Strengthening the Middle Tier for Foundational Learning

School Support, Data Use, and Policy Implementation in Senegal

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ABOUT THIS REPORT

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Acronyms

CAP-E	Cellule d'Animation Pédagogique – Externe
CAP-I	Cellule d'Animation Pédagogique – Interne
CFEE	Certificat de Fin d'Études Élémentaires
CGE	Conseil de Gestion d'École
CI	Cours d'Initiation (grade 1)
CM2	Cours Moyen Deuxième Année (grade 6)
CODEC	Collectif des Directeurs d'École
CP	Cours Préparatoire (grade 2)
CRFPE	Centre Régional de Formation du Personnel de l'Éducation
DALN	Direction de l'Alphabétisation et des Langues Nationales
DEE	Direction de l'Enseignement Élémentaire
DFC	Direction de la Formation et de la Communication
DIPTIC	Direction de l'Informatique et des Systèmes d'Information
DPRE	Direction de la Planification et de la Réforme de l'Éducation
DRH	Direction des Ressources Humaines
EMIS	Education Management Information System
G2G	government-to-government (support)
IA	Inspection d'Académie
IEF	Inspection de l'Éducation et de la Formation
IGEN	Inspection Générale de l'Éducation Nationale
INEADE	Institut National d'Étude et d'Action pour le Développement de l'Éducation
L1	first language
L2	second language
LPT	Lecture Pour Tous
MEN	Ministère de l'Éducation Nationale
MOHEBS	Modèle Harmonisé de l'Enseignement Bilingue du Sénégal
PAAME	Projet d'Amélioration de l'Apprentissage des Mathématiques à l'Élémentaire
PAPSE	Projet d'Amélioration de la Performance du Système Éducatif
PHARES	Programme Harmonisé d'Évaluation du Rendement Scolaire
RELIT	Renforcement de la Lecture Initiale Pour Tous
SFMO	Suivi de la Fidélité de Mise en Œuvre
StatEduc	Système de Gestion des Données Scolaires
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

Introduction

Senegal is one of the latest West African countries to fully and systematically adopt national language instruction in the early grades as a pathway to full multilingualism, with the transition to French as the main language of instruction in upper primary. The implementation of the new MOHEBS (Modèle Harmonisé de l'Enseignement Bilingue du Sénégal) policy, which encompasses six national languages, has been carried out in stages across the country's regions. To inform national-level efforts by the Ministry of National Education (MEN) and partners, this study focuses on the priorities, activities, and experiences of the middle tier: that is, the academic inspectorates (Inspections d'Académie, or IAs) at the regional level, and the education and training inspectorates (Inspections de l'Education et de la Formation, or IEFs) at the district level. Specifically, it examines how the middle tier implements and supports the rollout of bilingual instruction in elementary schools. It seeks to answer three overarching questions:

1. How does the middle tier support early grade teaching and learning in Senegal?
2. How do IAs, IEFs, and school staff collect, analyze, and use data and information to inform decision-making and support early grade learning?
3. How do MOHEBS implementation experiences and practices compare between regions that implemented bilingual education earlier, with support through the USAID RELIT program, and those that started implementation more recently, with support from the World Bank Project for the Improvement of Education System Performance (PAPSE)?

Senegal's Middle Tier

The middle tier in Senegal consists mainly of the IAs (regional level) and IEFs (district level) within MEN. The IAs provide oversight over the IEFs, while the IEF offices are responsible for providing direct support to primary schools. Subnational political administrative units (departments and communes (known as *collectivités territoriales*)) also have a mandate to support education, namely through infrastructure investments and support for literacy. Overall, the middle tier is a critical link between schools and the broader education system, providing essential administrative and instructional support (Bell, 2025; Childress et al., 2020; Honig & Rainey, 2023; Spillane, 1996). Understanding how regional and district education offices support schools and analyze and use early grade learning data is key to addressing MOHEBS implementation challenges and improving education quality.

In many countries, including Senegal, the middle tier has long functioned as an administrative, bureaucratic unit, implementing directives from the central level and ensuring school compliance (Childress et al., 2020). Earlier studies examining Senegal's IEF offices (De Grauwe & Lugaz, 2007; Lugaz et al., 2010) found that they face severe resource and capacity constraints. Budgets are inadequate and inflexible, leaving inspectors unable to meet their mandates. Heavy caseloads, high transportation costs, and limited training further hinder their ability to provide meaningful pedagogical support. Overlapping mandates between education offices and political actors often lead to poor coordination, particularly in school construction (De Grauwe & Lugaz, 2007; Lugaz et al., 2010). Moreover, because Senegal's IEFs represent very different geographical, operational, and linguistic contexts, and learning outcomes vary widely across and within regions, IAs' supervisory role is challenging (Diagne et al., 2022). Research is therefore needed to understand how the Senegalese middle tier functions now and how a paradigm shift toward greater IEF instructional support for early grade bilingual instruction introduced by the MOHEBS policy might take place (World Bank, 2022).

Centrality of the Middle Tier for MOHEBS

The middle tier (IAs and IEFs) is considered crucial to the implementation and sustainability of the MOHEBS reform. Indeed, many initiatives under the former USAID RELIT program aimed to identify

capacity gaps and strengthen the role of IAs and IEFs in Senegal to support schools. A self-assessment of capacities of IAs and IEFs in nine regions was undertaken to inform institutional strengthening. It found several capacity gaps, including a lack of systematization in planning for the monitoring and supervision of teachers, limited digitization of data management, and weak implementation of coaching activities (RTI International, 2023).

Building on these findings, the RELIT program included several components to strengthen the role of the middle tier in Senegal. It worked with IA and IEF staff to identify unique capacity development needs and developed IEF-specific capacity development plans (*plans de renforcement des capacités*). RELIT assisted the Human Resources Directorate of MEN in adding teacher language abilities to their database of teaching staff (something revealed as a priority for managing the implementation of the MOHEBS). It also collaborated closely with MEN to design the FMO (Fidélité de Mise en Œuvre) tool for IAs, IEFs, and schools to track and support the use of new coaching practices, teaching and learning materials, and strengthened capacity development sessions. The program also included a transformational leadership project that aimed to drive a paradigm shift in middle-tier practice from "command and control" toward collaboration and partnership with IEFs and schools. Moreover, it worked with MEN to better articulate and standardize the job descriptions of key IA and IEF staff. Such efforts reflect research findings showing that highly effective districts adopt leadership and management practices that bring together stakeholders toward a coherent vision for learning improvement; this vision favors aligned resources, instructional coaching and school support, and collaborative relationships with staff and external stakeholders (Anderson & Young, 2018; Honig & Rainey, 2023; Tournier et al., 2023).

Although the RELIT program stopped in February 2025, it built a foundation of important initiatives—particularly the SFMO (Suivi de la Fidélité de Mise en Œuvre) tool—to support middle-tier capacity development to ensure MOHEBS success. The present study aims to better understand and compare middle-tier and school practices (in terms of implementing the MOHEBS reform) in regions that received support through the RELIT program (and its predecessor, Lecture Pour Tous, or LPT) and those currently supported under the World Bank's PAPSE. It also identifies, compares, and analyzes existing data collection tools used by primary schools and the middle tier, alongside the SFMO tool, to inform the potential future design of a monitoring tool.

Why Study Data and Information Collection, Analysis, and Use?

There is strong interest in a tool for schools and IEF inspectors that can help monitor the implementation of MOHEBS and support the shift in IEF priorities toward instructional support. Before its closure, RELIT, in collaboration with MEN, developed the SFMO tool to monitor key aspects of the MOHEBS reform in its supported regions. The World Bank has proposed assisting MEN in rolling out an implementation monitoring tool to inform its support of MOHEBS in the next academic year. Therefore, this study could inform these initiatives by providing a deeper understanding of the data ecosystem within the middle tier. Specifically, it will examine what types of data are collected, how they are analyzed, and how they are used by IEFs to support schools. By identifying the information sources that IEFs rely on to solve instructional challenges, this study sheds light on how different data—both quantitative and qualitative—inform decision-making. Furthermore, understanding the barriers and enablers to effective data use can help inform the design of a monitoring tool that adds value rather than duplicating existing processes. This research also explores how data flow between different levels of the system, with an eye toward ensuring that any tool developed aligns with the needs, capacities, and routines of IAs, IEFs, and school leaders. Its findings aim to inform future technical assistance rendered to MEN for the design or adaption of a monitoring tool.

Complementarity of the Study Objectives

The first two study objectives (corresponding to research questions 1 and 2) are complementary because, taken together, they can help explain how the middle tier makes decisions and to what extent it shifts its broader ways of working to meet the objectives of the MOHEBS reform. These include how the middle tier uses the data it currently has to influence and support teacher communities of practice (known as CAP-I and CAP-E), school director classroom observations and coaching, and teacher instruction. The third objective (research question 3) can also provide important learning from RELIT's experience supporting the middle tier, which can inform efforts in additional regions, including those supported by the World Bank.

Conceptual Framework and Design

Conceptual Framework

To understand middle-tier priorities and practices, the study draws on a framework of six middle-tier domains (Figure 1). These domains are commonly identified as relevant to improving the functioning of the middle tier (Anderson & Young, 2018; Tournier et al., 2025). These domains were adopted in a recent middle-tier study in Rwanda conducted as part of the Science of Teaching initiative (Beggs & Bell, 2024). Together, they reflect the middle tier's multiple roles, relationships (to schools and to higher levels in the system), and responsibilities (managerial, instructional, and relational). Annex 1 explains the relevance of each of these domains to the two research questions related to middle-tier data and information use and instructional support to schools.

Figure 1. Conceptual framework

Design

The research study used mixed methods to triangulate findings. Quantitative and qualitative instruments from the middle-tier study in Rwanda (Beggs & Bell, 2024) were adapted to the Senegalese context based on existing policy and research, as well as validation with Senegalese education experts.

The survey, interview, and focus group instruments were then translated into French. The local enumerator team was trained in April 2025 and piloted the instruments using cognitive debriefs in a non-study IA, IEF, and school. The data collected were reviewed, and instruments were subsequently refined. A MEN Research Task Force approved the study plan before data collection. Qualitative and quantitative data collection was conducted in May 2025 by the Senegalese research firm DataDev; Sheena Bell (principal investigator); and Moctar Ndiaye (ministry–RTI International liaison).

Sample

The sample included more than 130 education stakeholders across three regions. The regions were selected to reflect different experiences with the MOHEBS reform. Two regions started MOHEBS implementation in the 2024–25 school year in grade 1. The third region began implementing MOHEBS in 2023 with RELIT and government support. Within each region, the sample consisted of one urban and one rural IEF (6 total), and within each IEF, one urban and rural elementary public school (12 total). It included in-depth interviews, focus groups, document and tool collection, and surveys with IA, IEF, and school staff, as well as commune and parent representatives. The subnational data collection was complemented by 12 national-level interviews with MEN officials and development partners.

Data Collection Instruments

The study used three main instruments:

- **Interview and focus group protocols** for MEN, IA, IEF, and school staff, as well as local political authorities responsible for education. The questions were adapted to the roles and responsibilities of each respondent group, while adhering to the framework of the six study domains (leadership, management, and accountability; data and information use; monitoring and school support; capacities; resources and time use; and relationships and connectivity).
- **Survey questionnaires**, adapted from the Rwanda middle-tier study, with modules on school monitoring and instructional leadership (for inspectors and school directors) and foundational literacy knowledge (for inspectors and school staff).
  - Adapted social network analysis for IEF inspectors and school directors. This tool measures the strength of relationships between IEF inspectors/school directors and different stakeholders on different dimensions, such as foundational literacy technical advice, foundational literacy discussions, and difficulties with schools or teachers.
- **Existing data templates, plans, and tool collection:** At all sub-regional levels (IAs, IEFs, and schools), examples of tools and documents/records were collected for analysis. These include MEN and custom data collection templates (including EMIS), school registers, records of learning assessments and tests, CAP-I/E attendance forms, and routine plans.

Annex 2 lists the number of participants by type of instrument.

Anonymization of Data

This report presents evidence from the study regions, offices, and participants by using a code for each region, district, commune, and school. The codes used are as follows:

- IA Regions: 1, 2, and 3
- IEF Districts: A to F
- Schools: E1 to E12
- Communes: C1 to C12

With respect to the MOHEBS reform, the relevant study participant codes are the following:

- Regions, districts, and schools supported by PAPSE: Regions 1 and 2, Districts A–D, Schools E1–E8, and Communes C1–C8
- Regions, districts, and schools formerly supported by RELIT/G2G: Region 3, Districts E–F, Schools E9–E12, and Communes C9–C12

Findings

The findings of this study are organized by research question.

Research Question 1: How does the middle tier support early grade teaching and learning in Senegal?

This section explores the role that the middle tier plays in supporting early grade teaching and learning. It examines three dimensions of support: priorities and resource allocation; main activities aimed at school support (including school visits); and the relationships within and between the middle-tier offices and schools, as well as parents, communes, and MEN.

a. <u>Priorities:</u> How do the IA and the IEF offices determine priorities and direct efforts and resources for instructional support?
b. <u>Main activities:</u> What are the main activities that IAs and IEFs undertake at schools and with school staff? What is the frequency, focus, and nature of school visits?
c. <u>Relationships:</u> How does the nature of the relationships between schools, IEFs, IAs, and MEN—in terms of communication, responsibilities, reporting, and accountability—impact the provision of instructional support?

IAs

a. Priorities

Understanding IA/regional-level priorities begins with the major planning documents used at the IA level to guide activities and resources. There are two documents in this regard: the *plan académique* and the performance contract. The IA performance contracts reviewed in this study emphasized CFEE pass rates (not early grade trimester evaluation or post-test data), and the focus on CFEE performance was often mentioned by IA, IEF, and school staff during interviews on priorities. Neither of these two document types reviewed for the study mentioned MOHEBS or early grade learning outcomes, an omission that could be detrimental in terms of ensuring that the middle tier prioritizes the MOHEBS reform in its goals and activities. However, performance contracts appeared to be more important for shaping priorities in Region 1 than in Regions 2 and 3. The IA inspector in Region 1 observed that the performance contracts are top-down and that indicators and targets are set at the national level. This inspector argued that IEFs should be able to determine their own priorities and targets.

IAs are responsible for the supervision of IEF offices, as well as for providing direct supervision and support to *lycées* and *collèges* (secondary schools). The focus on *lycées* and *collèges* emerged from interviews and focus groups with IAs across all regions in the study. None of the IA staff in Regions 1 or 2 indicated that MOHEBS was a priority when asked, but the diagnostic to develop the *plan académique* in Region 2 did point to the need to improve elementary teachers' skills in teaching reading and math. The Region 1 inspector who is the focal point for MOHEBS and elementary education said that the focus was on PAAME (a program to improve math instruction supported by an external development partner) and CM2. IAs reported finding the diagnostic of the *plan académique* very useful for identifying problems and issues to be resolved. When talking about school quality and school performance, IAs often referred to the monitoring of inputs (e.g., teacher and student attendance, state of infrastructure, toilets, materials) rather than the monitoring of pedagogical quality.

IAs are used to giving recommendations to IEFs, but they play little role in direct implementation. IAs see their role as supervision, monitoring, and facilitation. IA staff are far from most classrooms, especially elementary ones.

b. Main activities

IA activity is split between two main functions. First, IAs oversee all aspects of education in the region, acting as the channel through which all policies, administrative routines, and new trainings are cascaded. They consolidate data for upward reporting. Second, they provide direct support to *lycées* and *collèges*. The elementary level is an IEF implementation responsibility. As mentioned above, the *plan académique* diagnostic, at least in one IA, perhaps due to its all-levels nature and inclusive stakeholder consultations, brought the IA to realize that the biggest needs in the region were related to elementary school teacher training in reading and mathematics (Region 2).

IA inspectors rarely visit schools, and when they do, it tends to be *lycées* and not elementary schools. Even more than the district level, logistical constraints (e.g., lack of vehicles, long distances) hinder IA inspectors' ability to visit IEFs and schools in person.

c. Relationships

The CRFPEs—regional teacher training centers—are one of the services attached to the IAs, though CRFPEs are overseen by the Training and Communication Department of MEN. There is variation in the extent to which IAs coordinate with the CRFPEs in the study regions. In Region 1, the CRFPE has a surplus of teacher candidates and the IA plays a role in allocating teacher candidates to schools for practicums. In Region 2, CRFPE personnel sometimes also visit CAP-I sessions in secondary education or support training in *lycées*. In Region 3, the IA holds monthly meetings with all attached services (including the CRFPE) for coordination, and a MOHEBS training module has been integrated into initial teacher training.

IAs interact with IEFs through various mechanisms, both formal and informal:

- <u>Performance contracts:</u> In Region 1 and to some extent Region 3, the performance contracts emerged as an accountability mechanism between IAs and IEFs. In Region 2, the performance contract between the levels was less emphasized.
- <u>Formal meetings:</u> IAs in all three regions hold formal meetings with IEFs several times a year to discuss annual plans and results. In Region 2, the IA holds rotating meetings with IEFs to reduce travel for the most remote IEFs. In Regions 1 and 3, IAs also meet with IEFs, with Region 1 more often organizing online meetings. Coordination mechanisms were also mentioned in the *plan académique* for Region 1.
- <u>Data and report submission</u>: IEFs regularly submit education data and activity reports to IAs on a monthly, trimester, and annual basis.
- <u>Informal communication:</u> IA and IEF staff also have informal, ad hoc interactions by WhatsApp or telephone to share information and to follow up on data or reporting discrepancies. According to the study's social network analysis, the IA inspector in charge of elementary education is a moderate source of technical advice on foundational learning for IEF inspectors.

Respondents described the IA-IEF relationship as a hierarchical one, with collaboration generally described as good, though some IA and IEF staff mentioned delays in receiving templates or data from the other level. However, in the social network analysis, IEF inspectors' relationship with the IA focal points for elementary education is not among the strongest with regard to influence on priorities and time use, technical advice on foundational learning, and problems with schools.

IEFs

a. Priorities

The IEF level is responsible for pre-primary and elementary education (public, private, Franco-Arabic, and *daaras*), as well as literacy programming. The main document for anchoring IEF work is the *plan de travail annuel*, mentioned across districts, which in many IEFs is broken down into monthly action

plans and activity schedules. Another document, the *projet de circonscription* (the IEF equivalent of the IA's *plan académique*), is less used and discussed in IEF levels in the study districts. District E staff reported having one last year but not the current school year. The document was described as involving a multi-day process requiring a lot of data. The officer responsible for planning, statistics, and monitoring and evaluation in District C did mention it in passing. It is much less present in Districts E and F, where it does not appear to be very important for planning and priorities.

Variation in performance contract relevance: IEF performance contracts (viewed for Districts A and B) had consistent indicators, but elementary indicators focused on mathematics and upper-grade teacher training. There was no mention of MOHEBS or CI/CP grade learning outcomes or support in their performance contracts. The IEFs and schools in Region 1 had performance contracts and referred to them in their prioritization. For example, District B was focused on achieving an 80% CFEE pass rate in its performance contract. Staff put a lot of effort toward monthly mock exams in CM2 to achieve this. IEF staff and schools in District A also mentioned the importance of performance contracts shaping their priorities and improving CFEE pass rates.

By contrast, District C (Region 2) staff reported not having performance contracts this year because they did not receive any funding. One staff member mentioned that people cannot be held accountable for activities that are not funded. The two study schools in District E (Region 3) also did not sign contracts with schools. Other districts explained that the performance contracts are not happening this year because they are being revised at the central level. It is not clear why Region 1's performance contracts were active, while other regions appear to have received instructions not to use them this year.

The IEF inspector's *cahier de charge* (terms of reference) mandates 25 classroom observations and 5 school director inspection visits per year. IEF inspectors must visit a range of school types within the mandate of the IEF: pre-primary, elementary, lower secondary, EBJA (Éducation de Base des Jeunes et des Adultes), *collèges*, and other establishments (public and private). This represents a fraction of the overall number of teachers in their *district pédagogique* (school circuit). For example, a school circuit has about 30 schools, and each school about 5–10 teachers. The terms of reference thus represent less than 20% of teachers per year, if inspectors meet their targets. This reduces the share of their mandated classroom observations that can be dedicated to early grade teaching.

Indeed, when IEF inspectors were asked about priorities for classroom visits, they mentioned *encadrement* (lesson observations and coaching) and CAP teacher-candidate examinations. Some inspectors described a focus on early grades (District E), while others on CM2 (District B). In terms of subjects, the focus is typically mathematics and reading in both levels. Mathematics was the top-prioritized subject across the 12 inspectors surveyed. Focus groups reveal the important influence of PAAME on emphasizing classroom observation in mathematics, the monitoring of implementation, and community engagement forums. Not all inspectors speak the national language used in MOHEBS classrooms in their circuit, hindering their ability to observe bilingual instruction.

IEFs and schools often referred to PAAME-related inspector school visits and remediation tools. In Regions 1 and 2, the PAAME reform appears to be more well supported and tooled than MOHEBS. In Region 3, PAAME and MOHEBS seem to be more equally represented in priorities and school visits.

Box 1. Other reforms being implemented in elementary education: The PAAME program

Projet d'amélioration de l'apprentissage des mathématiques à l'Elémentaire

PAAME, a program supported by the Japan International Cooperation Agency and currently in its second phase,[1] targets the improvement of mathematics learning outcomes across all grades of elementary education. It was piloted in Kaolack and Kaffrine and then expanded to Pikine Guediaqaye, Diourbel, Tambacounda, Sedhiou, and Ziguinchor in 2023–24 and Dakar, Louga, Saint-Louis, Matam, Kolda, and Kedougou in 2024–25.[2]

PAAME has many similar implementation mechanisms in place as MOHEBS:

- o   inspector and teacher training
- o   inclusion of the PAAME approach in CAP-I/E
- o   use of student learning data to target underperforming schools
- o   creation of reform-specific WhatsApp groups for teachers to share practices
- o   development of new exercise books and student manuals
- o   community engagement forums
- o   development of a classroom implementation monitoring tool
- o   evening remediation sessions by community facilitators

Notably, PAAME has a lesson observation tool, available in physical and digital formats, which was mentioned by IEF and school staff and was identified in the document collection in all three regions. One IEF inspector mentioned that the tool is very useful for monitoring lesson observations (District E).

PAAME lesson observation tool, collected from School E4

[1] **https://www.jica.go.jp/oda/project/1900460/__icsFiles/afieldfile/2024/07/02/BrochurePAAME202404.pdf**

[2] **https://lequotidien.sn/education-orientation-des-eleves-dans-les-filieres-scientifiques-le-ministere-de-leducation-nationale-enchaine-avec-le-paame-2/**

With respect to influences on IEF inspectors' priorities and time use, the adapted social network analysis shows that certain actors have more influence than others (Figure 2). As expected, the IEF chief has the strongest influence, reflecting its supervisory role. However, other inspectors also have a strong influence on inspectors' time use, reflecting the cross-cutting nature of inspector responsibilities as focal points for reforms, partners, and offices. School directors were also reported by inspectors as strongly shaping their time and priorities. In contrast, regional actors—notably the IA elementary focal point inspector and the CRFPE—were ranked as having a weaker influence on inspectors' time.

Figure 2. Social network analysis: Influence of different actors on time use and priorities

Darker, wider arrows: stronger relationship
Lighter, thinner arrows: weaker relationship

IEF Inspectors (n=12)
School Directors (n=12)
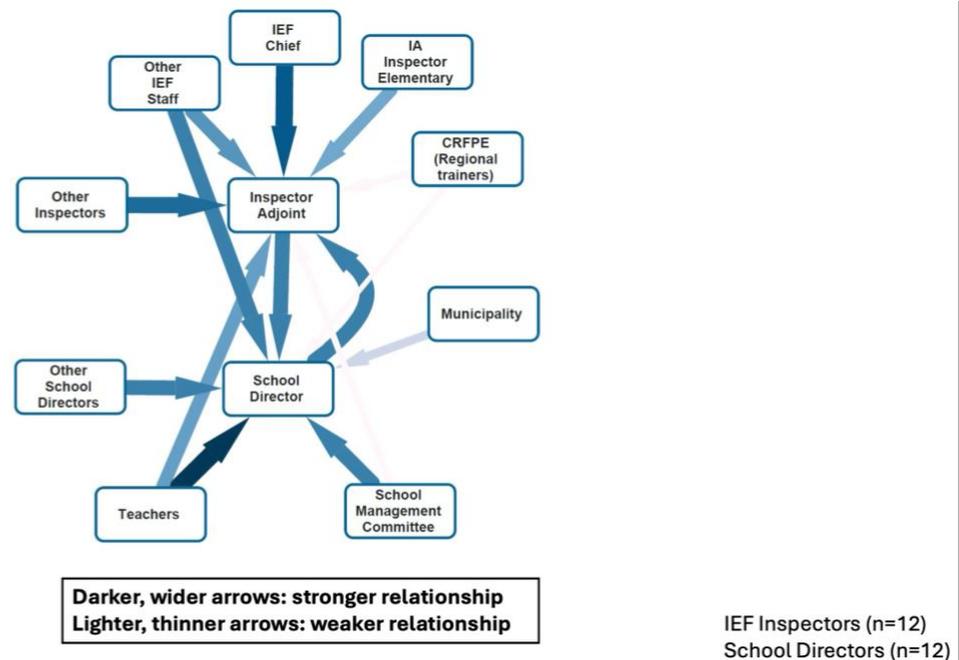
b. Main activities

This section focuses on activities related to elementary school support within the broader responsibilities of the IEF office. It explores main activities by staff role, with a focus on those most involved in early grade support: the inspectors and the head of the bureau for pedagogical management. District human resources staff are discussed briefly, while the activities of planning, statistics, monitoring, and evaluation officers are described in the following section on research question 2.

District inspectors: Within each IEF, there is a pool of inspectors who report directly to the head of office (IEF chief inspector). In general, inspectors are responsible for a wide range of administrative and school support activities within their school circuit, which generally consists of 20–30 schools. This includes school data collection and analysis, as well as visits to schools, parents' associations, and classrooms. They are also responsible for conducting classroom observations and teacher-candidate examinations. However, in addition to their school circuit responsibilities, inspectors typically hold several other roles, which divides their time and focus. These additional responsibilities include:

- leading a particular bureau of the IEF (e.g., pedagogical management) or simultaneously holding the position of secretary-general (deputy leader of the IEF office) (e.g., Districts A and E)
- serving as a focal point for a specific level of education or school (e.g., Franco-Arabic schools, elementary education)

- serving as a focal point for a particular reform (e.g., MOHEBS, PAAME)
- serving as a partner focal point (e.g., UNICEF)
- serving as a national language focal point for MOHEBS (e.g., Diola, Pulaar)

Given these multiple responsibilities, how do inspectors allocate their time? Inspectors reported that they spend most of their time on education-related administrative work, not school visits. They spend a lot of time preparing reports on their schools for internal use and upward reporting, as well as compiling and analyzing data on school activities and learning outcomes. They are also involved in a range of partner and national reform coordination, activities, and visits.

The main IEF staff roles that conduct classroom observations are the inspector and the person responsible for pedagogical management (who is also an inspector). Human resources staff and planning, statistics, and monitoring and evaluation staff tend to visit schools very infrequently, and IEF chiefs indicate that they visit schools rarely.

School visits: School visits are typically planned in the *plan de travail annuel*, at the beginning of the school year, based on analysis of results from learning outcomes data from the CFEE and the pre-test data (by grade and subject), as well as identified priorities and the *rapport de rentrée* (a report of school conditions, staffing, and other administrative data). These are then broken down into monthly activity and visit plans.

IEF staff visit schools for a variety of reasons. Inspectors from District B and D reported that most schools are visited for the *rapport de rentrée*, which often does not include classroom observations. District staff may also visit for teacher-candidate examinations, for observing the implementation of a specific reform (e.g., PAAME), for data collection, or for conflict resolution. District B and D inspectors explained that school visits are more frequent at the start of the year, and less regular during the rest of the year. As mentioned in IEF inspectors' terms of reference, inspector visits are divided between focusing on school directors and on classroom observations. School directors and teachers across regions indicated that they appreciate the classroom observations (*encadrement*) conducted by inspectors. They felt that it was helpful to receive inspectors' feedback on teaching.

Indeed, inspectors (and IEF chiefs) understand the importance of needing to be in the field visiting schools. Yet the survey data indicate that IEF inspectors visit only about one school (or less) per month. Inspectors reported that they go weeks without visiting any school. And 74% of the early grade teachers (n = 29) surveyed noted that they had not been visited by an IEF inspector for a classroom observation during the then current school year (between October and May). When asked concretely about the number of school and classroom visits undertaken, inspectors pointed to several barriers that stand in the way of regular visits. The first and most important barrier is related to transportation. Inspectors reported that for a team of five to seven inspectors, there are only one or two vehicles available (and these are often under repair). Long travel distances to schools complicate this further: the survey data indicate that the average travel time to schools is one to two hours. However, one inspector explained that a person can do three to four teacher *encadrements* in a single school visit.

Second, inspectors have heavy workloads and multiple responsibilities that take them away from planned school visits. These competing activities include annual planning, the synthesis and analysis of education data from evaluations, the preparation of reports on their district, activities related to any concurrent roles they might hold (e.g., leader of pedagogical management, partner focal point), and the organization of *essais* (mock exams).

Third, they conduct different kinds of school visits, sometimes only to the school director, sometimes to CAP candidates, sometimes for program implementation (especially PAAME), and sometimes for classroom observations. Taken together, these barriers dilute their teacher coaching time.

<u>Pedagogical management bureau:</u> This bureau, composed of several staff, leads training and teaching pedagogy, including teacher-candidate examinations. Responsibilities include literacy, basic education

(elementary and lower secondary), Franco-Arabic schools, Koranic schools (*daaras*), and the organization of district-wide exams and tests. The bureau organizes trimester evaluations and provides teacher training. Office leads (District A) shared the impression that the pedagogical management bureau holds too many responsibilities. The bureau is often overburdened, and head staff are frequently also inspectors or secretaries-general (e.g., District E), a situation that risks weakening IEFs' capacity to support improvements in instructional quality.

<u>Human resources:</u> The human resources bureau coordinates and oversees teacher allocation in the district (including managing teacher transfers), as well as administrative, career progression, and conduct concerns for school staff. Survey data from the six human resources officers across the study districts indicate that these staff do not see their role as conducting school visits. They reported visiting schools only rarely, usually for conflict resolution purposes.

<u>Planning, statistics, and monitoring and evaluation officers:</u> For a detailed description of IEFs' role in data collection and analysis, see the section "Research Question 2."

Figure 3. Social network analysis: Technical advice for foundational learning (district inspectors and school directors)

Darker, wider arrows: stronger relationship
Lighter, thinner arrows: weaker relationship

IEF Inspectors (n=12)
School Directors (n=12)
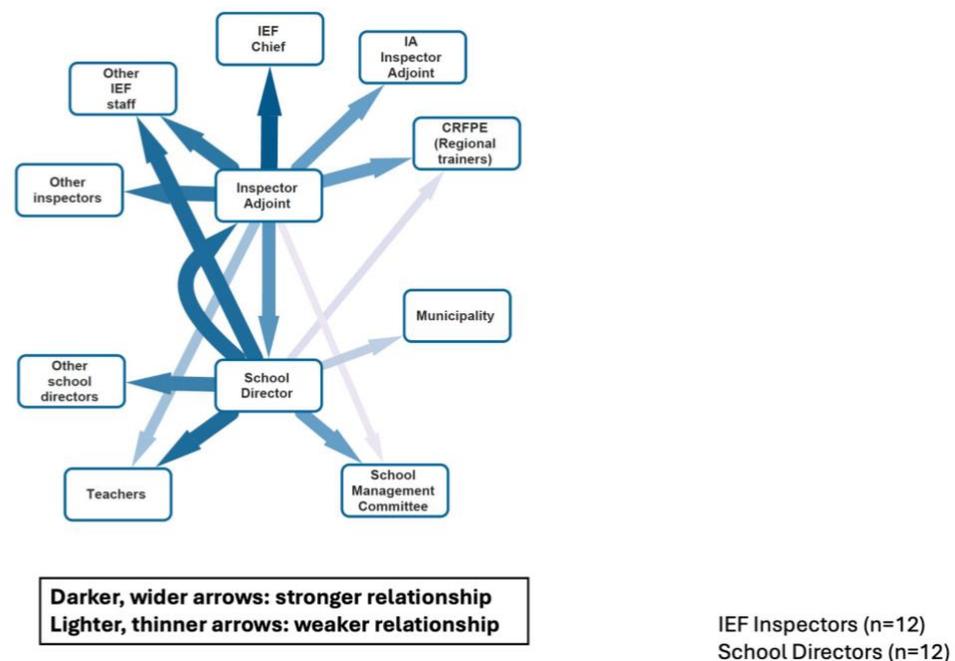
c. Relationships

<u>Social network analysis:</u> The adapted social network analysis shows whom IEF inspectors go to for early grade teaching and learning advice (Figure 3). It shows that in the study sample, IEF inspectors' relationships for technical advice is strongest with their supervisor and peers: the IEF chief and other inspectors. They also have strong technical relationships with other IEF staff. By contrast, there is a weaker technical relationship with actors outside the IEF: their counterparts in the IAs, trainers in the regional CRFPE office, school directors, school management committees, and teachers.

Comparing the strength of the advice relationship to frequency reveals the centrality of the inspector pool's working relationships. The most frequent discussions on foundational learning (Figure 4) are happening among inspectors, reflecting the cross-cutting nature of the roles that inspectors play. There are also frequent discussions between inspectors and their supervisors, as well as other IEF staff. Similarly to the previous network, the frequency of technical discussions with actors outside the IEF office is less strong. Across both networks, there is consistency among inspectors in their answers.

Figure 4. Social network analysis: Frequency of discussions on foundational learning (district inspectors and school directors)
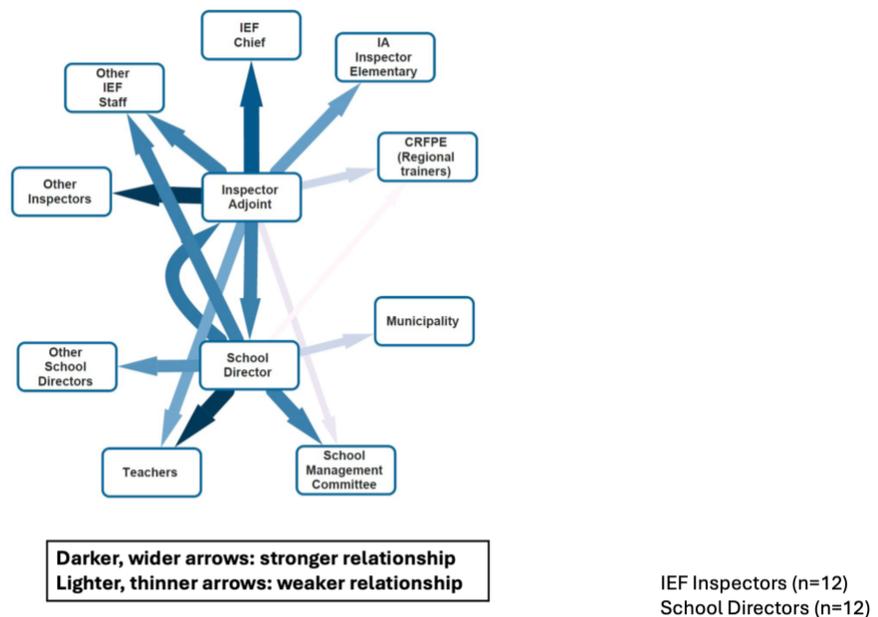
Relationships for problem-solving are less straightforward than for technical advice. The network featured in Figure 5 asked the question, Who do you count on when encountering difficulties in school(s)? Overall, other than the strong relationships among district inspectors, the relationships are less strong than for technical advice and influence. An analysis of individual responses shows that inspectors and school directors alike diverged in terms of which actors they counted on for school difficulties. Compared to the other networks, inspectors' and school directors' responses were often split, with some saying that they strongly counted on certain actors, and others saying for those same actors that they did not count on them "at all" or counted on them only "weakly." These included the CRFPE trainers (weakest for both inspectors and school directors) and communes (for school directors). For the inspectors, fewer than half of the 12 respondents said that they strongly counted on the IA elementary focal point for resolving difficulties. Interestingly, the relationship between school directors for difficulties at school was less strong than might be expected given the engagement of CODECs, which are collectives of school directors. By contrast, the strongest relationships related to addressing difficulties reported by school directors were with IEF inspectors, teachers, and school management committees. In each case, there were respondents who indicated weak relationships that reduced the overall strength of the relationship depicted.

Figure 5. Social network analysis: Problems at school (district inspectors and school directors)

Who do you count on for difficulties in schools?

Darker, wider arrows: stronger relationship
Lighter, thinner arrows: weaker relationship
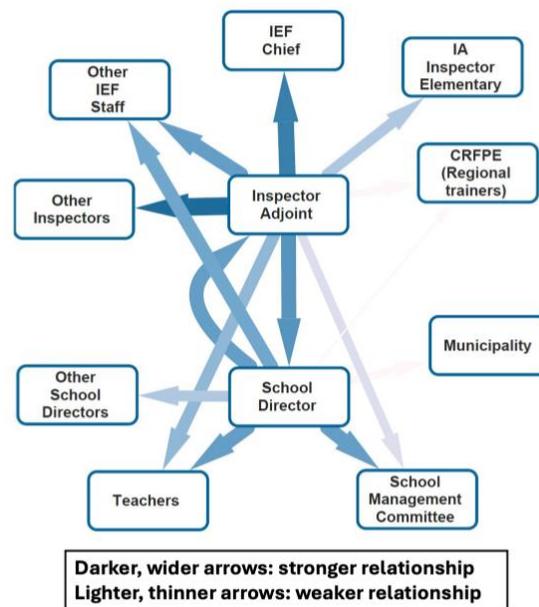
IEF Inspectors (n=12)
School Directors (n=12)

Internal IEF office: The structure of the IEF creates close working relationships within the inspector pool. For example, in the social network analysis, the strongest relationship for IEF inspectors was with their peers. This reflects the nature of their role. Inspectors said that they work together in a collegial manner across pedagogical districts. Across several IEFs, inspectors described themselves as "interchangeable" with other inspectors because their cross-cutting roles as focal points for reforms, partners, or levels of education led them to engage with schools outside their circuit. As a result, inspectors need to work together closely and can visit any school. There is no "territoriality": while each inspector is responsible for most of the work regarding a given group of schools, if there are issues that concern a specific project, reform, partner, subject, or level, another inspector may visit or communicate with the schools instead.

Schools: IEF staff most often communicate with schools via WhatsApp and email, and mostly through CODEC presidents. There are a range of WhatsApp groups in IEFs: groups for IEFs and CODEC presidents, groups for all school directors, groups for IEF staff, and groups for MOHEBS-trained staff (by instructional language). In-person school visits are much less frequent. School directors and teachers across all regions and districts spoke positively about the IEF inspector visits, indicating that the nature of the relationship was supportive and involved constructive feedback. Teachers indicated that classroom observation was rare and that they wanted inspectors to visit more often to provide instructional support. All inspectors and teachers spoke about inspectors providing individual feedback after classroom observations, on both positive areas and areas for improvement.

CRFPEs: While there is no direct line of accountability between IEFs and regional teacher training centers (CRFPEs), some IEF inspectors in all three regions reported delivering occasional classes to teacher candidates on topics such as French language, EBJA (Éducation de Base des Jeunes et des Adultes), and the Pulaar language for LPT (in the past) (Districts E, F). In one case, this collaboration was linked to personal relationships with CRFPE staff or stemmed from a lack of trainers in the CRFPE (District E).

Communes: IEF staff reported that the relationship and coordination with local political actors is inconsistent and could be improved. In particular, IEFs and some *collectivité territorial* representatives indicated that they went mainly to CODECs and school directors to identify school needs for donations, bypassing the IEFs. IEFs across all regions indicated that this created inefficiencies in spending—such as workbooks arriving after the school had already purchased them. *Collectivité territorial* staff described their contributions to education as being related largely to materials and infrastructure (e.g., school or classroom construction, toilets, books, chalk, and, in some cases, community facilitators).

CODECs: CODECs have no official status in the education hierarchy, nor do they receive funding. However, this study finds that they serve as a vital connective tissue between IEFs and schools, filling important gaps in IEF support to schools. Each school circuit comprises multiple CODECs, and one CODEC might have 7–15 schools. All IEFs report using CODECs to cluster schools and relay information. CODECs act as a de facto school cluster and are more functional than the larger school circuit.

CODECs typically have a WhatsApp group with the IEFs. These groups are used to share information, schedule activities, and send data. CODECs typically meet every month across different circuits. In these meetings, CODECs convene school directors in person, and they discuss pedagogy, administration, and management challenges (School Directors E2, E3, E9, E10). They act as an important relay between IEFs and schools. Looking to the adapted social network analysis for school directors in Figures 3 and 4, there is a strong technical advice relationship among school directors, with a moderately high frequency of interactions on technical advice.

Although CODECs are not formal institutions, they perform many activities that bolster the work of the IEFs. For example, they are mobilized for IEF-level activities, such as *essais* (CFEE mock exams), school quiz competitions (*génies en herbe*), and sports activities.

> ❝ *If the CODEC weren't an active structure on the ground, I would be forced to go to the field myself and get it done with my inspectors. But … they do the work for you, they send you the data you need."* —**District E Head of Office**

CODECs are often involved in organizing the CAP-E sessions for schools in geographic proximity. In one CODEC, there is a *cercle de qualité* in which high-performing teachers visit schools to support teachers who are having difficulties (School Director E9). In another CODEC (in District B), CAP-E calendars are organized, and training is provided based on teacher requests. In that same district, one of the CODECs organizes full-day classroom visits, where five to eight teachers in a large school can receive classroom observations and feedback in a single day. Other CODECs organize teacher-candidate examinations.

CODECs represent an underutilized resource for early grade teaching and learning. For example, they could potentially support MOHEBS implementation in terms of enabling school directors, trained in bilingual instruction in various languages, to conduct MOHEBS CI classroom observations in neighboring schools. One school director suggested that CODECs should actively document problems that they are facing and share this information with IEFs to facilitate communication up the system. The main request for CODEC improvement is funding. For example, in one CODEC, schools pay 500 francs per class to fund the CODEC (approximately US$5 for a six-class school). CODECs also fundraise to provide in-kind support, especially photocopiers that can be shared across schools (School Director E8). In other CODECs, money is pooled for items such as projectors, which can be shared by the schools in the cluster (School Director E2).

> ❝ *It's just an internal arrangement—they pool money among the school directors … [CODECs] need to be institutionalized and supported. They are doing extraordinary work."* —**School Director E6**

Schools

a. Priorities

School priorities are embedded in their annual work plan, as well as the plan generated with the school management committee (Conseil de Gestion d'École, or CGE) called the *plan d'action volontariste*. Some schools reported having active performance contracts. The school performance contracts reviewed for this study included key performance indicators for learning outcomes in reading and math trimester evaluations for all grades (1 to 6). While early grades were therefore part of the contract, the sheer number of indicators (all grades, by sex, both subjects)—totaling 19 without accounting for sex disaggregation—limit the ability of schools to prioritize resources toward key outcomes. The school performance contracts reviewed had no mention of bilingual instruction. In terms of teacher instructional support, the performance contracts included CAP-I sessions and school director *encadrement* visits for teachers for grades CI to CE2. For the schools in this study, the availability of performance contracts was uneven, with some schools reporting that they did not need them or that they were not being signed this year (District D).

When asked about their priorities, school directors indicated that their schools' priorities were to improve performance and school conditions. Some explicitly mentioned the CFEE pass rate or CM2 level as a priority. Other directors indicated that their efforts were focused on supporting teacher candidates because they are relatively inexperienced. However, some directors, in District E (the former RELIT-supported region), reported that MOHEBS implementation and grades CI/CP were a priority.

The adapted social network analysis on influence on school directors' time use and prioritization shows that teachers are considered to have the strongest influence on directors' time. IEF inspectors, as well as other school directors (reflecting the prominent role of CODECs), also play a fairly strong role. By contrast, communes play a weak role in shaping school directors' priorities and time use.

School directors do not receive any formal orientation before taking their post. According to one IA inspector, this training gap creates significant management and human resource issues, which in turn causes inspectors to spend a lot of time on management support and conflict resolution, limiting time for instructional support. Further, in one understaffed school in the sample, the school director had to teach a class, which prevented them from completing the required number of classroom observations (School E2).

School resources: School directors across all regions told us that their schools were not allocated any operating budget. They were not clear as to why this was the case. Without these funds, some schools ask parents or communities for money to photocopy student materials or evaluations. Others ask the commune for furniture, but what they receive is often insufficient (Schools E7, E8). In one school, students were asked to donate money for refreshments for the CAP-E sessions (District E). Another school has students clean toilets due to a lack of funds for basic upkeep. Teachers also provide after-school remediation classes: some without renumeration (School E9), and others paid with donations from the community (School E7). In District B, community facilitators support math remediation in some schools.

b. Main activities

School directors, teachers, and parents reported a range of activities to support teaching and learning. Most schools said that they meet as a pedagogical team to plan the year, review learning outcome results, and design remediation activities. This is also reflected in the adapted social network analysis in Figure 3, which illustrates a strong technical advice relationship between school directors and teachers.

Remediation evening sessions: Most schools mentioned organizing evening remediation sessions two times a week for students having difficulties. Some emphasized remediation geared toward CFEE (end-of-cycle grades) in these sessions.

Teacher classroom observations: All schools explained that school directors conduct regular classroom observation visits, which are followed by a feedback session on strengths and areas for improvement. Teachers reported that school directors are the most frequent actor who conducts classroom observations. The frequency of these visits varies: about a third of early grade teachers surveyed said that directors visit monthly or more frequently. However, about a third also said that the school director had not come at all or had come only once in the school year (in the last eight months). School directors themselves reported conducting one or more observations every month; however, some of these observations are focused on teacher candidates or specific grades. In the survey, school directors often said that they coach teachers themselves when there is a need to improve skills in teaching in a national language. In the survey and focus groups, teachers indicated that these visits were appreciated and gave them ideas to improve their practice. In some schools, teacher classroom observations were conducted as part of the CAP-I session or in groups to give joint feedback to teachers.

In the region formerly supported by RELIT visited for the study, school directors have been trained as MOHEBS coaches and conduct coaching and classroom observations using tools in their classrooms and nearby schools. However, in regions supported by PAPSE, school directors have been trained according to the national language they speak and not necessarily the one selected in their current school. Therefore, their ability to conduct classroom observations in cases of language mismatch is constrained. One director, in School E5 (Region 2), said that they had not received authorization or guidance on supporting teachers from nearby schools whom they had originally trained. The director was ready to spend their own funds to offer this support but was waiting for authorization. This represents an underutilized resource that could be mobilized, perhaps through CODECs, to provide bilingual class lesson observation. This could also strengthen school directors' capacity in MOHEBS.

Communities of practice: All schools spoke about conducting monthly CAP-I sessions in their schools with the pedagogical teams. These sessions include demonstration lessons on pre-determined topics, based on a calendar set at the beginning of the year with the IEF. CAP-I sessions were also described as a place to discuss problems of teaching practice. Examples of CAP-I calendars and attendance forms were collected by the study team. In some schools, classroom observations are done with a few teachers in order to discuss what they observed during the lesson as a group. Directors and teachers in most schools explained that they also participate in CAP-E sessions, often organized through the CODEC. An example CAP-E calendar is presented in Figure 6.

Figure 6. CAP-E calendar for the 2024–25 academic year, organized by CODEC (District F)

DATES	THEMES	PRESTATAIRES	LIEUX
09/11/2024	programmation	cellules	
07/12/2024	RELIT		
11/01/2025	PAAME(numeration)		
08/02/2024	PRODUCTION D ECRITS		
08/03/2025	RESOLUTION DE PROBLEMES		
19/04/2025	COACHING		
10/05/2025	EXPOSE		
JUIN			
EVALUATION			

Le coordonnateur

<u>Parental engagement:</u> Schools also work with one or more parent-community group, the CGE, the Association de Parents d'Élèves (APE), and the Association des Mères d'Élèves (AME). They develop a *plan d'action volontariste* with the CGE to agree on joint activities and CGE in-kind and financial contributions to school activities. After trimester evaluations, schools hold open-door days for parents to share results and discuss improvements. Schools reported that parental engagement and participation in school affairs is often a challenge, with many promised supports in the *plan d'action volontariste* not materializing in reality.

Relationships

- ***Collectivités territoriales***: School directors reported receiving nominal support—such as furniture, student workbooks, and photocopying support—from local political actors. However, what is received is often insufficient. One school director described receiving "some notebooks and some chalk," while his other requests go unmet (School E11). Another school director expressed that *collectivités territoriales* often promise but do not deliver. Interviews with communes indicated that they tended to focus on the provision of school furniture and teaching and learning materials, as

well as, in some cases, the payment of a monthly stipend to school facilitators or community members to help out in schools.

- **CRFPEs:** Schools did not report any relationship with the CRFPEs other than receiving teacher candidates at their schools.
- **IEFs:** See IEF section.
- **CODECs:** See CODEC section.

Summary of Findings for Research Question 1

Despite their supervisory role over IEFs and proximity to regional teacher training centers (CRFPEs), IAs are largely absent in supporting elementary education, especially early grades. Their role is mostly limited to aggregating IEF data and reporting to MEN (with an emphasis on CFEE pass rates and secondary education), reflecting the priorities embedded in planning documents such as the *plan académique* and performance contracts.

At the IEF level, staff engage in a range of activities in support of early grade teaching and learning. These include conducting school and classroom visits for a wide range of purposes, engaging with CODECs and schools via WhatsApp and telephone, organizing and analyzing the results of regular learning assessments and examinations, conducting teacher-candidate professional exams, overseeing the allocation and transfer of teachers, and training teachers (district-driven and national reform cascade trainings). School-facing inspectors do not work in silos; they operate interchangeably, stepping in for one another as needed and coordinating across school circuits to share information and discuss IEF challenges. IEF inspector visits (though rare) and advice are widely appreciated by teachers and school directors.

However, IEF priorities often lean toward prominent reforms like PAAME or upper-grade exam performance rather than early reading. In rural regions, IEF staff struggle to retain teachers, and high turnover undermines continuity in instructional practice and constrains the fidelity of reform implementation. Inspectors' ability to regularly undertake classroom observations is severely constrained by competing responsibilities, limited working vehicles, and long travel distances to schools. Compounding this, inspectors face backlogs in conducting required classroom observations for teacher candidates, further stretching their limited capacity. Most IEF instructional support is provided to schools remotely through WhatsApp groups or telephone calls. IEF inspectors visit far too few schools to cover a substantial number of classroom observations and be effective coaches for teachers.

Support for early grade teaching and learning happens largely at the school and CODEC level, through classroom visits by school directors and participation in CAP-I and some CAP-E sessions. School director networks (CODECs) serve as active peer learning communities and coordination hubs. Figure 7 illustrates Senegal's middle-tier structure, highlighting the relationships between the CODECs and actors at the school, municipal, and IEF levels.

Figure 7. Senegal's middle-tier structure and CODECs' informal but crucial role in informational and instructional support
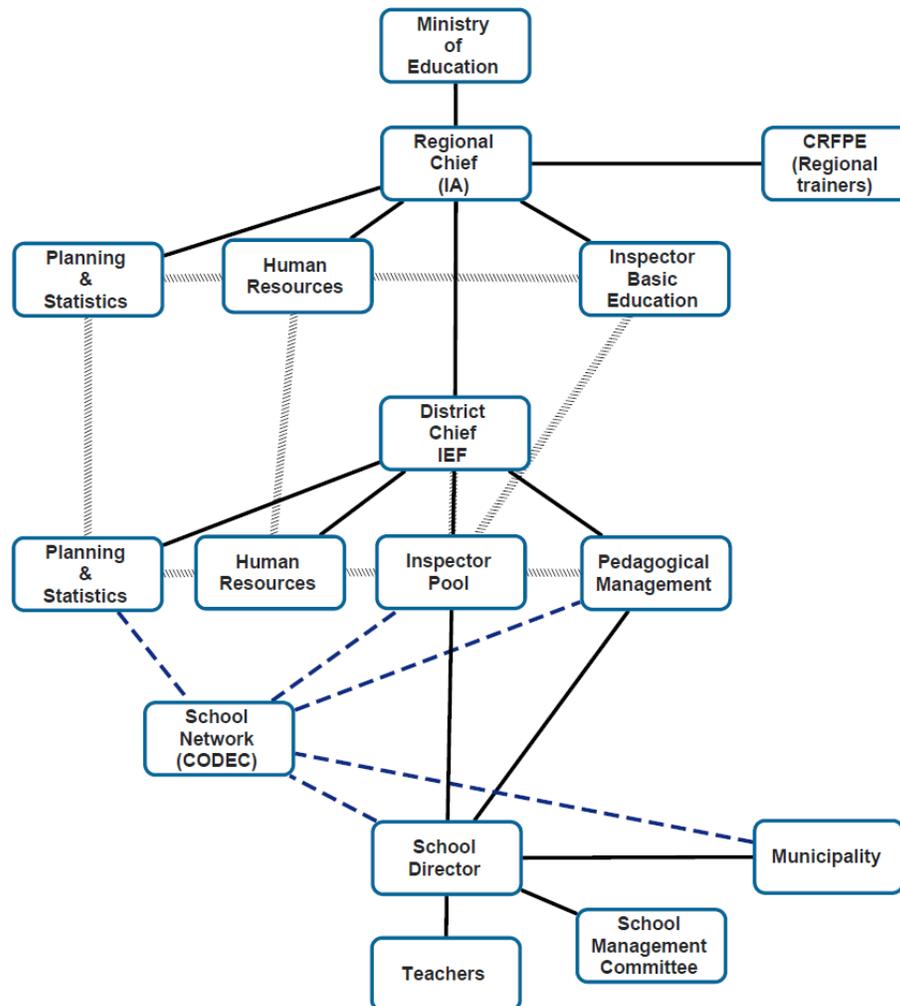
CODECs organize CAP-E sessions and teacher observations, solve school-level challenges, support cross-school activities, and even pool resources for basic needs such as photocopying or projectors. As a connective tissue between IEFs and schools, they represent a promising but underutilized mechanism for supporting instructional improvement.

Support to early grade teachers comes mainly from schools and CODECs: school director classroom observations, as well as CAP-I and CAP-E sessions. However, without operational budgets, schools rely on school management committees and sometimes local communes for basic costs such as the photocopying of teaching and learning materials, hindering the quality of education.

Research Question 2: How do IAs, IEFs, and school staff collect, analyze, and use data and information to inform decision-making and support early grade learning?

This section delves into how data and information are collected, analyzed, and used. It centers on the flow of information throughout the system, as well as the main actors involved in data collection, analysis, and use: IA and IEF planning, statistics, and monitoring and evaluation staff; IA and IEF inspectors; CODECs; and school staff.

a.   Type of data: What types of data and information are collected about primary school students, by whom, in what format, and how frequently?
b.   Data tools: What are the main data collection and monitoring tools used by primary schools and IEF and IA staff?
c.   Data analysis: How are data and information processed and analyzed at the primary school, IEF, and IA levels to inform decision-making?
d.   Data use: In what ways do data influence IEF priorities, including the allocation of effort and resources for early grade learning support?
e.   Data relevance: How do MEN, middle-tier, and school staff perceive the relevance and usefulness of available data and tools in monitoring school-level policy implementation and early grade learning outcomes?
f.   Effective data use: What factors enable or constrain the effective use of data by the middle tier for decision-making?

a., b., and c. Type of data, tools for data collection, and data analysis

As revealed by the interviews and document collection, schools and districts use a range of tools to collect data on administrative issues, learning outcomes, teaching practices, and personnel (see Table 1).

Data on learning outcomes: There is a wide range of early grade learning data, both formative and summative, collected by grade and subject in elementary education. Teachers reported conducting formative tests after lessons to gauge students' understanding. At the school, CODEDC, and IEF levels, there is an assessment cycle called the PHARES (standardized harmonized evaluations), which consists of a pre-test (at the start of the school year), trimester evaluations, and a post-test at the end of the school year. There is one summative assessment: the CFEE grade 6 end-of-cycle examination.

While staff reported that this assessment cycle process is taking place in all IEFs and schools visited in the study, documents collected at each level of the system indicate that the tools used to collect and synthesize data for these tests vary by IA and IEF. While they contain largely the same information, they vary by document title, formatting, and structure. For example, the study collected school-level forms for the results of the trimester evaluations that varied:

- Pre-test tools: "Rapport sur le pre-test" or "Rapport test de positionnement"
- Trimester evaluation tools: "Rapport d'évaluation formative" or "Fiche de résultats des élèves (evaluation)" or "Fiche synthèse composition"

In addition to the standardized evaluations, IEFs and CODECs organize CFEE mock exams for grade 6 students. These are variously called *defis* and *essais* and are an important priority for IEF data collection, analysis, and use in remediation plans. In District B, for example, the IEF organizes monthly mock exams from January onward to improve CFEE pass rates, which is a performance contract target.

Data on teaching and instructional support: In addition to data on learning outcomes, there are a number of data collection tools and forms that focus on teaching practices and support. These include trimester reports on the number of IEF-led teacher and director inspections and on CAP-I and CAP-E

sessions (content and teacher attendance). Inspectors and directors use a few standard forms to structure their inspections. These forms (listed in Table 1) contain quantitative scores and narrative information on problems and solutions for teacher and director inspections. There are also program-specific classroom observation tools—for example, the PAAME classroom observation tool and the coaching tool developed for LPT in use in Region 3. Lastly, there are data collection forms to collect data on progression through the curriculum (*quantum horaire*). Respondents also mentioned district-specific tools; District B, for example, reported creating a Google Form for schools to report their training needs.

Administrative data: Inspectors prioritize school visits at the start of the school year to collect data for the *rapport de rentrée*, a report of school conditions, staffing , and other administrative data. These data are collected at the school level, reported in formal templates upward, and analyzed at the national level by the Directorate for Elementary Education (DEE) (which, in turn, has a national dialogue with IAs to discuss). Schools also report administrative data directly into StatEduc, a software developed by MEN.

Table 1. Data collection and analysis tools identified in document collection and semi-structured interviews

Type of data	Data collection tools	Data synthesis and analysis tools
Administrative and infrastructure data	**Enrollment/staffing:** Statistical campaign (EMP10) using StatEduc; *rapport de rentrée* **Infrastructure and materials:** Report on school conditions; *fiche de gestion des manuels scolaires*; GREEN **Financial:** Vérification administrative et financière **Informal**: WhatsApp groups with CODEC presidents	**IAs/IEFs:** SIMEN; StatEduc; rapport de rentrée; rapport annuel de performance **Region 1/Districts A & B:** Google Forms developed by IAs/IEFs to collect data from schools
School personnel data	**School staff:** Situation de personnel; grille de collecte de suivi; absence sheet for teachers; MIRADOR; rapport de rentrée **Teacher candidates:** *Procès-verbal* (for CAP exams) School management committees: CGE activity report	**IAs/IEFs:** MIRADOR ; *rapport de rentrée*
Student learning data	**Formative:** Pre-test; trimester evaluations; post-test ; rapport sur le pre-test; rapport d'évaluation formative (by trimester) or fiche de résultats des élèves or rapport test de positionnement; fiche synthèse composition (by trimester) **End of cycle:** CFEE and CFEE mock exams	**IEFs**: Rapport sur les évaluations (by trimester, subject, grade) (District E); CODEC fiche de synthèse de pre-test/compositions

Instructional support data	**Directors:** Bulletin d'inspection directeur **Teachers:** Rapport de visite de classe; bulletin de suivi et encadrement de maitre; fiche d'encadrement des maitres; encadrement pédagogique; fiche d'observation de leçon (PAAME) **Curriculum:** Synthèse mensuelle du quantum horaire **CAP-I/E:** *Procès-verbal séance de CAP-I/E* ; attendance sheet CAP-I/E **Informal**: WhatsApp groups in schools, CODECs, and IEFs for questions of practice	**IAs:** Rapport du premier trimestre sur le fonctionnement des districts, sur l'encadrement pédagogique et sur les Cellules d'Animation Pédagogique et Culturelle **IEFs:** Rapport trimestrielle; rapport annuel de performance; synthèse de résultats CFEE (et essais); synthèse et analyse pre-test, évaluations, post-test (by CODEC, grade, subject) **CODECs:** Synthesis of pre-test, evaluation, and post-test results
Program implementation data	**MOHEBS:** RELIT coaching tool (in Region 3 only); custom tools by IEF inspector (District B only) **Informal**: WhatsApp groups by national language	None

Schools: All schools in the study sample reported doing an analysis of pre-test and evaluation data to inform their planning, orient teachers' focus for the year, share results with parents and CGEs (open-door days), and track progress.

CODECs: CODECs play an important role in data processing and analysis in all study districts. The president of the CODEC typically collects data from its schools and sends them to the IEF, and brings documents (such as evaluations) from the IEF to schools (School Directors E8, E11). These efforts cut down on the need to travel for administrative reasons for IEFs, which potentially frees up time for other activities (District E Head of Office; School Director E10). CODECs in some regions also compile data across their schools (School Director E8). Some districts prepare CODEC-level tools in Excel for CODEC presidents to complete (District F). Then the IEF can simply synthesize the information across CODECs. In the documents reviewed, many IEF-produced learning assessment analyses were grouped by CODEC (not by school or school circuit).

IEFs: IEF staff reported consistent and active analysis and use of learning outcomes data by grade, subject, and CODEC/school. Analysis takes place on the pre-test (*test de positionnement*), trimester evaluations, the post-test, and the CFEE for CM2. IEF staff across all IEFs and roles reported doing regular synthesis and analysis of learning outcomes data at different grades and subjects, presenting tables and color-coding low-performance categories for their internal meetings or with school directors at beginning-of-year and end-of-year meetings (District E). Some IEF staff reported doing analyses of trimester reporting on CAP-I/E sessions and teacher observations. However, IEFs tend to focus on the analysis of learning data in the final grades of elementary, including evaluation results, CFEE mock exams, and the CFEE results themselves.

> *In October, each school already has its success rate from the previous year's exams … This data also helps us prioritize our first visits to the lower-performing schools. Throughout the year, the trimester evaluations continue to provide us with data that we use to adjust our planning."* **—District B Inspector**

IAs: Data analysis on early grade teaching and learning is emphasized much less at the IA level. All regions analyze the results of the trimester evaluations, as well as the annual performance reports. In Region 1, there is more engagement with the elementary-level PHARES evaluation data, which respondents reported as being part of meetings with the DEE at the national level. Another important data analysis activity is related to the diagnostic stage of the *plan académique* development. IA staff emphasized that the diagnostic data analysis undertaken for the development of the *plan académique* is useful for identifying areas of focus in the region.

d. Data use

Districts and schools contribute to a rich data ecosystem on early grade teaching and learning. However, prioritization with limited resources means that data use often targets schools and topics related to improving CFEE results, in part reinforced by performance contract targets. In Region 3, however, teaching and learning data on MOHEBS is collected and used to support improvement in bilingual instruction.

Schools: School directors and teachers across all districts reported using pre-test data and evaluation data to plan their teaching, understand the learning levels of students, and report this data upward to the IEF via the CODEC. The study team collected several examples of school-level data collection tools completed with pre-test and trimester evaluation data by grade, subject, and sex. Respondents indicated that the data are used to orient teacher strategies or after-school remediation classes. One school (E6) stated that while many data are collected, synthesized, and reported upward, there is no feedback from the education system. They expect some kind of feedback from the DEE or elsewhere in the system, such as where to focus or what kinds of activities or approaches to undertake. However, some schools reported receiving feedback from IEFs on the evaluation results for teachers or areas for the director to focus on in *encadrement* (School Director E3).

IEFs: IEFs all reported making decisions based on the data analysis routines described above. For example, results of mid-year evaluations and CFEE *essais* are fed into monthly action plans and school visit schedules. An inspector in one IEF noted that their school visits are not random: inspectors visit with the data analysis in hand and know what grades and subjects are in need of improvement. Staff in two IEFs explained that learning data analyses were used to identify needs for school remediation activities, while another IEF reported that CODECs were informed of where to focus improvement efforts. Most IEFs reported that evaluation and CFEE mock exam results informed teacher training efforts. However, funds for training activities led by IEFs are scarce; IEFs work with very targeted groups of teachers (often CM2 teachers) or leverage partners to provide teacher training (e.g., UNICEF provided training for 30 teachers based on an IEF's request). Examples of training activities based on data analysis tend to focus on CM1 and CM2 teachers (Districts B, C, D, F).

IAs: Despite the wide availability of data and tools to support consolidation and analysis, at the IA level (Region 2) there is little use of available learning data on early grades and subjects, such as PHARES, pre/post-tests, and trimester evaluations in core planning and performance contracting documents. On the other hand, the IAs did report using evaluation data to target support to the secondary level of education (*lycées*), tracking schools' performance and sharing the analyses with schools. The IAs described their role with respect to elementary education data as one of consolidation and centralization, not of using the data to support IEFs.

e. and f. Data relevance and enabling and constraining factors for data use

In general, IA and IEF planning, statistics, and monitoring and evaluation officers spoke of significant workloads: working into the night to synthesize data and ensure that they were of good quality (Region 1; Districts C, E).

> " *So, we struggle a lot to get to the reality.*" —**District C Planning Officer**

While staff across the system largely considered their data to be reliable, they reported frequent issues with logical errors and inconsistencies in forms submitted to them. One IA officer explained that they were constantly on the phone with IEFs to resolve data issues. In districts in Region 3, the frequent use of paper tools in schools created issues for aggregation and IEF analysis. IA and IEF staff in rural regions and districts said that the lack of vehicles prevented them from going to check on data issues in specific schools (Region 2; Districts C, F). One teacher said that during evaluation assessments, due to the lack of desks, it was hard to prevent students from seeing one another's exam papers, resulting in some copying of answers (School E4). Another school said that it tried to remove bias by rotating teachers to supervise evaluations of different grades (School E6).

When asked what kind of data would be useful but were unavailable, an inspector in District A indicated that IEFs need data on partners at the school level because they did not have a sense of which schools were supported by which organizations. Another staff member in that office said that they lacked resources to conduct research and that qualitative data were needed to understand the reasons behind trends they were observing in the data, such as high rates of dropout among girls (District A Head of Office).

Lack of time and funds to train staff on how to complete digital data forms was cited as a constraint for effective data use by IEF respondents in Districts E and F and IA respondents in Regions 1 and 2. Some school directors also called for training on statistics to help them improve their ability to analyze and use data. In addition, one IEF chief inspector explained that due to logistical constraints, some data collection is done using a sample, which limits its generalizability for understanding the district's performance (District A). The limitations of acting on sample data were also cited by a school director (School E6).

Summary of Findings for Research Question 2

Across the study sites, data collection on early grade student learning and school operations is extensive, but the effective use of those data to improve early grade instruction varies widely across system levels. With respect to teacher practices, there are a wide range of tools and templates in use by IEF inspectors and school directors to conduct teacher lesson observations (in general, for PAAME, and for teacher candidates), including a coaching tool in the region formerly supported by RELIT/G2G. Quantitative and qualitative data on CAP-I/CAP-E sessions and teacher classroom observations are collected and reported to CODECs, IEFs, and IAs on a trimester basis. School directors and teachers report regularly, collecting and analyzing pre-test, trimester evaluation, CFEE mock exam, and post-test results to plan teaching, target remediation, and report upward through CODECs. CODECs themselves play a vital intermediary role in compiling, transmitting, and sometimes analyzing data across their member schools, easing IEFs' administrative and analytical burdens.

IEF offices also reported consistent and structured analysis of learning data: staff routinely synthesize results by grade, subject, and CODEC. CODECs and IEFs organize and analyze performance from CFEE mock exams throughout the year. IEFs reported using color-coded performance databases and analyses to inform school visit plans, remediation activities, and targeted training. The study observed examples of different analytical templates developed and used by IEF and school staff to analyze the results of pre-tests, trimester evaluations, and CFEE mock exams. However, IEF data analysis and use tends to prioritize CM1 and CM2, as well as mathematics due to PAAME support. Training activities based on formative assessments tend to be in service of boosting CFEE performance, in line with the IEF performance contract. At the IA level, engagement with early grade data is minimal, with a stronger focus on secondary education and indicators such as CFEE pass rates. Although data from early grade assessments (e.g., PHARES, pre/post-tests) are available and reported upward, they are not systematically integrated into IA planning routines or performance contracts.

Across all levels, data were largely described as reliable, though IA and IEF planning, statistics, and monitoring and evaluation officers explained that logical errors and inconsistencies in data submitted were common and a time-consuming burden on their work. Logistical constraints such as paper-based reporting, lack of vehicles for visiting schools to verify data, and limited digital skills at the school level hinder timely data verification and broader analysis. Across all levels, staff expressed a desire for support in statistical and digital skills to collect and use data. While data quantity is high, data use for decision-making—especially to support foundational learning—remains constrained by system priorities, capacity gaps, and feedback asymmetries.

Research Question 3: How do MOHEBS implementation experiences and practices compare between regions?

This section explores how the middle tier has understood, experienced, and supported the implementation of the MOHEBS reform, comparing a region with a longer period of MOHEBS implementation (with support from RELIT) with two regions in the nascent stages of implementation (with support from PAPSE). It also contains an analysis of specific data tools developed to monitor bilingual instruction implementation.

a. What differences are there, if any, in terms of middle-tier support to early grade teaching and learning between regions with different experiences in MOHEBS implementation? What differences are there, if any, in terms of how middle-tier actors and school staff collect and use data to inform decision-making?
b. How does the SFMO tool's design respond to data needs, capacities, and practices at the primary school, IEF, and IA levels? What could be improved or adapted for regions where MOHEBS implementation has started later (with support from PAPSE)?
c. What interventions do key actors perceive as:
   - most impactful in changing or informing their practice?
   - most sustainable, affordable, and likely to be adopted in the long term by IA, IEF, and primary school personnel?

a. Differences in MOHEBS implementation across regions

MOHEBS in regions that began implementation in the 2024–25 school year

IAs: In the later-starting regions, IAs were involved in the consultative selection of national languages for each school (*carte linguistique*) leading up to the MOHEBS reform, and inspectors were part of the regional MOHEBS training. Each region has established MOHEBS focal points. After the initial cascade training for IEFs and schools, IAs reported undertaking few to no activities or monitoring of MOHEBS (Regions 1, 2). MOHEBS and bilingual instruction did not appear to be a priority for the IAs in general. When asked, they indicated that MOHEBS was an IEF implementation responsibility.

> *After the mapping exercise, there is training for the key actors. Following this training at the basin level, there is then training for teachers and school principals at the local level within each IEF, and the IA is responsible for overseeing and supervising. So, it is the IEF that organizes and coordinates the implementation of this activity within its jurisdiction, while the IA supervises the delivery of these activities. When it comes to actual implementation of MOHEBS activities on the ground, in the schools, it is the IEF that carries this out."* —***Region 2 Head of Office***

In Region 2, IA staff reported that IEFs and schools have the tools they need. However, there is little systematic information-sharing on MOHEBS—the focus on *lycées* and consolidation in the IAs means that reforms such as MOHEBS risk falling off the radar. This is especially true for the MOHEBS focal point in Region 2, who is the focal point for lower secondary (not elementary school).

> *We haven't collected that data yet. Honestly, we haven't focused on [MOHEBS]. And just to give you a heads-up, we're dealing with a lot of things. But that too—we'll look into it … the district chief inspectors, who are directly in contact with the teachers, will help us get feedback on that." —IA MOHEBS Focal Point, Region 2*

> *So far, at the launch, we conducted training for school principals and for teachers. As I mentioned, I don't have the data collection or implementation monitoring tools in my possession. If they exist, maybe they were given to the IEFs. I don't have them. The IEFs will certainly carry out the monitoring in their own way … The urgent need is to have tools for monitoring implementation." —IA MOHEBS Focal Point, Region 2*

In Region 1, the IA MOHEBS focal point is responsible for basic education (elementary) and is also the focal point for PAAME. PAAME and CFEE examinations are the focus in elementary schools. This individual said that they were aware of delays in materials and the insufficiency of the initial training duration but did not prioritize the MOHEBS reform in their support activities due in part to a lack of tools.

The withdrawal of RELIT support on MOHEBS implementation and the omission of the reform in key planning documents may be sending a signal to the IAs that the reform is not a priority for IAs. IA staff in Regions 1 and 2 have not yet institutionalized the reform in their activities. Meanwhile, other reforms and priorities—such as PAAME, the CFEE, and professional exams—appear to be more well supported and established.

IAs' limited involvement in MOHEBS in Regions 1 and 2 has ramifications for the information shared with the DEE and partners on MOHEBS implementation. IAs are a crucial channel for MOHEBS-related feedback to the national level, and if IA staff (particularly MOHEBS focal points) are not in touch with IEFs on reform implementation challenges, then little information about ground-level realities will be communicated to the DEE. Indeed, as the next section shows, IEFs in the newly implementing regions say that they are overwhelmed and that implementation is not well supported.

IEFs: At the IEF level, school-facing inspectors in all districts are aware of MOHEBS. However, the reform does not emerge as a main priority for IEFs' work with schools. Other priorities related to how IEFs target schools for visits, support, and training are more often described (or embedded in plans) as the need to conduct teacher-candidate examinations, support other elementary school reforms (e.g., PAAME), and improve results on the CFEE end-of-cycle exam (Districts A, B, C, D). As discussed in research question 1, school visits in general are rare and do not always include classroom observations on early grade instruction. IEF-level performance contracts (in Region 1 districts) do not include MOHEBS or early grade learning outcomes at all in reading; instead, they are focused on math and upper-grade teacher training.

IEFs reported being widely under-supported for MOHEBS implementation. They expressed a need for more training, refreshers, and continuing education; more materials; and transportation funds for classroom observations (Districts A, B, C, D). They also indicated a desire for opportunities to share experiences with their peers and for MEN to collect feedback from schools and IEFs.

IEF inspectors in Region 2 (Districts C, D) reported not prioritizing MOHEBS in their school visit calendar:

> *We should be able to go into the field, conduct monitoring, or plan activities where an inspector goes out and supports their teachers. But up to now, nothing has been said about that. They were trained, they're carrying things out—but we don't even know what's happening." —District C Pedagogical Management Officer*

> *So, in principle, it was supposed to be implemented. There should have been monitoring activities. This year, for reasons unknown, the project didn't carry out any*

monitoring missions. The documentation only arrived recently. We had received a few excerpts, but they were insufficient. Still, we know our teachers are doing their best. During our visits, we're trying to observe what has been done, but we know there are challenges. We are responsible for monitoring and reporting tools. But this year, there have been no monitoring missions so far." —**District D Inspector**

In Region 1 districts, the IEFs are slightly more engaged with MOHEBS. In District A, inspectors reported recently including bilingual instruction as part of their school visits.

> *Yes, monitoring activities have been carried out, notably through classroom visits [for bilingual instruction] … But there haven't yet been any formal evaluations or structured validation of the program."* —**District A Inspector**

> *The [team of inspectors] has not always been able to provide effective technical monitoring, due to a lack of resources or availability."* —**District A Inspector**

In District B, the lack of IEF follow-up in schools to support the implementation of MOHEBS was attributed to the lack of sufficient tools and guidance on monitoring practice. However, some inspectors reported creating their own tools or incorporating MOHEBS-related support in their own way. In District B, inspectors reported conducting MOHEBS-focused inspections, some accompanied by a MOHEBS trainer, but with their own (non-standard) monitoring tools and approaches. However, District B has a very strong focus on CM2 results (stemming from an 80% pass rate target in the performance contract), which emerges as a strong priority at the expense of early grades (District B Inspector; School Director E3).

> *For MOHEBS at the IEF level, we haven't yet received any tools from higher up that would truly allow us to carry out monitoring. But we're creating our own. Each inspector develops their own tools and works with the lead teacher to fill them out, in order to identify CI classes that are slightly behind in their teaching schedule."* —**District B Inspector**

Another reason attributed to the lack of follow-up was resource constraints. Some IEFs reported that the only support they had received on MOHEBS were boxes of late-arriving materials.

> *And the commitment—there's no money received. It's just boxes [of materials]. So now, how do we cover the costs for what came? We have to pay for the transport."* —**District C Head of Office**

Overall, district inspectors felt that they do not have the capacity to properly support bilingual instruction, with insufficient training on the approach, insufficient mastery of the national languages in their schools, and no monitoring tool. These constraints are in addition to the preexisting barriers to conducting classroom visits (e.g., competing responsibilities, transportation constraints).

- <u>Not all</u> <u>functional areas of the IEF offices implicated in MOHEBS:</u> While all inspectors in the study districts in Regions 1 and 2 reported participating in regional- and district-level trainings, other crucial members of the office noted that they were not included. Notably, the district planning, statistics, and monitoring and evaluation officers and human resources officers reported not being included in the first wave of trainings on MOHEBS this year (Districts C, D). There was a sense of frustration among some staff because they felt left out of this reform. Other planning staff felt that they did not know how to proceed, with no roadmap or guidance from the central level on how to plan, monitor, and evaluate MOHEBS implementation. This has major implications for the planning of district activities. For example, inspectors in District C noted that they had not formalized inspections for MOHEBS, incorporating them as an add-on to existing school visits when time allows. The planning officer had not included bilingual instruction into the school visit scheduling.

> *I haven't received any training in that regard. I'm just curious, because normally, for any rollout, the planner should be involved at the beginning, in the middle, and at the end. But it's a coordination issue."* —**District D Planning Officer**

Indeed, IEFs' human resources staff (Districts C, D) and planning, statistics, and monitoring and evaluation officers (Districts A, D) are often disconnected from MOHEBS implementation issues in their offices. One respondent perceived the reform as relatively straightforward if the CI teacher has mastered the national language of instruction. Another reported that the IEF has all the resources (human, material, expertise) it needs to ensure the success of the reform (District A Planning Officer), in contrast to what school-facing inspectors said.

Feedback on MOHEBS training and materials from actors in the first year of reform implementation

Feedback on the training: IAs, IEFs, and school directors widely felt that the initial six-day training was helpful but insufficient to implement bilingual instruction. They also critiqued the organization of the training: insufficient per diems for teachers traveling long distances, issues with finding appropriate rental halls or having to vacate schools to hold mass trainings, IEFs having to pay for rentals and caterers (and not paying them on time), and trainers exhausted because they had to conduct back-to-back trainings for directors and teachers. While the training as a whole was appreciated and considered useful, some respondents said that there was a need for a greater focus on practice over theory. Teachers in District B reported that the training was given orally, without any take-home materials, making the transfer to classroom practice very challenging (Teacher, School E4).

Feedback on the materials: In Regions 1 and 2, the training was held in October–November 2024. However, the materials arrived several months later, in February–March 2025, and included only the first book. By that time, teachers had already completed the relevant part of the curriculum. Thus, the materials were not helpful. Most schools reported not having enough materials and having only electronic copies of the teachers' guides, which is difficult for schools with no electricity (Schools E3, E4 for Wolof). In another school, there were some Serrer copies, but not enough (School E2). Some teachers said that they appreciated the structured approach of the teachers' guides (which features lots of lesson content), while others said that the amount of material to cover in each lesson was too ambitious (School E4).

Schools: Schools undertaking bilingual instruction for the first time this year reported many challenges in the implementation of MOHEBS related to missing physical copies of teachers' guides and late-arriving and insufficient numbers of student guides and notebooks.

> *There are no follow-up support measures after the trainings … We did the Wolof [training], but there was no accompanying support. We had to create our own reading books so that the students could have something to read."*
> —**Teacher, School E3**

Teachers reported that they were unsure if the methods they are using are effective. Sometimes they feel lost. They also noted being concerned with how long bilingual teaching takes (double the time) and how to manage the lesson progression. They are simply doing what they feel is right, but without adequate materials and feedback on their practice (Teachers, School E5).

> *MOHEBS is a bit different … As a teacher, sometimes you're not 100% sure that the way you're approaching it is the best way. As long as there's no one following up and giving guidance, you can feel lost. That's why many teachers are struggling to deliver*

*the program. I get a lot of questions from colleagues who ask me for help … I haven't received any visits—no inspector has provided me with support on this." —****Teacher, School E5***

Staff in some schools explained that they were worried about the transfer between L1 to L2 (Schools E3, E8), while staff in others felt that it was going smoothly (School E2). This was triangulated in the survey, in which teachers were least confident about their ability to improve learning outcomes and the quality of bilingual instruction in school.

With respect to support from IEFs, most CI teachers and school directors indicated that they had never received an IEF inspector visit to support their implementation of MOHEBS. There has been no IEF-organized follow-on training or reinforcement for school directors or teachers in Districts A, B, C, or D. In terms of professional learning, MOHEBS was not mentioned as part of CAP-I or CAP-E sessions, as reported by district and school staff in Regions 1 and 2. CODECs were not mentioned as being mobilized to support MOHEBS, though school directors have been trained and could be mobilized for observations, as is done generally (see section on research question 1).

In the absence of IA- or IEF-supported inspector classroom observations, refresher trainings, remediation, and CAP-I/E sessions, it was the WhatsApp groups and school director classroom visits that were reported as the most important source of support for teachers trying to implement the reform (Districts B, C). Teachers in School E5 reported receiving MOHEBS-related observations from the school director but not from inspectors, other teachers, or the CODEC. In some schools, the directors are trained and willing but do not speak the language of MOHEBS in the school, so they cannot effectively monitor classroom teaching (Districts A, C). However, not all school directors prioritize MOHEBS or speak the language of instruction. For example, School E6 does not prioritize MOHEBS in school director observations. Some school directors reported feeling unsupported in their efforts to support their CI teachers (School E2). IEF staff also noted that school directors needed more capacity-building to be able to adequately support teachers:

> *When it comes to school principals, bilingual instruction is really about mastery. I don't think they've yet developed sufficient mastery compared to the teachers. Apart from the four lead trainer principals, we believe the others are not yet adequately equipped to provide support. They need to be re-trained—given enough training, maybe online courses or language training—so that they can be even more confident than the teachers. That's the key challenge." —****District B Head of Office***

While the school directors have visited CI classrooms for observation, teachers in all schools in these two regions want more classroom observations from IEF inspectors and training.

With respect to other school stakeholders, parent representatives of CGE and APE reported being familiar with the MOHEBS reform. Most had been part of the *carte linguistique* process and expressed their approval of the use of national languages. They reported that parents in general are aware of MOHEBS implementation (some teachers said that not all parents are aware). However, the lack of student MOHEBS materials means that students cannot bring materials home to engage parents in homework (Teachers, School E5).

Mayors and education representatives of the *collectivités territoriales* interviewed did not report being formally informed of MOHEBS. They indicated that they were not formally included or implicated in the implementation of MOHEBS. Rather, they learned about it through television or in visits to schools.

MOHEBS implementation in a region with longer experience

In contrast to Regions 1 and 2, the engagement of the middle tier in MOHEBS policy implementation is much stronger in Region 3, which was supported under LPT and, until February 2025, by the USAID RELIT program.

IAs: IA staff are very familiar with bilingual instruction, having been part of LPT since 2016, as well as implicated in the *carte linguistique*, MOHEBS trainings, and community mobilization events. The MOHEBS focal point is the head of the pedagogical management bureau. While the IA level does not have a direct mandate to support elementary education, in Region 3 the IA has worked with the CRFPE to integrate bilingual instruction modules into the teacher-candidate training (Region 3 Head of Office, MOHEBS Focal Point, Pedagogical Management Officer). This is critical because teacher attrition and transfer has a significant impact on policy continuity in the region, with trained teachers leaving at high rates. Ensuring that new teachers have some basis for bilingual instruction reduces the burden on the middle tier to conduct training from scratch every year.

> *The CRFPE is responsible for the initial training of all teachers. Currently, here in [Region 3], a cohort of 200 student-teachers is undergoing training. MOHEBS has been integrated into the training modules, which shows that the reform is being properly taken into account in initial teacher education."* **—Region 3 Head of Office**

IEFs: In the two districts visited in Region 3, bilingual instruction in national languages is more institutionalized, reflecting in part the longer history of support for bilingualism (Region 3 Head of Office; District F Monitoring and Evaluation Officer; School Director and Teacher, Schools E11, E12). District E staff reported that the district was not having major problems with MOHEBS implementation. The head of that district said that there are enough materials, as he sees them in children's backpacks. However, a major concern is the language skills of the IEF inspectors, who may not speak the language of MOHEBS in their school circuits. An example given was that there may be only two speakers of Pulaar in an IEF, making it difficult to coordinate adequate support of Pulaar-language elementary schools.

District E staff reported organizing their activities around an annual and monthly action plan, with a schedule of school visits to complete every week and month. MOHEBS-related teacher coaching visits are part of the priorities stated in this plan. Districts and school directors emphasized the use of the SFMO coaching tool developed under RELIT as structuring their observation of bilingual instruction (District E Inspector; School Directors E9, E10). An analysis of this tool is in the following section. In one district, they conducted an analysis of evaluation data over two years and concluded that the introduction of national languages had improved student performance (District E Inspector).

The head of District F shared that all schools are required to include at least three of nine annual sessions in their CAP-E on bilingual instruction and that inspectors sometimes visit these sessions. Moreover, Districts E and F reported having WhatsApp groups for teachers to share experiences on MOHEBS implementation, and teachers also confirmed this.

However, both districts shared that planning trainings on expanding bilingual instruction to more subjects (e.g., math) and MOHEBS remediation sessions have been canceled due to the termination of RELIT. There is a commitment to continue rolling out the reform, but there are concerns about how to support teacher trainings going forward, given the high rate of teacher transfer in the region (considered a zone of departure). District staff called for expanding training to teachers of other grades, which would facilitate teacher allocation. MOHEBS was described as a reform that "takes a lot of energy," and in the absence of partner support it needs extra attention and resources, which are scarce (District F Monitoring and Evaluation Officer).

- Not all <u>functional areas of the IEF offices implicated in MOHEBS:</u> The District E human resources person said that he has not been trained in MOHEBS, and he did not mention LPT. He noted that his role is to ensure that teachers placed in schools speak the language of the community. Similarly, the District F staff member responsible for pedagogical management said that they had not been trained in MOHEBS but had experience in LPT.

<u>CODECs</u>: CODECs in District E are directly involved in MOHEBS-related teacher support. District E inspectors reported that some presidents of CODEC are well-placed to support MOHEBS. The human resources employee said that CODECs are organizing MOHEBS teachers together outside of class once a month to discuss issues related to bilingual instruction (District E). There is a planning effort at the beginning of the year to organize the CAP session calendar. CAP-E calendars collected in District F schools also show RELIT as part of the planned topics to discuss across schools.

> *A solid plan was developed by the various CODECs with regard to these national languages."* —**District E Human Resources Officer**

<u>Schools</u>: Schools visited in District F have been involved in bilingual instruction since the LPT pilot. They still have and use the LPT books and materials, and respondents spoke of and appreciated LPT approaches (e.g., student testing, reading clubs) that are not part of the current MOHEBS rollout.

Schools reported receiving IEF inspector classroom observation visits using the coaching tools, specifically targeted to the CI classrooms on bilingual instruction. School directors include MOHEBS among their priorities for classroom visits. Those visits are conducted using the coaching tool developed under RELIT. One school director reported visiting their MOHEBS teachers twice a month. The other said that reading is a top priority in the school and that she visits teachers regularly and uses the coaching tool on those visits. The tool is appreciated by school directors as a way to know teachers' progression.

Three of the four schools in this region reported having enough teachers' guides and student manuals in the national language (School E9). One said that it needs more student manuals, as the school had to photocopy them in order to have enough for the students—a difficult task when there is no school operational budget or photocopier on site (School E10). When asked about what aspects of the reform they like best, the most common answer by school respondents was the materials (guides and manuals) and then the training. Others said that the initial training was too short, and the most common request was for refresher training.

School directors and teachers also reported that the implementation is now going smoothly, and they are seeing results. School directors reported that the teachers and students seem to like the bilingual education approach (Schools E9, E10, E11, E12). Students are reportedly understanding faster, and they are participating more (School Director E12). Teachers indicated that the transfer from L1 to L2 is happening, and fluidly:

> *Since the introduction of national languages, we've really observed a clear improvement in our children's reading levels ... We've truly seen its contribution to improving reading, especially in the transfer from L1 to L2. We noticed that many letter sounds and syllables are read the same way. So once the transfer to L2— meaning French—happens, it won't pose a problem. It happens smoothly."* —**School Director E9**

With respect to parents and the community, the IEF reported that RELIT helped organize community forums to explain MOHEBS to parents. IEF staff and school directors reported that some parents still come with questions about why their child is learning a national language, but they are satisfied when it is explained to them. One school director said that they discussed MOHEBS with the school

management committee and parents' associations to raise awareness so parents are not confused why their child is reading Wolof at home (School Director E9).

The *collectivité territorial* representatives interviewed in District E are aware of and have participated in some MOHEBS-related activities (Communes C9, C10, C11, C12). There is a demand by communes in the region for more coordination and information-sharing on MOHEBS (Communes C9, C11). For example, a representative from an urban commune (Commune C9) in District E explained that MOHEBS is not well-understood by all communes, which constrains their ability to support the reform:

> *To explain to the mayor what MOHEBS is … if you called him today and asked him to talk about MOHEBS, he wouldn't be able to answer. That's the reality today. Our local governments are not very familiar with the project. That too is a reality. There needs to be proper communication with our local authorities, and only after that will they be able to consider what they can contribute." —***Municipal Education Representative C9***

b. SFMO tool and design

What kind of tool do respondents want?

There is a strong demand from IEF staff in regions in their first year of implementation for a tool to help guide their monitoring of MOHEBS and *encadrement* of teachers in bilingual instruction. Staff called for a tool and guidance to assess teaching practices and student performance in CI.

Study participants at all levels were asked about their views on the characteristics of a potential new tool to collect data on early grade teaching and learning and to help improve student performance. Respondents made the following suggestions:

- Most want a digital tool, though respondents in District E schools said that paper is more useful where electricity is unreliable. Some prefer dashboards (visualizations), while others prefer databases.
- There was a strong call for a tool to be grounded and tested in local realities with the staff who will interact with it. They noted that the tool should not simply be developed at the central level—by people who have not been part of recent data collection—and cascaded down. In addition, because school directors work with many tools, any new tool should be integrated with existing tools, as opposed to being an add-on.
- Teachers tend to want data on children's background and home conditions.

Analysis of the SFMO tool

How does the design of the SFMO tool respond to data needs, capacities, and practices at the primary school, IEF, and IA levels? What could be improved or adapted for additional regions? The SFMO tool was originally developed under the RELIT program and is now maintained by the Department of Elementary Education in Google Forms format. Its core purpose is to monitor fidelity to MOHEBS implementation by collecting comprehensive data from inspectors and field staff on classroom instruction, teacher support, and the availability and use of materials. In its current form, the SFMO tool reflects more of a national monitoring perspective than a practical tool for supporting pedagogical improvement.

The tool includes key national data needs, such as the availability of MOHEBS classroom materials, adherence to bilingual instruction approaches, and frequency and perceptions of MOHEBS-specific teacher coaching, CAP-I and CAP-E sessions, and WhatsApp communities of practice. However, its design poses several challenges for decentralized and school-level use:

Not designed for ground-level use: The Google Forms format facilitates centralized data analysis (e.g., at IA and national levels), but the tool's significant length, mandatory fields, and digital and online format make it cumbersome for routine use by inspectors, especially in low-connectivity regions.

- Given that school directors are the primary providers of teacher support, the absence of a version usable by them limits the tool's relevance for ongoing instructional improvement at the school level.
- Unlike the existing *encadrement* forms, which include space for feedback on teacher practice and actions, the SFMO tool's classroom observation component is largely binary (yes/no), focused more on fidelity to the approach than assessing teacher skills. Its format (e.g., must complete each item before moving to the next page) does not easily invite discussion and feedback.

Overlaps with existing data collection tools: The tool duplicates certain information already collected through existing tools—such as school enrollment in StatEduc; teacher *encadrement* and CAP-I/E activities coaching through trimester reports; existence of pre-test and evaluations through existing reports; involvement of school management committees in MOHEBS through existing reports on *plan d'action volontariste* activities—raising concerns about redundancy and respondent burden. Other data can be collected directly by the inspector (e.g., data on the frequency of WhatsApp exchanges) or more effectively during other routine school visits (e.g., data on the availability of MOHEBS materials during routine inspections for the *rapport de rentrée*).

While some guidance and tools are necessary to facilitate IEF and school director support for MOHEBS implementation, the SFMO tool in its current form does not seem to serve this purpose effectively. Instead, MOHEBS-specific indicators could be added into existing data collection tools and processes. For other information—such as feedback on coaching or needs for further training—MOHEBS focal points could gather information formally through feedback meetings with CODECs and IEFs or informally through the WhatsApp groups.

The coaching tool[3] developed under RELIT focused more on classroom observation and student learning assessments. This tool is still in active use in District E and F schools visited for the study. Interviews and focus groups at the IEF and school level suggest that it continues to be used to structure MOHEBS *encadrement* and appears to be appreciated by IEF staff and school directors, who also received training its use. It may be a better option than the SFMO tool for rollout, though the MOHEBS implementation team should also consider potential overlap with the PAAME classroom observation tool (see Box 1).

c. Requests from study participants on MOHEBS support
- IEF inspectors and school directors reported wanting more refresher training for teachers (especially given the high levels of teacher transfers in the region). The initial training was not long enough.
- One suggestion from a school director is to provide bilingual instruction training to other teachers in other grades. These teachers can be hesitant about the reform because they do not know how it is working. Such training would make replacing an absent early grade teacher easier because it would ensure that all teachers know about the methods.
- One school director said that the mechanism for the exchange of difficulties related to MOHEBS implementation is not very well developed. Previous activities—trainings, meetings, and exchanges—have been inactive since RELIT stopped, and this type of information-sharing is needed

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[3] Note: Only a photo of the first page of the coaching tool was available for review. Unfortunately, the IEFs and schools did not share electronic versions of this document.

to inform inspectors about what difficulties teachers are having and to inform teacher CAP-I/E sessions to build their capacity.

- IEF staff would like monitoring tools and guidance on how to support schools and teacher practice. Some IEF inspectors would like language training given that some of their schools use a national language that they do not speak.
- IEF staff are not all equally aware of and involved in MOHEBS implementation, and they request training for planning, statistics, and monitoring and evaluation heads and human resources heads to understand their role in supporting the reform.
- School directors and teachers urgently request sufficient physical copies of the teachers' guides, student textbooks, and workbooks in the various national languages.
- Inspectors, school directors, and teachers request longer initial trainings beyond the six days, as well as refresher trainings for teachers.
- Teachers would like MOHEBS-specific *encadrement* by inspectors.

Summary of Findings for Research Question 3

a. Differences in middle-tier support and data use between regions in different phases of MOHEBS implementation

Middle-tier support for MOHEBS implementation is notably stronger in the region that began implementation earlier with support from RELIT/G2G, which also had previously participated in LPT, compared to the two regions where the reform was only in its first year. In the region formerly supported through RELIT/G2G, bilingual instruction has been integrated into initial teacher training at the CRFPE, inspectors and school directors conduct regular coaching sessions of CI and CP classrooms using RELIT-developed coaching tools, and CODECs are directly engaged in monthly teacher learning communities that often include MOHEBS topics. As reported by IEFs and schools, reading and student performance has improved over previous years, which they credit to bilingual instruction. However, with the termination of RELIT support, many MOHEBS-related activities—including teacher refresher trainings—have been suspended. Overall, the reform appears to be somewhat well institutionalized, prioritized in IEF activities, and integrated into CAP-I/E sessions, CODEC support, and school director priorities. Local political actors have formally introduced to the reform by the IEFs in the two study districts and have taken part in MOHEBS community activities supported by RELIT.

By contrast, in regions where implementation began during the 2024/25 school with support from PAPSE, MOHEBS is not a planning priority for IAs or IEFs. Performance contracts and school visit calendars emphasize upper-grade priorities such as CFEE results and mathematics instruction under the PAAME program. Inspectors reported lacking formal guidance, standard tools, and sufficient training and transportation to support MOHEBS-specific classroom observation. Schools reported receiving only electronic copies of the teaching and learning materials, and later, three to four months after starting implementation, receiving only the Tome 1 student textbook, after the content had been taught. Many schools in these regions have limited electricity and printing/photocopying access, making digital tools unfeasible. School director observations and WhatsApp groups serve as the main teacher instructional supports for bilingual instruction in the regions newly implementing MOHEBS. Teachers and school directors often reported feeling isolated in implementing bilingual instruction, and CODECs are not well mobilized for support to MOHEBS instructional challenges. Local political representatives reported being only indirectly aware of MOHEBS (via television or through their own school visits), representing a misalignment in local stakeholder engagement in the reform. This lack of sustained system support, characterized by limited follow-up after a six-day initial training and the absence of MOHEBS teaching and learning materials, is leaving CI teachers implementing bilingual instruction for the first time feeling isolated and uncertain in their practice.

While all regions face challenges in resource availability and high teacher turnover, the presence of sustained technical support and stronger middle-tier engagement in the region formerly supported

under RELIT/G2G appears to have enabled smoother implementation and adaptation of the reform. However, there was uneven knowledge about MOHEBS across staff within the IA and IEF offices in all regions, with the planning, statistics, and monitoring and evaluation heads and human resources heads frequently aware of the reform (through involvement in the *carte linguistique* or the provision of data for organizing trainings), but without training, tools, or guidance on how they should support MOHEBS in their role.

b. Usefulness and design of the SFMO tool for monitoring MOHEBS

The SFMO tool—originally developed with support from RELIT and now maintained by the DEE—was designed to track key dimensions of MOHEBS implementation, such as classroom practices, support activities, and the availability of materials. However, the author's analysis of the tool's design, in light of the findings of the broader research, suggests that it is poorly adapted to the day-to-day realities and capacities of inspectors and school directors. Its length, binary format, mandatory fields, and digital-only access (Google Forms) make it cumbersome for routine use in low-connectivity environments. Unlike existing coaching and lesson observation tools, the SFMO tool offers little space for formative guidance to teachers. It also duplicates data already collected through other instruments (e.g., on enrollments, classroom support, CGE involvement), raising concerns about redundancy and reporting burdens. Furthermore, it appears to be designed for use by IEF inspectors and other MOHEBS focal points, which does not align well to the central role of school directors in providing teacher support. While the tool may help answer national monitoring needs, it is unlikely to strengthen instructional practice unless streamlined and more closely integrated into existing teacher support and planning routines. In contrast, the coaching tool, still in use in the region visited that was formerly supported by RELIT/G2G, appears better suited for school-level engagement and could serve as a more practical basis for a MOHEBS monitoring tool. Overall, given the calls by field-level actors for the development of tools that reflect ground-level realities and existing processes, the SFMO tool in its current form would require major adjustments to be relevant and usable for IEFs, CODECs, and schools supporting and implementing MOHEBS.

c. Perceptions of most impactful and sustainable interventions

Across IAs, IEFs, and schools, respondents in the regions currently supported by the PAPSE program identified training, the WhatsApp MOHEBS groups, and school director observations as the most impactful. Though the materials and inspector support were appreciated, they were less impactful because they were late-arriving and largely unavailable in physical form, and inspector visits for MOHEBS were largely non-existent. By contrast, in the region that was receiving support from RELIT/G2G, school staff found the teaching and learning materials, trainings (initial and refresher), and coaching visits impactful. The RELIT coaching tool was particularly valued in that region for enabling structured observation and feedback.

Refresher training, especially for CI teachers and school directors, was widely seen as essential given frequent staff turnover in rural regions. Respondents also emphasized the need for training across more grades and subjects to improve school-wide understanding of bilingual instruction. School directors expressed a strong desire for more opportunities to share challenges and strategies with peers and inspectors—suggesting that exchange forums and feedback loops between schools, IEFs, and IAs have been limited. In regions that began implementation later, the most commonly cited barriers were material shortages, lack of inspector follow-up, and insufficient communication from the central level on guidance for monitoring, planning, and support for the reform. CODECs and local governments could be better engaged to address local language support needs, especially in schools where the teacher or school director does not speak the national language of the school. While enthusiasm for MOHEBS remains high among teachers, school directors, and middle-tier staff, sustainability will depend on deeper institutionalization, regular support visits, and adequate material and logistical resources.

Recommendations: Underutilized Resources and Good Practices to Support MOHEBS Implementation

General Recommendations

- Ensure that MOHEBS is clearly communicated and prioritized, given the risk that other national reforms—such as PAAME, another ministry priority—may overshadow MOHEBS in terms of school support and instructional priorities. For example, this study found mentions of PAAME, but not MOHEBS, in the performance contracts viewed at the IA, IEF, and school levels.
- Ensure that all relevant district-level staff have a solid working knowledge of MOHEBS. In the districts visited in this study, knowledge of MOHEBS and the extent of the reform's integration into daily activities vary. This is in part due to the fact that MOHEBS trainings target inspectors. But because not all heads of bureau are inspectors, some key district staff have not been trained. For example, the planning and human resources officers in District E and the monitoring and evaluation staff in District F said that they have not been trained in MOHEBS and do not know the reform well. There appears to be some uneven knowledge and application of MOHEBS in inspectors versus non-inspectors.
- Restart school budget funding. Schools struggle to function without an operating budget for multiple years. This has a real impact on teaching and learning, including materials for students, costs for CAP-I and CAP-E sessions, and support for teachers or community facilitators hosting after-school remediation sessions.

National Level

- **DEE:** There is a great need for refresher trainings, especially in the later-starting, PAPSE-supported regions. There is a potential to leverage experienced bilingual instruction teachers from the region previously supported through RELIT/G2G and with prior experience in LPT. Such trainers could be brought in to talk to teachers in other regions. For example, Region 3 has Wolof, Pulaar, and Serer speakers trained, who could help a number of schools in Regions 1 and 2.
  - CODECs and CAP-E should be leveraged further for teacher *encadrement* and support for MOHEBS implementation. There are a number of good practices in the study districts (e.g., joint teacher observations, CAP-E sessions, shared resources) that can inform guidance to IEFs.
- **DRH:** Now that there is an established *carte linguistique*, and teacher profiles by languages have been established, IEFs want to see better alignment of the linguistic profile of teachers deployed to their areas. It creates many more challenges for the IEF if the teachers deployed to a school do not speak the language of MOHEBS instruction. Interviews with the DRH and DFC indicated that the issue of linguistic profiles has recently been integrated into national data on teachers to facilitate the language match of teachers deployed to schools.
- **DPRE:** Revisit the key performance indicators in the *plan académique*, *projet de circonscription*, and performance contracts to include MOHEBS-related indicators and activities. The performance contracts are being revised this year, and for next school year they could reinforce the ministry's priority on bilingual instruction. This could include learning outcomes data from CI- and CP-level evaluations, targets for CI- and CP-specific prioritization in *encadrement* visits (for inspectors and school directors), the number of CAP-E or CODEC meetings on MOHEBS-related problems of practice, and the number of teachers receiving MOHEBS refresher training.
- **DFC:** Integrate MOHEBS training into all regions' CRFPE training for teacher candidates who focus on early grade teaching; this training should take place close to the time of the classroom practicum. DFC could build on existing modules for MOHEBS used in CRFPE teacher-candidate training in Region 3. Many IA and IEF staff reported filling in for CRFPE trainers on specific

subjects. These same staff are trained in MOHEBS in various languages. There is now a cadre of trained IA and IEF staff and school directors who have experience in bilingual instruction. These individuals could be mobilized to provide classes to teacher candidates so that the new teachers coming in would have a basis for bilingual instruction. Provide much more systematic MOHEBS-related communication to all stakeholders at all levels, especially emphasizing how system actors, political leaders, and community members and parents at each level can support MOHEBS implementation.

- **DALN:** The *carte linguistique* (which is DALN's mandate) appears to be well received in different regions, districts, and schools. With the exception of a village in District A and another in District C, the inclusive process appears to have been positively regarded as a way to embed the MOHEBS reform. There is a pressing need for more help to teachers working in national languages. Could DALN language specialists be mobilized to make more materials available, whether physical or electronic—or even videos that could be shared via WhatsApp? Could adult literacy trainers support early grade teaching in national languages?

IAs

- **IAs:** IAs are disconnected from MOHEBS implementation. Their role in convening actors and consolidating feedback from MOHEBS implementation across IEFs would be invaluable to communicate upward to the DEE where the challenges are and what is working. IAs can also play a role in supporting CRFPEs to include MOHEBS training in initial teacher training, as many IA (and IEF) staff serve as trainers in their local CRFPE on an ad hoc basis. IAs can also reinforce messages from the national level regarding MOHEBS implementation as a priority for IEFs.

- **CRFPE:** These are services directly attached to the IA, and under the responsibility of the IA. Some IA, IEF, and school director staff reported that they sometimes support the training of teacher candidates due to a lack of trainers. However, there appears to be no MOHEBS-related content in the CRFPE curriculum in the two PAPSE regions, which puts more pressure on IEFs to upskill them when they enter the system. There is scope to integrate bilingual instruction into CRFPE training, which would ease the role of IEFs in terms of training and support. It may be possible to use existing local trainers (e.g., IA staff, IEF staff, school directors) to do so.

IEFs

- **IEF inspectors:** IEF inspectors in regions that began MOHEBS implementation later have not yet received guidance (or tools) on conducting MOHEBS inspections, and they have largely not prioritized or developed structured ways to conduct classroom visits in this regard. Nor have any follow-up or refresher trainings been organized in these regions for the remainder of the school year. In the region previously supported by RELIT/G2G, IEFs are conducting MOHEBS inspections in schools using the coaching tool, and it seems to be a priority. However, in all of these regions, not all inspectors speak all national languages used in their school circuit, making it difficult to provide adequate supervision. Given the workload and logistical constraints faced by IEF inspectors, it seems unlikely that they will be able to significantly increase their number of MOHEBS-related classroom visits. In districts formerly supported by RELIT, inspectors have been trained as coaches and given the coaching tools to support teachers, and they are conducting these activities during their visits to schools. However, regardless of time and logistical constraints, inspectors could be mobilized to channel more support to schools through discussions with CODECs and IAs.
  - One good practice observed in two districts was the bundling of MOHEBS classroom observations within multiple-objective school visits, which makes the visits more effective in terms of transportation and time. In District A, IEF inspectors organize school visits (called *suivi intégral*) with multiple objectives: classroom observations, CAP exams, meeting with the CGE, conflict resolution, and so forth. In District B, the pedagogical management officer described a similar practice where inspectors conduct *sorties ciblées* with multiple activities that include a classroom observation of the CI bilingual instruction class.

- **IEF planning, statistics, and monitoring and evaluation:** This role was not part of MOHEBS training in some IEFs, and there has been no guidance on how to include MOHEBS in IEF visit planning. MOHEBS is not part of the documents reviewed (*plan de travail*, *projet circonscription*) nor the scheduling of school visits or data collection efforts. Without the involvement of the planning, statistics, and monitoring and evaluation bureau in tracking MOHEBS implementation, it weakens the reform's institutionalization.

CODECs

- **CODEC.** CODECs are underutilized for MOHEBS support. School directors already team up as part of CODEC to conduct CAP examinations or general classroom observations. The same process could be used to observe MOHEBS CI teachers: these directors are trained in MOHEBS and closer to the school than the IEF office, making them able to provide more timely support. One CODEC has a *cercle de qualité* that recruits strong teachers to do *encadrement* sessions for teachers having difficulty. This model (using strong teachers or director-trainers in MOHEBS) could be coordinated by CODEC to support MOHEBS implementation. CODECs could also convene CAP-E sessions on MOHEBS implementation, gathering CI and CP teachers and school directors together to discuss pressing issues.

School and Community Level

- **School director MOHEBS trainers:** Some school directors have been trained as instructors in a national language in MOHEBS regional training. If given authorization and support, they could be resources to provide classroom observations and support to CI teachers. In Region 3 IEFs, school directors have been trained as coaches and are using the coaching tools developed under RELIT to conduct *encadrement* in their schools and schools close to them.
- **CAP-I:** CAP-I is an important in-service training mechanism for teachers. However, the design of MOHEBS means that in small schools, the MOHEBS-specific support that CI teachers need may not be best served in a gathering of teachers in all grades, as CI teachers are the only ones implementing the national language reform. They may be better served by CAP-E sessions, additional training and reinforcement, and supportive classroom observations. However, in bigger schools (such as in District B), CAP-I can still be an effective experience-sharing mechanism for teachers on bilingual instruction.
- **Successful CI teachers and school directors from regions with more MOHEBS experience:** Teachers who have been using the reform for a few years in different national languages could be good trainers for regions that are new to MOHEBS. Schools in Region 3 appear to be having good results and have overcome challenges in their teaching; these practical experiences could be useful for teachers and school directors in Regions 1 and 2. Given their shared challenges in terms of *zone de départ*, rurality, multigrade schools, and multilingual environments, Region 3's good practices are relevant for Region 2 in particular.
- **Community members (*animatrices*) trained in local language:** Some *collectivités territoriales* provide stipends for community members to support activities in the classroom. *Collectivités territoriales* could identify speakers of the relevant national language to support CI classrooms, particularly in schools where the teacher is not fluent in the national language of instruction. Additionally, parents could potentially be recruited to help with language needs.

Ideas for Further Technical Assistance

- Several respondents asked for the findings of this study to be shared with them to improve their management of the education system.
- There is a great need for a feedback mechanism from teachers to the national level—one that gathers insights on what is working and not working with regard to the MOHEBS reform. Could such a mechanism—perhaps in the shape of a forum—be organized by a MEN partner? Such an event could focus in part on sharing the findings of this study, and in part on soliciting concrete ideas for improvement. Further, a more institutionalized mechanism could be put in

place for systematic collection, analysis, and action on feedback on bilingual instruction implementation.

- o At the end of the interviews conducted for this study, respondents often asked questions about MOHEBS's future (which the DEE could respond to in the abovementioned forums):
    - ▪ What is the future of bilingual instruction? Will it be extended to other subjects? Other grades? What will happen to the CFEE examination—will it also be bilingual? How will the various national languages be harmonized in future examinations?
    - ▪ Given withdrawal of partner support, how will MOHEBS be supported in the future? Can stakeholders expect more teaching and learning materials, more training and refresher trainings, and more support?
- • Given the logistical constraints faced by inspectors in their visits to schools, could the successful WhatsApp groups be leveraged to produce short, useful teacher instructional videos for topics and approaches that teachers are encountering in class? Could a partner work in collaboration with DALN and DEE to prepare videos to be shared via WhatsApp that address problems faced by teachers in bilingual instruction?

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Annex 1. Conceptual Framework and Research Questions

Study Domains and Relevance to the Two Research Questions on Middle-Tier Data and Information Use and Instructional Support

Study domain	Research question on data and information use to inform tool design	Research question on middle-tier instructional support
Leadership, management, and accountability	Understand what, when, and how data and information are used by leaders to make decisions at IA and IEF levels, informing priorities, management, and accountability routines (including performance contracts).	Understand how (and who) determines IEF priorities for instructional support. Identify how IA, IEF, and school director leadership roles are understood in response to MOHEBS and other leadership reforms. Identify leadership approaches and strategies taken by leaders.
Data and information use	Understand the data ecosystem in the middle tier (what data are collected, how they are used to support schools) to understand how a monitoring tool would fit and be of added value. Understand what information is used by IEFs to solve problems and how different data sources inform these practices.	
Monitoring and school support	Understand how schools are currently monitored by the middle tier for MOHEBS implementation (what data are collected and how they are analyzed and used for school support). Understand how school directors monitor teacher practice.	Understand how the middle tier's school monitoring and support is understood and practiced beyond the collection and analysis of quantitative data. Identify good practices and barriers to frequent, supportive school monitoring by IEFs.
Capacities	Identify the availability of data at school, IEF, and IA levels on areas for capacity development (especially on instructional practices), tracking internal and external peer learning communities (CAP-I/E).	Identify baseline instructional leadership and foundational literacy knowledge of middle-tier and school staff. Understand capability to implement MOHEBS new pedagogy and support practices, identifying ways to improve MOHEBS implementation.
Resources and time use	Understand how and how much inspectors and school directors spend time on data collection and analysis. Understand how data are used to inform allocation of human and physical resources to early grade teaching and learning and struggling schools.	Understand how inspectors use their time on, and to what extent it is focused on, instructional support. Identify good practices and barriers to allocating time and resources to early grade teaching and learning and struggling schools.

| Relationships and connectivity | Understand what kind of information and data are shared between different levels and staff, and the nature of the relationship between IEF and school staff. | Understand the type and importance of relationships between schools and IEF actors that shape organizational learning. Identify how IA, IEF, and school staff communicate formally and informally on instructional and other issues, and the nature of relationships overall between the middle tier and schools, which are crucial for trust, innovation, and learning. |

Annex 2. Study Participants

Fieldwork Study Respondents by Level, Role, and Type of Data Collection

	Interview	Document and tool collection	Focus group discussion	Social network analysis	Quantitative survey
National / MEN					
Departments and agencies (DEE, DPRE, DALN, DFC, DRH, IGEN, DIPTIC, INEADE)	8				
Development partners (UNESCO, UNICEF, World Bank, Agence Française de Développement)	4				
Region / Inspection d'Académie (3 regions)					
IA chief inspector (head of office)	3	3			
IA officer responsible for planning, statistics, and monitoring and evaluation	3				
IA officer responsible for pedagogical management and evaluation of teaching and learning	3				
IA inspector (MOHEBS focal point)	3				
Regional parents' association / school management committee union			3		
District / Inspection de l'Education et de la Formation (2 per region: 6 total)					
IEF chief inspector (head of office) or secretary-general (1 per district)	6	6			
IEF officer responsible for human resources (1 per district)	6				6
IEF officer responsible for planning, statistics, and monitoring and evaluation (1 per district)	6				6
IEF officer responsible for pedagogical management and evaluation of teaching and learning (1 per district)	6				6
IEF inspectors (school-facing officers)			6	12	12
Commune (2 per district)					
Mayor or education personnel	12				

Schools (4 per district: 12 total)					
School director (1 per school)	12	12		12	12
Early grade teachers (grades 1, 2, and 3) (1 focus group per school, 2 surveys per school)			12		24
Parent representatives of school management committee or parents' association (1–2 per school)	12				
Total data collected, by tool used	84	21	21	24	66