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High-level segment: annual ministerial review**Letter dated 24 June 2011 from the Permanent Representative of Senegal to the United Nations addressed to the President of the Economic and Social Council**

Attached herewith is the national report of Senegal on progress towards the achievement of the internationally agreed goals, including the Millennium Development Goals, for the annual ministerial review to be held during the high-level segment of the 2011 substantive session of the Economic and Social Council (see annex).

I should be grateful if you would circulate the present letter and its annex as a document of the Council, under 2 (b) of the provisional agenda.

Please accept, Excellency, the assurance of my highest consideration.

(Signed) Abdou Salam **Diallo**
Ambassador
Permanent Representative

* E/2011/100.



Annex**Consortium for Economic and Social Research (CRES)****National voluntary presentation of Senegal to the annual ministerial review of the United Nations Economic and Social Council (Education), Geneva, 2011****July 2011****Provisional report****Abdoulaye Diagne****May 2011****Introduction**

The Government of Senegal has made education and training its top development policy priority by devoting the majority of its spending to the sector. This is because one person's education affects not only his or her own productivity, but that of others. It also changes their economic, political, social and cultural behaviour. This effect is comparable to a "collective know-how": information that benefits the community, that justifies enormous public investment in order to give everyone access to this collective asset. However, the macroeconomic context in which Senegal's education system is developing requires effective use of the available resources in order to ensure that the sector's performance meets the Government's expectations and is consistent with its commitments to the international community in the area of education. The annual review of the education sector, in which all stakeholders of the education system participate, and the annual evaluation visit by technical and financial partners that precedes that review, are mechanisms for ensuring the accountability of all stakeholders and strengthening good governance in the education sector. The Economic and Social Council's annual ministerial review for 2011 on implementing the internationally agreed goals and commitments in regard to education and on progress made in that area also gives the Government of Senegal an opportunity to continue its dialogue with the international community concerning its policies, achievements and challenges in the area of education. This report, submitted to the 2011 annual ministerial review, is the result of a group effort by all stakeholders in Senegal's education system. It does not simply present the Government's point of view; it reflects a consensus, on the part of all stakeholders in Senegal's education system, on progress towards the established goals, the way forward and the major problems to be addressed in the coming years. The report focuses on basic education, which corresponds to Millennium Development Goals (MDGs) 2 and 3 — universal, high-quality primary education and gender equality — and on Education for All.

The report is based on an analysis of the national education development strategies, their implementation, the available data on education, the results of simulations on the costs of achieving the MDGs, and financing scenarios.¹ Section 1

¹ These simulations were conducted using a dynamic computable general equilibrium (CGE) model that incorporates the MDGs. This model, known as the Maquette for MDG Simulation (MAMS), was constructed for Senegal by the Consortium for Economic and Social Research

reviews the education development policies and strategies implemented since 2000 with a view to achievement of the education development goals endorsed by the Government of Senegal. Section 2 describes progress towards the goals arising from international commitments in the area of education, the most important of which are the MDGs on education and gender equality (Goal 3) and Education for All. Section 3 provides examples of good practices for girls' enrolment, an area in which Senegal has been remarkably successful, and civil society involvement in education development. This section identifies the challenges currently faced by the country and potential strategies for overcoming them. The conclusion shows the implications of the earlier part of the document.

I. Implementation of education development policies and strategies in Senegal

1.1 Overview of Senegal's education system

Senegal's current education policy options are based on the conclusions and recommendations of international (Jomtien 1990, Dakar 1990, etc.) and regional (Sixth Conference of Ministers of Education of African Member States (MINEDAF VI), forty-sixth Conference of Francophone Ministers of Education (CONFEMEN), Pan-African Conference on the Education of Girls) conferences, as well as on national (the 1981 National Conference on Education and Training) and sectoral consultations that provided a candid assessment of the sector and made relevant recommendations. The 1998 assessment of the education system led the Government to undertake a thorough reform of the sector and, in 2000, to adopt a general policy letter for the education sector (for the period 1999 to 2008), for which the Ten-Year Education and Training Programme (PDEF) is the operational framework. This document, which was revised in 2005, incorporates education initiatives into a macroeconomic framework by coordinating them with the poverty reduction strategy paper (PRSP) in the medium term and the MDGs in the long term. The PDEF has three major goals: (i) expanding access to education and training; (ii) increasing the quality and effectiveness of the education system at all levels; and (iii) improving administration through more efficient policy coordination and rationalization of resource mobilization and use. The PDEF, the implementation of which is slightly behind schedule, has reached its third phase. A new general policy letter for the period 2009 to 2011 was adopted in 2009.

1.2 Primary constraints on the education system and strategies implemented

Implementation of the PDEF has been hindered both by macroeconomic constraints and by constraints specific to the education sector. Several macroeconomic indicators show that the country's gross domestic product (GDP) has fluctuated considerably since 2000 (table 1).

(CRES) with support from the United Nations Department of Economic and Social Affairs and the United Nations Development Programme (UNDP).

Table 1
Macroeconomic indicators for Senegal, 2000-2010

<i>Indicators</i>	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Real growth rate (%)	3.2	4.6	0.7	6.7	5.9	5.6	2.5	4.9	3.2	2.2	4.2
Public finance tax rate	16.0	16.1	16.9	17.0	17.4	18.5	18.8	19.3	18.3	18.0	18.9
Current account excluding grants/nominal GDP (norm \geq -5%)	-8.7	-6.4	-7.8	-8.1	-7.9	-9.0	-9.8	-12.6	-14.7	-7.1	-6.1
Ratio of total public debt/nominal GDP (norm \leq 70%)	78.6	74.6	66.0	55.2	48.0	45.6	20.7	23.8	24.1	32.6	34.4

Source: Government of Senegal, Ministry of Foreign Affairs/Department of Statistics and Economic Research.

An annual increase in GDP of over 6 per cent was achieved only between 2003 and 2005. For the other years, the increase was only slightly higher than the demographic growth rate. The current account deficit has remained high owing to the country's heavy dependence on external saving. The low economic growth rate was partially offset, in the case of public finance, by the fact that the tax rate rose from 16 per cent of GDP in 2000 to 18.9 per cent of GDP in 2010 while public debt fell by over half, from 78.6 per cent of GDP in 2000 to 34.4 per cent of GDP in 2010. These two positive developments helped increase public resource allocation to the education sector but were not sufficient to alleviate the severe budgetary constraints on the education sector, which also faced major internal constraints. The early part of the period 2000 to 2010 was characterized by (i) extremely high unit costs for school construction and teacher salaries; (ii) the education system's internal ineffectiveness, as shown by high repetition and dropout rates; (iii) rejection of modern French schools for religious reasons by large communities in the centre of the country; (iv) major spatial and gender disparities in access to primary education; (v) insufficient involvement of non-State stakeholders in the design and implementation of education policies; (vi) major inadequacies in quality control; and (vii) institutional instability and a multiplicity of decision-making bodies that hinders oversight of the sector. All these factors have made it impossible to make sustainable progress towards the goal of high-quality primary education for all. Table 2 describes the various constraints and the strategies implemented in order to reduce them significantly and achieve the education development goals.

Table 2
Constraints and strategies implemented in order to achieve the internationally agreed development goals and the MDGs

<i>Constraints</i>	<i>Strategies</i>
Severe budgetary constraints	<ul style="list-style-type: none"> – Allocate a larger proportion of State spending to education; and – Allocate a larger proportion of the education budget to primary education
High unit costs (construction and equipment of classrooms, teachers' salaries)	<ul style="list-style-type: none"> – Reduce construction costs by improving tendering procedures and sharing best construction practices;

Constraints

Strategies

Internal ineffectiveness of the education system (wasted resources, high repetition and dropout rates)

- Recruit teachers from outside the civil service at a cost two to three times lower than civil servants
- Improve the flow of students within levels (through a ministerial directive prohibiting repeating within a level and limiting repeating between levels to 10%);
- Prepare a quality improvement document;
- Decentralize financial management;
- Increase classroom hours to 800 per year;
- Set up an intervention coordination framework in order to better address the issue of equality and equity in girls' and boys' access to education and to raise the profile of investment partners in this area;
- Create school canteens; and
- Introduce early childhood health care and nutrition

Rejection of modern French schools for religious reasons by large communities (Diourbel, Louga and Kaolack); Spatial and gender disparities in access to primary education

- Diversify education options (community-based primary schools, modern Koranic schools (*daaras*), French-Arabic schools, etc.);
- Conduct girls' enrolment awareness campaigns, set up incentive systems, etc.;
- Involve the School Enrolment for Girls movement in awareness-raising campaigns; and
- Set up an intervention coordination framework in order to better address the issue of equality and equity in girls' and boys' access to education and to raise the profile of investment partners in this area

Insufficient involvement of non-State stakeholders in the design and implementation of education policies and their lack of support for those policies

- Establish a participatory PDEF design and implementation process;
- Develop and implement a decentralized PDEF organization chart;
- Hold annual programme reviews involving all stakeholders;
- Introduce a participatory process into education policy design, implementation and evaluation;
- Conduct annual external evaluations of progress in the education sector; and
- Increase devolution, decentralization, etc.

<i>Constraints</i>	<i>Strategies</i>
Shortage of high-quality inputs (inadequate teacher retraining and lack of textbooks) upstream	<ul style="list-style-type: none"> – Improve and decentralize initial and continuing teacher training (expansion of teacher training schools and regional training units; combining of these two types of institution); – Provide an adequate number of textbooks; – Build and fund new schools; and – Develop and test a national curriculum
Institutional instability and multiplicity of decision-making bodies	<ul style="list-style-type: none"> – Establish the PDEF as a cross-cutting programme coordinated by the Department of Education Planning and Reform
Failure to provide stakeholders with adequate training in programme-approach and sector management	<ul style="list-style-type: none"> – Develop and implement a capacity-building programme

Several strategies for substantially reducing these constraints have been adopted and implemented: (i) recruitment of new teachers, often with a higher level of academic training, at a cost significantly lower than that of civil-servant teachers (Table A (1)); (ii) introduction of double sessions (*double cohorte*) in overcrowded schools; and (iii) use of multi-grade classrooms. These measures have significantly reduced unit salary costs (Table A (2)) and the higher proportion of new categories of non-civil-servant teachers has done much to boost enrolment (Table A (4)). The lower cost of school infrastructures as a result of better tendering procedures and the sharing of best construction practices has also increased enrolment levels.

The education system's internal ineffectiveness has led the national authorities to adopt a ministerial directive prohibiting repeating between the segments of primary school (which consists of three two-year segments)² and increasing the number of school canteens. Other factors that have helped keep children in school while reducing regional enrolment disparities include: (i) efforts to reduce regional and gender disparities, including by diversifying education options (basic community schools, modern Koranic schools (*daaras*), French-Arabic schools, etc.); (ii) girls' enrolment awareness campaigns and establishment of an intervention coordination framework in order to better address the issue of equality and equity in girls' and boys' access to education; and (iii) efforts to raise the profile of investment partners in this area.

The regions with low enrolment are also those with the widest disparities between boys and girls and the greatest mistrust of modern schools. Oversight of the sector has been improved through the participatory education design, monitoring and evaluation process introduced by the PDEF; implementation of a devolved, decentralized organization chart and annual sectoral progress evaluations. This process has also been a way to better involve non-State stakeholders. The many coordination problems that resulted from administration of the education sector by

² The first segment consists of the first and second years, the second consists of the third and fourth years and the third consists of the fifth and final years of primary school.

three ministry departments and one agency have, moreover, been reduced by establishment of the PDEF, which is a cross-cutting programme, and of a Department of Education Planning and Reform, which is responsible for coordinating that programme.

A policy has been designed and implemented with a view to significantly improving the quality of education provided. It involves, inter alia, increasing classroom hours to 800 per year, improve and decentralizing initial and continuing teacher training, providing an adequate number of textbooks, building and funding new schools and developing and testing a new national curriculum.

1.3 Role of the various stakeholders in education policy development and implementation and lessons learned from their involvement

The major education reforms introduced by the PDEF in the early 2000s required additional resources for their implementation that the State alone was not in a position to provide. For this reason, the Government undertook to develop an active partnership in order to attract all manner of resources from different stakeholders of the education system. It entered into ongoing dialogue with unions, parents' associations, development partners and non-governmental organizations (NGOs), which have provided ongoing input into the country's education policy. This input consists not only of a significant financial contribution, but also the important element of participatory administration. Table 3 shows the roles of various sectoral stakeholders in the implementation of education policy and the lessons to be learned from that involvement.

Table 3
Roles of the various stakeholders and lessons learned from their involvement

<i>Stakeholders</i>	<i>Roles in education policy development and implementation</i>	<i>Lessons learned from their involvement</i>
Unions	<ul style="list-style-type: none"> – Human resource management through: <ul style="list-style-type: none"> – Staff transfers; – Elimination of the safety quota; and – Regularizing the situation of non-civil-servant teachers (access to the social protection system, job security and salaries); – Involvement in PDEF design, implementation and evaluation; – Participation in workshops, evaluation visits and reviews; – Involvement in teacher training and improvement of their working conditions; – Involvement in studies related to the NGO for the sector; and 	<ul style="list-style-type: none"> – Greater transparency in administration of the education system; – Need for well-organized, but also highly responsible, unions; – More frequent strikes and a resulting drop in classroom hours as a major source of instability in the sector; – Lack of conflict prevention mechanisms owing to problems in setting up ongoing dialogue with some 30 unions; – Need to build unions' capacities; – Establishment of programmes to improve the social environment and provide housing by acquiring land and building homes; – Creation of a general insurance scheme; and

<i>Stakeholders</i>	<i>Roles in education policy development and implementation</i>	<i>Lessons learned from their involvement</i>
Students' parents	<ul style="list-style-type: none"> – Improvement of teachers' social environment – Involvement in PDEF design, implementation and evaluation; – Provision of significant financial and other resources; – Involvement in school administration and, to a lesser extent, monitoring of teacher attendance; and – Improvement of dialogue between the Government and unions 	<ul style="list-style-type: none"> – Creation of a health insurance scheme – Organizational weaknesses and problems of representation in the umbrella federation for parents' associations, which prevents them from protecting their children's interests more effectively from unions and the State; – Effective involvement of parents in school administration committees; and – Need to build parents' capacities at all levels (central and devolved) with a view to their more effective involvement in administration of the sector
Technical and financial partners	<ul style="list-style-type: none"> – Involvement in PDEF design, implementation and evaluation; – Assistance with financing and with the adoption of high-quality education policies (i.e., budgetary support based on education sector performance indicators; – Involvement in PDEF evaluation visits; – Strengthening the technical capacities of sector administrative offices (introduction of new planning and management instruments), etc.; and – Increased budgetary support 	<ul style="list-style-type: none"> – Mobilization of many additional resources and administration; – Complex, non-harmonized resource management procedures; – Ineffective budgetary support since resources do not always reach the sector; and – Need for serious consideration of the effectiveness of budgetary support
Non-governmental organizations	<ul style="list-style-type: none"> – Key role of outsourcing in non-formal education; – Involvement in education policy development, implementation and evaluation; – More active participation in the provision of non-formal education; – Mobilization of significant resources for the sector; – Establishment of coordination mechanisms at all levels; and – Involvement in the implementation of research and action strategies 	<ul style="list-style-type: none"> – Very little information on their projects; – Failure to take sector priorities into account; – Few and uncoordinated projects within the framework of the PDEF; – Need for better coordination of these stakeholders; – Need to strengthen NGO capacities; and – Need for better harmonization of coordination bodies by ensuring the accountability of NGOs

<i>Stakeholders</i>	<i>Roles in education policy development and implementation</i>	<i>Lessons learned from their involvement</i>
The private sector	<ul style="list-style-type: none"> – Greater involvement in the subsector development, particularly in the areas of higher education and technical and professional training 	<ul style="list-style-type: none"> – Its contribution could have been greater if State policies had given it more support; – Need for better monitoring of private sector projects in the education sector; and – Need for greater private sector involvement in the relevant subsectors (higher education, professional and technical training)

While union activities are often intended to improve teachers' working conditions, they have also fostered more transparent management of teacher promotions, greater attention to teacher's professional and continuing education, significant salary increases and a better system of incentives. However, the large number of unions (28 at present) involved in negotiations results in multiple sets of demands, strikes and indiscriminate cancellation of classes after walkouts that greatly reduce students' class hours.

As the primary clients of the education system, students' parents are an important source of funding. Their financial contributions represent a significant portion of the sector's resources. Involving them also in school administration through administrative committees, new schools and participation in workshops and in monitoring and evaluation visits also allow them to contribute to the development of Senegal's schools. Since the establishment of the PDEF, development partners — the third largest donor for the sector — and technical support providers have encouraged the adoption of high-quality policies. Civil society organizations, which have focused their activity on non-formal education, also mobilize resources to benefit population groups that are excluded from formal education. While they, like other non-State stakeholders, are also involved in PDEF activities, their activities are not publicized and do not take the sector's priorities into account.

The private sector plays an important role in advances at all levels of education, including preschool and higher education and professional training. However, it does not yet receive public support commensurate with its current or potential contribution.

II. Progress in meeting international education commitments

In the 2000s, Senegal again made rapid progress towards the goals of Education for All and the Millennium Development Goals (MDGs). Although progress has not been equal in all the areas where it was expected, there has been significant headway. Those results are set out below, as they relate to the various goals of Education for All and the education-related MDGs.

2.1 Expand early childhood care and education: Goal 1 of Education for All

The gross pre-primary enrolment ratio increased from 2.3 per cent to 9.8 per cent between 2000 and 2010. That ratio increased by 7.9 per cent for girls and 7.1 per cent for boys, reflecting a parity index that continues to give girls the lead. This low gross pre-primary enrolment ratio, which falls short of the goal of 20 per cent set for 2010, indicates that access to this level of education is poor for the overwhelming majority of educable children. It also conceals regional inequalities. In Dakar, the nation's capital and home to more than a quarter of the population, this ratio was 17 per cent in 2010, whereas it was only 2.2 per cent in Kaffrine (a region in the middle of the country) and 3 per cent in Sédhiou (in the south-eastern part of the country). Another aspect typical of this level of education is the predominance of the private sector, which receives half of the total enrolment, and of community education; the public sector accounts for a mere 21 per cent of enrolment.

2.2 Achieve universal high-quality primary education: Goal 2 of Education for All and of the MDGs

In reviewing its goals for primary education, Senegal has undertaken to provide primary education to nearly all children, meaning that by 2015 at the latest, primary education will be provided to more than 90 per cent of children aged 7 to 12. A study of primary school admission, enrolment and completion rates shows the progress made. Admission to the first year of primary school has been mounting steadily; the gross admission ratio increased from 85.1 per cent in 2000 to 148.9 per cent in 2010. This current high ratio is, of course, due in part to early (below the legal enrolment age) and late registration, but it nonetheless reflects impressive progress in access to primary education. This increase, it should be noted, is primarily a result of progress in girls' enrolment, for whom the annual gross admission ratio increase (4.5 per cent), has outstripped that of boys (3.1 per cent). This large increase in admissions explains the rapid growth in total enrolment numbers relative to the growth of the educable population for primary school. Thus, between 2000 and 2010, the gross enrolment ratio increased from 67.2 per cent to 94.4 per cent. If this trend continues, that ratio will reach 112 per cent in 2015. The rise in primary school admission and enrolment is caused by a number of factors: the ongoing expansion of the education system as a result of the recruitment of a large number of teachers from outside the civil service after a short course of professional training; the State's construction of classrooms and communities' construction of temporary classrooms; awareness campaigns promoting the enrolment of children in the first year of primary school; and a better fit between supply and specific demand through the establishment of a growing number of public and private French-Arabic schools, especially in the central part of the country, which is home to sizeable religious communities that are resistant to French schools.

Despite significant progress in primary school access, Senegal's education system continues to face difficulties in retaining pupils and drop-out rates remain high. But efforts have been made. In the early 2000s, the completion rate was of urgent concern, as only 38 out of 100 children registered for the first year were able to complete primary school. In 2010, for every 100 pupils entering primary school, 59 completed it, a gain of 20 percentage points in 10 years. But this progress is clearly not enough. At the current rate, not only will the goal of universal primary education remain unmet, but if nothing is done, the target of 90 per cent set by

Senegal will not be reached by 2015, since, if the rate of increase in completion rates over the last five years holds steady, the result in 2015 will be only 73 per cent.

2.3 Promote learning and life skills for young people and adults: Goal 3 of Education for All

Over the past four years, there have been tangible gains in technical education and professional training; the number of students per 100,000 inhabitants rose from 265 to 287 between 2007 and 2010. This national level conceals regional disparities as a result of the unequal distribution of professional and technical training institutions between rural (2 per cent) and urban (98 per cent) areas. Most of the 43 institutions are located in Dakar, and the rest are in other urban centres; there are none in rural areas. Senegal is below average for the countries of the subregion, such as Mali and Cameroon (425 and 1,210 students per 100,000 inhabitants, respectively), in its expansion of technical education and professional training. This is compounded by a mismatch between graduates' qualifications and the skills needed by sectors seeking to hire.

2.4 Increase adult literacy by 50 per cent: Goal 4 of Education for All

Adult literacy, defined as the ability to read and write in any language, is measured for persons aged 15 and older. The Senegalese Household Priority Survey, conducted in 2005, determined that there were 4,057,800 illiterate persons, most of them women, out of a population of some 11 million. In its mission to combat illiteracy, the Department of Literacy and National Languages places great emphasis on women. In 2009, total enrolment was 77,988; the target number was 92,893. While that target has yet to be reached, the percentage of women enrolled — 85.7 per cent — far exceeds the goal of 75 per cent. However, the indicator “total number enrolled” is not an appropriate measure of increased literacy rates.

2.5 Achieve gender parity by 2005 and gender equality by 2015: Goal 5 of Education for All and Goal 3 of the Millennium Development Goals

From 2000 to 2010, the rise in primary school enrolment benefited primarily girls. The parity index for the gross enrolment ratio rose from 0.87 in 2000 to 1.09 in 2010. The goal of parity in primary education was reached in 2006. However, in middle and secondary school, parity has not yet been achieved (the index is 0.91 for middle school and 0.74 for secondary school), although it improved considerably for girls during the 2000s. Without additional efforts to reduce these disparities more rapidly, parity in the first half of secondary school will be reached by 2013, but not until 2021 in the second half.

Regional disparities in the parity index have been greatly reduced. Of Senegal's 14 regions, only 2 (Kédougou and Sédhiou), located in the south-western part of the country, still have indices lower than 1 (though greater than 0.8).

2.6 Improve the quality of education: Goal 6 of Education for All

The standardized evaluations of students in the second and fifth years of primary school in Senegal, carried out by the Programme on the Analysis of CONFEMEN³ Education Systems (PASEC), provide an opportunity to evaluate

³ The Conference of Francophone Ministers of Education.

progress in knowledge acquisition by students at this level of education. The availability of two assessments, conducted on the same age group in 1996 and 2007, provides a measure of the education system's progress in subject mastery. There is no significant difference in the second-year students' scores for 1996 and 2007 (PASEC Report Senegal, 2007). Students' scores in French and mathematics for 1996 were 44.7 out of 100 and 46.0 out of 100, respectively, and had increased only slightly by 2007, when they stood at 45 and 47.2, respectively. For the fifth-year students, the results were about one percentage point better in both French and mathematics (table 4). These results are average as compared to those of other African countries which have undergone such evaluations.

Table 4
Comparison of average test scores for 1996 and 2007

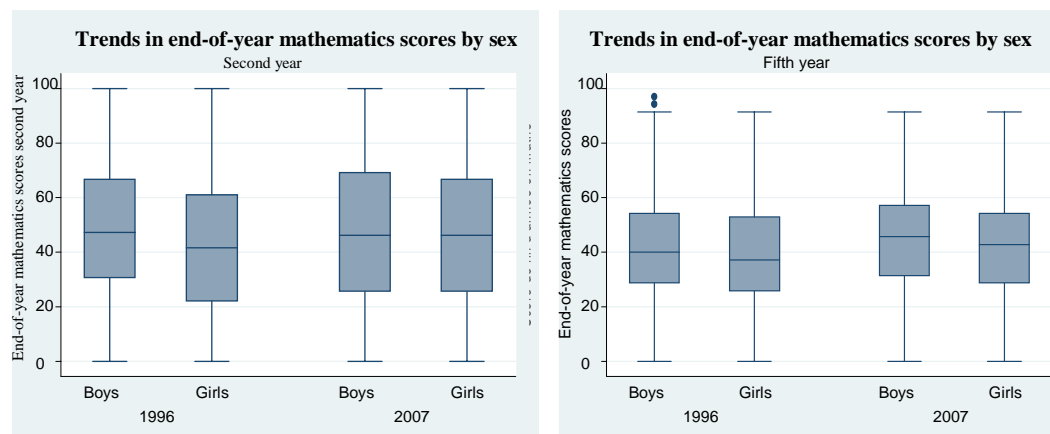
Tests		1996	2007
Second year	French score	44.7	45.0
	Mathematics score	46.0	47.2
Fifth year	French score	36.9	38.3
	Mathematics score	40.7	41.8

Source: CONFEMEN, PASEC Senegal, 2007.

However, a contextual analysis shows that while there was a great effort to provide second-year students with French and mathematics textbooks, fifth-year students' access to textbooks diminished between 1996 and 2007.

With regard to gender disparities in subject mastery, girls made greater strides in mathematics between 1996 and 2007. While there was no significant variation in boys' and girls' levels of French in the second year of primary school, girls' levels in mathematics improved. In the fifth year, girls' levels improved in both subjects (graph 1).

Graph 1
Trends in mathematics scores by sex



Source: CONFEMEN, PASEC Senegal, 2007.

III. Case studies

The past decade has yielded examples of good practice in the sector that can be shared with other countries.

3.1 Girls' primary school enrolment: A success story

Overall, women's position in the family and in society is key. The more educated a woman is, the greater impact she has on her community's economic and social development. A society with a large proportion of educated women has a greater opportunity to acquire knowledge and economic, health and cultural benefits than if the majority of its members were illiterate. Within the family, the mother's role in the academic success of their children has been the subject of many studies, which have demonstrated that children whose mothers have some education have greater chances of success in their studies than children whose mothers are illiterate. All of this had an impact on education policy in the late twentieth and early twenty-first centuries. The World Conference on Education for All, held in Jomtien, Thailand, in 1990, and the World Education Forum, held in Dakar in 2000, stressed the need to place greater emphasis on girls' education. Goal 5 of Education for All and Goal 3 of the MDGs called upon countries to achieve gender parity by 2005 and gender equality by 2015.

At the beginning of the twenty-first century, school enrolment was higher for boys than for girls in Senegal. The gross enrolment ratio in primary school was 71.9 per cent for boys and 62.3 per cent for girls (with boys about nine points ahead) and the primary school completion rate was 45.8 per cent for boys and 31.2 per cent for girls. Not only was boys' school attendance rate higher than that of girls; they also received higher grades than girls. This state of affairs primarily a result of:

- Cultural, religious and spiritual values that give women a role closely tied to child-rearing and care of their homes (cooking, laundry, cleaning and gardening) and of their husbands;
- Poverty, especially in rural areas. Given the extreme poverty of the population and the impossibly high school tuition fees, parents prefer to send boys to school while girls remain at home to help their mothers with household tasks;
- Illiterate communities that regard school as a cause of cultural loss and assimilation; and
- Remoteness from schools, which forces students to travel long distances to reach them.

The PDEF has thus developed a strategy and put significant resources in place in order to achieve parity within the time periods established in Education for All and MDGs.

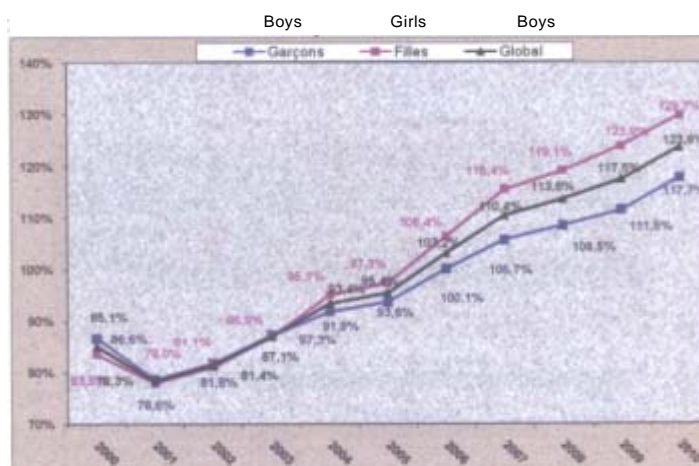
- Primary education is considered the top priority for the sector and should receive 40 to 45 per cent of budget allocations;
- The National Committee of Teachers for the Promotion of Girls' Education (CNEPSCOFI) began to receive significant financial and other support from the PDEF. The establishment of the Girls' Education Programme (SCOFI) was the first measure specifically addressing the issue of girls' enrolment. SCOFI was involved in establishing the Human Resources Development Project with

the support of development partners. Between 1995 and 2000, it engaged in numerous advocacy, information and communication activities and provided capacity-building for teaching staff and incentives for girls (scholarships and prizes for best performance);

- The Department of Primary Education and the devolved education offices (academic and departmental inspection offices) received significantly greater financial and other resources;
- Awareness-raising campaigns on girls' education were stepped up, particularly in rural areas where the disparities between girls and boys were at a record high;
- Statistical campaigns were bolstered with more resources and made more effective and consistent. This allowed for year-by-year follow-up of trends in indicators, primarily the gender parity indicator, even in the most remote communities;
- In 2006, the Ministry conducted an appraisal of all girls'-education initiatives, and a coordination framework for these initiatives was set up (Ministry of Education/Department of Education Planning and Reform, 2006);
- Many new schools and classrooms were built in order to bring schools closer to the people, eliminating the need for girls to travel long distances;
- In areas of strong resistance to girls' education, such as those where religious belief is strong, the State focused on the establishment of French-Arabic schools;
- Religious education was introduced in all primary schools and Koran instructors were recruited;
- Separate latrines for girls were built in all schools;
- Literacy campaigns that made illiterate women a priority were launched country-wide, particularly in rural areas;
- Free textbooks were mandated for all primary schools;
- School canteens were provided in rural areas; and
- Increased decentralization and the involvement of communities and of civil society organizations (NGOs and women's and parents' associations) in education system administration are gradually becoming a reality.

As a result of all these efforts, indicators for girls have begun to rise.

Graph 2
Trends in admission rates for the first year of primary school from 2000 to 2010



Source: Department of Education Planning and Reform, Performance Report, 2010.

Between 2000 and 2010, admission rates for the first year of primary school increased from:

- 83.5 per cent to 129.7 per cent for girls; and
- 85.1 per cent to 117.1 per cent for boys.

In 2004, the rate for girls overtook that of boys for the first time (95.1 per cent and 91.8 per cent, respectively). Since then, this gap has continued to widen each year.

Graph 3
Gross enrolment ratio (GER) trends over the past 10 years



Source: Department of Education Planning and Reform, Performance Report, 2010.

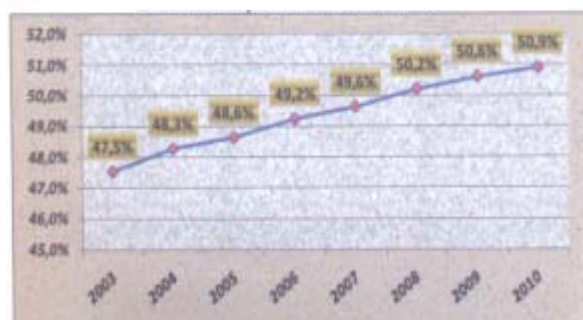
The gross enrolment ratio shifted similarly between 2000 and 2010, giving girls the lead. It rose from:

- 62.3 per cent to 98.7 per cent for girls; and
- 71.9 per cent to 90.3 per cent for boys.

Parity was reached in 2006 (83.4 per cent for both boys and girls). The gap has widened gradually over the years, with girls taking the lead.

Graph 4

Trends in the proportion of girls among total numbers enrolled



Source: Department of Education Planning and Reform, Performance Report, 2010.

This strategy has been highly successful, and the demand for education has skyrocketed for both boys and girls. The challenge now is to keep them in school as long as possible. This is related to completion and retention rates, academic performance and girl-friendly infrastructures. Efforts are still ongoing. In addition to support for action taken by the Government of Senegal, technical and financial partners are working to reduce obstacles to girls' education. One example is a United Nations Children's Fund (UNICEF) initiative aimed at reducing children's water-carrying duties by digging pump-operated wells near classrooms and building separate sanitation facilities. Cooperation with Italy and the World Food Programme (WFP) are also helping by setting up school canteens. The partnership-based United Nations Girls' Education Initiative (UNGEI) has provided the opportunity for a new project to oversee coordination of efforts to enrol and retain girls in school. Strengthening of the education for girls programme (SCOFI) continues jointly with the department education inspection teams.

3.2 Involvement and activities of civil society in education development

The country's international commitments in the area of education require a dynamic partnership of all stakeholders in the sectoral development process. The conferences held in Jomtien in 1990 and Dakar in 2000 have stressed the need for greater civil society involvement in the administration of education systems. Several aspects of Senegal's experience have allowed the education system to achieve significant results in terms of the participation of civil society (NGOs working in the sector, parents, teachers' unions ...). Unions have played an important role in administering the PDEF, the implementation instrument for Senegal's education policy. This section describes the strategies implemented and good practices.

1. Before Jomtien (1990)

The involvement of civil society organizations in guiding education policy is another experience to be shared. Although their contribution was not fully appreciated in the early 2000s, their role and their involvement in the education sector have increased considerably in recent years. In addition, their lobbying and

advocacy for greater community empowerment have ultimately made them key stakeholders in the development of the education system. Through expertise acquired over time, these organizations have become more aware of their place and their role in the formulation, implementation and promotion of fair, effective policies and are endeavouring to increase their participation in forums for dialogue, exchanges of views and policy evaluations on matters related to education (Contribution of civil society stakeholders to the 2011 PDEF review).

A study of the history of Senegal's education system shows that the notion of partnership in education is not as recent as is believed. Since independence, parents, teachers (through their unions), resource persons and NGOs have always been "on the side" of sector officials at all levels in supporting the functioning and financing of the education system.

In view of the State's inability to assume full management of the sector, parents have been active in every area, including by

- Purchasing school supplies for their children;
- Covering the costs of transportation;
- Paying tuition fees;
- Helping fund school canteens and cooperatives;
- Building and equipping classrooms and maintaining schools through parents' associations; and
- Supervising their children's studies.

NGOs have always supported the construction, maintenance and equipment of classrooms and school buildings. They have also been heavily involved in training teachers and implementing projects aimed at improving the quality of teaching and learning.

Teachers' unions have been extremely active in teacher training and demands for social benefits (salary increases, education policy and improvement of teachers' living and working conditions).

Neighbourhood associations, resource persons and artists have supported the operation of the schools by organizing fund-raising events.

As we now realize, however, this involvement was not organized or formalized. As a basis for active partnership, Senegal's new school system uses the 1981 National Conference on Education and Training, which functioned as a forum that brought together all education stakeholders and partners: institutional stakeholders; cooperation and technical assistance agencies and institutions; social partners; religious associations; NGOs; young people's, women's, athletic and cultural associations; opinion-makers; political parties; and parents' and students' associations at all levels. This forum provided an important opportunity for dialogue and consultation that established guidelines and set policies for education. Establishment of the National Education and Training Reform Committee (CNREF) and the degree of partners' involvement in this work was proof of the State's desire to build a strong partnership for schools. The conclusions adopted by CNREF made it possible to develop a strategic framework, the Education Policy Act.

2. After Jomtien

In recent decades, the notion of partnership has taken on great importance in the sector. At the global level, even in the most educationally advanced countries, new concepts have arisen: concerted management, the partnership approach, the inclusive approach and community partnership and participation. All these concepts refer to the same reality and convey the same desire: to involve all sectors of society and all national and international partners in education administration. The World Conference on Education for All, held in Jomtien, Thailand, in 1990, was a significant event during which the international community met to address worldwide education issues in order to identify problems and propose a Framework for Action to Meet Basic Learning Needs. The international community viewed meeting those needs as a key aspect of the development process. It introduced two key ideas:

- The need for a comprehensive, integrated perspective on education; and
- The partnership approach to sector administration.

After the adoption at Jomtien of the World Declaration on Education for All, the then Ministry of Basic Education organized several meetings in order to implement the recommendations made at that important Conference. These included:

- A 1993 meeting in Kolda, which produced an action plan for non-formal education in Senegal and led to the establishment of an agreed framework for the implementation of literacy programmes targeting young people, adults and, especially, women;
- A 1995 meeting in Saint Louis that set policies and developed strategies for greater access to education, cooperative administration of the sector, coordination of projects in the education sector, research and further development of alternative basic education models, etc.

From 1990 to 2000, the foundations of the Ten-Year Education and Training Programme were laid and civil society organizations were given a greater role in sector management.

3. After the Dakar Forum (2000)

The Dakar Framework for Action, adopted in 2000 at the World Education Forum, confirmed the Jomtien conclusions on partnership and invited countries to develop and implement credible Education for All plans. Credibility, a concept that was discussed at length by education stakeholders, partners and specialists, requires relevance and feasibility. An education plan cannot meet those criteria unless it takes into account the concerns and the potential of all stakeholders, partners and recipients involved in the development of education and training.

In 2000, the Ministry of Education finalized, in a participatory manner, its education and training programme, the PDEF, which took a sectoral programme approach that integrates all available resources (both national and external) and a partnership approach. The PDEF also illustrates a new paradigm for education system administration by redefining the roles of the various stakeholders. While the State asserted its leadership by establishing the Programme framework and modalities, its primary role was one of strategy and arbitration, ensuring respect for

rules and standards while creating sufficiently open and flexible forums for dialogue and negotiation to allow other stakeholders to express themselves easily. Thus, the PDEF ensures that civil society participates fully in all levels of education development. NGOs, teachers' unions and parents', women's, athletic and cultural associations are increasingly involved in the design, implementation and evaluation of education policies and programmes at all levels of the system.

3.1 Elaboration of the policy letter

First of all, in its sectoral policy letter, which was endorsed by all the partners, the Government made a firm commitment to develop a broad, effective and better organized partnership to ensure that all types of resources made available by the various stakeholders and partners could be invested in the education system with no constraints. The broad principles set out in this letter include participation, accountability at all levels and by all stakeholders and a shared vision of all stakeholders.

3.2 Establishment of a PDEF administration mechanism

Under a charter known as the "Charter for partnership in education and training", forums for consultations between the Government of Senegal and its education partners, as well as for action and follow-up, have been established. The Charter is supposed to serve as a vehicle for implementing the principles mentioned above. The PDEF is coordinated by a participatory government structure (management bodies at both the central (the National Council of Education and Training (CONSEF) and the Regional Coordination and Monitoring Committee (CRCS)) and the decentralized level (the CRCS, the Departmental Coordination and Monitoring Committee (CDCS), the Local Education and Training Councils (CLEF) and the School Management Council (CGE)). The local authorities, which, by virtue of the powers transferred to them, are responsible for the oversight of educational development within their jurisdiction, preside over these management bodies at the local level and civil society organizations are represented on them.

3.3 Round tables

The round tables are forums for the exchange of views. They were created in response to the decentralization of education initiatives and to form a basis for building an integrated partnership attuned to the goals of the education system. They include all the partners with an interest in school issues and enable them to meet each other, become acquainted, delineate their roles and responsibilities, define their operating modalities and monitoring and partnership assessment mechanisms, and set up mechanisms for ensuring sustainability.

3.4 Elaboration of a bottom-up, participatory sectoral action plan

The PDEF takes a bottom-up, participatory approach to planning. The sectoral action plan is an amalgam of action plans for central and decentralized bodies (regional action plans and action plans for centralized services in the education sector). The planning process is participatory throughout; it includes all education stakeholders and partners (stakeholders, social partners, technical and financial partners, civil society and unions) at both the local and national levels.

3.5 Holding of meetings between partners

Various types of meetings that bring together all these education stakeholders, partners and beneficiaries are organized periodically by the Department of Education Planning and Reform (DPRE) with the aim of:

- Monitoring implementation of the PDEF; and
- Proposing remedies to any shortcomings observed.

These meetings are held periodically. They include joint oversight missions, annual reviews and debriefings.

3.6 Primary areas of involvement by civil society organizations

3.6.1 Civil society organizations and literacy

Civil society organizations and in particular, NGOs active in the field of education, are the Government's main external partners in literacy initiatives.

3.6.2 Civil society organizations and apprenticeships

Under the Skills Training for Young People and Adults (EQJA) programme, endorsed by the Dakar Framework for Action, NGOs participate in job training and apprenticeships.

3.6.3 Civil society organizations and school governance

Now that democratic management has become the norm, teachers' unions have a say in all teacher assignments. NGOs, parents, government officials and religious leaders play a vital role in mediating school crises. A conflict monitoring and prevention mechanism has also been put in place.

3.6.4 Civil society organizations and alternative education

Civil society is extensively involved in developing alternative education systems such as Koranic schools (*daaras*), French-Arabic schools, street-corner schools and basic community schools.

3.6.5 Civil society organizations and higher quality teaching and learning

NGOs help to enhance quality by providing school supplies, supporting teacher training and funding studies on quality. Teachers' unions also organize frequent workshops to discuss issues relating to quality.

Nonetheless, civil society organizations recognize their weaknesses, which include:

- Lack of visibility of their activities;
- Lack of opportunities to capitalize on their experience; and
- Difficulty in coordinating their actions.

Aware of these drawbacks, they have decided to conduct an annual review to serve as a forum for dialogue among all stakeholders with a view to laying the foundations for a solid, sustainable and ever-expanding mechanism that can make a more effective contribution to the formulation and implementation of educational

strategies and overcome the challenges of Education for All. An initial annual review of civil society organizations was held in April 2011 to give all stakeholders an opportunity to prepare their contributions to the annual review of the Ten-Year Education and Training Programme in a participatory manner. This exercise enabled them to:

- Carry out a consensus assessment of civil society’s contribution to achieving the goals of Education for All;
- Assess the performance and challenges of Senegal’s education system; and
- Adopt a mechanism and strategies for future civil society reviews in Senegal.

These reviews constitute a forum for dialogue and consultation among civil society organizations and make an even greater case for effective ownership of education policy by local authorities and communities.

IV. Areas in which Senegal faces challenges and ways to overcome them (challenges and outlook)

Challenges and strategies for overcoming them

Despite gains in enrolment, the education system continues to face major challenges: support for those who are excluded from the system; poor internal efficiency, which leads to difficulty in keeping children in school; poor quality of instruction; unsatisfactory administrative and instructional management, resulting in an allocation of human, material and financial resources that is inconsistent with goals and relatively weak capacity to transform those inputs into results; inadequate oversight of schools, principals and teachers owing to a dramatic increase in the number of schools and teachers coupled with virtually no increase in the number of school inspectors; and ill-defined approaches to the provision of professional training and learning and literacy programmes.

These challenges can be overcome using strategies developed by stakeholders of Senegal’s education system, but a contribution from the international community would facilitate their implementation (table 5).

Table 5
Challenges for the education sector and strategies for overcoming them

<i>Challenges</i>	<i>Strategies for overcoming them</i>	<i>Potential contribution of the international community to address these challenges</i>
Low retention of children in school is the primary challenge facing the education system	<ul style="list-style-type: none"> – Enhance public awareness campaigns; – Accelerate the pace of construction to eliminate the use of temporary facilities and put children into functional classrooms to ensure educational continuity; and build separate washroom facilities for boys and girls; 	<ul style="list-style-type: none"> – Support awareness-raising campaigns and contingent transfer programmes to keep children in school; – Increase resources for school construction; – Use influence with national authorities to secure public resources for primary education in the national budget;

Challenges	Strategies for overcoming them	Potential contribution of the international community to address these challenges
<p>Low quality (measured by the level of cognitive acquisition) is another challenge, although there has been no decline in cognitive acquisition</p>	<ul style="list-style-type: none"> – Ensure that each school obeys the directive repeating of grades between levels; – Take other administrative measures to set the maximum percentage of students repeating per level, taking into account the variability of local conditions; – Harmonize awareness of the effects of repeating among the various stakeholders dealing with the issue (teachers, researchers and parents), who play different roles in the education system and generally have different understandings of and positions on repeating; – Develop reliable assessment tools that allow consistent classification of students from one school to another for the same programme. Reliable and valid tests should be used to improve the level of consistency in decisions on repeating; – Continue measures to stimulate demand and retain students (including making school canteens widely available and improving the school environment); and – Establish financial incentive programmes contingent on keeping poor children in school. – Rethink the recruitment and initial training of teachers; – Extend and strengthen continuing teacher training; – Improve the availability of quality inputs (textbooks and teaching materials); – Accelerate curriculum reform; 	<ul style="list-style-type: none"> – Strengthen efforts to harmonize procedures; – Continue the practice of joint evaluation visits to enable administrators to devote more time to their regular duties; and – Reduce the public debt for education.

Challenges	Strategies for overcoming them	Potential contribution of the international community to address these challenges
Unsatisfactory administrative and instructional management resulting in inconsistent allocation of human, material and financial resources, which in turn leads to inadequate and inconsistent outcomes	<ul style="list-style-type: none"> – Design and implement a system of remediation for students who have fallen behind; – Extend advances in and harmonization of assessments; and – Improve student evaluation systems. – Make greater use of the system of statistical data for administrative purposes; – Disseminate education administration assessment as widely as possible to inform the various stakeholders at the central and devolved levels; – Engage in a participatory process to define relevant criteria for resource allocation; – Provide training and ongoing support to administrators on new tools for the management of instructional resources; – Improve the distribution of roles and responsibilities in the allocation of resources; and – Establish a sound evaluation system that compares student performance to school resources, and create incentives for the most effective teachers and for teachers working in difficult circumstances. 	
Poor oversight of schools, principals and teachers owing to a dramatic increase in the number of schools and teachers without an equivalent increase in the number of school inspectors	<ul style="list-style-type: none"> – Ensure the effective transfer of skills in basic education to parents and communities with a view to close monitoring of teachers and principals (teacher attendance, performance contracts); – Give principals proper training in administrative and financial management and leadership; and – Improve teacher recruitment. 	

Challenges	Strategies for overcoming them	Potential contribution of the international community to address these challenges
Set out a clear development policy on Koranic schools (<i>daaras</i>) and French-Arabic schools	<ul style="list-style-type: none"> – Identify areas of resistance to the establishment of traditional schools; – Identify existing <i>daaras</i> and French-Arabic schools; – Harmonize the curriculums of <i>daaras</i> and French-Arabic schools and the new basic education curriculum; and – Ensure linkages between traditional and other types of schools. 	
Strengthen learning to support those outside the education system	<ul style="list-style-type: none"> – Identify tradespeople nationwide, assess their training needs, develop training modules for each type of trade and provide training for apprentices and employers. 	

Poor retention of children in school, the primary challenge for the education system, can be overcome through the following measures: (i) emphasize awareness-raising campaigns for parents; (ii) combat factors within schools that lead to repeating and dropping out; and (iii) implement large-scale contingent cash transfer policies, particularly in rural areas. Quality can also be improved by implementing the following measures: (i) use a combination of diverse strategies at the national, regional and local levels; (ii) increase classroom hours; (iii) ensure a longer period of initial and continuing teacher training; (iv) provide high-quality inputs such as textbooks and classroom supplies; and (v) ensure the effective transfer of expertise in school administration, including in the appointment of teachers and principals. The international community can contribute to the implementation of these measures by supporting awareness-raising campaigns and contingent transfer programmes to keep children in school, reducing the public debt for education and better coordinating its activities.

4.1 Policymaking in sectors that have a direct or indirect impact on education development

While the different ways in which policies in other sectors affect education development are not all identified here, a few examples of the interaction between these policies and Senegal's education system will suffice to underscore the importance of coherent policymaking that takes such interaction into account.

Table 6
Senegal — Determinants of non-poverty MDGs

	<i>Service delivery</i>	<i>Household consumption per capita</i>	<i>Public infrastructure</i>	<i>Other MDGs</i>	<i>Wage incentives</i>
MDG2 Primary completion rate	x	x	x	4	x
MDG4 — Under-5 mortality	x	x	x	7a & 7b	
MDG5 — Maternal mortality	x	x	x	7a & 7b	
MDG7a — Access to water	x	x	x		
MDG7b — Access to sanitation	x	x	x		

Source: Diagne, Cabral, Robillard and Cissé, 2011.

First, macroeconomic policies implemented to spur the economy improve the capacity to mobilize domestic and external resources, while policies aimed at rationalizing expenditure also contribute to increased public resources for education.

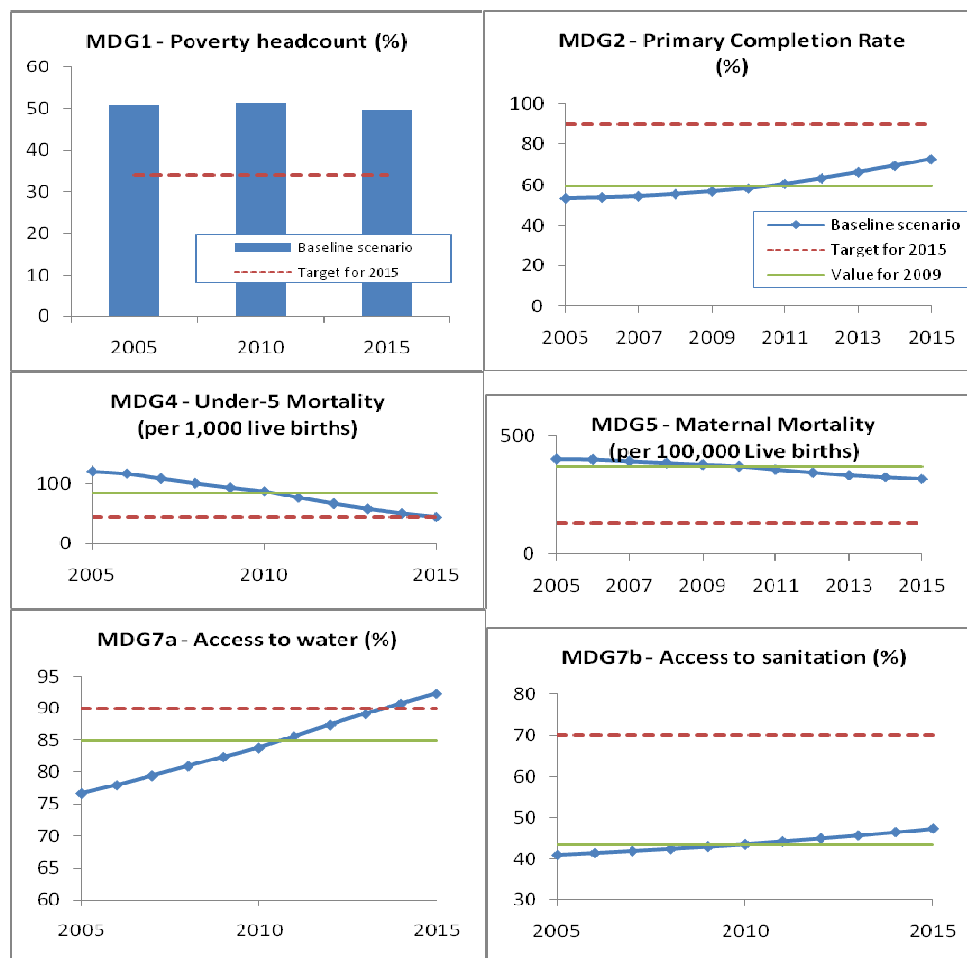
Second, a policy of wealth creation — a major focus of the Economic and Social Policy Paper for 2011-2015 issued by the Government of Senegal — will have a major impact on education development through the resulting increase in household income. Wealth creation can be achieved in the agriculture sector, for example, where almost 80 per cent of poor people are employed. Sustained agricultural growth leads to increased rural incomes, lower food prices in urban areas and a dramatic decline in the poverty rate and allows households to devote more resources to educating their children. It is a powerful enabler of universal enrolment of children in rural areas. Education development in rural areas, in turn, produces a rural working population that is more educated and therefore more receptive to technological innovations that boost productivity and agricultural growth. The 2011-2015 Investment Plan adopted by the Government of Senegal in 2010 under the New Partnership for Africa's Development (NEPAD) Comprehensive Africa Agriculture Development Programme is a response to the need for policies that create inclusive long-term growth in the agriculture sector.

Lastly, the MDGs are expected to have complementary effects. For example, better children's health will undoubtedly have a positive impact on education outcomes. Health policies aimed at reducing child mortality and morbidity have a positive effect on school attendance by making children healthier and more receptive to classroom instruction. Access to safe water and sanitation facilities and improvements to public infrastructure in general (including water supply, electricity, roads and irrigation systems) are also determinants of improved household welfare and better education for the children in those households.

How can we best gauge the reciprocal effects between education and the other sectors identified above so as to develop strategies aimed at achievement of the MDGs and other education goals that are macroeconomically feasible for Senegal's economy? The approach adopted should provide answers to three key questions: What trajectory will the Senegalese economy follow under the current policies and will it lead to achievement of the MDGs by 2015? What level of additional

expenditure would be sufficient to achieve the goal of high-quality primary education for all and the other MDGs by 2015? What would be the best funding option to achieve the MDGs by 2015? These questions were recently considered for Senegal as part of a research project involving dynamic computable general equilibrium (CGE) model using the World Bank's Maquette for MDG Simulation CGE-MAMS Senegal (Diagne, Cabral, Robillard and Cissé, 2011). The simulations showed that, under its current policies, Senegal would be unable to achieve the MDGs on under-five mortality (Goal 4) and access to safe water (Goal 7 (a)) by 2015. As shown in Graph 2, the country falls far short of the goal of quality education for all (Goal 1). Taking into account the progress made since 1990, the baseline year for the MDGs, the additional costs required (for example, to improve the quality of education) and the elasticity of the MDGs relative to those additional costs, the 3.7 per cent of GDP to be allocated to primary education would be inadequate, even though that level of expenditure represents an increase of one percentage point over the 2005 level (2.8 per cent).

Graph 5

Senegal: MDG indicators in the baseline scenario, 2005-2015

Source: Simulations using CGE-MAMS Senegal, 2011.

In fact, if Senegal is to achieve all the MDGs by 2015 it will have to spend the equivalent of 15.2 per cent of its GDP for that purpose, with over half of that amount (8.2 per cent) going to primary education (table 7). These costs depend, of course, on the funding method used. If funding relies primarily on taxation, household income will be affected and further Government expenditure will be required to compensate households for the reduction in their resources for primary education in order to ensure that Goal 1 of the MDGs is nevertheless achieved. By contrast, funding in the form of transfers from the international community would stimulate economic growth and ease the budgetary burden on the State. Borrowing from the rest of the world to supplement domestic resources would not change the costs but would have implications in that an increase in public debt service payments would decrease the resources available after those payments were made.

Table 7

Senegal: Public spending on MDG-related services, base year and period annual average in 2005-2015 for simulated scenarios (% of GDP)

	Base year (2005)	Baseline scenario	MDG-achieving scenarios		
			Foreign transfer	Foreign borrowing	Foreign transfers + direct taxes
<i>Primary education</i>	2.82	3.71	8.17	8.17	8.65
Current	1.56	2.04	4.60	4.60	4.86
Investment	1.26	1.67	3.56	3.56	3.79
<i>Health Services</i>	1.72	1.54	2.92	2.92	3.15
Current	1.04	1.01	1.67	1.67	1.78
Investment	0.68	0.52	1.25	1.25	1.37
<i>Water & Sanitation</i>	2.12	1.94	4.14	4.14	4.25
Current	1.06	1.03	1.97	1.97	2.03
Investment	1.06	0.91	2.16	2.16	2.23
Total	6.66	7.18	15.22	15.22	16.06

Source: Diagne, Cabral, Robillard and Cissé, 2011.

Table 8

Senegal: Additional average annual public spending on MDG-related services with respect to baseline, 2005-2015 (% of GDP)

	MDG-achieving scenarios		
	Foreign transfers	Foreign borrowing	Foreign transfers + direct taxes
<i>Primary education</i>	4.46	4.46	4.94
<i>Health Services</i>	1.38	1.38	1.62
<i>Water & Sanitation</i>	2.20	2.20	2.32
Total	8.04	8.04	8.87

Source: Diagne, Cabral, Robillard and Cissé, 2011.

By comparison with the baseline scenario, additional costs represent between 8 and 8.9 per cent of GDP, depending on how the public budget deficit is funded (table 8). Clearly, Senegal will need larger resource transfers than in the past in order to achieve quality education for all by 2015. The economic reforms it must undertake to spur growth in all sectors of production and to improve efficiency in public spending, particularly for suppliers of educational services, will be equally important. These two types of contribution will enable Senegal to assemble the resources it needs to properly fund its education system, particularly primary education.

V. Conclusion

Like most developing countries, Senegal is still contending with a trade-off between quantity and quality of education. The lack of progress over the past decade in the results of PASEC standardized assessment tests shows that it is finding it difficult to ensure that these two crucial components of the education system are present simultaneously. However, the progress in access to education clearly indicates that the primary challenge in the coming years will be to improve the quality of education. Certainly further investments will be needed to replace temporary facilities with well-equipped permanent classrooms, build fences around all schools, close gaps in access to education in rural areas and ensure that the education provided meets the specific needs of certain segments of the population, including by taking into account the need for religious education. With the support of the international community, these investments should be completed within the next three or four years under the Education for All Fast Track Initiative, which, in Senegal, focuses on school construction. Therefore, greater resources can and should now be directed towards quality. As in the late 1990s, when high unit costs and a resulting decline in enrolment in Senegal had to be reduced in any way possible in order to quicken the pace of advancement towards education for all, bold innovations must now be developed and implemented in the education system in order to enhance quality significantly. It is well known that the recruitment and continuing education of qualified teachers are crucial to any strategy for improving quality, as are textbooks that meet the requirements of regularly updated curricula. But more must be done. The battle for quality cannot be won unless communities themselves are empowered. It is equally important to give them the tools they need to have an impact on quality and to provide training in the use of these tools. The tight macroeconomic constraints under which the education sector will develop, and that sector's relatively large share of public expenditure, clearly put pressure on the Government to set efficient policies. It would do well to make better use of its dynamic civil society.

Table A (1)
Remuneration of primary schoolteachers, by status (in % of per capita GDP)

Country	Status		
	Civil servant	Contractual	Community
Benin (2002)	5.2	2.1	1.3
Burkina Faso (2002)	5.8	5.6	2.2
Cameroon (2002)	5.3	1.4	0.8
Chad (2002)	8.2	—	2.3
Congo (2003)	2.4	0.9	0.6
Côte d'Ivoire (2001)	4.8	—	—
Guinea (2000)	3.5	1.1	—
Madagascar (2005)	4.4	—	—
Mali (2000)	5.8	1.5	0.9
Niger (2000)	8.9	3.5	—
Senegal (2003)	5.7	2.6	—
Togo (2001)	6.4	3.3	1.3
Average	5.5	2.4	1.3

Source: Bourdon and Nkengne (2007)

Table A (2)
Estimated increase in enrolment attributable to the recruitment of teachers from outside the civil service

Country	Total number of students enrolled	Number of students who would have been enrolled with only civil servant teachers	Increase in enrolment attributable to the recruitment of teachers from outside the civil service	% of additional children enrolled
Benin (2006)	1 356 618	856 984	499 834	37%
Burkina Faso (2006)	1 590 371	1 293 214	297 157	19%
Cameroon (2002)	2 723 371	2 419 654	303 717	11%
Chad (2003)	1 139 042	1 028 905	110 137	10%
Congo (2005)	611 679	580 561	31 118	5%
Guinea (2003)	1 163 126	947 326	215 800	19%
Madagascar (2006)	3 698 906	2 462 667	1 236 239	33%
Mali (2004)	1 505 903	1 335 228	170 675	11%
Niger (2003)	857 592	607 497	250 095	29%
Senegal (2004)	1 382 749	924 170	458 579	33%
Togo (2007)	1 208 605	1 077 604	131 001	11%
Total	17 238 162	13 533 810	3 704 352	21%

Source: Aliou Diop, 2011.

Table A (3)
Average student scores in a sample of African countries

<i>Country</i>	<i>Score Monitoring Learning Achievement (MLA) equivalent</i>	<i>Country</i>	<i>Score Monitoring Learning Achievement (MLA) equivalent</i>
Botswana	51.7	Namibia	48.1
Burkina Faso	52.7	Niger	40.8
Cameroon	60.0	Senegal	42.5
Côte d'Ivoire	51.3	South Africa	49.6
Gambia	40.4	Togo	52.1
Guinea	51.6	Uganda	58.0
Kenya	68.8	Zanzibar	41.7
Madagascar	58.4	Zambia	43.3
Malawi	48.5	Zimbabwe	57.7
Mali	50.8	Average	51.6
Mauritius	64.1		

Source: Mingat (2003).

Table A (4)
Distribution of primary schoolteachers, by status in 2009

<i>Public primary schoolteachers</i>		
<i>Status</i>	<i>Total</i>	<i>%</i>
Contractual teachers	17 843	43.5%
Civil servants	14 283	35%
Education volunteers	6 957	17%
Decision makers	1 842	4.2%
Total	40 925	100%

Source: Ministry of Education, Department of Education Planning and Reform (MEN/DPRE) (2009).

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