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Senegal's Reading Program: PALME

A G2G Case Study

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G2G Education Toolkit

Case Study: Senegal's Reading Program: PALME

Senegal's PALME reading program is an extraordinary case of G2G programming. The USAID/Senegal Mission and Education Team, in close coordination with Government, the Ministry of Education, and other donors have designed and are implementing an early grade reading project within the national education sector program, entirely through G2G financing. The case study provides a valuable source of lessons and good practices for G2G education projects and identifies some questions and challenges ahead for USAID Missions to consider.

Education Office
Economic Growth, Education and Environment
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FOREWORD

Government-to-government Education Toolkit

In line with the compelling policy guidance of USAID Forward, Agency Education Officers are currently exploring and developing new government-to-government (G2G) modalities in education projects. An immediate need exists for tools and training materials that will assist Education Teams as they design, implement, and monitor G2G activities to achieve USAID Strategy Goals in Education.

Under the leadership of the Bureau for Economic Growth, Education and Environment's (E3) Education Office, the **G2G Education Toolkit** has been developed to provide this support. The Toolkit includes a literature review; an analysis of lessons learned and best practice; an analytic framework and roadmap; operational tools; and case studies. Additionally, sample G2G operational documents from Missions currently undertaking government-to-government activities are available to guide field staff.

G2G Education country case studies capture the lessons learned through documentation of Missions' operational steps in assessing, designing, implementing and evaluating education projects with G2G financing.

Acronyms and Abbreviations

CDCS	Country Development Cooperation Strategy
DAGE	MOE Directorate for Administration and Management
DEE	MEO Directorate for Elementary Education
DI/MOEF	Directorate of Development Investment/ Ministry of Economy and Finance
DLI	Development Leadership Initiative at USAID
DPRE	MOE Directorate of Planning and Education Reform
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
FARA	Fixed Amount Reimbursable Account
FATDC	Foreign Affairs, Trade and Development Canada (formerly CIDA)
FSN	Foreign Service National (USAID)
G2G	Government to Government financial assistance (USAIS)
GOS	Government of Senegal
GPE	Global Partnership for Education
IDA	International Development Association, World Bank
IGEN	MOE General Inspectorate of Education
INEADE	National Research Institute for Education
JICA	Japan International Cooperation Agency
MCC	The Millennium Challenge Corporation
MOE	Ministry of Education
MTEF	Medium Term Expenditure Framework
PALME	<i>Partenariat pour l'Amélioration de la Lecture et des Mathématiques à l'Ecole Élémentaire / Partnership for the Improvement of Reading Skills in Primary Schools</i>
PAQUET	Program for Quality, Equity, and Transparency Improvements in Education
PDEF	Education Sector Program (2001-2011)
PIL	Project Implementation Letter
PFMRAF	Public Financial Management Risk Assessment Framework

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I. INTRODUCTION

Overview of USAID/Senegal's PALME Project

Senegal's PALME reading program is an extraordinary case of G2G programming. The USAID/Senegal Mission and Education Team, in close consultation with Government, the Ministry of Education (MOE) and other donors, have designed a project entirely with G2G financing. This project is being implemented within a national sector program and prioritizes early grade reading improvement.

The PALME project (*Partenariat pour l'Amélioration de la Lecture et des Mathématiques à l'Ecole Élémentaire*) reflects national priorities for education development and is a central program of PAQUET, the new national Education Sector Plan 2012-2025 (*Programme d'Amélioration de la Qualité, de l'Equité et de la Transparence*). PALME seeks to improve the reading and math learning outcomes of primary school students in Senegal. It illustrates two major shifts in the government policy agenda: a) away from access to education to a focus on the quality of learning, and b) the move away from individual donor projects to government leadership and use of government systems for bi-lateral and multi-lateral financing. USAID/Senegal is managing PALME entirely through a government-to-government (G2G) modality of an \$18 million, three year FARA. To guide performance, the FARA has numerous milestones addressing issues of institutional planning, capacity building, curriculum development, training, instructional materials, monitoring, assessment, and evaluation. Other donors, notably the World Bank, the Canadian International Development Agency (CIDA), and Japan International Cooperation Agency (JICA), are co-partners in the overall financing of PALME (an estimated \$100 mill over four years). They will jointly support PALME through a donor coordination group chaired by USAID.

II. THE NATIONAL AND EDUCATION SECTOR CONTEXT

USAID is the largest bilateral donor in Senegal and currently chairs the education sector donor group. Agency policy dialogue and the relationship with the government have been exemplary over the past ten years. The analysis carried out for the Mission's current Country Development Cooperation Strategy (Feb 2012) illustrates the generally favorable context for the use of G2G in the education sector.

Political context

Senegal has a long and uninterrupted history of stability since independence in 1960. Successive government administrations have devoted considerable resources to the social sectors. Education accounts for almost 40 percent of Senegal's operating budget which has led to significant increases in primary school enrollment over the past ten years. Substantial

improvements have also been made in the health sector over the previous decades resulting in reduced infant and maternal mortality.

Senegal has evolved on the political spectrum. From a beginning as a highly centralized one-party state, the country now firmly engages in multi-party rule and registers 150 political parties. A large and vocal civil society, coupled with a politically-engaged citizenry, promotes government accountability. The press is considered to be free and a national Press Code outlining the rights of journalists is in place. In 2000, Senegalese citizens exerted their political might by voting in Abdoulaye Wade thereby unseating the reigning Socialist Party which had governed the country since independence. A growing civic society, at the end of Wade's regime, protested the lack of transparency and corruption in government. The 2012 elections were considered free and fair, thereby strengthening Senegal's long-standing democratic tradition. The current president won the elections with 65.8 percent of the vote and the coalition supporting the president won 119 parliamentarian seats out of 150. Women make up 43 percent of the current National Assembly, 22 percent higher than in the last legislature.

Economic and social conditions

Senegal is a stable country in an unstable West African region. Its evolution during the last ten years coincided with major conflicts in the region, prompting many private companies and international organizations from other countries to move their operations to Dakar. As a result, development of a strong tertiary service sector has spurred Senegal's growth. Nevertheless, unemployment and underemployment continue to increase. Inequities are widening, particularly between Dakar and the rest of the country, due to rising urban migration. This dynamic has led to a growing urban, non-formal sector composed primarily of women and youth.¹

Economic growth in Senegal has averaged 3.9 percent over the past decade, leading the World Bank to elevate the country to lower middle income status in 2010, with a GDP/per capita of \$1090. While Senegal has considerable growth potential, the country faces many constraints with regards to the business environment and lack of skills development for the workforce; Senegal's overall productivity has remained low, resulting in unchanged levels of poverty. Despite a rising Human Development Index (HDI), approximately 34 percent of Senegal's population lives on less than \$1.25 a day, a considerable portion of the population for a country that has attained lower middle income status. Expectations of growth have been tempered since the presentation of the national Poverty Reduction Strategy Paper (2006-2010) at the Consultative Group meeting in 2007. Initial projections of GDP growth rates of seven or eight percent per year faded with the onslaught of the 2008 global economic crisis.²

¹ Notes from USAID/Senegal (2012). *Country Development Cooperation Strategy*.

² Notes from World Bank/IDA (2012). *Project Appraisal Document/Republic of Senegal for a Quality Improvement and Equity of Basic Education Project*.

Unequal access to social services remains a stumbling block to the attainment of the Millennium Development Goals (MDG). Despite near universal primary school enrollment, illiteracy remains high and a low percentage of children complete basic education. 62 percent of pupils who enter grade 1 complete basic education. Similarly, access to quality health care services is still problematic for many Senegalese in rural and peri-urban areas. Other challenges, including the degradation of the natural resource base and aggravated effects of climate change, are among the country's key challenges. The energy sector, constrained by aging equipment, is not able to keep up with increased demand. The Casamance conflict in southern Senegal has festered for close to 30 years.³

Education Sector Assessments

In the late 1990s, the Government of Senegal (GOS) developed a ten-year national education strategy called the Education and Training Development Program (PDEF, 2001-2011) in order to meet Education for All (EFA) and Millennium Development Goals (MDG). The plan included increasing access to basic education, improving education quality in order to significantly raise school completion rates, and optimizing the country's decentralized education management system.⁴ Since the first three implementation phases of the PDEF, the Ministry of Education has increased the primary school gross enrollment rate from 69 percent in 2000 to almost 93.9 percent in 2011. The enrollment of girls has increased such that in 2011 girls outnumbered boys in primary school.⁵

With the support of development partners, the MOE began the evaluation, assessments, and preparations for a new education sector plan in 2010. These assessments showed:

- I) Quality issues continue to constrain the efficiency of the primary education system. Production of a primary school graduate takes on average 12 pupil years, or twice as many years as is theoretically necessary to move a student through grades one to six. In 2010 the primary completion rate was 59 percent.⁶ Primary school dropout rates have also remained high, with parents often withdrawing their children due to poor academic performance (the reason for 26 percent of all primary school dropouts).⁷

³ Op Cit (USAID 2012).

⁴ Ministry of Education (2003), *Programme de Developpement de l'Education et de la Formation*, Government of Senegal.

⁵ Ministry of Education (2011), *Annee Scolaire 2010-2011, Direction de la Planification et de la Reforme de l'Education*.

⁶ World Bank: <http://go.worldbank.org/PO6JPCB5P0>.

⁷ Ibid World Bank.

- 2) Poor education quality is reflected in low student performance in reading and math. Results from the MOE's National System of Evaluation of Academic Performance showed that 20 percent of sixth graders achieved desired results in French and ten percent of sixth graders achieved desired results in math. A 2009 Early Grade Reading Assessment (EGRA) showed that most students had not acquired basic reading skills by the end of grade three.⁸
- 3) Changes in education policy and financial constraints have negatively affected the quality of primary education. Due to budget limitations and increasing demand for primary schooling, the MOE recruited untrained teachers (often with only a tenth grade education), offering them a brief three-to-five months of training before posting them in classrooms. As a result, the percentage of qualified teachers decreased from almost 90 percent to 72 percent between 1990 and 2008.
- 4) Teacher wages consume over 95 percent of the government's recurrent budget for primary education. This leaves virtually nothing for essential non-wage expenses such as instructional materials, in-service teacher training, monitoring and evaluation. Consequently schools collect fees to meet needs (although this is officially interdicted), driving the poorest children away from school. Development partners actually provide most of the financing for these inputs and services many of which are accounted for through national donor 'investment' accounts.⁹
- 5) Teaching conditions have deteriorated. The total number of learning hours per academic year has decreased from 980 hours in the early 1980s to 675 hours in 2008, a decline of 31 percent. This decrease is a reflection of several issues: a lack of infrastructure and increased double shift classrooms; teacher absenteeism; prolonged closure of schools due to strikes lasting up to several weeks each year. Additionally, teaching and learning materials are lacking. On average, three students share one language textbook and four students share a math textbook. Few schools have libraries. Those that do exist are seldom stocked with relevant or appropriate children's books.
- 6) The lack of effective management, monitoring, and accountability systems at school, district, and regional levels coupled with weak evaluation, research, and data collection capacity hinder effective delivery of education services and quality of learning in primary schools.
- 7) Senegal's first early grade reading assessment, EGRA, was conducted in 2007 in 32 schools with 502 students in first, second and third grades. It evaluated students' abilities to identify

⁸ S.Pouezvera, Madjigene Sock, Aminatou Ndiaye (2010) *Evaluation des Compétences Fondamentales en Lecture au Senegal: Rapport d'Analyse*, Dakar : RTI and FocusAfrica.

⁹ See World Bank (2013).Annex 6, p.102.

letters and their corresponding sounds, decode unknown words, and comprehend a short text in French and Wolof. The report, produced for the World Bank, showed that 45 percent of children tested in French and 51 percent of children tested in Wolof were unable to correctly read more than 5 words of a 60-word text in 1 minute.¹⁰

- 8) A second EGRA in 2009 involved 687 third graders from 50 schools in 11 regions.¹¹ Of the students assessed, 26 percent could not read a single one- or two-syllable word. Students read on average five words-per-minute (wpm) in grade one, 20 wpm in grade two, and 35 wpm in grade three, “all below what is considered a necessary level of fluency to assure comprehension.”¹²

The results of these two reading assessments along with the MOE’s ongoing assessment of student learning in primary schools, point to the need to improve students’ foundational skills in reading.

The Education Sector Plan (2013-25)

The process of sector evaluation led to development of a new ten year education sector program (the Program for Quality, Equity, and Transparency Improvements in Education (PAQUET)). PAQUET is designed on the basis of a sector-wide approach combining investment planning and recurrent spending as well as policy reform to achieve the Government’s education policy objectives: i) achievement of universal primary completion and increased access to secondary and tertiary education; ii) improvement of education quality at all levels, notably learning outcomes in primary grades; iii) increased Government responsibilities and accountability with regards to results; iv) strengthened and improved local communities’ involvement in school management; and v) eliminated disparities (by region, gender, poverty, status, rural/urban location) while promotion of inclusion of children and youth with disabilities. This plan is supported by the education partner group led by USAID.

PFMRAF I

In September 2011, USAID conducted a Rapid Appraisal (Stage I) of Senegal’s public financial management environment. The findings were in three categories: general, fiduciary and governance. First, the assessment found that the overall legal and regulatory framework in Senegal provided a strong basis to meet the standards established by the Public Financial Management Risk Assessment Framework (PFMRAF). GOS technical staff were deemed well

¹⁰ Research indicates that a reading speed of at least 45 to 60 words per minute is needed to achieve fluency and comprehension.

¹¹ Ibid Pouezvara,S. et.al. (2010).

¹² Joseph DeStefano, Mark Robert Lynd, Barbara Thornton (2009). *The Quality of Basic Education in Senegal: A Review*, Center for Collaboration and the Future of Schooling.

qualified even though an integrated approach to funds management was not apparent. Second, though the internal controls around budget implementation were strong, linkages between the Treasury and Budget (Ministry of Economy and Finance) were weak, leading to an absence of an efficient cash plan. Third, in spite of a strong civil society, problems with governance and accountability were apparent. The assessment made the final recommendation to cautiously proceed to Stage 2 of the PFMRAF process contingent on free and fair presidential elections. The final round of the elections held in March 2012 were deemed free and fair; USAID/Senegal proceeded to the PFMRAF Stage 2 of the education sector program.

III. DESIGN OF PALME

A key factor in the development of PALME is the remarkable positive confluence of the national political context, the education sector, and conditions within USAID/Senegal. The national political environment shifted in 2012 with the inauguration of a new President who focused on transparency and reform of public services. In the education sector, a comprehensive and forward-looking education plan was developed and launched. In USAID/Senegal, the quality of leadership in education and the relationship with the MOE and development partners was exemplary. The Mission and MOE had successfully managed a previous \$9 million FARA for middle school construction through a special account established by the Ministry of Economy and Finance (MOEF) in 2008. This project had developed the government's financial management capacity and strengthened relationships between the Agency and MOE.

The Mission supported the new project assessments and design with experienced, long-serving senior staff, including the Regional Legal Advisor, and the Controller, who provided clear guidance on performance of the PFMRAF and the development of an innovative, omnibus FARA. Most importantly, the Education Team Leader, a senior FSN with years of experience in both in the Ministry of Education and with USAID, was committed to the establishment an effective partnership with MOE leadership, using as a basis a strong project design (both from a developmental and educational perspective) and procedures.

Partner Country Consultations

In late summer 2011, the Education Team held discussions with the MOE on Goal One of USAID's new Education Strategy to improve the reading skills of 100 million readers worldwide by 2015. The Education Team discussed potential funding opportunities for an education program targeting foundational literacy and numeracy skills for primary school students. Representatives from the Directorate of Elementary Education (DEE), Directorate of Planning and Education Reform (DPRE), and the National Institute for Research and Action for Educational Development (INEADE) expressed strong interest in pursuing a partnership with USAID that would improve the quality of primary schools leading to better preparation of

students for middle school. The MOE drafted a proposal based on discussions with the Education Team and Regional MOE staff. Those draft ideas were incorporated into a project proposal that would directly fund the MOE to: i) train teachers in an effective instructional approach to teach reading and math, ii) establish and enforce reading and math standards, iii) upgrade and strengthen monitoring and student learning assessment systems, iv) ensure adequate supplies of appropriate learning materials, v) address targeted gender issues, and vi) improve research and evaluation functions.

PFMRAF Stage 2¹³

USAID/Senegal selected the Ministry Education as the first partner system to carry out a PFMRAF Stage 2 assessment, based on the excellent relationship with the MOE and the intention to design PALME with G2G assistance. The assessment was carried out in 2012, not through an external contract, but with USAID staff in partnership with GOS and MOE.

Utilizing relevant findings from the PFMRAF Stage 1 Rapid Appraisal Report, review of documentation of the GOS and donors, in-depth interviews with GOS, key stakeholders in the donor community and civil society, and on-site visits, the team identified the strengths, fiduciary risks, and areas for capacity development.

TABLE I: Major Areas Covered by the PFMRAF Stage 2

Major Areas Covered by the PFMRAF Stage 2
Map of GOS/MOE Fund Flows and Key Offices: <ul style="list-style-type: none">• Country budget cycle and timeline.• Amount of time to move resources through the system.• Relations within the line ministry and how well units work together.• Relations across line ministries and how functional they are.• The situation of decentralization.• The tensions between the line ministry and local governments over resource control.
Map of the donor-GOS landscape: <ul style="list-style-type: none">• GOS structures/systems for donor management.• Donors in the education sector: priorities, funding, and approaches.
Stakeholder analysis: <ul style="list-style-type: none">• Identification of key decision makers within the GOS.• Investigation of the level of external influence (e.g. civil society, donors, etc.).

¹³ These notes were taken from the USAID (2012). *Ministry of Education: Public Financial Management Risk Assessment Framework*. The full PFMRAF Stage 2 report is in Annex 2.

Findings: Strengths

- Beginning in FY 2008, the MOE successfully implemented a \$9 million USAID financed FARA to build schools.
- The Ministry of Economy and Finance (MOEF) has a strong and competent workforce that is generally shielded from invasive political influence. This workforce understands the challenges that face them. In addition, USAID has hired two FSNs in the Development Leadership Initiative (DLI) who will work at the MOE. They are well-versed in USAID procedures and will facilitate solutions to problems as they arise in the implementation of PALME.

Findings: Fiduciary Risks

- The Directorate of Investment, Ministry of Economy and Financing (DI/MOEF) establishes separate donor accounts in commercial banks so donors can track the use of project funds. While this practice is favored by donors, it has also delayed efforts by the GOS to put in place a donor Treasury Single Account (TSA). As a result the Treasury's ability to effectively plan the utilization of scarce resources has been reduced. Following this standard GOS practice, DI/MOEF will establish a separate commercial bank account for the implementation of PALME.
- The large proportion of “Corps Emergents” (contractual teachers) leads to frequent under-estimation of funds needed for teacher wages. This has led to recurrent budget overruns, which are covered by cutting already very low expenditures in other priority areas to finance wages.
- Although these findings do not present a short term risk to USAID, since it uses a FARA based on outputs rather than the reimbursement of cash expenditures, they do pose a significant long-term threat to the sustainability of quality improvements in basic education.

Conclusion of the PFMRAF Stage 2 Risk Assessment

USAID found that the overall public financial management risk for the PALME project was low. None of the risks that impact PALME were deemed to be high and could be addressed through near-term mitigation measures and longer-term capacity building actions. USAID/Senegal decided to fund the MOE through a FARA, since this G2G modality minimizes risks. The delivery of funds is based on successful completion of milestones, not on the reimbursement of accounted expenditures. On this basis the Mission determined that PALME would be financed entirely through a G2G FARA of \$18 million over three years (Oct 2012 – Sep 2015).

Key Features and Lessons from the PFMRAF Process

- The use of Mission personnel to conduct the Stage 2 PFMRAF built on existing relationships with MOE staff and made positive contributions to the MOE's sense of working in partnership with USAID. Additionally, the capacity of the Mission and MOE to do

government systems risk assessments was increased and built relevant and sustainable institutional knowledge of the Ministry's financial control systems.

- Stage 2 of the PFMRAF process took place simultaneously with the project design negotiations and decisions, contributing to PALME design. The PFMRAF process did not delay PALME startup as it might have done if the Mission had to await a report from an external consulting group and review that report internally.
- The broad scope of PFMRAF 2 provided an overview of system strengths and deficiencies. Drawing on this assessment and building on the efforts of other donors, the Mission and MOE have developed a mitigation and capacity-building plan to reinforce the longstanding history of the Ministry of Education and Ministry of Economy and Finance in positive public financial management of direct government-to-government assistance funds. The Mission ensured that all the questions required to authorize use of country systems with G2G financing were answered.

The PALME Project: Core Components

As a result of consultations with the MOE and other development partners, and the PFMRAF assessment, the PALME project was designed with three core components, to be funded entirely through a FARA:

- 1) *An improved reading and mathematics teaching and learning system.*¹⁴ This component addresses four key factors at the technical core of PALME: a) increased instructional time for reading; b) provision of relevant and accessible reading materials; c) improved teaching practices that make a difference in student reading and math achievement; and d) expanded use of student assessments to help teachers and policy makers identify pedagogic strategies to improve performance.
- 2) *Improved capture of student assessment data and incorporation into the Education Management Information System (EMIS) for reading and math.* PALME supports two major categories of student assessment: a) Formative assessments through continuous assessments. These are classroom tests that gather information on students' developing knowledge and skills on a regular schedule; and b) summative assessments, using pre-and post-tests to evaluate student acquisition of specific reading skills over a year of schooling.
- 3) *Increased research and evaluation capacity within the MOE.* In addition to developing a national system that will assess students in reading and math in grades one to six, the MOE will facilitate the collection of baseline, annual and end-line data to support an external impact assessment of PALME. The impact assessment will provide an analysis of costs and effects of PALME's expansion to schools and districts receiving different levels of intervention.

¹⁴ Note that the overall MOE PALME program included improvement of teaching and learning for mathematics, which is supported by JICA.

PALME: Theory of Change

A number of theory of change principles are embedded in the design and management of PALME. These include:

- **Work through existing GOS technical and financial offices.** USAID and other development partners will work through government offices to strengthen partner country systems, improve central, regional, and district level capacity, build partner-government ownership, and increase project sustainability. These are all key objectives of USAID Forward and aligned with the goals of the Paris Declaration on Aid Effectiveness.
- **Partnership with Government and Stakeholders.** The principle of partnership and joint learning with government and other donors was honored at all stages of the education sector evaluation, preparation of the education sector plan, the PFMRAF stages 1 and 2, and the detailed design of the PALME G2G milestones. The G2G assessment and design required a time-bound, specific set of technical, management, and financial negotiations and decisions involving USAID, the Ministry of Economy and Finance, the Ministry of Education, and other development partners, notably the World Bank, Canada (FATDC) and JICA. This partnership and coordination are critical given that USAID is actually providing less than 20 percent of the total external financing for PALME.
- **PALME as a learning process, not a pre-packaged set of steps.** Although USAID and the MOE drew on the best of contemporary research and guidance on early grade reading, they also built processes of assessments and reporting into the project design. These processes feed into structures of coordination and consultation, thereby providing the basis for institutional learning and capacity building.
- **Institutional Capacity Development the responsibility of MOE.** A unique feature of the PALME design, reflected in the FARA milestones, is the requirement that the MOE, through a consultative process, engage in the assessment, identification, and implementation of institutional capacity building to coordinate, manage and evaluate the PALME project. For example, under first year Milestone #1.2, the MOE is to develop a Capacity Development Plan to strengthen technical and supervisory skills at district education offices to support PALME implementation. Also, the MOE is responsible for preparation of a Performance Monitoring Plan and the specifications for procurement of an independent group to conduct an external impact evaluation. Typically these types of technical functions in USAID projects are contracted out to international contractors or grantees, whereas

under PALME, the MOE is responsible for the procurement and management of these technical functions.

USAID does provide MOE with technical assistance through the innovation of embedding two FSN's within key MOE implementation units. The FSNs are knowledgeable of Agency procedures and are experienced and respected within the MOE. They play a collegial, supporting role in early identification of challenges and solutions. They contribute in an invaluable way to building the sense that PALME is truly a 'partnership' between the MOE and USAID and not just another 'project.'

- **Strengthening assessments and evaluations functions for feedback, learning and accountability.** Another key feature of the PALME design is the emphasis placed on development of institutional capacity based on frequent feedback on performance from classrooms, schools, districts and national levels. The PALME milestones include the development and implementation of a baseline; annual pre- and post-tests in reading and math; continuous assessments of reading skills within the classroom; teacher and community action research; and the use of Quality Circles for school clusters to shape their own improvements through examination of data and experiences. This body of assessments and evaluations plays a critical role in building better practice and institutional capacity to deliver learning results.
- **Incentives for institutional reform and performance.** Much of the analysis of aid effectiveness and social change comes to the conclusion that institutional incentives are essential for the reform of systems. The World Bank, in a Basic Education Project supporting the PALME program, uses an incentive grant system to stimulate improved school and district performance on PALME indicators of outputs and student learning gains.¹⁵ This grant system provides non-wage recurrent financing at district and school levels necessary to meet basic requirements. Canada (FATDC) finances instructional materials and texts. In addition, the incentive financing guides schools and districts to prepare plans for performance improvement based on data from their assessments. Those schools and districts which perform well against the indicators in their respective approved plans receive incentive funding in the form of Performance-based contracts (PBCs).

The PIL and FARA Milestones

Extensive extracts from the Project Description, Milestones and the Project Implementation Letter (PIL) are located in Annexes 1, 3 and 4. A summary of key features is presented here:

¹⁵ The annual average grant is \$780 for each of 8,500 schools and about \$45,000 per district in 56 districts.

1. The PALME FARA was designed as an omnibus of about 15 milestones and some 40 sub-tasks per year for a total of 45 milestones over three years. The milestone activities specify curricula changes, instructional materials, teacher in-service pedagogic training, management plans, supervision, assessment, and monitoring and evaluation activities needed for an effective early grade reading program.
2. The \$18 million FARA is catalytic in that it serves as the technical core for other donor funding supporting PALME with an estimated \$100 million.
3. Built into the Project Description and the milestones are key technical steps and activities which current research suggests are critical to improve reading. These include
 - i) Training and supporting teachers in practices essential to successful reading programs (oral fluency, phonics, vocabulary development, reading practice, reading comprehension);
 - ii) Increasing instructional time for reading;
 - iii) Providing appropriate and adequate texts in the hands of children;
 - iv) Assessing reading skills with both classroom and national tests.

One element not present in PALME but recommended by international guidance is the use of national languages for the breakthrough to literacy. Despite MOE awareness of research on the benefits of mother tongue language for early instruction, such a radical policy reform, unsuccessfully attempted in the past, was determined by MOE and USAID to be impractical at this time for Senegal. The language of literacy and instruction in schools is French.

4. Output-based milestones assist MOE with structural reforms (e.g., development of PALME work plans encouraged coordination and collaboration with various departments of the MOE that do not typically work with each other.) Milestones were mutually determined with USAID and not linked to specific completion dates. This allows flexibility in the implementation process when things don't go as anticipated.
5. The Investment Directorate of the Ministry of Economy and Finance (DI/MOEF) established a special PALME account in a commercial bank. The sequence of reimbursements into that account, based on completion of milestones, provides the funds for further milestone activities. Two related innovations assist in smooth financial management. A partner-country counterpart fund of 25 percent allowed MOE to get started prior to the signing of the FARA without an advance from USAID. Secondly, the ID/MOEF set up a second PALME revolving account within the MOE from which officials can rapidly draw limited amounts for the implementation of milestone activities without waiting for clearance from ID/MOEF. The ID/MOEF special account is used to pay for large procurements and replenishment of the MOE account.

- Milestone reimbursements were frontloaded. Completion of the first milestone, which required MOE to submit work plans for implementation, monitoring, and evaluation, triggered a USAID deposit of \$1,083,600 to the special account, thus providing significant financing shortly after the signing of the PIL.

Role of other donors: World Bank, CIDA and JICA

USAID's PALME project is an integral component of the national PALME program and the education sector plan (PAQUET).¹⁶ The program goal is to improve teaching and learning in basic education with specific emphasis on reading and mathematics learning achievement. The overall financing for this project from external donors is estimated to be approximately \$100 million over the period 2013 – 2018. The World Bank, with financing from the Global Partnership for Education, is providing a total of \$48 million to PALME. Details are in Table I.

Table 2: PALME External Financing from World Bank and GPE Quality Improvement and Equity Basic Education Project: 2014 – 2018

Component			
I. Improving quality of basic education	IDA	GPE	Total
I.1 District Performance Grants	10		\$10
I.2 School Performance Grants		26.7	\$26.7
I.4 Pre-service teacher training	.1	4	\$4.1
3. Project implementation and capacity building at central and regional MOE			
3.1 Project implementation and management: DPRE, DAGE, INEADE, Internal Audit, and regional departments	2.0	0.2	\$2.2
3.2 Monitoring and evaluation systems at central, regional and districts (INEADE)		2.0	\$2.0
3.3 Strengthening decentralization of inspection at regional and district	2.8	0.5	\$3.3
OVERALL TOTAL	\$14.9	\$33.4	\$48.3

Canada is providing \$200 million over this period as sector budget support; long-term technical assistance to strengthen MOE management capacity at the central level; supply and distribution of textbooks; and primary education curriculum reform. JICA is supporting the assessment, materials and teacher training related to early grade mathematics and the improvement of

¹⁶ Note that PALME is a Government program with USAID support through the Agency (PALME) project.

school-based management. Together, the estimation of the contribution of Canada and JICA is roughly \$34 million to activities specific to PALME.

With the World Bank and GPE financing of \$48 mill, with Canada and JICA providing the equivalent of \$34 million, and USAID's financing of \$18 million, the PALME project will be funded at a level of roughly \$100 million from 2012 to 2017. Thus, PALME provides an exemplary case of USAID to leverage other development partner resources through excellent cooperative and technical leadership while making a modest contribution to the overall financing for a program to improve reading and math learning outcomes.

IV. IMPLEMENTATION

This case was prepared just over one year after the launch of PALME in October 2012. The new PALME Coordinating Unit in the Ministry of Education have been effective in bringing together and working with the various directorates responsible for implementation of PALME: Elementary Education(DEE), Administration and Management (DAGE); Planning and Education Reform (DPRE); Communications Unit (public relations and the media); Inspectorate (IGEN); and the National Research Institute for Education (INEADE).

Heads of the Ministry's Directorates and other key officials all emphasized the innovative and effective management of PALME in establishing: a) the clear and important objective of improved reading and math achievement in primary education with measurable indicators, towards which all were working; b) the process of teamwork and collective learning which is building MOE capacity; c) the ownership and leadership of MOE (rather than of donors or contractors), in the design, management and evaluation of the program; and d) a high level of enthusiasm and commitment to achieve results.

The Director of the Primary Education (DEE) explained, "We are in the driver's seat. This is different from past project experiences where consultants drove the design and the project. Now we are empowered by this project, and it improves our work, our coordination. This is very important to us." The Coordinator for PALME at the Ministry of Education described the eighteen month consultative process of policy review and design leading to PALME, citing the national priority the education sector plan placed on measurement and achievement of better learning results in primary school. This consultative process led to a strong understanding and commitment by MOE staff on the steps needed to achieve these results. She explained that this understanding and commitment facilitates the regular and frequent inter-departmental consultations and problem-solving necessary to implement the project.

This being said, the actual schedule of implementation has not moved as rapidly as planned. Development partner inputs have not gotten started or implemented as originally planned in the Milestone schedule. In particular, the design and procurement of instructional materials and texts, financed by Canada, has taken almost a full year. Only in November 2013 is delivery of the materials from districts to schools commencing.¹⁷ This has delayed the initiation of district and school level training, central to the implementation of many of the other PALME milestones. Additionally, the World Bank project, which funds districts and schools, will not begin to disburse funds until 2014.¹⁸ Equipment needed in the districts for planning, training and supervision has been slow in delivery, with printers still awaited. These delays constrain the capacity of districts and schools to implement first year milestones related to teacher professional development, such as continuous assessment, action research and Quality Circles (Milestones 1.7 to 1.13.). Also, districts have not been able to process and analyze the data from the pre- and post-tests given in 2012/2013 (Milestones 1.4, 1.5, and 1.14). These milestones are now to be completed by a central team from INEADE travelling out to regions and districts to process and analyze the data from the administration of the pre- and post-tests.

An important feature of the PIL and milestones is that although they are sensitive to sequencing (e.g. teacher training cannot be carried out until instructional texts are developed and available), they are not time sensitive. Thus, if anticipated year one milestones are not completed within that time, completion in year 2 triggers release of full reimbursements. Annex [5] provides a checklist for the implementation of the Year 1 Milestones.

V. SUMMARY AND LESSONS LEARNED

Every country represents a unique context, one which provides opportunities and constraints for development assistance and education reforms leading to greater access, equity and learning. A key factor in the development of USAID/Senegal's PALME project was the remarkable confluence of three significant factors: a) national political changes with the instigated by inauguration of a new president in 2012; b) the preparation and launching of a national, forward-looking education sector plan; and c) the quality of USAID/Senegal's leadership, risk tolerance, innovation, and strong relationships with the Ministry of Education and development partners.

Keeping in mind that Senegal provided a favorable context for the design of a Goal I education project using G2G modalities, what are the key features and lessons that can be drawn at this

¹⁷ The slow pace is partially accounted for by the fact that MOE applies procurement procedures as defined by World Bank standards; these take considerable time for review and clearance.

¹⁸ World Bank PAD (2013). Annex 8 Detailed project cost by component. pp.114-115

stage from the relatively new PALME project? The summary of these features and lessons is organized here by headings of assessment, design and implementation.¹⁹

Assessment

- Senegal's newly elected government wanted to shift priority of the education sector to quality. A series of national assessments, including EGRA and EGMA, established a priority on reading and math for primary education in the new national education plan (2013-2025).
- The entire USAID Mission was involved in the PFMRAF process, establishing a learning curve, and deepening relationships and knowledge about the Ministry of Economy and Finance and Ministry of Education. Since the MoE had not undergone a Public Expenditure Review in some time, other donors, including the World Bank supported the PFMRAF process.
- USAID/Senegal was well positioned to take the lead with the MOE on the development of PALME. A strong education team leader, a senior FSN with extensive experience in both in the Ministry of Education and USAID, was committed to establishing effective partnerships with MOE leadership. Experienced and mature senior USAID staffs in place were open to innovative and flexible approaches in the use of G2G mechanisms. The MOE appreciated the technical approach USAID provided in defining learning processes and outcomes for early grade reading.

Design

The PALME design is based on a sound and sequenced theory of change that focuses on:

- USAID and other development partners work through existing GOS technical and financial offices to strengthen partner country systems, improve central, regional, and district level MOE capacity, ensure partner-government ownership, and increase project sustainability.
- At all stages of the project assessment and design, the principle of partnership and joint learning with government and other donors was honored. This has helped to catalyze up to \$100 million to finance the PALME program.
- Although USAID and the MOE drew on the best of contemporary research and guidance as the basis for improvements in early grade reading, they also built into the project design assessments and reporting at school, district, regional and national levels. This information, utilized to improve performance, provides the basis for institutional learning and capacity building.

¹⁹ The monitoring and evaluation of PALME is built into the design and is reflected by the assessment of milestone activity completion. These are early times to draw lessons from the project evaluation activities, since the first pre- and post-test results are still awaited and classroom continuous assessments and action research have not yet started.

- Much of the analysis of aid effectiveness concludes that institutional incentives are essential for the reform of systems. In PALME, a system of grants to districts and schools works as to incentivize performance on indicators of outputs related to student learning gains.²⁰
- PALME was designed as an innovative, omnibus FARA that targets all the critical activities needed to achieve an effective early grade reading program.

Implementation

- The MOE established a new office to coordinate all PALME activities across directorates and units. This office meets on a regular and frequent basis with all key players to review progress and effectively address challenges and solve problems.
- The MOE is responsible for designing relevant institutional capacity strengthening, procuring technical assistance when required. USAID does provide the MOE with two FSNs who play a supporting role in identification of challenges and seeking of solutions. As with the role of the (FSN) Education Team Leader, FSNs are key players in design and implementation of G2G projects.
- Milestone reimbursements are frontloaded, providing significant financing to the special account shortly after the startup of PALME. The establishment of the special account of the ID/MOEF in a commercial bank and the sequence of multiple milestones for reimbursement provide a revolving account from which MOE can continually draw to finance further milestone activities.
- Output-based milestones assist MOE with structural reforms such as establishment of a Coordination Unit. The Milestones are mutually determined with USAID and are not linked to specific dates for completion. This allows flexibility in the process when implementation does not go as anticipated.

VI. CHALLENGES AHEAD AND CASE QUESTIONS

Implementation time frame

Evident from the delay in the first year of implementation, the ambitious time frame for the implementation of PALME was not realistic. This is primarily not for lack of capacity within the MOE or from any fault in the sequencing of project activities and milestones. Rather the delay reflects the complex set of relationships and actions that must be carried out by all partner development agencies and within the MOE to implement the full project. For example, until

²⁰ The system of grants is funded by the World Bank and GPE.

procurements were completed and books delivered to schools, initiation of field-based teacher training was not possible. Trained teachers in turn are needed to improve instructional practices, continuous assessments, and action research.

With the new instructional materials about to be distributed to schools after the first term, the field training will begin. At this point the institutional capacity for management of the reform at regions, districts and schools will become evident. No doubt, much will be learned from this initial roll-out with anticipated delays in completion of milestone activities within the planned time frame by some districts and schools. A strong focus on assessment of activities, successes and problems arising at the districts and the schools will be needed in 2014, based on emerging data from the field.

The design and principles of PALME will need to guide the processes of institutional learning and capacity development at this stage. Management of reform of education systems is not so much about compliance with pre-planned actions and schedules as it is about learning to manage for results based on developing evidence in the complex and changing contexts of schools, communities and institutional culture.

Longer term sustainability

Issues of program sustainability transcend the immediate challenges and implementation of PALME. One issue concerns the modality by which the GOS accounts for donor financing of development projects and how this distorts the structure of the government's education budget. Another issue is the challenge of financing Senegal's basic education program.

A standard practice of the Directorate of Investment/Ministry of Economy and Finance is to establish a special account for each project from each donor (as is the case for USAID's PALME FARA financing). The existence of as many as 1,000 special accounts across all sectors and all donors is estimated. The Treasury does not attempt to monitor, review or reconcile all these accounts. The ID/MOEF does require quarterly and bi-annual reports from sector ministries on the use of the project accounts. These amounts do appear in the GOS's Medium Term Expenditure Framework and in the annual government budget as 'investments.' They are thus an integral part of the Government's financial system. However, most donors require that the use and accounting of their funds be tracked,²¹ leading to the establishment of separate accounts in parallel with the public budget financed through local funds.

The distortion arises in PALME, as in many other development projects, insofar as many of the project activities financed through G2G as well as by other donors are, in fact, recurrent on an

²¹ Note that the FARA does not require fund tracking since it provides reimbursements on the basis of completed milestones and not on an accounting of funds expended.

annual basis. These activities include the procurement and distribution of instructional materials; the in-service professional supervision and training of teachers; school-based continuous assessments; monitoring and evaluation; and overall planning and management of PALME implementation. The designation of funds accounted for as ‘investments’ supports an unwarranted assumption that these activities, as investments, are temporary and will be expended when the project is completed. This of course is not a reflection on PALME specifically (since a FARA does not actually require a special account), but rather as a characteristic of GOS-donor financing relationships.

That distortion is reflected in the overall budget of the MOE, in which over 95 percent of recurrent expenditures from the government’s public budget are allocated to wages, leaving almost nothing for the critical non-wage expenditures necessary if teachers and education officers are to carry out their work effectively. International research suggests that somewhere between 20 to 30 percent of an education sector recurrent budget for basic education should be utilized for non-wage expenditures. In Senegal, at this point, these funds are almost entirely provided by donors. This is not sustainable.

The World Bank, the MOEF, and the health sector within USAID are working on the policy implications and institutional reforms that would bring about a more coherent structure and financing for public services. As PALME is implemented and a second stage envisaged for G2G in education, a suitable development goal could be to provide sector financing for mutually agreed priorities, milestones and activities within a budget structure that reflects these priorities. Such a project would then be financed largely through Sector Budget Assistance, or, when GOS systems are fully developed and effective, through General Budget Assistance.

Case Questions

PALME is now just over one year into implementation. The innovative design will be put to many tests. Some issues will only emerge with further experience. Three sets of questions are posed for the case:

1. What are two key challenges the second year of PALME implementation will face? How would you address these challenges?
2. What is the major challenge for the long-term sustainability of PALME? How could this be addressed in the design and implementation of the USAID project?
3. Which of the features of the assessment, design, and implementation of PALME could be implemented within your country context? Why would these be, or not be, advisable?

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VIII. ANNEXES

- 1. Program Description/selections**
- 2. PALME Milestones**
- 3. Extractions for the PIL**
- 4. Year I Milestones Implementation Checklist**



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Annex I: PALME Project Description

Partnership for the Acquisition of Reading Skills in Primary Schools (PALME)

PROJECT DESCRIPTION

Cooperating Country:	Senegal
Development Objective:	More effective citizen participation
Contracting Agency:	USAID/Senegal
Proposed Project:	The Partnership for the Acquisition of Reading Skills in Primary Schools (PALME in French) is a four-year, \$18 million basic education project, which seeks to improve the reading and math learning outcomes of primary school students in Senegal. In order to achieve this goal, the project will work directly with the Ministry of Education to improve reading and math classroom instruction, strengthen school monitoring and student learning assessments at local and national levels, as well as increase research and evaluation capacity within the Ministry of Education.
Proposed Beneficiaries:	2,647,078 primary school students in grades 1-6 52,394 primary school teachers in grades 1-6 8,529 primary schools 56 school districts
Proposed Regions:	All 14 Regions: Dakar, Diourbel, Fatick, Kaffrine, Kaolack, Kedougou, Kolda, Louga, Matam, Tambacounda, Saint Louis, Sedhiou, Thies, and Ziguinchor
Project Duration:	2012 – September 2015
Estimated Cost:	USD \$18,000,000
Program Area:	Education
Implementing Partner:	Government of Senegal: Ministry of Education
Mechanism:	Fixed Amount Reimbursement Agreement (FARA)

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1. BACKGROUND

Country Context

In the late 1990s, the Government of Senegal (GOS) developed a ten-year national education strategy called the Education and Training Development Program (PDEF) in order to meet Education for All (EFA) and Millennium Development Goals (MDG). The plan included increasing access to basic education, improving education quality in order to significantly raise school completion rates, and optimizing the country's decentralized education management system.²² Since the first three implementation phases of the PDEF, the Ministry of Education (MOE) has increased the primary school gross enrollment rate from 69% in 2000 to almost 93.9% in 2011 and increased the enrollment of girls such that in 2011 girls outnumbered boys in primary school.²³

However, quality issues continue to constrain the efficiency of the primary education system. For example, it takes on average 12 pupil years to produce a primary school graduate, or twice as many years as is theoretically necessary to move a student through grades 1-6. In 2010 the primary completion rate was only 59%, and a child entering first grade had only a 62% chance of reaching grade 6.²⁴ Primary school dropout rates have also remained high, with parents often withdrawing their children from school due to poor academic performance (the reason for 26% of all primary school dropouts).²⁵

Poor education quality is also reflected in student performance results in reading and math. Results from the MOE's National System of Evaluation of Academic Performance (SNERS) showed that only 20% of sixth graders achieved desired results in French and only 10% of sixth graders achieved desired results in math. An early grade reading assessment (EGRA)²⁶ conducted in 2009 showed that most students had not yet acquired basic reading skills by the end of grade 3.²⁷

Changes in education policy and financial constraints have also negatively affected the quality of primary education in Senegal. For example, due to budget limitations and the need to meet the increasing demand for primary school as a result of the EFA movement, the MOE began to recruit untrained teachers (often with only a 10th grade education), offering them brief 3-5 month trainings before posting them in schools. This practice has decreased the percentage of qualified teachers from almost 90% in 1990 to 72% in 2008.

Teaching conditions have also deteriorated. For example, the total number of learning hours per academic year has decreased by about 31%, from 980 hours in the early 1980s to 675 hours in 2008. This decrease is due to a lack of infrastructure and the need for schools to support double shifts in some cases, as well as teacher absenteeism and the prolonged closure of schools due to strikes that can last up to several weeks each year. Teaching and learning materials are also lacking. On average, one language textbook must be shared by three students, and one math textbook must be shared by four students. Few schools have libraries, and those that do often are not stocked with relevant or appropriate children's books.

²² Ministry of Education (2003), Programme de Developpement de l'Education et de la Formation, Government of Senegal.

²³ Ministry of Education (2011), Annee Scolaire 2010-2011, Direction de la Planification et de la Reforme de l'Education.

²⁴ See World Bank site: <http://go.worldbank.org/PO6JPCB5P0>.

²⁵ Ibid.

²⁶ Support of EGRA was provided by USAID to EdData II, managed by RTI International.

²⁷ Sarah Pouzevara, Madjiguene Sock, Aminatou Ndiaye (2010) Evaluation des Competences Fondamentales en Lecture au Senegal: Rapport d'Analyse, RTI and FocusAfrica.

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Additionally, the lack of effective management, monitoring, and accountability systems at school, district, and regional levels coupled with weak evaluation, research, and data collection capacity have hindered the effective delivery of education services and the quality of learning in primary schools.

Focus on Reading

Over the past decade, as governments and the international development community have succeeded in improving access to education, the issue of education quality remains. Today, the challenge is not only to enroll and keep children in school, but also to ensure that learning takes place. We know that education, specifically the development of students' cognitive skills, is a key factor that contributes to economic growth.²⁸ This fact coupled with the staggeringly poor reading performance results of students in Senegal, Guinea, The Gambia, Kenya and other developing countries have made a strong case for a global, concerted effort to strengthen foundational skills such as early grade reading and math.²⁹ Thus, in 2011 USAID developed its new Education Strategy that identified as the first of three key goals, "improving the reading skills for 100 million children in primary grades by 2015."³⁰

In Senegal, the first early grade reading assessment, or EGRA, was conducted in 2007 in 32 schools. It evaluated students' abilities to identify letters and their corresponding sounds, decode unknown words, and comprehend a short text in French (502 children in first, second, and third grades) and Wolof (186 children in first and third grades). The report, produced for the World Bank, showed that 45% of children tested in French and 51% of children tested in Wolof were unable to correctly read more than 5 words of a 60-word text in 1 minute. Floor effects (score = 0) were observed for many of the other reading assessment tasks. Based on these results, it is not surprising that children also had problems with reading comprehension tasks.

As Sprenger-Charolles, the author of the EGRA report explains, "Among first graders learning to read in French, 39%, 27%, and 50% of them were at the floor level for reading pseudo-words, isolated words, and words in context, respectively. Surprisingly, a larger proportion of children in the same grade level who were learning to read in Wolof were at the floor level (63% for reading pseudo-words and isolated words, and 71% for reading words in context)....In contrast, ceiling effects were nonexistent, except for the first pre-reading task [assessing letter-name knowledge]."³¹

The results of the study underscore the importance of teacher knowledge of reading issues such as grapheme-phoneme, or letter-sound, relationships in the target language as well as children's mother tongue and the use of simple high-frequency words that model regular grapheme-phoneme correspondence.

Interestingly, the report also notes that while children learning to read in Wolof "achieved better results than those learning to read in French for tasks involving spoken language,...for certain tasks involving written language, children learning to read in Wolof achieved the lowest scores, which may be explained by the fact that written Wolof is not as developed as written French." This clearly has policy implications for "either develop[ing] the writing culture in Wolof or continuing to teach reading skills to Senegalese

²⁸ Eric Hanushek and Ludger Woessmann (2009), Schooling, Cognitive Skills, and the Latin American Growth Puzzle, NBER, Cambridge MA, WP 15066, National Bureau of Economic Research (June).

²⁹ From EdData II results at <https://www.eddataglobal.org/>.

³⁰ USAID (2011), USAID Education Strategy 2011 – 2015.

³¹ Liliane Sprenger-Charolles (2008), Senegal EGRA: Results from Senegalese Primary School Students Learning to Read in French and in Wolof, World Bank.

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children in a language that is not their mother tongue but for which written materials are numerous, diverse, and easily accessible.”

A second EGRA was conducted in 2009 involving 687 third graders from 50 schools in 11 regions.³² Of the students assessed, 26% could not read a single one- or two-syllable word. Students read on average 5 words-per-minute (wpm) in grade 1, 20 wpm in grade 2, and 35 wpm in grade 3, “all below what is considered a necessary level of fluency to assure comprehension.”³³

The results of these two assessments along with the MOE’s ongoing assessment of student learning in primary schools, point to the need to improve students’ foundational skills in reading. USAID believes that by focusing on children in the early grades when they are learning to read and helping teachers address reading challenges as soon as possible, children will be better prepared to read to learn as they transition to higher grade levels. As confident and proficient readers, they will more likely become better learners and less likely repeat grades or drop out of school altogether.

Partner Country Consultations

In late summer 2011, the Education Team held discussions with the MOE on the Agency’s new global Education Strategy and Grand Challenge of improving the reading skills of 100 million readers worldwide by 2015. The Education Team discussed potential funding opportunities for an education program targeting primary school learners’ in foundational literacy and numeracy skills. Representatives from the Directorate of Elementary Education (DEE), Directorate of Planning and Education Reform (DPRE), and the National Institute for Research and Action for Educational Development (INEADE) expressed strong interest in pursuing a partnership with USAID that would improve the quality of primary schools and better prepare students for middle school. The MOE drafted a proposal based on discussions with the Education Team as well as regional MOE staff. Those draft ideas were incorporated into a project implementation letter (PIL) that proposed funding the MOE directly to train teachers to support a proven and effective instructional approach to teaching reading and math, establish and enforce reading and math standards, upgrade and strengthen existing monitoring and student learning assessment systems, ensure adequate supplies of age and language appropriate learning materials, address gender issues, and improve research and evaluation.

Procurement Mechanism

USAID will not issue a request for proposals for the PALME project. Instead, it will directly fund the MOE and work through existing partner country systems through a Fixed Amount Reimbursement Agreement (FARA)—an instrument the team has successfully used to partner with the MOE since 2007 to construct over 100 middle schools nationwide.

Year 1 funding of USD \$1,224,000 for PALME will build upon and expand USAID/Senegal’s current partnership with the Government of Senegal as outlined in a new Project Implementation Letter (PIL). Simultaneously, USAID/Senegal’s Local Capacity Development Team will work towards completing the Agency’s Public Financial Management Risk Assessment Framework (PFMRAF) requirements under

³² Sarah Pouzevara, Madjiguene Sock, Aminatou Ndiaye (2010) Evaluation des Compétences Fondamentales en Lecture au Sénégal: Rapport d’Analyse, RTI and FocusAfrica.

³³ Joseph DeStefano, Mark Robert Lynd, Barbara Thornton (2009), The Quality of Basic Education in Senegal: A Review, Center for Collaboration and the Future of Schooling.

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USAID Forward's Implementation and Procurement Reform (IPR) in order to fund government-to-government assistance programs in excess of USD \$500,000. The PFMRAF consists of four stages:

- Rapid Appraisal (provide a high-level snapshot of risks associated with use of partner country systems),
- Risk Assessment (identify and propose measures to mitigate risks at the sector level),
- Decision Point (conduct negotiations between USAID and the partner country to agree on development objectives, the implementing mechanisms, the uses of country systems, additional financial controls that might be required, and capacity building for sustainability that may be required), and
- Implementation (provide for strong monitoring processes subject to (1) periodic financial audits; (2) re-assessment using the PFMRAF; and (3) evaluation of both mid-term and final impact of both the effectiveness of the project and the capacity building within the partner country system).

The rapid appraisal was conducted in late 2010 and the risk assessment is already underway for the education sector. Once stages 2 and 3 have been successfully completed, USAID/Senegal will draft a Year 2-4 PIL for USD \$16,776,000, subject to the availability of funds.

2. PROJECT DESCRIPTION

Project Approach

USAID's new PALME project aims to improve student reading and math performance in primary schools as well as the education system's overall performance by 1) improving reading and math delivery systems, 2) improving student assessment data and education management information system (EMIS) for reading and math, and 3) increasing research and evaluation capacity within the MOE.

The project will also work through existing GOS technical and financial offices in order to strengthen partner country systems, improve central as well as regional and district level MOE capacity, ensure partner-government ownership, and increase project sustainability—key objectives of the Agency's Implementation and Procurement Reform (IPR) plan under USAID Forward, in alignment with the goals of the Paris Declaration on Aid Effectiveness.

The project will solicit and build off of existing MOE knowledge and skills related to effective reading interventions in Senegal, as MOE directors, inspectors, and teachers have extensive experience working with donors and NGOs to assess students' skills development as well as implement, monitor, and evaluate reading and math programs in primary schools. For example, teams within the MOE helped conduct the early grade reading assessments in Senegal in 2007 and 2009, and assessment specialists from INEADE also worked as consultants with the Ministry of Education in The Gambia, where they helped set up a national assessment system for early grade reading and math. Thus INEADE will lead the process of improving formative and summative national standardized assessments in reading and math for grades 1-6 at the central level by upgrading existing item banks and education management information systems as well as supporting reading and math assessments for grades 2 and 6 based on EGRA and EGMA assessments (see the Appendix section for sample tools and test protocols).

More specifically, the MOE will take stock of existing resources both human and pedagogical, taking into account lessons learned from past reading and math interventions, and hold discussions with organizations currently working on related issues within Senegal and possibly The Gambia to determine what works and what doesn't work. Through this internal inventory process, the MOE will consolidate a G2G in Education: Case Study: Senegal

national model of proven, effective reading and math instructional methods and tools for the PALME project.

Component 1: Reading and Math Delivery Systems

While many factors contribute to low reading levels, research shows that 1) limited instructional time, 2) lack of relevant and accessible reading materials, 3) poor teaching practices that fail to target student learning needs, and 4) limited use of student assessment instruments to help teachers and policy makers identify student learning gaps related to key skill areas such phonemic awareness and decoding, reading fluency, vocabulary development, and reading comprehension hinder reading and math skills acquisition.³⁴ Thus, addressing and improving upon these four basic factors will be at the technical core of the PALME project. The subcomponents below summarize the key elements of the PALME project (also see Result 1 and Result 2 in the Project Monitoring and Reporting section for a list of project activities).

Instruction and Materials

Through the PALME project, a package of school-level activities will be provided to support teachers and students. From additional teacher training and summer classes for students to an infusion of teaching and learning materials and innovative pilot activities, each project intervention is designed to help improve student learning. Additional partners involved in improving instruction and providing learning materials include the Canadian International Development Agency (CIDA), other donor and NGO partners, local governments, and school management committees (SMCs).

Because learning to read is not a natural process, children need to be taught systematically and explicitly how to read. This means that teachers, in turn, need to know how to teach reading. In Senegal, this task is made more difficult because lessons are conducted in French (the official language) in most schools rather than in a local language that children speak at home. Children have the added difficulty of learning a new language while simultaneously learning to read in that new language, two very different processes. Thus, teachers in Senegal must know how to provide instruction for reading as well as language learning.

Although one size does not fit all, decades of research shows that there are very specific, proven, and effective practices that are essential to a successful reading program. For example, teachers in the primary grades, especially in grades 1-3, should ensure that students learn to identify and name letters of the alphabet, use knowledge of letter sounds and other strategies to decode isolated words as well as words in connected text, read often so that recognizing words becomes easy and automatic, learn and use new vocabulary, and know how to employ reading comprehension strategies to understand what is read.³⁵

Through the PALME project, teacher in-service and pre-service training activities will focus on presenting proven instructional methodology designed to improve reading skills as well as language acquisition skills. Teachers will also learn to conduct rapid and continuous formative and summative student assessments, and use that assessment data to adapt and better target instruction to the learning needs of students.

The same teachers who receive training in reading and language instruction will also receive training in math instruction, as primary school teachers are responsible for teaching all curricular subjects in Senegal. For math, teachers will learn to build off of students' existing knowledge of number concepts, basic

³⁴ USAID (2011), USAID Education Strategy: 2011-2015; and RTI (2010), Early Reading: Igniting Education for All.

³⁵ National Reading Panel (2000), Teaching Children to Read; and National Institute for Literacy (2000), Putting Reading First.

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operations, number patterns, geometry and shapes, measurement, and data handling. They will learn to help students improve their understanding of key mathematical concepts and increase automaticity of basic computational procedures in order to solve increasingly complex problems.

Teachers will also be supported through communities of practice. Each community of practice group will include teachers from a cluster of primary schools, and they will meet once a month to reflect on best practices and strategies for addressing common challenges related to teaching reading and math, especially those topics covered during in-service training. Teachers will be invited to plan lessons together, share teaching materials and assessments, and in some cases observe and critique live or filmed lessons in order to improve classroom instruction and management. When possible, teachers will also be encouraged to visit other schools to observe relevant model lessons.

The project will also negotiate with local government officials such as mayors and school management committees to hire, train and provide stipends to unemployed youth to work as teaching assistants in primary schools with large class sizes or support after-school or weekend remediation classes. Their main function will be to help teachers work more intensively with smaller groups to improve key skill areas.

Students who fall behind despite regular classroom and afterschool interventions will be eligible to attend a four-week, intensive summer reading and math remediation program that the Ministry of Education has successfully supported in the past to help bridge major reading and math learning gaps. Research shows that students with reading difficulties are likely to have even greater difficulties overtime if their issues are not addressed early on. However, in some cases, teachers may find that some students consistently perform below grade level not due to normal developmental lag, poor reading readiness skills, or poor instruction, but rather due to physical or cognitive disabilities, such as hearing impairment or dyslexia. In such cases, teachers will need the support of learning specialists trained to provide diagnostic assessments. Under no circumstances will a teacher without proper training attempt to diagnose a student he or she suspects has a learning disability. The PALME project will work with the MOE to better articulate and improve existing referral and support services to help students with special learning needs.

Access to relevant materials is important to teaching and learning success. We know that students learn best when they are “regularly exposed to print materials and examples of real-world math”³⁶ In Senegal, materials do exist. However, they are often in short supply or are not used effectively by teachers and students. The PALME project will support the use of textbooks as well as storybooks in order to create environments that expose students to print resources and encourage them to read.

With support from CIDA, primary school classrooms will be supplied with reading and math textbooks and other teaching and learning materials. The PALME project will also supplement those teaching and learning materials with age-appropriate storybooks, predictable books, leveled readers, big books, and other print or electronic text materials for classroom or school libraries.

School Monitoring

The PALME project will pay particular attention to training and supporting district MOE inspectors and primary school principals, as they will be charged with supervising, coaching, and mentoring teachers on a regular basis. They will need to know not only how to improve reading and math instruction and remediation; learning materials; learning standards; formative and summative assessments; and incentive

³⁶ Joseph DeStefano, Mark Robert Lynd, Barbara Thornton (2009), The Quality of Basic Education in Senegal: A Review, Center for Collaboration and the Future of Schooling.

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systems for high-performance, but also know how to supervise, coach and support teachers and communities.

One pilot effort to help districts better monitor teacher instructional progress in remote schools will be through the use of low-cost technology such as hand-held video cameras and memory cards to capture lessons and share them with inspectors for feedback. Results from the pilot will be used to inform the PALME project of the feasibility and issues that arise through support of technology to support teacher classroom supervision and the improvement of classroom instruction related to reading and math.

The third school monitoring mechanism will be to promote parent and community engagement in school management committees trained to monitor student progress and manage instructional materials and resources such as classroom and school libraries. It is essential that parents understand the importance of learning to read in the early grades of primary school and know how to constructively engage schools to support student learning progress.

Policies and Decentralized Plans

Research tells us that in the early grades (1-3), at least a third of every day (2-3 hours) should be spent on reading, language instruction and related activities. In an educational environment where the number of learning hours has decreased from 980 hours per year to 675 hours per year, a policy change is needed to increase instructional time and classroom time-on-task for reading and math. The PALME project will work with the MOE to support a national decree that increases opportunities to learn by increasing instructional time in classrooms.

Other obstacles that reduce instructional time are related to teacher and student attendance. Through a pilot incentive system that rewards high-performing students, teachers, schools and districts, the PALME project will experiment to see if results for indicators such as teacher and student attendance rates, student assessment pass rates at grades 2 and 6, and primary completion rates are affected by an incentive system that nationally recognizes excellence and provides cash or in kind awards such as netbooks for teachers, school computer labs, community libraries, student e-readers, reading and math learning software, and so on.

The PALME project will also work with the MOE to develop and issue a request for proposals inviting district offices to propose additional innovative ways to improve primary student reading and math learning outcomes given technical guidance and criteria developed by the MOE and approved by USAID. Districts will then identify programmatic gaps in schools related to reading and math interventions and propose reading and math improvement plans that address the requirements of the RFP. Reading and math improvement plans will be evaluated centrally, and if necessary revisions will be negotiated with districts that fall within the competitive range before awards up to USD \$40,000 are made. Awarded districts will manage the implementation of school-level activities according to their approved plans, while regional and national education administrators monitor progress.

Finally, the PALME project will also support a national reading campaign to encourage students to read at school as well as at home, stressing the importance of libraries to communities and creating a supportive and enabling reading environment, especially for young children, so that they are exposed to print media and develop print awareness even before they enroll in school.

Component 2: Student Assessment Data and Education Management Information System (EMIS)

The availability of student assessment data is essential to improving the reading and math skills of students. Relevant and timely data can be used to identify instructional gaps, students who need extra or differentiated instruction, and the rate at which students are acquiring skills. Teachers can use this information to plan instruction, and supervisors and inspectors can use assessment data to make decisions about policy, resource allocation, and teacher training support.

Student Assessment System

The PALME project will support two major categories of student assessment: 1) formative assessments, or assessments *for* learning, to gather information about what students do or do not understand while in the process of learning, and 2) summative assessments, or assessment *of* learning, to evaluate whether students have, indeed, achieved specific learning objectives after completing a unit, term or year of study. Both types of assessments will be aligned to national reading and math learning standards, and they will evaluate basic knowledge as well as higher-order critical thinking and problem solving skills.

Before the MOE begins to upgrade its student assessment system, teams from the MOE will review existing national learning standards for reading and math and revise them if necessary to align with the instructional approach adopted under PALME for teaching reading and math. Assessment specialists at INEADE will then redesign the student assessment system and determine the frequency and modality (oral, written, activity-based) of assessments.

INEADE will improve existing item banks by developing new items coded to the updated reading and learning standards; banking those items by subject area and grade level; constructing tests using test blueprints; and developing guidelines for test administration, data analysis, and reporting. INEADE will then train district inspectors and principals to use the item bank to construct and administer assessments (particularly beginning- and end-of-year reading and math assessments for grades 1-6), analyze and report scores through the education management information system at the district level, and communicate performance to teachers, parents, and principals.

Education Management Information System

The PALME project will improve decentralized planning and management, as the district inspectors and principals will be primarily responsible for coaching and supervising teachers as well as administering student assessments. In order to successfully accomplish these tasks, education administrators need training on how to manage a district level education management information system as well as collecting, inputting, analyzing and reporting results to inform policy making.

Component 3: Research and Evaluation Capacity

In addition to developing a national assessment system that will assess students in reading and math in grades 1-6, the MOE will also support the collection of baseline and endline data for an external impact evaluation of the PALME project. The project will hire a sampling expert to develop a sampling plan for the impact evaluation. Since EGRA and EGMA tools already exist in French and were used in two previous assessments in Senegal (in 2007 and 2009), those tools will be adapted to support grade 2 and 6 assessments.

Districts will conduct internal evaluations of their own reading and math improvement plan awards to build district level research and evaluation capacity.

Subject to the availability of funds from USAID/Washington, the PALME project will also conduct evaluations of the following four programs, giving the MOE an opportunity to build additional capacity in supporting research and evaluation:

- Identify gaps in and assess the existing reading and math curriculum, teaching and learning materials, education policy, teacher in-service and pre-service training, and classroom instruction, monitoring, and supervision
- Evaluate the use of appropriate, cost-effective, and scalable technologies that have the potential to improve reading and math instruction and learning
- Experiment with new incentive systems that reward high-performing teachers, schools and districts
- Evaluate local language use by teachers to deliver reading instruction in grades 1-3

Gender

According to the World Bank, gender inequality in primary school enrollment has been reduced, as the ratio of enrolled girls to boys has risen from 0.87 in 2000 to 1.09 in 2010.³⁷ At the primary school level, data from the Ministry of Education indicates that between grades 1 and 3, girls are doing equally well if not better than boys with regard to reading acquisition. A similar trend has been found by the francophone Program for Analysis of Education Systems, or PASEC (2004), that shows either no significant gender differences or indicates that girls outperform boys in reading. However, girls' assessment results are lower in math.

Since student performance overall is very poor in reading and math in the early grades, and gender differences are negligible, particular attention should be focused on improving student performance in general. However, when significant gender differences do exist, such as in math, or when significant disparities in performance between girls and boys exist within districts or regions, it may be necessary to develop specific strategies that address those gender gaps.

The PALME project will take into account root causes of gender disparity to ensure that both girls and boys have access to school, remain enrolled and regularly attend classes, and are able to learn in safe and supportive environments. Examples include developing reading materials that appeal to both girls and boys (i.e., ensuring that stories include female as well as male characters) and are free of negative gender stereotypes, and train teachers on explicit strategies for ensuring girls' and boys' equal participation in the classroom.

Other Partners

Donor partners active in the education sector coordinate their efforts through a donor working group for education, which is chaired on a three-year rotating basis. USAID currently chairs the group through 2014 and will work with the MOE to build an alliance of donors, multilateral organizations, and NGOs currently working on or have an interest in supporting reading and math in primary schools in order to leverage resources and gather lessons learned from past and existing projects (see the Appendix for a list of partners and consultants currently working on primary school reading and math issues in Senegal). USAID/Senegal has already held discussions with CIDA and JICA regarding potential partnerships around the procurement of teaching and learning materials, teacher training, and math instruction. It will

³⁷ See World Bank site: <http://go.worldbank.org/PO6JPCB5P0>.

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also work with the Private Sector Foundation for Education, local government officers, NGO partners and other donors to support different PALME activities.

3. IMPLEMENTATION PLAN

Phased Implementation

The PALME project will focus on improving the reading and math skills of primary school students in all 14 regions of Senegal and will be implemented through a phased implementation design. That is, in the first year of implementation the project will target 25% of Senegal's primary schools in the 56 districts of Senegal. In year two, the target will increase to 50%-75% of all primary schools, and in years three and four 100% of all primary schools will be covered by the project. By 2015, the PALME project will have reached 2,586,467 primary school students from grades 1-6 and will have improved the reading and math skills of at least 1,000,000 students.

The chart below shows the impact of this staggered implementation approach on the number of schools targeted each year.

Total number of schools in 2010/11	Number of schools supported, by year						
	2012		2013		2014		2015
	New schools	Existing schools	New schools	Existing schools	New schools	Existing schools	New schools
8,529	2,132	2,132	2,132	4,265	4,265	8,529	0
Annual TOTAL:	2,132		4,265		8,529		8,529

The chart below shows the impact of this staggered implementation approach on the number of teachers targeted each year.

Total number of teachers in 2010/11	Number of teachers supported, by year						
	2012		2013		2014		2015
	New teachers	Existing teachers	New teachers	Existing teachers	New teachers	Existing teachers	New teachers
52,394	13,099	13,099	13,099	26,197	26,197	52,394	0
Annual TOTAL:	13,099		26,197		52,394		52,394

The chart below shows the impact of this staggered implementation approach on the number of students targeted each year.

Grade	Total number of students by grade level	Number of students reached, by year						
		2012		2013		2014		2015
		New students	Existing students	New students	Existing students	New students	Existing students	New students
CI: G1	377,754	94,439	0	188,877	0	377,754	0	377,754
CP: G2	333,992	83,498	94,439	94,439	188,877	188,877	377,754	0
CE1: G3	299,025	74,756	83,498	83,498	188,877	188,877	377,754	0

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CE2: G4	270,741	67,685	74,756	74,756	166,996	166,996	377,754	0
CM1: G5	242,444	60,611	67,685	67,685	149,513	149,513	333,992	0
CM2: G6	201,883	50,471	60,611	60,611	135,371	135,371	299,025	0
Yearly totals of students reached by the project:	431,460		380,989	569,866	829,633	1,207,387	1,766,279	377,754
	431,460			950,855			2,037,020	
								2,144,033

Four-Year Implementation Plan

The following illustrative implementation plan shows a proposed timeline for major project activities.

Activities	2012			2013				2014				2015			
	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Milestone 1: (10%) USD \$122,400															
Partner project kick off meeting with USAID technical, financial, contracting, and program office teams	x														
Identify and put in place a steering committee of USAID and MOE staff	x														
Identify and put in place a technical committee made up of individuals from within the MOE at national, regional, and district levels as well as technical consultants, as needed	x														
Develop a one-year implementation plan and performance monitoring plan (PMP) that identifies custom and USAID standard indicators (see Section 3 for a list of USAID standard indicators) and the method of data collection for those indicators	x		x					x			x				
Internally identify and take stock of existing resources both human and pedagogical by conducting an inventory within the MOE, taking into account lessons learned from past reading and math interventions, and holding discussions with organizations currently working on related issues within Senegal to determine what works and what doesn't work in the Senegal context (simultaneously USAID will conduct an external assessment of the existing primary school program, specifically for reading and math to identify the weaknesses and gaps of current teaching and assessment practices that feeds into the consolidation of a national model if additional funding from Washington is available)	x	x													
Build an alliance of partners including other donors, multilateral organizations, and NGOs such as CIDA, JICA, WB, ARED, Tostan, etc. currently working on or have an interest in supporting reading and math in the primary grades	x	x													

Consolidate a national model of proven, effective reading and math instructional methods and tools into a package of interventions approved by USAID	x	x												
Align national formative and summative assessment tools and evaluation systems to the consolidated package of reading and math interventions		x												
Work with a sampling expert to develop a sampling plan approved by USAID	x													
Collect baseline data such as reading and math levels of students in grades 1-6 and other basic education statistics and variables		x	x			x	x							
Milestone 2: (10%) USD \$122,400														
Design an impact assessment with technical support from a team of consultants (from USAID/W and outside of the MOE) including identifying sample control and treatment schools	x	x												
Select or develop assessment tools (possibly use existing EGRA tools) for end of grade 2 and end of grade 6 assessments	x													
Collect baseline data		x	x			x	x							
Collect end-line data												x		
Draft and submit final impact evaluation													x	x
Milestone 3: (15%) USD \$183,600														
Train selected MOE inspectors at national, regional, and district levels to lead and manage the project; train and coach teachers, school principals, and school management committees; monitor student progress; and report to the steering committee and USAID on overall progress	x	x	x	x	x	x	x	x	x	x	x	x	x	
Milestone 4: (25%) USD \$306,000														
Work with regions and districts to identify programmatic gaps in targeted schools related to the consolidated package of reading and math interventions	x	x	x			x	x			x	x			

Develop and issue a request for proposals (RFP) to targeted district MOE offices that invites them to propose ways to improve primary student reading and math learning outcomes given technical guidance and criteria developed by the program's technical team and approved by USAID (such as increasing classroom instructional time for reading, teacher training on a proven and effective research-based approach to teaching reading and math, developing reading corners with leveled reading materials, and so on)	x	x				x	x			x	x					
Work with targeted districts to propose reading and math improvement plans that address the requirements of the RFP for targeted schools in those districts (support may include teacher training, textbook procurement and distribution, the creation of school libraries and classroom reading corners, the use of reading software to improve students' reading levels, EMIS installation and training, and so on)		x	x	x		x	x	x		x	x	x				
Milestone 5: (20%) USD \$244,800																
Evaluate district reading improvement plans and fund those that meet the program guidelines developed by the project (up to 25% of all primary schools with a maximum of USD \$40,000 per district)	x	x	x		x	x	x		x	x	x					
District MOE staff implement school level activities according to their approved improvement plans, while regional and national staff monitor the progress of district projects	x		x	x	x		x	x	x		x	x	x			
Milestone 6: (15%) USD \$183,600																
Put in place monitoring systems in program schools, program districts and at the regional and central levels in order to track progress, especially data related to reading and math achievement including Education Management Information Systems (EMIS) in program districts		x				x				x						
Assess and report student learning gains at the end of the school year in program schools as well as control schools	x				x				x				x			x
Milestone 7: (5%) USD \$61,200																
Propose ways to incorporate the use of appropriate, cost-effective, and scalable technologies (e.g., audio devices, videos, computers,			x													

Internet, and mobile devices) that have the potential to improve reading and math instruction														
Evaluate progress after one year of activities and propose program scale up solutions including ways to incentivize teachers, schools, and districts			x	x										
Publically recognize high performing teachers, schools, and districts			x	x			x	x		x	x			x

4. PROJECT MONITORING AND REPORTING

Monitoring

USAID personnel or their designees will conduct regular site visits to inspect the management and progress of the project in accordance with applicable USAID regulations, policies and procedures, and the standards set forth herein. Inspections may be undertaken at any time with reasonable advance notice to the MOE. To the extent possible, inspections will be carried out together with MOE officials responsible for undertaking or supervising the undertaking of the project.

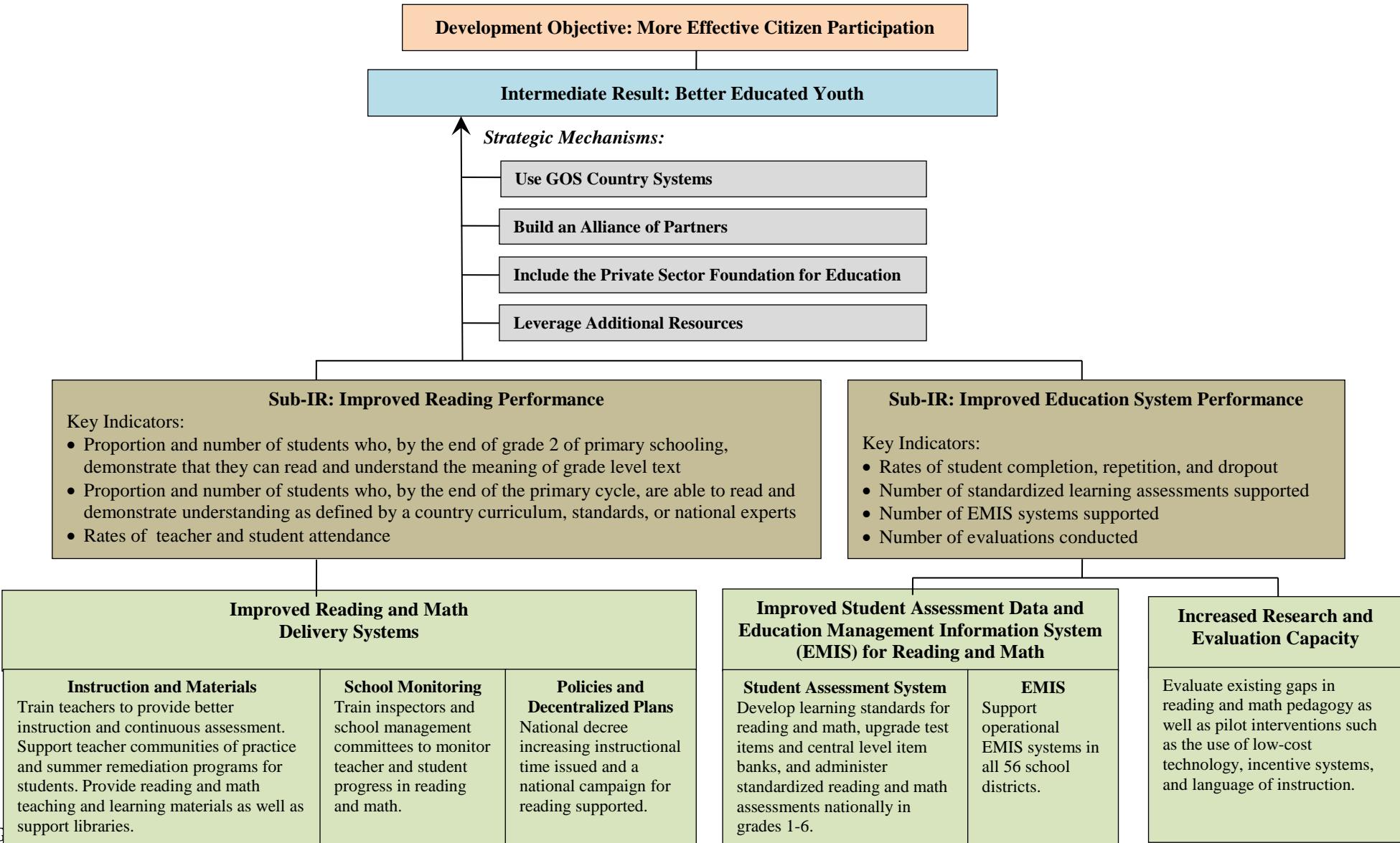
Reporting

The MOE will regularly collect data and monitor progress at national, regional, district, community, and school levels. The MOE will submit to USAID the following:

- **An annual work plan, annual milestones and payments, and performance management plan (PMP)** for USAID approval 30 days after signing this agreement and by September 1st for each subsequent year. The PMP will establish all the project indicators (including USAID standard indicators), definition/unit of measure, methods and data source used for data collection, frequency of data collection, responsible individual or directorate, baseline data, and targets (see the section on Indicators and Targets).
- **Quarterly technical and financial reports** that include the accomplishments and challenges of implementation and PMP indicator results collected at national, regional, and district levels due each year on Jan 31st, April 30th, July 31st, and Oct 31st.
- **An annual report** summarizing achievements and PMP indicator results as well as **annual awards** to be granted to the best performing students as well as teachers and education officers who demonstrate creativity, innovation, and effectiveness in improving the reading and math learning outcomes of students. Annual reports will be submitted no later than October 31st of every year, and they will cover a 12 month implementation period starting from October 1st of the previous year through September 30th of the subsequent year.
- **The final program report, final PMP indicator results, final financial report, as well as the final program evaluation** within 60 days after the end of the program.

Results Framework

The four-year PALME activity falls under USAID/Senegal's More Effective Citizen Participation development objective and the Better Educated Youth intermediate result.



Expected Results

By the end of the project, USAID expects that the MOE will have improved the reading and math skills of at least 1,000,000 primary school students, or 38% of the 2,586,467 primary school students targeted over four years, based on a sample of student EGRA and EGMA results that meet minimum standards or cut scores at the end of grades 2 and 6. This result will go towards helping the Agency reach its goal of improving the reading skills of 100,000,000 children in primary school by 2015.

Through the project, the MOE is also expected to put systems in place, especially at regional, district, and school levels, to boost and sustain the development of students' basic skills in reading and math. Major activities that will help the MOE achieve results in the two project result areas are as follows:

Result 1: Improved Reading Performance

Component 1.1: Improved reading and math delivery systems

This component seeks to strengthen the capacity of the MOE to improve reading and math instruction for students in order to lay a strong foundation for the development of future academic skills. Assistance provided under this component will support the following:

1.1.1 Improved instruction and materials

- Develop new instructional methods for teaching reading and math in pre-service teacher training centers
- Design a new in-service training program to improve the level of reading and math instruction for teachers
- Train teachers to use a proven, effective approach to teach reading and math
- Train teachers to use the results of continuous student learning assessments (both formative and summative) to inform lesson planning by adapting lessons to the learning needs of students
- Support communities of practice such as teacher learning circles to encourage peer learning and sharing
- Support summer reading and math remediation programs for students with below-grade-level performance
- Train youth to work as teaching assistants, particularly in large classes (supported by local government and communities)
- Administer reading and math diagnostic tools aligned to national learning standards on a continuous basis to inform instruction
- Develop and distribute an adequate supply of appropriate reading and math teaching and learning materials, aligned to national reading and math learning standards (CIDA will be responsible for supporting this activity)
- Support and equip class, school, and community libraries with age- and language-appropriate reading materials—not textbooks (e.g., children's storybooks, predictable books, leveled readers, big books, and other print or electronic text materials)
- Develop and pilot the use of appropriate, cost-effective, and scalable technologies (e.g., audio devices, videos, computers, Internet, and mobile devices) that have the potential to improve reading and math instruction and learning
- Develop and pilot incentive systems that reward high-performing students, teachers, schools and districts through national awards as well as cash on delivery for the achievement of goals such as the percentage of students and teachers regularly attending class, the percentage of students that

complete primary school, the percentage of student who are assessed in reading in grades 2 and 6, and the percentage of students with assessment results that meet minimum cut scores at the end of grades 2 and 6³⁸

- Develop and pilot the use of local languages by teachers to deliver reading instruction in grades 1-3
- Address gender issues and reduce barriers that impact the reading and math levels of girls and boys

1.1.2 Strengthened school monitoring

- Train inspectors and principals to provide ongoing supervision, coaching, and support to teachers on topics such as improving reading and math instruction and remediation; learning materials; learning standards; formative and summative assessments; and incentive systems for high-performing students, teachers, schools, and districts
- Develop and pilot the use of low-cost technology to monitor classroom instruction
- Promote parent and community engagement in children's reading and math success such as through strengthened school management committees that monitor student progress and manage instructional materials and resources

1.1.3 Improved policies and decentralized plans

- Issue a decree that increases instructional time and time-on-task for reading
- Work with school districts to develop district reading and math improvement plans, based on criteria and guidelines developed by the MOE and approved by USAID
- Fund district reading and math improvement plans through annual competitive grants
- Support a national reading campaign to encourage reading at school and at home
- Develop other policies for school-based reading and math improvement programs

Result 2: Improved Education System Performance

Component 2.1: Improved student assessment data and education management information system (EMIS) for reading and math

Under this component, USAID will support the MOE to strengthen its capacity to assess students' reading and math skills at the national and decentralized levels as well as collect, analyze, report, and use data to inform new policies and programs. Supported tasks will include but are not limited to the following:

2.1.1 Improved Student Assessment System

- Strengthen and enforce national reading and math learning standards, objectives, and benchmarks, consistent with international standards
- Upgrade existing item banks to include items aligned to improved primary school reading and math learning standards
- Develop national standardized student assessment tools for grades 1-6 by making item banks available to district MOE offices and training districts to compile annual standardized tests for reading and math according to test blueprints aligned with national learning standards

³⁸ Illustrative examples have been adapted from the book *Cash on Delivery: A new approach to foreign aid* by Nancy Birdsall and William D. Savedoff, 2010.

- Administer standardized student assessments in grades 1-6 to determine national educational achievements in reading and math
- Collect, analyze, and report (through the EMIS) summative student assessment data to inform decision-making

2.1.2 Strengthened Education Management Information System

- Support regional and district level EMIS systems
- Collect and analyze EMIS data
- Training MOE staff on effective use of data/results to inform policy making, resource allocation, and teacher training

Component 2.2: Increased research and evaluation capacity

This component enables teaching and learning to be more innovative and optimized in order to better address the needs and interests of students when it comes to acquiring reading and math skills in the early primary grades. Through a collaborative approach, this component provides an opportunity to develop professional networks in which researchers may dialogue with academics and teachers about methodologies and classroom practices required to improve reading and math instruction and learning. Research topics may include the following:

- Identify and address gaps in reading and math pedagogy (subject to the availability of funds from USAID/Washington)
- Evaluate the use of appropriate, cost-effective, and scalable technologies (e.g., audio devices, videos, computers, Internet, and mobile devices) that have the potential to improve reading and math instruction and learning
- Experiment with new incentive systems that reward high-performing teachers, schools and districts
- Evaluate use of local languages by teachers to deliver reading instruction in grades 1-3
- Change teachers' perceptions of reading and math in the early primary grades
- Disseminate best practices related to knowledge sharing and management
- Conduct an internal midterm and final PALME project evaluation
- Support an external impact evaluation of the PALME project in alignment with USAID's new evaluation policy

Indicators and Performance Management Plan (PMP) Template

The following are relevant USAID standard indicators along with some custom indicators that the project must set targets for and track in addition to other custom indicators to be determined by the MOE and USAID.

Indicator	Definition/Unit of Measure	Method/ Source	Frequency	Responsible Individual	Baseline	Target
RESULT 1: IMPROVED READING PERFORMANCE						
Component 1.1: Improved Reading and Math Delivery Systems						
1.1.1: Improved Instruction and Materials						
Number of learners receiving reading interventions at the primary level (disaggregated by gender)	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD	0	2,647,078
Proportion (and number) of students who, by the end of grade 2 of primary schooling, demonstrate that they can read and understand the meaning of grade level text (disaggregated by gender)	<See USAID standard indicator definition.> Also please see the next section on estimating the denominator for the proportion of students able to read.	<See USAID method.>	TBD	TBD		
Proportion (and number) of students who, by the end of the primary cycle (grade 6), are able to read and demonstrate understanding as defined by a country curriculum, standards, or national experts (disaggregated by gender)	<See USAID standard indicator definition.> Also please see the next section on estimating the denominator for the proportion of students able to read.	<See USAID method.>	TBD	TBD		
Number of learners receiving math interventions at the primary level (disaggregated by gender)	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Proportion (and number) of students who, by the end of grade 2 of primary schooling, demonstrate they can	Please see the next section on estimating the denominator for the proportion of students able to solve math problems.		TBD	TBD		

compute and solve grade level math problems (disaggregated by gender)						
Proportion (and number) of students who, by the end of the primary cycle (grade 6), demonstrate they can compute and solve grade level math problems (disaggregated by gender)	Please see the next section on estimating the denominator for the proportion of students able to solve math problems.		TBD	TBD		

Indicator	Definition/Unit of Measure	Method/Source	Frequency	Responsible Individual	Baseline	Target
Number of textbooks and other teaching and learning materials (TLM) provided with USG assistance	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Number of schools using Information and Communication Technology due to USG support	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Number of <u>teachers/educators/teaching assistants</u> who successfully completed in-service training or received intensive coaching or mentoring with USG support	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD	0	52,394
Total number of person hours of <u>teachers/educators/teaching assistants</u> who successfully completed in-service training or received intensive coaching or mentoring with USG support	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Number of <u>teachers/educators/teaching assistants</u> who successfully completed pre-service training with USG support	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Total number of person hours of <u>teachers/educators/teaching assistants</u>	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		

who successfully completed pre-service training with USG support						
1.1.2: Strengthened School Monitoring						
Number of <u>administrators</u> and <u>officials</u> successfully trained with USG support	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Total number of person hours of <u>administrators</u> and <u>officials</u> successfully trained	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Number of PTAs or similar ‘school’ governance structures supported	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD	0	8,529
Rates of teacher attendance						
Rates of student attendance						

Indicator	Definition/Unit of Measure	Method/ Source	Frequency	Responsible Individual	Baseline	Target
1.1.3 Improved Policies and Decentralized Plans						
Number of laws, policies, regulations, or guidelines developed or modified to improve primary grade reading programs or increase equitable access	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
RESULT 2: IMPROVED EDUCATION SYSTEM PERFORMANCE						
Component 2.1: Improved Student Assessment Data and Education Management Information System (EMIS) for Reading and Math						
2.1.1 Improved Student Assessment System						
Number of standardized learning assessments supported by USG	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
2.1.2 Strengthened Education Management Information System						
Number of EMIS systems supported	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD		
Number of primary schools benefiting from the project	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD	0	8,529
Number of learners enrolled in primary schools and/or equivalent non-school based settings with USG support	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD	0	2,647,078
Dropout rate by grade						
Repetition rate by grade						
Proportion of students completing primary school (grade 6)						
Component 2.2: Increased Research and Evaluation Capacity						
Number of impact evaluations conducted	<See USAID standard indicator definition.>	<See USAID method.>	TBD	TBD	0	At least 1

Estimating the Denominator for the Proportion of Students Able to Read

The chart below shows the method used to estimate the denominator in order to calculate the results of the following USAID standard and custom indicators:

- *Proportion (and number) of students who, by the end of grade 2 of primary schooling, demonstrate that they can read and understand the meaning of grade level text (disaggregated by gender)*
- *Proportion (and number) of students who, by the end of the primary cycle (grade 6), are able to read and demonstrate understanding as defined by a country curriculum, standards, or national experts (disaggregated by gender)*
- *Proportion (and number) of students who, by the end of grade 2 of primary schooling, demonstrate they can compute and solve grade level math problems (disaggregated by gender)*
- *Proportion (and number) of students who, by the end of the primary cycle (grade 6), demonstrate they can compute and solve grade level math problems (disaggregated by gender)*

Grade	Total number of students by grade level	Number of new students reached, counting each only once, by year			
		2012	2013	2014	2015
CI: G1	377,754	94,439	188,877	377,754	377,754
CP: G2	333,992	83,498	94,439	188,877	
CE1: G3	299,025	74,756	83,498	188,877	
CE2: G4	270,741	67,685	74,756	166,996	
CM1: G5	242,444	60,611	67,685	149,513	
CM2: G6	201,883	50,471	60,611	135,371	
Yearly totals of new students reached by the PALME project:		431,460	569,866	1,207,387	377,754
TOTAL number of new students reached over 4 years of activities (2012-2015):					2,586,467

5. PROJECT EVALUATION

An internal performance evaluation as well as external impact evaluation will be supported by the MOE and an independent team of consultants. A sampling expert will be hired to help design the impact evaluation, taking advantage of the PALME project's staggered implementation plan to set up control and treatment sample cluster schools. By working closely with teams from the MOE, USAID/Senegal, and USAID/Washington, the impact evaluation team will gather end of grade 2 and end of grade 6 baseline and endline data in May/June 2012 and May/June 2015 using existing EGRA and EGMA tools (see Appendix section for tools and protocol). Both performance and impact evaluations will follow guidance from USAID's Evaluation Policy.

Subject to the availability of funds from USAID/Washington, the PALME project will also conduct evaluations of the following four programs:

- Identify gaps in and assess the existing reading and math curriculum, teaching and learning materials, education policy, teacher in-service and pre-service training, and classroom instruction, monitoring, and supervision
- Evaluate the use of appropriate, cost-effective, and scalable technologies that have the potential to improve reading and math instruction and learning
- Experiment with new incentive systems that reward high-performing teachers, schools and districts
- Evaluate local language use by teachers to deliver reading instruction in grades 1-3

6. STAFFING AND MANAGEMENT PLAN

The Ministry of Education will be the primary management and administrative entity governing all activities for the PALME project. The MOE will provide oversight for the planning and procurement of all goods and services supported under the PALME project. The MOE will identify and task one staff member to coordinate the PALME project on a full time basis to ensure the successful and timely completion of approved activities.

At the central level, a core steering committee will comprise representatives from the Directorate of Elementary Education (DEE), Directorate of Planning and Education Reform (DPRE), and the National Institute for Research and Action for Educational Development (INEADE), Directorate of Middle School Education (DEMSG), USAID, and other donors. The DEE will manage the development of resources and training materials as well as project monitoring and supervision. INEADE will support research and evaluation. The DPRE will track project indicators. And the DEMSG will coordinate the transition from elementary school to middle school.

At the regional level, teams will comprise representatives from the Regional Inspectorates (IAs), Regional Teacher Training Centers (CRFPE), the private sector, and local government.

At the district level, teams will comprise representatives from the Departmental Inspectorates (IDENs), schools, school management committees (CGE), and the Association of School Principals (CODEC).

Additional technical consultants and organizations will be brought in to assist the MOE in the implementation of the program. However, USAID/Senegal's written concurrence is required prior to the recruitment of non-MOE personnel or organizations for the performance of any activity supported under this project.

Pape Momar Sow, the Education Team Leader, will be USAID/Senegal's technical point of contact for this project. USAID/Senegal's Office of Financial Management will provide services related to the development and payment of milestones and auditing of funds provided under the Year 1 and Year 2-4 PILs.

7. COST ESTIMATE

The implementing mechanism for this project will be a fixed amount reimbursement agreement that expands USAID/Senegal's current partnership with the MOE. The total award amount of USD \$18,000,000 will be disbursed in pre-determined increments after the successful completion of USAID approved milestones, developed annually between USAID and the MOE.

Up to eighty-five percent (85%) of the project funds will cover technical support costs to regional and district level inspectorates in order to engage them in developing and implementing a comprehensive strategy to improve student learning outcomes in reading and math. Eligible costs include activities contributing to data collection and analysis; teacher training in reading and math instruction; the design, production, and delivery of learning

materials; the design of training courses; and institutional capacity building at local levels (inspectorates and schools).

Up to fifteen percent (15%) of the project funds will cover management, training, and technical workshop costs at the central level, including activities contributing to monitoring and evaluation, operational research, and the dissemination of best practices in reading and math.

GOS Costs-Share

In addition to the \$18 million provided through funds from USAID, the Government of Senegal (GOS) will provide a cost-share match of at least 25% of the total value of USAID's contributions, or USD \$4,500,000 over the life of the project. The GOS will provide management and staff time, office space and services, vehicles, procurement costs as well as other contributions. The MOE will report on the actual GOS match as part of annual financial reporting to USAID.

Annex 2: PALME Milestones

Milestones must be completed in numerical order unless they are starred (*) milestones. Instructions regarding the submission of a starred milestone report are included at the end of each starred milestone in boldface.

Year 1 (FY13) Detailed Milestone Descriptions

Milestone Report 1.1 will contain the following:

- An Annual Work Plan (submitted 30 days after signing this agreement) that includes the following key sections: major activities and key deliverables, activity implementation plan by month or quarter, and responsible management unit(s).
- A Performance Management Plan (PMP) that addresses USAID standard as well as custom indicators outlined in Appendix B, where standard indicators are measured using USAID indicator definitions found on the following State Department website:. The PMP will establish all the project indicators, definition/unit of measure, methods and data source used for data collection, frequency of data collection, responsible individuals or directorates, baseline data, and targets.
- A randomized selection of district Ministry of Education offices (IDENs in French) that fall into the following three implementation categories: **control group** IDENs, **light treatment** IDENs, and **medium treatment** IDENs (as outlined in the PALME Impact Evaluation Statement of Work found in Appendix E).
- A description of the Ministry of Education's management structure and technical units in place to support PALME.
- A Communications, Branding, and Project Incentives Plan to support a national awareness campaign for reading that includes key events and competitions such as literacy week and district, regional, and national read-a-thons.

Upon USAID approval, the MOE will receive USD \$1,083,600 (15% of the total FY13 funds)

Milestone Report 1.2 will contain the following:

- A description of the PALME launch event/national awareness campaign kickoff (including participant sign-in sheets) to disseminate information about the partnership and to officially announce the Ministry of Education's focus on improving foundational skills such as early grade reading and math with key stakeholders such as MOE staff at central, regional, district, and school levels, as well as with other donors, civil society and private sector partners, and the general public.
- A description of the procurement process to select an evaluation team leader to conduct the project's external impact evaluation (see Appendix E) in alignment with USAID's new evaluation strategy (see <http://transition.usaid.gov/evaluation/USAIDEvaluationPolicy.pdf>), and the hiring of the evaluation team leader based on USAID's final selection.
- An IDEN Capacity Development Plan to strengthen technical and supervisory skills at district MOE offices in support of PALME activities described in the project description (see Appendix D).
- Training of IDEN staff on the overall PALME project with a focus on supporting the implementation plan tied to the impact evaluation and challenges and constraints of supporting control and treatment IDENs.
- Training of M&E specialists at the IDEN level to oversee district-level performance monitoring that will feed into PMP data collection requirements.

Upon USAID approval, the MOE will receive USD \$722,400 (10% of the total FY13 funds)

Milestone Report 1.3* will contain the following:

- One (1) reading and French pre-test form aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2 (grades 2, 4, and 6, respectively), for a total of three (3) pre-test forms for reading and French (see Appendix D).
- One (1) math pre-test form aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) pre-test forms for math.
- A Pre-test Implementation Plan that describes test administration, data collection and cleaning, analysis, and reporting procedures and responsibilities within various MOE levels (central, regional, district, school), including an implementation timeline.

Upon USAID approval, the MOE will receive USD \$722,400 (10% of the total FY13 funds)

***Please note that this milestone must be completed no later than December 31, 2012. However, it may be paid at any time before December 31, 2012 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 1.3 must be approved prior to the submission of Milestone Report 1.4.**

Milestone Report 1.4 will contain the following:

- A description of how pre-tests for reading, French, and math to all primary school students in grades CP, CE2, and CM2 were administered nationwide (approximately 806,616 students total).
- The raw and cleaned data submitted electronically from the pre-tests by subject and grade level, disaggregated by gender and district/region.
- Basic analysis of the results of the pre-test.

Upon USAID approval, the MOE will receive USD \$361,200 (5% of the total FY13 funds)

Milestone Report 1.5* will contain the following:

- EMIS systems put in place in all 56 IDENs in order to administer annual standardized pre- and post-tests to all students in CP, CE2, and CM2 and send data back to INEADE.
- Training of IDENs to use EMIS systems in support of annual standardized pre- and post-tests.

Upon USAID approval, the MOE will receive USD \$722,400 (10% of the total FY13 funds)

***Please note that this milestone may be paid at any time in FY13 so long as the deliverables are submitted to and approved by USAID.**

Milestone Report 1.6* will contain the following:

- An internal midterm performance evaluation statement of work.

Upon USAID approval, the MOE will receive USD \$433,440 (6% of the total FY13 funds)

***Please note that this milestone may be paid at any time in FY13 so long as the deliverables are submitted to and approved by USAID.**

Milestone Report 1.7* will contain the following:

- A Curriculum Support and Scope and Sequence for Reading Plan for **light and medium treatment** IDENs and schools.

- A Remediation Plan for **light and medium treatment** IDENs and schools.
 - Training-of-Trainer (TOT) and participant training guides for **light and medium treatment** IDENs and school principals developed either by the MOE or with support from external consultants that covers the following illustrative topics:
 - 1) Effective, research-based reading approaches around the five components of reading (phonological awareness, phonics instruction, reading fluency, vocabulary development, and reading comprehension strategies)
 - 2) Development and use of effective classroom learning materials that support research-based reading interventions (especially those currently weak or missing from the existing curriculum)
 - 3) Providing effective reading remediation
- Upon USAID approval, the MOE will receive USD \$361,200 (5% of the total FY13 funds)

***Please note that this milestone may be paid at any time in FY13 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 1.7 must be approved prior to the submission of Milestone Report 1.8.**

Milestone Report 1.8 will contain the following:

- Development or procurement and distribution of teaching and learning materials (aligned to the needs outlined in the Curriculum Plan in Milestone 1.7) to **light and medium treatment** schools.
- Development or procurement and distribution of remediation materials (aligned to the needs outlined in the Remediation Plan in Milestone 1.7) for teachers to **light and medium treatment** schools.
- Training of trainers (IDENs and principals) to support **light and medium treatment** schools with curriculum support and remediation through regional teacher training centers (EFIs in French).
- Training of teachers by IDENs and principals through EFIs to support **light and medium treatment** schools with curriculum support and basic skills remediation.

Upon USAID approval, the MOE will receive USD \$722,400 (10% of the total FY13 funds)

Milestone Report 1.9* will contain the following:

- A Continuous Assessment Plan that explains how IDENs will implement and support continuous assessment in **medium treatment** schools using classroom observations, coaching, and item banks developed at the IDEN level.
- A Teacher Quality Circle Implementation Plan for **medium treatment** schools (see Appendix D and E for descriptions of Teacher Quality Circles).
- An Action Research Implementation Plan to be supported through Teacher Quality Circles for **medium treatment** schools.
- Training-of-Trainer (TOT) and participant training guides for **medium treatment** IDENs and school principals developed either by the MOE or with support from external consultants that covers the following illustrative topics:
 - 1) Training IDENs and principals to
 - a. observe teachers in the classroom and provide effective feedback and coaching
 - b. develop effective student learning assessments (formative and summative as well as informal and formal standardized assessments)
 - c. develop IDEN-level item banks tied to national student learning objectives/standards
 - d. support teacher quality circles and action research at the school and IDEN levels

- 2) Training teachers to
- a. participate in Teacher Quality Circles
 - b. conduct action research
 - c. develop effective student learning assessments (formative and summative as well as informal and formal standardized assessments)

Upon USAID approval, the MOE will receive USD \$361,200 (5% of the total FY13 funds)

***Please note that this milestone may be paid at any time in FY13 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 1.9 must be approved prior to the submission of Milestone Report 1.10.**

Milestone Report 1.10 will contain the following:

- Training of teachers in **medium treatment** schools by IDENs and principals through EFIs to conduct action research and participate in teacher quality circles
- Training of **medium treatment** IDENs and principals through EFIs to conduct classroom observations and provide constructive feedback and coaching
- Training of teachers in **medium treatment** schools by IDENs and principals through EFIs to support effective continuous assessment
- Training of **medium treatment** IDENs resulting in the creation of district level item banks.

Upon USAID approval, the MOE will receive USD \$361,200 (5% of the total FY13 funds)

Milestone Report 1.11 will contain the following:

- Monitoring and evaluation data that show **medium treatment** IDENs, principals, and teachers support and participate in the following:
 - 1) Continuous assessment in classrooms supported by teachers and principals.
 - 2) Standardized continuous assessments supported by IDENs.
 - 3) Teacher quality circles supported within schools as well as between schools within each district by principals and IDENs respectively.
 - 4) Action research to help teachers become more reflective of how they teach.

Upon USAID approval, the MOE will receive USD \$72,240 (1% of the total FY13 funds)

Milestone Report 1.12* will contain the following:

- Development or procurement and distribution of remediation materials (aligned to the needs outlined in the Remediation Plan in Milestone 1.7) for youth assistants to **light and medium treatment** schools.
- Identification of target student population requiring remedial courses in reading and math.
- Training of youth recruited to assist teachers to provide remediation in **light and medium treatment** schools.
- Implementation of remedial courses in **light and medium treatment** schools.

Upon USAID approval, the MOE will receive USD \$361,200 (5% of the total FY13 funds)

***Please note that this milestone may be paid out of sequence from the other milestones so long as the deliverables are submitted to and approved by USAID.**

Milestone Report 1.13* will contain the following:

- One (1) reading and French post-test form **equated to the pre-test** form, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) post-test forms for reading and French.
- One (1) math post-test form **equated to the pre-test** form, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) post-test forms for math.
- A Post-test Implementation Plan that describes test administration, data collection and cleaning, analysis, and reporting procedures and responsibilities within various MOE levels (central, regional, district, school) that takes into account the results of the pre-tests, including an implementation timeline.

Upon USAID approval, the MOE will receive USD \$361,200 (5% of the total FY13 funds)

***Please note that this milestone may be paid at any time in FY13 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 1.13 must be approved prior to the submission of Milestone Report 1.14.**

Milestone Report 1.14* will contain the following:

- A description of how post-tests for reading, French, and math to all primary school students in grades CP, CE2, and CM2 were administered nationwide (approximately 806,616 students total).
- The raw and cleaned data submitted electronically from the post-tests by subject and grade level, disaggregated by gender and district/region.
- Analysis of the results of the post-test relative to the pre-test results.

Upon USAID approval, the MOE will receive USD \$361,200 (5% of the total FY13 funds)

***Please note that this milestone should be completed towards the end of the school year.**

Milestone Report 1.15 will contain the following:

- A procedures document that describes to **medium treatment** IDENs how to develop PALME district improvement plans (DIPs) that will improve reading and math skills of students (see Appendix E for suggested DIP activities) that includes but is not limited to technical requirements and selection criteria.
- Evaluation, negotiation, and approval of submitted DIPs by a national panel of experts.
- Signing DIPs with IDENs

Upon USAID approval, the MOE will receive USD \$144,480 (2% of the total FY13 funds)

Milestone Report 1.16 will contain the following:

- A description of school, district, regional, and national incentives programs that recognize and honor the achievements of students, teachers, IDENs, and regions that have made significant reading and math gains as well as conducted superior action research.
- A detailed account of a national reading and math year-in-review seminar (including participant sign-in sheets), which fully documents the implementation strengthens and weaknesses of PALME for learning purposes and improvements in FY14.
- Year 2 planning documents that will inform the development of a new work plan and revised PMP for FY14.

Upon USAID approval, the MOE will receive USD \$72,240 (1% of the total FY13 funds)

Year 1 (FY13) Total: USD \$7,224,000

Milestones must be completed in numerical order unless they are starred (*) milestones. Instructions regarding the submission of a starred milestone report are included at the end of each starred milestone in boldface.

Year 2 (FY14) Detailed Milestone Descriptions (subject to the availability of funds)

Milestone Report 2.1 will contain the following:

- An Annual Work Plan (submitted by November 1, 2013) that includes the following key sections: major activities and key deliverables, activity implementation plan by month or quarter, and responsible management unit(s).
- An updated Performance Management Plan (PMP) that includes targets achieved in Year 1 (FY13) addressing USAID standard as well as custom indicators outlined in Appendix B, where standard indicators are measured using USAID indicator definitions found on the following State Department website: <http://www.state.gov/documents/organization/101764.pdf>. The updated PMP will establish all the project indicators, definition/unit of measure, methods and data source used for data collection, frequency of data collection, responsible individuals or directorates, baseline data, and targets.
- Memos to IDENs communicating to **control group** IDENs that this year they will begin receiving the **light treatment**; communicating to **light treatment** IDENs that this year they will begin receiving the **medium treatment**; and communicating to **medium treatment** IDENs that this year they will begin receiving the **full treatment** (as outlined in the PALME Impact Evaluation Statement of Work found in Appendix E).
- An updated description of the Ministry of Education's management structure and technical units in place to support PALME.
- An updated Communications, Branding, and Project Incentives Plan to support a national awareness campaign for reading that includes key events and competitions such as literacy week and district, regional, and national read-a-thons.

Upon USAID approval, the MOE will receive USD \$900,000 (15% of the total FY14 funds, subject to the availability of funds)

Milestone Report 2.2 will contain the following:

- An updated IDEN Capacity Development Plan to strengthen technical and supervisory skills at district MOE offices in support of PALME activities described in the project description (see Appendix D).
- Refresher training of IDEN staff on the overall PALME project with a focus on supporting the implementation plan tied to the impact evaluation and challenges and constraints of supporting control and treatment IDENs.
- Refresher training of M&E specialists at the IDEN level to oversee district-level performance monitoring that will feed into PMP data collection requirements.

Upon USAID approval, the MOE will receive USD \$600,000 (10% of the total FY14 funds, subject to the availability of funds)

Milestone Report 2.3* will contain the following:

- One (1) reading and French pre-test form **equated to last year's pre- and post-test**, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2 (grades 2, 4, and 6, respectively), for a total of three (3) pre-test forms for reading and French (see Appendix D).
- One (1) math pre-test form **equated to last year's pre- and post-test**, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) pre-test forms for math.
- A Pre-test Implementation Plan that describes test administration, data collection and cleaning, analysis, and reporting procedures and responsibilities within various MOE levels (central, regional, district, school), including an implementation timeline.

Upon USAID approval, the MOE will receive USD \$780,000 (13% of the total FY14 funds, subject to the availability of funds)

***Please note that this milestone must be completed no later than December 31, 2013. However, it may be paid at any time before December 31, 2013 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 2.3 must be approved prior to the submission of Milestone Report 2.4.**

Milestone Report 2.4 will contain the following:

- A description of how pre-tests for reading, French, and math to all primary school students in grades CP, CE2, and CM2 were administered nationwide (approximately 806,616 students total).
- The raw and cleaned data submitted electronically from the pre-tests by subject and grade level, disaggregated by gender and district/region.
- Basic analysis of the results of the pre-test.

Upon USAID approval, the MOE will receive USD \$300,000 (5% of the total FY14 funds, subject to the availability of funds)

Milestone Report 2.5* will contain the following:

- A year 2 external impact evaluation work plan.
- A year 2 internal midterm evaluation work plan.

Upon USAID approval, the MOE will receive USD \$300,000 (5% of the total FY14 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY14 so long as the deliverables are submitted to and approved by USAID.**

Milestone Report 2.6* will contain the following:

- An updated Curriculum Support and Scope and Sequence for Reading Plan for **light, medium, and full treatment** IDENs and schools.
- An updated Remediation Plan for **light, medium, and full treatment** IDENs and schools.
- Updated Training-of-Trainer (TOT) and participant training guides for **light, medium, and full treatment** IDENs and school principals developed either by the MOE or with support from external consultants that covers the following illustrative topics:

- 1) Effective, research-based reading approaches around the five components of reading (phonological awareness, phonics instruction, reading fluency, vocabulary development, and reading comprehension strategies)
 - 2) Development and use of effective classroom learning materials that support research-based reading interventions (especially those currently weak or missing from the existing curriculum)
 - 3) Providing effective reading remediation
- Upon USAID approval, the MOE will receive USD \$360,000 (6% of the total FY14 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY14 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 2.6 must be approved prior to the submission of Milestone Report 2.7.**

Milestone Report 2.7 will contain the following:

- Development or procurement and distribution of teaching and learning materials (aligned to the needs outlined in the Curriculum Plan in Milestone 2.6) to **light, medium, and full treatment** schools.
- Development or procurement and distribution of remediation materials (aligned to the needs outlined in the Remediation Plan in Milestone 2.6) for teachers in **light, medium, and full treatment** schools.
- Training of trainers (IDENs and principals) to support **light, medium, and full treatment** schools with curriculum support and remediation through regional teacher training centers (EFIs in French).
- Training of teachers by IDENs and principals through EFIs to support **light, medium, and full treatment** schools with curriculum support and basic skills remediation.

Upon USAID approval, the MOE will receive USD \$300,000 (5% of the total FY14 funds, subject to the availability of funds)

Milestone Report 2.8* will contain the following:

- An updated Continuous Assessment Plan that explains how IDENs will implement and support continuous assessment in **medium treatment** schools using classroom observations, coaching, and item banks developed at the IDEN level.
- An updated Teacher Quality Circle Implementation Plan for **medium treatment** schools (see Appendix D and E for descriptions of Teacher Quality Circles).
- An updated Action Research Implementation Plan to be supported through Teacher Quality Circles for **medium treatment** schools.
- Updated Training-of-Trainer (TOT) and participant training guides for **medium treatment** IDENs and school principals developed either by the MOE or with support from external consultants that covers the following illustrative topics:
 - 1) Training IDENs and principals to
 - a. observe teachers in the classroom and provide effective feedback and coaching
 - b. develop effective student learning assessments (formative and summative as well as informal and formal standardized assessments)
 - c. develop IDEN-level item banks tied to national student learning objectives/standards
 - d. support teacher quality circles and action research at the school and IDEN levels
 - 2) Training teachers to
 - a. participate in Teacher Quality Circles

- b. conduct action research
- c. develop effective student learning assessments (formative and summative as well as informal and formal standardized assessments)

Upon USAID approval, the MOE will receive USD \$840,000 (14% of the total FY14 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY14 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 2.8 must be approved prior to the submission of Milestone Report 2.9.**

Milestone Report 2.9 will contain the following:

- Training of teachers in **medium treatment** schools by IDENs and principals through EFIs to conduct action research and participate in teacher quality circles
- Training of **medium treatment** IDENs and principals through EFIs to conduct classroom observations and provide constructive feedback and coaching
- Training of teachers in **medium treatment** schools by IDENs and principals through EFIs to support effective continuous assessment
- Training of **medium treatment** IDENs resulting in the creation of district level item banks.

Upon USAID approval, the MOE will receive USD \$300,000 (5% of the total FY14 funds, subject to the availability of funds)

Milestone Report 2.10 will contain the following:

- Monitoring and evaluation data that show **medium treatment** IDENs, principals, and teachers support and participate in the following:
 - 1) Continuous assessment in classrooms supported by teachers and principals.
 - 2) Standardized continuous assessments supported by IDENs.
 - 3) Teacher quality circles supported within schools as well as between schools within each district by principals and IDENs respectively.
 - 4) Action research to help teachers become more reflective of how they teach.

Upon USAID approval, the MOE will receive USD \$60,000 (1% of the total FY14 funds, subject to the availability of funds)

Milestone Report 2.11* will contain the following:

- Development or procurement and distribution of remediation materials (aligned to the needs outlined in the Remediation Plan in Milestone 2.7) for youth assistants to **light, medium, and full treatment** schools.
- Identification of target student population requiring remedial courses in reading and math.
- Training of youth recruited to assist teachers to provide remediation in **light, medium, and full treatment** schools.
- Implementation of remedial courses in **light, medium, and full treatment** schools.

Upon USAID approval, the MOE will receive USD \$300,000 (5% of the total FY14 funds, subject to the availability of funds)

***Please note that this milestone may be paid out of sequence from the other milestones so long as the deliverables are submitted to and approved by USAID.**

Milestone Report 2.12* will contain the following:

- One (1) reading and French post-test form **equated to the pre-test** form, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) post-test forms for reading and French.
- One (1) math post-test form **equated to the pre-test** form, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) post-test forms for math.
- A Post-test Implementation Plan that describes test administration, data collection and cleaning, analysis, and reporting procedures and responsibilities within various MOE levels (central, regional, district, school) that takes into account the results of the pre-tests, including an implementation timeline.

Upon USAID approval, the MOE will receive USD \$780,000 (13% of the total FY14 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY14 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 2.12 must be approved prior to the submission of Milestone Report 2.13.**

Milestone Report 2.13* will contain the following:

- A description of how post-tests for reading, French, and math to all primary school students in grades CP, CE2, and CM2 were administered nationwide (approximately 806,616 students total).
- The raw and cleaned data submitted electronically from the post-tests by subject and grade level, disaggregated by gender and district/region.
- Analysis of the results of the post-test relative to the pre-test results.

Upon USAID approval, the MOE will receive USD \$60,000 (1% of the total FY14 funds, subject to the availability of funds)

***Please note that this milestone should be completed towards the end of the school year.**

Milestone Report 2.14 will contain the following:

- An update of the procedures document that describes to **light and medium treatment** IDENs how to develop PALME district improvement plans (DIPs) that will improve reading and math skills of students (see Appendix E for suggested DIP activities) that includes but is not limited to technical requirements and selection criteria.
- Evaluation, negotiation, and approval of submitted DIPs by a national panel of experts.
- Signing DIPs with IDENs.

Upon USAID approval, the MOE will receive USD \$60,000 (1% of the total FY14 funds, subject to the availability of funds)

Milestone Report 2.15 will contain the following:

- A description of school, district, regional, and national incentives programs that recognize and honor the achievements of students, teachers, IDENs, and regions that have made significant reading and math gains as well as conducted superior action research.
- A detailed account of a national reading and math year-in-review seminar (including participant sign-in sheets), which fully documents the implementation strengthens and weaknesses of PALME for learning purposes and improvements in FY15.
- Year 3 planning documents that will inform the development of a new work plan and revised PMP for FY15.

Upon USAID approval, the MOE will receive USD \$60,000 (1% of the total FY14 funds, subject to the availability of funds)

Year 2 (FY14) Total: USD \$6,000,000 (subject to the availability of funds)

Milestones must be completed in numerical order unless they are starred (*) milestones. Instructions regarding the submission of a starred milestone report are included at the end of each starred milestone in boldface.

Year 3 (FY15) Detailed Milestone Descriptions (subject to the availability of funds)

Milestone Report 3.1 will contain the following:

- An Annual Work Plan (submitted by November 1, 2014) that includes the following key sections: major activities and key deliverables, activity implementation plan by month or quarter, and responsible management unit(s).
- An updated Performance Management Plan (PMP) that includes targets achieved in Year 2 (FY14) addressing USAID standard as well as custom indicators outlined in Appendix B, where standard indicators are measured using USAID indicator definitions found on the following State Department website: <http://www.state.gov/documents/organization/101764.pdf>. The updated PMP will establish all the project indicators, definition/unit of measure, methods and data source used for data collection, frequency of data collection, responsible individuals or directorates, baseline data, and targets.
- Memos to IDENs communicating to **light group** IDENs that this year they will begin receiving the **full treatment**; communicating to **medium treatment** IDENs that this year they will begin receiving the **full treatment**; and communicating to **full treatment** IDENs that this year they will continue receiving the **full treatment** (as outlined in the PALME Impact Evaluation Statement of Work found in Appendix E).
- An updated description of the Ministry of Education's management structure and technical units in place to support PALME.
- An updated Communications, Branding, and Project Incentives Plan to support a national awareness campaign for reading that includes key events and competitions such as literacy week and district, regional, and national read-a-thons.

Upon USAID approval, the MOE will receive USD \$1,050,720 (22% of the total FY15 funds, subject to the availability of funds)

Milestone Report 3.2 will contain the following:

- An updated IDEN Capacity Development Plan to strengthen technical and supervisory skills at district MOE offices in support of PALME activities described in the project description (see Appendix D).
- Refresher training of IDEN staff on the overall PALME project with a focus on supporting the implementation plan tied to the impact evaluation and challenges and constraints of supporting control and treatment IDENs.
- Refresher training of M&E specialists at the IDEN level to oversee district-level performance monitoring that will feed into PMP data collection requirements.

Upon USAID approval, the MOE will receive USD \$477,600 (10% of the total FY15 funds, subject to the availability of funds)

Milestone Report 3.3* will contain the following:

- One (1) reading and French pre-test form **equated to last year's pre- and post-test**, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2 (grades 2, 4, and 6, respectively), for a total of three (3) pre-test forms for reading and French (see Appendix D).
- One (1) math pre-test form **equated to last year's pre- and post-test**, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) pre-test forms for math.
- A Pre-test Implementation Plan that describes test administration, data collection and cleaning, analysis, and reporting procedures and responsibilities within various MOE levels (central, regional, district, school), including an implementation timeline.

Upon USAID approval, the MOE will receive USD \$716,400 (15% of the total FY15 funds, subject to the availability of funds)

***Please note that this milestone must be completed no later than December 31, 2014. However, it may be paid at any time before December 31, 2014 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 3.3 must be approved prior to the submission of Milestone Report 3.4.**

Milestone Report 3.4 will contain the following:

- A description of how pre-tests for reading, French, and math to all primary school students in grades CP, CE2, and CM2 were administered nationwide (approximately 806,616 students total).
- The raw and cleaned data submitted electronically from the pre-tests by subject and grade level, disaggregated by gender and district/region.
- Basic analysis of the results of the pre-test.

Upon USAID approval, the MOE will receive USD \$238,800 (5% of the total FY15 funds, subject to the availability of funds)

Milestone Report 3.5* will contain the following:

- A year 3 external impact evaluation work plan.
- The final midterm performance evaluation report.

Upon USAID approval, the MOE will receive USD \$47,760 (1% of the total FY15 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY15 so long as the deliverables are submitted to and approved by USAID.**

Milestone Report 3.6* will contain the following:

- An updated Curriculum Support and Scope and Sequence for Reading Plan for **all** IDENs and schools.
 - An updated Remediation Plan for **all** IDENs and schools.
 - Updated Training-of-Trainer (TOT) and participant training guides for **all** IDENs and school principals developed either by the MOE or with support from external consultants that covers the following illustrative topics:
 - 1) Effective, research-based reading approaches around the five components of reading (phonological awareness, phonics instruction, reading fluency, vocabulary development, and reading comprehension strategies)
 - 2) Development and use of effective classroom learning materials that support research-based reading interventions (especially those currently weak or missing from the existing curriculum)
 - 3) Providing effective reading remediation
- Upon USAID approval, the MOE will receive USD \$286,560 (6% of the total FY15 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY15 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 3.6 must be approved prior to the submission of Milestone Report 3.7.**

Milestone Report 3.7 will contain the following:

- Development or procurement and distribution of teaching and learning materials (aligned to the needs outlined in the Curriculum Plan in Milestone 3.6) to **all** schools.
- Development or procurement and distribution of remediation materials (aligned to the needs outlined in the Remediation Plan in Milestone 3.6) for teachers in **all** schools.
- Training of trainers (IDENs and principals) to support **all** schools with curriculum support and remediation through regional teacher training centers (EFIs in French).
- Training of teachers by IDENs and principals through EFIs to support **all** schools with curriculum support and basic skills remediation.

Upon USAID approval, the MOE will receive USD \$238,800 (5% of the total FY15 funds, subject to the availability of funds)

Milestone Report 3.8* will contain the following:

- An updated Continuous Assessment Plan that explains how IDENs will implement and support continuous assessment in **full treatment schools that were light treatment schools in year 2** using classroom observations, coaching, and item banks developed at the IDEN level.
- An updated Teacher Quality Circle Implementation Plan for **full treatment schools that were light treatment schools in year 2** (see Appendix D and E for descriptions of Teacher Quality Circles).
- An updated Action Research Implementation Plan to be supported through Teacher Quality Circles for **full treatment schools that were light treatment schools in year 2**.

- Updated Training-of-Trainer (TOT) and participant training guides for **full treatment IDENs and principals that were light treatment IDENs and principals in year 2** developed either by the MOE or with support from external consultants that covers the following illustrative topics:
 - 1) Training IDENs and principals to
 - a. observe teachers in the classroom and provide effective feedback and coaching
 - b. develop effective student learning assessments (formative and summative as well as informal and formal standardized assessments)
 - c. develop IDEN-level item banks tied to national student learning objectives/standards
 - d. support teacher quality circles and action research at the school and IDEN levels
 - 2) Training teachers to
 - a. participate in Teacher Quality Circles
 - b. conduct action research
 - c. develop effective student learning assessments (formative and summative as well as informal and formal standardized assessments)

Upon USAID approval, the MOE will receive USD \$477,600 (10% of the total FY15 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY15 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 3.8 must be approved prior to the submission of Milestone Report 3.9.**

Milestone Report 3.9 will contain the following:

- Training of teachers in **full treatment schools that were light treatment schools in year 2** schools by IDENs and principals through EFIs to conduct action research and participate in teacher quality circles.
- Training of **full treatment schools that were light treatment schools in year 2** IDENs and principals through EFIs to conduct classroom observations and provide constructive feedback and coaching.
- Training of teachers in **full treatment schools that were light treatment schools in year 2** schools by IDENs and principals through EFIs to support effective continuous assessment.
- Training of **full treatment schools that were light treatment schools in year 2** IDENs resulting in the creation of district level item banks.

Upon USAID approval, the MOE will receive USD \$238,800 (5% of the total FY15 funds, subject to the availability of funds)

Milestone Report 3.10 will contain the following:

- Monitoring and evaluation data that show IDENs, principals, and teachers support and participate in the following:
 - 1) Continuous assessment in classrooms supported by teachers and principals.
 - 2) Standardized continuous assessments supported by IDENs.
 - 3) Teacher quality circles supported within schools as well as between schools within each district by principals and IDENs respectively.
 - 4) Action research to help teachers become more reflective of how they teach.

Upon USAID approval, the MOE will receive USD \$47,760 (1% of the total FY15 funds, subject to the availability of funds)

Milestone Report 3.11* will contain the following:

- Development or procurement and distribution of remediation materials (aligned to the needs outlined in the Remediation Plan in Milestone 3.7) for youth assistants to **all** schools.
- Identification of target student population requiring remedial courses in reading and math.
- Training of youth recruited to assist teachers to provide remediation in **all** schools.
- Implementation of remedial courses in **all** schools.

Upon USAID approval, the MOE will receive USD \$238,800 (5% of the total FY15 funds, subject to the availability of funds)

***Please note that this milestone may be paid out of sequence from the other milestones so long as the deliverables are submitted to and approved by USAID.**

Milestone Report 3.12* will contain the following:

- One (1) reading and French post-test form **equated to the pre-test** form, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) post-test forms for reading and French.
- One (1) math post-test form **equated to the pre-test** form, aligned to the learning standards and curriculum for each of the following grades: CP, CE2, and CM2, for a total of three (3) post-test forms for math.
- A Post-test Implementation Plan that describes test administration, data collection and cleaning, analysis, and reporting procedures and responsibilities within various MOE levels (central, regional, district, school) that takes into account the results of the pre-tests, including an implementation timeline.

Upon USAID approval, the MOE will receive USD \$620,880 (13% of the total FY15 funds, subject to the availability of funds)

***Please note that this milestone may be paid at any time in FY15 so long as the deliverables are submitted to and approved by USAID. However, Milestone Report 3.12 must be approved prior to the submission of Milestone Report 3.13.**

Milestone Report 3.13* will contain the following:

- A description of how post-tests for reading, French, and math to all primary school students in grades CP, CE2, and CM2 were administered nationwide (approximately 806,616 students total).
- The raw and cleaned data submitted electronically from the post-tests by subject and grade level, disaggregated by gender and district/region.
- Analysis of the results of the post-test relative to the pre-test results.

Upon USAID approval, the MOE will receive USD \$47,760 (1% of the total FY15 funds, subject to the availability of funds)

***Please note that this milestone should be completed towards the end of the school year.**

Milestone Report 3.14 will contain the following:

- A description of school, district, regional, and national incentives programs that recognize and honor the achievements of students, teachers, IDENs, and regions that have made significant reading and math gains as well as conducted superior action research.

Upon USAID approval, the MOE will receive USD \$23,880 (0.5% of the total FY15 funds, subject to the availability of funds)

Milestone Report 3.15 will contain the following:

- The final impact evaluation report (see report specifications in Appendix E).
- A detailed account of the final PALME partnership-in-review seminar (including participant sign-in sheets), which fully documents the achievements of the PALME project over its 3-year implementation period and the policy implications and way forward for the Ministry of Education and its partners beyond PALME.

Upon USAID approval, the MOE will receive USD \$23,880 (0.5% of the total FY15 funds, subject to the availability of funds)

Year 3 (FY15) Total: USD \$4,776,000 (subject to the availability of funds)

Annex 3: PALME: Extractions from Project Implementation Letter



USAID | SENEGAL

FROM THE AMERICAN PEOPLE

****CASE STUDY NOTE: Due to the new requirement all G2G activities to undergo a Congressional Notification, the approval and signing of the PIL were delayed until January 2013. Amendments were made to the PIL milestone dates to reflect this four-month delay in start-up.**

Dakar, le 31 octobre 2012

Monsieur Lat Diop

Directeur de l'investissement (DOI)

Ministere de L'Economie et des Finances

Subject: Assistance Agreement Nn 685-013: Objet Accord d'assistance No 685-013- UnP. Better Educated Youth in Senegal - Project jeunesse senegalaise mieux eduquee - Lettre Implementation Letter No 685-685-013-11 d'execution No 685-685-013-04 Projet de Partnership for the Acquisition of Reading Skills in partenariat pour l'acquisition d'aptitudes en lecture dans les ecoles primaires (PALME)

References: Assistance Agreement No. 685-013 dated September 27, 2010 ("Assistance Agreement" or "AA")

Reference: Accord d'assistance No. 685-013 du 27 septembre 2010 («Accord d'assistance » ou « AA »)

Dear Mr. Director:

and subject to all of the terms of the AA, except specifically noted herein.

The purpose of this Project Implementation Letter (PIL) is to define the fixed amount reimbursement terms and procedures to assist the Ministry of Education in improving the reading and math learning outcomes of students in primary schools. A total of USO \$18,000,000 in USAID basic education funds will be used to finance activities of the Partnership for the Acquisition of Reading Skills in Primary Schools (PALME in French) project over a three-year period. USO \$7,224,000 is currently available for implementation in FY13 and the USO \$10,776,000 remainder is subject to the availability of funds. This IL is entered into under

Monsieur le Directeur,

La presente Lettre d'execution (LE) a pour objet de definir les termes et modalites de mise en ceuvre d'un accord de remboursement forfaitaire (FARA) destine a aider le ministere de l'Education a ameliorer les aptitudes en lecture et en mathematiques des eleves des ecoles primaires. L'USAID consacrera un montant total de 18.000.000 de dollars de son

budget d'education de base pour financer les activites du Projet de partenariat pour l'acquisition d'aptitudes en lecture dans les ecoles primaires (PALME) au cours d'une periode de trois ans. 7.224.000 dollars sont actuellement disponibles pour etre executees pour l'annee budgetaire 2013. Le solde restant, soit 10.776.000 dollars, sera debourse sous reserve de la disponibilite de financements a cet effet.

Background

Since 2007, USAID has been working in partnership with the Government of Senegal (GOS) on a successful USD \$13,000,000 fixed- amount **Activity Description** reimbursement agreement (FARA) executed through GOS financial systems and managed directly by the Ministry of Education (MOE) to construct middle schools in Senegal.

Through the PALME project, USAID is seeking to expand the scope of the partnership to include support to primary schools. While students in primary grades (1-6) will be targeted, particular focus will be placed on improving the reading skills of students in the early grades (1-3) in order to ensure that reading challenges are identified and addressed through effective and timely interventions. The PIL will also continue to strengthen partner country financial and technical sector systems by working directly through them to fund and manage activities.

The PIL will further the objectives of the Assistance Agreement (AA) "Better Educated Youth in Senegal" dated September 27, 2010, as basic literacy and numeracy skills are foundational to creating an effective, productive, and engaged population. The PALME project is also in alignment with a key component of the Agency's new Global Education Strategy focused on improving the reading skills of 100 million children in the primary grades worldwide by 2015.

Historique

Depuis 2007, l'USAID travaille en partenariat avec le Gouvernement du Sénégal (GdS) dans le cadre d'un accord réussi de remboursement forfaitaire (FARA) d'une valeur de 13.000.000 de dollars des Etats-

Unis mis en œuvre à travers les mécanismes de financement du Gouvernement du Sénégal et gérés directement par le ministère de l'Education pour la construction d'établissements d'enseignement moyen au Sénégal.

A travers le PALME, l'USAID cherche à élargir le partenariat aux établissements d'enseignement primaire qui bénéficieraient

ainsi de son soutien. Même si les élèves des classes primaires (CP1 à CM2) seront cibles, l'accent sera mis sur l'amélioration des aptitudes en lecture des élèves au cours des premières années du cycle d'études primaires (CP1 à CE1), afin de s'assurer que les difficultés en lecture sont identifiées et traitées à travers des interventions efficaces et en temps opportun. La LE continuera également de renforcer ses systèmes financiers et techniques nationaux du Sénégal relatifs à l'éducation en opérant directement avec ces systèmes pour financer et gérer des activités.

La présente LE permettra de faire avancer les objectifs de l'Accord d'assistance (AA) « Une jeunesse sénégalaise mieux éduquée » du 27 septembre 2010, d'autant plus que ses aptitudes de bases en lecture et calcul sont ses fondements sur lesquels l'on peut bâtir une population efficace, productive et engagée. Le projet PALME est également en phase avec une composante clé de la nouvelle Stratégie pour l'éducation dans le monde déployée par l'Agence des États-Unis pour le développement international axée sur l'amélioration des compétences en lecture de 100 millions d'enfants des écoles primaires à travers le monde, d'ici 2015.

Description de l'activité

This PIL will focus on improving the MOE's existing reading and math delivery systems by working with teams from the Directorate of Elementary Education (DEE), the National Institute for the Study and Action of Educational Development (INEADE), as well as other MOE departments to develop a more rigorous and effective instructional approach, upgrade existing assessment systems, and improve research and evaluation capacity at all levels within the MOE.

Through this project, the MOE is expected to put systems in place, especially at regional, district, and school levels, to boost and sustain students' acquisition of basic skills in reading and math. Major activities of this project are outlined in Appendix A

The Ministry of Education will be the primary management and administrative entity governing all activities under this PIL. The MOE shall provide oversight for the planning and procurement of all goods and services supported under the PIL. The Office of Financial Management at USAID/Senegal shall provide services related to the development and payment of milestones and auditing of funds provided under this PIL.

Additional technical consultants and organizations may be used to assist the MOE in the implementation of the project. However, USAID/Senegal's written concurrence is required prior to the recruitment of non-MOE personnel or organizations for the performance of any activity supported under this PIL.

Pape Momar Sow, the Education Team Leader, will be the point of contact at USAID/Senegal.

La presente LE porte essentieffement sur l'amelioration des systemes actuels de dispense de le9ons de lecture et de mathematiques mis en place par le ministere de l'Education en travaillant avec des equipes de la Direction de l'Enseignement elementaire (DEE), de l'Institut national d'etude et d'action pour le developpement de l'education (INEADE), ainsi qu'avec d'autres departements du ministere de l'Education pour elaborer une methode d'enseignement plus rigoureuse et plus efficace, moderniser les systemes d'evaluation existants, et ameliorer la recherche et la capacite d'evaluation a tous les niveaux du ministere de l'Education.

A travers ce projet, le ministere de l'Education devrait mettre en place des systemes, en particulier aux niveaux regional, departemental et egalement au niveau des inspections et des ecoles, afin de stimuler et de renforcer l'acquisition, par les eleves, d'aptitudes de base en lecture et en mathematiques. Les principales activites de ce projet sont decrites dans l'annexe A a la presente LE.

Le ministere de l'Education est la principale institution chargee de la gestion de toutes les activites prevues dans la presente LE et en est l'entite administrative. Il est charge d'assurer la supervision de la planification et de l'acquisition de tous les biens et services finances dans le cadre de la Lettre d'execution. Le Service financier de l'USAID/Senegal fournira des services pertinents pour l'elaboration et a la prise en charge financiere des etapes et a l'audit des fonds fournis dans le cadre de la presente LE.

Les services d'autres conseillers techniques et organisations peuvent etre utilises pour aider le ministere de l'Education dans la mise en reuvre du projet. Toutefois, le consentement ecrit de l'USAID/Senegal est necessaire avant le recrutement de personnel externe ou d'agences quelconques pour la mise en reuvre d'une quelconque activite appuyee dans le cadre de la presente LE.

Pape Momar Sow, Chef du Bureau Education de l'USAID/Senegal est le point de contact pour le projet.

Project Indicators	Indicateurs du projet
The MOE must set targets for and track relevant USAID standard indicators along with some custom indicators (see list in Appendix B) in addition to other custom indicators to be determined by the MOE and USAID.	Le ministere de l'Education doit fixer des objectifs et suivre les indicateurs standard pertinents de l'USAID avec certains indicateurs personnalisés (voir liste a l'annexe B) en plus d'autres indicateurs personnalisés qui seront determinees par le ministere de l'Education et l'USAID.
Activity Completion Date	Date d'achevement des activites
Three (3) years from the signing of this L is the date by which the Parties estimate that all actions and undertakings necessary to achieve the Activity will be completed, or such other date as the Parties may agree to in writing. Except as USAID may otherwise agree in writing, USAID will not issue or approve documentation that would authorize disbursements for costs incurred or for goods and services to be delivered subsequent to the Activity Completion Date.	Les Parties estiment que toutes les actions et operations necessaires a la realisation de l'activite seront terminees dans un delai de trois (3) ans a compter de la signature de la presente LE, ou toute autre date convenue par les parties par ecrit. L'USAID, sauf avis contraire formule par ecrit, ne delivrera ni n'approuvera aucun document qui autoriserait des decaissements pour les couts encourus ou portant sur les biens et services devant etre fournis apres la date d'achevement des activites.
Funding Mechanism	Mecanisme de financement
<u>Fixed Amount Reimbursement Agreement</u> (FARA): The Parties agree to employ FARA procedures to implement and finance the Activity. Under this method, USAID has approved a fixed reimbursable value for the successful completion of specified activities in accordance with the "Payment Schedule", described below. The Grantee will implement the activities in accordance with the Technical Specifications. See Appendix C for more details on Funding Mechanism and Disbursements.	Accord de remboursement forfaitaire (FARA): Les parties conviennent de recourir aux procedures du FARA pour mettre en ceuvre et financer l'activite. Avec cette methode, l'USAID a approuve un montant forfaitaire remboursable apres realisation des activites specifiees conformement a « l'echeancier de paiement » decrit ci-dessous. Le Beneficiaire mettra en ceuvre les activites conformement au Cahier des charges. Voir l'Annexe C pour plus de amples formations sur le mecanisme de financement et les decaissements .
Payment Schedule	Echeancier de paiements
The total award amount is requested to be disbursed over the timeframe of this PL after the successful completion of USAID approved milestones. USAID payments under this award shall deposit the agreed upon amount into an account designated for the purpose of this activity by the Ministry of Economy and Finance.	Le montant total de la subvention doit etre debourse au cours de la mise en ceuvre de la presente LE sous reserve de la reussite d'etapes approuvees par l'USAID. Les paiements devant etre effectues par l'USAID dans le cadre de la presente subvention seront verses sur un compte consacre a

l'activite et designe a cet effet par le ministere de l'Economie et des Finances.

Milestones must be completed in numerical order unless they are starred (*) milestones. Instructions regarding the submission of a milestone report are included at the end of each starred milestone in boldface.

Payments will be made upon satisfactory completion and inspection or review of the following USAID approved milestones and milestone payment reports:

Les etapes doivent etre realisees suivant l'ordre numerique indique sauf si elles sont marquees d'un asterisque (*). Les modalites de soumission d'un rapport d'etape sont decrites, en caracteres gras, a la fin de chaque etape marquee d'un asterisque.

Les paiements seront subordonnes a la reussite des etapes suivantes approuvee par l'USAID et a la soumission de rapports d'etape prepares a des fins de paiement:

Resume des etapes prevues au cours de l'An 1(annee budgetaire 2013)

Year 1(FY 13) Milestone Summary

***** Detailed descriptions of milestone are found in Exhibit 3***

While the milestone requirements, in general, are sequence-driven, as opposed to date-driven, the following date-specific reporting requirements will be submitted by the MOE on the date specified and approved by USAID as a condition of the next milestone completion . The MOE will submit to USAID the following:

Bien que les exigences relatives aux etapes a realiser soient en general axees sur diverses sequences et ne soient pas definies par rapport a des dates de realisation, les exigences suivantes devant etre realisees a des specifiques seront soumises par le ministere de l'Education a la date indiquee et approuvees par l'USAID comme condition a l'achevement de la prochaine etape. Le ministere de l'Education soumettra a l'USAID les documents suivants:

Quarterly technical and financial reports that include the accomplishments and challenges of implementation and PMP indicator results collected at national, regional, and district levels due Jan 31st, April 30th, July 31st, and Oct 31st.

An annual report to USAID by October 31, 2012 summarizing achievements and PMP indicator results since the start of the project through September 30, 2012. If the project is extended, annual reports will be submitted no later than October 31st of every year, and they will cover a 12 month implementation period starting

- Des rapports trimestriels techniques et financiers comprenant les realisations et les defis a la mise en oeuvre et aux indicateurs de resultats du PGR recueillis aux niveau national, regional et departemental. Ces rapports doivent etre soumis le 31 janvier, le 30 avril, le 31 juillet et le 31 octobre de chaque annee.
- Un rapport annuel soumis a l'USAID le 31 octobre 2012 resumant les realisations et les resultats de l'indicateur du PGR du debut du projet au 30 septembre 2012. Si le projet est prolonge, les rapports annuels seront soumis au plus tard le 31 octobre de chaque

from October 1st of the previous year through September 30th of the subsequent year.

annee et devront couvrir une periode de mise en reuvre de 12 mois allant du 1er octobre de l'annee precedente au 30 septembre de rannee suivante.

Upon successful completion of each milestone, the MOE shall submit a milestone report to USAID requesting payment of the agreed-upon fixed reimbursement amount for that milestone. USAID, upon verification that a milestone has been successfully completed, shall deposit the agreed upon amount into an account designated for that purpose by the Ministry of Economy and Finance.

If USAID determines that any of the milestones have not been properly executed, the MOE will have the opportunity to correct any defects. USAID reserves the right to withhold reimbursement for any completed milestone until it is satisfied that the services or goods have been rendered or delivered to USAID's satisfaction. USAID will not be responsible for any costs or expenses incurred by the GOS that exceeds the agreed-upon reimbursement amount for any milestone. In no event will USAID's liability for all satisfactorily completed milestones under this agreement exceed the total reimbursable amount.

A l'issue de chaque etape, le ministere de l'Education doit soumettre un rapport d'etape et demander a l'USAID le paiement d'un montant convenu de remboursement forfaitaire pour cette etape. L'USAID, apres s'etre assuree que cette etape a ete realisee avec succes, deposera le montant convenu sur un compte designe a cet effet par le ministere de l'Economie et des Finances

Si l'USAID estime que l'une des etapes n'a pas ete correctement executee, le ministere de l'Education aura l'occasion de corriger les imperfections identifiees. L'USAID se reserve le droit de refuser le remboursement de toute etapeachevee jusqu'a qu'elle soit certaine que les services ou biens requis ont ete rendus ou livres a la satisfaction de l'USAID. L'USAID ne sera pas responsable des coats ou depenses encourus par le Gouvernement du Senegal au-delà du montant de remboursement convenu pour toute etape. La responsabilite de l'USAID ne saurait en aucun cas etre engagee pour toutes les etapes realisees de facon satisfaisante dans le cadre du present accord et dont le coat de realisation depasse le montant total remboursable .

Monitoring and Reporting

The MOE will regularly collect data and monitor progress at national, regional, district, community, and school levels.

USAID personnel or their designees will conduct regular site visits to inspect the management and progress of the project in accordance with applicable USAID regulations, policies and procedures, and the standards set forth herein. Inspections may be undertaken at any time with reasonable advance notice to the MOE. To the

Suivi et declarations

Le ministere de l'Education recueillera regulierement des donnees et fera le suivi des progres realises au niveau national, regional, departemental et communautaire , ainsi qu'au niveau des etablissements scolaires.

Le personnel de l'USAID ou ses representants effectueront des visites regulieres d'inspection de la gestion et de l'avancement du projet, conformement aux reglements, politiques et procedures applicables de l'USAID, ainsi qu'aux normes enoncees dans la presente Lettre d'execution.

extent possible, inspections will be carried out together with MOE officials responsible for undertaking or supervising the undertaking of the project.

Les inspections peuvent etre effectuees a tout moment, sous reserve d'un preavis raisonnable donne au ministere de l'Education. Dans la mesure du possible, les inspections seront effectuees en presence de responsables du ministere charges de l'execution ou de la supervision du projet.

Conditions supplementaires

A Procurement Procedures: By execution of this agreement, USAID concurs that the procurement policies and procedures to be employed by GOS are adequate for the activities. Accordingly, the procurement policies and procedures of GOS are to be used in contracting for all services without further need for USAID review or concurrence.

B. Inspection: L'USAID, ou son representant, aura le droit, a tout moment raisonnable, en notifiant d'avance le Beneficiaire, d'inspecter les activites, documents, pieces comptables, etc. du projet, d'effectuer des mesures et des tests d'avancement des travaux. Le Beneficiaire s'engagent a tenir l'USAID raisonnablement informee de l'état d'avancement de chaque phase du projet afin que les inspections puissent se derouler correctement comme prevu L'USAID ne procedera a aucun versement supplémentaire pour une phase quelconque du projet si une inspection attestant que les conditions techniques de mise en œuvre sont satisfaisantes n'a pas été effectuée.

B. Inspection: USAID, or its designee , shall have the right at all reasonable times, with prior notification to the Grantee, to inspect project activities, documents, receipts, etc. and works pertinent to this IL; to take measurements of project progress and to conduct tests. The Grantee agrees to ensure that USAID is kept reasonably apprised of progress on each phase of the project so that such inspection can take place as appropriate and as provided herein. USAID will make no further payment for any phase of the project unless and until a satisfactory inspection has taken place.

Le Beneficiaire doit assurer un acces raisonnable a l'USAID ou son representant a tous les sites , toute documentation , a tous individus et a toutes les informations necessaires pour surveiller, evaluer et verifier les activites et leur financement dans le cadre de la presente LE, et exigera une disposition a cet effet dans tous les accords de subvention subsidiaire ou contrats finances par des fonds prevus dans le cadre de la presente LE. Les dossiers seront conserves pour une periode de trois ans a compter de la date de

The Grantee shall ensure reasonable access to USAID or its designee to all necessary sites, documentation, individuals and information to monitor, evaluate and verify the activities and their funding under this IL, and will require a provision to this effect in all sub-awards or contracts financed by funds under this IL. The records will be retained for a period of three years from the date of the submission of the final financial report. The records may be reviewed or audited by USAID at any time.

présentation du rapport financier final. Ces dossiers peuvent être examinés ou vérifiés par l'USAID à tout moment.

C. Audit: USAID a le droit de faire un audit et une revue pour assurer la conformité avec toutes les aspects de ce IL pour une période de deux ans suivant la date de dernière distribution par USAID sous le cadre de cet accord. Ce droit d'audit s'applique à toutes les activités dans le cadre de ce accord pour assurer que le projet a été terminé conformément au contrat d'aide et à ce IL.

D. Marking: Le bénéficiaire s'engage à veiller à ce que toutes les activités financées dans le cadre de ce accord soient identifiées avec le logo de l'USAID.

E. Amendements et Modifications: Ce IL peut être complété et modifié par des documents ultérieurs en cas de nécessité pour répondre à des situations spéciales qui pourraient survenir.

F. Langue: La présente Lettre d'exécution est rédigée en anglais et en français. En cas d'ambiguïté ou de désaccord entre les deux versions, la version anglaise sera appliquée.

Si vous acceptez les propositions ci-dessus, veuillez signer l'original de ce IL et le renvoyer à l'USAID en indiquant votre signature et votre nom.

IN WITNESS WHEREOF, les personnes signataires ont apposé leurs signatures le _____

— 2012
ACTUALLY SIGNED JANUARY
2013

Henderson Patricia

USAID/SENEGAL

C. Audit: L'USAID se réserve le droit d'effectuer des audits et revues pour s'assurer du respect de toutes les dispositions de la présente Lettre d'exécution, pendant une période de deux ans suivant la date du dernier versement effectué par l'USAID dans le cadre du présent Accord. Le droit d'audit s'applique à toutes les activités convenues aux termes du présent Accord et vise à s'assurer que lesdits travaux sont réalisés conformément à l'Accord et à la présente Lettre d'exécution.

D. Marquage: Le bénéficiaire s'engage à veiller à ce que toutes les activités financées dans le cadre du présent accord soient identifiées avec le logo de l'USAID.

E. Amendements et modifications: La présente LE pourra, au besoin, être complétée et modifiée par d'autres LE pour répondre à des situations particulières qui pourraient survenir.

F. Langue: La présente Lettre d'exécution est rédigée en anglais et en français. En cas d'ambiguïté ou de désaccord entre les deux versions, la version anglaise fera foi.

Si les propositions susmentionnées rencontrent votre accord, nous vous prions de bien vouloir signer l'original de la présente LE et de le renvoyer à l'USAID pour en accuser réception et marquer votre accord.

EN FOI DE QUOI, les soussignés ont apposé leurs signatures en ce jour de _____

For USAID

Pour le MEF

Pour le MEF

Annex 4: Year One Milestones Checklist

Note: The PIL was delayed for four months awaiting CN, and signed in Jan 2013. However, activities began after the PALME launch in October 2013 with funds advanced by MOEF from the partner-country contribution.

MILESTONE OUTPUTS (Brief) & Amounts	COMPLETED Y/N	UNDER DEVELOPMENT	X = product OK CHALLENGES
1.1 \$1,083,600	Y/disbursed		
An Annual Work Plan	Y Nov 2012		X
A Performance Management Plan (PMP)	Y Nov 2012		X
A randomized selection of(IDENs in the following three implementation categories: control group IDENs, light treatment IDENs, and medium treatment	Y Dec 2012		X
A description of the Ministry of Education's management structure and technical units in place to support PALME.	Y Jan 2013		X
A Communications, Branding, and Project Incentives Plan	Y Nov 2012		X
1.2 \$\$722,400	Y/disbursed		Delayed
A description of the PALME launch event/national awareness campaign kickoff	Y Dec 2012		X
A description of the procurement process to select an evaluation team leader to conduct the project's external impact evaluation	Y SOW and short list done by April 2013	There was an 8 mo. Delay on this procurement: note that the impact evaluation design has to be revised due to delays in year 1 milestones	
An IDEN Capacity Development Plan	Y	OK	X
Training of IDEN staff on the overall PALME project with a focus on supporting the implementation plan	Y April 2013	OK – report	X
Training of M&E specialists at the IDEN level – PMP	Y April 2013	OK – report	

MILESTONE OUTPUTS (Brief) & Amounts	COMPLETED Y/N	UNDER DEVELOPMENT	X = product OK CHALLENGES
1.3 \$722,400 One (1) reading and French pre-test form for CP, CE2, CM2 (2,4,6)	Y/disbursed		On time
One (1) math pre-test form for each of the following grades: CP, CE2, and CM2	Y Mar 2013		X
A Pre-test Implementation Plan	Y Mar 2013		X
1.4 \$361,200 A description of how pre-tests for reading, French, and math were administered nationwide	Delayed		
The raw and cleaned data submitted electronically from the pre-tests by subject and grade level, disaggregated by gender and district/region.	Y	Awaited	The tests were administered on time, but the analysis and reporting was delayed. INEADE will go to field in Nov '13 to complete the data cleaning, analysis and reporting
Basic analysis of the results of the pre-test.		Awaited	
1.5 \$361,200	Not yet implemented – under development		
EMIS systems put in place in all 56 IDENs i to administer annual standardized pre- and post-tests & send data to INEADE.	It is planned that this system would be web-based, with data entry done from the districts to the website. 4 trainers and a consultant – (now procured) at INEADE are to do this in Nov, training in Dec.		
Training of IDENs to use EMIS systems			
1.6 \$433,440	No		
An internal midterm performance evaluation statement of work.	This performance report is awaiting the pre-post reporting, and the training of IDENS under milestones 1.5, 1.7 and 1.8.		
1.7 \$361,200 A Curriculum Support and Scope and Sequence for Reading Plan for light and medium treatment IDENs and schools.	No OK		X

MILESTONE OUTPUTS (Brief) & Amounts	COMPLETED Y/N	UNDER DEVELOPMENT	X = product OK CHALLENGES
A Remediation Plan for light and medium treatment IDENs and schools	OK		X
Training-of-Trainer (TOT) and participant training guides for light and medium treatment IDENs: 5Ts, Texts, Remediation		This is delayed (until Dec '13) until books are distributed to schools. Guides have been developed for all grades of primary schools. Note training is more costly (60 mill) for 2 hour training at Regional offices for two District staff and 5 principles from each District than is cost effective.	
1.8 \$321,200	No	Year 2	
Development or procurement and distribution of teaching and learning materials (for grades 1&2, year 1)		The funds for the book procurement is from CIDA. The procurement was delayed – taking much longer than anticipate. Books have now been received at District stores and will be distributed to schools by end Nov (est). Training will begin in Dec. at District level (2 nd year of PALME) with teacher training from principles in 2 nd term of school year – from Jan 2014.	
Development or procurement and distribution of remediation materials			
Training of trainers (IDENs and principals)			
Training of teachers by IDENs and principals through EFIs		Teachers will have to be given guidance on how to use the new materials starting in the 2 nd school term.	
1.9 \$361,200	No	Year 2	
A Continuous Assessment Plan – medium treatment schools (mts)	Yes		X
A Teacher Quality Circle Implementation Plan (mts)	Yes		X
Training-of-Trainer (TOT) and participant training guides (mts): classroom obs & feedback; student learning assessments; IDEN item banks linked to national standards	Yes		X
Training District stff & principals to: TQSS; action research; student learning assessments		This training is awaiting delivery of materials to schools and training of 1.8	
1.10 \$361,200	No	Year 2	
Training of teachers (mts) – action research & TQCs		As for milestone 1.9, this activity and those that follow from it (milestone 1.11) was delayed/postponed until materials are available to teachers and students in the schools	
Training of mt IDENs and principals through EFIs			
Training of teachers – mts cont. assessment			
1.11 \$72,240	No		

MILESTONE OUTPUTS (Brief) & Amounts	COMPLETED Y/N	UNDER DEVELOPMENT	X = product OK CHALLENGES
M&E data from MT IDENS, principals & teachers participation in: -continuous assessment tchrs & principals - continuous assessment – support IDENS -TQCs -Action research		See note above (1.10)	
1.12 \$321,200	No		
Development or procurement and distribution of remediation materials to L&MTSs	All in year 2	Linked to new texts (milestone 1.09) books in schools	
Identification of target student population requiring remedial courses			
Training of youth recruited to assist teachers to provide remediation			
1.13 \$361,200	Yes		
One (1) reading and French post-test form equated to the pre-test form	Yes		X
One (1) math post-test form	Yes		X
A Post-test Implementation Plan that describes test administration, data collection and cleaning, analysis, and reporting	Yes		X
1.14 \$361,200	No	Delayed until Nov 2013	
A description of how post-tests (9) were administered nationwide	For 2012/2013 the pre and post test data cleaning, analysis and reporting will be done together by the INEADE team and consultant – as described for milestone 1.4 above		
The raw and cleaned data submitted electronically from the post-tests by subject and grade level, disaggregated by gender and district/region. 18*56 =1008 data points (plus regional aggregates)			
Analysis of post test results related to pre-tests			
1.15 \$72,240	No		
A procedures document that describes to medium treatment	Yes		

MILESTONE OUTPUTS (Brief) & Amounts	COMPLETED Y/N	UNDER DEVELOPMENT	X = product OK CHALLENGES
IDENs how to develop PALME district improvement plans (DIPs)		The World Bank is the major funder of the DIPS, and will begin its district and school grants program in 2014.	
Evaluation, negotiation, and approval of submitted DIPs by a national panel of experts.	No	The description of the program procedures has been completed	
Signing DIPs with IDENs	No		
1.16 \$72,240	No		
A description of school, district, regional, and national incentives programs		These incentives are also a part of the WBank project – to be done in 2014. The detailed description is available in the WBank PAD (2013)	
A detailed account of a national reading and math year-in-review seminar	No	Awaiting reports on the pre and post tests expected by Jan 2014.	
Year 2 planning documents	No	To be modified as year 1 milestones are completed.	