 2nd trimester	16%
School keeps a record of students' absences and presence for all students	90%
<i>Supplementary classes</i>	
School provided supplemental or remedial classes since Oct 2012	82%
School provided supplemental or remedial classes in 2011/12	80%
Total days of supplementary and remedial classes for all grades in March 2013	78.9
Total days of supplementary and remedial classes for all grades in 2011/12	12.8
<i>Materials of learning and teaching</i>	
Total number of the calculus books per G6 student in 2013	0.84
Total number of the reading books per G6 student in 2013	0.82
Shortage of instructional materials is an obstacle	90%
Shortage of instructional materials is an important obstacle	49%
All students have pencils	79%
All students have notebooks	90%
All students have chalks and personal boards	83%
Shortage of budget for supplies is an obstacle	84%
<i>Teaching guide</i>	
All teachers have ME's teaching guide for G6 French class	83%
All teachers have ME's teaching guide for G6 Math class	82%
Results: learning outcomes	
Pass rate of CFEE in 2013	26%
Pass rate of CFEE in 2010 ^{a/}	73%

Source: Senegal SABER SAA implementation survey 2013, school-level data on CFEE, 2010, 2013.

Note: a/ The number of all sample rural schools with CFEE data was 215 in 2010. For 2010, the dataset does not allow the authors to identify some of the sample schools even by comparing the names of regions, departments, and schools with those in the 2013 dataset.

Annex 3. A consideration of continuous and compressive monitoring mechanisms in scaling up functional CGEs under the large development partner assistance program PAQEEB⁵⁰ (annex for discussion with country stakeholders)

The following three questions are addressed in this annex for discussion with country stakeholders:

- 1) How does the MOE plan to monitor the “% of schools with functional CGEs” as one of the disbursement linked indicators under the PAQEEB, which is the largest program supported by development partners for the education strategy PAQUET?
- 2) What could be associated indicators and data sources (methodologies) that could help the monitoring of functional CGEs for further improvement and participation in school governance towards better learning for all?
- 3) How can the “one-stop-shop results database,” called for and planned by PAQEEB, provide the information that would enable the monitoring of functional CGEs for further improvement?

Question 1: How does the MOE plan to monitor “% of schools with functional CGEs” as one of the disbursement linked indicators under the PAQEEB?

- According to the Project Appraisal Document (PAD) of PAQEEB, the Directorate for Elementary Education (DEE) is responsible for data collection. The project progress report and the third party verification are planned as the data source;
- While the PAD does not specify the definition of “functional CGEs”, it will depend on the PAES 2 under DEE, according to the World Bank and DPRE (Directorate of Planning and Education Reform),⁵¹ which is in charge of coordinating the monitoring of the implementation of the entire PAQEEB;
- There is still a need to discuss and agree among the stakeholders the definition of “functional CGEs”, the methodology to measure indicators, the scope of the project progress report, and the Terms of Reference (TOR) for the third party verification.

Table A3.1

Project Development Objective (PDO): The project development objectives are to: (i) improve learning outcomes for early grades; (ii) increase access to the science and mathematics tracks for secondary school; and (iii) improve equity in access to basic education.

PDO Level Results Indicators	Core	Unit of Measure	Baseline 2012	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection	Description (indicator definition etc.)
				2013	2014	2015	2016	2017				
<i>Intermediate Result indicator Two:</i> % of schools with a QIA based on Quality Improvement Plan	<input type="checkbox"/>	%		0	60	80	90	90	Permanent	Project progress report and Third Party Verification	DEE/DEMSG	
<i>Intermediate Result indicator Four:</i> % of schools with a functional school-based management committee		%	10	10	50	75	80	90	Permanent	Project progress report and Third Party Verification	DEE	

Source: Document of The World Bank (2013), ANNEX 1, Page 38 - 40

Question 2: What are the possible indicators and data sources for measuring and analyzing functional CGEs?

⁵⁰ Projet Appui à la Qualité et à l’Equité en Education de Base (PAQEEB) in French for the Quality Improvement and Equity of Basic Education Project (2014-2019), with a proposed credit of US\$ 20 million from IDA (World Bank) and US\$ 46.9 million from Global Partnership for Education grants, and 2.8 million from Canada).

⁵¹ Based on an interview with the PAES 2 project leader in September 2014.

- Based on this study, the authors consider that it may not be easy to monitor the functional CGEs with one single indicator;
- Thus, based on the interviews and collected data and documents during our research, we would like to propose several indicators that the PAQEED may want to consider for monitoring annually via DEE reporting and DPRE’s annual statistical campaigns, and/or, even though not annually, through in-depth monitoring surveys, such as SNERS and service delivery surveys;
- Table A3.2 includes such indicators.

Table A3.2: Relevant indicators for monitoring the Intermediate Result Indicator 4 (also DLI), "% of schools which have functional CGE"

Indicators		DEE reporting	DPRE Stat campaign
(A) Associated indicators that can be proxy for CGEs being functional (with or without school grant)	% of schools which have the plan of action by CGE	1	1
	% of schools with the progress report of the action plan	1	1
	% of schools with CGE which financially contributed to schools (at any amount)	2	1
	% of schools which implemented at least 50% of CGE action plan activities	2	
	(% of schools which reached at least 50% of CGE targets)		
	% of schools with CGE general assembly held at least once last year	1	1
	% of schools with CGE president elected within the last 3 years (including reelected)	2	
	Average number of activities included in CGE action plan	2	
	% of schools with CGE providing support to the school for teaching such as supplementary classes	2	
	Average amount of contribution by CGE & APE	2	
	Average amount of contribution by CGE per student		
(B) Indicators that linked to the role of CGE in school grant via QIA.	% of schools with QIA (Intermediate Result Indicator 3)	1	1
	% of schools which achieved 80% of the target set in the QIA (DLI)	1	
	% of schools quarterly reports on financial and technical implementation to IEF co-signed by the chairman of CGE;	2	
	% of schools which sent to the IEF the annual review of CAQ (QIA) co-signed by the president of CGE.	2	

Notes: 1. It should be relatively easy to collect the information from all schools.

2. It may require special data collection and analysis, not for all schools but for sample schools.

Question 3: How can the “one-stop-shop results database,” called for and planned by PAQEED, be the harmonized source and provide the information that would enable the monitoring of functional CGEs for further improvement? What could be the existing and newly planned sources, that may be able to include more about CGEs, to help stakeholders comprehensively and continuously monitor and analyze the ways to improve support for the CGEs in being more functional towards better learning at school, home, and community?

- Broadly speaking, there are two types of sources:
 - (1) Surveys and exams, which are based on the responses of various stakeholders, including school directors, students, parents, and teachers, depending on the kinds of surveys, and
 - (2) Administrative documents and reports, which are used in administrative procedures often in given formats;
- It is important to harmonize these sources to ensure the data and information disseminated and used timely and widely;
- While the PAQEED plans to develop the “one-stop-shop result database” (World Bank 2013, 27, 52), it will be important not only to improve the databases from the IT aspect but

also the statistical contents and institutional aspects that promote the collaboration across various MOE's departments and projects to harmonize the data sources.


- Below tables provide some points for consideration in development such a harmonized database to improve the utilization for education system analyses.

Table A3.3: Type (1)-Surveys and exams and points for considerations

	Name of source, coverage, frequency [Responsible]	Current indicators on CGE	Some points for consideration
1	Campagne statistique (annual education statistics: AES); All schools; School directors; Annual; [DPRE]	A few indicators: whether a CGE exists, and whether or not it is active (2011/12 version)	<ol style="list-style-type: none"> 1) <u>Add a few more indicators (please see Table A3.2)</u> 2) <u>Release the data per school</u> to more stakeholders and possibly post a selection of key indicators on a website (e.g., the number of students by gender, teachers) 3) Assign to schools the same establishment codes (identification numbers) across different years ,to compare changes over time. It is also important to avoid the confusion that may come from the reorganization of rural communes (earlier called rural communities)
2	CFEE; All schools with grade 6 students; Grade 6 students; Annual; [DEXCO]	None, as it is only an exam	<ol style="list-style-type: none"> 1) The datasets (results per school) should include the identification code numbers of the establishments, which are the same for the AES and over years. This would enable the analysis of student achievement with the emphasis on community participation, school environment, and access, and comparison with previous years 2) Such analytical information should be shared with IEF, school directors, and CGE to be used for pedagogical and operational changes
3	SNERS <i>Every two years sample about 150 schools, concentrating on the students of 2 grades, teachers, school directors</i> [INEADE]	1 question: CGE exit or not	<ol style="list-style-type: none"> 1) Add a few indicators, which may not be available in AES (e.g., the amount of financing contributions), as SNERS has a smaller number of sample schools and it is thus feasible to have more indicators 2) Publish and disseminate the analytical results in ways more accessible for stakeholders of various levels to discuss their implications
4	EGRA, EGMA Sample of 180 schools [INEADE]	<i>Probably none</i>	<ol style="list-style-type: none"> 1) If there is no questionnaire survey to the school directors of the sampled schools (i.e. only a test for students), the test data should be combined with the other school data sources, such as AES and CFEE, to draw recommendations or solutions for schools to improve results
5	SDI: Service delivery survey [INEADE]	<i>Probably none</i>	If not yet, the questionnaire of the previous survey should be made public to get feedback from a wider set of country stakeholders

6	PASEQ [INEADE]	CGE exists or not	While this analysis is for multiple countries, there must be a section where country specific question items can be added to the questionnaires. It is important to discuss which indicators may be included, including those on CGEs
7	TIMSS/PIRS Sample schools, with director, teachers [INEADE]	<i>Nothing specific on CGEs, but there are a few questions on relations with parents and communities</i>	While this is for multiple countries, there must be a section where the country specific question items can be added in the questionnaires. It is important to discuss which indicators may be included, including those on CGEs

Table A3.4: Type (2) Flows of administrative documents and points for consideration and discussion

	School, CGE	(UCGE)	IEF	Some points for considerations
Documents to be first prepared by CGE/schools				
QIA (CAQ)	Prepare, send to IEF		Summarize	1) If not yet, clarify which information from the documents should be reported and databased at the IEF, IA, and central DEE to prepare the project progress reports 2) Consider how and where to use this information for schools and CGEs (e.g., forum and meeting of CGEs) 3) As needed, clarify as the project implementation progresses how CGE action plans will integrate QIAs
QIA progress report	Ditto			
CGE school action plan	Prepare#, send to IEF and UCGE	Receive	Summarize, send to IA or DEE	
CGE progress report	Ditto			
Overall				
Inspection report	(NA)	Receive?	Prepare#	1) Clarify the formats and consider the possibility of including the elements for CGEs in regular overall monitoring and inspection of school administrations
“Rapport de fin d’année			Prepare#	
PAQ (du CDP IA/IEF)				

Note: #: Sample filled document collected by SABER-SAA survey. ?: Not clear as of 2014.

Technical Annex⁵²: “Administrative documents collected during the survey in rural Senegal to assess the implementation of education policies”

Gaetan Moreau and Takako Yuki

This note has two objectives:

First, it lists a sample of the documents that were collected as evidence of policy implementation during the field survey whose data were used in Yuki et al. (2014).⁵³ In total, eighteen sample documents are presented in Sections 1 and 2 (document numbers 1-18). Second, it illustrates how existing documents can be used to track several education policies; those concerning textbook distribution (see documents 7 and 9), stationary distribution (see documents 6, 9, and 14), community participation (see documents 10, 11, and 16), and/or teaching hours (see documents 1 to 4). These documents show how information is handled in rural Senegal before it is gathered at the regional then the central level. This gives an idea of current administrative status and capacity, and can provide some of information intended to be captured through a public expenditure tracking survey (PETS).

For example, governmental policies clearly encourage community participation in primary education, as evidenced by Senegal’s scoring in the SABER-SAA policy assessment (Yuki et al. 2014). The questions are thus how these policies were actually implemented, what processes actually include local stakeholders, and what monitoring mechanisms are in place to oversee those processes. Some of the documents gathered during the survey show the actual involvement of the community, notably school council (CGE) action plans and activity reports (see documents 10 and 11), but also reveal the way in which these are monitored and reported by provincial offices (see document 16), and how the presence of CGE is included in the school inspection form and school reports (see documents 18 and 12).

Another example concerns the monitoring of teaching hours. The survey allowed us to establish the present status of teaching time monitoring mechanisms for public primary schools in four regions of Senegal (Fatick, Matam, Louga, and Tambacounda). At the school level, teaching hours are reported regularly, and samples of those reports were obtained from schools (see documents 1 to 5). Some of these reports can be countersigned by the teachers (see document 1). These data can be gathered in the local zone by the CODEC, an informal gathering of school directors, and reported to the provincial education office (IEF) which in turn does the same to the regional education office (IA). It must be stressed that keeping disaggregated data per school flowing up the chain of reporting is important for proper monitoring and tracking, as aggregated data, whether per district, province or region can hide vastly different situations (e.g., see document 5). Improving teaching hours monitoring mechanisms should also be factored into local capacity and existing mechanisms. The Ministry of Education does collect data on quality standards in education⁵⁴, but it is also useful to see concrete documents as small adjustments can sometimes yield interesting results. For example, involvement of local stakeholders in teaching hours monitoring can simply be done by making the addition of the signature of the school council president on some records (see document 1 as an example).

⁵² This is a technical note prepared in analyzing the survey data used for a working paper, “*Measuring quality of policies and their implementation for better learning: adapting World Bank’s SABER tools on school autonomy and accountability to Senegal*” by Takako Yuki, Kengo Igei, and Angela Demas.

⁵³ For details on the types of documents and collection rates, see the final report of the commissioned survey: PADECO Co. 2014. “*Final Report for Commissioned Data Collection and Analysis for the Research of the System Assessment and Benchmarking for Learning Achievement and Equity: A Focus on School Management Systems (Research with the SABER Program)*,” submitted to the Japan International Cooperation Agency, March 2014.

⁵⁴ Direction de la Planification et de la Réforme de l’Education, Collecte de données sur les Normes Standards de Qualité en Education et Formation.

For some other documents, like receipts of textbooks and materials (see documents 6 and 7), we can compare with existing practice of similar countries: for example in Burkina Faso, school council's or parental association's presidents do sign those receipts.

This note is organized in three sections: a sample of documents obtained from school directors during the field survey in **Section 1**, and some documents collected at the provincial education office level (IEF, formerly known as IDEN) in **Section 2**. Some of the documents have had personal or identifying information redacted. In **Section 3**, along with a short description, we give the complete list of the documents collected from provincial education offices (IEF, formerly IDEN). The survey also collected similar documents at all levels, but we provide this list as an example of the variation of the collected evidence (See PADECO 2014 for full details).

Section 1. Examples of administrative documents collected from school directors

Documents collected from school directors do not always concern only their own school. The local level education in Senegal can sometimes be run by the so-called CODEC, which is an informal meeting of like-minded local school directors in one zone. The CODEC has often become a needed extra administrative level between the IEF and schools that are often very far from the IEF offices. Some local level information can thus be found in schools.

1. Record of actual teaching hours (monthly report)

This template allows teachers to sign the report. This also leaves the possibility for the CGE to do the same to improve accountability to local stakeholders.


QUANTUM HORAIRE : mois de mars.

IA Matam
IDEN
Ecole

N°	Prénoms & Nom	Classe	Quantum horaire			Heures Supplémentaires	Observation	Emarg
			Possibles	Réalisés	Ecart			
1		CE2	32 h	28 h	4 h	15 h		
2		CE1	32 h	28 h	4 h	-		
3		CE(CAF)	117 h	103 h	14 h	10 h		
4		CE2 B	32 h	28 h	4 h	-		
5		CM2	32 h	28 h	4 h	30 h		
6		CM1	32 h	28 h	4 h	16 h		
7		CE(CAF)	117 h	103 h	14 h	-		
8		Autres Fonctionnaires	76 h	62 h	14 h	-		
TOTAL			07	770 h	67 h	98 h		

L'inspecteur

Le Directeur



2. Record of actual teaching hours (monthly report)

This template does not allow teachers to sign the report but details the reasons for the loss of hours (strike, personal reasons, unauthorized).

IA: Fatich
IDE: GOSSAS
ECOLE: [redacted]

ANNEE 2012/13
MOIS: MARS
HEURES DUES: 32h

QUANTUM HORAIRE

Prénoms et Noms	Matricule	Cours	Heures réalisées	Heures perdues	Bilan du temps perdu			Observations
					Grève	Constance personnelle	Absence non autorisée	
[redacted]	b.b	32h	00h	00h	00h	00h		
[redacted]	CE ² B	32h	11h	21h	00h	00h	00h	
[redacted]	CM ² B	32h	05h	27h	00h	00h	00h	jour de salaire non compté
[redacted]	CM ² A	32h	00h	32h	00h	00h	00h	
[redacted]	CE ² A	32h	14h	18h	00h	00h	00h	
[redacted]	CPB	32h	00h	32h	00h	00h	00h	
[redacted]	CM ² B	32h	11h	21h	00h	00h	00h	
[redacted]	CPA	32h	14h	18h	00h	00h	00h	
[redacted]	CE ² B	32h	00h	32h	00h	00h	00h	
[redacted]	CM ² A	32h	11h	21h	00h	00h	00h	
[redacted]	CPA	32h	14h	18h	00h	00h	00h	jour de salaire non compté
[redacted]	CPA	32h	00h	32h	00h	00h	00h	
[redacted]	CE ² A	32h	00h	32h	00h	00h	00h	
[redacted]	CM ² A	32h	00h	32h	00h	00h	00h	

SD 3 T2 B
MBAR

Inspecteur

3. Record of actual teaching hours (monthly report)

Unlike the previous template, this is a monthly aggregate report. This school exemplifies the challenges of rural schools in Senegal. Out of the 120hrs that were to be taught in October, 0hrs were actually taught. The director notes “No school due to the fact that students were [working] in the fields despite teachers being present at the school” That same school will miss about 25% of teaching hours in November due to “salary” (again, a common reason, see document 4) and will miss 0% of teaching hours in December.

IA LONGA
IEF Kelemer
ZONE: [redacted]
Ecole: [redacted]

Quantum horaire du mois d'octobre

SD L.025 3

Temps d'enseignement prévu	CE1/2	CE2/3	Total
Temps d'enseignement prévu	120h	120h	120h
Temps non réalisé	120h	120h	120h
Temps effectif réalisé	00h	00h	00h
Total	120h	120h	120h

Observation: Ecole absente car les apprenants et enseignants au champ malgré la présence des enseignants

de directeur
Kelemer

4. Record of actual teaching hours (trimester report)

All teachers at this school missed the same number of hours (92 hours out of 290, i.e. 31%) for the same reasons: “Festivals, strikes, salary”

This template allows teachers to sign the report.

“Salary” in the observation column is the time taken by teachers to go collect their salary at the nearest bank (which can be far and must be done during working hours when banks are open)

Quantum Trimestriel (novembre, décembre, janvier) 2012-2013

Prénoms	nom	Quantum Possible	Quantum Réalisé	Écart	heures suppl	Observations	Émergents
		290H	198H	92h	✓	Fêtes, grève 815 Salaires	
		290H	198H	92h	✓	Fêtes, grève 815 Salaires	
		290H	198H	92h	✓	Fêtes, grève 815 Salaires	
		290H	198H	92h	✓	Fêtes, grève 815 Salaires	
		290H	198H	92h	✓	Fêtes, grève 815 Salaires	
			198H				

SDA TMT
SERING
CR W

Signature: [Signature]

5. Record of actual teaching hours for all local schools (trimester report)

This document records the different teaching hours of the school of the same zone by the CODEC.

The CODEC is an informal meeting of local school directors, thus this kind of information is sometimes held by school directors.

The gap between schools regarding teaching time is astounding (42% for the lowest, 94% for the highest).

Handwritten notes on the page:

- IA: Sambacounda
- IDE: Sambacounda
- CODEC: Handallaye-pont
- SD-T. T₂A G₂H
- Rapport trimestriel
- H. Pont

Synthèse du quantum horaire 1^{er} trimestre

ÉCOLES	Oct.		NOV.		DEC.		Total trim.	Moy. trim.	Taux de Réalisation
	1 ^{er}	1 ^{er}	1 ^{er}	1 ^{er}	1 ^{er}	1 ^{er}			
Bidiacoto	99	92	121	118	87	81	307	285	92,83%
Handallaye-pont	99	30	121	116	87	84	307	280	91,46%
Handallaye-Tesson	99	87	121	116	87	85	307	298	93,81%
Saédié Chanding	99	60	121	118	87	70	307	268	89,78%
Saédié Nialby	99	51	121	104	87	87	307	242	78,82%
Niaculé Abayoga	99	—	121	50	87	82	307	182	42,39%
Nialby Abouless	99	22	121	114	87	70	307	206	67,10%
Saédié Amar	99	—	121	57	87	82	307	133	45,27%
CODEC	99	67	121	99	87	80	307	246	80,13%

6. Receipt of school materials by the school

This document is signed by the school director, and three different people at the IDEN.

A simple addition of the signature of the CGE president would add local accountability.

SD-66 MIA
DOLOL SOUBALO

REPUBLIQUE DU SENEGAL
MINISTRE DE L'ENSEIGNEMENT PRECOLAIRE,
DE L'ELEMENTAIRE, DU MOYEN SECONDAIRE
ET DES LANGUES NATIONALES
ACADEMIE DE MATAM
INSPECTION DEPARTEMENTALE EDUCATION DE KANEL
Tel : 33966-85-65 / 33966-85-64 / 77 657 37 20

ZEP de Dololo Soubalo N° / IDE/KNL
Ecole de Dololo Soubalo Kanel, le

Bordereau de Livraison

N°	Désignation des matières	Quantité	Observation
1	CAHIERS 200p	10	
2	CAHIERS 100p	39	
3	CAHIERS 48p	32	
4	CAHIERS 32p	32	à destination
5	CAHIERS DOUBLE - LIGNES	41	
6	CAHIERS DESSINS	41	
7	BLOC DE NOTES GM	01	
8	BLOC DE NOTES PM	01	
9	REGISTRE ARRIVEE/ DEPART	—	
10	ENSEMBLE GEOMETRIQUE	—	
11	BLANCO BIC	06	
12	COLLE BLANCHE GM	01	
13	SCOTCH PM	03	
14	SCOTCH GM	—	
15	AGRAFEUSE GM	—	
16	AGRAFEUSE PM	01	
17	CHARGE AGRAFEUSE	—	
18	ENVELOPPE GM	02	
19	ENVELOPPE MM	02	
20	ENVELOPPE PM	—	
21	COURRIER TRANSMISSION	01	Manquant
22	MARQUEUR	03	
23	CLASSEUR CARTONNE	01	
24	CHEMISER CARTONNE	—	
25	STYLO	63	
26	CRAYON NOIR	63	
27	RAME DE PAPIER	—	
28	CRAIE ORDINAIRE	—	
29	CRAIE LISSE	—	
30	CLASSEUR CHRONO	01	
31	ENCRIER	01	
32	PADEX	01	

Reçu le 21.03.11...
Par M. KAMARA TONBUN SANG
Fonction : PROFESSEUR.....

Signature [Signature]
LE DIRECTEUR

Le comptable des matières [Signature]
L'inspecteur [Signature]

2013/04/24

7. Receipt of textbooks

The document bears the signature of the Inspector, the person in charge of materials at IDEN, and the recipient of the textbooks which can be either SD, Teacher, or a director for the whole CODEC.

A simple addition of the signature of the CGE president would add local accountability.

SD-TAB 5a
MOUDERY I

ACADEMIE DE TAMBOUCOUNDA
INSPECTION DEPARTEMENTALE DE
L'EDUCATION DE BAKEL

ECOLE Moudery I Site n°2
Moudery I, 120, 120, 120
Année Scolaire 2010/2011

BON DE SORTIE DEFINITIVE DE L'EXISTANT N° 012

N° compte nomenclature	NATURE DES MATIERES	SPECIFICATION	QUANTITE		PRIX UNITAIRE	MONTANT	OBSERVATIONS
			Nombre d'unités	Nature des unités			
	Cahiers d'intégration CI	CURRICULUM	215	N	—	—	MANUELS POUR L'ECOLE
	Cahiers d'intégration CP	CURRICULUM	180	N	—	—	
	Cahiers d'intégration CE 1	CURRICULUM	135	N	—	—	
	Cahiers d'intégration CE 2	CURRICULUM	180	N	—	—	
N.B : Les manuels du curriculum pour les classes de CM ne sont pas encore disponibles.			TOTAL		690		

CERTIFICATION
Mamadou DIOP
Arrêté le présent bon de sortie définitive de _____
dont je certifie la sortie définitive

Fait à Bakel, le 27 Octobre 2011

Signature [Signature]

Comptable des matières.
Harcouma SOW
Le Comptable des Matières soussigné, déclare à ce jour diminuer ses prises en charge de _____

Signature [Signature]
Inspecteur Départemental de Bakel
Le Comptable des matières

RECUPERISE :
Fonction : Directeur / Adjoint / Co-Dir
Nous soussigné, M. Pr. _____, reconnais avoir reçu les manuels portés au présent bon et m'engage à les tenir en bon état d'entretien et usage.

Signature [Signature]

8. Student score card

The score card bears the signature of the teacher, the SD and the parents. It includes the rank of the student. As common in many French-speaking countries, the passing mark is 5 out of ten, and top scores are rarely achieved. Both the teacher and the director wrote a comment.

SD. N°88 F1A
LABA DIENE NGOM

Composition du 1^{er} semestre

Matière	Notes	Appréciation
Rédaction	29/30	Toutes mes félicitations classe très solidaire et travailleuse.
Calcul	58/60	
Dictée question	29/30	
Éveil	40/40	
Dessin	09/10	
Lecture	09/10	
Recitation ou chant	09/10	
Arts	08/10	

Total: 181/200 Moyens: 9,05/10 Rang: 3^{ème} / 38 élèves

Le maître: [Signature]
Le directeur: [Signature]
Les parents: [Signature]

10/11/2011
Ecole Élémentaire de Boof Mbaleme
Le Directeur
Félicitations

9. Textbooks and school material inventory

School registry recording the list of materials and textbooks received. Signed by the school director.

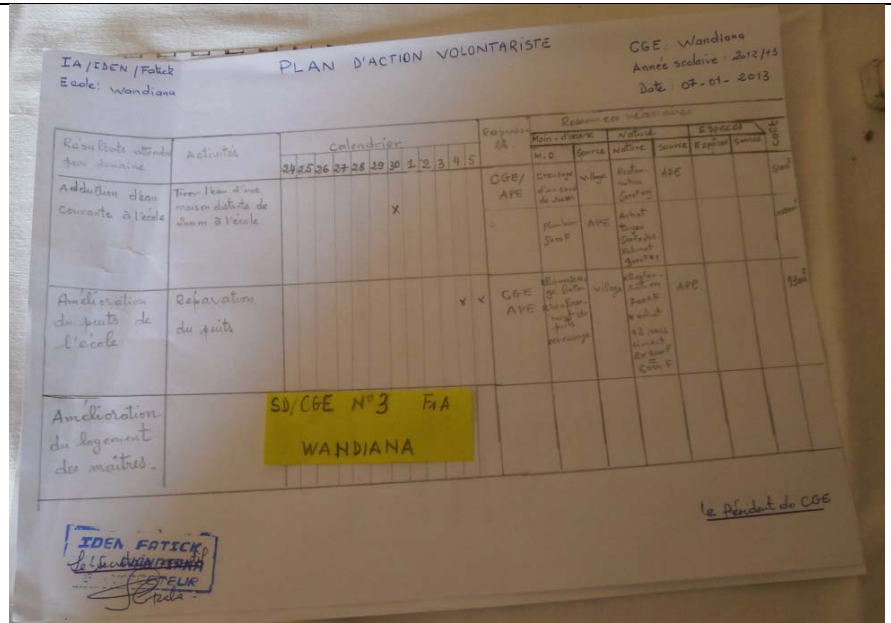
MATERIELS - MANUELS IEN

NOTES	DESIGNATION	QUANTITE	Appréciation	
18/10/2011	Livre sidi et Rose CE2	12	SD. N°56 F1A LABA DIENE NGOM	
	Livre du Maître lect CE/CP	01		
	Livre du Maître lect CP	01		
	Livre du Maître lect CE1/CE2	01		
	Livre du Maître lect CE1/CE2	01		
	Sciences d'ob 2 ^e étape	50		
Sciences d'ob 3 ^e étape	50			
Sciences d'ob livre du Maître	01			
06/05/2012	Cahier d'intégration CE	06		IDEN DE FATICK Ecole Élémentaire de Boof Mbaleme Le Directeur
	Cahier d'intégration CP	06		
	Cahier d'intégration CE1	06		
	Cahier d'intégration CE2	06		

10. School action plan of a CGE

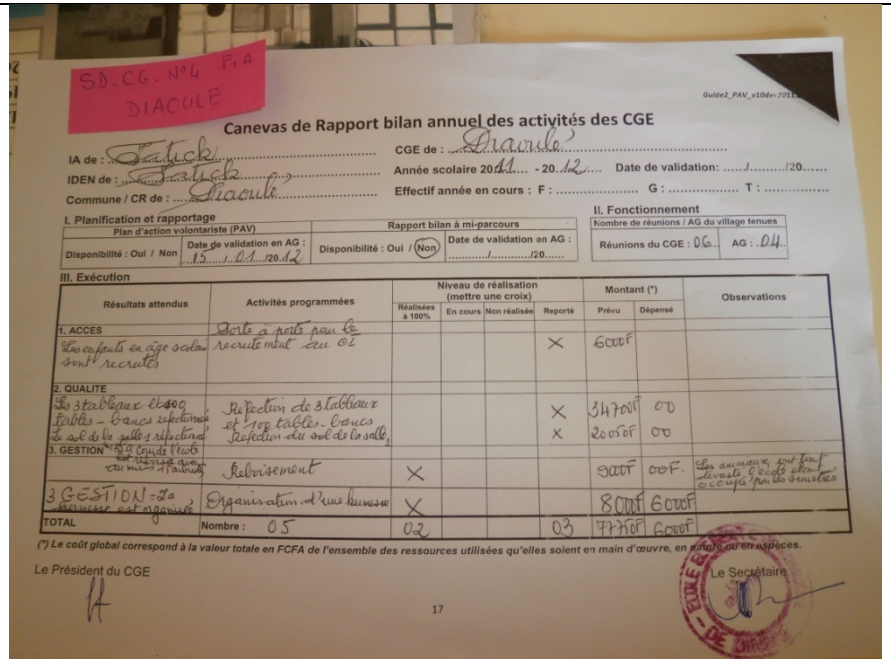
The three planned activities for the year are:

- “Installing running water by connecting the school to a house 200m away”
- “Fixing the well”
- “Improving the teachers’ dwellings



11. CGE yearly activity report

The note regarding the planting of at least 15 trees in the courtyard, an action that had been completed reads: “Animals have devastated everything, the school being used to shelter victims [of a natural disaster]” That particular School Council met 6 times during the year, including 4 General Assemblies.



12. Back to school day report

Extensive information regarding the school can be found in this report.

For example, out of 201 students, 24 are orphans.

REPUBLIQUE DU SENEGAL
 Un Peuple - Un But - Une Foi
 MINISTRE DE L'EDUCATION
 INSPECTION D'ACADEMIE DE FATICK
 INSPECTION DEPARTEMENTALE DE L'EDUCATION DE FATICK

SD N°1-F16
YBassu

BUREAU DE LA PLANIFICATION

RAPPORT DE RENTREE
(Enseignement Élémentaire Public)

ANNEE SCOLAIRE : 2012 / 2013

I - IDENTIFICATION

ETABLISSEMENT : DE
 LOCALISATION : CM ou CR Diarreese ARROND. Talagrine
 BP : Tél () : -mail :
 PRENOMS ET NOM DU DIRECTEUR : TEL PORTABLE 77 456 11 84
 Grade : I. 213 Matricule : 629 296 11 Date d'arrivée dans l'établissement : 08 2006
 N° et date de l'Ordre de service d'affectation : 067 du 11 Novembre 2006

Nombre total de salles de classe : 08 dont salles provisoires : 00 Nombre de salles de classe utilisées : 06
 Nbre total de classes fonctionnelles : 06 dont Nbre Classes traditionnelles : 06 dont Nbre de CDF : dont Nbre de CMG :
 Effectif Total des élèves : 201 dont Garçons : 108 Filles : 93

II - EFFECTIF DES ELEVES

NIVEAU	EFFECTIF TOTAL			DONT REDOUBLANTS			Prénoms - Nom - grade - matricule du maître chargé	
	G	F	T	G	F	T		
CI	A	22	23	45	00	00		
	B							
	C							
CP	A	19	18	37	02	01		03
	B							
	C							
CE1	A	20	14	34	00	00		00
	B							
	C							
CE2	A	15	13	28	02	02		04
	B							
	C							
CM1	A	21	14	35	00	00	00	
	B							
	C							
CM2	A	11	11	22	00	00	00	
	B							
	C							
TOTAL		108	93	201	04	03	07	
Handicapés :		G : 00	F : 00	T : 00	Orphelins : G : 15 F : 09 T : 24			
Prénoms - Nom - grade - matricule Agents en surplus-suppléants-congé-Directeur -12cl non tenant de cours								
1	NEANT						4	NEANT
2	NEANT						5	NEANT
3	NEANT						6	NEANT

Description of needs and existing infrastructure and equipment

Inventory of textbooks by grade and subject. For 1st grade, the school has twice as many reading textbooks as needed (115 for 45 students) but has no textbooks for any other subject (and thus needs 50 for each)

The school is supported by The Lions Club of Saint Germain en Laye (France) however they did not contribute anything for the 2011-2012 school year.

Handicapés : G : F : T :			Orphelins : G : F : T :		
Prénoms - Nom - grade - matricule Agents en surplus-suppléants-congé-Directeur -12cl non tenant de cours					
1	NEANT		4	NEANT	
2			5		
3			6		

III - STATISTIQUES PERSONNEL ENSEIGNANT

Adjoints français		Adjoints arabe recrutés par Etat		Adjoints arabe recrutés par APE		Directeur déchargé		Directeur chargé		Directeur de moins de 12 classes non tenant de cours		Suppléant-congé-malade	
H	F	H	F	H	F	H	F	H	F	H	F	H	F
				00	00	00	00	01	00	00	00	00	00

IV - INFRASTRUCTURES - MOBILIERS - MATERIELS DIDACTIQUES

Désignation	TOT	besoin	Désignation	TOTAL	Désignation	TOT	besoin
Bureau du Directeur	01	00	Abris provisoires	00	Tables-bancs	140	20
Bibliothèque	01	00	Classes Multigrades (CMG)		Bureaux	07	00
Magasin	00	01	Classes à Double Flux (CDF)	00	Chaises	07	00
Sanitaires	04	00	Salles de classe construites inachevées	00	Armoires	05	02
Mur de Clôture classes physiques	01	00	Salles de classe à réhabiliter	00			

V - MATERIEL DIDACTIQUE

Désignation	TOT	besoin	Désignation	TOT	besoin
Ordinateurs	00	01	Equerres	06	02
Cartes murales	12	00	Rapporteurs	08	00
Globes terrestres	02	02	Compas	03	04
Règles plates	04	03	Mallette pédagogique	01	01

VI - MANUELS SCOLAIRES

Désignation	Manuels disponibles											
	CI		CP		CE1		CE2		CM1		CM2	
	TOT	besoin	TOT	besoin	TOT	besoin	TOT	besoin	TOT	besoin	TOT	besoin
Lecture	115	00	76	40	39	12	64	00	60	00	60	00
Calcul	00	00	36	20	44	10	42	10	49	00	51	00
Histoire	00	50	00	40	29	12	80	00	30	00	40	00
Géographie	00	50	00	40	29	12	80	00	30	00	40	00
Sciences d'observations	00	50	00	40	29	12	80	00	30	00	40	00
Support didactique CEB	00	50	00	40	29	12	80	00	30	00	40	00

VII - PARTENARIAT

PARTENAIRES- MECENAS-ONG...	FINANCEMENT GLOBAL EN 2011/2012	REALISATIONS	PERSPECTIVES 2012	OBSERVATIONS
1 Lions club de Saint Germain en Laye (France)	Neant	Neant	/	Envoyer régulièrement des rapports pour permettre une lecture des efforts des partenaires de l'école
2				
3				
4				
5				

In 2011-2012, the JHS entrance exam had a 100% pass rate, however the CFEE had a 50% pass rate.

VII - RESULTATS SCOLAIRES 2011 / 2012

	Inscrits			Ont composé			Admis			% Admis		
	G	F	T	G	F	T	G	F	T	G	F	T
ENTREE 6 ^e	15	15	30	15	15	30	15	15	30	100%	100%	100%
CFEE	15	15	30	15	15	30	11	04	15	73,33%	26,67%	50%

STATISTIQUES SCOLAIRES 2012 / 2013

EXAMENS	G	F	T
Candidature double	11	11	22
6 ^{ème} Simple	00	00	00
CFEE	00	00	00

IX - ALPHABETISATION - ECB - ECOLE CORANIQUE- ÉCOLE ARABE

Nb. classe	ALPHABETISATION			Nb école	ECB Eff. Total	dont fille	Daara			Ecole Arabe		
	Nb. Auditeurs prévus	H	F				T	Nb. daara	Eff. Tot	dont Fille	Nb. Ecole	Eff. Tot
00	00	00	00	00	00	00	00	00	00	00	00	00

Distribution by grade, sex and age of the students.

X-REPARTITION PAR AGE-SEXE-CLASSE

CLASSE	Nombre	Sexe	A G E S									
			6 ans	7 ans	8 ans	9 ans	10 ans	11 ans	12 ans	+ 12 ans	Total	
C1	45	G	10	08	04	00	00	00	00	00	00	22
		F	09	12	02	00	00	00	00	00	00	23
		T	19	20	06	00	00	00	00	00	00	45
CP	37	G	00	05	08	06	00	00	00	00	00	19
		F	00	06	09	03	00	00	00	00	00	18
		T	00	11	17	09	00	00	00	00	00	37
CE1	34	G	00	00	06	12	02	00	00	00	00	20
		F	00	00	03	10	01	00	00	00	14	
		T	00	00	09	22	03	00	00	00	34	
CE2	28	G	00	00	00	06	08	01	00	00	00	15
		F	00	00	00	04	07	02	00	00	13	
		T	00	00	00	10	15	03	00	00	28	
CM1	35	G	00	00	00	00	06	06	09	00	00	21
		F	00	00	00	00	04	05	05	00	14	
		T	00	00	00	00	10	11	14	00	35	
CM2	22	G	00	00	00	00	00	07	03	01	11	
		F	00	00	00	00	00	04	03	04	11	
		T	00	00	00	00	00	11	06	05	22	
TOTAL	201	G	10	13	18	24	16	14	12	01	108	
		F	09	18	14	17	12	11	08	04	93	
		T	19	31	32	41	28	25	20	05	201	

General information where we can see that this school has no electricity or running water, but does have a well,

There is no School project (“project d’école”), but there is an active APE.

The document shows the existence of a CGE, however it doesn’t give any information as to whether it is active or not.

The SD finally observes that the 4th Grade teacher was transferred out during that month (November 2012) and that she had not been replaced yet.

IX. INFORMATIONS GENERALES

- Cantine :	oui	<input type="radio"/>	non	<input checked="" type="radio"/>		
- Alimentation en Eau :	Eau courante	<input type="radio"/>	puits	<input checked="" type="radio"/>	Sans eau	<input type="radio"/>
- Eclairage :	Electricité	<input type="radio"/>	Sans electricité	<input checked="" type="radio"/>	Solaire	<input type="radio"/>
- Type de clôture :	Mur	<input checked="" type="radio"/>	Haie vive	<input type="radio"/>	Sans clôture	<input type="radio"/>
- Projet d'école :	oui	<input type="radio"/>	non	<input checked="" type="radio"/>		
- APE :	active	<input checked="" type="radio"/>	Peu active	<input type="radio"/>	Non active	<input type="radio"/>
- Coopérative scolaire :	non	<input type="radio"/>	oui	<input checked="" type="radio"/>		
- Cellule Ecole - Milieu :	oui	<input checked="" type="radio"/>	non	<input type="radio"/>		
- Boutique scolaire :	oui	<input type="radio"/>	non	<input checked="" type="radio"/>		
- Jardin scolaire :	oui	<input checked="" type="radio"/>	non	<input type="radio"/>		
- CGE :	oui	<input checked="" type="radio"/>	non	<input type="radio"/>		
- Boite à Pharmacie :	oui	<input checked="" type="radio"/>	non	<input type="radio"/>		

Autres activités (à préciser) :

OBSERVATIONS

Une Mlle adjointe en l'occurrence [redacted]
 Maître chargé du CE2 a été redéployé
 durant Novembre 2012. Du Coup, sa classe et son poste
 restent vacants, d'où donc

Fait à Mbano le 05.11.2012
 Le (a) Directeur (rice)



Section 2. Examples of administrative documents collected at IEF/IDEN

Documents collected at the IEF level have often come in electronic format.

13. Actual teaching hours (one trimester)

The document is an overview and giving information per district and providing an analysis



**Ministère de l'Enseignement Élémentaire,
du Moyen Secondaire et des Langues Nationales
Inspection d'Académie de Tambacounda
Inspection Départementale de L'Éducation de Tambacounda**

Email : identambasn@yahoo.fr Tél : 33 981 11 56

N°/IDE/TBA

Tamba, le

SYNTHESE SUR LE QUANTUM HORAIRE 2ème TRIMESTRE 2012/2013

(Janvier, Février, Mars)

CODEC	Nombre d'heures d'enseignement/ apprentissage/ (Horaire mensuel)			Total	Ecart/supplément	Taux
	Janvier	Février	Mars			
ECHANTILLON URBAIN						
Commune Est	110	100	78	288	41	88%
Moyenne	110	100	78	288	41	88%
Sur	121	116	92	329		
ECHANTILLON SEMI URBAIN						
Koussanar	111	92	95	298	21	93%
Moyenne	111	92	95	298	21	93%
Sur	121	116	92	329		
ECHANTILLON RURAL						
Dar es Salam	120	115	88	323	06	98%
Dawady						
Netteboulou						
Dialacoto	116	110	86	312	17	95%
Djinkoré Peulh						
Niani Toucouleur						
Gouloubou						
Maka	110	100	83	293	36	89%
Médina Maboubé						
Moyenne						
Sur	121	116	92	329		

Analyse : Le département a enregistré une moyenne de 293 heures sur un total de 319 heures prévues pour le deuxième trimestre (Janvier, Février, Mars) d'où un écart négatif de 26-heures soit un taux de réalisation 92%. Cet écart cache des disparités énormes si on se réfère au tableau.

D'après les différents résultats des zones, la commune a enregistré le plus de retard dans la réalisation effective du temps d'apprentissage. Cette situation participe à baisser le taux de réalisation du département.

La principale raison de cet écart est la grève des élèves des lycées et collèges qui perturbe l'élémentaire. Mais aussi la grève des enseignants sur les retards de salaire.

14. Distribution of materials per school

In this case, white chalk. It contains the signature and phone number of the person who received the delivery.

IA DE FATICK
IDE DE FOUNDIOUGNE
BUREAU COMPTABILITE DES MATIERES

IDE Foundiougn
Départ le 16/10/2012
Sous le N° 712

N°...../BCM/IDEN/FO
Foundiougne le 16/10/2012

Répartition boîtes de craie par établissement (blanches)

N°	ECOLE S	STATUT	Ecole	nbre btes	contacts	émaagement
1	TAFSIR ALIOU MOR BOYE	Public	12	10		
2	TAFSIR BIRAM COUNOU THIAM	Public	12	10		
3	ALPHA MOUHAMADOU SALIF DIALLO (SOKONE 2)	Public	12	10		
4	ELH ABDOURAHMANE SY	Public	12	10		
5	SOKONE 3	Public	12	10		
6	SOKONE 4	Public	12	10		
7	PASSY 2	Public	12	10		
8	PASSY 3	Public	12	10		
9	SERIGNE NGATANE TOURE (PASSY 1)	Public	12	10		
10	KARANG POSTE 1	Public	12	10		
11	KARANG POSTE 2	Public	12	10		
12	BABACAR NDENE DIOP (SOUM 1)	Public	12	10		
13	DJILOR SALOUM 1	Public	12	10		
14	DOURY SARR DE MBASSIS	Public	12	10		
15	MBAM 1	Public	12	10		
16	NDIOGOU SARR (BASSOUL)	Public	12	10		
17	BANDE NIAMBO (NIDIOR 1)	Public	12	10		
18	NGOMACK COUMBA NDIAYE (DIONEWAR 1)	Public	12	10		
19	BATTENTY 1	Public	12	10		
20	MISSIRAH	Public	12	10		
21	TOUBACOUTA 1	Public	12	10		
22	FOUNDIOUGNE 3	Public	10	9		
23	NIDIOR 2	Public	10	9		
24	SOUM 2	Public	9	9		
25	GAGUE CHERIF	Public	9	9		
26	MBAM 2	Public	9	9		
27	BABACAR THIOR (DJIRNDA)	Public	9	9		
28	DAROU MERINA	Public	8	4		
29	DJIDIACK SEMOU NDIAYE (NDORONG LOG)	Public	8	4		
30	ARFANG MANE (MOUNDE)	Public	8	4		
31	PASSY 4	Public	7	4		
32	KAMATANE	Public	7	4		
33	LATHILOR NDONG (SADIOGA)	Public	7	4		
34	GAGUE BOCAR	Public	7	4		
35	KEUR MACOUMBA	Public	7	4		
36	MEDINA SANGAKO	Public	7	4		
37	NDOUMBOUDI	Public	7	4		
38	SAINTE KISITO	Privé	6	4		
39	SOKONE 5	Public	6	4		
40	STE THERESE	Privé	6	4		
41	OUMOUL KHOURA	Privé	6	4		
42	KARANG SOCE	Public	6	4		
43	BANGALERE	Public	6	4		
44	BOLY	Public	6	4		
45	DJILOR SALOUM 2	Public	6	4		

15. CFEE results by school

This shows the result per school of the primary graduation exam for 2012. The information lists the number of students registered, present at the test, and having passed the test. All data are given by gender and total.



LOUISA LINGUIERE

STATISTIQUES CFEE - 2012

Etablissement		Inscrit			Présent			Admis			Taux Présent			Taux Admis		
		Filles	Garçons	Total	Filles	Garçons	Total	Filles	Garçons	Total	Filles	Garçons	Total	Filles	Garçons	Total
KALLOSSY	PU	10	8	18	10	8	18	8	6	14	100,00	100,00	100,00	80,00	75,00	77,78
DAHRA MBAYENE	PU	31	49	80	31	48	79	16	35	51	100,00	97,96	100,00	51,61	72,92	64,56
DAHRA MUNICIPALE	PU	34	25	59	34	25	59	25	20	45	100,00	100,00	100,00	73,53	80,00	76,27
MAGATTE NDIAYE	PU	27	27	54	27	26	53	7	10	17	100,00	96,30	100,00	25,93	38,46	32,08
NDIAMBOR	PU	23	17	40	23	17	40	10	7	17	100,00	100,00	100,00	43,48	41,18	42,50
NDIOBENE	PU	19	15	34	19	15	34	11	5	16	100,00	100,00	100,00	57,89	33,33	47,06
NGOME	PU	25	21	46	25	20	45	21	10	31	100,00	95,24	100,00	84,00	50,00	68,89
NDIARNO	PU	11	8	19	11	8	19	9	6	15	100,00	100,00	100,00	81,82	75,00	78,95
LINGUIERE 5	PU	25	17	42	25	17	42	11	7	18	100,00	100,00	100,00	44,00	41,18	42,86
LINGUIERE DIAMBOR	PU	32	26	58	32	26	58	23	13	36	100,00	100,00	100,00	71,88	50,00	62,07
BATTAL	PU	4	0	4	4	0	4	0	0	0	100,00	0,00	100,00	0,00	0,00	0,00
SAGAYEL	PU	4	2	6	4	2	6	3	1	4	100,00	100,00	100,00	75,00	50,00	66,67
GOULOU	PU	7	3	10	7	3	10	2	1	3	100,00	100,00	100,00	28,57	33,33	30,00
KAMB	PU	3	8	11	3	8	11	1	3	4	100,00	100,00	100,00	33,33	37,50	36,36
LEONE	PU	4	2	6	4	2	6	0	1	1	100,00	100,00	0,00	0,00	50,00	16,67
MBAYENE THIASSE	PU	5	7	12	5	7	12	2	3	5	100,00	100,00	100,00	40,00	42,86	41,67
KHOUE	PU	7	14	21	7	14	21	2	9	11	100,00	100,00	100,00	28,57	64,29	52,38
NGUENENE	PU	38	29	67	38	29	67	16	13	29	100,00	100,00	100,00	42,11	44,83	43,28
CANDIDATS LIBRES	CL	5	5	10	3	3	6	1	2	3	60,00	60,00	100,00	33,33	66,67	50,00
NDADANE REBISSÉ	PU	4	1	5	4	1	5	1	1	2	100,00	100,00	100,00	25,00	100,00	40,00
THARGNY	PU	3	11	14	3	11	14	0	6	6	100,00	100,00	100,00	0,00	54,55	42,86
DIAMWELI	PU	0	0	0	0	0	0	0	0	0	0,00	0,00	0,00	0,00	0,00	0,00
NDILLA	PU	1	3	4	1	3	4	0	0	0	100,00	100,00	100,00	0,00	0,00	0,00
ANGLE L'YSLAM	PU	11	15	26	10	15	25	9	13	22	90,91	100,00	100,00	90,00	86,67	88,00

STATISTIQUES CFEE - 2012

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16. Summary of Action plans of CGE

This is the aggregated data for the whole IEF. It lists the kinds of activities and indicators that the school councils have included in their action plan.



D. 14 - T2 - Tambacounda



Ministère de l'Éducation Nationale,
Inspection d'Académie de Tambacounda
Inspection de L'Éducation et de la Formation de Tambacounda
Email : identambasn@yahoo.fr Tél : 33 981 11 56

N°/IDE/TBA

Tamba, le

Fiche de synthèse des plans d'Action des CGE

N°	Ecoles	Activités	Indicateurs
1	14	Formation du CGE	les membres sont outillés sur la gestion administrative et financière
2		Achat de matériels didactiques individuels	tous les élèves sont dotés de kits géométriques
3		Cours de renforcement	gain en quantum horaire et un bon suivi des élèves en difficulté en math et français
4		Journée Pédagogique axée sur la didactique du français	pratique de classe en amélioration
5		Journée pédagogique axée sur la résolution de problèmes	pratique de classe en amélioration
6		Journée pédagogique axée sur le management pédagogique	un milieu scolaire pacifié

There is a category dedicated to relations with local stakeholders (parents association, local authorities, unions, etc.): In this case, the observation notes “only the bureau of the CGE participates”

III. ORGANISATION ADMINISTRATIVE – FINANCIERE ET MATERIELLE DE L'ECOLE:

1. Organisation administrative :

a. Document, registre et chrono :

Appréciations Documents registres et chrono	Existence		Mise à jour				Tenue				Qualité				Observations
	Oui	Non	TS	S	AS	PS	TS	S	AS	PS	TS	S	AS	PS	
Fichier scolaire		X													
Cahier de visite médicale	X				X			X							
Cahier de service	X				X			X							
Cahier de monographie		X													
Cahier de conseils		X													
Cahier de visiteurs		X													
Registre des PV de conseils de maîtres		X													
Registre conf. départ		X													
Registre conf. arrivée		X													
Classeur départ ordi.															
Classeur arrivée ordi.		Non													Registre non à jour
Classeur départ conf.		Non													Registre non à jour
Classeur arrivée conf.		Non													
Calendrier des pièces périodiques	X			X				X							
Cahier de transmission		X													

b. Gestion des relations :

Le personnel (élèves – maître) : Manque d'implication dans la gestion de l'école

Le partenariat (APE – AUTORITES – SYNDICATS – CEM)

Seul le bureau du CGE participe

2. Organisation financière :

a. Coopérative scolaire :

Mode d'organisation (structuration – participation)

Aucun document de gestion financière dans la direction

Mode de fonctionnement : Coopérative gérée par la tutelle avec non implication des élèves.

Documents de gestion et pièces justificatives

Appréciations Instruments	Existence		Mise à jour				Tenue				Observations	
	Oui	Non	TS	S	AS	PS	TS	S	AS	PS		
Liste des coopérants		X										
Bons – reçus		X										
Livre journal / compte		X										
Compte (n° type)		X										

ACTIVITES ECONOMIQUES ET PEDAGOGIQUES INITIEES OBJECTIFS – CONTRAINTE - OPPORTUNITES

AUTRES RESSOURCES (DONS – LEGS)

OBSERVATION (GESTION FINANCIERE) Documents inexistant

Number of pieces of school furniture (tables, chairs, etc.) and school materials (textbooks, notebooks, etc.) are reported.

3. organisation matérielle :
a. Mobilier scolaire : (tables – bancs – armoires – chaises – bureaux – balais...)
 (352) (7) (16) (12) (0)
 - Inventaire à dates déterminée : le mois d'octobre
 - Quantité et état de l'existant à la date de l'inspection : non stabilisé
b. Fournitures scolaires : (livres, cahiers, mallettes pédagogiques...):
 - existant en début d'année (quantité – provenance – état) : Non disponible
 - Etat de l'existant à la date de l'inspection : Non stabilisé

Document de gestion et pièces justificatives :

Appréciations Documents - pièces	Existence		Mise à jour				Tenue				Qualité			Observations	
	Oui	Non	TS	S	AS	PS	TS	S	AS	PS	TS	S	AS		PS
Livre journal		X													
Grand livre des comptes		X													
Bon - reçus		X													

c. Cantine scolaire :

- Type : PAM
- Mode d'organisation (structuration, participation) : bureau APE et un représentant de l'école.
- Mode de fonctionnement :

Document de gestion et pièces justificatives :

Appréciations Documents - pièces	Existence		Mise à jour				Tenue				Qualité			Observations	
	Oui	Non	TS	S	AS	PS	TS	S	AS	PS	TS	S	AS		PS
Registre magasin	X				X										
Journal menu	X				X										
Fiches inventaires	X				X										

d. Bibliothèque scolaire :

- Organisation :
- Fonctionnement : inexistant.....
- Participation :
- Conservation :

OBSERVATIONS (ORGANISATION MATERIELLE)

IV. ORGANISATION PEDAGOGIQUE DU TRAVAIL :

- Structure de l'école : (cycle complet ou non – équilibre des niveaux) : cours doublés neuf, CE1 et CE2 avec 3 cours.
- Mode de répartition des maîtres dans les classes : choix des maîtres.
- Mode de répartition des élèves : effectifs globaux : 587 ; Garçons : 264 ; Filles : 323
- Effectif par cours : Cl a : 58 ; Cl b : 58 ; CP a : 47 ; CP b : 48 ; CE1 a : 46 ; CE1 b : 43 ; CE1 c : 45 ; CE2 a : 27 ; CE2 b : 27 ; CE2 c : 38 ; CM1 a : 48 ; CM1 b : 35 ; CM2 a : 34 ; CM2 b : 31
- Taux de fréquentation (3 derniers mois) : Néant
- Matériels pédagogiques en usage (quantité – provenance – conformité – mode d'utilisation) :
- Emploi du temps (conformité – suivi) : Néant
- Répartitions mensuelles / Modules (mode d'élaboration – cohérence) : gestion individuelle
- Documents pédagogiques : horaires – programmes – IO – (quantité – mode d'exploitation) : Non disponible à la direction.
- Equipe pédagogique (organisation – fonctionnement) : Mise en place de comités.
- Contrôle pédagogique :

This section is about the training and monitoring of teachers by the director. In this example, the director observes two lessons a month. The inspector's observation notes the lack of teachers' involvement in pedagogical activities.

- Visas et observations des documents du maître : Au jour le jour , sans faire d'observation sur les préparations.
- Visas et observations des travaux d'écrits des élèves : seul les cahiers de roulement sont visés sans observations.

Formation et encadrement des maîtres :

- ❖ Emploi du temps du directeur (existence – suivi) : Non
- ❖ Plan de formation et d'encadrement : Non
- ❖ Animation pédagogique interne (forme – périodicité) : une fois par mois avec deux leçons.
- ❖ Fiches de suivi des maîtres (exécution) : Non
- ❖ Cellule des Directeurs (participation – contraintes – propositions) : au niveau du CODEC.....

Observations (organisation pédagogique) : Absence d'animation interne et d'implication des maîtres dans les activités.

V. RENDEMENT SCOLAIRE (CFEE-ENTREE EN 6^{ème}) :
Résultats enregistrés par l'école au cours des 5 dernières années (%)

Résultats	Années					Observations
CFEE						
Entrée en 6 ^{ème}						
Redoublement						
Abandons						

VI. MISE EN ŒUVRE DU CURRICULUM : (préparation et organisation de l'école) – encadrement des maîtres

– évaluation – remédiation) difficultés et recommandations.
 Travail se limitant au visa des fiches de préparations.

VII. ENTRETIEN AVEC LE DIRECTEUR (POLITIQUE DE L'ECOLE-RECEPTIVITE-ROLE) :

Absence de planification cohérente et pilotage à vue de l'école. Il est réceptif des remarques et doit s'évertuer à mettre à jour les documents de gestion.

VIII. APPRECIATION GENERALE ET CONSEILS PRATIQUES :

Il a été constaté des manquements dans la mise en place des outils de gestion. Le Directeur semble se limiter aux constats et à ne pas avoir d'initiatives.

Note : 09/20

Fait à Matam, le 17 mai 2010

Le Directeur :

P L'inspecteur départemental PO :



Section 3. Overview of the lists of documents collected at provincial education offices (IDEN/IEF)

Number of IDEN (IEF) document, Name (in French) [English]	Remarks and observations on the documents collected
<p>IDEN 1a. Etat des personnels de l'IDEN (personnels administratifs, enseignants, surveillants, personnels subalternes et externes) [Status of the IDEN personnel (administrative staff, teachers, supervisors, junior staff and external staff)]</p>	<p>- These files were given in various formats (Excel, PDF) and were either a complete list of personnel or an excerpt (one or two pages). For the complete list, personnel are divided in different section (administrative, teachers).</p>
<p>IDEN 1b. Liste des personnels administratifs de l'IDEN et leurs fonctions [List of administrative staff of IA and their functions]</p>	<p>- This information is taken from the 1a file if it is complete and detailed. It is the list of the personnel actually based at the IDEN office, and includes managing and inspecting personnel, plus support staff.</p>
<p>IDEN 2a. Une copie du PDDE (Plan Départemental de Développement de L'Education) Seulement PDDE [A copy of the PERD (Department Plan for Education Development)]</p>	<p>- The whole report is a 50 to 100 page document. It presents an overview of the area, an audit of the education system at all levels, and action plans for the coming years.</p>
<p>IDEN 2b. Une copie du POBA (Plan d'Opération et Budget annuel) 2013 à défaut 2012 [A copy of POBA (Operating Plan and Annual Budget) 2013, if not, 2012]</p>	<p>- This is the action plan from the PDDE with a detail of each objective with its, cost, date, etc.</p>
<p>IDEN 3. Rapport de fin d'année 2011-2012 [Year-end report 2011-2012]</p>	<p>- This is a report done at the end of the year. It holds data on enrollments, infrastructure, type of schools, personnel (teaching and non-teaching), school materials inventory and needs, canteens, CFEE pass rate, any ongoing projects, IDEN's materials (cars, computers, etc.) and a budget overview.</p>
<p>IDEN 4. Rapport général de rentrée 2012-2013 [General report of year 2012-2013]</p>	<p>- This is a very brief report done at the beginning of the school year with data on enrollment, school materials, and personnel at the time of the report.</p>
<p>IDEN 5. Rapport statistique ou données statistiques par écoles 2011-2012 (IDEN) [Statistical report or data statistics by schools 2011-2012 (IDEN)]</p>	<p>- This is usually an Excel statistical file whose data comes from document #1a, #3 and #4. The scope of the data in those files really varies by IDEN. - Some IDEN provided just an overview of these data in a PDF format.</p>

<p>IDEN 6. Budget annuel de l'IDEN-2012 [Budget annuel de l'IDEN 2012]</p>	<ul style="list-style-type: none"> - In most cases, this document is the actual copy of the authorization by the Ministry of Finance of the spending by budget line. - It is sometimes a spending report showing how much has been spent by budget line - In two cases we collected the actual budget of the IDEN with all information in an Excel file.
<p>IDEN 7. Document de présentation des résultats du CFEE par école de 2012 [Presentation document of the results of the CFEE at regional level of 2012]</p>	<ul style="list-style-type: none"> - This document always presents the same data regarding the primary graduation exam (CFEE): number of registered students, present, successful candidates, by gender and by school. The document sometimes covers only a selection of schools.
<p>IDEN 8. Document de synthèse des résultats des évaluations standardisées par école d'un trimestre de l'année scolaire 2012-2013 à défaut de 2011-2012 [Summary of the results of the standardized evaluations by school for a quarter of the school year 2012-2013 or 2011-2012]</p>	<ul style="list-style-type: none"> - This document, which overviews the results of standardized tests over one trimester, never gives the results per school, but always per local zone (CODEC).
<p>IDEN 9. Document de synthèse départemental des résultats des évaluations standardisées pour le 1^{er} trimestre 2012 -2013 à défaut de 2011-2012 [Summary of the departmental document on the results of standardized assessments for the 1st quarter 2012-2013 or 2011-2012]</p>	<ul style="list-style-type: none"> - This document shows the aggregate results of the standardized tests. For each level and subject, the percentage of passing students is given. The reports come with a short analysis and suggestions for remedial action are made as feedback to the CODEC level when they exist.
<p>IDEN 10a. Bulletin d'inspection de directeur pour l'année 2012-2013 à défaut de 2011-2012 [Bulletin of inspection of the Director for the year 2012-2013 or 2011-2012]</p>	<ul style="list-style-type: none"> - Formats vary in length. There seem to be three kinds: - Complete inspection form - Inspection centered on pedagogical aspects - Inspection centered on administrative aspects - There is almost no mention of CGE or community education aspects in these forms.
<p>IDEN 10b. Document de synthèse des bulletins d'inspection de toutes les écoles visitées pour l'année 2011- 2012 [Summary document of the circular inspection of all schools visited for the 2011-2012 year]</p>	<ul style="list-style-type: none"> - This is an overview of teachers' inspections and professional exams throughout the IDEN. - The basic figure provided shows how many teachers were inspected out of the total. Depending on the length of the report, more information can be given, such as which inspector inspected how many teachers, what kind of topic was taught during inspections, etc. The number of school directors inspected may also be noted.

<p>IDEN 11. Synthèse départementale annuelle du quantum horaire (présentée par district is possible) pour l'année (2011-2012) [Annual departmental synthesis of the time quantum (presented by district if possible) for the year (2011-2012)]</p>	<p>- This report gives the data on the number of hours actually taught (annual, data per district – but sometimes aggregated for the whole department), along with the necessary information (hours due, hours done, and hours lost), as well as reasons of losses and suggestions or remedial action.</p>
<p>IDEN 12. Bordereau de réception / livraison des manuels guides et documents du curriculum (2012-2013) [Receipt / delivery of manuals, handbooks and curriculum documents 2012-2013]</p>	<p>- Often a standardized document (template from PDEF), where the person in charge of materials at IDEN level signs a document showing that he received the materials from the IA. An actual delivery receipt was sometimes provided (signed by the comptable des matieres) but this is a document from a delivery company.</p>
<p>IDEN 13. Document de répartition des manuels guides et documents du curriculum par école 2012-2013 [Document of distribution of the manuals, guides and curriculum documents by school 201 2-2013]</p>	<p>- This is usually a list of all schools and whatever material is concerned. There is often a signature for each school, likely to be the SD's. Sometimes the signature is replaced with a "OK" or "delivered", but sometimes no signature at all. The difference is probably whether the document is used internally as inventory, or as evidence of distribution.</p>
<p>IDEN 14. Expression de besoin des IDENs en matériels fournitures scolaire et autres auprès de la collectivité locale. 2012-2013 à défaut 2011-2012 [Expression of need of IDEN in school didactic materials and others and others from the local community 2012-2013 or 2011-2012]</p>	<p>- Only 3 examples in the gathered evidence. This is a list of needed school material items sent to the communes, signed by the Inspector.</p>
<p>IDEN 15. Bon de commande/ de livraison des fournitures et matériels didactiques [Purchase order/delivery of furniture and didactic materials]</p>	<p>- This is usually an invoice of the materials ordered if materials are bought (pens, notebooks, etc.), or is a receipt when the materials were sent by the IA (textbooks).</p>
<p>IDEN 16. Bordereau de répartition des fournitures et matériels didactiques par école (2012-2013) [Order of distribution furniture and didactic materials by school (2012-2013)]</p>	<p>- This is a list following the same template as IDEN 13. Each school is listed with the materials they received together with the SD signature, and sometimes additional information (phone number, names and date).</p>

<p>IDEN 17. Fiche de synthèse des plans d'action des CGEs (2012-2013 à défaut 2011-2012) [Summary of the action plans of the CGEs (2011-2012 to 2012-2013)]</p>	<p>- Only one IDEN provided the proper document (the template is from the PDEF). It lists the activities planned for each CGE and their objectives but it doesn't mention how many schools planned each activity. No budget information is provided.</p>
<p>IDEN 18. Fiche de synthèse de la plus récente des projets d'école (2012-2013 à défaut 2011-2012) [Synthesis from the most recent school projects (2011-2012 to 2012-2013)]</p>	<p>- A rarely provided document, although there is an official template from PDEF. It lists the amount planned, amount raised, amount spent, and remaining amount, per school. It then details, for each school, each action, its cost, and its completion status.</p>

Abstract (in Japanese)

要約

本論文では、セネガルの学校運営制度に係る政策の質と実施度について検証するために、より良い学習成果の達成に向けた学校運営委員会の機能、及び分権化や学習評価政策とのシナジー効果に着目して分析している。世界銀行が JICA を含むパートナーと開発した教育制度の比較分析のためのツールをセネガルのコンテキストに適用した。このツールは、SABER(サバール)と呼ばれるプログラムの下、学校の自治とアカウントビリティに関する国際的なグッドプラクティスや先行研究に基づき開発された。

分析の結果、セネガルでは、CGE と呼ばれるコミュニティ参加型学校運営委員会の役割に係る法令やガイドラインが整備されたことにより、政策の質は向上していることが示された。分権化政策も地方自治体への権限移譲という点では概ね高く、また、学習評価政策もテストの頻度では高く評価された。他方で、これらの政策は、本来の意図通りに実践されているとは限らず、関係者間での実施度や内容に差があることが村落部の学校や地方自治体等から収集したデータによって明らかにされた。

学校運営委員会 (CGE) については、CGE の総会などのガイドラインが意図する手順の実践度がより高い場合には、学校活動への CGE の貢献金額も高い傾向がある。さらに、こうした CGE の機能度が高い学校では、卒業試験の合格率といった学習成果の質も比較的高い傾向にある。また、学校への地方自治体の役割に係る関係者間の共通認識が高いこと、学習評価の他校との比較結果を学校が活用していることも、学習成果の高さと正の関係を示した。これらの分析結果は、参加型学校運営委員会に係る政策の実施を、学習評価結果の活用や分権化と共に強化することは、より良い学習成果を達成するために重要であることを示唆している。



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