



Policy Goals for Independent Private Schools

1. Encouraging Innovation by Providers

The government has the legal authority to set teacher standards, maximum class size, and determine how the curriculum is delivered. Schools have the autonomy to appoint, deploy, and dismiss teachers, as well as to determine teacher salary levels.

2. Holding Schools Accountable

The government sets standards on what students need to learn, but does not indicate how well or by when. Standardized exams are administered annually and schools are required to undergo ad-hoc inspections. Inspection reports include a school's strengths and weaknesses. Sanctions are administered based on inspection results and standardized exams.

3. Empowering All Parents, Students, and Communities

Ad-hoc information on standardized exam results is available to parents. Neither students nor parents are surveyed as part of the inspection process. The government does not provide tax subsidies or cash transfers to families whose children attend independent private schools.

4. Promoting Diversity of Supply

The government allows the following types of providers to operate a school: community, not-for-profit, for-profit, and faith-based. Certification standards that are not linked to education outcomes restrict entry in terms of land and facilities requirements. Registration guidelines are not made public and are only available on request. Schools are able to operate without paying fees. Schools set fees without review by the government.

Status

Emerging



Established



Latent



Established



Policy Goals for Government-Funded Private Schools

1. Encouraging Innovation by Providers

The government has the legal authority to set teacher standards, maximum class size, and determine how the curriculum is delivered. Schools have autonomy to appoint, deploy, and dismiss teachers, as well as to determine teacher salary levels.

2. Holding Schools Accountable

The government sets standards on what students need to learn, but does not indicate how well or by when. Standardized exams are administered annually and schools are required to undergo ad-hoc inspections. Inspection reports include a school's strengths and weaknesses. Sanctions are administered based on inspection results and standardized exams. Government does not require schools to report on the use of public funds.

3. Empowering All Parents, Students, and Communities

Ad hoc information on standardized exam results is available to parents. Neither students nor parents are surveyed as part of the inspection process. Schools are allowed to select students based on academic performance and geography. Parental choice is restricted by voluntary monetary contributions.

4. Promoting Diversity of Supply

The government allows the following types of providers to operate a school: community, not-for-profit, for-profit, and faith-based. Certification standards that are not linked to education outcomes restrict entry in terms of land and facilities requirements. Registration guidelines are not made public and are only available on request. Schools are able to operate without paying fees.

Status

Established



Emerging



Latent



Emerging



Table of contents

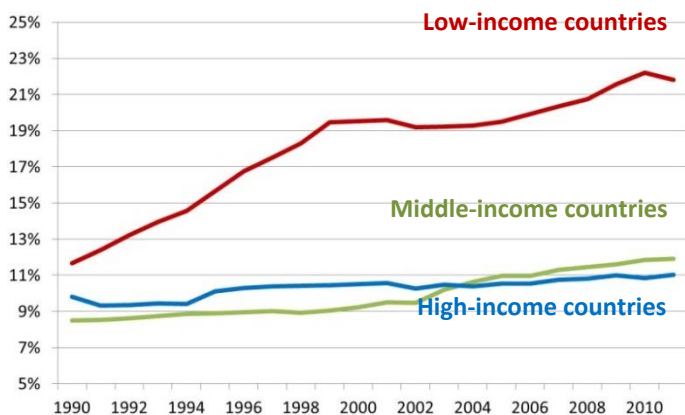
Introduction	3
Overview of SABER-Engaging the Private Sector	4
Benchmarking education policies: The SABER EPS methodology.....	5
Education in Senegal.....	7
Private Education in Senegal.....	10
Benchmarking Senegal’s Private School Policies	13
Goal 1: Encouraging innovation by providers.....	13
Goal 2: Holding schools accountable	15
Goal 3: Empowering all parents, students, and communities	17
Goal 4: Promoting diversity of supply.....	19
From Analysis to Action: Policy Options for Senegal	22
Policy option 1: Combine demand- and supply-side interventions to increase quality	23
Policy option 2: Enhance market entry and innovation in non-state schools	25
Policy option 3: Target disadvantaged groups to promote equity in the educational system.....	26
Acknowledgements.....	29
References	29

Introduction

In recent years, private sector engagement in education, which includes a vibrant mix of for-profit, non-profit and faith-based organizations, has grown significantly around the world. **In the last two decades, the percentage of students in low-income countries attending private primary schools doubled from 11 percent to 22 percent** (figure 1). This growth in private provision is closely connected to the boom in access that has taken place in low-income countries over the last two decades: primary net enrolment increased from 55 percent to 80 percent between 1990 and 2010.

As countries redouble their efforts to achieve learning for all at the primary and secondary levels, the private sector is a resource for adding capacity to the education system. By partnering with private entities, the state can provide access to more students, particularly poor students who remain largely unreached by existing education services (Pal and Kingdon 2010; Patrinos, Barrera-Osorio and Guáqueta 2009; Hossain 2007). Additionally, evidence shows that governments have been successful at improving education quality and student cognitive outcomes in many countries through effective engagement with private education providers (Barrera-Osorio and Raju 2010; French and Kingdon 2010; Barrera-Osorio 2006).

Figure 1. Private enrolment as a percentage of total primary enrolments, by country income level



Source: Baum, D., L. Lewis, O. Lusk-Stover, O., and H. A. Patrinos. 2014. What Matters Most for Engaging the Private Sector in Education: A Framework Paper. SABER Working Paper Series. World Bank, Washington, DC.

This report presents an analysis of how effectively current policies in Senegal engage the private sector in basic (primary and secondary) education. The analysis draws on the Engaging the Private Sector (EPS)

Framework, a product of the World Bank’s Systems Approach for Better Education Results (SABER). SABER collects and analyzes policy data on education systems around the world, using evidence-based frameworks to highlight the policies and institutions that matter most for promoting learning for all children and youth.

SABER-EPS research in Senegal found that access to primary education is nearly universal, however, enrolments at the secondary level are low. Equity and quality challenges remain at the primary and secondary levels. The private sector’s role in the provision of education exists mainly at the secondary level as a result of government policies that restrict private sector involvement in primary education. Based on a review of existing policies, SABER-EPS offers the following recommendations for Senegal to enhance private sector engagement in education to meet the challenges of access, quality, and equity:

- 1) Combine demand and supply side interventions to increase quality.
- 2) Enhance market entry and innovation in non-state schools.
- 3) Target disadvantaged groups to promote equity in the educational system.

The rest of the report provides an overview of SABER-EPS, followed by a description of the basic education system in Senegal with a focus on the private sector and government policies related to the private provision of education. The report then benchmarks Senegal’s policy environment utilizing the SABER-EPS Framework, and offers policy options to enhance access and learning for all children in primary and secondary school.

Overview of SABER-Engaging the Private Sector

In many countries, the extent and activity of the private sector in education is largely undocumented and unknown. SABER-EPS is working to help change that. SABER-EPS assesses how well a country's policies are oriented toward ensuring that the services of non-state providers promote learning for all children and youth.

The aim of SABER-EPS is not to advocate private schooling. The intention is to outline the most effective evidence-based policies specific to each country's current approach of non-state provision of education. SABER-EPS assesses the extent to which policies facilitate quality, access, and equity of private education services. Data generated by SABER-EPS can further the policy dialogue and support governments in engaging private providers to improve education results.

Four policy goals to engage the private sector

SABER-EPS collects data on four key policy areas that international evidence has found effective for strengthening accountability mechanisms among citizens, policymakers, and providers (box 1). These policy goals were identified through a review of rigorous research and an analysis of top-performing and rapidly improving education systems.

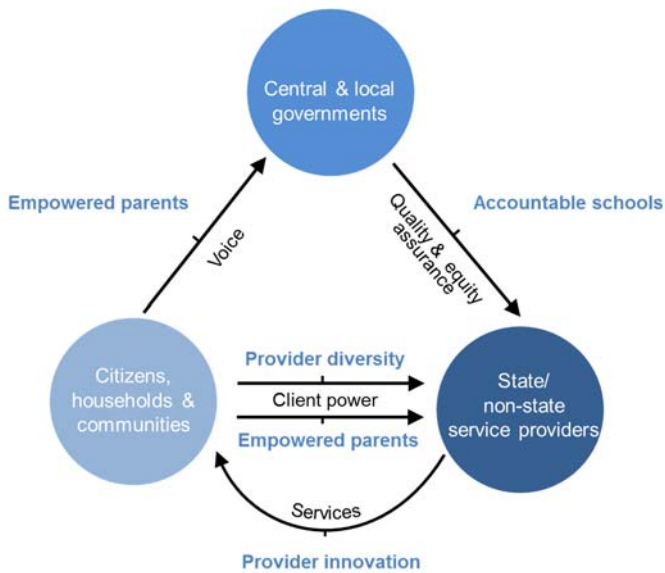
The four policy goals enable a government to increase innovation and strengthen accountability among the critical actors in an education system (figure 2). Empowering parents, students, and communities enhances the ability of parents to express their voice and hold policymakers accountable for results. Additionally, when parents are empowered, in most contexts, they can have greater influence over provider behaviors. Increasing school accountability strengthens the quality- and equity-assurance mechanisms between the state and education providers. Encouraging innovation and promoting diversity of supply, can allow providers to respond to local needs. Increasing school-level autonomy in critical decisions improves the services provided to students. Allowing a diverse set of providers to enter the market can increase client power, and enables citizens to choose from a wider range of models. By developing these policy goals, a government can improve the accountability of all providers in an

education system and, subsequently, have a positive impact on educational outcomes.

Box 1. Key Private Sector Engagement Policy Goals

1. **Encouraging innovation by providers.** Local decision making and fiscal decentralization can have positive effects on school and student outcomes. Most high-achieving countries allow their schools autonomy in managing resources (including personnel) and educational content. Local school autonomy can improve the ability of disadvantaged populations to determine how local schools operate.
2. **Holding schools accountable.** If schools are given autonomy over decision making, they must be held accountable for learning. Increases in autonomy should be accompanied by standards and interventions that increase access and improve quality. The state must hold all providers accountable to the same high standard.
3. **Empowering all parents, students, and communities.** When parents and students have access to information on relative school quality, they can have the power to hold schools accountable and the voice to lobby governments for better quality services. For empowerment to work equitably, options for parents and students should not depend on wealth or student ability.
4. **Promoting diversity of supply.** By facilitating market entry for a diverse set of providers, governments can increase responsibility for results, as providers become directly accountable to citizens, as well as, to the state.

Figure 2. Relationships of accountability for successful service delivery



Source: Adapted from the World Development Report 2004: *Making Services Work for Poor People*. Washington, DC: World Bank.

SABER-EPS recognizes that the four policy goals can assist governments in raising accountability for the education services provided in their countries. The tool allows governments to systematically evaluate their policies and implement practices that are effective across multiple country contexts.

Four types of private provision of education

Across the world, governments can implement numerous strategies to improve educational outcomes by supporting non-state education provision. SABER-EPS benchmarks the key policy goals across the four most common models of private service delivery:

1. Independent private schools: schools that are owned and operated by non-government providers and are financed privately, typically through fees.
2. Government-funded private schools: schools that are owned and operated by non-government providers, but receive government funding.
3. Privately managed schools: schools that are owned and financed by the government, but are operated by non-government providers.
4. Voucher schools: schools that students choose to attend with government-provided funding;

these schools can be operated by the government or non-government providers or both, depending on the system.

SABER-EPS analyzes laws and regulations to: (1) identify the types of private engagement that are legally established in each country and (2) assess each education system’s progress in achieving the four policy goals. **The aim of the SABER-EPS Framework is to provide policy guidance to help governments establish strong incentives and relationships of accountability among citizens, governments, and private education providers, with the goal of improving education results.**

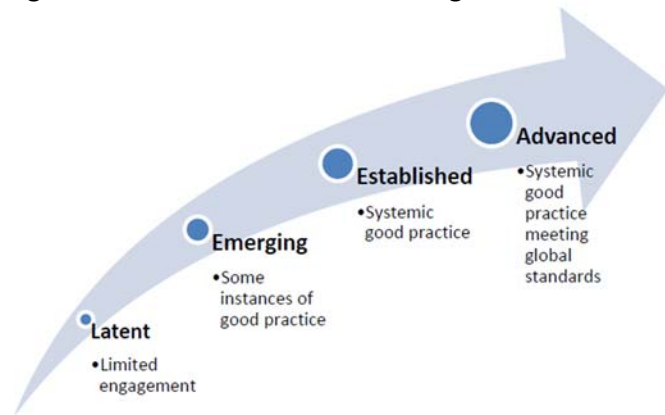
Benchmarking education policies: The SABER EPS methodology

The World Bank has developed a set of standardized questionnaires and rubrics for collecting and evaluating data on the four policy goals for each type of private school engagement established in a given country.

The policy goals are benchmarked separately for each type of private engagement. A point of emphasis here is that **these tools only assess official and established policies governing private education provision. Additional tools determine on-the-ground implementation of these policies.** The SABER-EPS information is compiled in a [comparative database](#) which interested stakeholders can access for detailed reports, background papers, methodology, and other resources, detailing how different education systems engage with the private sector.

For each indicator associated with the respective four policy goals, the country receives a score between 1 and 4 (figure 3), representing four levels of private sector engagement: 1 (latent), 2 (emerging), 3 (established), or 4 (advanced).

Figure 3. SABER Rubric Benchmarking Levels



Source: Baum, D., L. Lewis, O. Lusk-Stover, O., and H. A. Patrinos. 2014. What Matters Most for Engaging the Private Sector in Education: A Framework Paper. SABER Working Paper Series. World Bank, Washington, DC.

The overall score for each policy goal is computed by aggregating the scores for each of its constituent indicators. For example, a hypothetical country receives the following indicator scores for one of its policy goals:

- Indicator A = 2 points
- Indicator B = 3 points
- Indicator C = 4 points
- Indicator D = 4 points

The hypothetical country’s overall score for this policy goal would be: $(2+3+4+4)/4 = 3.25$. The overall score is converted into a final development level for the policy goal, based on the following scale:

- Latent: 1.00 – 1.50
- Emerging: 1.51 – 2.50
- Established: 2.51 – 3.50
- Advanced: 3.51 – 4.00

The ratings generated by the rubrics are not meant to be additive across policy goals. That is, they are not added together to create an overall rating for engaging the private sector.

Use of the SABER-EPS tool

SABER-EPS is not intended to be used as a prescriptive policy tool, but rather, as a tool to generate an informed assessment of a country’s policies vis-à-vis current knowledge about effective approaches. The results of this benchmarking exercise serve as a good starting point to discuss potential policy options that could be considered based on the nuances of the local context and

national education system. Education systems are likely to be at different levels of development across indicators and policy goals. While intuition suggests it is probably better to be as developed in as many areas as possible, **the evidence does not clearly show the need to be functioning at the *Advanced* level for all policy goals.** National education priorities lay at the center of recommended policy options, and countries may prioritize higher levels of development in areas that contribute most to their immediate goals.

For more information on the global evidence underlying EPS and its policy goals, see the SABER framework paper, *What Matters Most for Engaging the Private Sector in Education* (Baum et al. 2014).

Education in Senegal

Senegal is a lower-middle-income country located in West Africa. The population is estimated at 13.6 million and the country has an annual growth rate of about 2.5 percent (World Bank 2013a). Senegal has a high poverty rate, estimated at 47 percent, with over 30 percent of the population living in chronic poverty. Poverty declined only slightly from 2005 to 2011, from 48.3 percent to 46.7 percent respectively, even though during the same time period GDP per capita (in current US\$) expanded from \$773 to \$1,083 and the country moved into middle-income country status (World Bank 2013a).

Education in Senegal is regulated by the National Education Orientation Law of 1991. The formal education system in Senegal follows a 6-4-3 model: comprising six years of primary school, four years of junior secondary school, and three years of senior secondary school (UNESCO 2010). The 2013–2025 education sector program (PAQUET) has eight priorities:

- (i) implement universal basic education under the universal right to education;
- (ii) adapt, in partnership with the private sector, vocational and technical training to meet the needs of economic development;
- (iii) improve the quality of teaching and learning;
- (iv) promote the teaching of science, technology and innovation;
- (v) pursue the decentralization of management for effective governance;
- (vi) strengthen sector efficiency;
- (vii) enhance staff productivity; and
- (viii) develop the use of national languages (Senegal 2014).

The majority of public spending on education is used to pay teacher salaries; the government faces fiscal pressure as greater investment in education is needed to increase education access and quality.

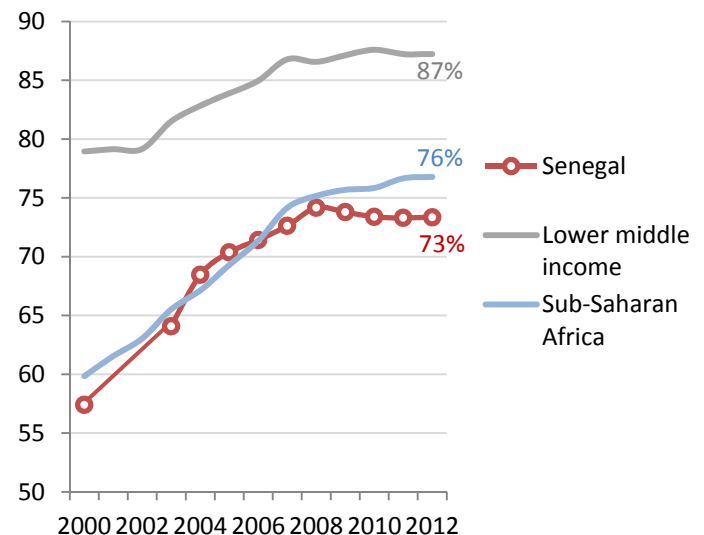
Public spending on education in Senegal finances an ambition to raise access and net enrolment rates at the primary and secondary levels. Indeed in 2013, the government of Senegal spent 6 percent of GDP on education (CRES 2013b). The government spends approximately 6 percent of GDP on education; 90

percent of this allocation is directed toward salaries (World Bank 2013b). However, inefficiency in the system is a challenge: approximately 40 billion Senegalese francs (CFAF) is paid to staff who are not in classrooms (World Bank 2013b). Although personnel audits caused the government to lay off large numbers of ghost and non-teaching teachers in 2006 and 2007, the problem persists (World Bank 2013b). Improving the transparency and efficiency of expenditures is crucial to financing the expansion of the education system and improving the quality of student learning.

Senegal has made progress in expanding access to education, but its primary enrolment rate remains below the Sub-Saharan African average.

Since 2000, Senegal has made significant strides in expanding access to education, particularly at the primary level, where net primary school enrollment increased from 57 percent in 2000 to 73 percent in 2012 (figure 4). Despite this progress, the country is still behind the average net enrolment rate among Sub-Saharan African countries, as well as that of lower-middle-income countries (figure 4).

Figure 4. Net primary enrollment, 2000–2012



Source: EdStats, 2014.

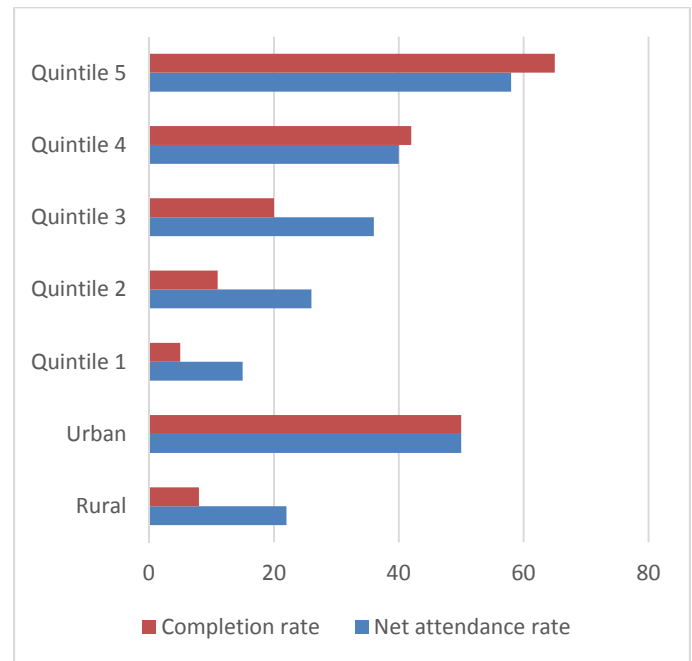
There is indicative data that participation in lower and senior secondary education has also expanded. The latest official figure for net secondary enrollment, from 2006, is 21 percent (World Bank 2014). However, according to household survey data, the net participation rate for lower secondary increased from 13

percent to 33 percent between 2001 and 2011 (World Bank 2014).

The education system suffers from great inequity: vast disparities exist in access to education, particularly in secondary education.

Household wealth is a **major determinant of access** to education throughout the schooling system, but disparities between the poorest and wealthiest students become particularly stark at the secondary level. At the primary level, less than one in two students from the poorest households attended school in 2010 (46 percent), compared to 70 percent of students from the wealthiest households. Figure 5 exhibits the net attendance rate of students with increasing levels of household wealth, with Quintile 1 being the poorest, and Quintile 5 being the richest. At the secondary level, a mere 15 percent of the poorest students attended in 2010, compared to 58 percent of the wealthiest. Among the poorest students who attended, only 5 percent completed their secondary schooling, whereas 65 percent of students from the wealthiest households did (figure 5). This low completion rate—even among students from the wealthiest households—highlights an overall challenge of low completion in the education system.

Figure 5. Net attendance and completion rates in lower and senior secondary school, 2010



Source: EdStats, 2014.

These gaps in access and inability to complete schooling are similarly evident among children from urban and rural areas. Only every fifth child in rural areas was in secondary school in 2010, compared to every second child in urban areas (figure 5). Only 8 percent of the children from rural areas who attended secondary school completed it. Educational disadvantages are also cumulative, as many rural children are also from the poorest households. Poverty remains highest in rural areas, where 57 percent of the population was poor in 2011, compared to 26 percent in urban Dakar (World Bank 2013a).

Overall, 634,117 children were out of school in 2014 the majority of whom had never attended school at all (EdStats, 2014);

Box 2. Program for Improving Quality and Equity in Basic Education (PAQEE)

Following the end of the 10-year education plan (PDEF) in 2012, the government of Senegal launched a new general policy on education and training for the period 2012–2025. The operationalization of this new overarching education policy is called the Program for Improving Quality and Equity in Basic Education (PAQEEB). It will focus on improving the processes and outcomes of learning, as well as school performance and equity in terms of access by the most vulnerable students in underserved areas.

The program will be implemented to address the problems of supply and demand in education, as well as to strengthen the mechanisms of liability for results. In this context, the project will:

- (i) introduce accountability mechanisms to improve performance in reading and mathematics during students' early years of primary education;
- (ii) improve the quality of education in primary and secondary education; and
- (iii) improve equity in access with a focus on students outside the system so as to ensure access to high-quality education.

Sources: World Bank 2014 and Republic of Senegal 2014

International and national learning assessments suggest poor quality of education; furthermore, girls lag behind boys in learning.

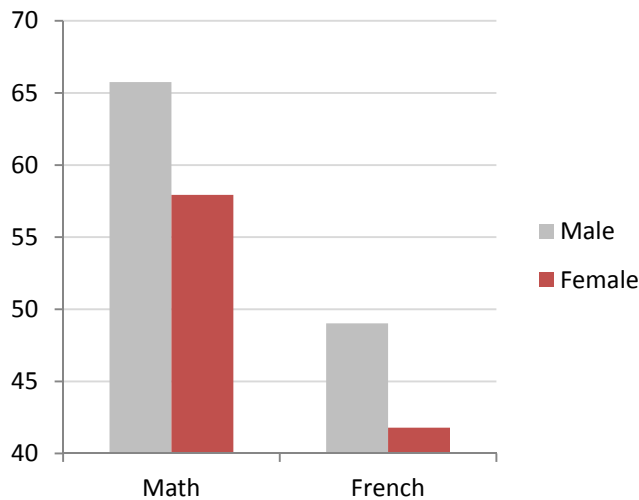
Despite the fact that Senegal is among the top four francophone African countries in terms of learning outcomes, as measured by the Programme d'Analyse des Systèmes Educatifs (PASEC, or Programme for the Analysis of Education Systems),¹ its performance is low compared to middle-income countries (World Bank 2013b). Moreover, the quality of education actually deteriorated in the period 1996–2006, a time period

when access to education increased. The 2006 PASEC results indicated that learning in mathematics and French in Senegal declined in both the second and fifth grades (Destefano et. al 2009) since the 2003/2004 PASEC. In 2006, only 41 percent of second graders and 12 percent of fifth graders met the Ministry of Education's minimum standard of 50 percent in French (Destefano et. al 2009). According to Senegal's national assessment system, *Système national d'évaluation des rendements scolaires (SNERS)*, only 20 percent of sixth graders meet the desired proficiency in French, and a mere 10 percent in mathematics. Sector studies carried out in the past have suggested that inadequate management is a major cause of the poor quality of primary education (Boubacar and Francois 2010).

Gender inequality in student learning also needs to be addressed: girls score behind boys in both mathematics and French, as PASEC results from 2006 suggest. In mathematics, 8 percent fewer girls than boys achieved the Knowledge Base Rate of 40 percent correct answers. In French, the difference was 7 percent (figure 6).

¹ PASEC evaluates student ability in French and math at the second- and fifth-grade levels in 11 French-speaking African countries.

Figure 6. Share of Fifth Graders in Senegal with More than 40% Correct Answers, PASEC 2006



Source: EdStats, 2014.

From a regional perspective, learning outcomes in Senegal show signs of relatively good progress.

While Senegal’s learning outcomes show some poor results, the country scores better on PASEC than its regional neighbors. In 2007, Senegal’s students scored 40.6 percent in French and 42.1 percent in math, higher than the average of 40.2 percent in French and 39.6 percent in math for all participating countries (Table 1). In 2014, Senegal recorded some improvements with an average of 50.1 percent in French and 52.1 percent in Math (Table 1). Senegal also had the fifth-highest scores among the 10 other West African countries taking part in this international student assessment. In terms of the learning outcomes of public and private schools in Senegal, PASEC 2012 results showed that students attending private schools scored 68.7 percent overall in second grade, while public school students scored 43.5 percent. In fifth grade, public school students scored 37.5 percent and private school students, 55.2. Therefore, private school students scored better than their public school counterparts (CONFEMEN 2012).

Table 1. Average Scores at the 5th Grade in French and Math for PASEC Countries in 2012 and 2014

Country	2012		2014	
	French	Math	French	Math
Cameroon	53.4	46.8	50.2	50.2
Burundi	41.6	45	62.7	60.5
Senegal	40.6	42.1	50.1	52.1
Burkina Faso	37.7	38.5	51.3	50.5
Congo	36.9	36.4	52.2	54.1
Cote d’Ivoire	37.3	27.3	48.4	46.5
Benin	31.6	32.5	45.8	45.4
Average	39.9	38.3	51.5	51.3

Source: CONFEMEN 2012 and 2014.

Private Education in Senegal

Senegal’s education system comprises public schools, private schools, faith-based schools, and community schools. Under the SABER-Engaging the Private Sector typology for non-state school types, schools in Senegal are classified into two categories: independent private schools and government-funded schools. Community schools (considered government-funded schools) are included in this non-state classification, as these schools are governed by a combination of government and non-government stakeholders (i.e., community members). Thus, for the purposes of this report, all community schools in Senegal are treated as non-state organizations.

Independent private schools

Independent private schools are schools that are owned and operated by non-government providers and financed privately, typically through fees. In Senegal, the following types of schools are classified as independent private schools under SABER-Engaging the Private Sector:

Private Catholic: these schools are seen as elite schools in Senegal and are selective in terms of income, as well as academic performance.

Private secular: these schools operate on the same model as private Catholic schools, but with less stringent entry requirements.

Qur’anic schools, or Daaras: these are local community schools, which are very different from other types of

school in Senegal. Recent studies have pointed out the fact that the Daaras in Senegal are very removed from central authorities and that it is important to have national standards across all non-state schools. Indeed, in many regions, children in Daaras memorize the Qur’an but do not acquire adequate numeracy and literacy skills (World Bank 2013b).

Government-funded private schools

Government-funded private schools are owned and operated by non-government providers but receive government funding. In Senegal, the following types of schools are classified as government-funded private schools under SABER-Engaging the Private Sector:

Franco-Arab schools: these schools are equidistant between a private school and a religious community school. They are owned and operated by non-government providers, but receive government funding. Some public Franco-Arab schools are also entirely supported by the government as part of its diverse offering of education options.

Aided community schools (community school): these schools are established and operated by a local community and have been approved to receive regular government grants. Community schools are managed by a School Management Committee (SMC) that has the authority to appoint teachers, generate resources, as well as formulate, approve, and execute the school budget. SMCs are elected by the parents’ assembly.

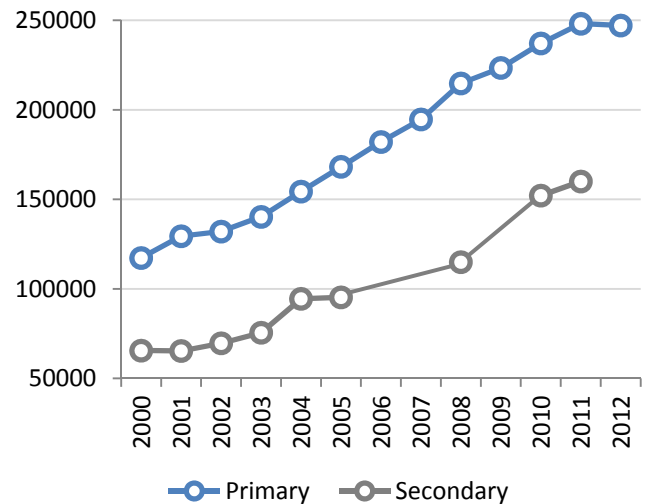
Table 2. Share of Enrolments in Different Types of Schools in Senegal, ESPS 2011

	Primary	Junior secondary	Senior secondary
Public	81.3	85.4	74.8
Franco-Arab	5.7	2.6	1.5
Private Catholic	4.3	3.3	1.9
Private Secular	6.6	8.2	21.6
Community	0.4	0.2	0.1
Others	1.7	0.3	0.3

Source: Macdonald, K. unpublished manuscript, 2014.

Enrolments in private schools have increased steadily over the past 15 years. In primary education, they have more than doubled, from 120,000 in 2000 to 250,000 in 2012 (figure 7). A similar trend has taken place in secondary education: private enrollments increased from 65,000 students in 2000 to 160,000 in 2012.

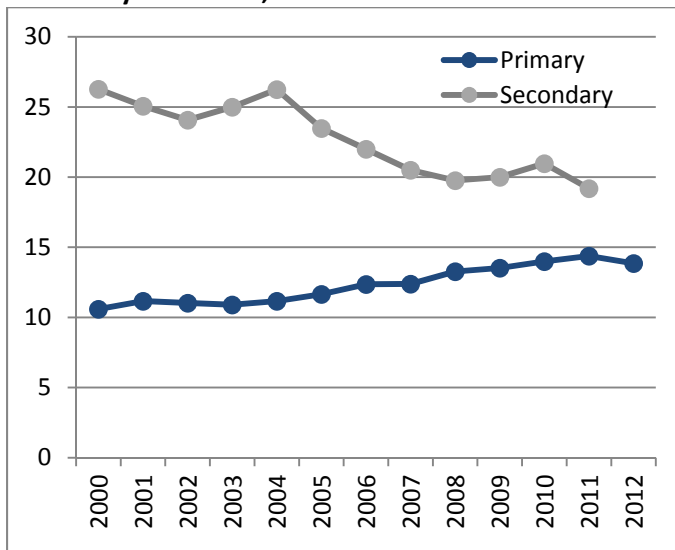
Figure 7. Private Enrolments in Primary and Secondary Education, 2000–2012



Source: EdStats, 2014.

Senegal also greatly expanded access to education during this time period, an expansion that has been absorbed by the public system. Thus, the share of private sector engagement in primary education has increased little and has declined overall in secondary education (figure 8).

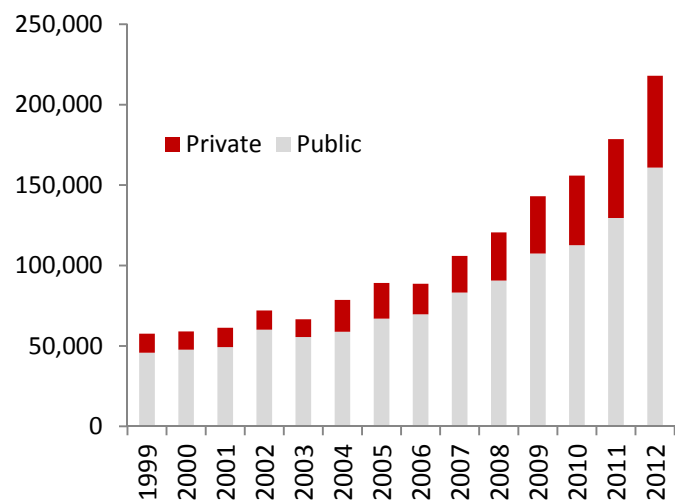
Figure 8. Share of Private Enrolment, Primary and Secondary Education, 2000–2012



Source: EdStats, 2014.

Although the share of private enrolment in secondary education dropped overall, it actually increased at the senior secondary level. At the junior secondary level, the share of private enrolment dropped from 45 percent to 15 percent, while in senior secondary, the share increased from 20 percent to 26 percent. In terms of total student figures, five times more students were attending private senior secondary schools in 2012 as compared to 1999 (figure 9).

Figure 9. Public and Private Enrolments in Senior Secondary Education, General Programs, 1999–2012



Source: Macdonald, K. unpublished manuscript, 2014.

The differences in children attending specific school types in Senegal represent an equity problem.

According to household surveys, private school tuition fees are significantly higher than those of public schools. For example, the tuition paid by students in the lowest-cost private Catholic or secular junior secondary schools was almost 24 times higher than that paid by students in the most expensive public schools—CFAF 190,000 compared to CFAF 8,000 (table 3).

Table 3. Tuition in Public and Private Junior Secondary Schools, 2011

	Public	Private (Catholic)	Private (secular)
75th percentile	8,000	190,000	133,000
Average	7,302	118,255	94,240
25th percentile	5,000	49,000	48,500

Source: Macdonald, K. unpublished manuscript, 2014.

The high fees raise questions of affordability for the poorest students. Only 8 percent of private secondary school students come from households whose expenditure per capita is below the national median (Macdonald forthcoming). In fact, it seems unlikely that the very poorest students would be able to afford any type of non-state school. Furthermore, statistics show that the cost of private schools for this group has increased more than for students from the average household. Indeed, between 2005 and 2011, the average private tuition fee expenditure has increased by 73.1 percent for poor households, but only by 36.1 percent for the average household (table 4).

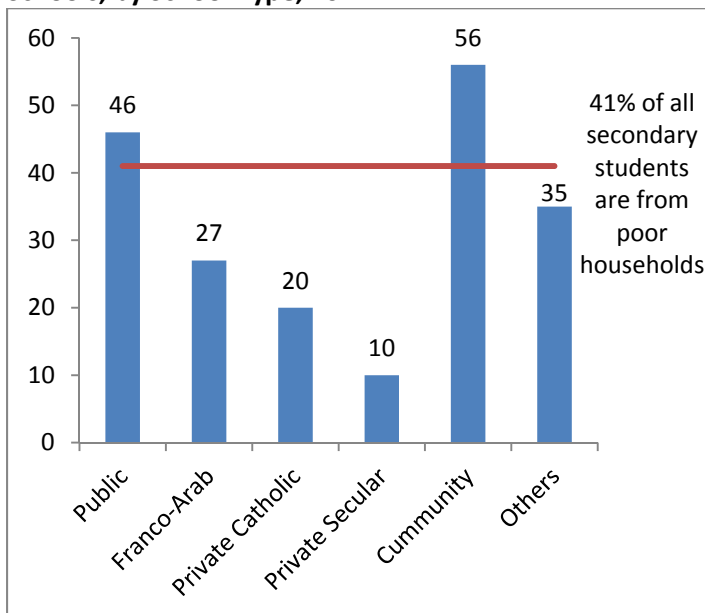
Table 4. Comparing Tuition Expenditures of the Poor

	2005	2011	% change
Average household tuition expenditure			
Households below the poverty line	5,194	8,990	73.1
All households	18,950	25,802	36.2
Average tuition per student			
Households below the poverty line	2,627	3,709	41.2
All households	10,352	12,604	21.7

Source: Macdonald, K. unpublished manuscript, 2014.

As noted earlier, the poverty rate for Senegal is estimated at 47 percent, based on a 2011 consumption survey. Overall, 41 percent of secondary students are from poor households. While 56 percent of students in community schools at the secondary level are from poor households, they are underrepresented in private Catholic and private secular schools, representing only 20 and 10 percent of all students, respectively (figure 10).

Figure 10: Share of Students from Households below Poverty Line in Junior Secondary and Senior Secondary Schools, by School Type, 2012



Source: Macdonald, K. unpublished manuscript, 2014.

Decentralization & school management committees

Turning to the management of education, the decentralization process initiated by Senegal in 1972 was consolidated in 1996, when regions were elevated to the legal status of local authorities with the same financial autonomy as municipalities and rural communities (PASEC 2012). Since the law of 1996 was adopted, local governments have been recognized as decentralized structures that support schools. It is crucial to understand that both deconcentrated (local government) and decentralized (local education office of the Ministry of Education) institutions exist in Senegal. The country has decided to strengthen the deconcentrated offices of the provincial inspector (French acronym, IA), the departmental inspector (French acronym, IEF), as well as the decentralized offices of local government.

The Decree 2014-904 established school management committees (French acronym, CGEs), which are composed of representatives of the village chief, the community, the Parents’ Association (APE), the local sports and cultural association, school directors, teachers, and others.

Benchmarking Senegal’s Private School Policies

The main policies, laws and official documentation used to benchmark private sector engagement in education in Senegal include:

- National Education Orientation Law of 1991
- Law 94-82 regulating private education
- Prospective revision of the law 94-82
- Law 2005-03 establishing the status of private schools in Senegal
- Decree 98-563
- Decree 2005-26 of January 10, 2005
- Decree. 2005-29 of January 10, 2005

Goal 1: Encouraging innovation by providers

The highly particular and contextualized nature of education delivery necessitates decision making at the

school level. In order to be aware of and adapt to changing student needs, school leaders require authority over the most critical managerial decisions.

Methodologically rigorous studies assessing the impacts of local school autonomy on student learning outcomes generally find a positive relationship (Hanushek and Woessmann 2013; Bruns, Filmer, and Patrinos 2011). A few studies find evidence that local autonomy for school leaders is associated with increased student achievement, as well as reduced student repetition and failure rates (King and Özler 2005; Jimenez and Sawada 2003; Gertler, Patrinos, and Rubio-Codina 2012).

Box 3. International Best Practice – Encouraging Innovation by Providers

The following decisions/processes are made at the school level:

- Establishment of teacher qualification standards.
- Appointment and deployment of teachers
- Teacher salary levels
- Teacher dismissals
- The way in which the curriculum is delivered
- Class-size decisions
- Management of the operating budgets

Development level

Independent private schools:



Government-funded private schools:



In Senegal, education policies for independent private schools are **emerging**, demonstrating some instances of good practice. With an overall score of **established**, the current policies for government-funded private schools meet the standards of good practice.

The government of Senegal sets teacher standards for all schools, including independent and government-funded private schools. The requirements for teachers are outlined by Articles 6 through 8 of Decree 98-563. The requirements set by the abovementioned law stipulate that teachers must:

- Possess the required academic qualifications
- Be free of any infectious disease or incapacitating condition
- Not have a criminal record

Both types of private providers currently have authority to appoint, deploy, and dismiss teachers. Schools are also able to use their discretion in determining teacher salaries. According to Articles 6–8 of Decree 98-563, government-funded schools have legal authority over the management of school budgets. However, schools do not have the autonomy to determine maximum class sizes or decide how the curriculum is delivered.

While national government policy does not indicate a maximum class size, Decree 98-563 includes the following specifications on minimum class sizes:

- In order to open a private school, a primary school needs a minimum of 20 students per classroom; a junior secondary school, 15 students; and a senior secondary school, 10.
- Regarding curriculum delivery, Article 10 of Law 94-82 regulating private education stipulates that, “[T]he curriculum in private schools must follow the one established for public sector schools.” However, schools can have certain autonomy, as the same article states that schools can design a specific curriculum, although that curriculum still needs to be validated by the competent authority.

Table 5. Goal 1: Encouraging Innovation by Providers

A. Common policies: Independent private schools and government-funded private schools		
Item	Score	Justification
Who has legal authority to set teacher standards?	Latent ●○○○	The central government has legal authority to set minimum standards for teachers.
Who has legal authority to determine teacher salary levels?	Advanced ●●●●	The school has the legal authority to determine teacher salary levels without government review.
Who has legal authority to appoint and deploy teachers?	Advanced ●●●●	The school has the legal authority to appoint teachers without review by central authorities.
Who has legal authority to dismiss teachers?	Advanced ●●●●	The school has the legal authority to dismiss teachers

Table 5. Goal 1: Encouraging Innovation by Providers

		without government review.
Who has legal authority to determine how the curriculum is delivered?	Latent ●○○○	The central government has the legal authority over how the curriculum is delivered.
Who has legal authority to determine maximum class size?	Latent ●○○○	The central government has the legal authority to determine class size.
<i>B. Government-funded private school policies</i>		
Item	Score	Justification
Who has legal authority over the management of school operating budgets?	Advanced ●●●●	The school has the legal authority over the management of school operating budgets.

Based on the benchmarking results for goal 1, encouraging innovation by providers, the **suggested policy options** for Senegal include:

- Give schools the ability to determine their own standards for hiring teachers.
- Increase the flexibility of schools to adjust class sizes and the curriculum in order to fit available school resources and local community needs.

Goal 2: Holding schools accountable

On average, students perform better in schools with higher levels of accountability to the state (Abdulkadiroglu et al. 2011; Carnoy and Loeb 2002; Woessmann et al. 2007; Hanushek and Raymond 2005). For non-state providers, when government funding is tied to accountability standards, schools are incentivized to perform more efficiently (Barrera-Osorio and Raju 2010; Patrinos 2002). A strong accountability system requires that the government, parents, and educational professionals work together to raise outcomes. The government must play a role in ensuring that superior education quality is delivered in schools. SABER-EPS assesses multiple policy indicators to determine a country’s level of development in regards to non-state provider accountability. A list of the key indicators is provided in box 4.

Box 4. International Best Practice – Holding Schools Accountable

- The central government sets standards regarding what students need to learn, including deadlines for meeting these standards.
- Students are required to take standardized examinations; exam results are disaggregated by school, socioeconomic status, gender, etc.
- Schools are required to report on the use of public funds as a condition of continued funding.
- The central government or an external agency performs school inspections as determined by school need.
- Schools produce school improvement plans.
- School performance is tied to sanctions and/or rewards.

Development level

Independent private schools:



Government-funded private schools:



Senegal’s policies for holding independent private schools are **established**, demonstrating systematic instances of good practice. Policies for government-funded private schools are **emerging**, showing some instances of good practice.

Decree 2005-26 of January 10, 2005 outlines in Article 1 that private schools may operate only if they follow the official curriculum set in public schools. However, no policy governing private schools has been found that guides how and when these types of schools should follow this curriculum.

Schools are held accountable through standardized exams, which are administered annually in select grades. The results are disaggregated by school, gender, and other criteria. The following exams are administered:

- End of primary school: Certificat de fin d’Etude Elementaire (CFEE)
- End of junior secondary school: Brevet de fin d’Etudes Moyennes (BFEM)
- End of senior secondary school: Baccalaureate

In Senegal, the national government requires schools to undergo inspections, but no frequency is specified in

Article 2 of Decree. 2005-29. The Ministry of Education is responsible for carrying out inspections.

Inspection reports outline the strengths and weaknesses of a school, but legislation does not require inspected schools to submit an improvement plan. Article 13 of Decree 2005-29 outlines the inspection procedure:

“The official inspector issuing a warning or recommendation to a school will have to be followed up by the school by a set date. If the measures have not been followed, the relevant Ministry will impose sanctions according to the Law Nr. 94-82 of 23rd December 1994.”

Senegal’s current education policies also establish sanctions based on the results of inspections or poor performance on standardized exams. Law 94-82 stipulates that sanctions include incremental actions, namely fines, school closure, and ultimately, legal charges.

Government-funded private schools are not required to report on the use of public funds as a condition of further funding.

Table 6. Goal 2: Holding schools accountable

<i>A. Common policies: Independent private schools and government-funded private schools</i>		
Item	Score	Justification
Does the national government set standards for what students need to learn and by when?	Emerging ●●○○	The national government does set standards for what students need to learn, but there is no indication of by when or how well
Are students required to take standardized exams, with results disaggregated for analysis?	Advanced ●●●●	Standardized exams are administered annually, and results are disaggregated by region, gender, and other types of student criteria.
Are school inspections performed as determined by school need?	Emerging ●●○○	The national government requires schools to undergo inspections, but the term is not specified.
Does the inspection report outline the strengths and weaknesses of the school?	Emerging ●●○○	Inspection reports include strengths and weaknesses of the school.
Are sanctions administered based on the results of school inspections or performance on standardized exams?	Advanced ●●●●	Sanctions include additional monitoring, fines, and as a final measure, school closures. Sanctions are based on the results of school inspections or school performance on standardized exams.
<i>B. Government-funded private schools</i>		
Item	Score	Justification
Are schools required to report to the central government on the use of public funds as a condition of continued funding?	Latent ●○○○	The central government does not require schools to report on the use of public funds as a condition of continued funding.

Informed by the results of the benchmarking procedure in table 6, the following **suggested policy options** would

help Senegal increase the accountability of private schools:

- Require schools to undergo a standard-term inspection, while moving to a needs-based system to focus resources on the worst-performing schools.
- Consider requiring schools to submit an improvement plan after inspections, in order to encourage continuous self-improvement.

For government-funded private schools:

- Ensure that schools report on the use of public funds as a condition of continued funding.

Goal 3: Empowering all parents, students, and communities

Empowering parents, students, and communities is one of the foundations of quality learning opportunities for all students. Poor and marginalized children, together with youth disproportionately, lack access to quality education services. To overcome this obstacle, governments need to increase providers' accountability to all clients and in particular to underserved groups. Educational access and the performance of schools and students can be substantially impacted by **openly disseminating comparable school performance information** (Andrabi, Das, and Khwaja 2009; Pandey, Goyal, and Sundararaman 2009; Björkman 2007; Reinikka and Svensson 2005); **increasing parental influence in the school** (Skoufias and Shapiro 2006; King and Ozler 2005; Jimenez and Sawada 1999; Gertler, Patrinos, and Rubio-Codina 2012; Di Gropello and Marshall 2005); and **offering demand-side interventions**, such as scholarships, vouchers, or cash transfers to the most vulnerable students (Orazem and King 2007; Filmer and Schady 2008; Lewis and Lockheed 2007; Patrinos 2002; Barrera-Osorio 2006). Effective policy practices for non-state providers include some of the indicators listed in box 5.

Box 5. International Best Practice—Empowering All Parents, Students, and Communities

- Information on standardized tests and school inspections is made available by multiple sources.
- Parents and students are included in the inspection and improvement-planning processes.
- Admission processes for entry into publicly funded schools are not based on student background; a lottery is used in cases of oversubscription.
- School choice is not hindered by mandatory financial contributions.
- Tax subsidies, scholarships, or cash transfers are available to families whose children attend independent private schools.

Development level

Private independent schools:



Government-funded private schools:



In Senegal, for both independent and government-funded private schools, policies for empowering parents, students, and communities are **latent**. Additional policy strategies are needed to increase the client power of parents, and allow them to better hold providers accountable for results.

For both types of schools, information on the results of standardized exams taken at the end of primary, junior secondary, and senior secondary is currently made available to schools, sent to children via grade bulletins, and posted on the Ministry of Education’s website for test-takers.

The central government is not required to give parents access to school inspection reports. If a parent requests this information, the Center for Education Accreditation and Certification is required to provide it. However, the Center is not yet fully functional.

Neither students nor parents are interviewed as part of the inspection process, and schools are not currently ranked on the results of inspections.

Parents are also not able to make unrestricted choices regarding their child’s schooling, as government-funded private schools are allowed to select students based on

academic performance and geography. Choice is also restricted by voluntary monetary contributions, which are used by schools to provide certain extra activities.

The central government does not provide tax subsidies or cash transfers to families whose children attend independent private schools, which also hampers the ability of parents to choose a school freely.

Table 7. Goal 3: Empowering all Parents, Students, and Communities

<i>A. Common policies: Independent private schools and government-funded private schools</i>		
Item	Score	Justification
Are standardized exam results and inspection reports provided regularly to parents?	Emerging ●●○○	Ad-hoc information on standardized exam results is available to parents.
Are parents and students interviewed as part of the inspection process?	Emerging ●●○○	Neither students nor parents are surveyed as part of the inspection process.
<i>B. Independent private schools</i>		
Item	Score	Justification
Does the government provide tax subsidies or cash transfers to families whose children attend independent private schools?	Latent ●○○○	The government does not provide tax subsidies or cash transfers to families whose children attend independent private schools.
<i>C. Government-funded private schools</i>		
Item	Score	Justification
Are schools allowed to apply selective admission criteria when admitting students?	Latent ●○○○	Schools are allowed to select students based on both academic performance and geography.
Are schools allowed to charge additional fees or accept contributions from parents?	Latent ●○○○	Parental choice is restricted by voluntary monetary contributions which, if not paid, prohibit a child from attending the school.

Informed by the results of the benchmarking procedure for Senegal, the following **suggested policy options** would help empower parents and students to improve the quality of education services provided by private schools:

- Interview parents or students as part of the school inspection process.
- Guarantee parents access to comparable information on the quality of schooling, such as standardized exam results and school inspection reports disaggregated by important characteristics, such as student socioeconomic background, gender, other types of disadvantage, and school. This information could also be distributed via school report cards to the parents.

Independent private schools:

- Consider offering conditional cash transfers to poor and marginalized pupils to attend independent private schools.

Government-funded private schools:

- Establish regulation that prohibits schools from using selective admission criteria, which may discriminate against marginalized groups.

Goal 4: Promoting diversity of supply

By opening education to a more diverse set of providers, governments can increase client power and make providers directly accountable to students and parents for results. Although the public sector will always remain an important (and, in most cases, the predominant) provider of education services, educational choice can be used as part of a package of reforms to improve education access and quality in both the public and private sectors (Hoxby 2003; Levin and Belfield 2003; De la Croix and Doepke 2009; Carnoy and McEwan 2003; Himmler 2007; Angrist et al. 2002; World Bank 2003). In order to facilitate quality improvements through increased school competition and choice, governments can (i) allow multiple types of providers to operate; (ii) promote clear, open, affordable, and unrestrictive certification standards; and (iii) make government funding (and other incentives) available to non-state schools. This policy goal aims to increase the ability of diverse providers to provide education services. In order

to do so, a number of policy indicators are suggested, as outlined in box 6.

Box 6. International Best Practice—Promoting Diversity of Supply

- The central government allows different types of providers to operate schools.
- Certification standards do not prohibit market entry.
- Information on market-entry requirements is available from multiple sources.
- Regulatory fees do not prohibit market entry.
- Publicly funded non state schools and public schools receive equivalent student funding; funding is increased to meet specific student needs.
- The central government provides incentives for market entry, such as access to start-up funding, public land, and public buildings.
- Schools are able to plan budgets six months in advance of the academic year.
- Privately managed schools are not restricted by student numbers, school numbers, or location.
- The central government does not restrict tuition levels at private independent schools.

Development level

Private independent schools:



Government-funded private schools:



In Senegal, the policies in place to promote the diversity of supply of independent private schools are **established**, showing good practice, while policies are **emerging** for government-funded private schools, representing some instances of good practice.

Art. 3 of Decree 2005-29 of January 10, 2005 states that the minimum standards for registration in order to operate a non-state school include the provision of:

Establishment/building standards

- a note on the educational, professional, and social purpose of the institution and its usefulness in the context of the general public interest
- a plan for using the premises as classrooms, workshops, laboratories, dormitories, homes, health services, and libraries

- a note indicating the degrees offered;
- the programs and times provided for each class, showing the duration of the training;
- the student selection conditions by discipline, section, class, and system (i.e., boarding, half-board, externship)
- the planned number of teachers and their qualifications for each subject taught;
- the number of scheduled classes, which cannot be less than 2 sections for preschool, 3 classes for elementary school, 2 classes for junior secondary, 2 classes for senior secondary, and 2 classes for technical and vocational education
- a statement specifying the number of people expected to occupy jobs in management, administration, and monitoring
- a title, lease, or indefinite lease, as well as the scheduled opening date
- the name and exact address of the institution

Management standards

- The prospective manager should send certified copies of diplomas and resumes. If the manager does not fulfill academic requirements, he/she is required to secure them from another technical director, who would have the required qualifications.

In the case of government-funded private schools, the government does not provide equivalent funding of academic (i.e., teaching salaries, learning materials, technology) and non-academic budgets (i.e., facilities, transport, utilities, and infrastructure). Schools are only provided information about their one to three months prior to the school year. Start-up funding is also not available for government-funded private schools.

For independent private schools, schools set tuition fees without review by the government.

Table 8. Goal 4: Promoting Diversity of Supply

<i>A. Common policies: Independent private schools and government-funded private schools</i>		
Item	Score	Justification
Does the central government allow multiple types of providers to operate schools?	Advanced ●●●●	The central government allows the following types or organizations to operate a school:

Table 8. Goal 4: Promoting Diversity of Supply

<i>A. Common policies: Independent private schools and government-funded private schools</i>		
		Community Not-for-profit Faith-based For-profit
Are there minimum standards for registration or to receive permission to operate as an independent private school?	Emerging ●●○○	Certification standards, which are not linked to education outcomes, restrict market entry, including all of the following: 1. Land 2. Facilities 3. Personnel management
Are guidelines clearly publicized by multiple sources outlining the requirements for school registration?	Established ●●●○	Registration/certification guidelines are made public, but by a single source.
Are schools able to operate without paying fees?	Advanced ●●●●	Schools are able to operate without paying fees to the government.
<i>B. Independent private schools</i>		
Item	Score	Justification
Who has legal authority to determine tuition fee standards?	Advanced ●●●●	Schools set fees without any review by the government.
<i>C. Government-funded private schools</i>		
Item	Score	Justification
Does the central government provide equivalent budget funding for public and government-funded private schools?	Latent ●○○○	Academic operating budgets are not equivalent to per-student amounts in public schools.
Do government-funded private schools receive any start-up funding?	Latent ●○○○	Government-funded private schools do not receive any start-up funding.
Is information on the amount of government funding provided in a timely manner?	Emerging ●●○○	Schools are provided information on the government allocations to be transferred to them between 1 and 3 months prior to the academic year.

Informed by the results of the benchmarking exercise for Senegal, the following **suggested policy options** would

help better promote the diversity of supply for independent private schools:

- Publish clear registration guidelines from multiple sources to ease market entry for new education providers.
- Ensure that certification standards are linked to education outcomes.

Government-funded private schools:

- Consider providing schools with access to start-up funding and/or access to government facilities or land.

From Analysis to Action: Policy Options for Senegal

Senegal has made great strides towards achieving universal primary and secondary education over the past decade. Since 2000, Senegal has made significant progress in expanding access to education, particularly at the primary level. Primary net enrollment increased from 57 percent in 2000 to 73 percent in 2012. However, challenges pertaining to access, equity, quality, and cost efficiency remain. Table 9 summarizes some of the

critical challenges facing Senegal’s education sector, findings from this benchmarking exercise, as well as suggested policy options for strengthening the government’s engagement with the private sector with the goal of ensuring learning for all. (The policy options will be discussed in greater detail in the text that follows the table.) These options are supported by international evidence, best practice, and examples of countries that have used innovative interventions to improve from a variety of starting points.

Table 9. Senegal: Summary of Education Challenges, Findings, and Suggested Policy Options

Challenge	Situation	Findings	Policy Options
Access	<ol style="list-style-type: none"> 1. Primary net enrolment increased from 57 percent in 2000 to 73 percent in 2012. 2. Enrolments in private schools have increased steadily over the past 15 years. In primary education, they have more than doubled, from 120,000 in 2000 to 250,000 in 2012. A similar trend has taken place in secondary education: private enrollments increased from 65,000 students in 2000 to 160,000 in 2012. 	<ol style="list-style-type: none"> 1. Registration criteria for new providers are burdensome. 2. Schools are allowed to operate without paying government fees 3. The government allows all types of providers to operate a school: community, for-profit, not-for-profit, and faith-based organizations. 	<ol style="list-style-type: none"> 1. Increase the flexibility of schools to adjust class sizes and the curriculum to fit available school resources and the needs of the local community. 2. Publish clear registration guidelines and make them available from multiple sources to ease market entry for new providers. 3. Ensure that certification standards are linked to education outcomes. 4. Consider providing government-funded private schools with access to start-up funding and/or access to government facilities or land to encourage new providers.
Quality	<ol style="list-style-type: none"> 1. Despite the fact that Senegal is among the top five francophone African countries in terms of learning outcomes measured by PASEC, its performance is low compared to middle-income countries 2. International and national learning assessments suggest a poor quality of education; furthermore, girls lag behind boys in learning. 	<ol style="list-style-type: none"> 1. The central government restricts school autonomy in the areas of teacher standards, class size, and curriculum delivery. 2. Schools have autonomy over appointment and deployment of teachers, teacher salaries, and teacher dismissals, as well as the authority to manage operating budgets in government-funded private schools. 3. Schools are held accountable through standardized exams, which are administered annually in select grades. The results are disaggregated by school, gender, and other student criteria. 4. In Senegal, the central government requires schools to undergo an 	<ol style="list-style-type: none"> 1. Require schools to undergo a standard-term inspection, while moving to a needs-based system to focus resources on the worst-performing schools 2. Consider requiring schools to submit an improvement plan after an inspection, in order to encourage continuous self-improvement. 3. Ensure that government-funded private schools report on the use of public funds as a condition of continued funding. 4. Interview parents or students as part of the school inspection process to improve education delivery. 5. Guarantee parents access to comparable information on the quality of schooling, such as

		<p>inspection, but no frequency is specified.</p> <p>5. Government-funded private schools are not required to report on the use of public funds as a condition of continued funding.</p>	<p>standardized exam results and school inspection reports disaggregated by important characteristics such as school, student socioeconomic background, gender and other types of student disadvantage. This information could also be distributed via school report cards.</p>
Equity	<p>1. Girls are behind boys in both mathematics and French, according to 2006 PASEC results.</p> <p>2. Gaps in access and ability to complete schooling are evident between children from urban and rural areas. Only 1 out of every 5 children in rural areas was in secondary school in 2010.</p> <p>3. According to household surveys, private school tuition fees are significantly higher than in public schools.</p>	<p>1. For independent private schools, schools set tuition fees without review from government.</p> <p>2. The government does not provide tax subsidies or cash transfers to families whose children attend independent private schools.</p> <p>3. Schools are allowed to select students based on academic performance and geography.</p> <p>4. Parental choice is restricted by compulsory monetary contributions which, if not paid, prohibit a child from attending school.</p>	<p>1. Consider offering conditional cash transfers to poor and marginalized pupils to attend independent private schools.</p> <p>2. Establish regulations that prohibit schools from using selective admission criteria, which may currently discriminate against marginalized groups.</p>

Challenge 1: Quality

Policy option 1: Combine demand- and supply-side interventions to increase quality

In order to improve quality on both the demand and the supply side, the government of Senegal could advance legislation to allow parents to have comparable information on school quality, as well as improve legislation on school quality to ensure that inspections are conducted on a standard-term system.

i) Provide parents with comparable information on school quality

Based on current policies, Senegal could increase the information provided to parents on school quality. Presently, there is very limited information provided to parents. Access to comparative information could enable parents and students to influence school quality by increasing their choice and direct voice. Information could include school report cards, classroom assessment results, examination results, or inspection reports.

Evidence from Pakistan found that school report cards improved learning by 0.1 standard deviations and reduced fees by almost 20 percent. The largest learning gains (0.34 standard deviations) were for initially low-performing private schools with below median baseline test scores (Andrabi, Das, and Khwaja 2009).

Country Example. The Parana state of Brazil was an early adopter of school report cards. Between 1999 and 2002, report cards were introduced to inform school communities and stimulate their greater involvement in the school improvement process. The report cards were disseminated to a wide range of stakeholders, including all schools, PTAs, municipal education authorities, and all 70,000 state education employees (of which 46,000 were teachers). Overall results were reported in the state education secretariat’s monthly newsletter, used in teacher and PTA workshops, and disseminated via press releases and press conferences (EQUIP2).

In the Dominican Republic, El Salvador, Guatemala, Honduras, and Nicaragua, a USAID-funded program—Civic Engagement for Education Reform in Central America—implemented a school report card that

focused on indicators in four areas:

1. **Context:** basic profile information (number of students in each grade, etc.) and access to services at the school (sanitation, electricity, etc.)
2. **Inputs:** class size, access to resources (notebooks, pens, etc.), and access to social services (school meals, health programs, etc.)
3. **Processes:** student and teacher attendance, school plan implementation, and parent participation
4. **Results:** coverage and efficiency (repetition and retention).

The results of the school report card are being used by the communities in those countries to develop and monitor implementation of school action plans (CERCA 2006).

ii) Ensure that resources are used to improve the quality of education by setting inspections on a standard term

On average, students perform better in schools with higher levels of accountability to the state (Abdulkadiroğlu et al. 2011; Carnoy and Loeb 2002; Woessmann et al. 2007; Hanushek and Raymond 2005). An effective inspection process, including appropriate follow-up, can be an important means of school improvement. In Senegal, schools currently undergo only ad-hoc inspections, which are carried out by the Center of Education Accreditation and Certification. The Ministry of Education should inspect schools on a regular basis. Once a standard-term schedule has been established, the country may want to consider moving towards a needs-based system, where resources can be more effectively targeted to underperforming schools. The government should also create mechanisms to ensure that the number and location of inspections are actively monitored and follow-up action is taken by schools pursuant to inspection recommendations.

Country example. In Sweden, schools are inspected regularly by the Swedish Schools Inspectorate. Regular inspections are carried out in all schools according every four to five years. This model was created to ensure evaluation and accountability in the educational system, which is highly decentralized and grants a considerable degree of autonomy to schools. The main purpose of regular inspections is to ensure that municipalities and

schools fulfill their responsibilities as set out in the national Education Act. Inspections also have other important objectives, including evaluating the extent to which schools are fulfilling national objectives and the national curriculum, as well as assessing if schools have systems for self-evaluation and self-improvement. Inspection reports outline where schools are failing to meet national requirements. Inspection results are also discussed with the municipalities and schools concerned, along with priorities for improvement. The Inspectorate can apply penalties to ensure that schools improve after the inspection. Additionally, if an independent school fails to take action, the Inspectorate can apply a fine or even revoke its operating license (Swedish Schools Inspectorate 2009). (More information on inspections in Sweden can be found [here](#).)

Country example. In Malawi, the inspection framework covers private independent, religious, and public schools. Schools are inspected once every two years. Malawi also has inspections based on need using the following criteria:

1. Schools with poor examination results.
2. Schools that are poorly managed.
3. Schools that have not been inspected for more than two years.
4. High-performing schools (in order to learn good practices).

Malawi also has four different types of inspection (table 10).

The inspection report includes the type of school visited, enrolment, staffing, and performance ratings of various aspects of the school and its general strengths and weaknesses. Following the inspection, school staff members and the head teacher are briefed on school findings. This discussion gives the staff and head teacher a chance to start working on the weaknesses identified by the inspection.

Table 10. Types of School Inspection in Malawi

Type of inspection	Objective	Who carries it out	Duration
Full inspection	Evaluation of all aspects of the school (i.e., curriculum, organization of teaching and learning, general school administration and documentation, provisions of buildings and grounds, equipment)	Team of inspectors (3–6 inspectors, depending on size of school)	Full day
Follow-up inspection	Evaluation of extent to which recommendations in the full inspection report have been implemented	1–2 advisors	2 hours
Partial inspection	Examination and evaluation of one or a limited number of aspects of school life	1–2 advisors	Depends on gravity of aspect under inspection
Block inspection	Improve inspection coverage of schools in a specific period of time	6–8 supervisors from different districts	1–2 weeks

Source: Author’s rendering based on consultation with the Government of Malawi.

Challenge 2: Access

Policy option 2: Enhance market entry and innovation in non-state schools

i) Ensure that certification standards are linked to education outcomes

In Senegal, the expansion of private sector engagement in education is hampered by the number of official guidelines on how new schools can become registered. Indeed, schools currently need to fulfill numerous

criteria in order to be allowed to operate. Minimum certification standards include criteria such as ownership of land and buildings, neither of which have a direct bearing on learning outcomes. International research has shown that those school infrastructure and pedagogical materials that have an impact on student outcomes are: adequate numbers of textbooks, exercise books, desks, tables, chairs, and blackboards, as well as electricity and high-quality walls, roofs, and floors (Glewwe et al. 2011). Among the more costly infrastructure elements, school libraries appear to have a generally positive impact, while that of computers is less clear.

Senegal could require schools to fulfill fewer minimum standards for certification than it currently does. Additionally, guidelines for certification should be readily available from multiple sources. Senegal could also ease its criteria for school registration in terms of land and facilities in order to support market entry for a more diverse set of providers, while increasing school numbers and education provision.

Country example. In New York City, the Department of Education oversees and supports new charter schools with the goal of improving learning opportunities and meeting community needs. Charters have the autonomy to determine their own policies, design their own educational programs, and manage all of the school’s human and financial resources. When a new charter school is established, a five-year performance contract, or a “charter”, is set up to ensure high student achievement. There are no set minimum criteria for registration; instead, performance standards are organized under four guiding questions:

- 1. Is this school an academic success?**
 - a. High academic attainment and improvement
 - b. Mission and academic goals
 - c. Responsive education program
 - d. Learning environment
- 2. Is this school a fiscally sound, viable organization?**
 - a. Governance structure and organizational design
 - b. School climate and community engagement
 - c. Financial and operational health

3. **Is this school in compliance with its charter and all applicable laws and regulations?**
 - a. Approved charter and agreement
 - b. Applicable federal and state law
 - c. Applicable regulations (e.g., safe and secure school facilities)
4. **What are the school's plans for its next charter term?**
 - a. School expansion and model replication
 - b. Organizational sustainability
 - c. School or model improvements
(New York City 2013)

For more information on charter school certification in NYC, click [here](#).)

In the UK, the government clearly outlines guidelines for setting up a new, publicly funded, privately-managed school (known as Free Schools). A separate NGO, the New Schools Network, was also established to provide advice and guidance on how to successfully set up a new free school (England 2014). (For more information Free Schools, click [here](#).)

ii) **Enhance innovation in schools by ensuring greater flexibility in managing schools, service and staff**

Furthermore, a combination of easing certification standards with policies on increasing innovation in non-state schools would help Senegal's private education system. Senegal could allow schools to set teacher standards, curriculum delivery and class size.

International education research shows that teacher credentials—including factors such as years of experience, certification, and education—fail to predict student learning (Dobbie, Fryer, and Fryer 2011; Goldhaber and Anthony 2004; Goldhaber and Brewer 2000; Hedges, Laine, and Greenwald 1994; Hanushek 1997). Based on this evidence and more general evidence supporting the positive potential of school autonomy to improve student learning outcomes, local school decision making is advocated over centralized teacher credential standards (Baum et al. 2014). Moreover, regulations on teaching credentials may limit the potential for private providers to operate and expand, as certain schools may be unable to employ a sufficient number of qualified teachers.

Country examples. In England, the Free Schools and Academies (private independent schools and privately managed schools respectively) are able to adopt their own teaching standards. Some schools opt to use government standards, while others tailor these standards to meet the needs of the local community (England 2013).

The Knowledge is Power Program (KIPP) is the largest charter management organization in the United States. There are currently 141 KIPP schools in operation serving 50,000 students; over 86 percent of their students are from disadvantaged backgrounds (KIPP 2011). KIPP has created its own teacher competencies framework, the KIPP Framework for Excellent Teaching. The framework has four areas: knowledge, the teaching cycle, self and others, and classroom culture (KIPP 2011). An evaluation of 43 KIPP middle schools found an average estimated impact of 0.36 standard deviations in math (representing roughly 11 months of learning) (Tuttle et al. 2013). In addition, KIPP schools have had success in increasing levels of student and parent satisfaction. (For more information on KIPP teacher competencies click [here](#).)

Challenge 3: Equity

Policy option 3: Target disadvantaged groups to promote equity in the educational system

The Program for Improving Quality and Equity in Basic Education (PAQEED) in Senegal and the 2013–2025 education sector program PAQUET recognize that equity and access to schooling for the poorest households is a problem in the overall education strategy for Senegal. Household wealth is a major determinant of access to education throughout the schooling system in Senegal, but disparities between the poorest and wealthiest students become particularly stark in secondary education. As noted earlier, less than one in two students from the poorest households attended primary school in 2010 (46 percent), compared to 70 percent of students from the wealthiest households. At the junior and senior secondary levels, a mere 15 percent of the poorest students attended school in 2010, compared to 58 percent of the wealthiest.

In aiming to provide all students equal access to both primary and secondary education, Senegal could use the

private sector to target poor students, girls, and other marginalized groups to a greater extent than they do currently. The government could consider introducing either a conditional cash transfer program or a voucher system. It should also ensure that schools cannot discriminate against marginalized or disadvantaged students.

i) Consider a cash transfer or voucher system to support poor and marginalized students

In order to support poor and marginalized students, Senegal could consider one of two options: either provide conditional cash transfers (CCTs) for these students, enabling them to attend independent private schools, or introduce a voucher system in which the government provides funding to the school of the student's choice.

Such options can increase equity in the educational system and have positive impacts on quality. In Chile, for example, voucher reform increased the demand for private schooling and increased secondary school attainment and graduation rates across all income levels (Bravo, Mukhopadhyay, and Todd 2010). Moreover, when government funding for vouchers is tied to accountability standards, it creates an incentive for schools to perform more efficiently (Patrinos 2002).

With both vouchers and CCTs, effective targeting is critical. The voucher system in Chile, for example, has been criticized because schools can decide not to offer vouchers to disadvantaged groups. Moreover, private schools are allowed to ask parents for additional contributions to “top up” the voucher, as well as to select students; it has been argued that such practices create inequality (Gonzalez, Mizala, and Romaguera 2004).

Country examples. Vouchers: The Right to Education Act in India is the largest school voucher program in the world. The Act outlines that all children between the ages of 6 and 14 have the right to free and compulsory elementary education at a neighborhood school. In order to attain elementary schooling, no direct (school fees) or indirect (uniforms, textbooks, mid-day meals, transportation) costs must be borne by the child or the parents. The government will provide schooling free of cost until a child's elementary education is completed. In order to increase access to education, the Act specifies

that 25 percent of places in private schools must be allocated to economically weaker section (EWS) and disadvantaged students (India 2010). (For more information on the Right to Education Act, click [here](#).)

In Pakistan, the Punjab Education Foundation launched an Education Voucher Scheme (EVS) in 2006 to benefit children in less affluent and underprivileged areas, who otherwise could not access education due to financial and social constraints. The program was immensely popular due to its positive effects on poorer segments of society. It enables children aged 4–17 years to attend a nearby EVS private school of their choice for free. EVS particularly targets out-of-school children, orphans, children of widows and single parents, as well as children who cannot afford school. There are no up-front infrastructure costs, as existing schools express their interest in participating in the EVS. A partnership between a school and EVS is dependent on continuous quality assurance, including school visits and bi-annual quality assurance tests (QAT) that assess improvements in student learning outcomes (Punjab Education Foundation 2014). (For more information on the Education Voucher Scheme, click [here](#).)

Country example. CCTs: In Cambodia, two evaluations of the impact of scholarships for junior secondary school have found substantial increases in school enrollment and attendance as a direct consequence of the programs. Recipients were 20–30 percentage points more likely to be enrolled and attending school as a result of the scholarships. Impacts on learning outcomes, however, were limited (Filmer and Schady, 2008, 2009 and 2011). A new approach to scholarships at the primary level were subsequently tried, using two different targeting mechanisms, one based on a student's poverty level and the other, on his or her baseline test scores (“merit”). Both targeting mechanisms increased enrollment and attendance. However, only the merit-based targeting induced positive effects on test scores. The results suggest that in order to balance equity and efficiency, a two-step targeting approach might be preferable: first, target low-income individuals, and then, among them, allocation scholarships based on merit (Barrera-Osorio and Filmer 2014). (For more information on scholarships in Cambodia, please click [here](#)).

ii) Prohibit government-funded schools from using selection criteria that may discriminate against disadvantaged or marginalized groups.

The ability of schools to use selective admission criteria can currently hinder the transition of disadvantaged students from primary to secondary school, as schools

are allowed to select students based on their academic performance. Senegal needs to focus on ensuring that all students, regardless of background, have access to quality schooling.

Acknowledgements

This SABER-EPS Country Report was prepared by Anna-Maria Tammi and Hugo Wesley at World Bank headquarters in Washington, DC, with inputs from Donald Baum, Nisma Elias, Oni Lusk-Stover, and Wenna Price. The report presents country data collected by Thierno Diallo using the SABER-EPS data collection instrument. The report was prepared in consultation with the Government of Senegal and the World Bank Education Senegal team. The SABER-EPS team gratefully recognizes the support, suggestions, and feedback of the World Bank Senegal education team: Raja Bentaouet Kattan, Kevin Macdonald, Mouhamadou Moustapha Lo, Meskerem Mulatu, and Atou Seck. The team also acknowledges the support of all who have contributed to the report.

In addition, the SABER-EPS team would like to thank the U.K. Department for International Development (DFID) for their support of the Education Markets for the Poor research study in the region that leveraged funding for this report.

References

- Abdulkadiroğlu, A., J. D. Angrist, S. M. Dynarski, T. J. Kane, P.A. Pathak. 2011. "Accountability and Flexibility in Public Schools: Evidence from Boston's Charters and Pilots." *The Quarterly Journal of Economics*, 126 (2): 699–748.
- Andrabi, T., J. Das, and A. Khwaja. 2009. "Report Cards: The Impact of Providing School and Child Test Scores on Educational Markets." Unpublished manuscript. World Bank, Washington, DC.
- Angrist, J., E. Bettinger, E. Bloom, and E. King. 2002. "Vouchers for Private Schooling in Colombia: Evidence from a Randomized Natural Experiment." *American Economic Review* 92 (5): 1535–58.
- Barrera-Osorio, F. 2006. "The Impact of Private Provision of Public Education: Empirical Evidence from Bogotá's Concession Schools." World Bank Policy Research Working Paper 4121. World Bank, Washington, DC.
- Barrera-Osorio, F. & Filmer, D (2014) Incentivizing schooling for learning: Evidence on the impact of alternative targeting approaches. Accepted, *Journal of Human Resources*.
- Barrera-Osorio, F., H. A. Patrinos, Q. Wodon, eds. 2009. *Emerging Evidence on Vouchers and Faith-Based Providers in Education: Case Studies from Africa, Latin America, and Asia*. World Bank, Washington, DC.
- Barrera-Osorio, F., and D. Raju. 2010. *Short-Run Learning Dynamics under a Test-Based Accountability System: Evidence from Pakistan*. World Bank Policy Research Working Paper 5465. World Bank, Washington, DC.
- Baum, D., L. Lewis, O. Lusk-Stover, and H. A. Patrinos. 2014. *What Matters Most for Engaging the Private Sector in Education: A Framework Paper*. SABER Working Paper Series. World Bank, Washington, DC.
- Björkman, M. 2007. *Does Money Matter for Student Performance? Evidence from a Grant Program in Uganda*. Working Paper? 326. IGIER (Innocenzo Gasparini Institute for Economic Research), Bocconi University, Italy.
- Boubacar, N., and R. Francois. 2010. *Education for All Global Monitoring Report 2007: Senegal Country Case Study*. UNESCO (United Nations Educational, Scientific, and Cultural Organization), Paris.
- Bravo, D., S. Mukhopadhyay, and P. Todd, P. 2010. "Effects of School Reform on Education and Labor Market Performance: Evidence from Chile's Universal Voucher System." *Quantitative Economics* 1 (1): 47–95.
- Bruns, B., D. Filmer, and H. A. Patrinos 2011. *Making Schools Work: New Evidence on Accountability Reforms*. Washington, DC: World Bank.
- Carnoy, M., and S. Loeb. 2002. "Does External Accountability Affect Student Outcomes? A Cross-State Analysis." *Educational Evaluation and Policy Analysis* 24 (4): 305–31.
- Carnoy, M., and P. Mc Ewan. 2003. "Does privatization improve education? The case of Chile's national voucher plan". *Choosing Choice: School Choice in International Perspective*. Teachers College Press
- De la Croix, D., and M. Doepke. 2009. "To Segregate or to Integrate: Education Politics and Democracy." *The Review of Economic Studies* 76 (2): 597–628.
- Di Gropello, E., and J. H. Marshall. 2005. "Teacher Effort and Schooling Outcomes in Rural Honduras." In *Incentives to Improve Teaching*, ed. E. Vegas, p. 20 (Washington, DC: World Bank).
- CERCA (Civic Engagement for Education Reform in Central America). 2006. *School Report Card*. Academy for Educational Development, Washington, DC.
- Consortium pour la Recherche Economique et Sociale (CRES) 2013a. "Financement du secteur de l'éducation: Le gouvernement peut-il encore faire plus?" *Les Notes de Politique de CRES* 1 (2013).
- . 2013b. "L'évaluation du Programme décennal de l'éducation et de la formation (PDEF), 2000–2011: Le défi

- de la qualité.” Les Notes de Politique de CRES 2 (2013).
- . 2013c. “Dépenser plus ou dépenser mieux: L’efficience dans le secteur de l’éducation.” Les Notes de Politique de CRES 8 (2013).
- CONFEMEN (Conférence des ministres de l’Éducation des États et gouvernements de la Francophonie). 2012. Synthèse PASEC VII-VIII-IX. CONFEMEN, Dakar, Senegal. http://www.confemen.org/wp-content/uploads/2012/03/Synthese_PASEC_VII-VIII-IX_final.pdf.
- United Kingdom, Government of. 2016. Free Schools. Department for Education, Manchester. <https://www.gov.uk/types-of-school/free-schools>
- Destefano, et. Al 2009. “The Quality of Basic Education in Senegal: A Review.” The Center for Collaboration and the Future of Schooling
- Diagne, Abdoulaye 2007. Déterminants des apprentissages dans l’éducation primaire au Sénégal. *Série de documents de recherche* (2007/01). CRES, Dakar.
- Dobbie, W., and R. G. Fryer Jr. 2011. “Are High-Quality Schools Enough to Increase Achievement among the Poor? Evidence from the Harlem Children’s Zone.” *American Economic Journal: Applied Economics*, 3(3): 158-87.
- EQUIP (Education Quality Improvement Program) 2. N.d. “Increasing Accountability in Education in Paraná State, Brazil.” Policy Brief. USAID, Washington, DC. <http://www.epdc.org/sites/default/files/documents/Increasing%20Accountability%20in%20Parana%20State%20Brazil.pdf>.
- Filmer, D., and N. Schady. 2008. “Getting Girls into School: Evidence from a Scholarship Program in Cambodia.” *Economic Development and Cultural Change* 56 (2): 581–617.
- . 2009. “School Enrollment, Selection, and Test Scores.” World Bank Policy Research Working Paper 4998. World Bank, Washington, DC.
- . 2011. “Does More Cash in Conditional Cash Transfer Programs Always Lead to Larger Impacts on School Attendance?” *Journal of Development Economics* 96 (1): 150–57.
- French, R., and G. Kingdon. 2010. “The Relative Effectiveness of Private Government Schools in Rural India: Evidence from ASER Data.” Department of Quantitative Social Science Working Paper 10-03. Institute of Education, University of London.
- Gertler, P., H. A. Patrinos, and M. Rubio-Codina. 2012. “Empowering Parents to Improve Education: Evidence from Rural Mexico.” *Journal of Development Economics* 99 (1): 68–79.
- Glewwe, P., E. Hanushek, S. Humpage, and R. Ravina. 2011. *School Resources and Educational Outcomes in Developing Countries: A Review of the Literature from 1990 to 2010*. Chicago: University of Chicago Press
- Goldhaber, D. D., and E. Anthony. 2004. *Can Teacher Quality be Effectively Assessed? The Urban Institute*. Washington, DC?
- Goldhaber, D. D., and D. J. Brewer. 2000. “Does Teacher Certification Matter? High School Teacher Certification Status and Student Achievement.” *Education Evaluation and Policy Analysis* 22: 129–45.
- Gonzalez, P., A. Mizala, and P. Romaguera. 2004. “Vouchers, Inequalities, and the Chilean Experience.” Center for Applied Economics, University of Chile. http://ncspe.org/publications_files/Voucher_ChileOP94.pdf.
- Hanushek, E. A. 1997. “Assessing the Effects of School Resources on Student Performance: An Update.” *Educational Evaluation and Policy Analysis* 19 (2): 141–64.
- Hanushek, E. A., and M. E. Raymond. 2005. “Does School Accountability lead to Improved Student Performance?” *Journal of Policy Analysis and Management* 24 (2): 297–327.
- Hanushek, E. A., and L. Woessmann. 2013 “Does School Autonomy Make Sense Everywhere? Panel Estimates from PISA.” *Journal of Development Economics* 104 (September 2013): 212–32.
- Hedges, L. V., R. D. Laine, and R. Greenwald. 1994. “Does Money Matter? A Meta-Analysis of Studies of the Effects of Differential School Inputs on Student Outcomes.” *Educational Researcher* 23 (3): 5–14.
- Himmler, O. 2007. *The Effects of School Choice on Academic Achievement in the Netherlands*. Georg-August-Universität Göttingen, Sweden.
- Hossain, N. 2007. “Expanding Access to Education in Bangladesh.” In *Ending Poverty in South Asia: Ideas that Work*, ed. D. Narayan and E. Glinskaya, p. 304 – p. 325. Washington, DC: World Bank.
- Hoxby, C. M. 2003. “School Choice and School Competition: Evidence from the United States.” *Swedish Economic Policy Review* 10: 9–65.
- India, Government of. 2010. *Right to Education Act*. New Delhi, India.
- Jimenez, E., and Y. Sawada. 1999. “Do Community-Managed Schools Work? An Evaluation of El Salvador’s EDUCO Program.” *World Bank Economic Review* 13 (3): 415–41.
- . 2003. “Does Community Management Help Keep Kids in Schools? Evidence Using Panel Data from El

- Salvador's EDUCO program." CIRJE Discussion Paper F-236. Center for International Research on the Japanese Economy (CIRJE), Tokyo
- King, E. M., and B. Ozler. 2005. "What's Decentralization Got to Do with Learning? School Autonomy and Student Performance." *Kyoto University: Interfaces for Advanced Economic Analysis* DP 54: 51–60.
- KIPP, 2011. Kipp Framework for Excellent Teaching: http://tntp.org/assets/tools/KIPP_Framework_for_Excellent_Teaching_TSLT_1.12.pdf
- LaRocque, N. 2011. Non-State Providers and Public-Private Partnerships in Education for the Poor. UNICEF/Asian Development Bank, Thailand.
- Levin, H. M., and P. J. McEwan. eds. 2002. *Cost-Effectiveness and Educational Policy: Yearbook of the American Education Finance Association*. New York: Routledge.
- Levin, H. M., and C. R. Belfield. 2003. "The Marketplace in Education." *Review of Research in Education* 27: 183–219.
- Lewis, M., and M. Lockheed. 2007. *Exclusion, Gender, and Education: Case Studies from the Developing World*. Washington DC: Center for Global Development.
- Macdonald, K. 2014. "A first look at the demand for private education in Senegal - Potential opportunities and constraints". Unpublished manuscript.
- New York City, Government of. Department of Education. 2013. Accountability Handbook for DOE-Authorized Charter Schools: School Year 2013–14. Department of Education, New York, New York. http://schools.nyc.gov/NR/rdonlyres/A9EB5753-FD77-4B98-88C7-E9F4A0806EA7/0/CSASAccountabilityHandbook201314_FINAL.pdf.
- Orazem, P. F., and E. M. King. 2007. Schooling in Developing Countries: The Roles of Supply, Demand, and Government Policy. *Handbook of Development Economics* 4: 3475–3559.
- Pal, S., and G. G. Kingdon. 2010. Can Private School Growth Foster Universal Literacy? Panel Evidence from Indian Districts. Discussion Paper 5274. Forschungsinstitut zur Zukunft der Arbeit, Bonn, Germany.
- Pandey, P., S. Goyal, and V. Sundararaman. 2009. "Community Participation in Public Schools: Impact of Information Campaigns in Three Indian States." *Education Economics* 17 (3): 355–75.
- Patrinos, H. A. 2002. "A Review of Demand-side Financing Initiatives in Education." Draft. World Bank, Washington, DC.
- Patrinos, H. A., F. Barrera-Osorio, and J. Guáqueta. 2009. *The Role and Impact of Public-Private Partnerships in Education*. Washington, DC: World Bank.
- Punjab Education Foundation. 2014. Education Voucher System. Punjab Education Foundation, Lahore. <http://pef.edu.pk.pefsis.edu.pk/evs/index.aspx>
- Reinikka, R., and J. Svensson, J. "Fighting Corruption to Improve Schooling: Evidence from a Newspaper Campaign in Uganda." *Journal of the European Economic Association* 3 (2–3): 259–67.
- Senegal, Republic of. Ministère de l'économie et des finances. 2014. Plan Sénégal Emergent. Ministère de l'économie et des finances, Dakar.
- Skoufias, E., and J. Shapiro 2006. "The Pitfalls of Evaluating a School Grants Program Using Non-Experimental Data." Policy Research Working Paper 4036. World Bank, Washington, DC.
- Swedish Schools Inspectorate. 2009. The Inspectorate of Educational Inspection of Sweden, Stockholm. <http://www.skolinspektionen.se/PageFiles/1854/SwedishSchoolsInspectorate2009.pdf>.
- Tuttle, C. C., B. Gill, P. Gleason, V. Knechtel, I. Nichols-Barrer, and A. Resch. 2013. KIPP Middle Schools: Impacts on Achievement and Other Outcomes. Mathematica Policy Research, Washington, DC.
- Woessmann, L., W. Ludemann, G. Schutz, and M. R. West. 2007. "School Accountability, Autonomy, Choice, and the Level of Student Achievement: International Evidence from PISA 2003." Education Working Paper 13. OECD, Paris.
- World Bank. 2003. *World Development Report 2004: Making Services Work for Poor People*. Washington, D.C.: World Bank.
- . 2011. Education Strategy 2020: Learning for All; Investing in People's Knowledge and Skills to Promote Development. World Bank, Washington, DC.
- . 2013a. Senegal Country Profile. <http://www.worldbank.org/en/country/senegal>
- . 2013b. Republic of Senegal Country Partnership Strategy. <http://documents.worldbank.org/curated/en/2013/01/17204232/senegal-country-partnership-strategy-period-fy13-fy17>
- . 2014. *Senegal: Poverty, Inequality and Gender*. Washington, D.C.: World Bank.

Annex I: SABER-Engaging the Private Sector Rubrics

The following tables display the indicators and scales utilized for benchmarking an individual country’s policy on private sector engagement in education. Across the four types of private schools, the indicators pertaining to each goal are largely the same; where a certain indicator pertains only to certain school types, this is noted within the table.

Table A1.1 Policy Goal: Encouraging Innovation by Providers

Indicator	Latent	Emerging	Established	Advanced
Teacher standards	The central government has the legal authority to set minimum standards for teachers.	Regional or municipal governments have the legal authority to set minimum standards for teachers, with final review by central authorities.	Regional or municipal governments have the legal authority to set minimum standards for teachers without final review by central authorities.	Schools have the legal authority to set their own teacher standards without final review by central authorities.
Teacher appointment and deployment	The central government has the legal authority to appoint and deploy teachers.	Regional or municipal governments have the legal authority to appoint and deploy teachers. Appointments are subject to final review by central authorities.	Regional or municipal governments have the legal authority to appoint and deploy teachers without review by central authorities.	Schools (i.e., individual school principals, school councils, parent associations, etc.) have the legal authority to appoint teachers without review by central authorities.
Teacher salary	The central government has the legal authority to determine teacher salary levels.	Regional or municipal governments have the legal authority to determine teacher salary levels, with final review by central authorities.	Regional or municipal governments have the legal authority to determine teacher salary levels without review by central authorities.	Schools have the legal authority to determine teacher salary levels without review by central authorities.
Teacher dismissal	The central government has the legal authority to dismiss teachers.	Regional or municipal governments have the legal authority to dismiss teachers, with final review by central authorities.	Regional or municipal governments have the legal authority to dismiss teachers without review by central authorities.	Schools have the legal authority to dismiss teachers without review by central authorities.

Table A1.1 Policy Goal: Encouraging Innovation by Providers

Indicator	Latent	Emerging	Established	Advanced
Curriculum delivery	The central government has the legal authority over how the curriculum is delivered.	Regional or municipal governments have the legal authority over how the curriculum is delivered, with final review from central authorities.	Regional or municipal governments have the legal authority over how the curriculum is delivered without final review from central authorities.	Schools have the legal authority over how the curriculum is delivered without final review by central authorities.
Classroom resourcing	The central government has the legal authority over how resources are allocated to the classroom (e.g., class sizes).	Regional or municipal governments have the legal authority over how resources are allocated to classrooms, with final review from central authorities (e.g., class sizes).	Regional or municipal governments have the legal authority over how resources are allocated to classrooms without final review by central authorities (e.g., class size).	School have the legal authority over how resources are allocated to classrooms without final review by central authorities (e.g., class sizes).
Budget autonomy <i>(not applicable to independent private schools)</i>	The central government has the legal authority over the management of school operating budgets.	Regional or municipal governments have the legal authority over the management of school operating budgets, with final review by central authorities.	Regional or municipal governments have the legal authority over the management of school operating budgets without final review by central authorities.	Schools have the legal authority over the management of school operating budgets without final review by central authorities.

Table A1.2 Policy Goal: Holding Schools Accountable

Indicator	Latent	Emerging	Established	Advanced
Student Standards	The national government does not set standards on what students need to learn.	The national government does set standards for what students need to learn, but it does not indicate how well or by when.	The national government does set standards for what students need to learn and also indicates EITHER by when OR how well.	The national government does set standards for what students need to learn, by when, and how well.

Student Assessment	Students do not take standardized exams.	Standardized exams are administered, but not annually.	Standardized exams are administered annually.	Standardized exams are administered annually and results are disaggregated by school, socioeconomic background, gender, and other criteria of student disadvantage.
Inspection	The central government does not require schools to undergo inspections.	The central government requires schools to undergo inspections, but no term is specified.	The central government requires schools to undergo standard term inspections.	The central government requires schools to undergo inspections, with the frequency of inspections depending on the results of the previous inspection.
Improvement planning	Not applicable if the government does not require schools to take part in inspections.	Inspection reports include strengths and weaknesses of the school.	Inspection reports include the strengths and weaknesses of a school, as well as specific priorities for improvement.	Inspection reports include strengths and weaknesses of the school. Schools are required to submit a school improvement plan with specific priorities for improvement following the inspection.
Sanctions and rewards	Sanctions are not administered based on the results of school inspections or school performance on standardized exams.	Sanctions include additional monitoring and/or warnings; they are administered based on the results of school inspections or school performance on standardized exams.	Sanctions include additional monitoring and/or fines, which are administered based on the results of school inspections or school performance on standardized exams. <i>For government-funded, privately managed, and voucher schools: rewards may also be used.</i>	Sanctions include additional monitoring, fines, and as a final measure, school closures; decisions are made based on the results of school inspections or school performance on standardized exams. <i>For government-funded, privately managed, voucher schools: rewards are also used.</i>

<p>Financial reporting <i>(not applicable to independent private schools)</i></p>	<p>The central government does not require schools to report on the use of public funds as a condition for the continuation of funding.</p>	<p>The government requires schools to report on the use of public funds as a condition for continued funding, but on an ad-hoc basis and not according to a standard-term schedule.</p>	<p>The central government requires schools to report on the use of public funds as a condition for continued funding according to a standard term.</p>	<p>The central government requires schools to report on the use of public funds as a condition for continued funding on a standard-term basis, with greater monitoring of schools that have failed to adhere to report requirements in the past.</p>
----------------------------------------------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Table A.1.3. Policy Goal: Empowering All Parents, Students and Communities

Indicator	Latent	Emerging	Established	Advanced
Information	No information is provided to parents on the results of standardized exams or inspection reports.	Ad-hoc information is provided to parents on standardized exam results or inspection reports.	Regular information is provided to parents on standardized exam results or inspection reports.	A variety of sources provide parents regular information provided on standardized exam results (disaggregated by school, socioeconomic background, gender, and other criteria of student disadvantage.) and inspection reports. Policy specifies information on interventions designed to targeted disadvantaged student groups.
Voice	Not applicable if the government does not require schools to take part in inspections.	Neither students nor parents are surveyed as part of the inspection process.	Students and/or parents are interviewed as part of the inspection process.	Student and parents are interviewed as part of the inspection process.
Selection <i>(not applicable to independent private schools)</i>	Schools are allowed to select students based on both academic performance and geography.	Schools are allowed to select students based on academic performance or geography.	Schools are not allowed to select students but schools are not required to use a lottery if oversubscribed.	Schools are not allowed to select students and are required to conduct a lottery if school if over-subscribed.
Contributions <i>(not applicable to independent private schools)</i>	Parental choice is restricted by compulsory monetary parent contributions that, if not paid, prohibits a child from attending the school.	Parental choice is restricted by voluntary monetary contributions (i.e., contributions to a school fund).	Parental choice is restricted by voluntary nonmonetary contributions (i.e., in-kind labor or goods) to a school.	Parental choice is not restricted by any type of required parental contributions.

Table A.1.3. Policy Goal: Empowering All Parents, Students and Communities

Indicator	Latent	Emerging	Established	Advanced
Tuition fees <i>(for independent private schools only)</i>	The central government sets standardized tuition fees.	The central government does not set standardized tuition fees, but imposes a tuition cap (an overall amount or percentage increase).	Schools set fees, but those fees are subject to review by the central government.	Schools set fees without any review by the central government.
Financial support <i>(for independent private schools only)</i>	The central government does not provide tax subsidies or cash transfers to families whose children attend private schools.	The central government provides tax subsidies to families whose children attend private schools.	The central government provides tax subsidies and cash transfers to families, which can be used to enable their children to attend private schools.	The central government provides targeted cash transfers that can be used by disadvantaged students attending private schools.

Table A.1.4. Policy Goal: Promoting Diversity of Supply

Indicator	Latent	Emerging	Established	Advanced
Ownership	The central government allows one of the following types of organizations to operate schools: Community Not-for-profit Faith-based For-profit	The central government allows two of the following types of organizations to operate schools: Community Not-for-profit Faith-based For-profit	The central government allows three of the following types of organizations to operate schools: Community Not-for-profit Faith-based For-profit	The government allows all of the following types of organizations to operate schools: Community Not-for-profit Faith-based For-profit

Table A.1.4. Policy Goal: Promoting Diversity of Supply

Indicator	Latent	Emerging	Established	Advanced
Certification standards	Certification standards, which are not linked to education outcomes, restrict market entry. These include all of the following: 1. land (undulating, distance from public venues, etc.) 2. facilities (separate science labs, weather vanes, etc.) 3. assets (ownership of land or buildings)	Certification standards, which are not linked to education outcomes, restrict market entry. These include two of the three following criteria: 1. land (undulating, distance from public venues, etc.) or 2. facilities (separate science labs, weather vanes, etc.) 3. assets (ownership of land or buildings)	Certification standards, which are not linked to education outcomes, restrict market entry. These include one of the three following criteria: 1. land (undulating, distance from public venues, etc.) 2. facilities (separate science labs, weather vanes, etc.) 3. assets (ownership of land or buildings)	Certification standards, which are not linked to education outcomes, do not restrict market entry.
Market entry information	Registration/certification guidelines are not officially outlined.	Registration/certification guidelines are not made public and available only upon request.	Registration/certification guidelines are made public, but by a single source.	Registration/certification guidelines are made public and by multiple sources.
Regulatory fees	Schools are able to operate while paying four or more types of fees.	Schools are able to operate while paying two to three types of fees.	Schools are able to operate while paying one type of fee.	Schools are able to operate without paying fees.
Funding <i>(not applicable to independent private schools)</i>	Academic operating budgets are not equivalent to per-student funding amounts in public schools.	Academic operating budgets are equivalent to per-student funding amounts in public schools.	All budgets — academic and other, such as for facilities and transport — are equivalent to per-student funding amounts in public schools. Schools do not receive targeted funding to meet specific student needs.	All budgets — academic and other, such as for facilities and transport — are equivalent to per-student funding amounts in public school. Schools receive targeted funding to meet specific student needs.
Incentives <i>(not applicable to independent private schools)</i>	No incentives exist.	Schools are supported by one of the following: 1. start-up funding similar to that provided to public schools	Schools are supported by two of the following 1. Start-up funding similar to that provided to public schools 2. access to government land	Schools are supported by all of the following 1. Start-up funding similar to that provided to public schools

Table A.1.4. Policy Goal: Promoting Diversity of Supply

Indicator	Latent	Emerging	Established	Advanced
		2. access to government land or unused government facilities 3. exemption from local taxes (i.e., property taxes) similar to that granted to public schools	or unused government facilities 3. exemption from local taxes (i.e., property taxes) similar to that granted to public schools	2. access to government land or unused government facilities 3. exemption from local taxes (i.e., property taxes) similar to that granted to public schools
Planning <i>(not applicable for independent private schools)</i>	Schools are provided information on the allocations to be transferred to them less than 1 month before the start of the academic year.	Schools are provided information on the allocations to be transferred to them between 1 and 3 months before the start of the academic year.	Schools are provided information on the allocations to be transferred to them between 4 and 6 months before the start of the academic year.	Schools are provided information on the allocations to be transferred to them more than 6 months before the start of the academic year.
Coverage <i>(for privately managed schools only)</i>	Coverage of charters is restricted by three of the following: 1. student numbers 2. school numbers and location (i.e., certain cities or districts) 3. only new or only existing schools are able to become charters	Coverage of charters is restricted by two of the following: 1. student numbers 2. school numbers and location (i.e., certain cities or districts) No restrictions due to new/existing school status.	Coverage of charters is restricted by one of the following: 1. student numbers 2. school numbers and location (i.e., certain cities or districts).	No restrictions. Charters are not restricted by student numbers, school numbers, or location (i.e., certain cities or districts).

The Systems Approach for Better Education Results (SABER) initiative collects data on the policies and institutions of education systems around the world and benchmarks them against practices associated with student learning. SABER aims to give all parties with a stake in educational results—from students, administrators, teachers, and parents to policymakers and business people—an accessible, detailed, objective snapshot of how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of engaging the private sector in education.

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

