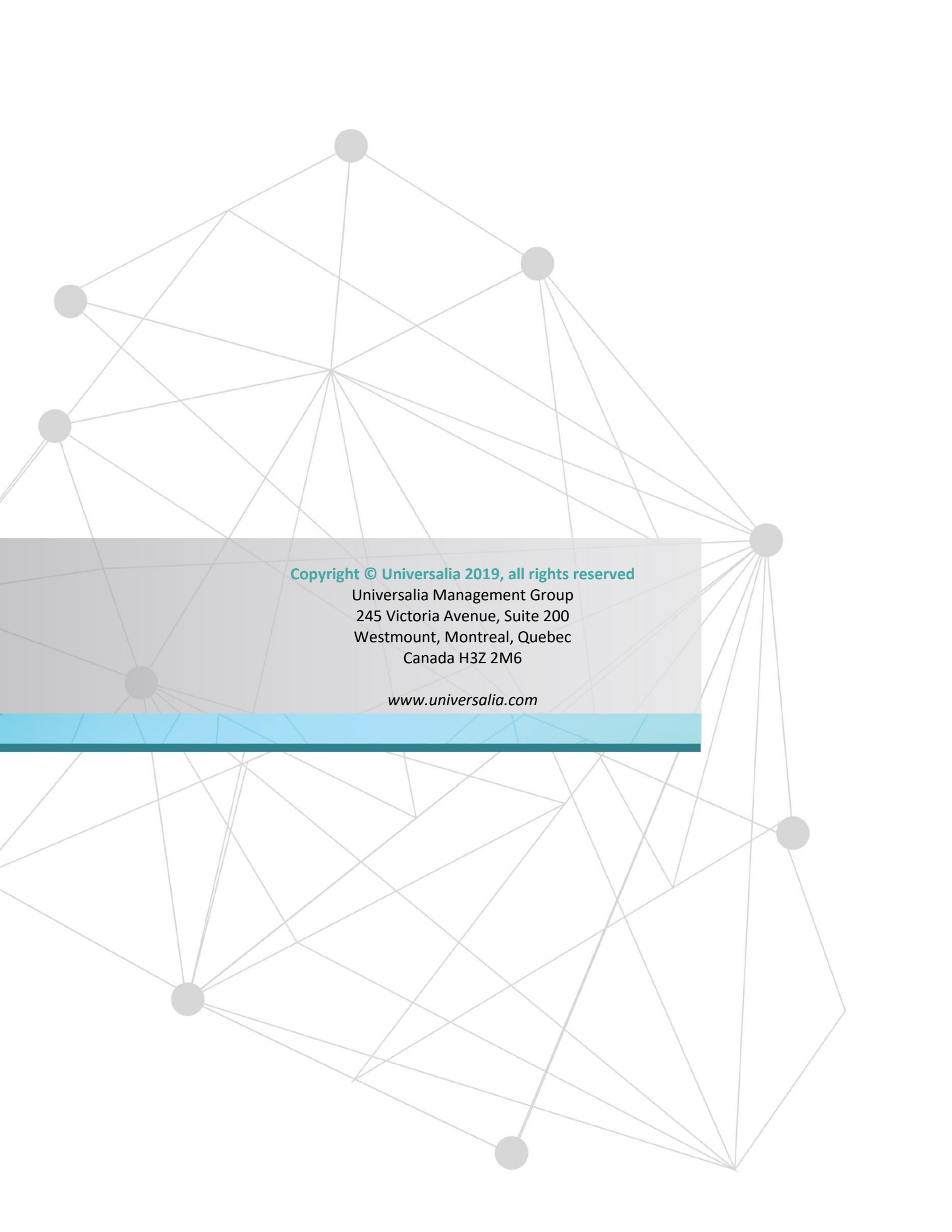


# Summative Evaluation of GPE's Country-level Support to Education

Batch 4, Country 11: Senegal

FINAL REPORT | AUGUST 2019





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# Executive Summary

## Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

This study was conducted between April and July 2019 and covered GPE support from 2012 to 2018. It draws on document, database and literature review, as well as on consultations with a total of 68 governmental, multilateral, bilateral, and non-governmental stakeholders in Senegal.

## Education in Senegal

The Republic of Senegal is a West African country that gained its independence from France in 1960. As of 2018, it had a population of 15.8 million inhabitants and an annual population growth rate of 2.8 percent. Senegal is a lower-middle-income country, with 38 percent of its population living under US\$1.90 (2011 PPP US\$) a day in 2016, and a per capita Gross National Income (GNI) of US\$3,138 in 2017 (2011 PPP US\$).

Overall management of the education sector falls under the purview of three ministries: Ministry of National Education (MEN), which is in charge of pre-primary through to secondary, as well as adult basic education; Ministry of Higher

Education, Research and Innovation (MESRI); and Ministry of Vocational Training, Learning and Handicrafts (MFPA), which is in charge of TVET.

Senegal's formal education system is organized into pre-primary, primary (*élémentaire*), lower secondary (*moyen*), upper secondary (*secondaire*), and higher education, with TVET streams at both upper secondary and higher education levels. Education is mandatory and nominally free for primary, lower secondary and one year of pre-primary. The official language of instruction is French.

In 2017, there were a total of 6.2 million school-aged children from pre-primary through to upper secondary school age, and close to 3.4 million children were enrolled in schools from pre-primary to upper secondary levels (more than 50 percent girls).

Over the course of the past decade, Senegal has developed three Education Sector Plans, covering the periods 2000–2011, 2013–2025, and 2018–2030 (which was a renewal of the 2013–2025 plan). **This evaluation focuses on the 2013–2025 ESP (PAQUET) and the transition to the 2018–2030 plan, as the period covered by the most recent GPE ESPIG (2013–2018).**

## GPE in Senegal

Senegal joined GPE in 2006 and is represented on the Board through the Africa 2 constituency.

Since joining GPE, Senegal has received six grants from GPE: one Education Sector Plan Development Grant (ESPDG), three Education Sector Plan Implementation Grants (ESPIGs), and two Program Development Grants (PDGs). This evaluation focuses on the period of the 2013–2018 ESPIG, which was provided as sector support funding of US\$46.9 million to the government.

## GPE contributions to sector planning

### *State of sector planning in Senegal, 2012–2018*

Senegal has a tradition of government-led, evidence-based education sector plans and the quality of sector plans has improved over time. Both the 2013–2025 and 2018–2030 PAQUET were of good quality as per the GPE quality standards for Education Sector Plans, with the most recent plan showing improvements, particularly in terms of better addressing key challenges in sector management and the quality of the financial framework.

The 2018–2030 PAQUET had an improved planning process compared to the 2013–2025 plan. Most stakeholders interviewed in Senegal agreed that the process used for the renewed PAQUET (2018–2030) was more structured, in terms of regular review and validation, more transparent and more robust methodologically. Planning units of the different education ministries were trained in the use of standard planning tools and methodologies and the review process involved a broader range of education stakeholders, making the process more participatory and inclusive. The Action plan for the implementation of PAQUET 2018–2030 was also developed from the bottom up and it was perceived that there was greater understanding and appropriation of the sector planning process by all levels of government.

In addition, the latest plan had an improved process for developing key indicators for joint sector monitoring and provided greater focus on equity, gender equality, inclusion and vulnerability. Overall, consulted stakeholders considered that planning capacity has been strengthened over time and each successive version of PAQUET is perceived as more comprehensive in its analysis of sector achievements, challenges and needs. However, it should be noted that no comprehensive

education sector analysis (ESA) was undertaken in Senegal for the period under review. Development partners observe that the existing evidence base is fragmented and overly dependent on evaluation reports, which are more limited in scope and focus than ESAs.

The 2018–2030 PAQUET features three intermediate outcomes: i) provision of **quality** education and training, ii) inclusive and equitable **access** to quality education and training for all, and iii) improved **governance** and accountability by all actors.

Despite noted improvements in sector planning over time, imbalances in the planning process, which have historically favored basic education, and the significant role played by the Planning Directorate within MEN (DPRE-MEN) in driving sector planning has resulted in limited overall government ownership of the sector plan. In fact, there are challenges in the perceived benefits of PAQUET 2018–2030 to other education ministries beyond MEN. As such, there is skepticism that the commitments reflected in the sector plan will be respected, particularly due to perceived imbalances in investments between sub-sectors.

### *GPE contributions*

**GPE's ESPDG funding** allowed for a more structured and inclusive sector planning process, while also providing financing for an evaluation of the first phase of PAQUET that served as an evidence-base for renewed sector planning.

In addition, **GPE's new Quality Assurance Review (QAR)**, in particular the independent appraisal, resulted in several quality improvements to PAQUET 2018–2030, particularly with regard to the consistency and credibility of the financial simulation and framework. A second and more in-depth set of revisions were undertaken as a result of the independent appraisal.

Finally, **GPE ESPIG funding requirements** was one of several factors influencing the decision to renew the PAQUET 2013–2025 and encouraged

decision-makers in Senegal to proceed with an evaluation of the plan.

The contribution of the **Coordinating Agency** (UNICEF and UNESCO) was viewed by the vast majority of stakeholders consulted as efficient and supportive and the World Bank, as the **ESPDG Grant Agent** contributed to sector planning through its stewardship of the ESPDG application and resources.

### *Implications for GPE*

While GPE helped improve education sector planning processes and capacities, significant concerns remain around the achievability of the sector plans. The increasing complexity of GPE funding requirements are also seen to increase the administrative burden of stakeholders while potentially undermining local ownership of the sector plan.

## **GPE contributions to sector dialogue and monitoring**

### *State of sector dialogue and monitoring in Senegal*

**Senegal has a long history of sector dialogue that predates GPE membership.** In 2011, a consultative committee was set up between civil society and MEN, and in 2012 a similar committee was set up between locally elected officials. A private sector foundation was also created to represent private sector interests in the education sector. As a result, regular meetings for education sector dialogue took place between 2013–2017. In 2017, the structure and functioning of the LEG was reviewed leading to the creation of the new LEG (GNPEF) that formalized the inclusion of non-state actors as equal partners in sector dialogue. However, challenges remain with regard to its effectiveness. Several initiatives to improve the structure and quality of sector dialogue are currently pending such as the creation of an inter-ministerial coordination body.

**Joint sector reviews (JSRs)** are one of two existing forums where education stakeholders participate in dialogue with the government on education sector performance. Participatory JSRs have been held annually since at least 2009, and include preparatory meetings between government and civil society, private sector, locally elected officials and teacher unions.

While sector dialogue has been effective in promoting alignment, it has had a more limited effect on the promotion of harmonization, coordination and mutual accountability. The lack of regular and formally recognized participation of non-state actors prior to 2017, combined with shortcomings in the structure and function of the GNPEF, has limited mutual accountability in the sector. These issues, combined with significant reliance on project modalities by development partners, a lack of concerted attention to issues of harmonization and aid coordination by government or development partners, have all contributed to limited improvements in the quality of sector dialogue for the period under review.

With regard to data availability, **Senegal has invested significantly in EMIS and is seen to produce regular and reliable sector data.** However, many challenges remain with regard to improving education sector reporting and using data for decision-making.

### *GPE contributions*

During the 2012–2018 period, GPE made some contributions to improved sector dialogue and monitoring in Senegal, particular through the **ESPIG funding**, which was provided through a pooled mechanism with two other development partners and the government. Using non-project aid modalities to deliver its support to the education sector is seen to have increased local ownership and mutual accountability for results. The funding also contributed to improved accountability mechanisms through the development of various inputs such as performance contracts and an integrated data management system (SIMEN).



## Implications for GPE

Stakeholders have the capabilities, opportunities and motivation to work together to solve education sector issues in Senegal. However, GPE could exert more influence on sector dialogue and monitoring with a greater focus on advocacy with regard to improved promotion of aid effectiveness principles.

## GPE contributions to sector financing

### State of sector financing in Senegal, 2012–2018

**Domestic public financing for education in Senegal increased substantially.** Between 2012–2018, the total education budget increased 40.7 percent with the largest growth seen for higher education and pre-primary. The GoS has traditionally committed to providing relatively high levels of funding to the education sector and domestic spending remained stable above the 20 percent target relative to total government expenditures during the review period.

The shift towards increased funding to higher education meant that relative allocations to basic education decreased and the 2013–2025 PAQUET commitments to budget allocations for vocational training and pre-primary were not respected. The shortfall between planned and actual capital expenditures was the key reason why planned interventions were not implemented as intended, according to consulted government stakeholders.

With regard to education ODA in Senegal, the nominal amount declined overall from an average of US\$140.7 million annually from 2008–2012, to an annual average of US\$130.7 million from 2013–2017. The proportion of international education financing to overall ODA similarly declined slightly, from an annual average of 14.9 percent from 2008–2012 to 13.4

percent from 2013–2017. As a result of decreased external financing in the context of continued high domestic investments, the education sector in Senegal has become less dependent on ODA during the review period.

The composition of donor partners to the education sector has remained fairly stable, with bilateral partners contributing 83 percent of all education ODA on average in the review period. There has been limited progress in improving the quality of international sector financing. Several donors have used sector budget support as their financing modalities. However, the decision around funding mechanism was driven by the particular interests of the individual donors involved, rather than being motivated by sector-wide dialogue and collective momentum towards greater levels of financial alignment and harmonization.

### GPE Contributions

**GPE's financial support contributed significantly to Senegal's education sector.** The 2013–2018 ESPIG financed 1.3 percent of total sector financing between 2012–2017 and represented 9.75 percent of all education ODA during this period. However, GPE support has declined slightly in relative terms over time: ESPIG financing represented 9.1 percent of all education ODA from 2009–2012, and 8.6 percent from 2013–2017.

**GPE's advocacy and funding requirements have had moderate influence on the volume of domestic resources dedicated to education.** At the February 2018 Dakar Conference for GPE's 2018–2020 replenishment, Senegal pledged to maintain its relative education financing above 18 percent of total public expenditures by 2020. However, stakeholders did not indicate that this pledge had any substantial influence on government financing commitments.

**GPE's Multiplier appears not to have been able to leverage additional volumes of international education ODA.** Consulted stakeholders noted that GPE financing provided through this



mechanism influenced did not lead to additional financing, since AFD (who provided co-financing through the Multiplier) had already committed this funding for education in Senegal.

**GPE also had moderate influence on the quality of international financing.** The move towards budget support for the 2018–2022 ESPIG is positive in terms of increased alignment with national systems. However, the choice of funding modality appears to have been an individual decision by the Grant Agent (AFD) and not part of concerted dialogue among development partners more broadly in Senegal, where education ODA is dominated by project modality.

### *Implications for GPE*

Findings from Senegal raise strategic questions with regard to the relevance of GPE financing requirements (if rigidly applied) and the realism of the theory of change assumptions related to GPE's ability to influence the alignment, harmonization and (with regard to the Multiplier) volume of external financing.

## **GPE contributions to sector plan implementation**

### *State of sector plan implementation in Senegal, 2012–2018*

The evaluation was limited in its ability to assess the extent to which the 2013–2025 PAQUET had been implemented as intended, partially due to the very complex framework of planned objectives and activities. Little information was available on the plan's execution rate and many PAQUET results indicators were not reported against with no evidence of systematic monitoring of the 442 planned activity indicators in the three-year action plan for 2013–2015. Data on the 15 key performance indicators that are reported against show mixed progress, with

44.4 percent of indicators showing improvement, 39.7 percent showing deterioration, 11 percent that stagnated and 4.7 percent that did not have sufficient data to assess progress.

Overall, the plan was adequately financed with CFA 1,573 billion allocated to the sector (against planned costs of CFA 1,585 billion).

Consulted stakeholders highlighted several key achievements of the implementation of PAQUET 2013–2025, including increased educational offer through non-traditional education services targeted at out-of-school children, the establishment of performance contracts as a results-based management tool to strengthen accountability, direct financing to public primary schools with each school receiving CFA 3,500 per student annually, and the reform and strengthening of pre-service teacher training. There was also rapid expansion of infrastructure and financing to higher education in order to meet increasing demands and university enrollments.

Nevertheless, several high-level initiatives were not implemented as planned, namely the development of a competency-based curriculum for basic education, the status of which is still unclear, and the replacement of schools with temporary shelters, which to date has not received any funding. The main limitations for the implementation for PAQUET 2013–2025 were the substantial financing gaps between planned and disbursed capital expenditures.

### *GPE Contributions*

The GPE-financed PAQEEB project is widely recognized as spearheading the most significant achievements in the 2013–2025 PAQUET, in particular those related to strengthening governance: the use of performance contracts, training of school-based management committees, direct financing to primary schools, and providing trainings and equipment at both central and decentralized levels. In addition, the project improved pre-service teacher training

through the construction of training centers, reforming pre-service curricula and revising teaching guides, as well as initiated efforts to enhance and harmonize EMIS systems and institutionalize results reporting at all levels.

**The 2013–2018 ESPIG financed 1.3 percent of total sector financing, but 52.2 percent of total financing of the PAQEEB project.** PAQEEB also provided financial support, capacity training and equipment to key government units responsible for plan implementation at both the central (i.e. DPRE) and the decentralized levels.

### *Implications for GPE*

One observation emerging from findings is that having a credible (as per GPE's internal assessment and the external appraisal), endorsed and well-funded sector plan does not automatically translate into a well-implemented plan if there is little focus on strong local ownership across the sector accompanied by robust and effective monitoring and accountability mechanisms. Most stakeholders agree that PAQUET is a good vision document for education sector priorities but is insufficiently operational and relevant as a sector management tool for implementation while monitoring and accountability remain weak.

### **Factors other than GPE contributions affecting change**

**Factors that positively influenced** change in the above described areas included (i) significant national capacity for education sector planning within MEN prior to the review period; (ii) long-standing traditions of sector dialogue between government and development partners; and (iii) significant and sustained financial support by various development partners to the government of Senegal.

**Factors that negatively influenced** change included (i) the uneven capacity developed for sector planning across education ministries and

between national/local levels; (ii) the traditional focus of external investments on basic education; (iii) limited capacity by national and local education stakeholders for data analysis to support decision-making; (iv) the central role played by DPRE-MEN in all aspects of planning, monitoring and implementation; and (v) the reliance on project modality as the preferred ODA delivery mechanism and lack of concerted dialogue and movement towards harmonized forms of aid delivery.

### **Unintended results of GPE support**

The evaluation did not find evidence of any unintended, positive or negative, effects of GPE support to sector planning, sector monitoring, and sector plan implementation, with the exception of the large share of time consumed by GPE processes relative to other issues of importance in sector dialogue.

### **System level change**

#### *System level change*

**During the 2012–2018 period, Senegal made substantial improvements in expanding education access and strengthening governance, with moderate improvements in equity and quality.** Changes include:

#### Equitable access

- **Increase in the number of classrooms** by 25.7 percent at the pre-primary and 82.2 percent at the secondary level, in line with the government's goal to achieve universal basic education.
- **Strengthening alternative forms of community-based and non-formal education** in order to reach out-of-school children and children who attend Islamic schools (daaras), by linking the system of

daaras with the national education framework. The number of daaras that were classified as “modern daaras” (government-run Islamic schools) increased from 3.4 to 4.1 percent between 2013–2017 and 350 newly recruited teachers graduated from the Franco-Arabic teacher training program. A draft law was also developed defining the legal framework for regulating private daaras.

### Quality

- **Strengthened teacher training and qualifications**, which include revised framework and teacher training curriculum based on a competency-based approach, construction of new teacher training centers in five regions, strengthened requirements for enrolling in teacher training centers, and strengthened qualifications for existing teachers through in-service training. As a result, the proportion of public teachers with a secondary diploma increased across all levels and the proportion of public teachers without a teaching license declined in primary and secondary.

### Sector Management

- **The introduction and institutionalization of performance contracts**, which has established a system of measurable targets allowing for monitoring the achievement of results. Emerging evidence suggests they have contributed to fostering a stronger focus on accountability and the monitoring of results for actors at all levels.
- **Significant progress has been made in the ability to produce reliable data at all levels of the education system**, particularly through the roll-out of a data management system (SIMEN) to streamline and harmonize the different EMIS currently being used.
- MEN also introduced a data management system for **managing all public teachers** across the sector. The new system provides individual salary information, certification and language skills for 95 percent of all

public teachers, as well as the distribution of teachers in individual schools, districts and regions. The system is perceived to have improved the efficiency of teacher deployment.

- **Direct funding to public primary schools** represents a positive step towards improving governance at the local level. Although it is not yet fully institutionalized, stakeholders perceived this as a mechanism to link funding and results with the schools’ development plans and made school funding more efficient. From 2013–2017, direct transfers to primary schools increased from 0.4 to 0.7 percent of overall domestic financing.

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## *Likely links between sector plan implementation and system level change*

The contribution of PAQUET to system-level change is difficult to discern due to lack of effective monitoring and reporting, but all identified system-level improvements were aligned with the objectives of the plan and most were implemented under government leadership. Lack of coordination, weak capacities for evaluating and scaling up pilots, and poor ownership for PAQUET by all education ministries are factors that substantially limit the extent of systemic change in Senegal.

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## *Implications for GPE*

The observed improvements to the education system serve to support key elements of the GPE theory of change with regard to the validity of the education policy cycle for system changes and highlights the value of GPE contributions in improving monitoring and coordination.

## Learning outcomes and equity

### *Changes in learning outcomes, equity and gender equality*

**Senegal had made substantial improvements in terms of access and equity prior to the review period.** Earlier progress in access has since slowed, stagnated or, in some cases, deteriorated.

- **Senegal is still far from achieving its goal of universal basic education.** Progress in expanding access to basic education has slowed (in terms of out-of-school rates) or significantly deteriorated (for lower secondary enrollment) in the review period.
- **Senegal has moderately improved access to pre-primary education,** but the improvements were substantially slower during the review period compared to under the previous sector plan.
- Despite substantive efforts, there has been **little progress in reducing the high rate of children not enrolled in primary and lower secondary schools.**
- **Gender equality has substantially improved for girls** for most basic education indicators, but the situation has shifted with growing inequalities noted for boys in many areas.

**Overall system-level efficiency remains poor and either stagnated or deteriorated over time.**

- Between 2012–2017, primary completion rates have remained stable around 60 percent, while drop-out rates slightly deteriorated from 9.8 to 10.3 percent.
- While the lower secondary completion rate marginally improved between 2012–2017, repetition and drop-out rates deteriorated with repetition rates increasing from 16.4 to 19.1 percent and drop-out rates increasing from 9.1 to 11.8 percent.

**Available data on learning outcomes is inconclusive on whether learning has improved for the period under review.**

- Results for the 2017 national learning assessment was moderately higher compared to 2013 results but significantly lower than 2016 results. Data on pass rates for the annual school leaving exams also show mixed results with improvements at the primary level, some improvements at the lower secondary level and modest decline at the upper secondary level.
- PASEC data, however, show that Senegalese children scored well above the regional average in first grade Math and fourth grade Reading and Math.

### *Likely links to observed system level changes*

Progress in expanding pre-primary and upper secondary access is likely linked to infrastructure development during the review period, while stagnation in primary and lower secondary enrollment and out-of-school rates is likely linked to limited success in improving education quality and relevance in keeping with education demand.

### *Implications for GPE*

It is challenging to follow the theory of change all the way through to the impact level change given poor sector monitoring on achieved results and the time lag between system level improvements and measurable change.

## Conclusions/ Overall observations

### *GPE contributions*

Evidence emerging from stakeholder consultations and reviewed documents highlight

that GPE's contribution to Senegal was strong in the following areas:

- **There were significant improvements noted in the quality of education sector planning processes and the sector plans itself for both the 2013–2025 and 2018–2030 PAQUET.** The GPE operational model in Senegal functioned effectively to improve sector planning.
- **Increased participation in education sector dialogue** due to efforts of the GPE Secretariat, alongside those of the CA and other development partners in Senegal, which were seen to have been effective.
- GPE had a **strong contribution to PAQUET implementation** through PAQEED, which was the biggest program supporting the implementation of the sector plan in terms of programmatic scope, financial envelope, geographic coverage and institutional scope. PAQEED was also the driving force behind many important innovations resulting in improved results-based management and accountability mechanisms.

GPE had more modest contributions in the following areas:

- Although mechanisms and structures for sector dialogue and annual sector monitoring is well-established, significant challenges remain with regard to effectiveness and principles of alignment, harmonization and mutual accountability have not been actively promoted. **GPE's contributions to improving the quality and effectiveness of sector dialogue and performance monitoring are seen to be limited.**
- There are no indications that GPE has been able to influence the distribution of domestic sector financing in Senegal, despite consistent advocacy by the GPE Secretariat. GPE also does not appear to have a catalytic role in leveraging additional volumes of international financing to Senegal.

## *Emerging good practice*

**Senegal's internal capacity for education sector planning and the development of financial simulation models and frameworks.** MEN has developed significant capacity since 2007 to lead its own sector planning processes and financial simulation modeling leading to improved sector plan quality over time.

**A commitment to improve RBM and public financial management systems for over a decade.** Progress has been driven by sustained political will to increase transparency and accountability at all levels of government, including in the education sector.

**Well-established and government-led mechanisms for sector dialogue and joint sector review processes.** While there are ongoing challenges in the differentiation (policy, technical, thematic, by stakeholder groups) of sector dialogue, Senegal has had regular functioning sector dialogue and annual joint sector review mechanisms in place for well over a decade.

**Recent attention given to the concept of vulnerability and the inclusion of alternative forms of education within the definition of basic education.** PAQUET 2018–2030 defines vulnerability, discusses strategies to address it and includes it as an indicator in its results framework. This is an important aspect with regard to promoting equity in education. The PAQUET focus on education relevance and education demand in its development of alternative forms of education is an innovative way to address large proportions of unschooled and under-schooled children.

## *Strategic Questions for GPE*

- 1) **How can GPE improve the assessment of and support for the 'achievability' of the ESP?** While two ESPs in Senegal have been deemed satisfactory according the GPE's ESP ratings, in practice the PAQUET 2013–2025 was not fully funded or implemented. As a



result, stakeholders are skeptical with regard to ESP 'achievability', which limits sector-wide ownership for the plan. How can the ESP become more realistic, more contextually relevant and continuously updated as a management tool for the strategic governance of investment in the education sector? What leverage can GPE exert to influence the achievability of ESPs and support GoS in strategic governance of ESPs without further complexifying its guidance and funding requirements?

- 2) **What is the appropriate balance in time, energy and resources, for the GPE Secretariat between its dual roles of donor agency versus promoting the quality of mechanisms and structures for mutual accountability and respect of aid effectiveness principles at the country level?** How can the GPE Secretariat play a more visible role in ensuring the *quality* of education sector dialogue and monitoring at the country level for improved mutual accountability? What role can GPE realistically play with regard to policy dialogue and capacity building in Senegal related to improved mutual accountability?
- 3) **How to balance and/or prioritize the multiple and often competing principles GPE is attempting to promote through its ESPIG funding requirements?** Most obviously, in the case of Senegal, this has pitted the promotion of equity considerations against those of local ownership and mutual accountability for a government-led and credible ESP, which was endorsed by GNPEF and approved by GPE.
- 4) **Finally, what is the appropriate balance between the promotion of GPE funding priorities and consideration for the national, contextual realities as defined by national stakeholders?** What would a greater consideration of national, contextual realities and a greater presence in policy dialogue mean for the role of the CL, their presence, proximity, knowledge of the context and relationship building at the country level?



# Acronyms

AFD	Agence Française de Développement (French Development Agency)
AfDB	African Development Bank
ANPECTP	Agence Nationale de la Petite Enfance Et De La Case Des Tout Petits
APR	Annual Performance Report
BAC	Baccalauréat (end of secondary diploma)
BFEM	Brevet de Fin d'Études Moyen (end of lower secondary diploma)
BID	Banque islamique de développement (Islamic Development Bank)
BTOR	Back-to-office report
CA	Coordinating Agency
CEP	Cellules de suivi et de planification (planning and monitoring unit)
CEQ	Country Evaluation Question
CGE	Comités de Gestion d'Écoles (school management committee)
CL	Country Lead
COSYDEP	Coalition des organisations pour la défense de l'éducation publique (CSO)
CRFPE	Centre régional de formation du personnel de l'éducation (regional teacher training centers)
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CSR	Country Sector Report
DCP	Developing Country Partner
DPRE	Direction de la Planification et la Réforme de l'Éducation
DSRP	Document de Stratégie pour la croissance et la Réduction de la Pauvreté
ECE	Early Childhood Education

EFA	Education for All
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
ESR	Education Sector Review
FTI	Fast Track Initiative
GA	Grant Agent
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (German development agency)
GNI	Gross National Income
GNPEF	Groupe national des Partenaires de l'Éducation et de la Formation (LEG)
GoS	Government of Senegal
GPE	Global Partnership for Education
GRA	Global and Regional Activities
GTEF	Groupe thématique education-formation (Education and Training Thematic Group)
IA	Inspection d'académie
IBRD	International Bank for Reconstruction and Development
IEF	Inspections de l'Éducation et de la Formation
IIEP	International Institute for Educational Planning
JSR	Joint Sector Review
LARS	Learning Assessment and Reporting Systems
LEG	Local Education Group

M&E	Monitoring and Evaluation
MEN	Ministère de l'Éducation Nationale (Ministry of National Education)
MESRI	Ministère de l'Enseignement supérieur, de la Recherche et de l'Innovation (Ministry of Higher Education)
MFCAA	Ministère de La Formation Professionnelle, de l'apprentissage et de l'artisanat (Ministry of TVET)
NGO	Nongovernmental Organization
OECD	Organization for Economic Cooperation and Development
PADES	Programme d'appui au développement de l'éducation au Sénégal
PAQEEB	Projet d'Amélioration de la Qualité et de l'Équité de l'Éducation de Base (Quality improvement and equity of basic education project)
PAQUET	Programme d'Amélioration de la Qualité, de l'Équité et de la Transparence
PDEF	Plan décennal d'éducation et de formation
PDG	Program Development Grant
PMF	Performance Measurement Framework
PSE	Plan Sénégal Émergent
PTA	Plan de travail annuel (Annual action plan)
RNSE	French definition (National Education Sector Report)
SNER	Système national d'évaluation des rendements scolaires
ToC	Theory of Change
TOR	Terms of Reference
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
US\$	United States dollar



# Terminology

<b>Alignment</b>	Basing support on partner countries' national development strategies, institutions and procedures. <sup>1</sup>
<b>Basic education</b>	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
<b>Capacity</b>	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals e.g. resources, enabling environment) and capabilities (knowledge, skills). <sup>2</sup>
<b>Education systems</b>	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. <sup>3</sup> Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curricula, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system. <sup>4</sup>
<b>Equity</b>	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. <sup>5</sup>

<sup>1</sup> OECD, Glossary of Aid Effectiveness Terms. <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

<sup>2</sup> Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

<sup>3</sup> Moore, Mark. 2015. *Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform*. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

<sup>4</sup> World Bank. 2003. *World Development Report 2004: Making Services Work for Poor People*. Washington, DC: World Bank; New York: Oxford University Press.

<sup>5</sup> *Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal*. GPE 2010; p.3.

<b>Financial additionality</b>	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
<b>Gender equality</b>	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. <sup>6</sup>
<b>GPE support</b>	The notion of “GPE support” encompasses financial inputs deriving from GPE grants and related funding requirements, as well as non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE’s global, regional, and national level engagement through technical assistance, advocacy, knowledge exchange, quality standards and funding requirements.
<b>Harmonization</b>	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g. pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors’ reporting processes and procedures, along with uncoordinated country analytic work and missions. <sup>7</sup>
<b>Inclusion</b>	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education. <sup>8</sup>

<sup>6</sup> GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: <http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

<sup>7</sup> Adapted from OECD, Glossary of Aid Effectiveness Terms <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

<sup>8</sup> GPE 2010, p.3.



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# 1 Introduction

## 1.1 Background and purpose of this summative country level evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All/Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.<sup>9</sup> GPE is a partnership that brings together developing countries, donor countries, international organizations, civil society, teacher organizations, the private sector and foundations.

2. This country level evaluation (CLE), of GPE's support to the national education system of the Republic of Senegal, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact at the country level.<sup>10</sup> Senegal was selected as one of 20 summative CLE countries based on sampling criteria described in the study's inception report.<sup>11</sup> As per the inception report and the study's Terms of Reference (TOR), the objective of summative CLEs is:

- to assess GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence;
- To assess the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.<sup>12</sup>

3. The primary intended users of CLEs are members of the Global Partnership for Education, including Developing Country Partners (DCPs) and members of local education groups (LEGs) in the sampled countries, and the Board of Directors. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

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<sup>9</sup> Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems. <https://www.globalpartnership.org/content/gpe-2020-strategic-plan>.

<sup>10</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in sector learning, equity, gender equality and inclusion outcomes (reflected in Strategic Goals 1 and 2 of the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

<sup>11</sup> See final Inception Report, 2018, <https://www.globalpartnership.org/content/country-level-evaluations-final-inception-report>, and subsequent update, the Modified Approach to CLEs, 2018. [www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020](https://www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020)

<sup>12</sup> For details on the model, see Global Partnership for Education (2017): How GPE works in partner countries. <https://www.globalpartnership.org/content/how-gpe-works-partner-countries>

**Box 1.1. Scope of this summative country level evaluation**

This summative CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting partner developing countries. It does *not* set out to evaluate the performance of the Government of Senegal (GoS), of other in-country partners and stakeholders, or of specific GPE grants.

The core review period for this CLE (2012-2018) runs from the start of the 2013-2025 Education Sector Plan, which was developed in 2012, through to implementation of the 2013-2018 Education Sector Plan Implementation Grant (ESPIG) and the development of the 2018-2030 ESP, therefore including two sector plans and one ESPIG.

## 1.2 Methodology overview

4. The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change for Senegal (Appendix II).<sup>13</sup> A brief summary of the CLE methodology is provided in Appendix III of this report. For further details, please refer to the final Inception Report for the overall assignment (January 2018).

5. For the Senegal CLE, the evaluation team consulted a total of 68 stakeholders from the Ministry of Education (MEN) and its agencies, other ministries, district-level officials, and institutions of Senegal, bilateral and multilateral donor agencies, civil society coalitions, teachers' unions, non-governmental organizations, the GPE Secretariat and other backgrounds (see Appendix IV for a list of consulted stakeholders). Most of these stakeholders were consulted in Dakar, Senegal, between April 10<sup>th</sup> and 24<sup>th</sup>, 2019, whilst the remainder were consulted by phone/Skype shortly before or after the mission. The evaluation team also reviewed a wide range of relevant documents, databases and websites, as well as selected literature (see Appendix VI for a list of reviewed sources).

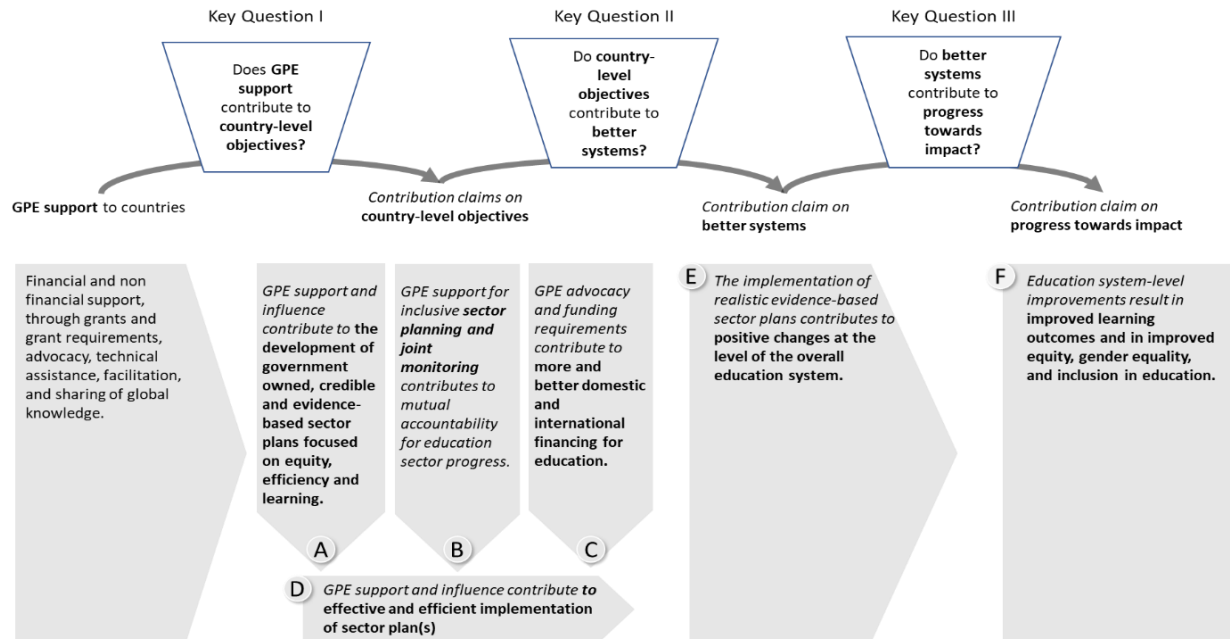
6. The report presents findings related to the three 'Key Questions' (KQs) from the evaluation matrix, which trace the contribution of GPE support to GPE country-level objectives (KQ I); of these country-level objectives to better education systems (KQ II); and of better education systems to progress towards impact-level objectives in terms of learning, equity, gender equality and inclusion (KQ III). The findings of this report are accordingly presented under three sections that each corresponds to one of the KQs. In turn, each section is divided into sub-sections that address key GPE contribution claims as per GPE's ToC. The three KQs and the six contribution claims (A, B, C, D, E, F) are shown in Figure 1.1.

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<sup>13</sup> This country-specific ToC was adapted from the generic country-level ToC that was developed in the assignment Inception Report.



**Figure 1.1** The evaluation presents findings on key evaluation questions and contribution claims



7. Throughout the report, we use tables to provide readers with broad overviews of key CLE findings on the respective issue. To facilitate quick orientation, we use a simple color-coding scheme that is based on a three-category scale in which **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue. In each table, the respective meaning of the chosen color coding is clarified. The color coding is intended as a qualitative orientation tool to readers, rather than as a quantifiable measure.

## 1.3 Structure of the report

8. Following this introduction, **Section 2** gives an overview of the national context of Senegal, with a focus on the education sector and on the history of the country's involvement with GPE.

9. **Section 3** presents evaluation findings related to GPE's contributions to education sector planning; to mutual accountability in the education sector through inclusive policy dialogue and sector monitoring; to domestic and international education sector financing; and to education sector plan implementation.

10. **Section 4** discusses education system-level changes in Senegal during the period under review (2012-2018), as well as any likely links between these changes and the four areas of changes discussed in section 3 (sector planning, mutual accountability, plan implementation and financing).

11. **Section 5** presents an overview of the impact-level changes in terms of equity, gender equality, inclusion and learning outcomes observable over the course of the 2012-2018 review period, as well as any likely links between these changes and system-level changes noted in section 4.

12. **Section 6**, finally, presents overall conclusions of the evaluation and outlines several strategic questions to GPE, with regards to the relevance, efficiency and effectiveness of GPE's country level theory of change (ToC) and of its country-level operational model.

## 2 Context

### 2.1 Overview of Senegal

13. Senegal, officially the Republic of Senegal, is a country in West Africa which gained its independence from France in 1960. As of 2018, it had a population of 15.8 million inhabitants and an annual population growth rate of 2.8 percent. Senegal is a lower-middle-income country, with 38 percent of its population living under US\$1.90 (2011 PPP US\$) a day in 2016, and a per capita Gross National Income (GNI) of US\$3,138 in 2017 (2011 PPP US\$).<sup>14</sup> Economic performance has been high since 2014, with more than 6 percent annual growth rates, and is expected to remain strong for the foreseeable future.

14. Senegal's long-term development vision is outlined in the "Plan Senegal Emergent" (PSE) launched in 2013. It is based on three pillars: economic transformation, human capital improvement, and strengthening good governance and the rule of law, and sets out an ambitious growth path for the country towards 2035.<sup>15</sup> The PSE is also aligned with the global Sustainable Development Goals (SDGs) and the Africa Union Agenda 2063.

### 2.2 Education sector in Senegal

15. The overall policy framework for the national education system in Senegal is stated in the 2013 PSE and includes an overarching objective on developing human capital to support economic development. In 2014, the Government of Senegal organized consultative meetings (*Assises de l'éducation*) which led to 11 Presidential Decisions to guide the development of the education sector, including: strengthen focus on science and technology across the sector; improve equitable access and develop non-traditional forms of education; strengthen pre-primary education; reinforce the use of national languages in instruction; adapt technical and vocational education and training (TVET) to labor market needs; promote the inclusion of girls and children with special needs; and improve governance and sector dialogue.

16. Overall management of the education sector falls under the purview of three ministries: Ministry of National Education (MEN), which is in charge of pre-primary through to secondary, as well as adult basic education; Ministry of Higher Education, Research and Innovation (MESRI); and Ministry of Vocational Training, Learning and Handicrafts (MFPAA), which is in charge of TVET.

17. Senegal's formal education system is organized into pre-primary, primary (*élémentaire*), lower secondary (*moyen*), upper secondary (*secondaire*), and higher education, with TVET streams at both upper secondary and higher education levels (see Table 2.1). Since 1991, Senegal has worked towards developing a 10-year "fundamental"<sup>16</sup> education cycle for children aged 6-16 that integrates primary and

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<sup>14</sup> Sources: For total population, see World Bank Senegal country overview. Available at: <http://www.worldbank.org/en/country/senegal/overview>. For GNI per capita, see Senegal Human Development Profile, available at: <http://hdr.undp.org/en/countries/profiles/SEN>. For classification as a low-income country, see World Bank classification at <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519>.

<sup>15</sup> <http://www.presidence.sn/en/pse/presentation>

<sup>16</sup> *Cycle fondamentale*.

lower secondary education and the last year of pre-primary into the same institutions and using a harmonized curriculum.<sup>17</sup> Education is mandatory and nominally free for primary, lower secondary and one year of pre-primary. The official language of instruction is French.

**Table 2.1** Overview of education structure in Senegal<sup>18</sup>

LEVEL AND GRADE	AGE GROUP (IN YEARS)	CHILDREN OF SCHOOL AGE	STUDENTS IN SCHOOL <sup>19</sup>
Pre-primary	3-5	1,354,197	237,757 (17.5%)
Primary	6-11	2,426,470	2,087,558 (86%)
Lower Secondary	12-15	1,424,911	720,554 (50.5%)
Upper Secondary	16-18	959,809	327,933 (34.2%)
Total:		6,165,387	3,373,802 (54.7%)

18. An estimated 37 percent of all children aged 6 to 16 are not enrolled in formal education (considered out-of-school) and a large majority of these attend the non-formal education system, which mostly consists of private, often unregulated, Islamic schools, called *daaras*.<sup>20</sup> Several different versions of *daaras* exist:

**traditional daaras** focus

predominantly on teaching students to learn and read through memorizing the Qur'an.<sup>21</sup> **Arabic daaras** also provides Arabic language instruction, while **Franco-Arabic daaras** can both be private and public, and provide instruction in Arabic and French languages and often also certain subjects used in public schools, such as a reading, writing and mathematics. To address the issue of OOS children enrolled in non-formal education, the Government of Senegal (GoS) has since 2011 introduced measures to modernize *daaras* (see Box 2.1) with the support of the Islamic Development Bank (IsDB).

#### Box 2.1. Modern private and public daaras

- **Modern private daaras:** The schools enrolled in this program agree to use a modern curriculum developed by the GoS, while receiving financial and technical support for new infrastructure, equipment, and teacher trainings.
- **Modern public daaras.** These schools are fully designed, constructed and operated by the GoS under the PAMOD project, using a modern curriculum.

<sup>17</sup> According to Law n° 91-22 of 16 February 1991

<sup>18</sup> All figures taken from the Rapport national du secteur de l'éducation (RNSE 2017).

<sup>19</sup> Sources provide different estimates for the total number of OOS children in Senegal, and consulted stakeholders noted the lack of reliable data. For 2017, the national education report (RNSE) estimated that 42.2% of all children aged 6-16 were not in school, while a USAID-funded study estimated that, in 2016, 37.3% of all children aged 6-16 were not enrolled in schools. USAID "Etude nationale sur les enfants et les jeunes" June 2017, p. 29.

<sup>20</sup> *Daaras* can function as boarding schools or day schools, with (separate) attendance of both boys and girls.

<sup>21</sup> They are usually unregulated neighborhood schools and sometimes obligates the students to beg for food and money to cover the needs of the school. Dia, Hamidou, Clothilde Hugon, et Rohen d'Aiglepiepierre. « Le monde des écoles coraniques. Essai de typologie pour le Sénégal », *Afrique contemporaine*, vol. no 257, no. 1, 2016, pp. 106-110.

19. Based on data from the UNESCO Institute of Statistics (UIS) and the Annual Education Report, it can be estimated that as of 2017 there were, in Senegal:<sup>22</sup>

- **Children of school age:** A total of 6.2 million children and adolescents from pre-primary through to upper secondary school age.
- **Students in school:** Close to 3.4 million children enrolled from pre-primary to upper secondary levels (more than 50 percent girls).
- **Schools:** 3,293 pre-primary schools, 9,977 primary schools, 1,980 lower secondary schools, and 882 upper secondary schools. In total, of 16,132 pre-primary, primary and secondary schools, 69 percent are public and 31 percent private. Private schools are most common at the pre-primary and upper secondary level. Unless otherwise specified, the data in this report includes public and private institutions.
- **Teachers:** In 2017, there were 10,709 pre-primary staff, 63,739 primary teachers and 28,618 upper secondary teachers. Data was not available on the number of lower secondary teachers.

20. Senegal's current Local Education Group (LEG), the GNPEF<sup>23</sup> was established in 2017. It includes a thematic group for development partners with three sub-committees, structured around ministry sub-sectors.

21. Over the course of the past decade, Senegal has developed three Education Sector Plans, covering the periods 2000-2011, 2013-2025, and 2018-2030. This evaluation focuses on the 2013-2025 ESP (PAQUET)<sup>24</sup> and the transition to the 2018-2030 plan, as the period covered by the most recent GPE ESPIG (2013-2018). However, the evaluation also refers to previous and subsequent plans/grants, where relevant. Table 2.2 provides an overview of the main policies, plans, and GPE grants in the review period.

**Table 2.2** *Timeline of key policy documents in the Senegal education sector, 2010-2019*

CATEGORY	PRE 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	POST 2020
Review Period				Review period for this CLE: 2012-2018								
National frameworks	DSRP 2003-2010											
						Assises de l'Éducation						
				Plan Senegal Emergent: 2013-2035								
Sector Plans	PDEF 2000-2011											
				PAQUET 2013-2025								
											PAQUET 2018-2030	
JSRs	•	•	•	•	•	•	•	•	•	•		
	ESPIG 2009-2014											

<sup>22</sup> Unless otherwise specified, country-level data presented includes all institutions (public and private).

<sup>23</sup> Groupe national des Partenaires de l'Éducation et de la Formation

<sup>24</sup> Programme d'Amélioration de la Qualité, de l'Équité et de la Transparence

CATEGORY	PRE 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	POST 2020
GPE grants					ESPIG 2014-2018							
											ESPIG 2019-2023	
					PDG			ESPDG		PDG		

## 2.3 GPE in Senegal

22. Senegal joined GPE in 2006 and is represented on the Board through the Africa 2 constituency. Since joining GPE, Senegal has received six grants from GPE: one Education Sector Plan Development Grant (ESPDG), three Education Sector Plan Implementation Grants (ESPIGs), and two Program Development Grant (PDG). This evaluation focuses on the period of the 2014-2018 ESPIG, taking into account the development of the 2013-2025 PAQUET. Dates and values for all grants are shown in Table 2.2.

**Table 2.3** *GPE grants to Senegal*<sup>25</sup>

GRANT TYPE	YEARS	ALLOCATIONS (US\$)	DISBURSEMENTS (US\$)	GRANT AGENT
Program implementation (ESPIG)	2019-2023	42,600,000	N/A	AFD
	2014-2018	46,900,000	45,407,149	IBRD
	2009-2014	79,674,938	79,674,938	IBRD
Sector plan development (ESPDG)	2016	250,000	250,000	IBRD
Program development (PDG)	2018	200,000	200,000	AFD
	2013	200,000	200,000	IBRD

23. The 2019-2023 ESPIG include US\$ 9.8 million (11.2 percent of the envelope) from the GPE Multiplier.

24. The Coalition for organizations working in public education, COSYDEP (*Coalition des organisations pour la défense de l'éducation publique*), has since 2009 consistently received core funding from the Civil Society Education Fund (CSEF).

25. Finally, several GPE Global and Regional Activities (GRA) grants have financed activities specific to Senegal, including GRA 2 (Learning outcomes in early grades in reading), GRA 3 (ELAN - Effectiveness of teaching and learning in bilingual context), and GRA 4 (OPERA - Teaching and learning effectiveness for learning outcomes).

<sup>25</sup> Source: "Senegal", GPE website, <https://www.globalpartnership.org/country/senegal>. All links in this document are as of May 2019. All figures in the table are in current US\$ (as of year of grant approval).

## 3 GPE contributions to sector planning, dialogue/monitoring, financing and implementation

### 3.1 Introduction

26. This section summarizes findings related to Key Question I of the evaluation matrix: “Has GPE-support to Senegal contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?”<sup>26</sup>

27. The GPE country-level theory of change, developed in the inception report and adapted to the Senegal context (Appendix II), outlines four contribution claims related to GPE’s influence on progress towards achieving country-level objectives (one claim per objective).

28. This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, in Senegal, what characterized sector planning, mutual accountability, sector financing or ESP implementation respectively during the period under review? And second, has GPE’s support contributed to observed changes in (and across) these dimensions and, if so, how?

### 3.2 GPE contributions to education sector planning<sup>27</sup>

#### Overview

29. This section addresses the following Country Evaluation Questions (CEQs):

- What characterized the education sector plan in place during the core 2012-2018 period under review? (CEQ 1.1.b)
- Has GPE support to sector planning contributed to better (more relevant, more realistic, government-owned) sector plans? (Key Question V)<sup>28</sup>
- During the 2012-2018 period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support? (CEQ 3.2)

<sup>26</sup> Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

<sup>27</sup> This section addresses evaluation questions CEQ 1.1 b and 1.2 b-d, as well as to (cross-cutting) CEQs 3.1 and 3.2.

<sup>28</sup> In particular: To what extent has the revised QAR process for education sector plans contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 9); To what extent have the revised ESPDG mechanism and/or ESPIG grant requirements (under the NFM) contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 10); and to what extent has GPE support to inclusive sector dialogue influenced sector planning? (CEQ 11b).



- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning? (CEQ 3.1)
- What are the implications of evaluation findings for GPE support to Senegal? (Key Question IV)

30. A high-level overview of evaluation findings on sector planning is provided in Table 3.1. These observations are elaborated on through the findings and supporting evidence presented below.

**Table 3.1** Overview – CLE findings on sector planning and related GPE contributions

PROGRESS TOWARDS A GOVERNMENT-OWNED, ROBUST ESP? <sup>29</sup>	DEGREE OF GPE CONTRIBUTION <sup>30</sup>	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>31</sup>				
		1	2	3	4	5
<p><b>Achieved:</b> The education sector plan (PAQUET 2013-2025) was rated as satisfactory. Significant improvements in the quality of the subsequent PAQUET 2018-2030 were also noted for the period under review.</p>	<p><b>Strong:</b> Overall, stakeholders have demonstrated the capability, opportunity and motivation to improve sector planning over time. GPE financial and non-financial support is seen to have contributed to these improvements. Both ESPs were deemed credible and evidence based by GPE. No comprehensive education sector analysis (ESA) was undertaken during the period under review, however. GPE leverage was not sufficient to influence adherence to all ESPIG funding requirements.</p>					

## Characteristics of sector planning during review period

**Finding 1:** Senegal has a tradition of government-led, evidence-based education sector plans, and the quality of education sector planning has improved over time.

31. Senegal developed its first education sector plan in 2000. The Plan décennal d'éducation et de formation (PDEF 2000-2011) was implemented in three distinct phases (2001-2004; 2005-2008; 2009-2011). The development of the plan was government-led, in consultation with development partners only. Implementation of each three-year phase of the PDEF was guided by a multi-year action plan; an evaluation was conducted at the end of each three-year phase to inform the development of the next

<sup>29</sup> In this case, the objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process, as per GPE/IIEP guidelines, and was endorsed by development partners in country.

<sup>30</sup> This assessment is based on whether the CLE found evidence of (i) GPE support likely having influenced (parts of) sector planning; (ii) stakeholder perceptions on the relevance (relative influence) of GPE support (iii) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

<sup>31</sup> For sector planning, the five underlying assumptions in the country level ToC were: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; (3) stakeholders having the *motivation* (incentives) to do so; (4) GPE having sufficient leverage within the country to influence sector planning, and (5) EMIS and LAS producing relevant and reliable data to inform sector planning.

phase and its action plan.<sup>32</sup> It is therefore important to note that processes were in place for the development, review and renewal of an education sector plan and multi-year action plans in Senegal, well before its membership in GPE began in 2006.

32. Since the completion of the PDEF in 2011, Senegal developed, implemented, monitored and evaluated the first phase of its Programme d'Amélioration de la Qualité, de l'Équité et de la Transparence (PAQUET 2013-2025) which was renewed and extended in 2018 (PAQUET 2018-2030). This process of PAQUET development, implementation, evaluation and renewal, covering the period 2013-2018, is the focus of this summative evaluation.

33. Table 3.2 below compares analysis undertaken in Senegal with regard to education sector strengths and challenges on the one hand, and key objectives and priorities of the education sector plans on the other hand, for both PAQUET 2013-2025 and PAQUET 2018-2030. Overall, there appears to be relatively strong alignment between the report evaluating the former ESP (PDEF 2000-2011)<sup>33</sup> and ESP priorities for the period under review, as well as continuity between the evaluation of the first PAQUET in 2013 and its renewal in 2018. Sector analysis highlighted low retention, high rates of repetition and stagnating learning outcomes leading to an increased focus for PAQUET towards education quality, particularly with regard to improved instruction in math, science and technology. Given the high proportion of children found to be only partially schooled or out-of-school and those opting for non-formal education, PAQUET also improved its focus on responding to education demand and the development of alternative forms of basic education. The renewed PAQUET also increased emphasis on the relevance of the education system (vocational and higher education) to the private sector and labor market demand while strengthening of public-private partnerships. Finally, sector analysis and planning priorities for the period under review both highlight the need to strengthen engagement, coordination and accountability of diverse education actors in the governance of the system while improving the effectiveness, efficiency and transparency of education system management by government.

**Table 3.2** *Overview of key challenges identified and PAQUET strategies*

SUMMATIVE EVALUATION OF PDEF (2012) <sup>34</sup>	PAQUET 2013-2025 <sup>35</sup>
<p><b>Key Challenges:</b></p> <ul style="list-style-type: none"> <li>• Education system insufficiently adapted to demand with regard to relevance, cost, distance, values</li> <li>• Education quality insufficiently targeted with regard to in-service teacher training, pedagogical support systems, and engagement of communities</li> </ul>	<p><b>Intermediate outcomes and priorities:<sup>36</sup></b></p> <ul style="list-style-type: none"> <li>• Create an education system that is sufficient and adapted to education demand in Senegal.</li> </ul> <p>Strategies include: Reach the most vulnerable children; reduce disparities between regions; expand and regulate alternative education</p>

<sup>32</sup> Sources : Rapport d'endossement du PAQUET, février 2013, p. 9. ; Robert, F. Rapport dur l'évaluation technique de la candidature du Sénégal à l'initiative Fast-Track. Février 2006, pp. 4-9.

<sup>33</sup> There was no formal ESA but an evaluation of the PDEF 2000-2011 was conducted and a report submitted in 2012 which served as evidence base for the development of PAQUET. See footnote 32 below for sourcing of this report.

<sup>34</sup> Sources : Diagne, A. Évaluation du Programme décennal de l'éducation et de la formation. 2000—2011. Octobre 2012. pp. 23-25; Rapport d'endossement du PAQUET, février 2013, pp. 10-11.

<sup>35</sup> PAQUET 2013-2025, version 26 février 2013. pp. 21-22, 27-28.

<sup>36</sup> For PAQUET 2013-2025, there are 3 over-arching objectives related to access, quality and governance, 14 intermediate objectives, 8 cross-cutting priorities (p. 91) and 20 more specific priorities (pp. 26-28). This table and its contents necessarily represent a summary of these key objectives, results, cross-cutting issues and priorities.

SUMMATIVE EVALUATION OF PDEF (2012) <sup>34</sup>	PAQUET 2013-2025 <sup>35</sup>
<ul style="list-style-type: none"> <li>• Sub-optimal allocation and management of resources resulting in inefficiencies and inequities</li> <li>• Governance lacks coordination, systems to ensure accountability and information for decision-making</li> </ul> <p><b>Key recommendations:</b></p> <ul style="list-style-type: none"> <li>• Address lack of school infrastructure</li> <li>• Make improvement in quality a key objective</li> <li>• Improve the monitoring of teaching hours</li> <li>• Improve development and distribution of textbooks</li> <li>• Improve systems for recruiting qualified teachers</li> <li>• Strengthen pre-and in-service training of teachers</li> <li>• Decide on a policy for national language instruction</li> <li>• Simplify monitoring and RBM</li> <li>• Establish a national system of learning evaluation</li> <li>• Integrate environmental considerations</li> </ul>	<p>opportunities, increase access to education and training in math, science, technology</p> <ul style="list-style-type: none"> <li>• Improve the internal and external effectiveness at all levels of education and training.</li> </ul> <p>Strategies include: developing a strategy for the use of national languages in primary education; reforming the education system to respond to labor market demand; reducing literacy streams in favor of science, technical education.</p> <ul style="list-style-type: none"> <li>• Ensure effective governance of the system of education and training.</li> </ul> <p>Strategies include: increasing accountability of local authorities for education; promoting partnerships between local authorities, private sector, civil society and communities; Strengthening decentralization and deconcentration; improving HR management efficiency for teaching and non-teaching personnel in the system; maintaining operational expenses at 40%</p>
EDUCATION SECTOR ANALYSIS – MULTIPLE SOURCES TO INFORM PAQUET RENEWAL IN 2018 <sup>37</sup>	PAQUET 2018-2030 <sup>38</sup>
<p><b>Main challenges identified in the education sector:</b></p> <ul style="list-style-type: none"> <li>• Education sector plan not aligned with SDGs or the Plan Sénégal Émergent</li> <li>• Monitoring of PAQUET incomplete</li> <li>• Poor implementation limits sustainability of results</li> <li>• Significant challenges related to quality and learning outcomes, no strategy to address repeaters and drop-outs</li> <li>• Lack of validation of informal education especially in technical skills training and basic education</li> <li>• Poor supervision, support to directors and teachers</li> <li>• Limited alignment and harmonization among donor initiatives to ensure efficient use of ODA</li> <li>• Incomplete reorganization of Ministry of National Education (MEN) to support PAQUET objectives</li> <li>• Lack of engagement, accountability by local authorities in education, limited inter and intra-sector coordination</li> </ul>	<p><b>Three intermediate outcomes and priority actions for each:</b></p> <ul style="list-style-type: none"> <li>• Provision of quality education and training.</li> </ul> <p>Strategies include: improving policy for development and distribution of textbooks; improving in-service training for teachers; improving teaching in and infrastructure for science, math, technology; promotion of new technologies</p> <ul style="list-style-type: none"> <li>• Inclusive and equitable access to quality education and training for all.</li> </ul> <p>Strategies include: Re-defining basic education to include pre-school, daaras and alternative models; strengthening access, retention and completion for girls and women in education and training; vulnerability mapping to identify and address the needs of the most marginalized</p> <ul style="list-style-type: none"> <li>• Improved governance, accountability by all actors.</li> </ul> <p>Strategies include: improving information management systems, improving accountability and</p>

<sup>37</sup> As mentioned previously, there was no CSR or one source of analysis to inform PAQUET renewal in 2018. Two primary sources included the Rapport general des Assises du Secteur de l'Éducation of 2014 and the summative evaluation of PAQUET Phase 1 (see pp. 56-61). Priorities listed here are taken from these two documents.

<sup>38</sup> PAQUET 2018-2030, pp. 21, 27-29.

SUMMATIVE EVALUATION OF PDEF (2012) <sup>34</sup>	PAQUET 2013-2025 <sup>35</sup>
<b>Recommendations:</b> 49 key measures to be integrated in a renewed PAQUET, organized around three key objectives of access, equity and governance.	coordination at decentralized and deconcentrated levels; improving management of human and financial resources; improving partnership and communication

34. The two sector plans developed during the period under review were independently appraised in order to meet the GPE requirements for Education Sector Plan Implementation Grant (ESPIG) funding.<sup>39</sup> Table 3.3 below presents an overview of the extent to which the current and the former PAQUET meet GPE's quality standards for ESPs, as measured by the GPE result framework (indicator 16 a) and each of its seven quality criteria. For three of the ESP quality standards, some improvement was observed; for the remaining four standards, not change was observed.

**Table 3.3** *ESPs in Senegal meet GPE Quality Standards*

ESP QUALITY STANDARDS <sup>40</sup>	GPE RESULTS FRAMEWORK (RF) SCORE <sup>41</sup>		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	PAQUET 2013-2025	PAQUET 2018-2030	
Overall vision	1/1	1/1	No change: Both plans articulate a clear vision of reform that is aligned with national development strategies. PAQUET 2018-2030 was renewed to take into consideration new national and international commitments. <sup>42</sup>
Strategic	4/7	7/7	Some improvement: PAQUET 2013-2025 did not meet the quality standard, for identifying and addressing key management challenges in the education sector. <sup>43</sup> The external appraisal of PAQUET 2018-2030 also raised concerns with the lack of detail surrounding key policies and the mechanisms for their implementation, <sup>44</sup> but these concerns were addressed in revisions,

<sup>39</sup> The PAQUET 2013-2025 underwent an external appraisal process supported by development partners with a report submitted in February 2013. The PAQUET 2018-2030 underwent an external appraisal supported by GPE with a report submitted in August 2018 before its endorsement by the LEG (Groupe National des Partenaires de l'Éducation et de la Formation, GNPEF).

<sup>40</sup> The GPE Secretariat rates the quality of sector plans along seven quality standards, which are incorporated into the GPE results framework. The standards and related guidelines provide guidance on what a good quality ESP/ Transitional Education Plan (TEP) looks like and were developed in 2015 in cooperation with UNESCO International Institute of Education Planning (IIEP). According to the Methodology Sheet for GPE Indicators (Indicator 16a), an ESP should meet five out of seven quality standards to be classified as meeting overall quality standards.

<sup>41</sup> Based on GPE RF data, indicator 16a

<sup>42</sup> PAQUET 2013-2025 was closely aligned with the Lettre politique générale de l'éducation, the Document de Stratégie pour la croissance et la Réduction de la Pauvreté (DSRP) and with the MDGs. PAQUET 2018-2030 was developed based on the Plan Sénégal Émergent, the Acte III de la Décentralisation, the UEMOA directive on budgets-programme, Agenda Afrique 2063, the SDGs (SDG 4).

<sup>43</sup> The exact reasons why the 2013-2025 PAQUET did not meet this indicator were not available for the evaluation.

<sup>44</sup> Résumé du rapport final de l'évaluation externe du plan sectoriel de l'éducation (PAQUET 2018-2030), août 2018. pp. 4-6.

ESP QUALITY STANDARDS <sup>40</sup>	GPE RESULTS FRAMEWORK (RF) SCORE <sup>41</sup>		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	PAQUET 2013-2025	PAQUET 2018-2030	
			enabling it to fully meet the quality standard. Limitations were noted, however, in the GPE quality assessment with regard to identifying and addressing causes of efficiency challenges. Donors remain concerned for weak capacity at the sub-national levels and poor ownership of the plan by decentralized authorities.
Holistic	3/3	3/3	No change: Both ESPs met all aspects of this quality standard and included detailed strategies and plans for all sub-sectors. All stakeholders interviewed agree that sub-sector plans under the new plan were better informed, more realistic and of better quality than under the old one because of the in-depth and inclusive nature of the sector planning process and methodology used.
Evidence Based	1/1	1/1	No change: Both ESPs met the quality standard with regard to their evidence base, although no formal ESA was conducted during the period under review. Development partners believe the evidence base and ensuing dialogue would have improved with a formal ESA to support the plan development.
Achievable	7/9	7/7	Some improvement: PAQUET 2013-2025 did not meet the quality standard because its financial framework and the financing gap estimation were not considered realistic. The Secretariat comments on PAQUET 2018-2030 questioned the hypotheses and coherence of the financial simulation model, leading to significant revisions to the final plan. Based on these revisions, the external appraisal deemed the financial model sustainable in the short and medium term and for sub-sector allocations. <sup>45</sup> However, stakeholders report concerns over its achievability given lack of prioritization and operational detail and the disconnect between planning and budgeting in the sector.
Sensitive to Context	1/1	1/1	No change: Both ESPs were considered strong with regard to their context sensitivity. Stakeholders agree that both ESPs present a good overview of the sector challenges in Senegal and provide a holistic vision of relevant strategies to respond to these challenges. Objectives in PAQUET 2018-2030 have become more nuanced on the issue of vulnerable children and education alternatives as more information and data has become available.

<sup>45</sup> In the *Commentaires initiaux du Secrétariat sur le PAQUET 2018-2030*, concerns were raised with regard to the significantly optimistic financial scenario and simulation model underpinning the sector plan as well as with some of the hypotheses upon which these were based. Concerns were also raised that financial allocations were not identified by sub-sector in the plan and financial framework. Revisions to this effect were made and the external appraisal of the PAQUET 2018-2030 deemed its financial simulation model sustainable in the short and medium term as a result (source: Résumé du rapport final de l'évaluation externe du plan sectoriel de l'éducation (PAQUET 2018-2030), August 2018. p. 7).

ESP QUALITY STANDARDS <sup>40</sup>	GPE RESULTS FRAMEWORK (RF) SCORE <sup>41</sup>		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	PAQUET 2013-2025	PAQUET 2018-2030	
Attentive to Disparities	2/3	3/3	Some improvement: While PAQUET 2013-2025 met this quality standard, the plan was considered weak in terms of its analysis of geographic and gender disparities. The renewed PAQUET was rated as strong with regard to gender, disability and geographic disparities and it includes an improved focus on vulnerable children and how to reach them.
Overall, at least 5/7 met?	5/7	7/7	The overall quality of education sector plans improved for the period under review, according to GPE ESP quality standard ratings. This was corroborated by education stakeholders in Senegal who perceive that the renewed PAQUET 2018-2030 is a more comprehensive and detailed plan for reform for the sector, based on more credible, evidence-based and inclusive processes for its development.

35. The quality of the planning process for ESP development improved from the former (PAQUET 2013-2025) to the current (PAQUET 2018-2030) in the following five areas:

- A more structured planning process:** For PAQUET 2013-2025, the planning process was limited to participation by a national team of government representatives (two from each education ministry alongside the Ministry of Economy), supported by a national consultant. ESP development took place over a six-month period. Sub-sector strategies were developed by the national team and subsequently validated by a national Steering Committee and development partners.<sup>46</sup> In contrast, the development of PAQUET 2018-2030 was a much more structured and methodical process. Officials from each of the planning units in the education ministries were initially trained in the use of standard planning tools and methodologies for the development of sub-sector plans and financial frameworks. As sub-sector plans were developed by technical departments, they were subject to a process of review and validation by six commissions over a period of 18 months. These commissions were organized by sub-sector, presided over by a technical directorate or national agency and made up of broad representation from different categories of education stakeholders. The majority of stakeholders interviewed in Senegal agreed that the process used for the renewal of PAQUET 2018-2030 was more structured, in terms of regular review and validation, transparent and robust methodologically.
- Increased participation in ESP development by a broad range of national and local stakeholders:** In 2012, national and local education stakeholders<sup>47</sup> participated in the validation of the General Policy Letter for Education but did not participate in the preparation of PAQUET 2013-2025. The sector plan was developed by a small team of national ministry officials, validated by national government and only endorsed by development partners.<sup>48</sup> Regional and local education sector

<sup>46</sup> Rapport d'endossement du PAQUET 2013-2025, pp. 7-8.

<sup>47</sup> Stakeholders referenced here include local and regional education authorities, locally elected officials, civil society organisations, private sector organisations and teachers' unions as well as representatives from the three ministries of education at the central level, development partners and the Ministry of Economy and Finance.

<sup>48</sup> Rapport d'endossement du PAQUET 2013-2025, pp. 7-8.



plans were developed only after ESP validation. Government stakeholders interviewed described PAQUET 2013-2025 as a plan developed by national technocrats that was not well understood or appropriated by non-state actors, regional or local education authorities. In contrast, the process used for the development of PAQUET 2018-2030 was perceived as much more participatory and inclusive. Technical commissions, involved in regular review and validation of sub-sector plans, included broad representation by different categories of stakeholders at both national and local levels, enabling different ‘families’ of education stakeholders to engage collectively in discussion on key sector priorities and plans for the first time in Senegal.<sup>49</sup> The Action plan for the implementation of PAQUET 2018-2030 was also developed ‘from the bottom up, starting with input from local and regional education authorities to inform action plans at every level, based on PAQUET results frameworks. Due to capacity building on RBM and the implementation of performance contracts between different levels of government in the education sector since 2014 (see Section 3.5 on implementation), there was generally perceived to be greater understanding and appropriation of the sector planning process by all levels of government for PAQUET 2018-2030.

- **An improved process to develop key indicators for joint sector monitoring:** Both PAQUET 2013-2025 and PAQUET 2018-2030 include a logic model and performance measurement framework for the whole sector as well as for each sub-sector, the latter including baseline values, targets, methods of calculation, sources of data and data collection methods, responsibilities for reporting. A matrix of 30 key indicators was developed by a committee with representatives from DPRE-MEN,<sup>50</sup> international donors and CSOs, for PAQUET 2013-2025. In practice, only 15 of these indicators were consistently reported in Annual Education Performance reports.<sup>51</sup> For PAQUET 2018-2030, a matrix of 20 key indicators was developed by DPRE but then reviewed and validated by the broader membership of GNPEF. Civil society representatives report having had input into discussions on the development of indicators, particularly those related to gender and vulnerability.
- **Greater focus on equity, gender, inclusion and vulnerability:** Under PAQUET 2013-2025, there was recognition of the large number of school-aged children outside the formal education system but limited data or information on the underlying causes of this marginalization.<sup>52</sup> Under PAQUET 2018-2030, there is a more informed and explicit focus on addressing issues of equity and vulnerability for children both inside and outside of the formal school system.<sup>53</sup> There is a more comprehensive section in the sector plan addressing equity, as well as a strategy, activities and a key indicator related to vulnerability.<sup>54</sup>
- **Continuity in and deepening of the analysis of challenges and key reforms needed in the education sector:** According to consulted stakeholders, as the planning process has improved over time and capacity has been strengthened, each successive version of PAQUET is perceived as more

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<sup>49</sup> Interviews during evaluation mission with government, development partners, civil society, private sector, trade unions.

<sup>50</sup> Direction de la Planification et de la Réforme de l'Éducation, Ministry of National Education.

<sup>51</sup> Review of annual JSR reports for 2014-2017 as well as interviews with DPRE and development partners.

<sup>52</sup> PAQUET strategies focused on expanding the formal education offer in disadvantaged zones, piloting alternative education offers at the primary level, addressing gender equity in higher levels of education and promoting inclusion of children with special needs. Rapport d'endossement du PAQUET 2013-2025. February 2013. p. 12.

<sup>53</sup> The plan includes strategies to increase the capacity of the formal system to respond to students with special needs as well as strategies to develop more relevant education opportunities for children outside the formal system.

<sup>54</sup> Sources: PAQUET 2018-2030. Interviews with education stakeholders.

comprehensive in its analysis of sector achievements, challenges and needs. There is consensus that the PAQUET 2013-2025 and PAQUET 2018-2030 provide a relevant and deepening assessment of the sector and a strong vision of key reforms needed. There is evident continuity in these plans as these reforms necessarily require longer than four or five years to realize. It is in the operational detail for implementing these reforms that weaknesses in sector planning remain.

**Finding 2: Considerable national capacity has been built for education sector planning since 2012, particularly within MEN. While government officials acknowledge improvements in sector planning over time, historic imbalances in the planning process limit their ownership of the sector plan.**

36. DPRE<sup>55</sup> has been a cornerstone of education sector planning, dialogue and monitoring for well over a decade. It has led and overseen the development of all sector plans in the country as well as acting as the Secretariat to the local education group (currently GNPEF) and preparing all joint sector reviews (JSRs). Over the years, DPRE has benefitted from significant capacity building activities, supported by development partners, to fulfill this role.<sup>56</sup> The size and capacity of DPRE have grown steadily over the last decade and it now houses its own statistics and monitoring and evaluation units. With this capacity building, the Senegalese government appears to have mastered most aspects of sector planning and is undertaking them autonomously. For PAQUET 2018-2030, the vast majority of documentation developed for the sector plan was prepared by a national team of government technical staff working under the supervision of DPRE-MEN. The financial simulation model was built completely by staff from DPRE and other ministries who had undergone training at IIEP-UNESCO in Paris. The logic models, performance measurement frameworks, and action plans were all prepared by the national team, with input from members of sub-sector commissions, and with very limited support provided by external consultants. The evaluation of PAQUET Phase I, upon which PAQUET 2018-2030 was developed, was a process overseen by DPRE-MEN with the support of a national consultant.<sup>57</sup>

37. DPRE is perceived as mastering and housing institutional capacity in Senegal for education sector planning, financial modeling, monitoring and reporting. In contrast, the Cellules de suivi et de planification (CEP) of the MFPA<sup>58</sup> and MESRI<sup>59</sup> were created in 2014 and operate on relatively small staffing contingents, with no dedicated statistics or monitoring units. The other two education ministries report that their planning units are in need of additional capacity building and support from development partners to ensure that they are in a position to fully participate in sector dialogue and effectively negotiate for and reflect their ministerial priorities in Senegal's education sector plan. At the same time, there is a strong and lingering perception in Senegal that education sector plans are developed with and for MEN, to support basic education. The PDEF 2000-2011 focused almost exclusively, in its priorities and funding, on primary education. PAQUET 2013-2025 focused on basic education as its key reform. According to government officials outside the Ministry of National Education, PAQUET 2013-2025 was perceived as a plan relevant only for MEN.<sup>60</sup> The central role played by DPRE in education sector planning

<sup>55</sup> Department of Planning and Evaluation in the Ministry of national Education (MEN).

<sup>56</sup> Most recently its staff underwent training at IIEP-UNESCO in Paris on the financial simulation model for PAQUET 2018-2030

<sup>57</sup> Rapport final de l'évaluation externe du plan sectoriel de l'éducation (PAQUET 2018-2030), August 2018. p.14.

<sup>58</sup> Ministry in charge of TVET - Ministère de la formation professionnelle, de l'Apprentissage et de l'Artisanat

<sup>59</sup> Ministry of Higher Education - Ministère de l'enseignement supérieur, de la Recherche et de l'Innovation

<sup>60</sup> Government and civil society stakeholders, outside of MEN, interviewed for this evaluation felt the Assises to have been a more inclusive and comprehensive process for analyzing and priority-setting in the education sector. Planning



since 2000 is seen by the majority of education stakeholders interviewed as a reflection of the historic imbalance in education sector planning in favor of MEN and basic education at the expense of other ministries and other sector priorities.<sup>61</sup> As a result, PAQUET 2013-2025 was not appropriated fully by all education ministries. In 2013, MESRI refused to validate PAQUET because the Ministry disagreed with sub-sector priorities for higher education and related financial frameworks. A key objective for the renewal of PAQUET in 2018 was to bring the plan in line with the evolution in Senegal's national and international policy context in order to render it more relevant for all education sector stakeholders.<sup>62</sup>

38. According to stakeholders interviewed, renewing the plan and grounding it more firmly in the broader policy context of the country has served to increase its relevance and credibility for government stakeholders beyond MEN (MESRI, MFPAA, ANTPECTP). In terms of the process used for the development of PAQUET 2018-2030 and the content of sub-sector plans which make up the renewed PAQUET, education stakeholders are satisfied with this new ESP. On paper, representatives of each education ministry feel PAQUET 2018-2030 is a relevant summary of the challenges, plans and priorities facing their education sub-sector. There remain challenges, however, with regard to the ownership for and perceived benefits of PAQUET 2018-2030 to education ministries beyond MEN, for many of the historic reasons explained above.<sup>63</sup> They remain skeptical that the commitments reflected in the PAQUET 2018-2030 will be respected or that the sector plan will result in appropriate levels of support for the implementation of their stated priorities and plans. Their skepticism with regard to budget arbitration and perceived imbalances in external investment between sub-sectors limits appropriation of PAQUET 2018-2030 as a strategic and achievable sector plan in the eyes of stakeholders beyond MEN.

**Finding 3: There are perceived weaknesses in the evidence base and monitoring frameworks with regard to both PAQUET 2013-2025 and PAQUET 2018-2030.**

39. It should be noted that no comprehensive education sector analysis (ESA) was undertaken in Senegal for the period under review. For the development the first phase of PAQUET in 2012, a summative evaluation of PDEF,<sup>64</sup> commissioned by the Ministry of National Education, constituted a primary source

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departments in MFPAA and MESRI both report that the 11 Presidential Decisions guided their planning for the period 2014-2017; that PAQUET 2013-2025 held very little relevance for their ministries.

<sup>61</sup> The perceived territoriality and vying for domestic and external capital investment in the sector among education ministries is a hindrance to ownership for and coordination around sector planning. There appears to be limited confidence by the two other education ministries that budget negotiation, with regard to domestic or external investment in the sector, will be respectful of the ESP commitments. In part, this is appearing to be an issue of political will and the need for constant adaptation to the changing social, political and economic context in Senegal. In part, it appears to be the result of siloed education ministries and separated planning and dialogue processes at the sub-sector level, which limits truly sector planning, budgeting and negotiation, permitting a transparent process for identifying national education sector priorities, plans and budgets. This challenge is present in many African country contexts, particularly where education ministries have been divided by sub-sector. Development partners have called for the creation of an inter-ministerial structure for coordinated planning and accountability; GoS has yet to respond.

<sup>62</sup> Including the 11 Presidential decisions for Education, Senegal's Decentralization Acte III, the Plan Sénégal Émergent, the SDGs and Agenda 2030, Africa 2063, UEMOA directives on budget programming, etc.

<sup>63</sup> The reasons include the historic focus of sector plans on MEN priorities, the centrality of DEPRE-MEN's role in sector planning since 2000, the capacity strengthening of and mastery by DPRE of the sector planning process, as well as the lack of perceived relevance or benefit of PAQUET to the other education ministries beyond MEN.

<sup>64</sup> For PAQUET Phase 1 development, the principal source of information was the PDEF summative evaluation (Diagne, A. Évaluation du Programme décennal de l'éducation et de la formation. 2000—2011. Octobre 2012.). In

of information guiding analysis and priority setting for PAQUET.<sup>65</sup> For the renewal of PAQUET in 2018, two primary sources of analysis guided its development – the Report on the Assises de l'Éducation et de la Formation du Sénégal and a review of the first phase of PAQUET implementation up to 2015.<sup>66</sup> DPRE-MEN explained that an ESA was not undertaken to inform either PAQUET Phase 1 or its renewal because such a process would have been costly, time-consuming and would have duplicated sector information that was already available. The GPE Secretariat, through its Quality Assurance Review (QAR) processes in 2013 and 2018, determined that Prerequisite 3 on data availability<sup>67</sup> was satisfied in Senegal and both ESPs were deemed satisfactory with regard to the quality standard of being evidence-based (see Table 3.3 above). At the same time, development partners in Senegal report that an ESA is missing, strongly suggesting that it would have improved the quality of information, sector dialogue and analysis upon which sector planning was based during the period under review.<sup>68</sup> Development partners observe that the existing evidence base is fragmented (relying on too many separate reports and studies) and overly dependent on evaluation reports (which necessarily are more limited in scope and focus than an ESA).<sup>69</sup> A formal ESA process would have enabled education stakeholders to collectively analyze and appropriate education sector data based on a robust and standardized methodology, rather than relegating this task largely to consultants and external experts. ESAs are perceived by several development partners as positive opportunities for capacity development in data analysis and policy dialogue in the country, skills which are seen to be limited among education sector stakeholders.

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addition, other sources of education sector analysis included annual joint review reports, previous evaluations of each phase of implementation of PDEF along with several special studies supported by development partners. Source: Rapport d'endossement du PAQUET, février 2013, pp. 9-10.

<sup>65</sup> Data from this summative evaluation report was complemented by internal evaluation reports on each phase of PDEF implementation, along with several special studies undertaken with the support of development partners.

<sup>66</sup> For the renewal of PAQUET 2018-2030, the two principal sources of information were the summative evaluation of the first phase of PAQUET (Synthèse prospective de l'évaluation de la Phase 1 du PAQUET, commissioned by MEN and completed in January 2017) and the Assises de l'éducation du Sénégal (Rapport général, août 2014). To complement this analysis, the renewal of PAQUET was also informed by the Rapport national du secteur de l'éducation (RNSE 2016), as well as several studies supported by development partners (most notably a USAID-supported study on out-of-school children in 2016, a study on education sector financing, three studies on basic education, two studies on education quality). Source: Résumé du Rapport final de l'évaluation externe du PAQUET 2018-2030, p. 2.

<sup>67</sup> Prerequisite 3: Availability of critical data and evidence for planning, budgeting, managing, monitoring and accountability. QAR 2013, p.3 ; QAR 2018, p. 5.

<sup>68</sup> Résumé du rapport final de l'évaluation externe du plan sectoriel PAQUET 2018-2030, p. 2. It is stated that different development partners deplore the lack of sector analysis which would have permitted more constructive sector dialogue and better targeting of resources and initiatives within the sector plan.

<sup>69</sup> According to GPE NFM requirements (QAR 1 for ESPIG application), the ESA must be conducted within 3 years of the new ESP and include information on context, analysis of existing policies, costs and financing system performance and capacity, among others. For PAQUET 2013-2025, the primary source of evidence was an evaluation of 10 years of PDEF implementation conducted by an external consultant. For the renewed PAQUET in 2018, the primary sources of data were fragmented and multiple, including an external evaluation of PAQUET Phase I from 2017, the rapport of the Assises de l'éducation in 2014 (four instead of three years before the new ESP) and various studies supported by different donor agencies. The evaluation reports tended to focus more on the performance of sector in terms of high-level outcome results, with more limited focus on operational performance and financing, which were perceived weaknesses. In addition, an ESA is normally an inclusive process which leads stakeholders collectively through an analysis of sector strengths, weaknesses and the identification of priorities. It is opportunities to strengthen this process of sector analysis and dialogue that are seen to be lacking in Senegal which is a major reason why stakeholders feel a formal ESA would have been beneficial.

40. The quality and utility of results frameworks developed to monitor both PAQUET 2013-2025 and PAQUET 2018-2030 remain a challenge. The results frameworks for both ESPs appear overly complex and challenging for the GoS to operationalize or use as an effective management tool. The external appraisal of PAQUET 2013-2025 deemed the monitoring framework acceptable, based on solid indicators and valid data sources.<sup>70</sup> In addition to 291 result indicators for the entire sector plan, PAQUET's three-year action plan for 2013-2015 had 442 output and activity indicators. The evaluation of PAQUET Phase 1 noted that 90 out of 259 indicators in the plan's results framework could not be tracked.<sup>71</sup> For PAQUET 2018-2030, the independent appraisal noted the plan's performance measurement framework (PMF) included 1346 indicators, of which 149 indicators had no targets or methods of calculation, while another 27 would require special studies to populate. The independent appraisal questioned whether government departments had the capacity to collect or use all of this data for strategic decision-making<sup>72</sup> (see Section 3.3 on sector monitoring for further discussion on data use and decision-making). The GoS Memo prepared in response to the independent appraisal and comments on PAQUET 2018-2030 made by development partners indicates that the PMF was simplified and the number of indicators streamlined.<sup>73</sup> From a review of the current results framework for the PAQUET 2018-2022 Action Plan, the number of indicators remains in the hundreds. As discussed in Section 3.3 on sector monitoring below, the complexity of the ESP monitoring frameworks limits effective sector performance review and ongoing strategic decision-making.

41. In conclusion, while the quality of sector planning has undoubtedly improved in Senegal over time, several weaknesses persist from one ESP to the next. All stakeholders consulted agree that the sector plans provide a comprehensive overview of key challenges in the sector and a strong vision statement of the major reforms which need to be undertaken to address these key challenges. Stakeholders note, however, the ambitious nature of both sector plans under review, the limited prioritization among key objectives and priority actions, the lack of operational detail with regard to how key policies and strategies will be implemented and the complexity of results frameworks for monitoring ESP progress to inform decision-making. Finally, stakeholders within government remain skeptical with regard to the historical focus on basic education and the central role played by DPRE-MEN, which is seen to limit ownership of the plan by other education ministries and national agencies.<sup>74</sup>

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<sup>70</sup> Rapport d'endossement du PAQUET 2013-2025, p. 24. Systems for conducting learning assessments are deemed particularly strong in Senegal with PASEC conducted in 2012, 2014 and 2019, OECD PISA in 2018 and Senegal's internal learning assessment (SNERS) conducted every two years. All results are published in a timely way.

<sup>71</sup> Synthèse prospective de l'évaluation de la Phase 1 du PAQUET. January. p. 57.

<sup>72</sup> Rapport final de l'évaluation externe du plan sectoriel de l'éducation (PAQUET 2018-2030), August 2018. p.55.

<sup>73</sup> Memorandum de l'évaluation externe du PAQUET 2018-2030 ou formulées par PFTs. Aout 2018. Details do not indicate how many indicators were eliminated or how the results monitoring framework was streamlined.

<sup>74</sup> Based on interviews with government representatives, development partners, civil society representatives

## GPE contributions to sector planning

**Finding 4:** GPE support contributed to an increase in the quality of the PAQUET 2018-2030. ESPDG resources allowed for more structured and inclusive consultations with all stakeholders, while the independent appraisal identified areas for improvement in the draft plan.

42. GPE has provided a series of financial and non-financial mechanisms to support sector planning. Table 3.4 provides an overview of these mechanisms, grouped by whether they have made a significant,<sup>75</sup> moderately significant or insignificant contribution to sector planning in Senegal. This grouping is indicative and does not constitute a formal score.

**Table 3.4** GPE contributions to sector planning from 2012-2018<sup>76</sup>

PAQUET 2013-2025	PAQUET 2018-2030
<b>SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING</b>	
<b>No evidence available on a significant contribution by GPE to improved sector planning for PAQUET 2013-2025.</b>	<p><b>ESPDG:</b> The resources provided by the ESPDG<sup>77</sup> financed an evaluation of the first phase of the PAQUET that served to provide an evidence base for renewed sector planning.<sup>78</sup> The ESPDG also financed a much more structured and inclusive process than that used for the development of the previous ESP.<sup>79</sup> The financial simulation model was validated by the GNPEF while ad hoc meetings were organized with development partners at various points for their validation. Teachers' unions were not invited directly and participated only through their membership in the civil society coalition, COSYDEP.</p> <p><b>QA mechanism (Initial comments from Secretariat and independent appraisal):</b> The preliminary version was</p>

<sup>75</sup> In this section and all sections that follow, a GPE contribution is rated 'significant' if it made a clear, positive, and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be 'improved planning overall,' but could be a noticeable improvement in sub-components of this desirable outcome, such as 'improved government ownership,' 'improved participation,' 'improved results framework,' etc. Assessments are based on evaluator judgment based on interviews and documents consulted for this CLE.

<sup>76</sup> This section considers GPE contributions two planning cycles, in line with the evaluation matrix for these CLEs. However, subsequent sections do not present similar side-by-side comparison, as these CLEs do not involve a full review of two GPE support cycles, which would in any case not be possible given that the new cycle just started.

<sup>77</sup> For the development of the PAQUET 2018-2030, Senegal received a US\$250,000 ESPDG, \$35,550 of which was spent on an evaluation of the previous ESP (in place of a sector analysis) and \$214,450 which was spent on ESP development. The ESPDG was managed by the World Bank who was also grant agent for the ongoing ESPDG. Source: Requête pour la mise à jour du PAQUET 2013-2025. November 3, 2015.

<sup>78</sup> Led by DPRE-MEN and undertaken by a national consulting firm, this evaluation was undertaken in lieu of a sector analysis or country sector report (CSR).

<sup>79</sup> A national team of government technical experts from the three education ministries developed aspects of sub-sectors plans which were then validated in sub-sector commissions which were representative of all education actors. Meetings of 'stakeholder families' were also supported in order to collectively analyze documents and prepare common positions prior to participation in the commissions.

PAQUET 2013-2025	PAQUET 2018-2030
	<p>reviewed by the GPE Secretariat and subsequently by the Independent Appraisal (August 2018). Both processes provided quality assurance. The independent appraisal resulted in several quality improvements to PAQUET 2018-2030, particularly with regard to the consistency and credibility of the financial simulation and framework. A second and more in-depth set of revisions were undertaken as a result of the independent appraisal.<sup>80</sup></p>
MODERATE CONTRIBUTION TO SECTOR PLANNING	
<p><b>QA mechanism (appraisal):</b> An independent appraisal of PAQUET 2013-2025 was undertaken in 2013, supported by development partners prior to their endorsement of the sector plan. This appraisal was not financed by GPE although GPE sector planning guidance and funding requirements appear to have encouraged support for this process. The appraisal rated the sector plan as satisfactory in terms of process, stakeholder engagement and plan design, noting room for improvement in implementation readiness.<sup>81</sup> It does not appear that any revisions to PAQUET 2013-2025 were undertaken by government on the basis of this appraisal.</p> <p><b>ESPIG application process and requirements:</b> ESPIG requirements provided an incentive for undertaking additional quality assurance measures (i.e., the appraisal or endorsement report of 2013).</p>	<p><b>ESPIG application process and requirements:</b> The ESPIG application process was one of several factors influencing the decision to renew the PAQUET 2018-2030, according to the GoS.<sup>82</sup> The ESPIG requirements encouraged decision-makers in Senegal to proceed with an evaluation of the previous phase of PAQUET 2013-2025 (Prerequisite 3). There was resistance from the GoS, however, with regard to the need for an independent appraisal of PAQUET 2018-2030 (Prerequisite 1).<sup>83</sup> In the end, an independent appraisal was undertaken.</p> <p><b>Coordinating Agency (CA):</b> The contribution of the current CA to the sector planning process was viewed by the vast majority of stakeholders consulted as efficient and supportive. The CA and DPRE, the government entity overseeing preparation of the sector plan, are seen to have an effective, collaborative relationship.</p> <p><b>Grant Agent (GA):</b> Contributed to sector planning through stewardship of ESPDG application and resources.</p> <p><b>Technical guidance / knowledge-sharing:</b> Some consulted stakeholders, including government representatives involved in drafting the ESP, indicated that they found GPE guidelines on ESP development and appraisal useful in preparing and validating the plan.</p>

<sup>80</sup> On August 10, 2018, the GoS presented a response to the independent appraisal, the GPE Secretariat comments and discussions between development partners and the ministries of education within the Comité de directeurs of the GNPEF. Of the 31 recommendations made for PAQUET improvement, the Government accepted all of them with one reserve related to the simplification of the financial simulation model. The Memorandum explained exactly how and where in the sector plan revisions would be reflected.

<sup>81</sup> Rapport d'endossement du PAQUET 2013-2025. February 2013. p. 2.

<sup>82</sup> Government stakeholders explain that PAQUET was renewed in 2018 primarily to reflect evolution in the policy context in Senegal, both national and international (SDGs and Agenda 2030, Plan Émergent du Sénégal, les Assises de l'éducation, budgets-programmes de l'UÉMOA, etc). That said, GPE's linking of a recently endorsed and credible ESP with ESPIG approval cannot be minimized as a motivation for PAQUET renewal in 2017-2018.

<sup>83</sup> Correspondence between the Minister of National Education of Senegal and the GPE CL dated April 1, 2016. The reason provided by MEN for resistance to an independent appraisal was that, if there was endorsement of the sector plan by education actors in Senegal, this endorsement should in no way be undermined by outside assessment.



PAQUET 2013-2025	PAQUET 2018-2030
	<b>Country-lead support:</b> There is evidence in back-to-office reports (BTORs) of the Secretariat country lead (CL) providing considerable support to GoS and the GNPEF in explaining and interpreting GPE guidelines for sector planning and ESPIG pre-requisites in 2017-18. <sup>84</sup> Stakeholders interviewed say they appreciated guidance provided by the CL provided during the planning process.
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO SECTOR PLANNING	
<p><b>GPE Advocacy and Technical Guidance:</b> GPE inputs to guidance and advocacy around the development of the first PAQUET are unknown – no documentation is available to assess the GPE role. There is only one BTOR accessible from 2012<sup>85</sup> which does not discuss ESP development. No stakeholders consulted in Senegal were able to describe specific GPE (then FTI) inputs and their influence on the sector planning process for the years 2011-2012.</p> <p><b>CA:</b> Data is not available on the role played by the CA during PAQUET 2013-2025 development.</p>	<p><b>GPE advocacy:</b> A key issue in GPE Secretariat advocacy with the GoS concerned the percentage of the domestic education budget allocated to primary education in PAQUET 2018-2030.<sup>86</sup> The issue was also raised in GPE’s review of the new ESPIG (QAR 1), in the Secretariat Initial Comments on PAQUET 2018-2030, as well as in the independent appraisal. The GoS provided a succinct argument<sup>87</sup> to GPE as to why existing resource allocation would be maintained, based on contextual realities and strategic choices. The sector plan was subsequently endorsed by the GNPEF without a revision. In their endorsement letter, however, GNPEF members raised funding for basic education as a critical point to be monitored going forward.<sup>88</sup> This is an area where GPE had limited leverage with regard to sector planning.</p>
ELEMENTS NOT APPLICABLE TO SECTOR PLANNING IN SENEGAL	
<p><b>ESPDG:</b> Senegal did not receive a grant to support to elaboration of the 2013-2025 PAQUET.</p>	N/A

43. Evidence from reviewed documents and consulted stakeholders suggests that GPE support contributed to strengthening the overall quality of the PAQUET 2018-2030. Interviewed stakeholders widely believe that GPE financial support helped improve both the structure of the work and extent of public consultations. The ESPDG also supported the evaluation of PAQUET Phase 1 which served as a primary source of sector analysis for the development of PAQUET 2018-2030. In comparison, limited evidence was available on how and to what extent GPE contributed to developing the PAQUET 2013-2025.

44. In terms of non-financial support, the (revised) QA mechanism, introduced in 2016, contributed to improving the overall quality of the ESP as per the GPE standards. Both the initial Secretariat comments

<sup>84</sup> Specific reference is made in BTORs from missions in June and November 2017, January and February 2018

<sup>85</sup> BTOR for September 26, 2012 prepared by Hugues Moussy.

<sup>86</sup> As of June 2017, the Secretariat was raising concerns with the GoS about its ability to meet GPE funding model requirements, particularly with respect to domestic financing and sector analysis. The primary concern with regard to domestic financing related to the percentage of the education budget devoted to primary education.

<sup>87</sup> MEN, « Note circonstanciée sur le financement de l’éducation de niveau primaire au Sénégal, date not indicated.

<sup>88</sup> GNPEF Endorsement Letter of PAQUET 2018-2030, August 20, 2018.

and the Independent Appraisal of PAQUET 2018-2030 identified important shortcomings.<sup>89</sup> DPRE-MEN subsequently revised the plan, accepting 30 recommendations and refusing one related to the financial simulation model. In contrast, the appraisal for the PAQUET 2013-2025 was conducted principally to inform a decision by sector partners (PTF)<sup>90</sup> on endorsement of the plan rather than to inform revisions for an improved sector plan. It does not appear that revisions to PAQUET 2013-2025 were made as a result of the independent appraisal and it is unknown the extent to which the contents of the independent appraisal informed subsequent policy dialogue between PTFs and the GoS.

45. Stakeholder reactions in Senegal to GPE's revised QA mechanism for sector plans<sup>91</sup> are mixed. Development partners found the QAR processes useful for improving plan quality (particularly with regard to financial simulation model and framework) although the majority commented that the appraisal processes had been very time-consuming for actors in Senegal, particularly when combined with concurrent GPE processes linked to ESPIG development in 2018.<sup>92</sup> Government representatives involved in the preparation of PAQUET found the dual QA process (initial Secretariat comments followed by independent appraisal) useful in terms of content but redundant and relatively time-consuming, involving two separate rounds of comments and revisions in a relatively short timeframe.<sup>93</sup> A review of QA documentation in Senegal suggests that the new process is beneficial in providing a systematic and documented Appraisal Memo drafted by DPRE-MEN as part of the ESPIG application package, which was not the case prior to 2016.

46. As explained briefly in Table 3.4 on GPE contributions to the sector planning, the ESPIG requirement related to 45% of the education budget being allocated to primary education proved controversial in Senegal, testing the partnership between GPE, GoS and GNPEF. It was unclear to stakeholders in Senegal<sup>94</sup> how the ESPIG funding requirements could be applied so rigidly when Senegal's sector plan had been deemed credible, evidence-based and locally owned by all stakeholders, including the GPE Secretariat. For stakeholders, there appeared to be a fundamental contradiction between the aid effectiveness principles GPE was established to promote (including local ownership and mutual accountability for education sector plans), and the funding requirements GPE imposed in its role as a donor agency; a contradiction which could only be resolved, according to stakeholders, by exhibiting greater flexibility in the application of funding criteria and demonstrating greater respect for locally-driven processes and plans.

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<sup>89</sup> These shortcomings related to the financial simulation model, the allocation of resources by sub-sector in keeping with stated priorities in the ESP, and the need for greater operational detail in terms of how reforms would be carried out.

<sup>90</sup> *Partenaires techniques et financiers*

<sup>91</sup> The revised GPE Quality Assurance process for ESP, introduced in 2016, includes (a) initial Secretariat comments on the draft ESP, (b) independent appraisal, (c) endorsement of ESP by the Local Education Group, and (d) GPE Secretariat assessment of the ESP using quality standards (RF indicator 16).

<sup>92</sup> The majority of development partners consulted for this evaluation in Senegal explained that GPE processes, whether for ESP renewal, GA selection or ESPIG development, dominated all sector dialogue in 2018. Several development partners felt this mobilization of energy and time around GPE procedures and requirements took time and energy away from other pressing issues of policy dialogue and coordination in the sector (improving JSRs, revisiting the structure of GNPEF, promoting inter-ministerial dialogue, coordinating efforts on teacher training or daara development, etc.).

<sup>93</sup> Interviews with various government representatives in the three education ministries

<sup>94</sup> Consulted stakeholders from government, civil society, teachers' unions, INGOs and several development partners

## Additional factors beyond GPE support

47. Additional **positive factors** beyond GPE support that likely contributed to sector planning during the review period include (a) the adoption of Plan Sénégal Émergent (2012) reinforced planning, monitoring, evaluation and RBM processes and capacities in all government ministries, including those of the education sector; (b) significant national capacity for education sector planning existed in MEN prior to 2013 and has been strengthened with each successive sector plan since 2000; (c) effective and collegial relationships with and among development partners, within a well-established coordination mechanism since 2009.

48. Additional **negative factors** include (a) the lack of a comprehensive ESA since 2012 to support more strategic sector dialogue; (b) the uneven capacity developed for sector planning across education ministries and between national/local levels, (c) the central role historically played by DPRE-MEN in sector planning relative to other education ministries, and (d) the traditional focus of external investment in the sector on basic education, all of which reinforce the perception that the PAQUET is primarily a plan to support basic education and MEN.

49. The evaluation did not register evidence of significant negative/unintended effects of GPE's support in terms of sector planning.

## Implications for GPE's ToC and country-level operational model

**Finding 5:** GPE helped improve education sector planning processes and capacities although significant concerns remain around the achievability of these plans. The increasing complexity of GPE funding requirements are also seen to increase the administrative burden of stakeholders while potentially undermining local ownership for the sector plan.

50. As previously noted, the GoS has strong political will, sufficient resources and capabilities to conduct consultative and evidence-based sector planning, as reflected in the quality of the PAQUET 2013-2025 and its improvement in PAQUET 2018-2030. Available evidence suggests that three of the five assumptions about sector planning underlying the GPE country-level ToC (Appendix II) **held true** in the context of Senegal during the 2012-2018 review period. These assumptions were that country-level stakeholders have (i) the capabilities (knowledge and skills), (ii) the opportunities (resources, conducive external environment) and (iii) the motivation (political will, incentives) to jointly and collaboratively improve sector analysis and planning. Generally, these processes were seen to improve significantly for the period under review, although with a qualifier related to ESA which is addressed below.

51. The following assumptions were found to hold only **partially true**: (iv) GPE has sufficient leverage within Senegal for GPE support to influence sector planning (an assumption that was found to hold true only as it relates to GPE advocacy around its requirements for ESPIG financing<sup>95</sup>) and (v) that Education Management Information System (EMIS), learning assessment and reporting systems (LARS) produce relevant and reliable data that is used to inform sector planning. While Senegal generates considerable

<sup>95</sup> No Country Sector Report has been undertaken for the period under review; the GoS insisted that the Assises de l'éducation du Sénégal and the evaluation of PAQUET Phase 1 were sufficient sources of information upon which to build PAQUET 2018-2030. The CL raised this issue with GoS and it was noted in the independent appraisal of PAQUET 2018-2030. In addition, the GPE funding requirement related to primary education was not reflected in PAQUET 2018-2030 despite considerable advocacy on the part of the Secretariat and the threat of the ESPIG not being approved.



data of reasonable quality on key education indicators including learning assessments, there has been no comprehensive ESA for the period under review. The performance measurement frameworks also appear overly complex for effective monitoring and to inform decision-making (this point is discussed further in Section 3.3, Finding 8 on sector monitoring below).

52. The majority of education stakeholders consulted<sup>96</sup> expressed the view that GPE financial and non-financial support for education sector planning has led to a marked improvement in the structuring, quality and inclusion of the sector plan over the period under review. At the same time, there was considerable concern and frustration by stakeholders over what is perceived as an increasingly rigid and complex country support mechanism imposed by GPE, one that is seen to increase administrative burdens for all education stakeholders while potentially undermining local ownership for sector plans and ignoring crucial, contextual realities. As GPE guidance and QA processes become increasingly complex while GPE funding requirements are applied too rigidly, this increases tension in the GPE partnership model and with regard to its role in promoting aid effectiveness principles, particularly with regard to national ownership (this point is further discussed in the sector dialogue and monitoring sections below).

53. Finally, while sector planning has improved in Senegal for the period under review, the majority of stakeholders remain concerned about the implementation and achievability of PAQUET for various reasons explained in the section above. GPE ESP ratings for both PAQUET 2013-2025 and PAQUET 2018-2030 deem these plans achievable while stakeholders in the country express considerable skepticism. This raises strategic questions with regard to what achievability means and how it is assessed, as well as what leverage GPE can bring to bear with regard to the factors influencing ESP achievability, political commitment, capacity and accountability at a sector level chief among them?

### 3.3 GPE contributions to sector dialogue and monitoring<sup>97</sup>

#### Overview

54. This section addresses the following evaluation questions:

- Have sector dialogue and monitoring changed during the review period? If so, how and why? If not, why not? (CEQ 2.1 and 2.2)
- Has GPE contributed to observed changes in sector dialogue and monitoring? If so, how and why? (CEQ 2.3) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed changes in sector dialogue and monitoring? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

55. Table 3.5 provides a high-level overview of evaluation findings on mutual accountability. These observations are elaborated on through the findings and supporting evidence presented below.

<sup>96</sup> This concerned development partners and government representatives in the education ministries particularly, who are most directly concerned and affected by GPE processes, guidelines, procedures and requirements at the country level.

<sup>97</sup> This section addresses evaluation questions CEQ 2.1, 2.2 and 2.3, as well as to (cross-cutting) CEQs 3.1 and 3.2.

**Table 3.5 Overview: CLE findings on sector dialogue and monitoring, and related GPE contributions**

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY FOR SECTOR PROGRESS	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>98</sup>			
		1	2	3	4
<b>Sector Dialogue: Improved</b> – LEG (GNPEF) improved inclusion and participation during the review period although changes still required to ensure more effective dialogue with regard to structure and differentiation.	<b>Modest:</b> GPE’s contribution to improved inclusion in dialogue is collaborative (a joint effort made by GPE and other donors). GPE contribution to promoting alignment and harmonization in sector dialogue is perceived as modest.				
<b>Sector Monitoring: Modest improvement</b> – Senegal has held joint sector reviews regularly since at least 2009, with broad participation by different categories of education stakeholders (formalized with the creation of the GNPEF in 2017)	<b>Modest contribution:</b> PAQEED <sup>99</sup> included on-going efforts to upgrade and harmonize EMIS. The variable tranche indicator contributed to a greater focus on equity and vulnerability in the short list of indicators in PAQUET 2018-2030, and the appraisal contributed to streamlining the results framework.				

## Strengths and weaknesses of sector dialogue

**Finding 6:** Senegal has well-established mechanisms for sector dialogue with development partners. The creation of GNPEF in 2017 formalized the inclusion of non-state actors as equal partners in sector dialogue although challenges remain with regard to its effectiveness.

56. Senegal has a long history of sector dialogue that predates GPE membership. Available evidence<sup>100</sup> suggests that sector dialogue began in 2002 with the implementation of PDEF. In 2011, a consultative committee was set up between civil society and MEN; a protocol was signed with 24 organizations of civil society. In 2012, a similar consultative committee was set up with locally elected authorities for dialogue with MEN. Finally, a private sector foundation was created<sup>101</sup> to represent private sector interests in the education sector in dialogue with government. No similar, formalized structure was established with

<sup>98</sup> For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning; (2) country level stakeholders having the *capabilities* to work together to solve education sector issues. (3) Stakeholders have the *opportunities* (resources, time, conducive environment) to do so; (4) stakeholders have the *motivation* (incentives) to do so.

<sup>99</sup> Projet d’amélioration de la qualité et de l’équité de l’éducation de base (Quality improvement and equity of basic education project), the ESPIG funded project that supported PAQUET implementation from 2013-2018 (see Section 3.5).

<sup>100</sup> Sources : Diagne, A. Évaluation du PDEF, 2000-2011, Octobre 2012 ; Rapport d’endossement du PAQUET 2013-2025, Février 2013 ; Synthèse prospective de l’évaluation de la Phase 1 du PAQUET, January 2017 ; Projet de termes de références du GLPE, octobre 2016 ; as well as interviews with MEN representatives and development partners

<sup>101</sup> Date of establishment unknown.

teachers' unions during this period, given ongoing social unrest and related negotiations, although the unions have always been included in annual joint sector review processes (JSRs) for the period under review.<sup>102</sup>

57. In 2013, with the development and approval of PAQUET 2013-2025, new sector dialogue mechanisms were established.<sup>103</sup> A calendar was established annually, setting out the frequency and timing of these meetings. According to the external evaluation of PAQUET Phase 1, 75 percent of planned meetings were held in 2013 while 100 percent of planned meetings were held in 2015.<sup>104</sup> As a result, from 2013 to 2017, regular meetings for education sector dialogue took place almost exclusively between government representatives and development partners through the aid architecture described above.

58. During this same period, there were two primary forums where other categories of education stakeholders participated in dialogue with government on education sector performance. The primary forum for this dialogue was annual joint sector reviews (held annually from 2014-2018) which included preparatory meetings between government and civil society, private sector, locally elected officials and teacher unions, and also included the participation of representatives<sup>105</sup> from each of these stakeholder groups at the day-long JSR meeting itself. The second forum for dialogue between state and non-state actors in education was the Assises de l'Éducation-formation du Sénégal in 2013-2014, which included local, national and thematic meetings as well as focus group discussions, public hearings and written submissions, organized with a variety of education stakeholders over the course of a year.<sup>106</sup>

### Box 3.1. Assises de l'éducation du Sénégal

In 2014, the Government of Senegal organized the Assises de l'éducation du Sénégal which resulted in 11 Presidential Decisions to guide the development of the education sector. Representatives from MESRI and MFPAA report that the Assises and Presidential Decisions guided their planning for the period 2014-2017 rather than PAQUET. The organization of the Assises de l'éducation came in response to social upheaval in the education sector but serves to demonstrate that PAQUET 2013-2025 was far from unanimously perceived as *the* education sector plan in the country.

59. At the urging of the GPE Secretariat, the Coordinating Agency and other development partners, a decision was made by MEN in 2016 to review the membership, structure and functioning of the LEG. The preparation of the terms of reference for the creation of a more participatory and inclusive LEG in 2016 was driven by the GPE Focal Point (DPRE-MEN) and Coordinating Agency at the time (UNICEF). The new

<sup>102</sup> Sources: Rapport d'endossement du PAQUET 2013-2025, Février 2013. pp. 5-6. ; Projet de termes de références du GLPE, octobre 2016, p. 2; and interviews with education stakeholders in government.

<sup>103</sup> The new architecture included: a development partner group with USAID designated as education lead from 2013-2015; a technical working group including development partners and technical directorates of MEN; three sub-committees organized by education sub-sector each presided over respectively by the three Ministers of Education; three thematic groups (school manuals, daara and excluded children, and deconcentration) presided over by development partners; as well as regularly planned meetings of development partners with the three ministries. Rapport d'endossement du PAQUET 2013-2025, Février 2013. pp. 5-6.

<sup>104</sup> Synthèse perspective de la Phase 1 du PAQUET. Janvier 2017. p. 42.

<sup>105</sup> At the 2014 JSR, 21 development partners, 8 CSOs, 5 trade unions, and one representative from locally elected officials all participated in the JSR. Source: Projet Termes de reference, Revue sectorielle éducation-formation 2014.

<sup>106</sup> The process involved in the Assises appears more participatory than that of the development of PAQUET 2013-2025. Source: Assises de l'éducation du Sénégal, Rapport general, aout 2014.

GNPEF held its first meeting in January 2017.<sup>107</sup> In addition to the GNPEF plenary, there is the Education and Training Thematic Group (GTEF)<sup>108</sup> for development partners to advance the alignment and harmonization of their support to the sector. There are also three sub-committees of the GTEF, structured by ministry sub-sector, to ensure information exchange and technical coordination; these are each chaired by a development partner and include membership by development partners only.<sup>109</sup> The sub-committee on higher education is not yet functional.<sup>110</sup> The GNPEF Terms of Reference allow room for the establishment of thematic working groups, as well as consultative committees of civil society, locally elected officials and teachers unions, although these are not yet functional.

60. According to stakeholders interviewed, the creation of the GNPEF is positive in that it formalizes the participation of non-state actors in education sector dialogue, on an equal footing alongside development partners and government representatives. In its current incarnation, however, the GNPEF presents several challenges.<sup>111</sup> The plenary group of 95 is too large to foster meaningful sector dialogue, to facilitate coordination or timely decision-making. The GNPEF structure provides no differentiation in the type or level of sector dialogue (i.e., policy versus technical coordination, dialogue by thematic concern); for the moment, no thematic groups have been established and no structure exists to ensure coordination at a policy level between the three education ministries. It is very costly for the government to organize meetings for that many participants, so the GNPEF meets relatively rarely. Finally, membership in the GNPEF is restricted in number by stakeholder ‘family’, which can limit representation and create tensions within stakeholder groups to determine who gets to participate.<sup>112</sup>

61. For all of the reasons explained above, several development partners report they no longer attend GNPEF meetings. Most stakeholders agreed that it is within the smaller Comité de directeurs that strategic dialogue and decision-making currently take place; as membership of this committee includes only a modest amount of government and donor representatives, the current dialogue structure is perceived as not having evolved significantly with regard to inclusion since 2017. To address these perceived challenges, several initiatives are pending which could potentially improve the structure and quality of sector dialogue. In order to promote more sector-level policy dialogue, accountability and coordination, development partners made a formal request of the GoS this year, through the G-50,<sup>113</sup> for the creation of an inter-ministerial coordination body in education focused on policy and accountability. This is a level

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<sup>107</sup> According to its TOR, the GNPEF has a plenary membership of 95, including representation by government (12 ministries), development partners, parent and student associations, academics, CSOs, teachers’ unions, the private sector, and locally elected officials. The chairmanship of the GNPEF rotates annually among the three ministries. Groupe local des partenaires de l’éducation du Sénégal – Projet de termes de référence, octobre 2016

<sup>108</sup> Groupe thématique éducation-formation

<sup>109</sup> Termes de référence, GTEF, octobre 2018.

<sup>110</sup> Finally, there is a GNPEF Steering Committee (Comité directeur of 20 members) which is chaired by DPRE, and includes representatives from the other two education ministries, the chairs of each GTEF sub-committee, the GPE CA and GA, well as five other development partners nominated on the basis of their participation in the sector

<sup>111</sup> The vast majority of development partners, civil society actors and non-MEN government representatives described challenges with the current structure of GNPEF.

<sup>112</sup> For example, development partners are currently accorded only 10 spots in the GNPEF, with five of these automatically awarded to the GPE-related country model (i.e., coordinating agency, partner agency, chair of each sub-committee); this leaves five spots to be allocated among remaining agencies. Some of the smaller donors do not participate directly in GNPEF and can only make their voices heard through the sub-committees or GTEF. Similarly, trade unions complain that they have no direct representation and can only participate through COSYDEP.

<sup>113</sup> Groupe élargi de concertation des PTFs – general policy dialogue forum in Senegal between donors and GoS.

of dialogue which is seen to be urgently lacking in the current education sector dialogue architecture.<sup>114</sup> A self-evaluation of GNPEF is also planned for the upcoming JSR 2019, using the GPE's recently launched tool to this end.<sup>115</sup> Finally, the GTEF for development partners is currently revising its terms of reference and the letter of intent between government and development partners.

**Finding 7: While sector dialogue has facilitated alignment, it has had a more limited effect on the promotion of harmonization, coordination and mutual accountability.**

62. According to stakeholders interviewed, education sector dialogue since 2015 in Senegal has largely been dominated by the following issues: the renewal of the GNPEF (development and discussion of TOR), the evaluation of and renewal of PAQUET, and the development of the latest ESPIG application for GPE. Generally, sector dialogue around these issues is seen to have been characterized by relatively open, collegial and spirited debate, particularly between development partners and DPRE-MEN. The quality of sector dialogue was seen to have improved markedly during the period corresponding to renewal of PAQUET 2018-2030.<sup>116</sup> At the same time, there is recognition that information and documents from GoS for sector dialogue meetings are often voluminous and disseminated at the last minute, leaving stakeholders with very little time to analyze their contents, prepare their positions or formulate their contributions, limiting the quality of policy dialogue. Civil society actors in particular feel they lack time, resources and capacity to play their advocacy role effectively within the GNPEF.

63. A majority of stakeholders report that sector dialogue has largely been effective in promoting alignment. Given the recent focus on PAQUET renewal, stakeholders within the GNPEF are aware of sector plan priorities and objectives and are actively taking steps to align their programming with PAQUET 2018-2030 priorities.<sup>117</sup> There is also recognition that different aid modalities are being tested in Senegal,<sup>118</sup> although this is largely perceived as the individual decisions of select development partners rather than the result of concerted dialogue among development partners to collectively promote increased aid effectiveness. One recent point of controversy, noted by several stakeholders with regard to alignment, is the emphasis in the Programme d'appui au développement de l'éducation au Sénégal (PADES) on French language instruction in the early grades of primary education, which is seen to contradict government priorities articulated in PAQUET with regard to national language instruction in early primary. While raised as an alignment issue within the GNPEF during quality assessment on PADES, sector dialogue mechanisms to date have not proved effective in resolving this point of contention.<sup>119</sup>

<sup>114</sup> This was also a recommendation of the external evaluation of Phase 1 of the PAQUET 2013-2025.

<sup>115</sup> Source: Interview with DPRE.

<sup>116</sup> See findings under Section 3.2 on Sector Planning above.

<sup>117</sup> There is strong evidence of alignment between development partners' investment objectives and key priorities of PAQUET. Among several civil society and private sector stakeholders, there were claims that programming priorities were being influenced by the contents of PAQUET 2018-2030.

<sup>118</sup> Canada has provided sector support to education since 2007; World Bank, GPE and Canada contributed to a pooled fund for implementing PAQEED; while PADES, funded by AFD and GPE, is in the form of general budget support. In each case, the rationale for the funding modality is justified individually by each donor. In the meeting minutes made available for the Comité directeur of GNPEF and for the Groupe Thématique Education-formation of development partners in 2017 and 2018, there is very limited reference to dialogue on financial alignment and harmonisation.

<sup>119</sup> The reasons for this impasse are not completely clear – there are different agendas and points of view among the development partners involved while MEN appears reluctant to favor one position over the other.

64. A majority of stakeholders report that the contribution of sector dialogue to promoting principles of harmonization and coordination has been limited. Several donors remarked that interest in and discussion of financial alignment through non-project aid modalities and harmonization are less prevalent today among education ministries and development partners than they were even a few years ago. As in many developing countries today, stakeholders report that there is generally less interest today, by MEN and development partners collectively, for non-project aid modalities.<sup>120</sup> Education sector programs often maintain separate project management structures, monitoring and reporting mechanisms.<sup>121</sup> There are also key areas of education sector programming where duplication is evident and/or where a proliferation of different tools and approaches are being used, in particular non-formal education and in-service teacher training.<sup>122</sup> There is no recent evidence in the minutes of sector dialogue meetings that issues of harmonization and coordination are a subject of collective discussion.<sup>123</sup> Instead, these areas of overlap or duplication are the subject of infrequent and ad hoc coordination meetings<sup>124</sup> that take place outside of the formal sector dialogue structures. This, according to stakeholders, is in part because there are no longer any thematic groups under the GNPEF through which technical coordination issues could be discussed. It is also due in part to the heavy reliance by development partners on project funding modalities in the education sector and a lack of attention to coordination between these projects.

65. All stakeholders agree that GPE funding requirements, guidance and conditions have recently dominated sector dialogue in Senegal. All education sector coordination meetings in 2017-2018 were taken up with GPE-related processes, including: presentations on GPE's new funding model, developing the road map for ESPIG approval, appraising and endorsing the new ESP, selecting a new partner agency, or developing, reviewing and validating the new ESPIG request. Development partners lament the amount of time spent on GPE-related processes and feel this detracts from time available for discussions around other issues of sector dialogue. There is also a perception that GPE Secretariat presence is most keenly felt in Senegal when it comes to aspects of its role as a donor agency and ensuring that ESPIG requirements are met; GPE Secretariat visibility is perceived as very limited with regard to promoting improved sector dialogue, monitoring, and the promotion of aid effectiveness principles (alignment, harmonization, coordination, mutual accountability).<sup>125</sup>

66. The lack of regular and formally recognized participation by non-state actors prior to 2017, combined with ongoing shortcomings in the structure and functioning of the GNPEF today, places limits on mutual accountability in the education sector in Senegal for the period under review. These issues,

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<sup>120</sup> Based on interviews conducted with DPRE representatives and six development partners.

<sup>121</sup> I.e. PAQEEB and PADES each have their own Steering Committees, monitoring and reporting processes.

<sup>122</sup> I.e. for the support to daaras where MEN has rolled out a national program of daara modernization with support from the Banque islamique de développement (BID), while the Projet d'Amélioration de la Qualité et de l'Équité de l'Éducation de Base (PAQEEB) and other donor programming are currently supporting daara development using entirely different approaches. In-service teacher training, pedagogical support at the local level and school monitoring are other areas where development partners and government have developed different training, tools, models and structures with limited efforts at harmonization or coordination of practices to date

<sup>123</sup> The GPE Secretariat is concerned that annual JSRs are held and rates JSRs but there is no evidence in BTORs or Secretariat correspondence of any discussion with GoS or key education partners on the quality of education sector monitoring, data validity, evidence-based decision-making and accountability for results.

<sup>124</sup> The General Secretary of MEN was planning several meetings with relevant development partners to promote more coordination on these key issues in the future.

<sup>125</sup> An analysis of BTORs from 2014-2017 prepared by Country Lead demonstrates a predominant focus on policy dialogue around ESPIG financing requirements and tracking implementation of PAQEEB for period under review.



combined with significant reliance on project modalities by development partners, a lack of concerted attention to issues of harmonization and aid coordination by government or development partners, and the recent mobilization of education stakeholders around GPE ESPIG renewal processes at the expense of other sector dialogue issues, have all contributed to limited improvements in the quality of sector dialogue for the period under review.

## Strengths and weaknesses of sector monitoring

**Finding 8: Education sector monitoring in Senegal demonstrates mixed results with regard to overall improvement for the period under review.**

67. As a summary conclusion, Table 3.6 below provides an overview of the strengths and weaknesses of monitoring performance of the education sector plan in Senegal for the period under review, from the perspective of data quality, use of data and the influencing factors that underpin the effectiveness of the monitoring system.<sup>126</sup> Findings below analyze in further detail these three core areas of sector monitoring.<sup>127</sup>

**Table 3.6 Assessment of sector monitoring in Senegal**

CRITERIA	EVALUATOR ASSESSMENT BASED ON DOCUMENTS REVIEWED AND STAKEHOLDERS CONSULTED <sup>128</sup>
Data Quality	<p><b>Strengths:</b></p> <p>Key performance indicators in the education sector (UIS indicators, 15 key indicators of PAQUET 2013-2025) are reported against annually and considered reliable by stakeholders. Learning evaluations are regular, diversified, published (SNERS<sup>129</sup> every two years; PASEC<sup>130</sup> 2012, 2014, 2019; PISA<sup>131</sup> in 2018).</p> <p>Annual education sector performance reports produced annually for discussion in JSR meetings, based on data collected at school, departmental, regional and national levels.</p> <p><b>Challenges:</b></p> <p>The results frameworks for PAQUET 2013-2025 and 2018-2030 are too complex, insufficiently aligned with existing EMIS and not useful as management tools.</p>

<sup>126</sup> This framework was developed based on key questions in evaluation matrix and GPE's ToC.

<sup>127</sup> **Data quality:** type of data collected, its reliability, degree of disaggregation (geographic, gender, inclusion), the consistency and regularity with which it is collected and reported, its coverage across the education system. **Data use:** how data is reported and presented, to whom, in what form, with what consistency and frequency, quality of analysis, evidence of data use for decision-making. **Influencing factor:** aspects of funding, technology, technical capacity, coherence and coordination, among others depending on the country context.

<sup>128</sup> Sources: Diagne, A. Évaluation du PDEF 2000-2011, octobre 2012; Rapport final de l'évaluation externe du plan sectoriel de l'éducation (PAQUET 2018-2030), August 2018; Note Conceptuelle et Document de Présentation du PADES 2019-2023, April and November 2018; Revue sectorielle annuelle du PAQUET- aide-mémoire conjointe des PTFs et du gouvernement du Sénégal, mai 2014, mai 2015, juin 2016; Commentaires consolidés des PTFs sur le rapport RAC 2017; The National Education Sector Reports (RNSE) prepared by MEN for the Plan Sénégal Émergent (PSE), 2016, 2017; GPE QAR I for PADES, 2018. pp. 2-5; Rapport final de l'évaluation externe du PAQUET 2018-2030 en vue de son endossement par les PTFs, aout 2018; interviews with representatives of GoS and development partners in Senegal.

<sup>129</sup> Système national d'évaluation des rendements scolaires

<sup>130</sup> Programme d'analyse des systèmes éducatifs de la Confemen

<sup>131</sup> Programme for International Student Assessment, OECD.

CRITERIA	EVALUATOR ASSESSMENT BASED ON DOCUMENTS REVIEWED AND STAKEHOLDERS CONSULTED <sup>128</sup>
	<p>Around 75 percent of the intermediate outcome and output indicators for PAQUET 2013-2025 were either not reported on or inconsistently reported on— similar concerns exist for the results framework of and reporting on PAQUET 2018-2030.</p> <p>Data disaggregation is acceptable by gender and region – but indicators, methods and systems of data collection related to inclusion and vulnerability are under discussion.</p> <p>Insufficient data availability on children and youth who are out-of-school, in daara, community-based and non-formal education – data collection systems do not exist.</p>
Data Use for Decision-making	<p><b>Strengths:</b></p> <p>Education sector performance reports and PSE reports on education indicators (RNSE) are produced annually based on ESP and PSE results frameworks.</p> <p><b>Challenges:</b></p> <p>Annual education sector performance reports do not facilitate decision-making – data is not presented consistently from one year to the next to enable progress tracking over time while reports contain limited data analysis or synthesis of data to support conclusions.</p> <p>Data is collected and analyzed for review by sub-sector only, which limits analysis and decision-making around sector performance.</p> <p>JSRs are not perceived by stakeholders as an effective forum for dialogue and decision-making; recommendations are not prioritized, time-bound or tracked.</p> <p>There is a perceived and systemic lack of capacity and motivation at all levels of the education system (incentives and rewards) for evidence-based decision-making.</p> <p>Data analysis does not consistently address inequities to better understand and respond to gaps in education system delivery and quality.</p> <p>There are parallel systems of data collection, analysis and reporting on education sector performance in Senegal (JSR versus PSE) which disperse energy and resources.</p>
Influencing Factors	<p><b>Strengths:</b></p> <p>Significant government commitment to and investment in improved RBM and public financial management since 2007.</p> <p>Significant and ongoing support from development partners for capacity building in RBM and the development of diverse on-line EMIS applications to improve sector efficiency.</p> <p>Introduction of evidence-based planning and performance contracts (see below) at all levels.</p> <p><b>Challenges:</b></p> <p>Low rates of electrification (&gt;30%), internet connectivity and technological literacy.</p> <p>Significant level of dependence on external investment and expertise for the development, implementation and maintenance of on-line systems by sector ministries.</p> <p>Lack of capacity or motivation for coordination between and within education sector ministries which results in siloed management and disconnected initiatives.</p>

**Finding 9:** With regard to data availability, Senegal has invested significantly in EMIS and the quality of education sector data is seen to be improving.

68. Since 2007, government systems for the provision of financial and education sector results information have been significantly strengthened in Senegal, resulting in more timely information of better quality. Significant advances in public financial management were made between 2009 and 2018,



with regard to the credibility, coverage and transparency of budget and financial information.<sup>132</sup> Since 2009, Senegal has invested in a results-based management (RBM) system for the education sector. This began with the preparation of logic models for each education sub-sector and region in 2008 for the final phase of PDEF implementation.<sup>133</sup> Investment in StatEduc (the main EMIS used by MEN) has enabled the regular production of credible data, for both annual sector performance reports and UIS indicators and survey. Regular learning assessments (both national and international assessments) are undertaken and results regularly published and disseminated through national performance reporting.<sup>134</sup> Investment in SYSGAR, an online system for RBM, was also developed with donor funding under PDEF implementation; it was designed to enable tracking the execution rates for three-year and annual action plans and budgets linked to PMFs<sup>135</sup>, although there were noted delays in its roll-out and the extent of its use across the education system.<sup>136</sup> Other on-line management tools were also introduced under PDEF which have served to improve the quality, reliability and availability of EMIS data in the country.<sup>137</sup>

69. Under PAQUET 2013-2025, further innovations in the strengthening of EMIS have been undertaken and were funded under PAQEEB through joint financing between GoS and development partners including GPE. The first innovation included the roll-out of evidence-based institutional plans and performance contracts with each education institution (schools, universities, IAs, IEFs etc.) across all sub-sectors and at all levels of the education system, with the aim of improving monitoring of and accountability for results (see further details in Section 4). The second major innovation introduced was SIMEN,<sup>138</sup> a system being developed for MEN only by a dedicated team of system developers led by an international consultant. Its aim is to integrate and improve the interface between the different education data systems<sup>139</sup> and financial management applications used by MEN and its partners within a single on-line application, to ensure that dialogue and decision-making are informed by a common base of information and analysis while data collection and reporting are standardized. Since June 2018, SIMEN has been piloted in 161 schools in 10 regions, with plans to connect another 1,750 schools by 2020.<sup>140</sup> A 2018 study undertaken by UNICEF and MEN concluded that, with the implementation of SIMEN, the Ministry's costs related to

<sup>132</sup> Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, p. 10.

<sup>133</sup> The logic models were developed with broad participation of different stakeholder groups, but their development at the regional level was often challenged by a lack of valid data to support planning and fix targets. Diagne, A. Évaluation du PDEF 2000-2011, octobre 2012. p. 102.

<sup>134</sup> SNERS every 2 years, PASEC 2012, 2014, 2019, PISA 2018. Source: Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, p. 10.

<sup>135</sup> Performance measurements frameworks

<sup>136</sup> Ibid. p. 105.

<sup>137</sup> In addition to SYSGAR, online management tools used in the education sector and introduced under PDEF include: MIRADOR for human resource management in the education sector which successfully registered 95% of teaching staff and is seen to have improved the efficiency of their deployment, utilization; StatEduc which produces regular education statistics and annually informs the 12 ISU indicators and survey. Learning Assessments (SNERS, PASEC, PISA regularly undertaken and published. Source: Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, p. 10.

<sup>138</sup> Système d'Information et de Management de l'Education Nationale (SIMEN)

<sup>139</sup> Integrate MIRADOR, StatEduc, SYSGAR, Planète to ensure accessible information on all aspects of school and student performance in one interface.

<sup>140</sup> Sources: Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, p.p. 16-17; interviews with representatives of DEPRE-MEN and SIMEN development team.

EMIS could see an annual reduction of 70 percent.<sup>141</sup> The continued development and roll-out of SIMEN will be pursued under PAQUET 2018-2030 with funding under PADES 2019-2023.

70. These innovations appear promising and Senegal is seen to have progressed markedly since 2009 in its ability to produce regular and reliable data.<sup>142</sup> However, recent innovations described above are not without their challenges and lessons learned. With regard to performance contracts, these were seen to have been rolled out by GoS using a rigidly applied and top-down approach, accompanied by insufficient capacity building and unrealistic timelines.<sup>143</sup> With regard to the development and uptake of SIMEN, a number of challenges that have been raised with regard to its effectiveness and potential sustainability, including low rates of electrification, institutionalization in schools, and dependency on external experts (also see further discussion in Section 4).

**Finding 10: Senegal has well-established, participatory and regular mechanisms for joint sector review. Significant challenges remain with regard to the relevance and quality of these mechanisms.**

71. Available evidence suggests that participatory<sup>144</sup> joint sector reviews have been held regularly in Senegal since at least 2009.<sup>145</sup> For the period under review, JSRs have been held annually from 2014 to the present. In 2014 the GoS first organized formal, regional reviews and pre-reviews by sub-sector to precede and inform the national sector review.<sup>146</sup> Following the national JSR, a Joint Aide-mémoire is prepared to summarize ESP progress, as well as to document discussions, key points of action and recommendations.

72. As outlined in GPE JSR guidance and tracked by GPE's results framework, GPE rated JSRs in Senegal in 2016 and 2019 (see Table 3.7) with assessments based on JSR reports produced in 2015 and 2018 respectively. In 2016, Senegal met the minimum GPE threshold of 3 out of 5 JSR criteria satisfied; criteria 2 (evidence-based) and 5 (anchored in policy cycle) were not met. In 2018, the Senegal JSR did not meet the threshold of GPE minimum standards as only 2 out of 5 criteria were met; criteria for participatory, comprehensive and anchored in policy cycle were not met.

<sup>141</sup> Document de présentation du PADES 2019-2023, le 21 novembre, 2018. p. 42.

<sup>142</sup> Sources: Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, p.p. 9-10; Synthèse prospective de l'évaluation Phase 1 du PAQUET, janvier 2017, p.p. 41-46 ; GPE QAR I for PADES, 2018. pp. 2-5; Rapport final de l'évaluation externe du PAQUET 2018-2030 en vue de son endossement par les PTFs, août 2018, pp. 54-59; interviews with development partners and MEN representatives in Senegal.

<sup>143</sup> Ibid, pp. 25, 40, 41.

<sup>144</sup> JSR reports since 2009 indicate the participation of representatives from government, development partners, local education authorities, locally elected authorities, civil society, teachers' unions, parents' associations.

<sup>145</sup> Sources: Interviews with development partners in Senegal; Diagne, A. Evaluation du PDEF 2000-2011, octobre 2012, p.17; Rapport d'endossement du PAQUET 2013-2025, février 2013, p. 24.

<sup>146</sup> Since 2014, the national sector review is one day in length and addresses the following key issues: implementation of recommendations made at the previous JSR; progress made on the matrix of key reforms; results achieved against the matrix of 15 key performance indicators; validation of the action plan and formulation of recommendations for upcoming year of PAQUET implementation. Documentation provided by DPRE-MEN to participants in the national JSR includes an Annual Performance Report and a Report on Implementation of Recommendations from the previous JSR

**Table 3.7** *JRS in Senegal and JSR quality standards as defined by GPE*

JSR QUALITY STANDARDS <sup>147</sup>	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G. JRES REPORTS, ESA ETC.) AND CONSULTED STAKEHOLDERS
	2016	2018	
Participatory and inclusive	Yes	No	<ul style="list-style-type: none"> <li>It is unclear why the JSR of 2018 did not meet minimum standard of participatory according to GPE rating? The process at both regional and national level became more participatory after 2017 when the GNPEF was created and regional and pre-reviews (by stakeholder category) were formalized. At a minimum, Senegal has included broad participation by different education stakeholder categories (regional authorities, locally elected authorities, CSOs, teacher unions, parents, private sector) for all years from 2012-2018. Overall the process is participatory, but there are perceptions that the meeting is now too big to foster meaningful discussion and participants, particularly non-state actors, do not feel able to fully inform discussions.</li> </ul>
Evidence-based	No	Yes	<ul style="list-style-type: none"> <li>While 2013-2025 PAQUET's 15 key performance indicators were regularly reported against, a large proportion (see Table 3.6 above) of its 291 indicators were not being consistently monitored due to lack of data or capacity to calculate values. Challenges are noted with regard to the consistency of the data and the methodologies, the indicators tracked from year to year and the consistency of budget information provided in JSR reports relative to other sources. Action plans are not tracked or reported against in terms of activities and outputs. As a result, it is difficult to track PAQUET rates of execution. It is unclear why GPE improved scoring on this standard for 2018.</li> </ul>
Comprehensive	Yes	No	<ul style="list-style-type: none"> <li>Indicators for MESRI are not well-informed by data or consistently tracked. The 2019 JSR included a review of progress and plans for all sub-sectors but not in-depth analysis on all sources of funding.</li> </ul>
Aligned with shared policy frameworks	n/a	n/a	<ul style="list-style-type: none"> <li>PAQUET 2013-2025 was not considered a relevant plan for all education sub-sectors and the Assises de l'éducation du Sénégal were held one year after PAQUET endorsement.</li> <li>The PAQUET 2018-2030 was renewed precisely to ground it in new international and national policy frameworks, targets and programs (including SDG 4, PSE, Decentralization Act III, Assises for education in Senegal, UEMOA<sup>148</sup> program for budget reforms, etc.).</li> </ul>

<sup>147</sup> JSR quality standards have evolved somewhat over time. The five JSR quality standards scored by GPE's RF indicator 18 are: (a) participatory and inclusive, (b) evidence-based, (c) comprehensive, (d) a monitoring instrument, and (e) anchored into effective policy cycle (Global Partnership for Education (GPE). "Results Framework Indicators: Methodological Briefs," June 2017, p. 47). The five dimensions of an effective JSR outlined in GPE's guidelines for effective JSRs are: (a) inclusive and participatory, (b) aligned with shared policy frameworks, (c) evidence-based, (d) a monitoring tool, and (e) an instrument for change embedded effectively into a policy cycle (Global Partnership for Education (GPE, September 2018, p. 20). Table 3.7 lists six criteria to capture both sets of standards, which overlap on all but one dimension.

<sup>148</sup> West African Economic and Monetary Union

JSR QUALITY STANDARDS <sup>147</sup>	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G. JRES REPORTS, ESA ETC.) AND CONSULTED STAKEHOLDERS
	2016	2018	
A monitoring tool	Yes	Yes	<ul style="list-style-type: none"> <li>The JSR reports track annual progress on 15 key indicators. Stakeholders report that these indicators were not sufficiently disaggregated to enable analyses with regard to equity/vulnerability under PAQUET 2013-2025. For PAQUET 2018-2030 a matrix of 20 key indicators was developed which includes improved disaggregation by sub-group.</li> </ul>
An instrument for change anchored in an effective policy cycle	No	No	<ul style="list-style-type: none"> <li>Recommendations are not prioritized, sequenced or time bound. They vary considerably in nature, complexity, scope while no explanation is provided as to why and how recommendations are advancing either significantly, weakly or not at all. Accountability for implementing recommendations appears limited.</li> </ul>

**Finding 11:** Progress was limited for the period under review and many challenges remain with regard to improving education sector reporting and using data for decision-making.

73. There was insufficient alignment between performance measurement, monitoring and reporting frameworks developed for Senegal's PAQUET 2013-2025 and information management systems in the education sector. The PAQUET 2013-2025 results framework included 291 indicators (intermediate results and outputs) across all sub-sectors and sector-wide objectives. It appears that less than 25 percent of these indicators were actually reported on in the 2014 and 2018 annual performance reports,<sup>149</sup> with no indicators reported on for the sub-sector of higher education (Table 3.8).<sup>150</sup> In contrast, the evaluation of PAQUET Phase 1 (2013-2015) found that approximately two-thirds of the PAQUET indicators in the results framework were tracked for 2015, although the evaluator highlighted a disconnect between the indicators selected for sector monitoring and what the existing EMIS could actually produce.<sup>151</sup> Finally, there is no available evidence<sup>152</sup> to suggest that the 442 indicators of the three-year PAQUET action plan of 2013-2015 were monitored or reported against.

**Table 3.8** PAQUET Indicators Reported on in 2014 and 2018

SUB-SECTOR	TOTAL # OF INDICATORS	REPORTED ON IN 2014	%	REPORTED ON IN 2018	%
Early Childhood Education	21	8	38.1%	8	38.1%
Basic Education	54	14	25.9%	15	27.8%

<sup>149</sup> The evaluation reviewed the 2014 and 2018 annual performance reports with a view towards assessing how many indicators were reported on.

<sup>150</sup> As explained previously, MESR refused to approve PAQUET 2013-2025 and did not consider the ESP in its planning cycle, preferring to integrate the 11 Presidential Decisions flowing from the Assises de l'éducation du Sénégal in 2014.

<sup>151</sup> Available evidence does not explain this discrepancy between the assessment done by this evaluation and by the evaluation of PAQUET Phase 1. Synthèse prospective de l'évaluation de la Phase 1 du PAQUET. January 2017. p. 57.

<sup>152</sup> Annual joint sector performance reports and the evaluation of PAQUET Phase 1 do not include any tracking of three-year action plan indicators at output and activity levels.

SUB-SECTOR	TOTAL # OF INDICATORS	REPORTED ON IN 2014	%	REPORTED ON IN 2018	%
General Secondary	43	6	14.0%	9	20.9%
Adult education (EBJA)	48	8	16.7%	8	16.7%
TVET	51	14	27.5%	14	27.5%
Higher Education (ESR)	0	0	0	0	0
Pilot Projects	74	18	24.3%	10	13.5%
<b>Total</b>	<b>291</b>	<b>68</b>	<b>23.4%</b>	<b>64</b>	<b>22.0%</b>

74. Beyond issues of alignment between the PAQUET results frameworks and EMIS, there is an ongoing challenge with regard to the complexity, coherence and utility of results frameworks developed. Despite improvements from PAQUET 2013-2025 to 2018-2030,<sup>153</sup> several stakeholders<sup>154</sup> continued to question whether the number of indicators was still too large, and whether there existed common definitions and methods of calculation for each indicator.

75. Comments by development partners highlight several limitations with regard to the quality of the annual sector performance reports developed for JSRs.<sup>155</sup> There is no harmonized results framework across sub-sectors in terms of the definitions, levels and types of indicator used or their methods of calculation. As noted above, many indicators in the PAQUET results framework are not tracked due to lack of data, selection of inappropriate indicators or lack of capacity to calculate values using a commonly agreed method. There is also noted inconsistency in the indicators reported against and the methods of calculation used from one annual report to the next, so it is not possible to track progress in ESP execution rates or results achievement from one year to the next.<sup>156</sup> Budget information provided in the Annual Performance Report (APR) prepared by DEPRE-MEN for the JSR is not always consistent with the budget information provided in other, national education sector reports.<sup>157</sup>

<sup>153</sup> The independent appraisal of PAQUET 2018-2030 noted that the plan's PMF included 1,346 indicators, 149 of which had no targets or methods of calculation and another 27 that would require special studies to populate. The appraisal report also questioned whether government departments had the capacity to collect or use all of this data for strategic decision-making.<sup>153</sup> The PMF was subsequently revised although it remains complex and the concerns raised by the independent appraisal appear to be of ongoing relevance. In the revised PAQUET PMF of December 2018, for example, there are over 100 indicators related to sector governance and over 300 indicators related to MEN alone. A matrix of 20 key performance indicators has been developed and validated by the GNPEF.

<sup>154</sup> Two officials in the Ministry of Economy and Finance, one development partner, two representatives of CSOs.

<sup>155</sup> Sources: Revue sectorielle annuelle du PAQUET- aide-mémoire conjointe des PTFS et du gouvernement du Sénégal, mai 2014, p. 4, et mai 2015, p. 11; Commentaires consolidés des PTFS sur le rapport RAC 2017, p. 6; interviews with development partners and representatives of government in Senegal.

<sup>156</sup> Ibid.

<sup>157</sup> The National Education Sector Reports (RNSE) prepared by each ministry for reporting on implementation of the Plan Sénégal Émergent (PSE), 2016, 2017.

76. For the period under review, between 17 and 22 recommendations were made each year during national JSR meetings. The nature and scope of recommendations made in JSR reports<sup>158</sup> vary considerably, ranging from relatively concrete and short-term actions (finalizing a study or report) to improving sector-wide systems (developing and implementing quality standards at all levels of the system). Recommendations are organized differently in different JSR reports – sometimes by Ministry, or ESP objective, or sub-sector and sometimes there is no structuring at all. Recommendations are not

ordered by priority and no timeline is set for their implementation; recommendations that are broader in scope and cannot realistically be implemented within a year are simply repeated from one annual report to another. From a review of subsequent annual performance reports,<sup>159</sup> about a third of the recommendations made each year are reported as advancing significantly while two-thirds are reported as advancing moderately, weakly or not at all. No explanation is provided in annual reports as to how or why recommendations have or have not advanced or what this implies for the ongoing progress of PAQUET.

77. The majority of development partners and civil society organizations interviewed in Senegal report that it is difficult to track education sector progress on the basis of APRs and annual JSR meetings. The APR is perceived as overly long and lacking in synthesis and analysis to facilitate the interpretation of data for decision-making. The documentation provided in preparation for the JSR is copious and is often disseminated too late to allow for adequate analysis prior to the meeting. Finally, both the JSR meeting and APR are structured around reviews by sub-sector, which limits the focus on overall sector performance. All development partners interviewed report that JSR meetings – which cover so much material in such a short length of time and include the participation of so many stakeholders in plenary – are unwieldy and do not facilitate meaningful discussions of substance on sector progress.

78. A parallel process of annual review of and reporting on the education sector has been established within each education ministry to inform progress on the implementation of the PSE. A summary meeting is held in each education ministry, with participation by education partners at all levels of the system, to report on the implementation of action plans, review progress, discuss challenges and inform

### Box 3.2. Reporting on the Education Sector in Senegal

There are two forms of education sector reporting in Senegal: annual performance reports (APRs) by sub-sector which are then compiled by MEN into a single sector-wide performance; and national education sector reports (RNSE) for monitoring of the Plan Sénégal Émergent (PSE). Several challenges in reporting on ESP implementation are noted:

- RNSE reports on statistics that respond to PSE indicators; but are not fully aligned with PAQUET indicators and targets.
- APRs contain no direct reference to planned actions or associated targets from PAQUET's three-year 2013-2015 action plan.
- APRs report on a percentage execution rate for PAQUET action plans but this covers only components of the ESP (e.g. school construction, school equipment, TVET as a sub-sector). There is no reporting on PAQUET overall execution rates nor any reporting on the higher education sub-sector. Overall, there is no comprehensive reporting on planned versus actual outputs.

<sup>158</sup> Each APR provides an assessment of the extent to which the implementation of recommendations from the previous JSR have been advanced, rating the number of recommendations as having advanced either significantly, moderately, weakly or not at all.

<sup>159</sup> Annual performance reports for 2016, 2017 respectively. According to the evaluation of PAQUET Phase 1, 33% of recommendations in 2014 and 38% of recommendations in 2015 were rated as advancing.



development of the annual national education report (RNSE).<sup>160</sup> Several development partners commented that this PSE review process within the education ministries is better structured, more analytical in nature and more informative than the JSR process. What is clear from a review of both processes is that the annual JSR process alone is not sufficient to provide a comprehensive overview of education sector progress and performance, for many of the reasons explained above. The PSE dialogue and reporting process appears a necessary and informative complement to the JSR at the moment. It is unfortunate that the two processes run in parallel, dispersing energy and resources, rather than creating one comprehensive and aligned sector performance measurement and accountability process.

79. As mentioned previously, an evaluation of the first phase (2013-2015) of PAQUET in 2017 informed the renewal of PAQUET 2018-2030. Beyond this evaluation and annual performance reports, there was no other assessment of PAQUET implementation for the period under review (no evaluation of PAQEEB is planned, only a partial evaluation of the first phase of PAQUET 2013-2025 was undertaken up to 2015). The evaluation of the first phase of PAQUET contained a solid overview of performance by sub-sector accompanied by reasonable analysis with regard to sub-sector bottlenecks and challenges. Overall, in both JSR and evaluation reports on PAQUET for the period under review, there is limited analysis of progress at a truly sector level – review and reporting processes in Senegal focus at the Ministry or sub-sector level which limits coordination, complementarity and coherence between components and levels of the education system. In addition, while there is consistent reporting from EMIS at an outcome level (key performance indicators), there is much less focus, in APRs or in evaluation reports, on the assessment of actual implementation rates against plans or on system performance and capacity to deliver the sector plan.

80. There appears to be an urgent need for policy dialogue around sector monitoring as well as capacity strengthening of government stakeholders in the education sector to prioritize data, analyze its implications, and report more effectively on its conclusions, to support strategic decision-making at all levels of the education system. There is consensus among stakeholders that, while there is an abundance of data collected from multiple sources, there is limited capacity at any level of the system to prioritize this data, analyze it or use it effectively for ongoing strategy adaptation and decision-making. While RBM and education sector indicators focus on performance aggregates and mean scores, data analysis is insufficiently focused on deviations from the mean, inequities and gaps in service delivery which require readjustment in response.<sup>161</sup> As an example provided in the PADES analysis, it is estimated that even if learning evaluation results are made available to local and regional stakeholders, capacity is lacking at different levels of the system to analyze this data in order to determine how and where in-service teacher training, pedagogical support and school inspection services should be prioritized.<sup>162</sup> With regard to non-state actors, there is also a perceived need to build their capacity in undertaking collective and aligned policy analysis relative to the data available and engaging in constructive policy dialogue with government to enhance accountability for PAQUET implementation.<sup>163</sup> It is not only a matter of technical capacity

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<sup>160</sup> These RNSE reports have been published annually since 2016.

<sup>161</sup> Sources: Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, pp. 16-17; Synthèse prospective de l'évaluation Phase 1 du PAQUET, janvier 2017, p.p. 41-46 ; GPE QAR I for PADES, 2018. pp. 2-5; Rapport final de l'évaluation externe du PAQUET 2018-2030 en vue de son endossement par les PTFs, août 2018, pp. 54-59; interviews with development partners and MEN representatives in Senegal.

<sup>162</sup> Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, p. 17.

<sup>163</sup> Based on interviews with the President of COSYDEP, focus group with members and Board members of the coalition including CSOs and teachers' unions, as well as interviews with development partners and government representatives in MEN, MESRI, MFPAA, ANCTEP.

building but a commitment to and a culture of data use for decision-making that needs to be fostered in Senegal. Concerted policy dialogue and investment in capacity building is needed.

## GPE contributions to mutual accountability

**Finding 12:** GPE is recognized as having made some contributions to improved mutual accountability in Senegal, alongside efforts made by other development partners.

81. GPE has employed several financial and non-financial mechanisms to support sector dialogue and monitoring in Senegal. Table 3.9 provides an overview of these mechanisms, grouped by whether they have made significant, moderately significant, or insignificant contributions to mutual accountability in Senegal. This grouping is indicative and does not constitute a formal score.

**Table 3.9** *Observable GPE contribution to mutual accountability*

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p><b>ESPIG funding modalities:</b> GPE's financial contribution to PAQEEB was through a pooled funding mechanism with two other development partners and GoS, while its contribution to PADES will be in the form of general budget support in partnership with AFD. Using non-project aid modalities to deliver its support to the education sector is seen to have increased local ownership and mutual accountability for results while reducing transaction costs to GoS. PAQEEB funding also contributed to improved accountability mechanisms through the development of various inputs such as performance contracts and SIMEN.</p> <p><b>ESPDG funding</b> supported the evaluation of PAQUET Phase 1 which informed performance review and sector planning for the renewal of PAQUET 2018-2030. It also supported a much more structured, inclusive and methodologically robust process for the development of PAQUET 2018-2030, which increased local ownership and mutual accountability for the renewed version of the plan.</p> <p><b>CSEF funding:</b> COSYDEP has benefitted from core program funding since 2009. This has enabled the organization to hire permanent staff, establish a physical presence, improve service to members, develop and implement its strategic plan and attract funding from other sources. Capacity and resource challenges remain, however, in the coalition's ability to support capacity building for members to collectively analyze sector plan performance and implementation and to hold government to account through advocacy and alternative reporting mechanisms.</p>
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p><b>Establishment of GNPEF:</b> The TOR for the GNPEF were negotiated and approved due to the efforts of the CA and ongoing policy dialogue undertaken by the GPE Secretariat and other development partners for the period under review. The GNPEF has formalized the participation of all education stakeholders as equal partners in education sector planning, dialogue and monitoring in Senegal. There are noted and ongoing challenges to the efficacy of GNPEF, due to only partial operationalization of the TOR.</p> <p><b>GPE guidelines and tools:</b> The GPE JSR self-assessment tool is to be used at the 2019 JSR to determine where and how annual joint sector dialogue and monitoring processes can be improved. Given the already limited time available and the significant material that must be covered in national JSR meetings, stakeholders question how valuable this process may prove.</p> <p><b>Multiplier Effect Mechanism:</b> Its application in Senegal served to pool AFD and GPE funding in support of PADES. The process to select the partner agency for the multiplier effect mechanism was perceived initially as non-transparent and problematic by the majority of development partners; this was rectified when GPE subsequently introduced more transparency and rigor to the selection process.</p> <p><b>Coordinating Agent:</b> The CA is seen to have provided significant leadership in Senegal for the creation of GNPEF, the renewal of PAQUET 2013-2025, the selection of a GA for the new ESPIG and multiplier, and for ensuring collective input into the QA process around PADES. The CA role has been played by UNICEF and UNESCO</p>



successively since 2016. At the same time, development partners suggest that the role of the CA is very costly and challenging to assume in the absence of dedicated financial and human resource support; they note that, while the GA is financially compensated by GPE, the CA role is not.

#### LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO MUTUAL ACCOUNTABILITY

**GPE Secretariat advocacy:** There is no available evidence<sup>164</sup> of development partners or GPE engaging in joint sector dialogue within the GNPEF, Comité Directeur or GTEF with regard to promoting improved harmonization or coordination in the delivery of development aid to the education sector. There is no evidence of GPE Secretariat policy dialogue since 2017 related to improving the structure, functioning or efficacy of the GNPEF, which the majority of education stakeholders find wanting. Development partners report that there has been considerable turnover in GPE Secretariat country leads since 2013 which has limited continuity and effectiveness in its advocacy role. Development partners also feel that the efforts of the GPE Secretariat in Senegal are overly focused on ESPIG-related processes and that opportunities have been missed to advocate for improved monitoring, greater harmonization and coordination within the education sector.

82. Overall, GPE is seen to have made a contribution to sector dialogue in Senegal for the period under review. This contribution is seen to have been built upon already well-established sector dialogue and monitoring mechanisms, while GPE's efforts have been made alongside those of very active development partners working towards similar goals. GPE contributions to mutual accountability are most keenly felt with regard to ESPDG funding for the improved process around PAQUET renewal, non-project funding modalities selected for ESPIGs since 2013, and the core and continuous support provided to COSYDEP. GPE's contribution to mutual accountability is perceived as limited with regard to the Secretariat's advocacy for improved respect to the effective functioning of GNPEF and the promotion of aid effectiveness principles, particularly those of harmonization and coordination. The turnover in GPE Secretariat country leads since 2014 is reported by stakeholders to have challenged the consistency and effectiveness of GPE advocacy efforts in Senegal.

83. GPE processes related to the new funding model and ESPIG approval were seen to have dominated sector dialogue from 2016 through 2018, at the expense of other pressing issues of sector dialogue and mutual accountability. According to stakeholders, three factors contributed to significantly increasing the time and administrative burden required of all education stakeholders to support GPE funding requirements: The first factor is the necessity of linking ESP development and ESPIG approval in the GPE funding model, calendars and road maps. The second is the new GPE quality assurance mechanisms for both ESP and ESPIG approval, which require education stakeholders to participate in multiple rounds of review, revision and approval. The third factor was the initial lack of a standard and transparent process for partner agency selection related to the multiplier effect mechanism. While this was rectified by GPE, it created significant tension among development partners (and with government) and consumed considerable discussion time in sector dialogue forums throughout 2018.

#### Additional factors

84. Additional **positive** factors beyond GPE support include: (a) long-standing traditions of sector dialogue between government and development partners and participatory joint sector review mechanisms, all of which began under PDEF; (b) continuity, collegiality and shared goals among development partners to the education sector in Senegal since 2009; (c) significant support by various development partners to the government of Senegal since 2007 for improved results-based management, EMIS and public financial management; (d) the development of monitoring, reporting and accountability systems for the implementation of the Plan Sénégal Émergent; (e) the education sector being a pilot for

<sup>164</sup> In BTORs, minutes from Comités directeurs or GTEF for 2017-2018.

UEMOA program-budget approaches; (f) political will and efforts to improve transparency and accountability by the GoS with regard to human resource management and public financial management in education for the period under review; and (g) contribution by development partners to special studies, qualitative research and evaluation reports (USAID study on OOS children in 2016 key example).

85. Additional **negative** factors which limited the basis for mutual accountability between sector stakeholders include: (a) limited capacity by national and local education stakeholders for data analysis in support of strategic decision-making; (b) fragmentation in sector dialogue and mutual accountability due to over-reliance by development partners on project funding modalities and weak coordination within and between education ministries; (c) the centrality of DPRE-MEN in all aspects of ESP planning, monitoring and implementation; and (d) the partial operationalization of GNPEF terms of reference.

### Unintended negative/unplanned positive effects of GPE support

86. The unintended effect of GPE's support in Senegal was the disproportionately large share of time consumed by GPE processes relative to other issues of importance in sector dialogue (see details in paragraph 84 above).

### Implications for GPE's ToC and Operational Model

**Finding 13:** Stakeholders have the capabilities, opportunities and motivation to work together to solve education sector issues in Senegal. GPE could exert more influence on sector dialogue and monitoring with a greater focus on advocacy with regard to improved promotion of aid effectiveness principles.

87. Available evidence suggests that three of the four assumptions about sector dialogue and sector monitoring underlying the GPE country-level ToC (Appendix II) fully held in the context of Senegal during the 2012-2018 review period. The evaluation found that: (i) country-level stakeholders have the capabilities, (ii) opportunities (resources, time, conducive environment), and (iii) motivation to work together to solve education sector issues. Sector dialogue is well-structured, largely participatory, and based on ample monitoring data. The noted shortcomings highlight areas where potential GPE support could be useful in terms of: (a) greater focus in promoting sector dialogue with regard to aid effectiveness principles of alignment, harmonization and coordination; (b) further investing in the capacity strengthening of national and local stakeholders (state and non-state actors) to use education sector data for more effective policy dialogue and strategic decision-making; and (c) further advocating for and investing in education sector analysis (ESA) and regular evaluation<sup>165</sup> as two important aspects of a credible and analytical evidence-base for decision-making.

88. The assumption that GPE had sufficient leverage to influence LEG existence and functioning was only partially relevant in Senegal. Education sector dialogue between GoS and its development partners as well as inclusive, joint sector monitoring mechanisms existed under PDEF. GPE was seen to contribute, alongside other development partners, to the establishment of the GNPEF in 2017. However, GNPEF has faced many challenges in promoting sector dialogue of quality, while it does not appear that GPE Secretariat advocacy has addressed these shortcomings. The GPE Secretariat could do more to advocate

<sup>165</sup> The last evaluation of PAQUET covered 2013-2015. There has been no evaluation of PAQEEB or of key innovations it supported (performance contracts for example) although this had been planned. As seen in findings in Section 3.2, evaluations of ESP implementation have served in lieu of formal ESAs which is not appropriate given the former's more limited scope and focus. The GPE Secretariat should include the need for formalized and comprehensive ESA and joint evaluation in its advocacy efforts with GoS and within the GNPEF.

for full adherence to the GNPEF TOR, to ensure that sector dialogue is more structured and differentiated and of better quality.

89. One observation on the GPE country model emerging from Senegal relates to the respective roles played by the GPE Secretariat (country lead), the CA and the GA with regard to GPE's dual role at the country level – i.e., promoter of aid effectiveness principles versus donor agency. With regard to its role as a promoter of aid effectiveness principles, stakeholders feel that the GPE Secretariat is best placed for this and should be taking a more proactive leadership role in this regard at the country level. It was noted that this role is a difficult one for the CA to play: delivering sometimes sensitive messages on aid effectiveness to development partners or government representatives can be at odds with or even undermine the CA's role in facilitation of sector dialogue. With regard to its role as donor agency, the GPE Secretariat is seen to be duplicating functions with the GA, in terms of overseeing and monitoring ESPIG implementation (conducting field visits, holding monitoring meetings with ESPIG implementers, reporting on ESPIG execution rates). Development partners feel the role of the country lead needs further clarification relative to roles played in-country by the CA and GA, while the CL requires more visibility and more proximity at the country level (time spent in, knowledge and analysis of the country context) in order to play a more effective advocacy role in sector dialogue. Several development partners raised the possibility of GPE moving the CL position from Washington to a regional office in Africa, to increase the efficiency and relevance of Secretariat inputs.

### 3.4 GPE contributions to sector financing<sup>166</sup>

#### Overview

90. This section addresses the following evaluation questions:

- Have domestic or international education financing changed during the review period, in terms of either quantity or quality? If so, how and why? (CEQ 1.5)
- Has GPE contributed to observed changes in sector financing? If so, how and why? (CEQ 1.6) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed changes in sector financing? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

91. A high-level overview of evaluation findings on sector financing and related GPE contributions is provided in Table 3.10.

<sup>166</sup> This section addresses evaluation questions CEQ 1.5 and 1.6, as well as to (cross-cutting) CEQs 3.1 and 3.2.

**Table 3.10** Overview: CLE findings on sector financing and related likelihood of GPE contributions between 2012-2017

PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING					LIKELIHOOD <sup>167</sup> OF GPE CONTRIBUTIONS TO: <sup>168</sup>			UNDERLYING ASSUMPTIONS APPLIED? <sup>169</sup>	
TOTAL DOMESTIC EDUCATION EXPENDITURE	EDUCATION SHARE OF DOMESTIC BUDGET	MET 20% GOAL? <sup>170</sup>	TOTAL INTL. EDUCATION FINANCING TO COUNTRY	QUALITY OF INTL. FINANCING	SHARE OF DOMESTIC FINANCING	AMOUNT OF INTL. FINANCING	QUALITY OF INTL. SECTOR FINANCING	GPE INFLUENCE ON DOMESTIC FINANCE	CONTEXT PERMITS IMPROVED DOMESTIC OR ODA
Increase	Fluctuations, overall stable	Met	Fluctuations, overall stable	Stable, improvements only ad-hoc	Low	Medium	Low	1	2

### Characteristics of sector financing during review period<sup>171</sup>

**Finding 14:** Domestic sector financing in Senegal increased substantially in nominal terms and remained stable above the 20 percent target relative to total government expenditures in the review period, while relative allocations to basic education decreased. Shortfalls between planned and actual capital expenditures represent important limitations for new education investments.

92. Senegal's domestic sector financing for education has increased substantially in nominal terms and remained stable in terms of its share of overall public expenditures. From 2012-2018, the total education budget<sup>172</sup> increased 40.7 percent, from CFA 433.5 billion to CFA 645.3 billion, with the largest growth seen for higher education (87.25 percent) and pre-primary (67.5 percent). As noted by most consulted stakeholders, the GoS has traditionally been committed to provide relatively high levels of funding to the

<sup>167</sup> Note that, different from similar tables in previous chapters, the summary focuses on the 'likelihood' rather than the 'degree' of GPE contributions. This reflects the nature of the respective change processes, which make it difficult to elicit evidence on direct links between GPE support and observed changes.

<sup>168</sup> Assessment is based on (i) existence/absence of positive change in respective area; (ii) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; (iii) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

<sup>169</sup> For sector financing, the two underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* to influence the amount and quality of domestic education sector financing, and (2) *External (contextual) factors* permit national and international stakeholders to increase/improve the quality of sector financing.

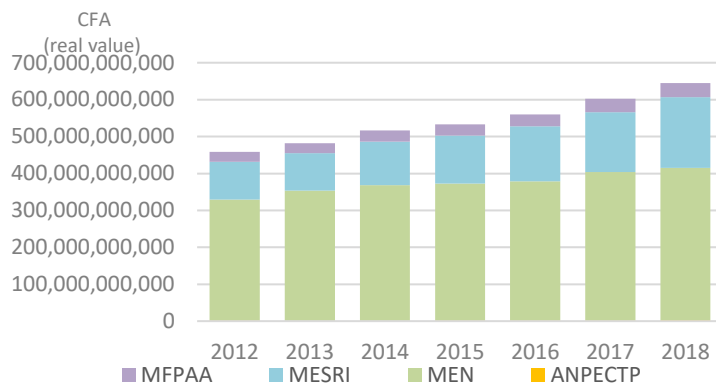
<sup>170</sup> One of GPE's ESPIG funding requirements is that 20% of government expenditure be invested in education, or that government expenditure on education shows an increase toward the 20% threshold.

<sup>171</sup> Data on domestic financing trends is primarily taken from data provided to the evaluation team from the Ministry of Finance and Economy during the mission in Senegal, as well as (a) data provided by MEN to GPE in the 2018 ESPIG application and (b) data from UNESCO UIS. This data is not adjusted for inflation. Data on international sector financing is taken from OECD CRS and is inflation-adjusted. Data from JSR reports is used to illustrate disbursements trends.

<sup>172</sup> This figure includes funding to the three sector ministries (MEN, MESRI and MFCAA) and the independent agency in charge of pre-primary education (ANPECTP). It excludes some direct public funding to the Commune level.

education sector, which has been facilitated by the recent strong performance of Senegal's economy.<sup>173</sup> In the review period, the percentage of public expenditures allocated to education remained above 20 percent for the review period. UNESCO UIS data show fluctuations from 25.7 percent in 2013 to 21.4 percent in 2016 (domestic financing data note similar trends),<sup>174</sup> while the national education budget's share of the economy (GDP) has fluctuated but remained high.<sup>175</sup>

**Figure 3.1 Public education spending Senegal, 2012-2018**



93. While all education sub-sectors saw nominal growth, the distribution of the education budget between sub-sectors changed in the review period. In particular, the share going to higher education (i.e., MESRI) increased from 22.3 to 29.7 percent between 2012 and 2018, while the share going to basic education (MEN) declined from 71.5 to 64 percent and that to primary education from 42.1 to 33.6 percent.<sup>176</sup>

94. The shift towards increased funding to higher education happened in the context of substantial growth in university enrollment during the review period, which necessitated increased spending to improve infrastructure capacities, hire additional teachers and provide bursaries/scholarships to more students. As a result, PAQUET 2013-2025 commitments for budget allocations to vocational training (MPFAA) and pre-school education (ANPECTP) were not respected (Table 3.11). For the years 2013-2015,<sup>177</sup> funding to MEN and MESRI remained largely in line with what was planned (at 108 percent and 97 percent allocation ratio, respectively), while MPFAA and ANPECTP received only 57 percent and 22 percent respectively of planned financing. As noted in Section 3.5, most consulted government stakeholders highlighted this financing gap as the key explanation for why planned interventions were not implemented as intended.

<sup>173</sup> Gross Domestic Product (GDP) increased with 5.7% average annually from 2012 to 2017 (World Bank data)

<sup>174</sup> UNESCO includes debt reseriving in its calculation of overall public expenditures. Data provided by MEN for Senegal's 2018 ESPIG application indicate that domestic financing on education, as a percentage of public expenditures excluding debt, fluctuated but remained above 25% for 2015-2017, an expected to increase 34% from 2020. Global Partnership for Education "Requête de financement pour la mise en œuvre du programme" 2018, Annex 3.

<sup>175</sup> From 5.9% in 2012, to 7.4% in 2014, to 6.6% in 2017.

<sup>176</sup> While spending on pre-primary increased marginally from 0.3 percent to 0.36 percent between 2012-2018. Source: UNESCO UIS for data on primary education financing, MFE for data on distribution between different ministries. Data provided by the GoS with their 2018 ESPIG application show that financing of primary education, as a proportion of total recurrent education expenditures, dropped from 31.5% in 2015 to 25.7% in 2017.

<sup>177</sup> PAQUET 2013-2025 included a costed action plan for the years 2013-2015. The evaluation has thus been able to do a comparison of planned versus actual costs only for the first three years of PAQUET implementation.

**Table 3.11** *Planned and actual funding of PAQUET (in CFA), 2013-2015<sup>178</sup>*

PROGRAM	TOTAL 2013-2015 IN CFA		
	FORECAST	ALLOCATED	% FORECASTED ALLOCATED
ANPECTP (pre-primary)	19,067,363,587	4,177,687,000	22%
MEN (basic education, adult basic education, non-formal education)	1,021,235,954,091	1,100,195,383,580	108%
MESRI (higher education)	390,536,060,379	380,769,866,220	97%
MFPAA (TVET)	155,143,725,258	88,681,301,120	57%
<b>Total</b>	<b>1,585,983,103,315</b>	<b>1,573,824,237,920</b>	<b>99%</b>

95. In the review period, the balance between recurrent and capital sector expenditures remained relatively stable at 84/16 (percentage of overall financing allocated to recurrent and capital expenditures, respectively). However, while the recurrent budget is generally disbursed as planned, up to half of budgeted capital resources are not made available, which greatly limits new investments and the achievement of planned interventions (see Section 3.5). Consulted ministry officials also note that a growing share of sector financing is allocated for efforts to (a) address the cause of frequent teacher strikes by increasing teacher salaries and (b) address the growth in higher education enrollment by providing bursaries to more students, respectively. In 2015, 78.6 percent of all public higher education students received scholarships.<sup>179</sup> For the period 2013-2015, salary costs represented 66.2 percent of total domestic financing across all education levels,<sup>180</sup> while scholarships and financial support to students made up 9.4 percent of sector financing in 2015, up from 8.1 percent in 2013.<sup>181</sup>

96. Available data show that from 2013-2015 average domestic financing per student increased in all sub-sectors with the exception of TVET, where it declined by 0.8 percent.<sup>182</sup> Average public spending increased by 2.35 percent per student for pre-primary, 18.5 percent for secondary and 33.5 percent for higher education.<sup>183</sup> Senegal experienced stable low inflation during the review period, suggesting that average spending per student increased in real terms.<sup>184</sup> However, stakeholders noted that tuition fees and other indirect household costs remain important barriers for improving access to basic education. While comprehensive data is not available for the review period, households contributed an estimated

<sup>178</sup> Data on planned expenditures is taken from the action plan in the 2013-2025 PAQUET, while data on actual expenditures was provided by the MEF.

<sup>179</sup> Rapport d'évaluation de la phase 1 du PAQUET- Synthèse prospective" January 2017, p. 40.

<sup>180</sup> Data is not available on how total salary costs have developed across the period.

<sup>181</sup> In 2015, 78.5% of all university students received government financial aid (ibid, p. 40).

<sup>182</sup> The evaluation of PAQUET Phase 1 notes increases for primary and lower secondary but does not provide any further details.

<sup>183</sup> From 2013-2015, average annual costs per student increased from FCA 212,000 to 217,000 at the pre-school level, 169,000 to 200,000 at the secondary level, 1,015,000 to 1,355,000 at the higher education level, but decreased from 506,000 to 502,000 at the TVET level. Figures for the primary level were not available.

<sup>184</sup> Annual inflation (consumer prices index) was -1.09% in 2014; 0.13% in 2015; 0.84% in 2016; and 0.32% in 2017. Source: World Bank.



CFA 17 billion for school expenditures (largely for tuition fees) across all sectors in 2018, representing 2.8 percent of total domestic expenditures.<sup>185</sup>

97. Senegal made progress in improving its public financial management in the review period by strengthening institutional frameworks<sup>186</sup> and by sustained political will to increase transparency and address corruption at all levels of government.<sup>187</sup> As a result, development partners generally expressed confidence in the ability of the GoS to both raise domestic resources and efficiently utilize international financing for the education sector, as demonstrated by AFD's recent decision to provide direct, non-earmarked budget support through PADES. Most donors also highlighted that the education sector *as a whole* receives sufficient financing from the government: as further addressed in Section 3.5, the implementation of PAQUET received more than 99 percent of its planned budget for the years 2013-2015, with annual disbursement rates for *recurrent expenditures* generally above 90 percent.

98. However, discrepancies between planned (budgeted) and actual (disbursed) *capital expenditures* represent an important limitation. From 2015-2017, between 47.8 and 49.9 percent of budgeted capital expenditures in PAQUET were disbursed.<sup>188</sup> Consulted government stakeholders noted that financing gaps (particularly affecting the pre-primary and TVET sub-sectors), coupled with frequent delays in disbursements, limit the ability to implement planned interventions on time and as intended. This also limits the relevance of the annual action plans (PTAs) prepared by each sub-sector, with some government officials indicating that their department received no funding for PTA implementation for certain years.

**Finding 15: International sector financing has declined slightly in nominal and relative terms, and the education sector has become less dependent on ODA as a result. There has been limited progress to date in improving the quality of education ODA, with no coordinated efforts to strengthen harmonization between donors.**

99. The nominal amount of education ODA fluctuated but declined slightly overall in the review period: from an average of US\$140.7 million annually from 2008-2012, to an annual average of US\$130.7 million from 2013-2017 (Figure 3.1).<sup>189</sup> The proportion of international education financing to overall ODA similarly declined slightly, from an annual average of 14.9 percent from 2008-2012 to 13.4 percent from 2013-2017 (Figure 3.1). As a result of decreased external financing in the context of continued high domestic investments, the education sector in Senegal has become less dependent on ODA during the review period. The proportion of sector ODA to total sector financing<sup>190</sup> declined from 20.1 percent from

<sup>185</sup> AFD, GPE and MEN, "Note Conceptuelle – Programme d'Appui su Développement de l'Éducation du Sénégal - PADES" April 2018, p. 14

<sup>186</sup> A recent IMF evaluation of found that Senegal has made progress in strengthening its institutional and legal frameworks for public financial management and has implemented an open and evidence-based budget process. IMF, "Fiscal Transparency Evaluation, Senegal", IMF Country Report No. 19/34, January 2019

<sup>187</sup> This is also highlighted by improved institutional framework against corruption. Senegal has substantially improved its ranking on the Transparency International Corruption Index from 94<sup>th</sup> place (36 points) in 2012 to 67<sup>th</sup> place (45 points) in 2018. framework against corruption. TI, "Corruption Perceptions Index 2017," February 21, 2018.

<sup>188</sup> In 2015, 46.5 billion (against 93.4 planned) were disbursed; in 2016, 50.7 billion (against 106.0 planned) were disbursed; while in 2017, 50.0 billion (against 104.7 million planned) were disbursed. Global Partnership for Education "Requête de financement pour la mise en œuvre du programme" 2018, Annex 3

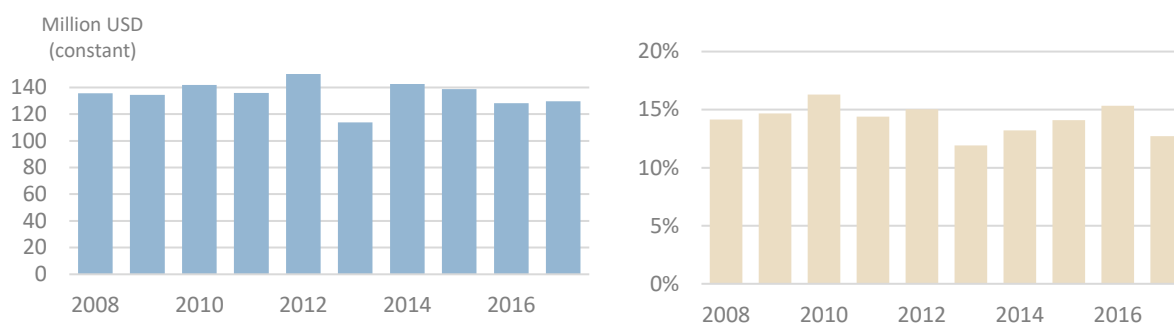
<sup>189</sup> Gross disbursed ODA in constant US\$(adjusted for inflation), OECD CRS data. These figures do not include support provided through GPE's ESPIGs.

<sup>190</sup> Total PAQUET costs includes ODA provided as direct budget support



2008-2012 to 13.7 percent from 2013-2017, while the proportion of international financing accounted for in the government budget<sup>191</sup> decreased from 9.9 percent in 2012 to 5 percent in 2018.

**Figure 3.2** Total education ODA to Senegal (left), education ODA in % of total ODA (right)



Source : OECD-CRS

100. The composition of donor partners to the education sector remained fairly stable during the review period, with the proportion of bilateral to multilateral support fluctuating around 83/17 (in percentage of bilateral and multilateral education ODA, respectively). France and Canada are by far the largest education donors to Senegal, providing 41.5 percent and 22.6 percent respectively of all sector support between 2012 and 2017 (GPE support represented 9.75% of education ODA in this period). Other important development partners (in terms of overall financing envelope) are the USA, the World Bank, Japan, the Islamic Development Bank and, as of 2016, the MasterCard Foundation. The share of education ODA going to basic education increased from 18 percent in 2012 to 26.6 percent in 2017.<sup>192</sup> Most development partners in basic education in Senegal support interventions to address (a) out-of-school children (including by strengthening the informal school system, *daaras*) and (b) strengthen the quality of learning and teaching.

101. With regard to the quality of international sector financing, there has been limited progress in strengthening alignment with national systems and harmonization between donors (see Section 3.3). All development partners align their projects with the broad priorities outlined in the PAQUETs (2013-2025, and 2018-2030). Several donors have used sector budget support (Canada since 1996, AFD and GPE from 2019) and pooled funding (i.e., both PAQEEB and PADES)<sup>193</sup> as their financing modalities for the sector. However, the decision around funding mechanism was driven by the particular interests of the individual donors involved (AFD and Canada), rather than being motivated by sector-wide dialogue and collective momentum toward greater levels of financial alignment and harmonization.<sup>194</sup>

<sup>191</sup> In the “Loi de Finances Initiales” or LFI, these expenditures are listed in the investment/capital budget under “external resources”. These resources include sector ODA provided as budget support.

<sup>192</sup> During the same period, the proportion going to secondary education decreased from 19.5% to 18%, the proportion going to higher education increased from 37.3% to 45%, while the share of education ODA classified by OECD CRS as “unspecified level” decreased from 25% to 11%.

<sup>193</sup> PADES includes two separate components: 84.3% of total financing is given as direct sector support, while 15.2% is given as project support (equally financed by GPE and AFD).

<sup>194</sup> The evaluation found no evidence of discussion on alignment and harmonization in GNPEF minutes or in BTORs by CL. Also see Section 3.3.

## GPE contributions to sector financing

**Finding 16:** While the 2013-2018 ESPIG represented an important financial investment in the education sector, GPE has had no observable influence on the distribution of domestic sector financing or the quality of education ODA.

102. GPE has provided a series of financial and non-financial mechanisms to contribute to the volume of education sector financing. Table 3.12 provides an overview of these mechanisms, grouped by whether they have made a significant, moderately significant or insignificant contribution to sector financing in Senegal. This grouping is indicative and does not constitute a formal score.

**Table 3.12** *GPE provided significant financial resources, but did not leverage any additional financing*

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
n/a	<b>ESPIG funding</b> financed 1.3% percent of total sector financing between 2012-2017, <sup>195</sup> representing 9.75% of all education ODA and 38.6% of basic education ODA in this period. GPE support has declined slightly in relative terms over time: ESPIG financing represented 9.1% of all ODA from 2009-2012, and 8.6% from 2013-2017.
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
<b>GPE advocacy (global level):</b> At the February 2018 Dakar Conference for GPE's 2018-2020 replenishment campaign, Senegal pledged to <i>maintain</i> its relative education financing above 18% (above 27% if excluding debt resericing). Consulted stakeholders did not indicate that this pledge had any substantial influence on government financing commitments.	<b>GPE Multiplier:</b> The multiplier fund provided US\$10 million in financing for the 2019-2022 ESPIG (out of a total of US\$42.6 million in GPE financing). Consulted stakeholders indicated that this financing influenced the <i>timing</i> of AFD's support but did not leverage the <i>volume</i> of support provided (since the AFD financing was already approved for the country). <b>ESPIG modality:</b> The move towards budget support for the 2018-2022 ESPIG is positive in terms of increased alignment with national systems. However, the choice of funding modality appears to have been an individual decision by AFD, not part of concerted dialogue among development partners more broadly in Senegal where education ODA is dominated by project modality.
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO DOMESTIC FINANCING	LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO INTERNATIONAL FINANCING
<b>ESPIG funding requirements:</b> Sector planning in Senegal predates ESPIG support (PDEF launched in 2000, first ESPIG received in 2009), and GPE's funding	<b>GPE advocacy for donor harmonization:</b> There is no available evidence (in stakeholder interviews, BTORs or minutes of donor meetings) suggesting that GPE has advocated for increased harmonization among education

<sup>195</sup> GPE's two ESPIGs (2009-2014 and 2013-2018) provided an estimated US\$78.9 million out of US\$5,817.8 million in total sector financing for the years 2012 to 2017. This evaluation focuses on the contribution of the US\$46.9 million ESPIG from 2013-2018

<p>requirement did not provide an incentive for sector planning.</p> <p><b>GPE secretariat advocacy</b> has had no measurable influence on the overall quantity of domestic education financing or the proportion allocated to primary education. The GoS disagreed with the GPE requirement<sup>196</sup> to provide 45% of sector financing to primary education in PAQUET 2018-2030.</p>	<p>donors in Senegal, either through CL missions and communication or through CA.</p> <p><b>GPE support for sector planning:</b> No consulted development partners indicated that GPE's contribution to improved sector planning influenced their decision to provide education ODA to Senegal.</p>
<b>NOT APPLICABLE FOR CONTRIBUTION TO DOMESTIC FINANCING IN SENEGAL</b>	<b>NOT APPLICABLE FOR CONTRIBUTION TO INTERNATIONAL FINANCING IN SENEGAL</b>
<p><b>CSEF grant</b> supported COSYDEP in the review period, but the organization did not appear to have conducted activities related to domestic financing.</p>	n/a

103. There are no indications that GPE has been able to influence the distribution of domestic sector financing in Senegal. As noted in Finding 14, the share of the public education budget allocated to primary education declined substantially in the review period and reached 33.6 percent in 2018, far below GPE's target. GPE Secretariat representatives have on several occasions with GoS officials raised their concerns that Senegal is not meeting GPE requirements with regards to domestic financing for primary education,<sup>197</sup> and the 2019-2022 ESPIG application experienced delays being approved by the GPE Board for similar reasons (see Box 3.3). All development partners and most government officials expressed disagreement with this financing requirement, with several stakeholders arguing that it would not be realistic for Senegal to raise primary spending to the GPE benchmark considering (a) the large volume of public financing already allocated to education overall and (b) investments in daaras, a key strategy to address the large population of out-of-school children (daaras are not considered primary education under GPE's definition).

**Box 3.3 Domestic education financing and the 2018 ESPIG application** GPE's Grants and Performance Committee (GPC) reviewed Senegal's ESPIG application in February 2019 and asked for clarifications regarding the projected domestic spending on primary education, which has significantly deteriorated during the review period. Senegal's ESPIG application was finally approved by the GPE Board in April 2019, without further revisions to projected financing.

104. GPE does not appear to have a catalytic role in leveraging additional volumes of international financing to Senegal. The US\$10 million provided through the GPE Multiplier for the 2018-2022 ESPIG was made available by AFD providing US\$39 million (EUR 35 million) in co-financing<sup>198</sup> through concessional loans (EUR 25 million) and a direct grant (EUR 10 million). However, consulted stakeholders note that the use of the Multiplier did not influence AFD's decision to provide such financing to Senegal, since this was already decided in their strategy for the country, but influenced AFD to begin its financing a year or two ahead of original planning. Interviewed GoS officials saw the Multiplier as a useful mechanism for increasing funding for plan implementation, but also noted that it required Senegal to take out substantial concessional loans in order to access additional funding (AFD provided EUR 25 million out of EUR 35 million as a concessional loan).

<sup>196</sup> That countries that have not yet achieved universal primary education spend at least 45% of their education budget on the primary level.

<sup>197</sup> For instance, during GPE Secretariat missions to Senegal in November 2017 and January 2018

<sup>198</sup> GPE, "Expression d'Intérêt du Sénégal pour accéder au Fonds à effet multiplicateur du GPE" September 2017

## Additional factors beyond GPE support

105. Additional **positive** factors contributing to domestic or international financing beyond GPE support include: (a) strong economic growth, (b) noted improvements in public financial management, and (c) sustained high levels of financial support from traditional donors (such as USAID, Canada).

106. Additional **negative** factors which limited the volume and quality of *domestic* financing include the high frequency of strikes in the education sector during the review period. In terms of international financing, an additional negative factor is the noted reliance on project modality as the preferred ODA delivery mechanism and lack of concerted dialogue around or movement towards more aligned forms of aid delivery, beyond the ad hoc efforts of individual donors.

## Unintended negative/unplanned positive effects of GPE support

107. The evaluation did not find evidence of significant negative/unintended effects of GPE's support in terms of sector financing. In particular, there is no evidence that GPE support displaced either domestic or international financing. International financing overall remained stable throughout the review period, and Senegal has become less dependent on ODA in the education sector.

## Implications for GPE's ToC and country-level operational model

**Finding 17:** The findings from Senegal raise strategic questions with regards to the relevance of GPE financing requirements (if rigidly applied) and the realism of the ToC assumptions related to GPE's ability to influence the alignment, harmonization and (with regard to the Multiplier) volume of external financing.

108. Available evidence suggests that only one of the two assumptions about sector financing underlying the GPE country-level ToC (Appendix II) held in the context of Senegal during the 2012-2018 review period. The first assumption (1) that GPE has sufficient leverage to influence the amount and quality of *domestic* education sector financing was found not to **hold true**. As noted in Section 3.2, consulted stakeholders<sup>199</sup> widely questioned the relevance of GPE's financing benchmark for primary education in the current context in Senegal, considering (a) the large volume of overall public financing, (b) national priorities focusing on investing in alternative education (classes passerelles, daaras, community schools)<sup>200</sup> and (c) the fact that the 2018-2025 PAQUET had been developed through GPE support and was endorsed by all development partners, including bilateral donor contributors to GPE. An observation emerging from this evaluation suggests that a rigid application of GPE's domestic financing requirements can strain the partnership inherent in GPE's country model, and risk undermining the principles of aid effectiveness GPE was created to promote. As a whole, GPE's domestic financing requirements were found to have little influence on national funding decisions.

109. There was no evidence that GPE actors has any particular focus on improving the quality or predictability of education ODA. The CA did not perceive this as part of its role and it has already been determined that there was little focus on discussions of alignment, harmonization or coordination in

<sup>199</sup> Several government officials and development partner stakeholders questioned the relevance of the financing requirement for Senegal. In addition, the GoS provided its formal perspective on the matter in a letter submitted with the 2018-2022 ESPIG application in 2018.

<sup>200</sup> Ministère de l'Éducation nationale "Note Circonstanciée sur le Financement de l'Éducation de Niveau Primaire au Sénégal" 12th September 2018

sector dialogue (see discussion in Section 3.2).<sup>201</sup> Other development partners suggested that this role should be played by the GPE Secretariat, however, considering its limited presence at the country-level (largely through periodic and brief country visits) it seems unlikely that the Secretariat alone would be able to exercise this function. This finding raises the question if the assumptions in the GPE ToC related to influencing the quality of education ODA (beyond ensuring that all donors are aligned with the sector plan) are realistic in Senegal, considering the absence of clear mechanisms or processes for advocating for stronger alignment and harmonization for education donors.

110. The Multiplier mechanism is intended to increase the amount of international ODA available and act as an incentive for use of non-project aid modalities. In the case of Senegal, the Multiplier resulted in a greater financial contribution by GPE but was not found to have influenced development partners to increase their contributions or move towards more aligned and harmonized aid modalities.<sup>202</sup> An observation emerging from Senegal's experience suggests that the effectiveness of the Multiplier is limited when it is not accompanied by coordinated dialogue among LEG members on the collective promotion of aid effectiveness principles (harmonization, alignment, local ownership, mutual accountability).

111. The second assumption – that external (contextual) factors permit national and international stakeholders to increase/improve the quantity and quality of sector financing – was found to hold true, as strong economic growth has allowed the GoS to maintain high levels of domestic sector financing and make efforts to improve its financial management capacities.

### 3.5 GPE contributions to sector plan implementation<sup>203</sup>

#### Overview

112. This section addresses the following evaluation questions:

- What have been the strengths and weaknesses of sector plan implementation during the review period? Why? (CEQ 1.3)
- Has GPE contributed to observed characteristics of sector plan implementation? If so, how and why? (CEQ 1.4) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed characteristics of plan implementation? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

113. Table 3.13 provides an overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period. These observations are elaborated on in the findings and supporting evidence presented below.

<sup>201</sup> The Terms of Reference for GPE's coordinating agencies does not explicitly highlight their role as one of pushing for increased alignment or harmonization, but notes that "The CA promotes the inclusion of non-governmental organizations in the work of the local education group to ensure harmonized support for the government's education plans and programs" (GPE TOR for CAs, p. 3).

<sup>202</sup> AFD funding envelope did not increase with adherence to Multiplier while its decision to opt for budget support appears to have been driven internally.

<sup>203</sup> This section addresses evaluation questions 1.3 and 1.4, as well as (cross-cutting) CEQs 3.1 and 3.2.

**Table 3.13** Overview: CLE findings on sector plan implementation and related GPE contributions

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>204</sup>					
		1	2	3	4	5	6
<b>Moderate</b> – several results were achieved, but lack of evidence makes it difficult to assess progress against planned targets.	<b>Strong</b> – the 2013-2018 ESPIG financed 51 percent of PAQEEB costs, which spearheaded key interventions in PAQUET implementation.						

### Strengths and weaknesses of sector plan implementation

114. This section presents an overview of PAQUET financing for the years 2013-2015<sup>205</sup> and key achieved outputs, based on evidence emerging from stakeholder consultations and reviewed documentation, before detailing strengths and weaknesses of the GPE-financed PAQEEB project.

**Finding 18:** It is challenging to track the implementation of PAQUET given current monitoring and reporting systems.

115. The evaluation was limited in its ability to assess the extent to which the 2013-2025 PAQUET had been implemented as intended. This is partially due to its very complex framework of planned objectives and activities. PAQUET 2013-2025 is organized in seven programs by sub-sector (Pre-primary, Primary and lower secondary, Secondary, TVET, Higher Education, Adult Basic Education, as well as Governance) and eight cross-cutting priorities.<sup>206</sup> Its results framework is organized in three impact-level objectives (access to education, quality, and system-level governance) and 14 intermediate objectives – which cut across sub-sectors – and 291 results indicators (15 of which are key performance indicators). The 2013-2015 action plan provided a detailed overview of costs and planned interventions for the years 2013-2015.

116. Furthermore, little information was available on the plan's execution rate (i.e., disbursement rate, the implementation of activities, achieved outputs). As noted in Section 3.3, many PAQUET results indicators were not reported against, and there was no evidence of systematic monitoring of the 442 planned activity indicators in the three-year action plan for 2013-2015 (an action plan was not created for the years 2016-2018). The evaluation of PAQUET Phase I predominantly assessed achievements and shortcomings against planned education results and did not systematically address the implementation of interventions or the plan's overall rate of execution. The annual performance reports provide information on progress against certain planned results by each sub-sector (covering approximately 25

<sup>204</sup> For sector plan implementation, the six underlying assumptions in the country level ToC were: (1) Relevant government actors having the *motivation* to implement the sector plan, (2) government actors gave the *opportunity* (resources, time, conducive environment) to implement the plan, (3) government actors have the technical *capabilities* to do so, (4) country level stakeholders have the motivation and opportunity to align their own activities with the priorities of the ESP, (5) country level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation, and (6) the sector plan includes provisions for strengthening EMIS and LARS to produce timely, relevant and reliable data.

<sup>205</sup> The PAQUET 2013-2025 only developed a costed action plan for 2013-2015, and did not provide estimates for planned financing (by sub-sectors) for the years 2016-2018.

<sup>206</sup> (i) establish universal basic education, (ii) adapt TVET to economic needs; (iii) improve quality of teaching and learning; (iv) promote the development of science, technology and innovations in teaching; (v) continue and strengthen decentralization of the education sector; (vi) strengthen efficiency of the sector; (vii) strengthen the productivity of teachers and other personnel; and (viii) develop the usage of national languages in education.



percent of the 291 PAQUET indicators). However, the performance reports do not provide a clear and systematic overview of progress against planned interventions, nor do they include any explanation or analysis of variance between planned and actual delivery, achievements.<sup>207</sup> As such, the evaluation is unable to comprehensively assess progress in PAQUET implementation against planned activities and outputs.

**Finding 19:** The 2013-2025 PAQUET is adequately financed although there are significant shortfalls against planned investments in certain sub-sectors. Key PAQUET achievements relate to an expanded education offer, improved governance, and strengthened pre-service teacher training.

117. An assessment of budget allocations against planned costs shows that the PAQUET action plan was as a whole financed as intended: 1,573 billion FCA was allocated to the sector from 2013-2015, against planned costs of 1,585 billion FCA (see Section 3.4). However, some sub-sectors received far less funding than planned for, in particular pre-primary (22 percent of planned financing) and TVET (57 percent of planned financing).

118. In terms of achievement of results, data on the 15 key performance indicators (and their 63 sub-indicators) that are systematically reported against in the PAQUET results framework show mixed progress for 2013-2017: 28 sub-indicators (44.4 percent) improved, 25 (39.7 percent) deteriorated, 7 (11.1 percent) stagnated and 3 (4.7 percent) lacks data for recent years (a complete overview is provided in Appendix VIII). Table 3.14 provides an overview of key PAQUET interventions that were achieved, in progress and not achieved in the review period.

**Table 3.14** Key output-level achievements for PAQUET from 2012-2018<sup>208</sup>

EQUITABLE ACCESS	QUALITY	SYSTEM EFFICIENCY/GOVERNANCE
<b>OUTPUTS LARGELY ACHIEVED DURING PAQUET IMPLEMENTATION, 2012-2018</b>		
<p><b>Construction:</b> From 2012-2017, 2,217 elementary classrooms/222 schools, 929 secondary classrooms/134 schools were constructed by government and development partners. Interview data suggest that the number of TVET institutions increased from</p>	<p><b>Regulations:</b> In 2013, the requirement for new basic education teachers were strengthened – from having graduated lower secondary (BFEM) to having finished (BAC).</p> <p><b>Policy development:</b> A new law establishing a framework for regularizing daaras in order to access government funding and capacity</p>	<p><b>Governance/efficiency:</b> Capacity-training provided to members of school management committees (CGE) in all primary schools, 90% of all pre-primary/100% of all primary schools considered to have functional CGEs in 2017; new direct financing to all public elementary schools introduced; performance contracts</p>

<sup>207</sup> The annual performance reports are large documents (around 200 pages) that are created by merging the annual reports of each ministry (MEN, MESRI, MFCAA). In general, the reports only assess progress against outcome-level indicators, and only partially. Certain reports contain some information about the achievement of interventions (either donor- or government-funded), for instance related to construction activities. However, such information is only partial and inconsistent (making it impossible to compare progress over time) and does not include any analysis of achievements against planned objectives.

<sup>208</sup> Sources are stakeholder interviews, Annual Performance reports, annual statistics reports (RNSE) and the Program Document for PADES. As previously noted, it was not possible for the evaluation to compare planned activities against implemented activities, so this table predominantly lists achieved outputs, as well as certain high-profile planned interventions (school feeding, curriculum, temporary shelters) that were not achieved.



EQUITABLE ACCESS	QUALITY	SYSTEM EFFICIENCY/GOVERNANCE
<p>212 to more than 400 (public/private).</p> <p><b>Non-formal education (Daaras):</b> PAQUET introduced the concept of “modern daara”, of which 64 were created from 2012-2017, and 172 public daaras created.</p> <p><b>Infrastructure improvement:</b> Several activities were implemented to increase the coverage of toilets, electricity and internet in public basic and secondary education institutions.</p>	<p>development was adopted by the government in 2018 and is currently waiting to be discussed in Parliament.</p> <p><b>Construction:</b> Five new teacher training centers (CRFPE) have been constructed.</p> <p><b>Teacher training framework:</b> A new curriculum for pre-service teacher training was developed, incorporating both pre-primary and adult basic education; in 2014, CRFPE started providing training for Arabic teachers.</p> <p><b>Tools:</b> 33,000 new guides for teachers have been distributed.</p> <p><b>Capacity development:</b> All public primary school teachers received in-service training in the competency-based curricula during the review period.</p> <p><b>Science and IT:</b> 20 institutions for teaching science and technology (BTS)<sup>209</sup> constructed.</p>	<p>introduced in 2015 across the sector.</p> <p><b>Teacher distribution:</b> A new system for allocating new basic education and TVET teachers based on clear criteria (exam results, teacher preference, and geographic need) implemented.</p> <p><b>Capacity development at central and decentralized level:</b> providing trainings and equipment to DPRE and other MEN personnel; supporting the development of an improved and harmonized EMIS platform (SIMEN, has not yet been fully rolled out); providing equipment and trainings in budget management, HR and statistics to at least two staff members in every IAs and IEFs.</p>

#### OUTPUTS PARTIALLY OT NOT ACHIEVED DURING PAQUET IMPLEMENTATION, 2012-2018

<p><b>School feeding:</b> From 2012-2016, the percentage of public elementary schools with a canteen dropped from 53.3% to 11.2% due to reduced funding from WFP.</p> <p><b>Temporary shelters:</b> The large-scale reduction of primary schools with temporary shelters was not implemented as intended (in PAQEEB).</p>	<p><b>Regulations:</b> The development of a national framework for special needs education is in progress.</p> <p><b>Curriculum:</b> Developing a competency-based curriculum for basic and secondary education not achieved.</p> <p><b>National languages:</b> PAQUET planned to develop a policy/framework for using national languages in primary instruction (not yet created), but in 2016 the USAID-funded Lecture pour tous project started rolling out the use of national languages for instruction in the first three years of primary across 3,367 primary schools and 100 daara.</p>	<p><b>Monitoring and EMIS:</b> The development of an upgraded and harmonized system for monitoring education indicators (SIMEN) has been implemented, but it is not yet fully operational (see also Section 3.3).</p>
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119. Consulted stakeholders highlighted the following interventions as the key achievements of the implementation of PAQUET 2013-2025:

<sup>209</sup> “Blocs scientifique et technologiques” (BTS) are educational institutions that provides education in science and technology to students enrolled in public lower secondary schools in their region.

- **Increasing educational supply.** Several interventions were implemented with a focus on improving the quality and availability of non-traditional education to address the high rate of out-of-school children: (a) Providing initial teacher training in Arabic for the traditional Islamic school system (daaras), (b) developing a framework for and constructing modern Quranic schools (“daara modern”) that employ qualified teachers and use approved curriculum, and (c) constructing public daaras (called Franco-Arabic schools) and providing them with financial support, equipment and in-service training. A proposed law that would establish a framework for regularizing private daaras and provide a pathway for integrating students into the formal education system is waiting for parliamentary approval.
- **Results-based management.** In 2015, PAQUET established performance contracts<sup>210</sup> as a results-based management tool in the education sector, intended to strengthen accountability and the achievement of results. Currently all public education institutions across all levels and sub-sectors (pre-primary, basic education and secondary schools, TVET institutions and universities, and IEFs and IAs) are covered by these contracts,<sup>211</sup> which set forth specific annual targets related to the achievement of planned interventions and expected educational results, and are intended to be independently evaluated in each region.<sup>212</sup> However, key remaining shortcomings are (a) not all interventions (in particular donor-funded ones) are incorporated into the contracts, and (b) MEN has yet to clearly define the consequences of poor performance.
- **Direct financing of schools:** PAQUET reformed the financing of public primary schools. Previously, financing was distributed to the IAs, then to the IEFs, then to the school level. Now, each school receives a sum of CFA 3,500 annually per student enrolled directly into their own bank account, which they can use for eligible expenditures.<sup>213</sup> The money is formally managed by CGE based on the school’s performance contract that specifying their intended usage. However, stakeholders report that not all schools received their expected financing, or received it late, in 2017 and 2018.
- **Reforming and strengthening pre-service teacher training:** Several activities were implemented to improve pre-service teacher training: (a) entrance requirements were tightened (from BFEM to BAC), (b) five new regional teacher training centers (CRFPE) have been constructed, (c) a new competency-based curriculum for pre-service training has been introduced, and (d) revising tools (teaching guides, classroom activities, etc.).

120. Several government stakeholders also noted the rapid expansion in infrastructure and financing to higher education as an achievement of PAQUET implementation. However, this development happened largely to meet the demands of massive increases in university enrollment and went against PAQUET 2013-2025 objectives, which planned for reducing overall financing to higher education with a greater share going to TVET (see Section 3.2 and 3.4).

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<sup>210</sup> Contracts were established at three levels: Contracts for improving quality (CAQ) between principals of public elementary and secondary schools and their IEF; Performance contracts between IEFs and IAs; and Performance contracts between IAs and MEN.

<sup>211</sup> The performance contracts are between the director/principal of these establishments and the higher authority in the institutional chain of command, i.e. between a school principal and their IEF; between the director of an IEF and its IA; and between the director of an IA and MEN. The targets in the performance contracts are based on a quality plan (project d’amélioration de qualité) for each institution, which provides planned results and indicators for measuring progress.

<sup>212</sup> Available evidence does not indicate if such evaluation has taken place.

<sup>213</sup> Some expenditures, such as infrastructure construction, are excluded.

121. Several high-level initiatives were not implemented as planned. The PAQUET objective to develop a competency-based curriculum for basic education has not been yet been achieved (the framework for the new curriculum was created in 2015, the current status is unclear).<sup>214</sup> The sector plan also planned for a large-scale replacement of schools with temporary shelters<sup>215</sup> through public-private partnerships (PPP). In particular, the GoS plan to provide US\$130 million for this initiative in the PAQEED project, replacing 1,861 primary schools, 259 lower secondary schools, and 22 secondary schools from 2013-2017. Available information indicates that this initiative has not yet received any funding: as of 2018, several workshops have been held to determine the scope of the project, and the GoS has identified five potential partner firms through a call for proposals.<sup>216</sup>

122. The major limitations for the implementation of PAQUET 2013-2025 were substantial financing gaps between planned and disbursed *capital expenditures*, with some government stakeholders highlighting that their department received no funding (beyond recurrent expenditures) for implementing planned interventions outlined in their annual action plans, PTA. The high frequency of teacher strikes in 2015 and 2018 also diverted domestic sector financing towards higher teacher salaries, as the GoS made efforts to pacify the schools and avoid further disruptions to the school year.

## GPE contributions to sector plan implementation

**Finding 20:** The GPE-financed PAQEED project was well implemented overall and achieved most of its planned objectives. It is widely recognized as spearheading the most significant achievements in the 2013-2025 PAQUET, in particular those related to sector governance.

123. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. Table 3.15 gives an overview of these mechanisms, organized by whether they are likely to have made a significant, moderately significant, or insignificant contribution to plan implementation in Senegal. This classification does not constitute a formal score.

**Table 3.15** GPE contributed to plan implementation through PAQEED

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<p><b>ESPIG-supported interventions:</b> The PAQEED project was instrumental in spearheading interventions aimed at strengthening governance (performance contracts, training of school-based management committees, direct financing of primary schools, providing trainings and equipment at both central and decentralized level), improving pre-service teacher training (constructing training centers, reforming pre-service curricula, revising teaching guides) and initiating efforts to enhance and harmonize EMIS systems and institutionalize results reporting at all levels.</p> <p><b>ESPIG share of PAQUET financing:</b> GPE financed 1.3% percent of total sector financing between 2012-2017, but 52.2% of total financing for the PAQEED project from 2013-2018.</p>

<sup>214</sup> AFD and GPE, "Document de Présentation du Programme d'Appui au Développement de l'Éducation au Sénégal-PADES 2019-2023 " 21st November 2018, p. 20

<sup>215</sup> Temporary shelters are built by communities with the leftover stalk from the millet harvest in November. These schools can remain open from December to May (until the rainy season starts in southern Senegal), and can only protect against sun, not rain or flooding. Instructional time in these schools is thus shortened by about 33%. World Bank "Project Appraisal Document: Quality Improvement and Equity of Basic Education Project" 17th May 2013, p.6

<sup>216</sup> World Bank "Implementation Status & Results Report Senegal Quality and Equity of Basic Education" June 2016

**ESPIG support to strengthen plan implementation capacities:** PAQEEB provided financial support, capacity training and equipment to key government units responsible for plan implementation at both the central (i.e., DPRE) and the decentralized (i.e., IAs, IEFs) levels.

#### MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

**PDG (Program Development Grant):** GPE provided a US\$200,000 grant for developing the 2013-2018 PAQEEB project. Some stakeholders indicated that this financing was helpful during the design of the PAQEEB project.

**GA:** Stakeholders generally appreciated the GA's supervision of PAQEEB execution, but one stakeholder noted that World Bank procedures for fund approval/disbursements were slow.

**CSEF:** COSYDEP has received core funding consistently since 2009 which has permitted it to hire staff, establish a physical presence, develop and implement a strategic plan, attract additional donor financing.

**Global and Regional Activities (GRA) funds:** Two IAs used the framework developed by the GRA-funded OPERA project<sup>217</sup> in observing, analyzing and adapting teaching practices used in public schools in their region.<sup>218</sup>

**ESPIG support to strengthen plan monitoring capacities:** PAQEEB provided support to develop an improved and harmonized EMIS platform for sector monitoring. This intervention is still being implemented.

#### LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

**CA:** The evaluation had no evidence detailing specific and strong contributions by the coordinating agency (UNICEF, UNESCO) to PAQUET implementation over and above fulfilling their role as a development partner.

**LEG:** The evaluation had no evidence detailing specific and strong contributions by LEG (GNPEF) to PAQUET implementation. As noted in Section 3.3, the evaluation found the structure of the GNPEF does not allow for meaningful sector dialogue in its present manifestation and that sector dialogue has been dominated by GPE processes in 2017-2018, making it hard to allow for any other issues to be discussed.

**Funding requirements:** There is no evidence that GPE's funding requirements (i.e., related to having a credible sector plan, endorsed by development partners) contributed to PAQUET implementations

**Secretariat visits:** Consulted stakeholders and a review of BTOR documentation did not indicate that the GPE Secretariat (i.e., country missions by the CL) contributed to sector plan implementation.

124. The US\$46.9 million ESPIG 2013-2018 financed the PAQEEB project,<sup>219</sup> which was the main donor-funded project supporting the implementation of 2013-2025 PAQUET. The project was co-funded by GPE, the World Bank, Canada and the GoS, and was initially budgeted to cost US\$217.9 million. However, the ambitious objective to replace temporary shelters (representing 59 percent of initial costs) was not initiated during the review period, and total financing for the years 2013-2018 was US\$ 88.9 million, more than half of which was financed by GPE (see Table 3.16).<sup>220</sup>

125. PAQEEB was implemented by various departments of MEN with overall coordination ensured by DPRE, and with the World Bank functioning as the grant agent. The project supported the implementation of specific PAQUET objectives, with an overarching focus on improving learning outcomes for early grades, increasing access to the science and mathematics tracks for secondary schools, and improving equity in access to basic education. An overview of key PAQEEB objectives is presented in Appendix VII.

<sup>217</sup> OPERA - teaching and learning effectiveness for learning outcomes – provides self-assessment tools and pedagogic material for improving teaching practices. <http://opera.ifadem.org/livrets-formation>

<sup>218</sup> AFD and GPE, 2018, p. 23.

<sup>219</sup> Projet d'Amélioration de la Qualité et de l'Équité de l'Éducation de Base.

<sup>220</sup> Based on financial information provided in the PAQEEB project document and the World Bank's Implementation Status Reports (ISRs) for 2014-2018.

**Table 3.16** *Planned and actual financing of PAQEEB, 2013-2018*

SOURCE	PLANNED 2013-2018	ACTUAL 2014-2018
World Bank (IDA)	20	20
Canada	3	3
GPE	46.9	46.9
GoS	18	20
GoS (public-private partnership for temporary shelters)	130	0
Total costs	217.9	89.9
<i>Financed by external ODA</i>	<i>32.1%</i>	<i>77.8%</i>
<i>Financed by GPE</i>	<i>21.5%</i>	<i>52.2%</i>

126. Interviewed stakeholders considered PAQEEB a well-designed and relevant project that addressed important needs in Senegal. It was implemented through a project-modality with the World Bank as the implementing agency, but with different MEN departments responsible for the execution of activities. Most consulted stakeholders were satisfied with how the project had been managed, although the disbursement of funds was delayed by one year (to January 2015).<sup>221</sup> In June 2017 the project was restructured and received a one-year extension due to an underestimation of the costs (and delayed government funding) related to constructing scientific blocs (BSTs).

127. Consulted development partners and government representatives widely perceived PAQEEB to be responsible for financing and implementing many of the key achievements during PAQUET 2013-2025 implementation. The project implemented the following interventions: (a) establishing performance-based contracts with all 16 IAs and 56 IEFs, (b) provided financial support for the PAQUET initiative to directly finance primary schools, (c) providing trainings in management-related skills to members of school management committees (CGEs) for each primary school, (d) constructing four new CRFPEs and 200 new primary schools, (e) developing a new curriculum for pre-service teacher training and new teacher manual, (f) providing grants to more than 100 daaras,<sup>222</sup> which benefitted 12,346 children<sup>223</sup> outside of the formal education system, and spearheading the development of a proposed framework for regularizing daaras, (g) equipping and constructing 20 and renovating 4 BSTs, (h) strengthening central-level capabilities in implementation, management, monitoring and evaluation through trainings<sup>224</sup> to personnel from DPRE, DAGE,<sup>225</sup> INEADE<sup>226</sup> and IGEN,<sup>227</sup> (i) developing an improved and harmonized EMIS platform (SIMEN) which has not yet been fully rolled out (see Section 3.3), and (j) strengthening decentralized capabilities through equipment as well as trainings in budget management, HR and statistics to at least two staff members in every IA and IEF.

<sup>221</sup> The actual reason for this delay is not explained. World Bank, June 2016, p. 3

<sup>222</sup> To finance infrastructure upgrades, hire additional teachers, and procure teaching and learning material.

<sup>223</sup> Of which 34% are girls, these children will receive new curriculum and trainings in math and French.

<sup>224</sup> Information about the number of trainings provided/personnel trained was not available in the documentation.

<sup>225</sup> Directorate of General Administration and Equipment

<sup>226</sup> National Institute for Study and Action for Development in Education

<sup>227</sup> General Inspectorate

128. As previously noted, one key PAQEED intervention not achieved in the review period was the ambitious objective for replacing temporary shelters through public-private partnerships, and the evaluation did not have available information on the status of this objective as of April 2019. Some stakeholders also questioned the sustainability of certain interventions. For instance, not all primary schools received (or received very late) their intended direct financing in 2018, which was attributed to the transition period between original PAQEED (2013-2018) and the continuation of PAQEED under additional World Bank financing from 2019-2022.<sup>228</sup> Stakeholders also noted that performance contracts were not yet fully institutionalized in the sector (also see Section 3.3).

129. Overall, PAQEED made a significant contribution to sector plan implementation by improving pre-service teacher training and by taking positive steps towards harmonizing the EMIS systems and making sector financing more efficient (although these efforts are yet to be institutionalized). It also made efforts to enhance the focus on results-based management (RBM) and reporting that was initiated with PDEF 2000-2010 and strengthened the capabilities of decentralized actors by providing: (a) capacity trainings and equipment, (b) direct financing and (c) delegating more management and decision-making authority. However, major shortcomings remain in terms of lack of coordination at the local level between locally elected officials, local education authorities, and other local stakeholders (also see Section 3.3).

130. In terms of performance against planned objectives, PAQEED met planned targets for 12 out of 13 intermediate results indicators,<sup>229</sup> while data is lacking on one indicator<sup>230</sup> (see Appendix VII for a full overview).

131. There was no indication that GPE support had any positive or negative unintended consequences in Senegal.

### Additional factors beyond GPE support

132. The key additional factor beyond GPE support that **positively** supported the implementation of the PAQUET was contributions from other development partners (see Table 3.17).

**Table 3.17 Contribution of other development partners to PAQUET implementation**

DONOR	SHARE OF EDUCATION / BASIC EDUCATION ODA 2012-2017	CONTRIBUTION TO PAQUET IMPLEMENTATION 2012-2018 <sup>231</sup>
France	33.5% (US\$271 m) 3.5% (US\$7.3m)	AFD provided support to basic education, secondary and TVET:

<sup>228</sup> In 2018, the World Bank approved additional US\$ 60 million in financing to an extension of PAQEED to scale-up the implemented interventions (from 2019-2021). World Bank "Implementation Status & Results Report Senegal Quality and Equity of Basic Education", June 2018

<sup>229</sup> (i) % IEFs achieving at least 95% of their performance targets, (ii) % of schools with a performance contract, (iii) % new teachers trained through CRFPEs, (iv) % schools with a functioning school management committee, (v) primary schools built, (vi) annual statistical yearbook produced, (vii) % lower secondary teachers trained in teaching guide, (viii) % Daaras achieving 75% of their targets, (ix) % of IAs/IEFs with at least two officials in HR, statistics, and budget management, (x) system of learning assessment established, (xi) annual regional education report produced, (xii) management system (software and equipment) established in all IAs and IEFs

<sup>230</sup> Learning appraisal conducted at the beginning and end of each school year.

<sup>231</sup> Based on information from interviews and reviewed documentation.



DONOR	SHARE OF EDUCATION / BASIC EDUCATION ODA 2012-2017	CONTRIBUTION TO PAQUET IMPLEMENTATION 2012-2018 <sup>231</sup>
		<ul style="list-style-type: none"> <li>• AFD financed the US\$ 11.3 million (EUR 10 million) PAEBCA project from 2014-2017, supporting access and learning in basic education, including by constructing 200 primary classrooms.</li> <li>• AFD financed US\$ 13.6 million (EUR 12 million) from 2013-2018 to support lower secondary education in Dakar, including by providing IT and science equipment, capacity-building for IEFs and IA staff, and implementing performance contracts.</li> <li>• AFD financed US\$ 36.3 million (EUR 32 million) from 2015-2022 to support TVET and enterprises, including by constructing two TVET institutes (ISEP)<sup>232</sup> with capacity for 4,000 students.<sup>233</sup></li> </ul>
Canada	18.2% (US\$147 m) 43.1% (US\$88 m)	<p>Canada has largely provided sector support for basic education:<sup>234</sup></p> <ul style="list-style-type: none"> <li>• US\$ 102 million in sector budget support to implement PAQUET from 2014-2019, including US\$ 11.3 million for provision and distribution of textbooks.</li> <li>• US\$ 15 million in budget support from 2009-2016 for curriculum training for a competency-based approach in basic education.</li> <li>• US\$ 3 million to support PAQEEB interventions for developing capabilities at deconcentrated/decentralized level (see Finding 19).</li> </ul>
USA	8.1% (US\$85.8 m) 28.6% (US\$58.3 m)	<p>USAID has largely supported basic education:</p> <ul style="list-style-type: none"> <li>• US\$ 71 million for the Lecture pour tous project from 2016-2022 to support the program for strengthening primary reading skills in by using national languages in 3,367 primary schools and 100 daaras.<sup>235</sup></li> <li>• US\$ 21.5 million to support OOS children from 2018-2023. USAID supports the reintegration of OOS children by creating community schools, daaras, bridging classes and vocational training centers, and financed a 2016 study on OOS children.<sup>236</sup></li> </ul>
Japan	9.8% (US\$79.7 m) 7.5 % (US\$14.6 m)	<p>JICA developed a model for CGEs, developed procedures and manuals based on this model, and provided technical support to strengthen capacities of CGEs across the country.</p> <p>JICA also provided support to construct schools in basic and secondary education and is supporting education quality through the development of a model for teaching and learning in math.</p>

<sup>232</sup> Instituts supérieurs d'enseignement professionnel

<sup>233</sup> Other implemented activities include capacity-building to strengthen the quality of teaching in technical schools, creating short TVET courses, implementing activities aimed at improving linkages between private sector needs and TVET, and providing financing for students enrolling in TVET institutions.

<sup>234</sup> <https://w05.international.gc.ca/projectbrowser-banqueprojets/filter-filtre>

<sup>235</sup> The program provides learning material, in-service training for teachers, community engagement activities, and support to MEN to develop policies and regulations. USAID, "Improving Education Opportunities", February 2019

<sup>236</sup> Data is not available on implemented interventions in the review period.



DONOR	SHARE OF EDUCATION / BASIC EDUCATION ODA 2012-2017	CONTRIBUTION TO PAQUET IMPLEMENTATION 2012-2018 <sup>231</sup>
Italy	1.1% (US\$ 9.2 m) 1.3% (US\$ 2.9 m)	In the review period, Italy supported the implementation PAQUET 2013-2025 gender component through the project PAEF Plus (US\$ 4.5 million). It implemented activities in 122 primary schools and 27 secondary schools, providing training in gender-sensitive education to teachers and MEN personnel, awareness-raising activities for local communities, and financial support and school kits to girls.
World Bank	15.8 % (US\$128 m) 4.4 % (US\$8.9 m)	Provided US\$ 20 million for of PAQEEB 2013-2018 (see Finding 19)
Islamic Development Bank (IsDB)	1.2 % (US\$ 10.2m) 0%	IsDB provided financial and technical support to the GoS program for modernizing daaras (PAMOD), with 64 “modern daaras” constructed in the review period.
UNICEF	0.4 % (US\$ 3.6 m) 0.2 % (US\$ 0.4 m)	UNICEF-financed interventions have focused on strengthening quality of education and inclusive access for girls and handicapped children in pre-primary and primary education including by building capacities for public teachers and support to Islamic schools.
UNESCO	Information not available	Among other activities, UNESCO has provided technical support to MEN to developing frameworks for inclusive education.

133. Key factors that **negatively** affected plan implementation include: (a) the noted discrepancies between projected and actual capital (investment) funding for the implementation of planned activities; (b) a high frequency of teacher strikes in public primary and secondary schools that disrupted the school year and resulted in budget realignments in the sector, and (c) lack of data to monitor the execution of planned activities.

### Implications for GPE’s ToC and country-level operational model

**Finding 21: The motivation and resources of government stakeholders to implement PAQUET 2013-2025 were limited by insufficient ownership among actors outside of basic education, which hindered the achievement of planned interventions.**

134. In Senegal, the evaluation found two out of the six ToC assumptions for plan implementation to be true: other stakeholders have the motivation and opportunity to align their activities with plan priorities, and the sector plan included provisions for strengthening EMIS and LAS. All major development partners have aligned their activities with the sector plan (however, as noted in Section 3.3, AFD’s focus on French as a language of instruction to some extent contradicts the policy on national languages), and PAQUET planned for substantial investments in EMIS system.

135. Three other assumptions were found to hold partially true in the Senegalese context: that government actors have the (i) *motivation*, (ii) *capabilities* and (iii) *opportunity* to implement the sector plan, which is linked to the limited relevance of PAQUET 2013-2025 as a sector framework. Government stakeholders frequently lacked funding to implement planned interventions and largely perceived PAQUET to be a plan for basic education (see Finding 2). Furthermore, insufficient government capabilities were also seen as limiting the achievement of certain activities. For instance, performance contracts have not yet been fully operationalized across the sector (see Section 3.3), the roll-out of direct funding to public primary schools experienced problems related to delays in or lack of funding, and stakeholders

attribute the lack of progress in developing the new basic education curriculum to factors including insufficient capabilities and lack of funding.

136. One observation emerging from these findings is that having a credible (as per GPE's internal assessment and the external appraisals),<sup>237</sup> endorsed and well-funded sector plan (there was minimal gaps between total budgeted and allocated financing for 2013-2015) does not automatically translate into a well-implemented plan if there is little focus on strong local ownership across the sector accompanied by robust and effective monitoring and accountability mechanisms. In Senegal, most stakeholders agree that PAQUET is a good vision document for education sector priorities but is insufficiently operational and relevant as a sector management tool for implementation, while monitoring and accountability mechanisms remain weak. As noted in Section 3.2, GPE support helped build capabilities within MEN, indirectly contributing to its dominant role during planning, monitoring and implementation and, consequently, less ownership amongst other stakeholders.

137. The sixth assumption that country level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation was found not to hold in Senegal. As noted in Section 3.3, the JSR meetings are largely an avenue for information exchange, recommendations emerging from these meetings are not systematically implemented and their links to ESP progress and performance are insufficiently monitored. Furthermore, the absence of comprehensive end-of-cycle reviews (comparing achievements against planned activities, expected results and financial execution) of PAQUET Phase I limited the ability to assess overall progress, and consequently the opportunities to apply lessons learned for the implementation of PAQUET 2018-2030. While JSRs are held annually and provide some recommendations (as documented in Section 3.3), a culture of more systematic and joint sector evaluation would be beneficial in Senegal. Development partners should be encouraged to invest in and assist the GoS in conducting regular joint sector evaluations. This is an area where GPE could advocate for more aligned processes.

138. Finally, some observations can be made on the transition from PAQEEB to PADES. Most consulted government stakeholders found the inclusion of the variable tranche in PADES to be a good principle, although it is too early to assess its contribution to improved education results. The variable tranche indicators are based on the PAQUET 2018-2030 results framework and were developed through a long process (September 2017 to November 2018) with participation from government officials, civil society and development partners.<sup>238</sup> The evaluation did not have available information on whether the process of developing the indicators had contributed to sector dialogue around specific issues. In terms of the ESPIG application, several government officials and development partners noted that the application process was complex and time-consuming with high transaction costs for country-level actors. However, one development partner argued that the deadlines imposed through the process were helpful in pushing donors and the GoS to validate and finalize documentation related to PAQUET.

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<sup>237</sup> PAQUET 2013-2025 met six out of seven GPE quality criteria, while PAQUET 2018-2030 met all seven.

<sup>238</sup> The variable tranche is based on six indicators (along the three dimensions of access, equity and quality): i) percentage of students with sufficient reading competencies at the end of CE1; ii) percentage of primary teachers supported with resources for teaching; iii) percentage of teachers at CI, CP and CE1 level that are qualified; iv) percentage of Cellules d'Animation Pédagogique that have defined and implemented an action plan with a diagnostic of the needs of teachers and students; v) Schools with a high vulnerability index receive targeted efforts; and iv) reduction in the percentage of students at the primary level without a national identification cards.

## 4 Progress towards a Stronger Education System

### Introduction

139. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: “Has sector plan implementation contributed to making the overall education system in Senegal more effective and efficient?” Key sub-questions are:

- During the review period, how has the education system changed in relation to (a) improving access and equity, (b) improving education quality and relevance, and (c) improving sector management? (CEQ 4)
- How has sector plan implementation contributed to observed changes at the education system level? (CEQ 5)
- Going forward, what are the implications of findings for the GPE ToC/operational model? (CEQ 7)

140. Progress towards a stronger education system is measured by drawing on evidence of achievements against the 14 intermediate objectives outlined in the 2013-2025 PAQUET. Three of these objectives relate to system-level changes in access,<sup>239</sup> five in quality,<sup>240</sup> and six in governance.<sup>241</sup> Additionally, the PAQUET had a cross-cutting focus on inclusive education and equity. The analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools, IAs, IEFs, MEN, etc.), as well as changes in relevant rules, norms and frameworks (e.g., standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.<sup>242</sup>

141. To be counted as a ‘system-level change’, an intervention needs to be planned nationwide in scope (at least in the medium term), and at least partly led by the ministry. Ideally, it should also be sustainable in terms of funding (e.g., government co-funding, cost recovery), or make sensible plans for future sustainability. Actual implementation is not a necessary criterion, as policy or program design can, in and of itself, be a valuable first step, but timely implementation needs to at least be likely, and its likelihood

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<sup>239</sup> 110: Increased inclusive access to education; 120: increased access to scientific streams in secondary education; 140: increased access to teacher training adapted to needs.

<sup>240</sup> 210: strengthened teacher capacities; 220: strengthened learning environment; 230: improved scientific focus in education; 240: availability of tools for learning and teaching; 250: availability of tools for quality assurance.

<sup>241</sup> 310: effective human resource management; 320: efficient resource management; 330: pacified school environments; 340: effective and efficient management; 350: strengthened steering/pilotage of the education sector; 360: increased integration of environmental and sustainability development perspectives in the sector.

<sup>242</sup> Please see definition of ‘education systems’ in the terminology table of this report. The GPE 2020 corporate results framework defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing); (b) equitable allocation of teachers (RF11, covered here under Access and Equity); (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance); (d) reduced student dropout and repetition rates (RF13, covered in section 5; (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

is enhanced if timelines, funding and responsibilities are clearly outlined. Whether system-level changes actually enhanced education outcomes (enrollment, learning) is reviewed in Chapter 6. Table 4.1 summarizes related CLE findings, which are elaborated below.

**Table 4.1** Overview: CLE findings on the contribution of plan implementation to systems change

IMPROVEMENTS MADE DURING REVIEW PERIOD? <sup>243</sup>	HAD ISSUE BEEN ADDRESSED IN THE 2013-2025 PAQUET? <sup>244</sup>	LIKELIHOOD THAT PAQUET IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS <sup>245</sup>	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>246</sup>			
			1	2	3	4
<b>Access: Moderate.</b> Increase in schools in pre-primary and secondary, modest growth in primary. Large growth in TVET institutions, no progress in replacing temporary shelters in primary schools.	<b>Yes.</b> Access is one of three key objectives, with specific intermediate objectives for expanding access across all levels.	<b>High.</b> Available data suggest that construction efforts were implemented through PAQUET.				
<b>Equity: Moderate.</b> Improved quality by incorporating non-formal education in pre-service training framework, increased infrastructure for alternative education but declining enrollment, progress in creating a legal framework for daaras. No progress addressing geographic inequities (less school feeding, more temporary shelters), some improvements in infrastructure (more toilets and adapted classrooms).	<b>Yes.</b> Equity is a cross-cutting priority in PAQUET, with specific priorities focusing on addressing vulnerable children, reducing disparities between regions, and providing access to out-of-school (OOS) children.	<b>High.</b> Available data suggest efforts to expand access to alternative education and construction in five regions with the lowest access were implemented through PAQUET.				

<sup>243</sup> Meaning, for example, new or expanded mechanisms or frameworks having been put in place. Rating options and related color coding: Green = strong/comprehensive. Amber = modest/fragmented; Red = limited/in isolated areas only; Gray = insufficient data.

<sup>244</sup> Green = yes, comprehensively. Amber = yes, albeit partly/with gaps. Red = no or insufficiently. Gray = unclear. Of note, the fact that an issue was **addressed** in an ESP does not guarantee that positive changes in this area **were due** to ESP implementation. This table thus has two columns, one for whether the issue was addressed in the relevant ESP, and a second for whether there is evidence that improvements were due to ESP implementation (as opposed to, say, being due to a donor project that had little or no connection with the ESP).

<sup>245</sup> Green = High. Amber = Moderate; Red = Low. Gray = Insufficient data.

<sup>246</sup> The four underlying assumptions for this contribution claim are: (1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management; (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; (3) ESP implementation leads to improvements of previous shortcomings in relation to learning; and (4) it leads to improvements in relation to equity.

IMPROVEMENTS MADE DURING REVIEW PERIOD? <sup>243</sup>	HAD ISSUE BEEN ADDRESSED IN THE 2013-2025 PAQUET? <sup>244</sup>	LIKELIHOOD THAT PAQUET IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS <sup>245</sup>	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>246</sup>			
<p><b>Quality: Moderate.</b> Significant progress in establishing a foundation for improved teaching by strengthening the framework for pre-service training (reformed curriculum, expanded access, heightened teacher requirements, more certified teachers). Limited progress made in improving in-service training and establishing an institutionalized framework with clear roles and responsibilities.</p>	<p><b>Yes.</b> Quality of teaching and learning is one of three overarching objectives, with intermediate objectives focusing on enhancing teacher competencies, improving teaching environment, and establishing a strategy for using national languages in instruction.</p>	<p><b>High.</b> Interview data suggest that efforts to enhance teacher qualifications and improve pre-service teacher training were implemented through PAQUET.</p>				
<p><b>Governance: Strong.</b> Introduction and (partial) institutionalization of performance contracts and direct school financing have improved governance and contributed to strengthening accountability for results for actors at all levels. Positive steps have taken to streamline EMIS and improve the management of teacher allocations.</p>	<p><b>Yes.</b> Governance is one of three overarching objectives, with specific priorities focusing on implementing performance contracts, reinforcing and delegating decision-making authority to the deconcentrated and decentralized level.</p>	<p><b>High.</b> Available data suggest that efforts to improve governance were implemented through PAQUET.</p>				

### Progress towards a stronger education system during the 2012-2018<sup>247</sup> period

**Finding 22:** Senegal has made substantial improvements in expanding access to secondary education, strengthening accountability mechanisms and reforming frameworks for pre-service teacher training. Innovations were introduced to streamline EMIS and integrate non-formal education, although these remain at a pilot stage. Limited change was observed with regard to addressing geographic, socio-economic and gender disparities.

142. This section reviews system-level changes documented in the review period, based on the three strategic goals in the 2013-2025 PAQUET: access, quality of learning and system-level governance, in addition to the cross-cutting issue of equity. Changes at the system-level are most significant in the area of governance, with regard to improvements over time in public financial management and RBM. Under PAQUET 2013-2025, these systems were improved with the development of SIMEN and the introduction and institutionalization of performance contracts. Access has also improved over time, in particular at the secondary level, and the recent focus on modernizing daaras and strengthening community-based and non-formal forms of education, while still at a piloting phase, appears to be relevant responses to

<sup>247</sup> While 2012-2018 is the review period for this evaluation, most data is only available up until 2017.

education demand. In terms of education quality, limited progress has been made with regard to curriculum reform and restructuring the education system around basic education and a more effective response to labor market demand. During the period under review, sector plan implementation resulted in many pilots or smaller initiatives to improve education quality and equity, but these are in need of consolidation, evaluation and eventual scale-up where they are found to be effective.

## Access

143. Since 1991, Senegal has worked towards achieving universal basic education through developing a 10-year “fundamental”<sup>248</sup> education cycle for children aged 6-16 that integrates primary and lower secondary education and the last year of pre-primary into the same institutions and using a harmonized curriculum. PAQUET 2013-2025 had ambitious goals of expanding access within this basic education framework, but available data indicates limited success in re-orienting the current structure towards an integrated cycle. For instance, most education statistics and the PAQUET results framework report on progress and achievements by sub-cycles (separating primary and lower secondary),<sup>249</sup> and the development of a comprehensive curriculum for basic education has not yet been achieved (as noted under “Quality” below). At the same time, the proportion of pre-primary institutions that are integrated into primary schools declined, contrary to national objectives.<sup>250</sup>

144. During the review period, Senegal increased the number of public pre-primary schools (by 25.7 percent)<sup>251</sup> in line with the policy on establishing universal basic education, and substantially increased the number of secondary schools (by 82.2 percent).<sup>252</sup> However, the modest growth in the number of primary classrooms (by 13.4 percent) was in large part due to construction efforts by private actors<sup>253</sup> and has been outpaced by the rapid growth in the student population.<sup>254</sup> Considering Senegal’s high (but slowly declining) fertility rates and the large OOS population (see details under Equity), it appears that the need for increasing infrastructure will remain strong for the foreseeable future.<sup>255</sup>

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<sup>248</sup> *Cycle fundamental.*

<sup>249</sup> The PAQUET 2013-2018 results framework and action plan was divided into 7 programs by sub-cycles, including one integrated for fundamental education (primary and lower secondary).

<sup>250</sup> The proportion of pre-primary institutions incorporated in primary schools declined from 10.7% to 9.3% from 2016-2017 (remaining relatively stable from 9.4% in 2013 and 8.4% in 2014).

<sup>251</sup> The number of pre-primary schools increased by 25.7% from 2012-2017. The proportion of public institutions (as opposed to private or community) increased from 29.7% in 2012 to 40.1% in 2017; private institutions increased slightly from 40.6% to 43.8%, while institutions run by communities or NGOs decreased from 29.7% to 16.1%.

<sup>252</sup> From 484 to 882, with the proportion of public schools substantially increasing from 51.7 to 63.5%.

<sup>253</sup> From 50,527 to 57,286 between 2013-2017 (but increased with 22.2% if measured from 2012-2017). 35.4% of all new classrooms were built in private schools, with the proportion of private classrooms (relative to total classrooms) increasing from 16.5% to 18.7%.

<sup>254</sup> While the classroom-student ratio for all primary schools declined from 1:46 to 1:40 from 2008-2013, it slightly increased to 1:42 by 2017. MEN, “Rapport National sur la situation de l’Education” 2017, p. 78

<sup>255</sup> Fertility rate (average birth/woman) declined from 5 to 4.7 from 2012-2017, lower than sub-Saharan average (4.78)



145. Comprehensive data on construction efforts or total number of institutions were not available for TVET and higher education.<sup>256</sup> Interview data suggest that the number of TVET institutions<sup>257</sup> and universities significantly increased.<sup>258</sup> However, the higher education sub-sector is challenged by serious overcrowding in general, particularly in the Dakar region as a result of the recent massive increases in student enrollment. For instance, in 2015, more than 80 percent of all public university students nationwide were enrolled at one university in Dakar (*Cheikh Anta Diop*).<sup>259</sup>

## Equity

146. The education system in Senegal is faced with substantial inequities related to geographic, socio-economic and gender disparities in access and quality. Although basic education is nominally free of charge,<sup>260</sup> indirect and direct costs associated with schooling represent an important impediment for many parents. Furthermore, one of the biggest challenges facing the sector is the large population of out-of-school (OOS) children between 6-16 years. An estimated 33 percent of all children are not enrolled at the national level<sup>261</sup> but significant regional and gender disparities exist: five out of Senegal's 14 regions<sup>262</sup> account for 56 percent of total OOS children (but only 30 percent of the national population)<sup>263</sup> and boys make up 57 percent of the total number of OOS children aged 6 to 16. In addition to financial costs, cultural and religious resistance to the formal school system is a key factor for non-attendance<sup>264</sup> and a majority (68.2 percent) of these children are to different degrees enrolled in non-formal, unregulated schools that are commonly referred to as *daaras*, or Islamic schools (see Box 2.x in Section 2).

147. Significant progress was achieved in the review period to address inequities related to OOS children **by strengthening links between non-formal and basic education and by strengthening the quality of teaching**, although stakeholders highlighted that poor coordination limited the effectiveness and institutionalization of donor-funded interventions (see Section 3.3 on poor harmonization of development partners).<sup>265</sup> Key observed changes include:

<sup>256</sup> The national statistics reports (*rapport national sur la situation de l'éducation*) only provide data from MEN, i.e., only for pre-primary through secondary. The reports do not provide data on infrastructure at the lower secondary level (but provide data on education statistics, which is reported on in Section 5).

<sup>257</sup> The evaluation of PAQUET Phase 1 notes the construction of six new TVET institutions outside of Dakar and the renovation/extension of six other establishments in 2014-2015. "Rapport d'évaluation de la phase 1", 2017, p. 35

<sup>258</sup> Five universities are in the process of being constructed. Additionally, the university in Thiès graduated its first students in 2015, and the Senegal Virtual University (*UVS*) started accepting enrollment in 2014. Ibid, p. 36

<sup>259</sup> Ibid

<sup>260</sup> According to Law n. 2004-27, of 2004. However, households contributed CFA 17 billion for school expenditures (largely tuition fees) across all sectors in 2018, representing 2.8% of total domestic expenditures (Section 3.4)

<sup>261</sup> Estimates differ but indicate that in 2016, about 1.5 million children, or 33% of all school-aged children, are OOS.

<sup>262</sup> The regions of Diourbel, Kaffrine, Louga, Matam and Tambacounda.

<sup>263</sup> In 2016, the OOS rate in these regions for all public and private primary, lower secondary and secondary schools was above 50% (except for in Louga at 46%): 68.2% in Diourbel, 64.4% in Kaffrine, 52% in Tamacounda, and 51.9% in Matam. USAID "Etude nationale sur les enfants et les jeunes" June 2017, p. 30-40

<sup>264</sup> In a survey conducted, 58.7% of parents selected this as the principal explanation for why their children did not attend school, far ahead of lack of money (19.4%) and long distance to schools (17.2%). Ibid, p. 62

<sup>265</sup> PAQUET 2013-2025 introduced several interventions aimed at (a) integrating the system of non-formal education into the national basic education system, including by strengthening linkages with national frameworks for teacher training and curricula, (b) increasing the availability of alternative forms of education (i.e. public and modern *daaras*, community schools and bridging classes) to meet the need of pupils unwilling to enroll in the regular education systems, and (c) improving the quality and governance of *daaras*.



- **Increased availability of daaras, but declining enrollment:** The proportion of public schools that are Franco-arabic (bilingual, publicly funded and using national curricula) increased from 3.4 percent to 4.1 percent between 2013-2017.<sup>266</sup> In addition, 64 “daara modern” schools were also created (government-run Islamic schools), but enrollment in these schools declined dramatically from 116,805 to 25,849.<sup>267</sup> While the focus on strengthening alternative forms of community-based and non-formal education appear to be a relevant response to the challenge of OOS and weak education demand in certain regions, many consulted stakeholders questioned whether the model of “daara modern” is effective; it is perceived as overly expensive and insufficiently relevant to the needs of parents. One official suggested that many parents had taken their children out the modern daara and returned them to private Quranic schools which were seen as more relevant.
  - **Improvements in the quality of teaching in daaras:** The GoS has made progress in linking the system of daaras with the national education framework by reforming the initial teacher training curriculum (used in CRFPEs) to also include teachers intending to work in Franco-Arabic and Islamic schools. In 2017, 19.2 percent (350 out of 1,822) of newly recruited teachers had graduated from the Franco-Arabic teacher training program.
  - **Some positive steps in strengthening regulatory framework, not yet a system-level change:** A draft law for defining the legal framework for and regulating private daaras (by establishing requirements for using approved curriculum and qualified teachers) has been approved by the Cabinet and is currently awaiting debate in Parliament.
  - Many private daaras received financial and technical support to strengthen governance capabilities and improve quality of teaching,<sup>268</sup> but information is not available on results (in part due to lack of coordinated reporting on these interventions). Information was also not available with regard to improvements in infrastructure or quality for other forms of alternative basic education, such as community schools and bridging classes.<sup>269</sup>
148. Limited system-level improvements were observed in addressing geographic and socio-economic inequities.<sup>270</sup>
- **Growth in infrastructure (and enrollment) in selected regions is similar to national levels:** the total number of public primary classrooms in the five regions with lower than average enrollment rates<sup>271</sup> increased with 11.5 percent between 2013-2017 (against 10.3 percent at the national level), while the number of public primary schools increased with 7.2 percent (7.8 percent at the national level). Enrollment rates have on average not differed significantly from national levels (see Section 5).
  - **No progress in replacing temporary shelters:** These shelters are only open during parts of the school year and substantially more prevalent in rural areas and, thus representing an important limitation for improved access and learning. However, contrary to stated PAQUET objectives, the proportion of public primary schools using temporary shelters increased from 8.4 percent to 9.6

<sup>266</sup> However, proportion of private primary schools that are considered daaras increased from 27.7% to 31.9%.

<sup>267</sup> Available data do not show how many “modern daaras” are currently operating in Senegal.

<sup>268</sup> For instance, the PAQEED project provided technical support and grants to students for 100 daaras.

<sup>269</sup> In 2017, 2,136 children were enrolled in bridging classes (which are to date only established in two regions).

<sup>270</sup> PAQUET 2013-2025 included several planned interventions for reducing geographic and socio-economic disparities: by targeted school construction, replacing temporary shelters and increasing school feeding initiatives.

<sup>271</sup> For instance, the 146 out of the 200 primary schools constructed through PAQEED were built in these five regions.

percent between 2014-2017 (after initially declining from 16.3 percent in 2012), reflecting the lack of progress in implementing the related objective in the PAQEED project (see Section 3.5).

- **Large decline in the provision of school feeding.** While no information was available on any actions taken to reduce the financial burden of attending school, PAQUET planned for increasing the availability school feeding programs (*cantines scolaires*) in public schools across regions characterized by poverty and chronic food insecurity. This objective was not achieved due to a lack of donor financing,<sup>272</sup> and the proportion of public schools with a school canteen declined substantially at both the primary (from 53 percent to 12.5 percent) and pre-primary level (from 29.4 percent to 17.8 percent).

149. In terms of disparities related to gender and special needs children, some progress was noted in terms of improved infrastructure (increase in toilets, more adapted classrooms).

- After achieving significant progress in addressing gender inequality (reducing inequalities experienced by girls) in the last decade, there is now an emerging inequality for boys, with girls outperforming boys in most areas.<sup>273</sup> Limited data is available with regard to both planned and implemented PAQUET interventions related to gender, and it appears that little was achieved at the system-level to analyze and address aspects of gender inequalities during the review period.<sup>274</sup> One area where progress was documented concerned the proportion of all primary and lower secondary schools with functional toilets which increased from 68.8 percent in 2013 to 76.4 percent in 2017.
- With regard to including children with special needs in education, few system-level improvements were observed in terms of policy and curricula development or in pre- and in-service teacher training during the review period. Stakeholders reported that the development of a national framework for special needs education is in progress, although its current status is unclear. Since 2016, the implementation of PAQUET has codified six of 22 national languages in Braille (a system of touch reading and writing for the visually impaired),<sup>275</sup> although training in the use of such tools is not yet included in initial teacher training framework. Some progress was also observed in improving infrastructure for inclusive education: the proportion of primary classrooms adapted to students with physical handicaps increased from 12.4 percent to 19.7 percent from 2013-2017.

## Quality

150. Several consulted stakeholders observe that poor teaching quality is among the key reasons for weak learning at all education levels in Senegal. This is also highlighted in the sector analysis of PAQUET

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<sup>272</sup> This intervention was intended to be largely financed by the World Food Programme (WFP), who substantially reduced its funding for its programs in Senegal in the review period.

<sup>273</sup> Such as enrollment, repetition and completion at the primary and lower secondary level (see Section 5 for more details). Girls are more likely than boys to be enrolled in school and less likely than boys to have never attended school (primary, lower secondary or secondary). Girls, however, are slightly more at risk for dropping out of school in secondary than boys. Ibid

<sup>274</sup> PAQUET 2013-2025 is aligned with Senegal's national strategy for gender equality (SNEEG, Stratégie nationale pour l'Équité et l'Égalité de Genre) and has a cross-cutting priority on promoting inclusive education a range of interventions but did not plan for specific interventions to address underperforming boys. Planned interventions include (a) ensuring gender equality at all levels in the education sector, (b) providing training in gender-sensitive education to teachers and inspectors, (c) promoting the enrollment of girls in science streams in secondary schools and in TVET, and (d) creating a framework for coordinating gender-related interventions in the education sector.

<sup>275</sup> MEN, "Rapport National sur la Situation de l'Éducation 2017 " 2017, p. 78

2018-2030.<sup>276</sup> In the review period, Senegal made significant progress in **establishing a foundation for improved teaching by strengthening the framework for initial teacher training**. Although many observed changes are still too recent to have led to system-level improvements, consulted stakeholders working at the local level believe the quality of new teachers has improved as a result of the following initiatives:

- Revising the framework and teacher training curriculum used in CRFPEs, based on a competency-based approach and incorporating pre-primary, informal and adult basic education.
- Expanding access to CRFPEs by constructing new centers in five regions.
- Heightened teacher requirements. In 2013 the GoS raised the requirements for students enrolling in CRPFs from having obtained a lower secondary diploma (BFEM) to a secondary diploma (BAC). As a result, between 2013 and 2017, the proportion of public teachers with a secondary diploma has increased across all levels.<sup>277</sup>
- Strengthening qualifications of existing teachers by providing teacher certifications (through in-service training) to assistant teachers, thereby also elevating them to the position of regular teachers. Due to these efforts, the proportion of public teachers without a teaching license declined in primary and secondary (but increased slightly for pre-primary),<sup>278</sup> and the proportion of permanent teachers (as opposed to teachers hired as substitutes or contractual) improved in primary schools.<sup>279</sup>
- The availability of textbooks improved substantially from 2013 to 2017 in primary schools.<sup>280</sup>

151. In comparison to the progress made in strengthening pre-service training, many consulted development partners and government officials highlighted major shortcomings in the mechanisms and capacities for in-service teacher training, including: (a) unclear responsibilities related to pedagogical support, professional development and in-service teacher training provided by government and development partners; (b) systematic discrepancies between planned and actual funding for in-service training; and (c) the absence of an overarching national strategy and framework for pedagogic reforms. In Senegal, public in-service training is formally provided by a pedagogic training unit (CAP)<sup>281</sup> in each district. The CAP is managed by the IEF and consists of selected teachers that provide regular training to all public teachers within the district.<sup>282</sup> Stakeholders report that the units are often not functional, are not fully institutionalized and frequently lack funding to conduct planned activities. During the review period, a few positive steps were observed in enhancing in-service training, such as the development of a harmonized teaching manual aligned with the competency-based approach, with 33,000 manuals distributed to public teachers at the primary and lower secondary level.

<sup>276</sup> PAQUET 2013-2025 included an overarching objective of improving the quality of teaching and learning.

<sup>277</sup> From 24.3% to 27% in public pre-schools, from 24.3% to 47.7% in public primary schools, and from 40.9% to 41.7% in secondary schools.

<sup>278</sup> Between 2013 and 2017, the proportion of public teachers without teaching diploma (CAP or CEAP) declined from 15.4% to 9.6% in primary and from 45.5% to 14.9% in secondary schools. In public pre-primary schools, it increased from 15.4% to 19.2%. The proportion of teachers without teaching diplomas is substantially higher in private schools.

<sup>279</sup> The proportion of public teachers hired on a contractual basis declined from 55.3% to 34.8% between 2013-2017.

<sup>280</sup> In math, average textbook/student ratio increased from 0.3 to 0.68 textbooks per student across all primary schools, while in reading it increased from 0.6 to 0.82. Data from RNSE reports, 2013 and 2017.

<sup>281</sup> *Cellule d'animation pédagogique*

<sup>282</sup> All public teachers are mandated to use two hours of their weekly time for activities related to in-service training.

152. In the review period, there was some progress in strengthening the focus on science at multiple levels.<sup>283</sup> Over 120 public secondary schools were equipped with laboratories from 2012-2015, public universities increased the availability of computer labs (12 were operational and another 9 were under construction in 2015) and research centers (increased from 9 to 16 between 2014-2015). At the lower secondary level, efforts were made to mainstream the teaching of science at all levels, aimed at both developing practical scientific experience and encouraging more students to choose a science stream in secondary and beyond, by constructing 20 scientific and technical blocks (BSTs) in 14 regions. Data was not available on improvements with regard to the availability of internet and electricity in public schools.<sup>284</sup>

153. With regards to teachers in the public system, the pupil/teacher ratio remained stable at the primary level (1/32) between 2012-2017. However, the ratio deteriorated from 1/17 to 1/22 for pre-primary between 2012-2017 and from 1/39 to 1/41 for upper secondary between 2013-2016,<sup>285</sup> indicating that efforts to recruit more teachers had not caught up with the rapid expansion of access in those levels.

154. Finally, the development of a new competency-based curriculum for basic education, that incorporates pre-primary through to lower secondary (a major planned reform in PAQUET 2013-2025 to align curriculum with the comprehensive cycle of basic education), was not achieved in the review period.

### Governance and system-level strengthening

155. Observed changes in the review period have been most significant in the areas of governance and system-strengthening, particularly related to **the introduction and institutionalization of performance contracts**. This has established a system of measurable targets at every level that allows for monitoring the achievement of results. While an evaluation of the effectiveness of these contracts has not yet been conducted, evidence emerging from stakeholder interviews suggests they contributed to fostering a stronger focus on accountability and monitoring results for actors at all levels.<sup>286</sup> In 2017, 81 percent of IEFs achieved more than 95 percent of the targets in their performance contracts (although the evaluation was unable to assess the achievability and relevance of these targets).

156. The use of contracts as a governance tool is not without challenges; they were seen to have been rolled out by the GoS using a rigidly applied and top-down approach, accompanied by insufficient capacity building and unrealistic timelines, although a pilot has recently been introduced to address these shortcomings.<sup>287</sup> Furthermore, the consequence of non-performance is yet to be determined, which limits the effectiveness of contracts as a governance tool.<sup>288</sup>

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<sup>283</sup> The PAQUET 2013-2025 had a strong focus on strengthening the use of science and IT across the education sector.

<sup>284</sup> In 2015, 24% of public primary schools and 90% of public secondary schools had electricity, while 7% of primary schools and 38% of secondary schools had access to internet (RNSE 2015)

<sup>285</sup> Data for lower secondary was not available from UIS or RNSE.

<sup>286</sup> For instance, as noted in PASEC 2014 and PADES 2018 document

<sup>287</sup> A pilot project was recently launched in one department (Rufisque), and subsequently extended to two others (Dakar and Pikine); it includes a bottom-up and participatory consultation for the development of education plans and indicators to inform the performance contract. This experience is perceived as promising although it demonstrates the significant level of capacity building and accompaniment required for this level of system change

<sup>288</sup> Interviews with MEN representatives at national and local levels, development partners.

157. Senegal has also made significant **progress in its ability to produce reliable data at all levels of the education system.**<sup>289</sup> In addition to the roll-out of evidence-based institutional plans and performance contracts with each educational institution (thus establishing clear targets, indicators and a reporting structure for results), the development and continued roll-out<sup>290</sup> of SIMEN represents a promising step towards streamlining and harmonizing the different EMIS currently being used. However, a number of challenges have been raised with regard to the effectiveness and potential sustainability of SIMEN, in particular the low rates of electrification in education establishments and low levels of internet literacy among education personnel, parents and students. Mastery and uptake of SIMEN, particularly by parents and schools will also require considerable investment training of users if lessons learned from the roll-out of SYSGAR are to be considered. The financial sustainability of SIMEN is also a concern given dependency for its development on a team of external experts funded largely by development partners. Finally, SIMEN's exclusive application to MEN (rather than all education ministries) tends to reinforce perceptions around historic inequities in the education system related to investments, system and capacity strengthening.<sup>291</sup>

158. Paralleling the use of performance contracts, the introduction of **direct funding** for public primary schools represents a **positive step towards improving governance at the local level**, although it is not yet fully institutionalized and (to some extent) dependent on external funding.<sup>292</sup> Stakeholders perceived this mechanism as (a) linking funding and results with the school's development plan (*projets d'établissements*), which defines plans for using the money, eligible expenses and intended results, and (b) making school funding more efficient (cutting out IEFs and IAs in the chain of fund disbursements). From 2013-2017, direct transfers to primary schools increased from 0.4 percent to 0.7 percent of overall domestic financing.<sup>293</sup>

159. However, stakeholders questioned if governance and accountability mechanisms for using the funds are sufficiently robust. At the school level, the funding is intended to be managed by CGEs (school management boards), based on the schools' performance contracts. While progress has been made in ensuring that all primary, lower secondary and secondary schools have an existing board<sup>294</sup> and in strengthening the capacities of its members,<sup>295</sup> several stakeholders believed the parents on the CGEs would in many cases use the funding according to the wishes of the school principal, normally an influential person in the community. Furthermore, the CGEs are re-elected every two years, and funding for training future members has not (yet) been planned for in PAQUET 2018-2030.

160. With regard to other aspects of sector governance, there have been **improvements in the allocation and management of public teachers** in basic education, upper secondary and TVET institutions. The education system in Senegal has been challenged by a lack of public teachers in the east of the

<sup>289</sup> Sources: PADES Programme Document, Evaluation of PAQUET Phase 1, GPE QAR I for PADES (2018), as well as interviews with development partners and MEN representatives in Senegal.

<sup>290</sup> The continued roll-out of SIMEN will be pursued under PAQUET 2018-2030 with funding under PADES 2019-2023.

<sup>291</sup> Interviews with SIMEN team members, DEPRE representatives, one IEF representative, planning units of MFPAA and MESRI, development partners.

<sup>292</sup> Many schools reportedly not receiving financing in 2018 as the transition period between original to the extended PAQEEB created a temporary funding gap

<sup>293</sup> From CFA 1.9 billion to CFA 4.2 billion (US\$3.2 million to US\$7.1 million).

<sup>294</sup> MEN monitor the percentage of schools that have a "functional" CGE. However, stakeholders noted there were no clear criteria for functional and indicated that many committees were not operating as intended.

<sup>295</sup> The PAQEEB project provided trainings in management-related skills to members of CGE for all primary schools.

country, as most recent graduates usually prefer to seek employment in Dakar or neighboring Thies. To address this issue, the GoS established a clear mechanism for distributing new teachers across the country. Previously, allocations were done manually based on unclear criteria; now, a committee consisting of MEN and MFPAA staff oversees an annual allocation using an automated formula with three criteria: exam results, teacher preference and regional needs. New teachers from CRFPEs are also obliged to remain in their region for at least five years after graduation. While this reform is too recent to demonstrate results at the systemic level, consulted stakeholders believe it represents a promising improvement.

161. In 2015, MEN also introduced a data management system for **managing all public teachers** across the sector. This new system (MIRADOR) has registered individual information including salary level, certifications and language skills for 95 percent of all public teachers, as well as the distribution of teachers in individual schools, districts and region, and is perceived to have improved the efficiency of their deployment.<sup>296</sup> As a result, the indicator for the effective utilization of public teachers across the country<sup>297</sup> showed improvement from 74 percent to 80 percent for lower secondary schools and from 77.2 percent to 81.8 percent for secondary schools between 2012-2017.<sup>298</sup>

162. Lastly, some progress was observed in terms of **strengthening capabilities for deconcentrated education actors** in the review period through trainings in financial and personnel management, monitoring and evaluation, as well as the provision of IT and other equipment. As of 2019, all IAs and IEFs had at least two staff members trained in HR, statistics and budget management, and all CGE members at primary and lower secondary level had received some form of training in their roles. However, the long-term sustainability of these interventions is uncertain considering that most training interventions were funded by development partners (in particular through PAQEED) and stakeholders report that the re-training of new CGE members (which are elected every two years) has not yet been planned for.

### Did ESP implementation contribute to system-level changes?

**Finding 23:** It is difficult to discern the degree of PAQUET's contribution to system-level change due to lack of effective monitoring and reporting, but all identified system-level improvements were aligned with its objectives and most were implemented under GoS leadership. Lack of coordination, weak capacities for evaluating and scaling up pilots, and poor ownership for PAQUET by all education ministries are factors that substantially limit the extent of systemic change in Senegal.

163. Table 4.2 provides an overview of the nine most significant system-level changes identified in the previous finding, whether they were planned under PAQUET 2013-2025, and whether their achievement was likely linked to the respective ESP implementation.

<sup>296</sup> Note Conceptuelle – Programme d'appui au développement de l'éducation au Sénégal (PADES), April 2018, p. 10

<sup>297</sup> Neither PAQUET 2013-2025 nor the evaluation of Phase I explains exactly how this indicator is defined.

<sup>298</sup> Based on available data from annual performance reports. The evaluation of PAQUET Phase I also notes improvements in the effective utilization of teachers (page 46).



**Table 4.2** List of system-level improvements in the review period, against PAQUET 2013-2025

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO PAQUET IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
<b>ALREADY SIGNIFICANT AND LIKELY SUSTAINABLE</b>		
Initial teacher training: <b>Reformed training framework and curriculum, more CRFPes constructed.</b>	<b>Yes:</b> Constructing new CRFPes and improving initial teacher training are priorities.	<b>Yes:</b> Many donors supported pre-service teacher training and construction interventions (GPE, World Bank, AFD, USAID, UNICEF, Canada).
More secondary schools: <b>82% increase (from 484 to 882).</b>	<b>Yes.</b> Infrastructure development included in PAQUET objectives; many new schools built are public.	Unclear due to limited data (interviews indicate DP support for secondary classrooms).
Higher proportion of qualified teachers: <b>increase in public teachers with a teaching diploma and secondary diploma (BAC) in primary and secondary schools.</b>	<b>Unclear:</b> available data does not indicate if this was included in PAQUET.	Unclear due to limited data.
New teacher allocation mechanism is <b>credited with improving the indicator for effective utilization of teachers.</b>	<b>Yes:</b> improving teacher allocations and efficiency is one of eight key PAQUET priorities.	Unclear due to limited data.
Performance contracts: <b>implemented country-wide for all public education institutions.</b>	<b>Yes:</b> implementation and institutionalization performance contracts is a PAQUET priority.	<b>Yes.</b> Several donors supported the implementation of performance contracts (GPE, World Bank, AFD).
<b>POTENTIALLY SIGNIFICANT IF IMPLEMENTED AND/OR STRENGTHENED FURTHER</b>		
Strengthening quality and governance of non-formal education: <b>non-formal education incorporated in initial teacher training formula, national policy on daaras awaiting approval, steps taken to increase number of public daara (Franco-arabic schools).</b>	<b>Yes:</b> PAQUET includes an overarching priority for modernizing and regularizing the system of non-formal education.	<b>Yes:</b> Many donors have provided support for improving non-formal education, including GPE, World Bank, UNICEF, USAID, IsDB.
Direct financing of public primary schools: <b>mechanism has been formally established, but challenges remain in ensuring sector-wide institutionalization and strengthening school-level management capabilities.</b>	<b>Yes.</b> One of eight key PAQUET priorities is to strengthen the transfer of resources and decision-making power to decentralized and deconcentrated levels	<b>Partially.</b> The PAQEEB project (GPE, World Bank, Canada) provided direct financing and capacity-building to CGEs, JICA developed a framework for CGE and related tools, and provided technical assistance.

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO PAQUET IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
Increased infrastructure in selected regions: <b>targeting of school construction in regions with lower than average enrollment has so far only marginally accelerated infrastructure development and enrollment rates (compared to national levels).</b>	<b>Yes.</b> Reducing geographic disparities in access is one of eight key PAQUET priorities.	<b>Yes:</b> Many donors have constructed infrastructure in basic and secondary education (GPE, World Bank, AFD, USAID, JICA).
Framework for inclusive education: <b>development of a national framework for special needs students is ongoing, progress has been made in improving learning material and adapting schools.</b>	<b>Yes.</b> PAQUET includes plans for supporting inclusive education through teacher trainings and adapted classrooms and learning material.	<b>Partially:</b> UNESCO has provided technical support to MEN with related to developing frameworks for inclusive education.
System monitoring: <b>the development of SIMEN represents a promising step towards streamlining and harmonizing the different EMIS currently being used, but challenges remain in ensuring full operationalization nation-wide.</b>	<b>Yes.</b> PAQUET includes several objectives related to improving and harmonizing the architecture of EMIS in use.	<b>Yes:</b> Several donors have provided financial and technical support for improving data management systems.

164. Available evidence suggests that PAQUET implementation was the dominant factor in achieving most or all of the identified system-level improvements in Senegal. While implementations of PAQUET, and its contribution to system-level improvements, are difficult to fully establish due to the lack of effective monitoring and reporting, nine out of 10 identified changes were either fully aligned with PAQUET objectives or explicitly included as sector plan interventions. As noted in Section 3.3, available data on PAQUET progress (annual performance reports) generally does not distinguish between interventions implemented by the government or by donors and there is no central reporting mechanism for achievements of donor-funded projects. Interview data suggest that all improvements were fully or partially implemented under the leadership of the GoS (but to various degrees dependent on the type of donor funding). Most system-level improvements were also noted in basic or non-formal education, which highlights the imbalance in external sector financing in favor of basic education, the central role played by MEN in monitoring and reporting, and the lack of ownership for PAQUET by other education ministries as a framework guiding their planning or in terms of accountability.

165. Education sector initiatives in Senegal are diverse, diffuse and often uncoordinated. The Senegalese education sector is characterized by the piloting of many new models and approaches projects as well as the implementation of initiatives operating in only a few districts or regions of the country. There is limited capacity for coordination among education ministries and seemingly limited appetite for coordination or harmonization among development partners. Examples of this include: (a) the GoS is implementing their national program of daara modern (financed by IDB) while at least three other donors are also experimenting with their own approach to daara strengthening; (b) Lecture pour tous is a national program which has not yet been rolled out in every region and while it promotes early grade literacy in national languages, PADES is promoting French language instruction for similar grades; and (c) in the absence of a national strategy, many donors support improved pedagogy and in-service training for teachers using diverse pedagogical approaches as well as varied teaching and learning materials. GoS appears challenged in its capacity and commitment to evaluate these numerous pilot initiatives, draw appropriate lessons and adopt national approaches for scaling up. Development partners do not appear

to be providing support for these efforts that extend beyond the scope of their individual investments. This context limits the degree and depth of systemic change in Senegal, particularly with regard to education quality improvements.

### Implications for GPE's ToC and country-level operational model

**Finding 24:** In Senegal, the observed improvements (and lack thereof) serve to support key elements of the GPE ToC with regards to the validity of the education policy cycle for systemic changes, and highlights the value of GPE contributions in improving monitoring and coordination.

166. The evaluation found that two of the four underlying assumptions guiding the link between sector plan implementation and strengthened education systems to be true for Senegal: that sector plan implementation leads to improvements of previous shortcomings in relation to (1) sector management and (4) learning. Noted changes in both of these areas were significant and (to various degrees) institutionalized and sustainable through strong GoS ownership. The other two assumptions were found to hold partially true. Although Senegal has functional EMIS and LAS that provide regular data, the evaluation observed shortcomings related to national capacities to analyze, report on and use available data (as noted in Section 3.3). With regards to equity, the country has demonstrated commitment in addressing inequity related to geographic disparities, but system-level progress to date has been limited.

167. These findings largely validate key assumptions in the GPE ToC related to the value of the education policy cycle. The observed improvements in governance and learning (i.e. pre-service training framework) were largely achieved through coordinated implementation efforts and based on priorities agreed to by all sector stakeholders. In comparison, the limited progress observed for inequities were in large part due to lack of sector coordination and poor national capacities for evaluating and scaling initiatives, two areas where strengthened GPE support would be valuable. As noted in Section 3.3, limitations related to the poor analysis and use of data in decision-making suggests that GPE should to a greater degree assess and support the *quality* of country-level mechanisms for monitoring and reporting.

## 5 Progress towards stronger learning outcomes and equity

### Introduction

168. This section summarizes findings related to Key Question III: “Have improvements at education system level contributed to progress towards impact?”<sup>299</sup> Key sub-questions are:

- During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- Going forward, what are the implications of findings for the GPE ToC/operational model? (CEQ 7)

169. The section below provides a brief overview of medium-term trends in relation to basic education learning outcomes, equity, gender equality and inclusion that occurred in Senegal up to and during the review period. The evaluation is not attempting to establish verifiable links between specific system level changes that occurred during the review period and impact-level these trends, given that the CLE covered only a relatively short timeframe and that in most cases it is likely too early to expect specific changes to be reflected in impact level trends. However, where links are plausible, those are discussed. Table 5.1 summarizes CLE findings on any such plausible links, which are further elaborated on below.

**Table 5.1** *Overview: CLE findings on the contribution of system-level changes to impact-level changes*

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>300</sup>	
<b>Equity, Gender Equality and Inclusion: Weak.</b> Limited improvements, stagnation or deterioration in basic education access; some improvements in secondary access. Data is missing on access for poor or handicapped children.	<b>Strong.</b> Secondary enrollment and (modest) pre-primary enrollment linked to school construction	1	2

<sup>299</sup> Key sub-questions are: CEQ 6: (i) During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education; (ii) Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?; (iii) What other factors can explain changes in learning outcomes, equity, etc. CEQ 7 (iv) Going forward, what are implications of findings for the GPE ToC/operational model?

<sup>300</sup> The underlying assumptions for this contribution claim are: (1) changes in the education system positively affect learning outcomes and equity, and (2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE <sup>300</sup>	
<b>Learning:</b> Available data is inconclusive on whether learning has improved over time, but Senegalese children perform well above the average for comparable African countries.	<b>Data is inconclusive.</b>		

## Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Senegal from 2012 to 2017

**Finding 25:** During the review period, earlier progress achieved in access has slowed, stagnated or, in some cases, deteriorated in Senegal. There has been little progress in reducing the high rate of OOS children, although gender parity indices in favor of girls have increased in many areas.

### *Equity, Gender Equality and Inclusion in Basic Education*

170. Senegal made substantial improvements in terms of access and equity prior to the review period for this evaluation, which is linked to the government of Senegal's long-standing political commitment to expand access to basic education and reduce disparities, in particular related to gender. From 2005 to 2011, the number of students enrolled doubled in pre-primary (from 78,812 to 160,681) and lower secondary schools (from 311,853 to 643,697), while increasing by 24 percent in primary schools.<sup>301</sup> However, under PAQUET and for the years 2012-2017, progress in improving access slowed down, stagnated or, in some cases, deteriorated (for lower secondary enrollment). At the same time, Senegal made substantial progress in addressing gender inequalities in basic education in favor of girls over the last decade. Table 5.2 provides an overview of trends in the key impact-level indicators listed in the evaluation matrix, grouped by the extent to which they showed improvement, stability, deterioration, or whether available data is inconclusive. Selected highlights from the table include:

- Senegal has moderately improved access to pre-primary education, but the improvements were substantially slower in the review period than under PDEF implementation (2006-2011).
- Progress in expanding access to basic education has slowed (in terms of out-of-school rates) or significantly deteriorated (for lower secondary enrollment) in the review period. Senegal is still far from achieving its goal of universal basic education. Enrolment for upper secondary has improved.
- Despite substantive efforts, political will and (domestic and external) financing, there has been little progress in reducing the high rate of children not enrolled in primary and lower secondary schools. The absolute number of OOS children of primary school age is also on the rise.
- Gender equality has substantially improved for girls at various points in time for most basic education indicators in Senegal,<sup>302</sup> but the situation has today shifted with growing inequalities noted for boys in many areas.<sup>303</sup> As noted in Section 4, little attention appears to have been given to underperforming boys in national plans and policies for the period under review.

<sup>301</sup> Based on UIS data.

<sup>302</sup> For instance, near full gender parity was achieved for GER in primary (in 2007) and lower secondary (in 2012)

<sup>303</sup> Such as pre-primary, primary and lower secondary GER and NER, primary and lower secondary OOS.

- Data on access by income groups and rural/urban is not comparable over time but indicates that substantial gaps exist.

171. Historical country-level data is available for most education indicators and is disaggregated by gender and region, although data is not disaggregated for household income or disability, nor for differences over time. 6 out of 15 high-level outcome indicators in the 2013-2025 PAQUET results framework improved against their 2013 baseline value, 6 indicators deteriorated, and 2 indicators stagnated (see Appendix VIII).<sup>304</sup>

**Table 5.2 Trends in indicators for Equity, Gender Equality and Inclusion in Basic Education**<sup>305</sup>

INDICATORS THAT IMPROVED FROM 2012-2017
<p><b>Gross and net enrollment rate in pre-primary:</b> GER improved from 14% to 16.2% between 2012-2017 (UIS data, 17.4% according to RNSE data), while NER improved from 12% to 15% (UIS data)</p> <p><b>Lower secondary completion rate:</b> Improved from 34.1% to 36.8% between 2012-2017, but declined from a high of 40.5% in 2014 (UIS data)</p> <p><b>Gross enrollment rate in upper secondary:</b> GER improved from 28.3% to 35.7% between 2012-2017 (UIS data)</p>
INDICATORS THAT STAGNATED FROM 2012-2017
<p><b>Primary OOS rate:</b> Primary OOS rate improved slightly from 25.2% to 24.8% between 2012-2017 (UIS data)<sup>306</sup></p> <p><b>Primary completion and drop-out rates:</b> Completion rates have remained stable around 60%, fluctuating from 59.5% in 2012 to 60.2% in 2017, while drop-out rates slightly deteriorated from 9.8% to 10.3% between 2013-2017 (UIS data)</p> <p><b>Upper secondary repetition:</b> repetition rates deteriorated slightly from 19.5% to 20.5% between 2012-2016 (RNSE data)</p> <p><b>Gender disparity in pre-primary enrollment:</b> The adjusted gender parity index for both pre-primary GER and NER remained stable at 1.12, indicating a disparity in favor of girls</p> <p><b>School-life expectancy:</b> Between 2012-2017, school-life expectancy improved marginally at the pre-primary level (from 0.41 to 0.48 years) and remained stable in primary at 5.2 years (UIS data). Data was not available for lower secondary</p>
INDICATORS THAT DETERIORATED FROM 2012-2017
<p><b>Number of OOS children of primary school age:</b> From 2012-2017, the number of OOS children increased by 84,000 (from 543,000 to 628,000) at the primary level (RNSE data)</p> <p><b>Lower secondary enrollment rate:</b> Between 2013-2017, GER decreased from 58% to 50.6% (RNSE data, UIS data show a similar trend from 56.1% to 52%)</p> <p><b>Transition rates, primary and lower secondary:</b> Between 2012-2017, transition rates decreased from 88.8% to 66.4% (RNSE data) between primary and lower secondary, and from 65% to 59.2% from lower to upper secondary (RNSE data)</p> <p><b>Lower secondary repetition and drop-out rates:</b> Between 2012-2016, repetition rates increased from 16.4% to 19.1% (UIS and RNSE show similar figures), while drop-out rates went from 9.1% to 11.75% (UIS and RNSE data)</p>

<sup>304</sup> For one indicator, data was missing for 2016 and 2017.

<sup>305</sup> Data is primarily taken from UNESCO UIS and from the RNSE reports. Instances where these two sources are contradictory have been indicated in the text.

<sup>306</sup> However, improvements were more significant between 2011-2012: from 28.2% to 25.2%.



**Gender parity in primary enrollment, OOS, and lower secondary completion:** UNESCO UIS data show that gender parity became less equitable (for boys) in primary enrollment, OOS and completion ratio in the review period. With regard to lower secondary completion, gender disparity shifted from slightly in favor of boys in 2012 to significantly in favor of girls in 2017

#### INDICATORS FOR WHICH NO CONCLUSIVE DATA IS AVAILABLE

**Number and rate of OOSC in lower secondary:** Data is not available on changes over time. The number of OOS children was 690,000 in 2017, representing a rate of 48.6% (UIS data)

**Primary repetition rate:** Improved moderately from 2.8% to 1.4% between 2012-2016 according to UIS data, but RNSE data show a moderate deterioration from 2.8% to 3.86% in the same period

**Net enrollment rate, lower and upper secondary:** Data is not available on changes over time. In 2017, NER was 36.7% in lower secondary and 18.5% in upper secondary (UIS data)

**Access for children with special needs:** Data is not available on whether disparities related to access for children with special needs have improved in the review period

**Internal Efficiency Coefficient (IEC):** Data is not available

**Access for poorest:** Data is not available on whether socio-economic disparities related to access to education have improved in the review period

**Regional differences:** Data is not available on whether regional disparities in access to education (enrollment, repetition, drop-outs, completion, transition rates) have improved or deteriorated in the review period

### Learning Outcomes in Basic Education

**Finding 26:** Available data is inconclusive on whether learning has improved for the period under review, although Senegalese children perform well above the average for comparable African countries.

172. The main source of evidence for learning outcomes in basic education is results from the annual national learning assessments (SNERS, see Table 5.3) conducted in math and science for children in second (CP) and fourth grade (CE2).<sup>307</sup> The data is not conclusive for any improvements or deterioration in learning outcomes, with the proportion of students scoring at or above expected levels fluctuating for every level between 2013 and 2017. Results in 2017 were moderately higher than in 2013 but significantly lower than for 2016. Available national learning assessment data was not disaggregated by region, gender or socio-economic status, which represents a challenge in reporting impact related to equity.

**Table 5.3** SNERS results, percentage of students who score at or above expected levels<sup>308</sup>

SCHOOL GRADE <sup>309</sup>	2013	2014	2015	2016	2017
CP Math	28.4%	46%	28.6%	68.2%	41.6%
CP Reading	39.9%	60%	51%	69%	49.3%
CE2 Math	26.25%	54.5%	21.2%	69.7%	32%
CE2 Math	26.5%	46.7%	21.6%	57.3%	33%

<sup>307</sup> These results are reported on in the annual performance reports. However, available data does not explain the methodology for these assessments, how many schools (and what types) and how many children are included.

<sup>308</sup> Documentation does not specify on what criteria “expected levels” are established.

<sup>309</sup> CP corresponds to second grade or primary school, CE2 corresponds to fourth grade of primary school.

173. Another national source of evidence as a proxy for learning outcomes is data on pass rates for the annual school leaving exams for children in the last grade of primary (CFEE), lower secondary (BFEM) and secondary (BAC) schools. These show mixed trends with regards to improvements from 2012-2017: strong increase in primary (from 33.9 percent to 56.7 percent); modest increase in lower secondary (from 40.3 percent to 45.1 percent); and modest decline in secondary (from 38.2 percent to 31.6 percent). However, pass rates for both BFEM and CFEE declined from 2016-2017. Available data and stakeholder interviews do not provide an explanation for changes in pass rates over time.

174. A third source of evidence on learning outcomes is the 2014 PASEC assessment (Table 5.4). The PASEC data show that children in Senegal scored well above the regional average in sixth grade mathematics and reading and in second grade mathematics (and similar to the average in second grade reading). The results show that (a) children in the western part of the country (Dakar and Thies) perform significantly better at all levels than students elsewhere, (b) boys and girls perform similarly in mathematics and reading in second grade and in reading in sixth grade, but boys perform better for sixth-grade mathematics, (c) children in private schools perform better than children in public schools, and (d) there are large differences in performance based on socio-economic background.

**Table 5.4** 2014 PASEC, percentage of students who scored at or above expected levels

SCHOOL GRADE <sup>310</sup>	SENEGAL	AVERAGE PASEC 2014
C1 Reading	28.9%	28.6%
C1 Math	62.3%	52.9%
CM2 Reading	61.1%	42.7%
CM2 Math	58.8%	41.1%

175. Several observations can be derived from these sources of data:

- **Primary students in Senegal are learning well.** Only Burundi has better performance than Senegal among the 10 countries included in the 2014 PASEC assessment.<sup>311</sup> Senegal is also among the countries with the most favorable school environment in terms of the availability of learning resources, degree of teacher education, and level of household income, and poor students have a relatively high likelihood of performing well (comparable to other PASEC countries). This suggests that the primary education system in Senegal is working well overall in getting children *who are in school* to learn.
- **Unequal distribution of learning resources and teachers are limiting learning.** PASEC highlights the important link between a conducive learning environment in schools, in terms of availability of learning material equipment and teacher-student ratio, and high student performance. Substantial disparities exist between regions and between urban and rural schools in the allocation of textbooks and teachers, and the report recommends addressing these inequities to improve learning. The report also notes the **linkages between the level of teacher education and certification and student performance.**

<sup>310</sup> C1 corresponds to first grade or primary school, CM2 corresponds to sixth grade of primary school.

<sup>311</sup> Burkina Faso, Burundi, Bénin, Cameroun, Côte d'Ivoire, Congo, Togo, Chad and Niger

- **Pre-primary enrollment is key for improved learning:** The strong link between attendance in pre-primary institutions and high levels of learning suggests that Senegal should continue and reinforce its efforts to expand access at the pre-primary level in order to improve learning.
- **Level of competency in the language of instruction linked to learning:** While a causal relation cannot be established on the basis of available data (in part due to a lack of studies on the subject in Senegal), the PASEC data indicates a linkage between poor understanding of the language of instruction and learning outcomes. This suggests that the GoS should continue to experiment with (and evaluate the effectiveness of) a coordinated approach to using national languages for instruction during the first years of primary schooling.

### Is there evidence to link trends in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

**Finding 27:** Progress in expanding pre-primary and secondary access is likely linked to infrastructure development in the review period, while stagnation in primary and lower secondary enrollment and OOS is likely linked to limited success in improving education quality and relevance in keeping with education demand.

176. Table 5.5 provides an overview of the main impact-level improvements identified in the two previous findings, and of the likelihood that system-level improvements identified in Chapter 4 contributed to these. As the table shows, there is evidence that **school construction and efforts to strengthen the quality of new and existing teachers** likely supported improvements in access and quality of basic education.

**Table 5.5** Contributions of system-level improvements to identified impact-level improvements

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Growth in pre-primary enrollment, GER and NER	<b>Strong:</b> The increase in infrastructure (number of public pre-primary institutions increased by 25.7% from 2012-2017) likely contributed to improving overall enrollment numbers and enrollment ratio at this level.
Growth in upper secondary GER	<b>Strong:</b> The strong increase in infrastructure (number of secondary schools increased by 82.2% from 2012-2017) and related improvements in pupil/classroom ratio likely contributed to higher enrollment for upper secondary education.

177. Several observations can be derived from this table. Firstly, progress appears to have slowed because investments in equity, quality and relevance did not keep pace with the expansion in access. Improving education quality takes more time and requires systemic improvements in teaching, school management capacity and inspection capacity, which have been areas traditionally neglected and which will take time and significant resources to develop and implement nationally. Second, PAQUET implementation likely contributed to the identified impact-level improvements given good alignment and developing capacities for sector planning, monitoring and accountability, although the overall lack of data makes it challenging to draw any clear linkages between sector plan implementation, system-level changes and plausible effect on impact-level improvements. Finally, despite the limited progress observed in most areas for the review period, the data show that children that are enrolled in school are overall learning well.

178. Data emerging from documents and consulted stakeholders identified three areas where current progress at the system-level has the potential to lead to improved learning in the future:

- The key challenge for the sector in Senegal remains the large proportion of OOS children in basic education. There has been progress in addressing the need of these children through developing access and quality of alternative education, but more and better coordinated efforts are needed.
- PASEC data notes the relationship between the level of education and certification of teachers and student performance, suggesting that recent efforts in Senegal to strengthening pre-service teacher training framework, leading to improvements in the proportion of public teachers with a BAC and a teaching diploma, are promising and might affect learning in the long run.
- The strong link between attendance in pre-primary institutions and high levels of learning suggests that Senegal should continue and reinforce its efforts to expand access at the pre-primary level in order to improve learning.

### Implications for GPE's ToC and country-level operational model

**Finding 28:** It is challenging to follow the ToC all the way through to the impact level change given poor sector monitoring on achieved results and the time lag between system level improvements and measurable change.

179. The evaluation found both underlying assumptions for this contribution claim to hold partially true for Senegal: that (1) changes in the education system positively affect learning outcomes and equity; and (2) country-produced data on equity, efficiency and learning allow for the measuring/tracking of these changes.

180. It is challenging to make any clear linkages between system-level improvements and (limited) impact-level change in Senegal. As previously noted, this is partially due to the overall lack of data but is also due to the time lag between system-level improvements and measurable change at the impact level. Many of the previously noted improvements are either too recent in time, not yet fully institutionalized or dependent on further technical assistance to be fully effective, to have had a noticeable impact at the current time.

## 6 Conclusions and strategic questions/issues

181. This final section of the report draws **overall conclusions** deriving from the evaluation findings and formulates several **strategic questions** that have been raised by the findings of the Senegal evaluation. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming country-level evaluations.

182. This section answers CEQ 7 and CEQ 8 from the evaluation matrix:

- What, if any, aspects of GPE support to Senegal should be improved? What, if any, good practices have emerged related to how GPE supports countries? (CEQ 7)
- What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? (CEQ 8)

### 6.1 Conclusions

183. Evidence emerging from stakeholder consultations and reviewed documents highlight that GPE's contribution to Senegal was strong in the following areas:

- **Enhancing the overall quality of education sector planning.** There was a significant improvement noted in the quality of both the education sector planning process and in the sector plan itself when comparing PAQUET 2013-2025 with PAQUET 2018-2030. Available evidence demonstrates that GoS has the motivation, resources and capabilities to lead consultative, credible and evidence-based sector planning. GPE is credited with supporting this improvement to a significant extent for the period under review. The GPE operational model in Senegal functioned effectively to improve sector planning: (a) the GPE Secretariat, the CA and the GA collaborated effectively with GoS to ensure a robust and participatory methodology for the production of a quality plan in 2018; (b) ESPDG grant resources supported the evidence base, in the form of an evaluation of the previous phase of the ESP, while enabling a more participatory and comprehensive validation and review process; and (c) the revised QA mechanism identified key shortcomings in the draft ESP, which were then discussed within the GNPEF and addressed by the GoS through a systematic and documented revision process.
- **Increasing participation in education sector dialogue:** The efforts of the GPE Secretariat, alongside those of the CA and other development partners in Senegal, are seen to have been effective in broadening formal membership in the local education group to non-state education stakeholders, including civil society organizations, teachers' unions, the private sector and parents' associations. As a result of concerted policy dialogue with GoS by GPE and development partners, the creation of GNPEF in 2017 entrenched formal partnership for these diverse actors in ongoing sector dialogue for the first time in Senegal.
- **Strong contribution to PAQUET implementation:** PAQEEB, more than half of which was financed by the 2013-2018 ESPIG, was the biggest program supporting the implementation of PAQUET 2013-2025 in terms of programmatic scope (supporting all PAQUET objectives), financial envelope, geographic coverage (reaching all regions) and institutional scope (across every level of basic education). In terms of results, PAQEEB was the driving force behind introducing important innovations such as performance contracts and direct school funding, which has led to **improvements in results-based management and accountability mechanisms.**

184. Areas of more modest contribution by GPE during the review period include the following:

- **Limitations to GPE support in education sector planning:** There are three areas where stakeholders feel that GPE's contribution to improved sector planning was limited: No comprehensive ESA was undertaken for the period under review so the evidence-base for PAQUET 2014-2025 was perceived as fragmented and incomplete; there is considerable concern in Senegal about the achievability of PAQUET 2018-2030 despite positive ESP ratings from GPE; and finally, GPE's new ESPIG funding criteria (related to the percentage of the education sector budget earmarked for primary education), when rigidly applied, is seen to have strained the GPE partnership model in Senegal and risked undermining local ownership for the education sector plan.
- **Modest GPE contribution to improved mutual accountability:** Well-established mechanisms and structures for sector dialogue and annual sector monitoring existed in Senegal before 2012. While sector dialogue became more inclusive for the period under review, significant challenges remain with regard to GNPEF's overall effectiveness in enabling meaningful and truly sectoral dialogue. Principles of alignment, harmonization and mutual accountability are not being actively promoted within sector dialogue. JSRs are held annually and key performance indicators for the education sector at the outcome level are regularly monitored and reported against, based on credible sources of data. However, PAQUET monitoring is weak and is not seen to have improved during the period under review. Only about 25 percent of PAQUET indicators are regularly reported against, actual achievements of three-year action plans are not tracked, recommendations are not time-bound or prioritized, and annual reports lack the analysis necessary to support decision-making. While GPE funding requirements ensure that mechanisms are in place for mutual accountability, the GPE Secretariat's contributions to improving the quality and effectiveness of sector dialogue and performance monitoring are seen to be limited given the scale of ongoing challenges in these two areas in Senegal.
- **Limited GPE contribution to improved education sector financing.** There are no indications that GPE has been able to influence the distribution of domestic sector financing in Senegal, despite consistent advocacy by the GPE Secretariat. Most consulted development partners and government officials found the GPE financing requirement for primary education irrelevant for Senegal, considering national priorities with regards to investments in daaras and the large volume of resources already invested in the sector. GPE also does not appear to have a catalytic role in leveraging additional volumes of international financing to Senegal, with the Multiplier only influencing the timing, not the volume, of additional external investments, nor a role in influencing the quality of ODA financing.

185. **GPE's ToC assumes that sector plan implementation is the main factor for subsequent system-level changes.** The evaluation largely found this to be the case in Senegal, as most GPE ToC assumptions fully or partially held.

186. As discussed in Chapter 4, most system-level changes during the review period were planned for in the PAQUET 2013-2025, continued and were further built upon under PAQUET 2018-2030. Sector planning has provided the guiding framework for reform initiatives in the education sector since 2012. PAQUET 2013-2025 and PAQUET 2018-2030 represent strong sectoral vision statements and present a shared analysis of key sector challenges and major areas of required reform. As government and development partners have aligned their support around PAQUET priorities, and that this support has driven system-level changes, it can be said that the GPE country-level ToC has held true for Senegal.

187. While PAQUET undoubtedly provided the guiding framework for investment in system level change for the period under review, direct links between PAQUET implementation and system-level change are



difficult to demonstrate given weaknesses explained above with regard to PAQUET action planning, monitoring and reporting.

188. In general, 11 out of 23 assumptions of GPE's country-level ToC held in Senegal (52 percent). Another 10/23 (43 percent) partly held, and the remaining 2 were found not to hold. The assumptions that do hold tend to reflect areas such as country capacity and government motivation/political will for sector planning and monitoring (but only partially for government motivation for monitoring) and alignment between development partners and the sector plan. Assumptions were found to be less valid with regard to: (a) GPE influence, largely due to limitations in the tools available to influence domestic financing or the quality of sector dialogue; (b) government capacities (motivation, resources, capabilities) to implement the sector plan, largely due to limited use of PAQUET 2013-2025 as a sector-wide framework and funding shortfalls; and (c) sufficient national capacity to analyze and report on sector data and use it to inform decision-making.

**Table 6.1** *Share of GPE ToC assumptions that were found to hold, by contribution claim*

AREA	PROPORTIONS OF ASSUMPTIONS THAT HELD, PARTIALLY HELD OR DID NOT HOLD		
Sector Planning	60 %	40 %	
Sector Dialogue and Monitoring	50 %	50 %	
Sector Financing	50 %	50 %	
Sector Plan Implementation	50 %	33 %	17 %
System-Level Changes	50 %	50 %	
Impact-Level Changes	50 %	50 %	
<b>TOTAL</b>	<b>48%</b>	<b>43%</b>	<b>9%</b>

***The Senegal CLE validates the relevance of GPE's Operational Model but raises some questions in relation to the roles and responsibilities of GPE actors.***

189. In Senegal, the CA, GA and GPE focal point are seen to have established strong working relationships. The CA has developed an effective working relationship with the GoS focal point to ensure that basic mechanisms of sector planning and mutual accountability function. The CA role is seen to have been very time-consuming in Senegal, particularly with the introduction of the NFM, the LEG renewal, the introduction of the Multiplier mechanism, along with ESP renewal and ESPIG request, all underway since 2016. While the GA is financially compensated for its role, the CA is not, and this is perceived as unjust.

190. At the same time, there is a lack of clarity in some aspects of roles and responsibilities within the operational model. Stakeholders report duplication in the role played by the GPE Country Lead and the GA with regard to quality assurance on ESPIG grant development processes, and the monitoring of grant implementation. The CA role is one of collaborating with the GPE focal point and facilitating communication within the GNPEF. This role, however, is at odds with and can challenge the role of sector lead and its ability to deliver sometimes sensitive messaging to GoS on behalf of development partners. Some stakeholders observe that the role of the CA should be separated from that of the sector lead (chef de file) for this reason. Other stakeholders feel that this challenge could be mitigated, to some extent, if the role of the GPE Country Lead was clearer and more pronounced with regard to policy dialogue around aid effectiveness in Senegal.

191. Generally, stakeholders noted the lack of visibility by the GPE Secretariat at the country level in policy dialogue; they noted that the Country Lead is not able to participate consistently in sector dialogue given frequent staff turnover coupled with a diverse portfolio of countries and lack of proximity (i.e. is based in Washington, DC). There is a perception that the CL does not have the time or resources to develop the in-depth knowledge of the country or close relationships with key actors who are necessary to play a more effective role in policy dialogue and the promotion of aid effectiveness principles. Having a permanent, regional presence, and limiting the number of countries CLs are expected to cover, are solutions proposed by several stakeholders in Senegal.

192. Stakeholders in Senegal perceive that GPE guidelines and funding requirements have become much more complex and time-consuming during the period under review. This has mobilized the time and energy of all stakeholders in the education sector, particularly given the requirement to link ESP renewal with ESPIG development and align this with GPE's internal mechanisms and two-year timeframe. There is also a sense that GPE funding requirements are currently applied with less flexibility and consideration of local, contextual realities. Finally, the work of the GPE Secretariat is seen to be increasingly devoted to explaining and supporting GPE guidelines and funding requirements, limiting its ability to engage in broader issues of policy dialogue around the quality of education sector planning, implementation or mutual accountability.

## 6.2 Good practices arising from Senegal for other countries

193. The following 'good practices' were noted by the evaluation team that may be of interest to other DCPs:

- **Senegal's internal capacity for education sector planning and the development of financial simulation models and frameworks.** MEN has developed significant capacity since 2007 to lead its own sector planning processes and financial simulation modeling leading to improved sector plan quality over time.
- **A commitment to improve RBM and public financial management systems for over a decade.** Progress has been driven by sustained political will to increase transparency and accountability at all levels of government, including in the education sector.
- **Well-established and government-led mechanisms for sector dialogue and joint sector review processes.** While there are ongoing challenges in the differentiation (policy, technical, thematic, by stakeholder groups) of sector dialogue, Senegal has had regularly function sector dialogue and annual joint sector review mechanisms in place for well over a decade.
- **Recent attention given to the concept of vulnerability and the inclusion of alternative forms of education within the definition of basic education.** PAQUET 2018-2030 defines vulnerability, discusses strategies to address vulnerability and includes vulnerability as an indicator in its results framework. This is an important aspect with regard to promoting equity in education. The PAQUET focus on education relevance and education demand in its development of alternative forms of education is an innovative way to address large proportions of unschooled and under-schooled children.

### 6.3 Strategic questions arising from this CLE for GPE

194. The following strategic questions arise from this CLE for GPE and may be particularly relevant in thinking about the role that GPE plays in a context like Senegal, where relatively well-established mechanisms for sector planning, monitoring and implementation exist, but where quality, capacity and commitment may be lacking for effective education sector plan implementation, monitoring and data used to support strategic decision-making.

- How can GPE improve the assessment of and support for the ‘achievable’ of the ESP? While two ESPs in Senegal have been deemed satisfactory according to GPE’s ESP ratings, in practice PAQUET 2013-2025 was not fully funded or implemented as intended by sub-sector. As a result, stakeholders in Senegal are skeptical with regard to ESP ‘achievable’, which limits sector-wide ownership for the plan. There are multiple, varied and ongoing challenges with regard to achievable, relating to the quality of the plan itself (prioritization, operational detail, financial simulation), historic imbalances in sector structure and funding (fragmentation of ministries, central role of MEN, investment focus on primary/basic education), as well a dynamic context in Senegal, which GoS needs to respond to, among other factors. How can the ESP become a more realistic, more contextually relevant and continuously updated management tool for the strategic governance of investment in the education sector? What leverage can GPE exert to influence the achievable of ESPs and support GoS in strategic governance of ESPs without further complexifying its guidance and funding requirements?
- What is the appropriate balance in time, energy and resources, for the GPE Secretariat between its dual roles of donor agency (promoting and ensuring application of the NFM, associated requirements and guidelines) versus promoting the quality of mechanisms and structures for mutual accountability and respect of aid effectiveness principles at the country level? How can the GPE Secretariat play a more visible role in ensuring the *quality* of education sector dialogue and monitoring at the country level for improved mutual accountability? What role can GPE realistically play with regard to policy dialogue and capacity building in Senegal related to improved mutual accountability?
- A related question includes how to balance and/or prioritize the multiple and often competing principles GPE is attempting to promote through its ESPIG funding requirements? Most obviously, in the case of Senegal, this has pitted the promotion of equity considerations against those of local ownership and mutual accountability for a government-led and credible ESP, which was endorsed by GNPEF and approved by GPE.
- A final question concerns the appropriate balance between the promotion of GPE funding priorities and consideration for the national, contextual realities as defined by national stakeholders? What would a greater consideration of national, contextual realities and a greater presence in policy dialogue mean for the role of the CL, their presence, proximity, knowledge of the context and relationship building at the country level?



## Appendix I Revised Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?<sup>312</sup> If so, then how?</b>			
<b>CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review?<sup>313</sup> How?</b>			
<b>CEQ 1.1a (prospective CLE)</b> What have been strengths and weaknesses of sector planning during the period under review? <sup>314</sup> What are likely reasons for strong/weak sector planning?	<ul style="list-style-type: none"> <li>• Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines<sup>315</sup> <ul style="list-style-type: none"> <li>– ESP is guided by an overall vision</li> <li>– ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Sector plan(s) for the period covered by the most recent ESPIG</li> <li>• Education Sector Analyses and other documents analyzing key gaps/issues in the sector</li> </ul>	<ul style="list-style-type: none"> <li>• Descriptive analysis</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>312</sup> OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

<sup>313</sup> The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, where applicable, (and subject to data availability) the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

<sup>314</sup> This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e. briefly summarizing key characteristics of the existing sector plan.

<sup>315</sup> Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy</li> <li>– ESP is evidence-based, i.e. it starts from an education sector analysis</li> <li>– ESP is achievable</li> <li>– ESP is sensitive to context</li> <li>– ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income)</li> <li>• <u>For TEPs</u>: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines<sup>316</sup> <ul style="list-style-type: none"> <li>– TEP is shared (state-driven, developed through participatory process)</li> <li>– TEP is evidence-based</li> <li>– TEP is sensitive to context and pays attention to disparities</li> <li>– TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision</li> <li>– TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• GPE ESP/TEP quality assurance documents</li> <li>• GPE RF data (Indicator 16 a-b-c-d)<sup>319</sup></li> <li>• Other relevant reports or reviews that comment on the quality of the sector plan</li> <li>• Interviews</li> </ul>	

<sup>316</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

<sup>319</sup> If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE quality standards.



MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– TEP is operational (feasible, including implementation and monitoring frameworks)</li> <li>• Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)<sup>317</sup></li> <li>• Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies)</li> <li>• Extent to which the process of sector plan preparation has been country-led, participatory, and transparent<sup>318</sup></li> <li>• Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of:               <ul style="list-style-type: none"> <li>– Leadership for and inclusiveness of sector plan development</li> <li>– Relevance, coherence and achievability of the sector plan</li> </ul> </li> </ul>		
<p><b>CEQ 1.1b (summative CLE)</b> What characterized the education sector plan in place during the core period under review?</p>	<ul style="list-style-type: none"> <li>• ESP/TEP objectives/envisaged results and related targets</li> <li>• For ESPs: Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines<sup>320</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Sector plan(s) for the period covered by the most recent ESPIG</li> <li>• GPE ESP/TEP quality assurance documents</li> </ul>	<ul style="list-style-type: none"> <li>• Descriptive analysis</li> </ul>

<sup>317</sup> If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

<sup>318</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: <http://unesdoc.unesco.org/images/0023/002337/233768e.pdf>

<sup>320</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– ESP is guided by an overall vision</li> <li>– ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities)</li> <li>– ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy</li> <li>– ESP is evidence-based, i.e. it starts from an education sector analysis</li> <li>– ESP is achievable</li> <li>– ESP is sensitive to context</li> <li>– ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income)</li> <li>• <u>For TEPs</u>: Extent to which the country’s sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines<sup>321</sup> <ul style="list-style-type: none"> <li>– TEP is shared (state-driven, developed through participatory process)</li> <li>– TEP is evidence-based</li> <li>– TEP is sensitive to context and pays attention to disparities</li> <li>– TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system’s long-term vision</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• GPE RF data (indicator 16 a-b-c-d)<sup>323</sup></li> <li>• Other relevant reports or reviews that comment on the quality of the sector plan</li> </ul>	

<sup>321</sup> Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

<sup>323</sup> If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be ‘translated’ in terms of the GPE quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities)</li> <li>– TEP is operational (feasible, including implementation and monitoring frameworks)</li> <li>• Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)<sup>322</sup></li> </ul>		
<p><b>CEQ 1.2a (prospective CLE)</b> Has GPE contributed to the observed characteristics of sector planning? How? If no, why not?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)<sup>324</sup></p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> <li>• ESPDG amount as a share of total resources invested into sector plan preparation.</li> <li>• Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development</li> </ul> <p>b) Contributions through other (non ESPDG-related) support to sector planning:</p> <ul style="list-style-type: none"> <li>• Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan</li> <li>• Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, Secretariat/GA/CA advocacy, capacity building,</li> </ul>	<ul style="list-style-type: none"> <li>• Draft and final versions of the sector plan</li> <li>• Related GPE ESP/TSP quality assurance documents</li> <li>• Secretariat reports, e.g. country lead back to office/mission reports</li> <li>• Other documents on advocacy/facilitation provided by Secretariat, CA or GA</li> <li>• Country-specific ESPDG grant applications</li> <li>• Interviews</li> <li>• Education sector analyses and other studies conducted with ESPDG funding</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>322</sup> If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

<sup>324</sup> Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> <li>– Improving the quality (including relevance) of education sector plans</li> <li>– Strengthening in-country capacity for sector planning</li> </ul>		
<b>CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labelled CEQ 9-11)</b>			
<b>CEQ 1.3</b> What have been strengths and weaknesses of sector plan implementation during the period under review?  What are likely reasons for strong/weak sector plan implementation?	<ul style="list-style-type: none"> <li>• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas).</li> <li>• Extent to which sector plan implementation is funded (expected and actual funding gap)</li> <li>• Evidence of government ownership of and leadership for plan implementation (country specific).<sup>325</sup></li> <li>• Government implementation capacity and management, e.g.:               <ul style="list-style-type: none"> <li>– Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring</li> <li>– Clear roles and responsibilities related to plan implementation and monitoring</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG</li> <li>• DCP government ESP/TEP implementation documents including mid-term or final reviews</li> <li>• Relevant program or sector evaluations, including reviews preceding the period of GPE support under review</li> <li>• JSR reports</li> <li>• Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government</li> <li>• CSO reports</li> </ul>	<ul style="list-style-type: none"> <li>• Descriptive analysis</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>325</sup> For example, in some countries one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– Relevant staff have required knowledge/skills/experience)</li> <li>• Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner.</li> <li>• Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable)</li> <li>• Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g. achievability, prioritization of objectives).</li> <li>• Stakeholder views on reasons why plan has or has not been implemented as envisaged</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews</li> <li>• DCP’s plan implementation progress reports</li> </ul>	
<p><b>CEQ 1.4</b> Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not?</p> <p>a) Through GPE PDG, ESPIG grants-related funding requirements and the variable tranche under the New Funding Model (NFM)<sup>326</sup></p> <p>b) Through non-financial support (advocacy, standards, quality</p>	<p>a) Contributions through GPE PDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable)</p> <ul style="list-style-type: none"> <li>• Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG</li> <li>• Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education</li> <li>• Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG</li> <li>• Degree of alignment of ESPIG objectives with ESP objectives.</li> <li>• Grant implementation is on time and on budget</li> </ul>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and other grant performance data</li> <li>• Secretariat reports, e.g. country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on GPE advocacy/facilitation</li> <li>• Country-specific grant applications</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under the</li> </ul>

<sup>326</sup> Where applicable.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)<sup>327</sup></p>	<ul style="list-style-type: none"> <li>• Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives)</li> <li>• Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable)</li> <li>• Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under the NFM, compared to progress made in areas without specific targets (where applicable)</li> <li>• PDG/ESPIG resources allocated to (implementation) capacity development</li> <li>• Stakeholder views on GPE PDG and ESPIG grants with focus on: <ul style="list-style-type: none"> <li>– Value added by these grants to overall sector plan implementation;</li> <li>– the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche;</li> <li>– how well GPE grant application processes are working for in-country stakeholders (e.g. are grant requirements clear? Are they appropriate considering available grant amounts?);</li> </ul> </li> <li>b) Contributions through non-financial support</li> <li>• Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	<p>New Funding Model)</p>

<sup>327</sup> Facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.



MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Relevance of GPE non-financial support in light of DCP government's own capacity development plan(s) (where applicable)</li> <li>• Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on:               <ul style="list-style-type: none"> <li>– GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation</li> <li>– GPE non-financial facilitating harmonized development partners' support to plan implementation</li> </ul> </li> <li>• Possible causes for no/ limited GPE contribution to plan implementation.</li> </ul>		
<p><b>CEQ 1.5</b> How has education sector financing evolved during the period under review?</p> <p>a) Amounts of domestic financing</p> <p>b) Amounts and sources of international financing</p> <p>c) Quality of domestic and international financing (e.g. short, medium and long-term predictability, alignment with government systems)?</p> <p>1. If no positive changes, then why not?</p>	<p>a) Amounts of domestic education sector financing</p> <ul style="list-style-type: none"> <li>• Changes in country's public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure)</li> <li>• Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review</li> <li>• Changes in education recurrent spending as a percentage of total government recurrent spending</li> </ul> <p>b) Amounts and sources of international financing</p> <ul style="list-style-type: none"> <li>• Changes in the number and types of international donors supporting the education sector</li> <li>• Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members)</li> <li>• Changes in percentage of capital expenditures and other education investments funded through donor contributions</li> </ul>	<ul style="list-style-type: none"> <li>• Creditor Reporting System (CRS) by OECD-DAC</li> <li>• UIS data by UNESCO</li> <li>• National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</li> <li>• GPE results framework indicator 29 on alignment</li> </ul>	<ul style="list-style-type: none"> <li>• Trend analysis for period under review</li> <li>• Descriptive analysis</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>c) Quality of sector financing</p> <ul style="list-style-type: none"> <li>• Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country</li> <li>• Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding)</li> <li>• Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%)</li> <li>• Changes in allocation of specific/additional funding to marginalized groups</li> <li>• Changes in extent to which other donors' funding/conditional budget support is tied to the education sector</li> </ul>		
<p><b>CEQ 1.6</b> Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If yes, then how? If not, then why not?</p> <p>a) Through ESPIG funding and related funding requirements?</p> <p>b) Through the GPE multiplier funding mechanisms (where applicable)?</p> <p>2. Through other means, including advocacy<sup>328</sup> at</p>	<p>a) Through ESPIG funding and related requirements</p> <ul style="list-style-type: none"> <li>• Government commitment to finance the endorsed sector plan (expressed in ESPIG applications)</li> <li>• Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms</li> <li>• Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing</li> <li>• Changes in relative size of GPE financial contribution in relation to other donor' contributions</li> <li>• Trends in external financing and domestic financing channeled through and outside of GPE, and for basic</li> </ul>	<ul style="list-style-type: none"> <li>• ESPIG grant applications and related documents (country commitment on financing requirement)</li> <li>• Donor pledges and contributions to ESP implementation)</li> <li>• Creditor Reporting System (CRS) by OECD-DAC</li> <li>• UIS data by UNESCO</li> <li>• National data (e.g. Education Management Information Systems, National Education</li> </ul>	<ul style="list-style-type: none"> <li>• Comparative analysis (GPE versus other donor contributions)</li> <li>• Triangulation of quantitative analysis with interview data</li> </ul>

<sup>328</sup> Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
national and/or global levels?	<p>and total education, to account for any substitution by donors or the country government</p> <ul style="list-style-type: none"> <li>• Alignment of GPE education sector program implementation grants with national systems<sup>329</sup></li> <li>• Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable)</li> </ul> <p>b) Through the GPE multiplier funding mechanism</p> <ul style="list-style-type: none"> <li>• Amount received by DCP government through the GPE multiplier fund (if applicable)</li> <li>• Stakeholder views on clarity and efficiency of multiplier application process</li> </ul> <p>c) Through other means (especially advocacy)</p> <ul style="list-style-type: none"> <li>• Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education</li> <li>• Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy<sup>330</sup> (e.g. JSRs attended by senior MoF staff)</li> <li>• Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels</li> <li>• Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging</li> </ul>	<p>Accounts, Joint Sector Reviews, public expenditure reviews)</p> <ul style="list-style-type: none"> <li>• Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)</li> </ul>	

<sup>329</sup> GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

<sup>330</sup> This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue, and/or plan implementation

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?</b>			
<p><b>CEQ 2.1</b> Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> <li>• Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms</li> <li>• Frequency of LEG meetings, and changes in frequency during period under review</li> <li>• LEG members consulted for ESPIG application</li> <li>• Stakeholder views on changes in sector dialogue in terms of:               <ul style="list-style-type: none"> <li>– Degree to which different actors lead, contribute to, or facilitate dialogue</li> <li>– Inclusiveness</li> <li>– Consistency, clarity of roles and responsibilities</li> <li>– Meaningfulness (i.e. perceptions on whether, when and how stakeholder input is taken into account for decision making)</li> <li>– Quality (evidence-based, transparent)</li> <li>– Likely causes for no/limited (changes in) sector dialogue</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• ESP/TSP, and documents illustrating process of their development</li> <li>• Back to office reports/memos from Secretariat</li> <li>• ESPIG grant applications (section V – information on stakeholder consultations)</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate results of document review and interviews</li> <li>• Stakeholder analysis and mapping</li> </ul>
<p><b>CEQ 2.2</b> Has sector monitoring changed? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> <li>• Extent to which plan implementation is being monitored (e.g. results framework with targets, performance review meetings, annual progress reports... and actual use of these monitoring tools)</li> <li>• Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings...)</li> </ul>	<ul style="list-style-type: none"> <li>• LEG and JSR meeting notes</li> <li>• Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate the results of document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period)</li> <li>• Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning</li> <li>• Stakeholder views on changes in JSRs in terms of them being:               <ul style="list-style-type: none"> <li>– Inclusive and participatory, involving the right number and types of stakeholders</li> <li>– Aligned to existing sector plan and/or policy framework</li> <li>– Evidence based</li> <li>– Used for learning/informing decision-making</li> <li>– Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)<sup>331</sup> and recommendations are acted upon and implemented</li> </ul> </li> <li>• Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to ‘mutual accountability’ for the education sector.</li> <li>• Likely causes for no/ limited (changes in) sector monitoring.</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews</li> </ul>	

<sup>331</sup> Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 2.3</b> Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not?</p> <p>a) Through GPE grants and funding requirements<sup>332</sup></p> <p>b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)<sup>333</sup></p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> <li>• Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants</li> <li>• Proportion of total costs for sector monitoring mechanisms (e.g. JSR) funded through GPE grants</li> <li>• Stakeholder views on extent to which GPE funding process (e.g. selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring</li> </ul> <p>b) Non-grant related support</p> <ul style="list-style-type: none"> <li>• Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring</li> <li>• Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG</li> <li>• Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country]</li> </ul> <p>a) and b)</p>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> <li>• CSEF, KIX documents etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>

<sup>332</sup> All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

<sup>333</sup> Capacity development and facilitation primarily through Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through Secretariat (country lead), CA, as well as (possibly) GPE at the global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge sharing also possible through other GPE partners at country level (e.g. other donors/LEG members) if provided primarily in their role as GPE partners.



MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to:               <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g. around JSRs)</li> </ul> </li> <li>• Possible causes for no/ limited GPE contributions to dialogue/monitoring.</li> </ul>		
<b>CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?</b>			
<b>CEQ 3.1</b> What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> <li>• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations)</li> <li>• Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE</li> <li>• Changes/events in national or regional context(s)               <ul style="list-style-type: none"> <li>– Political context (e.g. changes in government/leadership)</li> <li>– Economic context</li> <li>– Social/environmental contexts (e.g. natural disasters, conflict, health crises)</li> <li>– Other (context-specific)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country]</li> <li>• Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results</li> <li>• Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 3.2</b> During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?</p>	<ul style="list-style-type: none"> <li>• Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements</li> <li>• Types of unintended, positive and negative, effects deriving from other GPE support.</li> </ul>	<ul style="list-style-type: none"> <li>• All data sources outlined for CEQs 1 and 2 above</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>
<p><b>Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?</b></p>			
<p><b>CEQ 4</b> During the period under review, how has the education system changed in relation to:</p> <p>a) Improving access to education and equity?</p> <p>b) Enhancing education quality and relevance (quality of teaching/instruction)?</p> <p>c) Sector Management?<sup>334</sup></p> <p>If there were no changes in the education system, then why not and with what implications?<sup>335</sup></p>	<p>a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g. related to:<sup>336</sup></p> <ul style="list-style-type: none"> <li>• Changes in number of schools relative to children</li> <li>• Changes in the average distance to schools</li> <li>• Changes in costs of education to families</li> <li>• Changes in the availability of programs to improve children's' readiness for school)</li> <li>• New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups</li> <li>• New/expanded measures put in place to ensure gender equality in education</li> </ul> <p>b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p>	<ul style="list-style-type: none"> <li>• Education Management Information System (EMIS)</li> <li>• UIS data</li> <li>• World Bank data</li> <li>• Household survey data</li> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent progress reports</li> <li>• Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Appraisal Reports</li> <li>• Public expenditure reports</li> <li>• CSO reports</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of statistical data for periods under review</li> <li>• Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening</li> </ul>

<sup>334</sup> The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

<sup>335</sup> Implications for education access and equity, quality and relevance, and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

<sup>336</sup> The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Changes in pupil/trained teacher ratio during period under review</li> <li>• Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)</li> <li>• Changes in relevance and clarity of (basic education) curricula</li> <li>• Changes in the quality and availability of teaching and learning materials</li> <li>• Changes in teacher pre-service and in-service training</li> <li>• Changes in incentives for schools/teachers</li> </ul> <p>c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p> <ul style="list-style-type: none"> <li>• Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)</li> <li>• Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring</li> <li>• If no functioning EMIS is in place, existence of a realistic remedial strategy in place</li> <li>• Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review</li> </ul> <p>(a-c):</p> <ul style="list-style-type: none"> <li>• Likely causes for no/ limited changes at system level (based on literature review and stakeholder views)</li> </ul>	<ul style="list-style-type: none"> <li>• SABER database</li> <li>• Education financing studies</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Interviews</li> <li>• ESPIG grant applications</li> <li>• Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g. on restructuring, internal resource allocation)</li> </ul>	

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 5</b> How has sector plan implementation contributed to observed changes at education system level?</p>	<ul style="list-style-type: none"> <li>• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level</li> <li>• Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)</li> </ul>	<ul style="list-style-type: none"> <li>• Sources as shown for CEQ 4</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	
<p><b>Key question III: Have improvements at education system level contributed to progress towards impact?</b></p>			
<p><b>CEQ 6</b> During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p>	<p>Changes/trends in DCP's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example:</p> <p>a) Learning outcomes</p> <ul style="list-style-type: none"> <li>• Changes/trends in learning outcomes (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations)</li> </ul> <p>b) Equity, gender equality, and inclusion</p> <ul style="list-style-type: none"> <li>• Changes in gross and net enrollment rates (basic education) during review period (by gender, by socio-economic group, by rural/urban)</li> <li>• Changes in proportion of children (girls/boys) who complete (i) primary, (ii) lower-secondary education</li> <li>• Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)</li> <li>• Changes in out-of-school rate for (i) primary, (ii) lower-secondary education (by gender, socio-economic group, rural/urban location)</li> </ul>	<ul style="list-style-type: none"> <li>• Sector performance data available from GPE, UIS, DCP government and other reliable sources</li> <li>• Teacher Development Information System (TDIS)</li> <li>• Education Management Information System (EMIS)</li> <li>• National examination data</li> <li>• International and regional learning assessment data</li> <li>• EGRA/EGMA data</li> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent and Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Studies/evaluation reports on education (sub)sector(s) in country commissioned by the</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of available education sector data (examination of trends) during and up to 5 years before core period under review</li> <li>• Triangulation of statistical data with qualitative document analysis</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education</li> <li>• Changes in the distribution of out-of-school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds)</li> </ul>	<ul style="list-style-type: none"> <li>• DCP government or other development partners (where available)</li> <li>• Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings</li> </ul>	
<b>Key question IV: What are implications of evaluation findings for GPE support to [country]?</b>			
<p><b>CEQ 7</b> What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices have emerged related to how GPE supports countries?<sup>337</sup></p>	<ul style="list-style-type: none"> <li>• Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> <li>– Clarity and relevance of the roles and responsibilities of key GPE actors at the country level (Secretariat, GA, CA, DCP government, other actors)</li> <li>– Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e. through a partnership approach)</li> <li>– The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable)</li> <li>– Extent to which logical links in the GPE theory of change are, or are not, supported by evidence</li> <li>– Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why</li> <li>– Extent to which different elements in the theory of change appear to mutually enforce/support each</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data collected and analysis conducted for other evaluation questions</li> </ul>

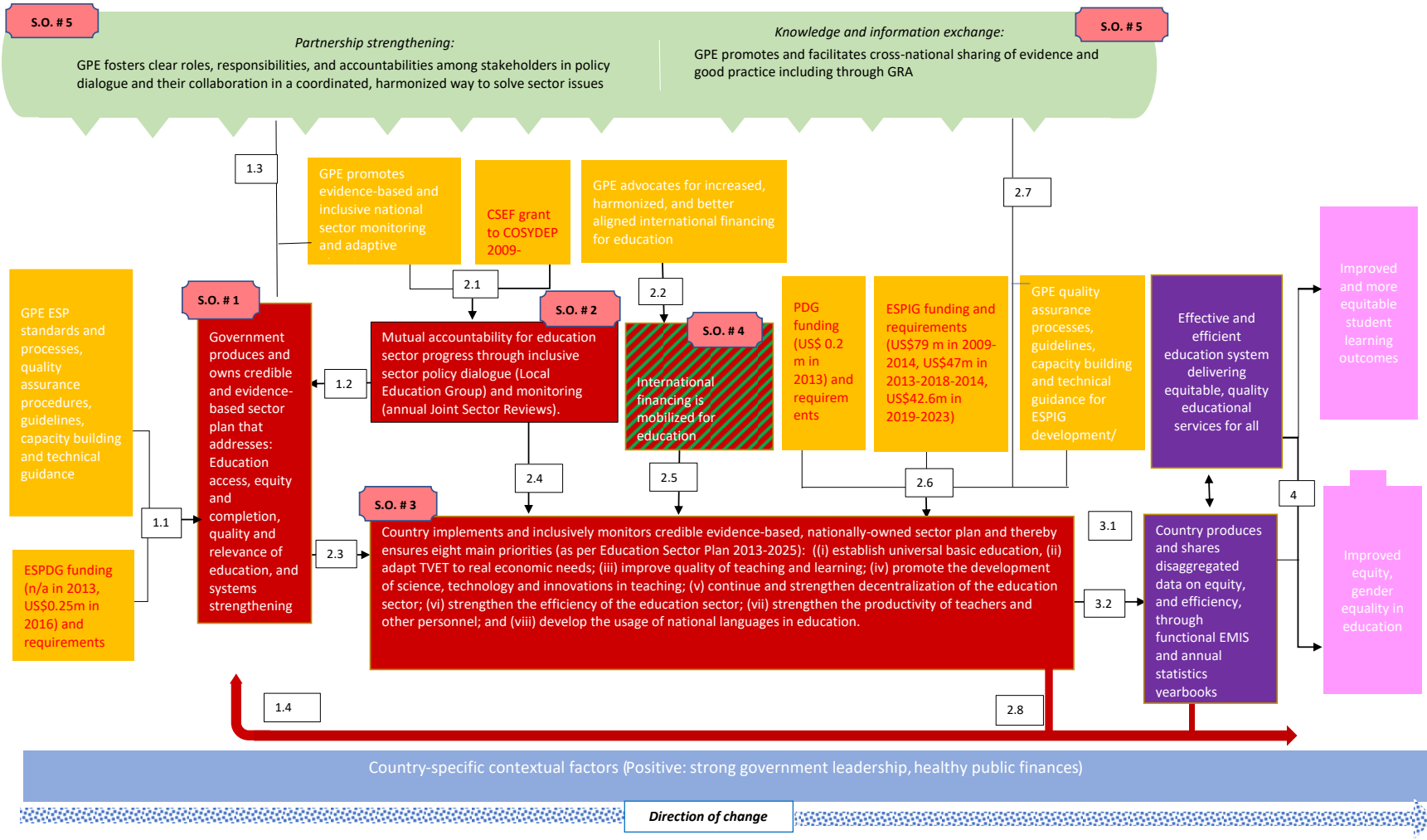
<sup>337</sup> For both questions CEQ 7 and 8 the notion of ‘good practice’ refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally ‘good practice’.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	other (e.g. relationship sector dialogue and sector planning) – Stakeholder satisfaction with GPE support		
<b>CEQ 8</b> What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? <sup>338</sup>	<ul style="list-style-type: none"> <li>• Insights deriving from answering evaluation questions above e.g. in relation to:               <ul style="list-style-type: none"> <li>– Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation.</li> <li>– Successful, promising, and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges<sup>339</sup></li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data collected, and analysis conducted for other evaluation questions</li> </ul>

<sup>338</sup> This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

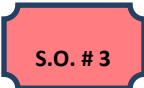
<sup>339</sup> For example, highlighting promising approaches taken by the respective government and development partners to try and reach out-of-school children. Please note that ‘innovative’ means ‘innovative/new in the respective context’, not necessarily globally new.

# Appendix II GPE country-level theory of change for Senegal





## LEGEND

xxx	<b>Non-financial</b> GPE inputs/support (technical assistance, facilitation, advocacy)
xxx	GPE <b>financial</b> inputs/support (grants) and related funding requirements
	<b>Country-level objectives</b> that GPE support/influence directly contributes to.
	<b>Global-level objectives</b> that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
	<b>Global-level objectives</b> with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	<b>Intermediate outcomes:</b> Education system-level changes
	<b>Impact:</b> Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
	Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1

Numbers represent the key areas where **logical linkages** (explanatory mechanisms) connect different elements of the theory of change to one another (*'because of x, y happens'*). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

## Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.<sup>340</sup> The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for Senegal (Appendix II).<sup>341</sup>

The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.<sup>342</sup>

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in question are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review.

This country level evaluation (CLE), of GPE's support to the national education system of Senegal, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. In October 2018, the approach for the summative evaluations was slightly modified. Starting in FY18, these new 'summative plus' (including this evaluation) will have the following modifications:

- 'Summative plus' CLE will not only explore one policy cycle<sup>343</sup> and related GPE support ('first policy cycle'), but also include the beginning of the following policy cycle (the 'second policy cycle'). This will allow addressing questions around the transition from one ESP to the next and related GPE contributions,
- The CLEs will also explore strengths, weaknesses and value added of the revised GPE Quality Assurance and Review (QAR) and ESPDG mechanism.

<sup>340</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

<sup>341</sup> This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

<sup>342</sup> See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

<sup>343</sup> i.e. from sector planning and related sector dialogue to sector plan implementation and monitoring during the period covered by the most recent fully or mostly disbursed ESPDG.

- The reports for ‘summative plus’ will include a final section on Strategic Questions, which will summarize – if applicable – suggestions for how GPE support to the respective country can be improved, and/or which will outline overarching questions about the GPE operational model that may be worth further exploring in the context of other summative and prospective CLE.

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an ten-working day mission to Senegal from April 10<sup>th</sup> to April 25<sup>th</sup>, 2019; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)
- Stakeholder consultations through individual and group interviews in Dakar, Senegal. In addition, telephone interviews were conducted with the Secretariat country focal point. Appendix V provides a list of consulted stakeholders. In total, the evaluation team interviewed 68 individuals (see Box iii.1), of which 12 were women.
- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.<sup>344</sup>

#### Box iii.1: Consulted Stakeholders

Education ministry (including agencies): 22

Other ministries: 5

District-level officials:

Grant and coordinating agents: 3

Development partners/donors: 10

Civil Society/Teacher Organizations/Parent organizations: 5

GPE Secretariat: 1

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

<sup>344</sup> The key sources of data are the UNESCO Institute for Statistics (UIS) database, [data.uis.unesco.org](http://data.uis.unesco.org); the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>; and country-level datasets and data sources.

## Appendix IV List of consulted individuals

In total, 68 individuals were interviewed in Dakar, of which 12 were women. All consulted individuals were based in Dakar.

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
<b>Ministries and Agencies of Senegal</b>			
Ministry of Education (MEN)	MBODJ, Ndèye Khady Diop	Secrtaire-Generale	
	CISSE, Aby Ndao	Directrice, DEE	W
	DIOUF, Djibril Ndiaye	Directeur, DPRE	M
	THIAW, Daouda	DPRE	M
	NDIATHIE, Ibrahima	Directeur, DRH	M
	SAGNA, Lansana	Chef de Division, DRH	M
	WATT, Ibrahima Abdoulaye	Chef de Division, DRH	M
	SAMB, Mamadou Lamine	Coordonnateur, DRH	M
	DIEME, Ismaïla	Chef de Division, DRH	M
	BA, Al Hassane	Responsable du Contrôle Qualité DRH	M
	BA, Fatima Diallo	Directrice, DEMSG	W
	DIAW, Momar	Coordinateur	M
	RHEIN, Christophe	SIMEN	M
	FALL, Seyni Ndiaye	SIMEN	M
	NDIAYE, Pape Sambaré	Directeur, DAGE	M
	DIAGNE, Moustapha	DFC	M
	THAIM, Matar	Chef de Bureau Suivi Stratégique, DPRE	M
	DIA, El Hadj	Chef de Division Suivi Evaluation	M
	GUEYE, Abdou	Chef de Bureau Suivi des Projets	M
	THIAW, Daouda	Chef de Bureau Suivi des Programmes	M
	DIAGNE, Kassa	Coordinateur PAQUEEB	M
	SENE, Léna	Doyenne	W
LAM, Cheikhna	Directeur, INEADE	M	
Other ministries and national agencies	DIOP, Mamadou	Responsable Cellule Etudes et Planification, MESRI	M
	SOW, Malick	Sec-Gen, MESRI	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	NGOM, El Hadji Saliou	Coordonnateur, MFPAA	M
	BADIANE, Dielya Ba	Responsable suivi-évaluation, MFPAA	M
	CISS, Ibrahima	Planificateur, MFPAA	M
	NDOUR, Cheikh	Secrétaire-Générale, ANPECTP	M
	DIEDHIOU, Alassane	Directeur Etudes, Planification et Suivi-Evaluation, ANPECTP	M
	NDAO, Malick	Directeur Administratif et Financier, ANPECTP	M
	FALL, Aminata Diaw	Coordinatrice, MEF	W
	DIAKHATE, Seynabou Ben Messaoud	Directrice de la programmation budgétaire, MEF	W
Local education officials	WADE, Abdoulaye	Inspecteur de l'Éducation et de la Formation, IEF Grand Dakar	M
<b>Bilateral and multilateral donor agencies</b>			
UNESCO	SAGNA, Mariama	Chargée de la coordination Groupe Thématique Éducation-Formation (GTEF)	W
	PIEUME, Olivier	Spécialiste de programme EFTP	M
	SALL, Tidiane	Administrateur National de Programme, Section Education	M
AFD	SYLLA, Mouhamadou	Chargé de mission	M
World Bank	KAMIL, Hamoud Abdel Wedoud	Sr. Education Specialist	M
USAID	SIMON, Ezra	Chef Equipe Éducation	M
	CISSE, Kadiatou	Spécialiste Education	W
	NDIAYE, Amadou Lamine	Spécialiste Education	M
	SARR, Badara	Spécialiste Education	W
UNICEF	LANSAR, Mathias	Chef Equipe Éducation	M
CANADA	DIOME, Ibrahima	Consultant	M
	JULIEN, Antoine	First Secretary	M
JICA	SOW, Abdoulaye	Chargé de Programme	M
	KANO, Takako	Adjointe au Représentant Résident	W
Italian Cooperation	BARALDI, Valentina	Assistante Education	W
UNESCO Pôle de Dakar	HUSSON, Guillaume	Coordonnateur	M
	SEGNIBETO, Koffi	Responsable de programme	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
<b>Civil Society</b>			
CNDREAO	SAME, Aby	Coordinateur national	W
Aide et Action	DIALLO, Ousmane	Chef de Projet	M
COSYDEP	DIAO, Abdou	Personne Ressource	M
FECSDA	NIANG, Hélène	Présidente	W
FAWE	BASSE, Anta Fall	Présidente	M
Action Aid	SOUMAHORO, Massiami Nathaly	Chargée du Suivi-Evaluation	W
COSYDEP	MBOW, Cheikh	SG	M
<b>Private sector</b>			
Foundation Secteur Privé – Éducation (FSPE)	NDONG, Babacar	President	M
	KASSE, Faye Beye	Administratrice	W
<b>Teacher Unions</b>			
SNELAS	PENE, Ndiago	Membre	M
UDEN	GUEYE, Abdourahmane	SG	M
ANCEFA	BADJI, Robert	Chargé de Programme	M
SNEEL	SYLLA, Amy	Administrateur	W
CUSEMS	NDOYE, Abdoulaye	SG	M
SIENS	SARR, El Cantara	SG	M
SAES	DIAOUNE, Amadou	SG	M

## Appendix V Stakeholder mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
<b>Global</b>		
Secretariat	Interest: High. Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Importance: High	The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.
Board members (from developing countries included in the sample)	Interest: High. Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies. Importance: High	Senegal is represented on the Board through the Africa 2 constituency. The board members were <i>not</i> consulted during the course of this country evaluation.
<b>Country-level</b>		
Ministry of National Education (MEN)	Interest: High Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Focal point with GPE Secretariat. Importance: High. Main partner for GPE grant design and implementation.	Key informants at country level. Directors of all key MEN directorates were interviewed in person during the country visit (see Appendix IV, list of stakeholders).
Other Line Ministries and organizations involved in, or relevant for education Ministry of Higher Education, Research and Innovation (MESRI) Ministry of Vocational Training, Learning and Handicrafts (MFPAA) Ministry of Economy and Finance (MEF)	Interest: High Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Importance: High. Responsible for implementing measures planned in the ESP.	Key informants at country level (see Appendix IV, list of stakeholders).



STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Ministry of Finance and Economic Planning	<p>Interest: High</p> <p>Influence: High. Responsible for monitoring and supporting the implementation of the education sector policy and managing related financing.</p> <p>Importance: High.</p>	Key informants consulted at country level. (see Appendix IV, list of stakeholders).
<b>Key Education Sector Stakeholders (national level)</b>		
Grant Agent: WB (AFD)	<p>Interest: High</p> <p>Influence: High. Responsible for managing the ESPIG in Senegal.</p> <p>Importance: High</p>	Key informant at country level.
Coordinating Agency: UNESCO	<p>Interest: High</p> <p>Influence: Medium-High. Through its facilitating role, the coordinating agency plays an important role in the functioning of the LEG.</p> <p>Importance: High</p>	Key informant at country level.
Development Partners (donor agencies, multilateral organizations): UNICEF, JICA, Canada, Italy, USAID	<p>Interest: High</p> <p>Influence: Medium-High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector.</p> <p>Importance: High</p>	Key informants at country level were interviewed in person during the country visit.
Domestic non-governmental organizations:	<p>Interest: High</p> <p>Influence: Low. Most are not members of the LEG but several have participated in sector planning consultations and education sector reviews.</p> <p>Importance: Medium-High.</p>	Key informants at country level were consulted during the country site visit.
Teacher organizations:	<p>Interest: High</p> <p>Influence: Medium-High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector.</p> <p>Importance: Medium-High.</p>	Key informants at country level were consulted during the country site visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Relevant education sector institutions: INEADE, UNESCO Pole de Dakar	Interest: Medium Influence: Low. Importance: Medium	Key informants at country level were consulted during the country site visit.
Private Sector representatives (FSPE)	Interest: Medium Influence: Medium-High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. Importance: Medium	Key informants at country level were consulted during the country site visit.

## Appendix VI List of Reviewed Documents

- “Annexe 3 - Financement de l’éducation” (Excel) (no author), (n.d.)
- “Annexe 3 - Actions prévues pour le renforcement de la coordination entre les partenaires techniques
- “Aide-Mémoire conjoint des Partenaires Techniques et Financiers en Éducation et du Gouvernement du Sénégal” 20th July 2012
- “Compte-Rendu de la rencontre d’endossement du PAQUET” (2018)
- “Examen multidimensionnel du Sénégal – Volume 3 : De l’analyse a l’action”
- “Feuille de route d’achèvement de la mise à jour du paquet version juillet 2018” (Excel) (2018)
- “Lettre d’Endossement” (no author) (n.d.)
- “Compte-Rendu de la rencontre d’endossement du PAQUET” (2018)
- “Examen multidimensionnel du Sénégal – Volume 3 : De l’analyse a l’action”
- “Feuille de route d’achèvement de la mise à jour du paquet version juillet 2018” (Excel) (2018)
- “Suivi matrice indicateurs performance 2018 ” (Excel) no author, 2018
- “Matrice des Actions (Aide-Mémoire de la 11ème revue du PDEF” 2012
- “Matrice des Actions (Aide-Mémoire de la 11ème revue du PDEF” 2012
- “Mission de Supervision et de préparation du Financement Additionnel - Projet d’Amélioration de la Qualité et de l’Équité” octobre 2017
- “Modelé de Simulation Sectoriel 3PBFSE Politique Planification, programmation, Budgétisation, Financement, suivi, Évaluation” 13th August 2018
- “Processus d’examen de la qualité étape 1 : concertation pour l’identification du programme” No Author, No date
- “Rapport d’endossement du “Programme d’Amélioration de la Qualité, de l’Équité et de la Transparence (PAQUET)” – Coordination des Partenaires Techniques et Financiers en éducation au Sénégal” (2013) no author
- “Rapport d’évaluation de la phase 1 du PAQUET- Synthèse prospective” January 2017
- “Rapport Final de l’Évaluation externe du paquet 2018-2030 du Sénégal en vue de son Endossement par les partenaires techniques et financiers”
- “Résumé du Rapport Final de l’évaluation externe du plan sectorielle l’éducation et de la formation (PAQUET EF 2018-2030)” (August 2018)
- “Processus d’examen de la qualité étape 1 : concertation pour l’identification du programme” No Author, No date
- Agence Français de Développement & Global Partnership for Education “Document de Présentation du Programme d’Appui au Développement de l’Éducation au Sénégal- PADES 2019-2023 ” 21st November 2018

- Agence Française de Développement, Global Partnership for Education and Ministère de l'Éducation nationale du Sénégal "Note Conceptuelle – Programme d'Appui au Développement de l'Éducation du Sénégal - PADES " April 2018
- Deme, E. "Étude diagnostique et prospective sur les modes opératoires de mise en œuvre des programmes d'infrastructures et équipements du programme paquet du ministère de l'éducation du Sénégal en vue de l'instruction d'un financement AFD-PME", Ministère de l'Éducation nationale, January 2018
- Des partenaires de l'éducation au Secrétariat du Partenariat Mondial pour Education "Lettre d'endossement du Programme d'amélioration de la Qualité de l'Équité et de la Transparence du secteur de l'éducation et de la formation PAQUET EF 2018-2030" (20th August 2018)
- Diagne, A. "Évaluation du Programme Décennal de l'Éducation et de la formation 2000-2011" Ministère de l'Éducation & Consortium pour la Recherche Économique et Sociale, October 2012
- Fast Track Initiative "FTI Expanded Catalytic Fund Senegal: Summary Documentation" 10th December 2007
- Global Partnership for Education "Formulaire de requête pour au financement a effet multiplicateur pour la mise en œuvre du programme sectoriel de l'éducation- SPIG a effet multiplicateur " 30th November 2018
- Global Partnership for Education "Program Development grant (PDG) Internal Template-Application Assessment by CL" 29th June 2018
- Global Partnership for Education " Formulaire de requête de financement pour la préparation d'un programme" May 2017
- Global Partnership for Education "Expression d'Intérêt du Sénégal pour accéder au Fonds a effet multiplicateur du GPE " September 2017
- Global Partnership for Education "Processus d'Examen de la qualité étape II : Financement pour la mise en œuvre de programmes sectoriels de l'Éducation. Évaluation du Programme- Sénégal " October 2018
- Global Partnership for Education "Senegal Quality Assurance Review- Phase III Final Readiness Review" March 2013
- Global Partnership for Education "Senegal PDG Application" 5th July 2018
- Global Partnership for Education "Senegal Education Sector Plan Development Grant Application – Country Lead Assessment" 23rd November 2015
- Global Partnership for Education "Document de Présentation du Programme d'Appui au Développement de l'Éducation au Sénégal- PADES 2019-2023 " 21st November 2018
- Global Partnership for Education "Program Development grant (PDG) Internal Template-Application Assessment by CL" 29th June 2018
- Global Partnership for Education "Requête de financement pour la mise en œuvre du programme" 2018
- Global Partnership for Education "RM memo- ESP Initial Comments for Senegal" (2018)
- Hug, T. "Rapport final- Étude préliminaire Diagnostiquer et Prospective en Vue de l'Instruction d'un Financement AFD-PME sur l'Exercice du Pilotage du System Éducatif Sénégalais au Niveau

Déconcentre et son Potentiel d'Amélioration dans la perspective du renforcement de la performance du système" Ministère de l'Éducation nationale, Direction de la Planification et de la Réforme, 28th December 2017

- Ministère de l'économie des finances et du plan "Lettre d'Approbation PAQUET révisé MEFP " 17th August 2018
- Ministère de la Formation Professionnelle, de l'Apprentissage et de l'Artisanat" Compte Rendu GNPEF validation PADES" (19<sup>th</sup> November 2018)
- Ministère de l'Économie des Finances et du Plan "Requête de financement du Projet d'Appui à Développement de l'Éducation au Sénégal (PADES) dans les régions de Dakar, Thiès, Ziguinchor, Sédhiou, Kolda, Saint-Louis, et Matam " 11th August 2017
- Ministère de l'économie des finances et du plan "Lettre d'Approbation PAQUET révisé MEFP " 17th August 2018
- Ministère de l'Éducation nationale, Ministère de la formation professionnelle, de l'Apprentissage et de l'Artisanat, Ministère de l'Enseignement Supérieur, de la Recherche et de l'Innovation "Compte Rendu Réunion CD GNPEF" (n.d.)
- Ministère de l'Éducation nationale "Rapport Annuel de Performance 2015 " April 2016
- Ministère de l'Éducation nationale, Ministère de l'Enseignement supérieur, de la Recherche et de l'Innovation, Ministre de la Bonne Gouvernance et de la Protection de l'Enfance, Ministère de la Formation professionnelle, de l'Apprentissage et de l'Artisanat "Rapport de Performance du Secteur de l'Éducation et de la Formation" April 2018
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "Rapport – 3eme Revue Sectorielle du Programme d'Amélioration de la Qualité de l'Équité et de la transparence de l'Éducation et de la Formation (PAQUET-EF) " April 2016
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "Rapport de la 5eme Revue Sectorielle de l'Éducation et de la formation" April 2018
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "13eme revue Annuelle du Secteur de l'Éducation et de formation- Aide-mémoire conjoint des Partenaires Techniques et Financiers en Éducation et du Gouvernement du Sénégal " 20th May 2014
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "Rapport Annuel de la 2eme Revue Sectorielle du PAQUET-EF " 4th May 2015
- "Modèle de Simulation Sectoriel 3PBFSE *Politique Planification, programmation, Budgétisation, Financement, suivi, Évaluation*" 13th August 2018
- Ministère de l'éducation nationale, Direction de la Planification et de la Réforme de l'Éducation "Rapport National sur la Situation de l'Éducation 2016 " 2016
- Ministère de l'Éducation nationale "Note Circonstanciée sur le Financement de l'Éducation de Niveau Primaire au Sénégal" 12th September 2018
- Ministère de l'Éducation nationale, Ministère de la formation professionnelle, de l'Apprentissage et de l'Artisanat, Ministère de l'Enseignement Supérieur, de la Recherche et de l'Innovation "Compte Rendu Réunion CD GNPEF" (n.d.)
- Ministère de l'Éducation nationale "Candidature du Sénégal au programme pilote du financement à effet de levier initié par le Partenariat mondial pour l'Éducation " 10th July 2017

- Ministère de l'Éducation nationale "Note Circonstanciée sur le Financement de l'Éducation de Niveau Primaire au Sénégal" 12th September 2018
- Ministère de l'Éducation Nationale "Rapport Annuel de Performance 2015 " April 2016
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "13eme revue Annuelle du Secteur de l'Éducation et de formation- Aide-mémoire conjoint des Partenaires Techniques et Financiers en Éducation et du Gouvernement du Sénégal " 20th May 2014
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "Rapport – 3eme Revue Sectorielle du Programme d'Amélioration de la Qualité de l'Équité et de la transparence de l'Éducation et de la Formation (PAQUET-EF) " April 2016
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "Rapport Annuel de la 2eme Revue Sectorielle du PAQUET-EF " 4th May 2015
- Ministère de l'Éducation nationale, direction de la Planification et de la réforme de l'éducation "Rapport de la 5eme Revue Sectorielle de l'Éducation et de la formation" April 2018
- Ministère de l'éducation nationale, Direction de la Planification et de la Réforme de l'Éducation "Rapport National sur la Situation de l'Éducation 2016 " 2016
- Ministère de l'éducation nationale, Direction de la Planification et de la Réforme de l'Éducation "Rapport National sur la situation de l'Éducation " 2017
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- Ministère de l'Éducation nationale, Ministère de la formation professionnelle et technique, de l'Apprentissage et de l'Artisanat, Ministère de l'Enseignement, de la Recherche et de l'Innovation, Ministre de la Bonne Gouvernance et de la Protection de l'Enfance "Rapport Final- projections de Coûts et du Financement du PAQUET pour la Période 2018-2030 " August 2018
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## Appendix VII Achievement of results, PAQEEB 2013-2018

INDICATOR	2012 (BASELINE)	2013	2014	2015	2016	2017	2017 TARGET	ACHIEVED?
% of IEFs that achieve at least 95% of the targets	0					81.1%	90%	Yes
% of schools that have signed a Quality Improvement Agreement	0			98%		100%	90%	Yes
% of new teachers trained and certified in the CRFPs	0		95%	100%		100%	90%	Yes
% of schools with a functioning School Management Committee	0		75%	95%		98.3%	100%	Yes
Number of schools built by the project	0			190		190	200	Yes
Statistical yearbook produced annually	Yes						Yes	
% of middle school's teachers trained in the utilization of the new teaching guides	0		90%	90%		100%	100%	Yes
% of Daaras that achieved the 75% of the agreed targets						80%	80%	Yes
% of Academic Inspectorates and Inspectorates of Training and Education have at least two officials in HR, statistics, and budget management trained to handle the transferred roles and responsibilities	0			100%		100%		Yes
System of learning assessment	Yes		Yes	Yes		Yes		
A regional education report is produced yearly	No		Yes	Yes		Yes		Yes
A human resources (HR), statistics and budget management system including software and equipment is established in all Academic Inspectorates and in all Training and Education Inspectorates	No		Yes	Yes		Yes		Yes

## Appendix VIII Achievement of results, PAQUET 2013-2017<sup>345</sup>

NUMBER	INDICATOR		2013	2014	2015	2016	2017	2017 TARGET	RESULTS 2013-2017
1	Percentage students meeting minimum learning levels	CP Maths	28.4%	46.0%	28.6%	68.2%	41.6%	39.0%	Stagnation
		CP French	39.9%	60.0%	51.0%	69.0%	49.3%	60.0%	Stagnation
		CE2 Math	26.25%	54.50%	21.20%	69.70%	32%	56%	Stagnation
		CE2 French	26.5%	46.7%	21.6%	57.3%	33.0%	51.0%	Stagnation
2	Completion ratio Primary - nationwide	Girls	36.0%	36.6%	42.0%		40.0%		Improvement
		Boys	38.3%	35.5%	39.1%		34.0%		Deterioration
		Total	37.3%	36.0%	40.5%	39.5%	37.1%		Stagnation
	Completion ratio Primary - 5 regions with low scores - Diourbel	Girls	43.3%	18.8%	19.6%	38.7%	43.3%		Stagnation
		Boys	30.5%	20.6%	18.2%	27.3%	30.7%		Stagnation
		Total	36.6%	19.7%	18.9%	32.9%	36.8%		Stagnation
	Completion ratio Primary - 5 regions with low scores - Kaffrine	Girls	32.1%	14.1%	15.5%	38.1%	40.0%		Improvement
		Boys	26.1%	17.4%	17.2%	27.0%	26.3%		Improvement
		Total	29.1%	15.8%	16.4%	32.4%	33.0%		Improvement
	Completion ratio Primary - 5 regions with low scores - Louga	Girls	52.7%	34.6%	32.6%	54.3%	55.0%		Improvement
		Boys	48.3%	29.4%	26.8%	41.5%	39.0%		Deterioration
		Total	50.4%	31.9%	29.5%	47.6%	46.6%		Deterioration
	Completion ratio Primary - 5 regions with low scores - Tamba	Girls	45.2%	24.1%	21.9%	59.9%	58.5%		Improvement
Boys		44.5%	30.6%	24.2%	52.2%	50.4%		Improvement	

<sup>345</sup> Source for data is the annual performance reports presented at the JSRs.

NUMBER	INDICATOR		2013	2014	2015	2016	2017	2017 TARGET	RESULTS 2013-2017
	Completion ratio Primary - 5 regions with low scores - Matam	Total	44.9%	27.5%	23.1%	55.9%	54.3%		Improvement
		Girls	71.8%	29.0%	29.0%	62.0%	66.3%		Deterioration
		Boys	43.6%	32.0%	31.0%	34.4%	35.3%		Deterioration
		Total	57.1%	27.8%	27.2%	47.6%	50.1%		Deterioration
3	Completion ratio first year public universities	UCAD	30.0%				42.2%	65.0%	Improvement
		UGB	77.4%	44.9%			77.0%	65.0%	Stagnation
		UAD Bambey	49.3%	40.3%			74.8%	65.0%	Improvement
		UP Thies	100.0%	100.0%			78.2%	65.0%	Deterioration
		UAS Zig	45.5%	38.5%			75.2%	65.0%	Improvement
4	GER Pre-school	Girls	12.7%	15.8%	18.1%	18.9%	18.7%		Improvement
		Boys	11.4%	13.6%	15.6%	16.2%	16.3%		Improvement
		Total	12.1%	14.7%	16.8%	17.5%	17.5%	20.7%	Improvement
5	GER Primary - nationwide	Girls	98.4%	89.0%	92.3%	92.1%	93.9%	92,27%	Deterioration
		Boys	87.9%	76.7%	81.0%	80.4%	81.1%	80,30%	Deterioration
		Total	93.0%	82.6%	86.5%	86.1%	87.3%	86,80%	Deterioration
	GER Primary - academies with lowest scores - Diourbel	Girls	68.8%	60.5%	60.7%	62.4%	64.4%		Deterioration
		Boys	55.2%	45.7%	47.9%	47.1%	47.8%		Deterioration
		Total	61.9%	52.7%	54.1%	54.5%	55.8%		Deterioration
	GER Primary - academies with lowest scores - Kaffrine	Girls	59.0%	54.5%	58.6%	55.6%	53.9%		Deterioration
		Boys	46.1%	40.9%	43.6%	42.1%	40.8%		Deterioration
		Total	53.0%	47.5%	50.9%	48.7%	47.2%		Deterioration
			Girls	79.6%	74.7%	76.7%	78.4%	78.4%	

NUMBER	INDICATOR		2013	2014	2015	2016	2017	2017 TARGET	RESULTS 2013-2017
	GER Primary - academies with lowest scores - Louga	Boys	79.6%	58.9%	62.3%	78.4%	61.1%		Deterioration
		Total	79.6%	66.3%	69.1%	69.7%	69.4%		Deterioration
	GER Primary - academies with lowest scores - Tamba	Girls	71.7%	78.8%	84.0%	81.6%	83.0%		Improvement
		Boys	68.3%	69.5%	75.4%	74.0%	73.2%		Improvement
		Total	70.2%	73.9%	79.6%	77.7%	77.9%		Improvement
	GER Primary - academies with lowest scores - Matam	Girls	97.0%	86.9%	91.6%	91.1%	92.2%		Improvement
		Boys	65.3%	52.2%	56.6%	56.5%	57.2%		Deterioration
		Total	81.1%	68.6%	73.3%	73.1%	74.1%		Deterioration
	6	Survival rate in 3ieme (end moyen)	Girls	56.1%	66.0%	68.4%			
Boys			65.3%	67.7%	67.0%				
Total			60.6%	66.9%	67.7%	29.9%			
7	% students in secondary oriented towards science	Girls	25.1%	26.9%	26.5%	26.5%	24.1%		Deterioration
		Total	29.1%	29.8%	29.3%	27.5%	26.3%	40.0%	Deterioration
8	Transition rate from 3ieme to FPT		3.8%	6.4%	6.7%	7.0%	7.7%	8.6%	Improvement
9	Number of students per 100,000 habitants	Total	333	987	1037	1071	1099	1373	Improvement
10	Number of enrolled in CAF	Girls	39649	31783	27952	27952	14679		Deterioration
		Total	52605	34554	30671	30671	15435	161722	Deterioration
11	Number of students in Daaras modernes	Total		113689	116805	36657	25849	32217	Deterioration
12	% public budget (fonctionnement) going to education, excluding debt and Communes		49.9%	48.6%	46.8%	46.8%			Deterioration

NUMBER	INDICATOR		2013	2014	2015	2016	2017	2017 TARGET	RESULTS 2013-2017
13	Volumes of resources transferred to elementary schools, in million FCFA		1941	2500	3000	3500	4200		Improvement
14	% IEF reaching 90% or more of their performance contracts				92.0%	82.0%	75.0%	90.0%	Deterioration
15	Usage ratio for teachers	Lower secondary	74.1%	78.9%	76.8%	79.2%	80.0%	90.0%	Improvement
		Secondary	77.2%	79.8%	76.8%	79.2%	81.8%	80.0%	Improvement

## Appendix IX Senegal sector financing data

ISSUE	DATA
Total domestic educ. expenditure	<b>Increased</b> in nominal terms, but remained stable in terms of its share of overall public expenditures There was a growth of 40.7% from CFA 433.5 billion to CFA 645.3 billion from 2012-2018
Education share of total government Expenditures	Percentage of public expenditures allocated to education <b>remained above 20%</b> for the review period UIS data shows fluctuations from 25.7 percent in 2013 to 21.4 percent in 2016.
% of domestic education financing allocated to Pre-Primary education	There was a 67.5% growth in PUBLIC expenditure on pre-primary education
% of domestic education financing allocated to Primary education	Financing of primary education as a proportion of total recurrent education expenditures <b>decreased</b> from 31.5% in 2015 to 25.7% in 2017
% of domestic education financing allocated to Secondary education	<b>Increased</b> from 22.3 percent to 29.7 percent between 2012 and 2018.
Funding by expenditure type (recurrent)	84% of the overall financing was allocated to recurrent expenditures. The balance between recurrent and capital sector expenditures remained <b>stable</b> at 84/16.
Amount of international financing	<b>Decreased</b> from US\$140.7 million annually from 2008-2012 to an annual average of US\$130.7 million from 2013-2017.
Education ODA as share of overall ODA	<b>Decreased</b> from 14.9 percent in 2008-2012 to 13.4 percent from 2013-2017
ESPIG amount as % of education ODA during review period	ESPIG made up 9.75% of all education ODA and 38.6% of basic Education ODA between 2012-2017.
ESPIG amount at % of <u>actual</u> ESP financing	ESPIG funding financed 1.3% of total sector financing between 2012-2017.

## Appendix X Selected system-level country data

### Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	<p>Increase in the number of preprimary schools by 25.7 percent, primary schools by 13.4 percent and secondary schools increased by 82.2 percent. Infrastructure growth has been outpaced by the rapid growth in the student population:</p> <p>Classroom to student ratio for all primary schools declined from 1:46 to 1:40 from 2008-2013, it increased to 1:42 in 2017.</p>
Changes in average distance to school	Data not available
Changes in costs of education to families	Basic education is free of cost, but indirect and direct costs associated with schooling are the most important impediment. Households contributed to an estimated CFA 17 billion for school expenditures (mostly tuition fees) across all sectors in 2018, representing 2.8 percent of all domestic expenditures.
Changes in availability of programs to improve children's readiness for school	<p>Number of pre-primary schools grew 70.5 percent from 2012-2017 (number of classrooms increase to 1,318 total).</p> <p>Pupil-Classroom ratio: 41:1 (2016-2017)</p> <p>Expenditure on pre-primary education increased 67.5% from 2012-2018 and the number of public pre-primary schools increased by 25.7% from 2012-2017.</p>
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	<p>Interventions to increase the availability of alternative forms of education to meet the needs of people adverse to enrolling in the regular education system</p> <p>Proportion of public schools that are Franco-Arabic increased from 3.4 percent to 4.1 percent between 2013-2017</p> <p>Few system level improvements in terms of policy and curricula development with the aim of including children with special needs in education.</p> <p>Development of a national framework for special needs in education is in progress, but status is unclear</p> <p>Since 2016, PAQUET has codified 6 of the 22 national languages in Braille but the training in the use of these tools is not yet included in the initial teacher framework</p> <p>Improvement in infrastructure: proportion of primary classrooms adapted to students with physical handicaps has increased from 12.4% to 19.7% from 2013 to 2017</p>



ISSUE	OBSERVATIONS
New/expanded measures put in place to further gender equality in education	<p>After achieving significant progress in addressing gender inequality (disfavoring girls) in the last decade, girls are now outperforming boys in most areas such as enrollment, repetition, completion and learning assessments at the primary and lower secondary</p> <p>Gender equality has been achieved at various points in time for most of the basic indicators in Senegal- but the disparity has shifted against boys in many areas</p> <p>Full parity between girls and boys was achieved in 2007 for primary GER and in 2012 for lower secondary GER (UIS data)</p>
Other (may vary by country)	<p>No progress in replacing temporary shelters- the proportion of primary schools using the shelters increased from 8.4% to 9.6% between 2014-2017</p> <p>Large decline in the availability of school feeding- proportion of schools with a canteen declined substantially at both the primary (53% to 12.5%) and pre-primary level (29.4% to 17.8%)</p>

### Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in pupil/teacher ratio	<p>Pre-primary school: worsened from 1:17 to 1:22 between 2012-2017</p> <p>Primary school: remained stable at 1:32</p> <p>Secondary school: worsened 1:39 to 1:41 for upper secondary between 2013-16</p>
Changes in pupil/trained teacher ratio	<p>Pre-primary: improved from 1:75 to 1:59</p> <p>Primary: improved from 1:50 to 1:43</p> <p>Secondary: no data</p>
Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)	Data not available
Changes in relevance and clarity of (basic education) curricula	Development of a competency-based curriculum has not yet been achieved
Changes in availability and quality of teaching and learning materials	Availability of textbooks improved substantially from 2013 to 2017
Changes to pre-service teacher training	<p>Significant progress in establishing a foundation for improved teacher training by strengthening the framework for initial (pre-service) teacher training</p> <p>Teacher requirements have been strengthened in 2013, and as a result between 2013 and 2017, the proportion of public teachers with a secondary diploma has increase across all levels.</p>

ISSUE	OBSERVATIONS
Changes to in-service teacher training	<p>Strengthening qualifications of existing teachers through certifications- proportion of public teachers without a teaching license declined in primary and secondary schools (but increased slightly for pre-primary) and the proportion of permanent teachers improved in primary schools</p> <p>Consultants and officers highlighted some major shortcomings:</p> <p>Unclear responsibilities related to the coordination</p> <p>Absence of an overarching national strategy and framework for pedagogical reforms</p> <p>CAP units, which are the ones who provide the in-service training are often not operating effectively- are not fully institutionalized and lack funding to conduct planned activities</p> <p>Few positive steps observed: development of harmonized teaching manuals aligned with the competency-based approach, with 33,000 manuals distributed to public teachers at the primary and lower secondary level.</p>
Changes in incentives for schools/teachers	Data not available
Other (may vary by country)	<p>There was considerable progress in increasing the availability of technical equipment</p> <p>123 schools were equipped with laboratories from 2012-2015</p> <p>Computer labs and research centers were constructed in all public universities (12 labs were operational in 2015 and another 9 were under construction and the number of research centers increased from 9 to 16 in 2014-2015.</p> <p>Efforts made to mainstream the teaching of science at all levels – constructing 20 scientific and technical blocks in 14 regions.</p>

### Progress in strengthening sector management

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)	<p>Institutionalization of performance contracts has established a system of measurable targets at every level that allows for monitoring the achievement of results</p> <p>Direct funding was introduced for public primary school, from 2013-2017, total volume of resources transferred directly to primary schools increased from 0.4 % to 0.7% of total domestic financing. However, this mechanism is not yet fully institutionalized.</p>
Is a quality learning assessment system (LAS) within basic education cycle in place?	A system of learning assessments (SNERS) is functional and conducts assessments annually.

ISSUE	OBSERVATIONS
Does country have functioning EMIS?	<p>Senegal has invested significantly in EMIS and is seen to produce regular and reliable education data</p> <p>Since 2009, there has been a results-based management system for the education sector</p> <p>Under PAQUET there have been further strengthening of EMIS and funded under PAQEEB</p>
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	<p>Since 2009, there has been significant progress in terms of Senegal's ability to produce reliable data at all levels of the education system.</p> <p>Roll out of evidence based institutional plans and performance contracts with each educational institution, the development and continued roll out of SIMEN represents a positive step towards streamlining and harmonizing the different EMIS being used</p> <p>A data management system was established for managing all public teachers across the sector and as a result the indicator for the effective utilization of public teachers showed an improvement from 74% to 80% for lower secondary schools and from 77.2% to 81.8% for secondary schools between 2012-2017</p>

## Appendix XI Selected impact-level country data

### Impact level trends

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
<b>Learning outcomes</b>	
Changes/trends in <b>learning outcomes</b> (basic education) during period under review ( <u>by gender, by socio-economic group, by rural/urban locations</u> )	<p>Data on the results of the annual national learning assessments is inconclusive for any improvements or deteriorations in learning outcomes, with the proportion of students scoring at or above expected levels fluctuating for every level between 2013 and 2017.</p> <p>PASEC assessment results shows that children in Senegal scored well above the regional average in 4<sup>th</sup> grade mathematics and reading and first grade mathematics (reading scores were at par with the region)</p> <ul style="list-style-type: none"> <li>• Children in the western part of the country perform significantly better at all levels than children elsewhere</li> <li>• Boys and girls perform similarly in mathematics and reading I first grade and reading in sixth grade, but boys perform better for sixth grade mathematics</li> <li>• Children in private schools perform better than children in public schools</li> <li>• There are large differences in the results of the children based on their socio-economic background</li> </ul>
<b>Equity, gender equality and inclusion</b>	
Changes in (i) <b>gross and (ii) net enrollment rates</b> (basic education <u>including pre-primary</u> ) during review period (by gender, by socio-economic group, by rural/urban)	<p>Pre-primary GER improved from 14% to 16% between 2012-2017<sup>346</sup>.</p> <p>Pre-primary NER improved from 212% to 15%.</p> <p>Primary GER remained stable, overall small decrease from 85.5% to 84.2% according to UIS data, but RNSE data shows a sharp deterioration from 93% to 86%</p> <p>Primary NER improved marginally from 73.25 to 74.1%.</p> <p>Lower secondary GER decreased from 58% to 50.6%.</p> <p>Upper secondary GER improved from 28.3% to 35.7%.</p> <p>In 2017, NER for lower secondary was 36.7% and was 18.5% in upper secondary.</p>

<sup>346</sup> UIS data, 17.4% according to RNSE data

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Changes in (i) <b>primary completion rate</b> and (ii) <b>lower secondary completion rate</b> (by gender)	<p>Primary completion rates have remained stable around 60%, fluctuating from 59.5% in 2012 to 60.2% in 2017</p> <p>Lower secondary completion ratio improved from 34.15 to 36.8% between 2012-2017 but declined from a high of 40.5% in 2014.</p> <p>Lower secondary completion- gender disparity shifted from slightly in favor of boys in 2012, to significantly in favor of girls in 2017.</p>
Changes in <b>out of school rates</b> for (i) <b>primary</b> and (ii) <b>lower secondary</b>	<p>Primary out of school rate improved slightly from 25.2% to 24.8% between 2012-2017</p> <p>The number of primary out of school children increased by 84,000 (from 543,000 to 628,000) from 2012-2017</p> <p>There is no data available for changes over time for the number and ratio of secondary out of school children. The number of out of school children was 690,000 in 2017, representing a ratio of 48.6%.</p>
Changes in the <b>distribution of out of school children</b> (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)	Data is not available to compare trends over time.
Changes in <b>transition rates</b> from primary to lower secondary education (by gender, by socio-economic group)	<p>Transition rates decreased from 88.8% to 66.4% between primary and lower secondary from 2012-2015</p> <p>From 2012 to 2017, transition rate from lower to upper secondary decreased from 65% to 59.2%.</p>
Changes in <b>dropout and/or repetition</b> rates (depending on data availability) for (i) primary, (ii) lower-secondary education	<p>Primary school drop-out rates deteriorated slightly from 9.8% to 10.3% between 2013 and 2017 (UIS data)</p> <p>Lower secondary dropout rates deteriorated from 9.1 to 11.75%</p> <p>Primary repetition ratio improved moderately from 2.8% to 1.4% between 2012-2016, but RNSE data shows a deterioration from 2.8% to 3.86% in the same period.</p> <p>Lower secondary repetition rate increased from 16.4% to 19.1%.</p> <p>Upper secondary repetition rates deteriorated slightly from 19.5% to 20.5% between 2012-2016 (RNSE data).</p>