

## Chapter 9

### Senegal and the PISA for Development system-level questionnaire

*This chapter provides a detailed assessment of the current state of data collection and availability, in terms of quality and completeness, at the level of the national education system in Senegal. It shows that Senegal is in a satisfactory condition to respond to the system-level questionnaire: there are institutions responsible for producing and managing the information requested by the different tables of the questionnaire, and the metadata are in general based on well-known legislation. Data on national accounts are produced in accordance with the highest statistical standards and in a professional manner. Challenges include lack of co-ordination between the different ministries responsible for different levels of education; availability of data on assessments and examinations at secondary level; and providing up-to-date data on education expenditure.*

## Senegal assessment results

UIS visited Senegal during the week of 2-5 March 2015.

The institution responsible for implementing PISA-D in Senegal is the *Institut National d'Etude et d'Action pour le Développement de l'Éducation* (National Study and Action Institute for Education Development) (INEADE) within the *Ministère de l'Éducation Nationale* (Ministry of National Education) (MEN). It acts as the PISA-D NC and is the respondent for the system-level questionnaire. Due to the structure of the questionnaire and the variety of topics covered, INEADE obtains the data from different sources (see Table 9.1)

**Table 9.1 Senegal's data providers for the system-level questionnaire**

Number	Table	Data provider
1	Education stratification	INEADE, <i>Direction de l'enseignement moyen et secondaire général</i> (Directorate for lower- and upper-secondary basic education (DEMSG), <i>Direction de la planification et de la réforme de l'éducation</i> (Directorate of Planning and Education Reform) (DPRE) - Ministry of Education Ministry of Technical and Vocational Education
2-1	Assessments and examinations	Examinations and Competition Department, Baccalauréat Office (Ministry of Education)
2-2	Tertiary entrance examinations	Not applicable
3	Number of class sessions per year	INEADE (Ministry of Education)
4	Annual teacher salaries	Directorate of Salaries, Pensions and Annuities (DSPRV; Ministry of Finance)
5	Requirements for pre-service teacher training	Directorate of Human Resources (Ministry of Education)
6	National accounts	National Agency for Statistics and Demography (ANSD)
7-1	Education expenditure	Directorate of General Administration and Equipment (DAGE; Ministry of Finance)
7-2	Number of students	DPRE (Ministry of Education) Technical and Vocational Education Department

The MEN is responsible for all aspects of general education from ISCED Level 1 (primary) to ISCED 3 (secondary education non-vocational). A number of different units or departments are involved in the various aspects surveyed by the system-level questionnaire; UIS met officials from 13 different teams or structures.

Technical and vocational education, as well as tertiary education, are each managed by their own ministry: the *Ministère de la Formation professionnelle, de l'Apprentissage et de l'Artisanat* (Ministry of Vocational Training, Apprenticeship and Crafts) (MFPAA), and the Ministry of Higher Education and Research respectively. Part of pre-primary education is managed by the Ministry for Women, Families and Children.

### ***Questionnaire table 1: Stratification***

Education in Senegal seems to be largely based on student-specific guidance from the national authorities, so it means that from a very early age, pupils are sorted and guided into different streams. The age at first selection in the education system is 12,

which is the theoretical age of entry in the first year of lower secondary education. At the end of primary, indeed, the children are selected for either the mainstream curriculum of secondary education, or guided to a technical stream. Since the technical stream has a poor reputation in the public eye, not being selected for general lower secondary education is perceived as a rejection by the regular system. Nonetheless, children attending the technical stream at that early stage can continue their schooling up to the end of the technical secondary level (ISCED 3), and even further their studies in tertiary education.

At the national level, age is defined as the age of a child on the 31 of December (*âge révolu*), as regulated by the *Lettre de politique générale pour le secteur de l'éducation et de la formation*.

**Table 9.2 Quality assessment: Stratification**

Category	Coverage	Time sensitivity	Ownership of information		
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Advanced	Advanced	Advanced	Advanced	Advanced
Characteristics	All the sectors of the relevant system are covered (e.g. initial education, including second chance programmes and literacy)	The production of reports and other outputs from the data warehouse occur in accordance with cycles in the education system	The system produces information in a timely manner	Most elements of a framework are in place	Specific teams are identified, collaborative platforms are in place
Justification	The law defines each stream (stratification) clearly and the expectations for the various orientations	Laws are modified as needed, so there is no expectation in terms of periodicity	Laws are disseminated within a short interval after their adoption	All ministries involved have a clear framework for action	All ministries involved have a clear mandate and responsibilities

**Table 9.3 Availability assessment: Stratification**

Category	Government officers	Outside users		Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Advanced	Emerging	Emerging	Advanced
Characteristics	Information is organised in a coherent and accessible manner, for example through a specific office or data warehouse	There are some mechanisms in place in order to make sure the documents or results are used in order to improve the system	Some information is publicly available, either online, at documentation centres, or in other ways	Relevant information is regularly shared with the UIS/UN through regular activities, and then relayed to other partner agencies
Justification	Individual staff members know how to access their information	The answer might vary depending on who the question is addressed to. Teams also work in "silos" so there are some gaps in sectorial coherence	Some information is available, but sometimes undated, so it is difficult to be sure that the available information is actually current	Information is regularly reported to UIS and used in the global community

**Questionnaire table 2.1: Assessments and examinations at lower and upper secondary level**

At the lower secondary level, students in the general streams take the *Brevet de fin d'études moyennes* (BFEM) examination, which is administered by the MEN. At upper secondary level, students in the general streams take the *Baccalauréat* (Bac), a series of subject-specific exams administered by the Ministry of Tertiary Education.

In the technical and vocational education and training (TVET) stream, the lower secondary students take the *Certificat d'aptitude professionnelle* (CAP) and *Brevet d'études professionnelle* (BEP) (two programmes that have different entry requirements and durations), and at the upper secondary level students take the *Bac Technique* (BT).

The Examinations and Competitions Department manages the whole operation, from preparing the examinations (based on proposals from classroom teachers), printing the exam papers, sending the papers to schools where the exams will take place, managing the marking and grading process; and finally announcing the results, by sending back lists to be posted on school doors or notice boards. The results are returned to central government in electronic format for non-vocational examinations, and on paper for the TVET sector.

The official website where Bac information is stored at the *Office du Bac*. As of 27 March 2015, the most recent results available on its website date from 2011 (at the end of June, the 2012 results had been published). Results are presented in report format;<sup>1</sup> data in worksheet or database format are not available for downloading.

Individual results can also be accessed; these are available on the MEN website<sup>2</sup> in a portable document format (PDF) file, presenting the name of the student, date and place of birth, school name, and sex. Although some confidentiality concerns can be raised, the main technical issue with these data is that some results that are usually included (e.g. by school, region or programme) are not available and they need to be specifically requested from the ministry.

Finally, it emerged during meetings that once the results are stored at the ministry, little use is made of them, whether in terms of disseminating them or other uses such as policy making. This stands for general programmes only, as this information was not requested for TVET programmes.

The DPRE stores the individual records and general BFEM and Bac results, while the MFPA stores the CAP, BEP, and BT results.

**Table 9.4 Quality assessment: Secondary-level assessments and examinations**

Category	Coverage	Time sensitivity	Ownership of information		
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Advanced	Emerging	Emerging	Advanced	Advanced
Characteristics	All the sectors of the relevant system are covered (e.g. in education: including second chance programmes and literacy)	The system produces some data and statistics periodically	The system produces some information, data and statistics in a timely manner	Most elements of a framework are in place	Specific teams are identified, collaborative platforms are in place
Justification	Both the general and technical sectors are covered, at both lower and upper secondary levels	The general Bac and BT exams are carried out every year – some results are published soon after (as aggregates) on the MoE website, but there is a time-lag in publishing the full results	The results of the general Bac and BT exams are published within a short interval for students, but not for the general public	The process is well established, and all the various actors involved have a specific plan of action	The process is well established, and all the various actors involved have clearly delimited responsibilities

**Table 9.5 Availability assessment: Secondary-level assessments and examinations**

Category	Government officers		Outside users	Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Latent	Latent	Latent	Latent
Characteristics	Officers are more or less aware of the information available, and rely on personal connections to find it	There are no mechanisms to disseminate the documents or results in order to improve the system	Information is available through personal contact	No data has recently been shared with the UIS/UN and other international partners
Justification	It is possible that the information is available somewhere, because a detailed report was published until 2011	Apart from the <i>Office du Bac</i> report and press release, no use seems to be made of the data	Apart from the <i>Office du Bac</i> report, data are not available to the external user	Information on lower secondary is part of the UIS regular activities in the Observatory of Learning Assessments framework. Senegal has not yet replied this request

**Questionnaire table 2.2: Tertiary entrance examinations**

The examination used for university entry (and to be “oriented” into a field) for graduates of secondary general streams is the *Baccalauréat* (see section above).

However, some universities use specific criteria for selecting students. *Grandes écoles* within the tertiary sector have entry tests (*concours*) organised at national level.

**Table 9.6 Quality assessment: Tertiary entrance examinations**

Category	Coverage	Time sensitivity		Ownership of information	
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Emerging	Emerging	Emerging	Emerging	Emerging
Characteristics	Information about public and private sectors are available	Annually	Timely enough to organise school year	Some elements of a framework are in place	Teams responsibility are identified
Justification	There are criteria (for faculties) and entry exams (for <i>grandes écoles</i> ) depending on the type of training	Aligned with the cycle of the education system	All education entities do not publish information at the same period	Selection criteria are still not well harmonised	Responsibility of each institution

**Table 9.7 Availability assessment: Tertiary entrance examinations**

Category	Government officers		Outside users	Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Emerging	Latent	Latent	Not applicable
Characteristics	Exams results are available	Not really in place	Not harmonised among institutions	Not applicable
Justification	All the actors involved in the system are aware of the information	Selection justification is provided	Not all institution publish publicly	Not applicable. There are no known international data collections to this effect

**Questionnaire table 3: Instruction time in public institutions by age of student**

The regulatory number of teaching hours is codified by decree, the most recent being:

- pre-primary: *Normes et standards de qualité en éducation et formation (mai 2014)*
- primary: *Décret n°79-1165 du 20 décembre 1979 Portant organisation de l'Enseignement élémentaire*
- lower secondary: *Décret no 2014-632 fixant les crédits horaires et les coefficients dans l'enseignement moyen.*

There have been some complaints in the media about institutions not fulfilling the mandatory number of hours, raising the issue of official oversight and control of teaching hours.

**Table 9.8 Quality assessment: Instruction time in public institutions by age of student**

Category	Coverage	Time sensitivity	Ownership of information		
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Advanced	Advanced	Advanced	Advanced	Emerging
Characteristics	All the sectors of the relevant system are covered (e.g. in education: including second chance programmes and literacy)	The system produces all data and statistics periodically	The system produces all information, data and statistics in a timely manner	Most elements of a framework are in place	Some specific teams are identified, but no platform for collaboration
Justification	Although this information is not statistical, the information requested by the questionnaire is fully available within specific laws	There is no expectation in terms of periodicity, but the instruments are recent	The May 2014 document was available at a reasonable interval	Most elements are in place, although sometimes the mandate of each relevant office is not clear	Most teams work in "silos", making it difficult to provide a unified picture of the educational system

**Table 9.9 Availability assessment: Instruction time in public institutions by age of student**

Category	Government officers	Outside users		Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Emerging	Emerging	Latent	Latent
Characteristics	There are some official channels through which national officers can access the information	There are some mechanisms in place in order to make sure the documents or results are used in order to improve the system	Information is available through personal contact	No data have recently been shared with the UIS/UN and other international partners
Justification	Some information is missing from main documents and difficult to access otherwise	Although there are policies on instructional time, there are no mechanisms to have schools respect the prescribed time	Unless a national officer provides the information, there is very little chance of finding it unaided	Senegal has not responded to the UIS Questionnaire D since its inception

**Questionnaire table 4: Annual teacher salaries (statutory) by level of education and number of years and level of teaching experience**

Teachers' salaries (either contract teachers or civil servants) are determined by adding to a base salary other statutory payments, usually the outcome of negotiations by

unions. In addition to the standard salary, family allocations are added depending on each teacher's situation. Although some information on salaries is available on the MEN website, it is difficult to identify the actual salaries from that page or the reference date for the information provided.<sup>3</sup> Teachers are paid monthly, 12 months per year.

Contract teacher salaries are calculated by the *Direction de l'administration générale et de l'équipement* (Directorate of General Administration and Equipment) (DAGE) whereas the salaries of civil servants are calculated by the *Direction de la solde, des pensions et rentes viagères* (Directorate of Salaries, Pensions and Annuities) (DSPRV). Although there seems to be a clear separation of tasks between the two entities, data collection, management and use is done separately.

Legislation (*DECRET n° 2010-630 du 27 mai 2010*) does not provide numbers for salaries, but DAGE representatives were able to tell us the base salary for contract teachers. The Ministry of Finance salary unit (DSPRV) director was able to tell us the starting and top salaries – but only because he had family and friends who were teachers, and was therefore able to see their February 2015 payment slips (they luckily included those at the bottom or top of the scale). In fact, the staff member we met did not personally know anybody at the top of the lower secondary scale, which explains why those data are missing.

Teachers' salaries are determined by grade (*grade*) and by scale (*échelon*). Every year, teachers are evaluated by their school principal or director. In order to change grade, a teacher needs a good evaluation, and is then granted a new grade on a competitive basis (there are quotas for these promotions). The teacher salary scale changes every two or three years, depending on the grade. Typically, a teacher can spend many years as a contractor before being incorporated into the civil service and sometimes contract teachers are never incorporated into the civil service.

There is no systematic salary increase for teachers in Senegal, so there is no typical combination of scale and grade for teachers with 15 years of experience. Rather, one would have to select teachers in the workforce who have 15 years' experience and work out their average salary. Perhaps this calculation could be made centrally, but it was not possible to do so during the site visit.

**Table 9.10 Salaries for contract and civil servant teachers, in CFA francs, Senegal 2014/15**

	Lower secondary	Upper secondary
Contract teachers, below the bottom of civil service scale	2 673 276	3 095 592
Bottom of civil service scale	3 704 976	4 774 980
Top of civil service scale	Data unavailable	5 855 892

Overall the quality of the data seems reliable, as salaries are calculated with very specific grids and standardised budget posts. Data are produced and disseminated monthly, and salaries are paid with no arrears. Although separate and rarely communicating with each other, units involved have a clear framework for action and mandate, and clearly own the information and data.



**Table 9.11 Quality assessment: Annual teacher salaries (statutory)**

Category	Coverage	Time sensitivity		Ownership of information	
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Advanced	Advanced	Advanced	Emerging	Emerging
Characteristics	The initial education system, general primary and secondary, is covered and technical and professional programmes in public sectors	The system produces all data and statistics periodically	The system produces all information, data and statistics in a timely manner	Most elements of a framework are in place	Some specific teams are identified, but no platform for collaboration
Justification	The MoE pays the salaries of all teachers included in the system-level questionnaire	Salary information is produced every month without delay	Salary information is produced every month without delay	Teams seem to follow their own framework, although there is no co-ordination or information sharing	Many teams are in charge of different aspects of payroll, no co-ordination or information sharing

**Table 9.12 Availability assessment: Annual teacher salaries (statutory)**

Category	Government officers		Outside users	Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Emerging	Latent	Emerging	Emerging
Characteristics	There are some official channels through which national officers can access the information	There are no mechanisms to disseminate the documents or results, in order to improve the system	Some information is publicly available, either online, at documentation centres, or in other ways	Some information in some areas is sent to the UIS/UN, with some gaps in data and timeline
Justification	Officers know what is going on in their own division, but not in others	The official grid used to calculate teacher salaries could not be found; a government official had to look into specific teacher records to extract salary information. This information is clearly not used for managing teacher allocations	The position scale is publicly available but salaries do not seem to be public; some information on MoE website; information obtained through personal contacts	Data on teachers and trained teachers are usually reported to different international organisations (for instance, the UIS). The information on teacher salaries was not part of regular UIS activities for Senegal until 2015

***Questionnaire table 5: Teacher training and professional development requirements***

Three different units manage different aspects of the requirements for pre-service teacher training, entry into the teaching profession and teachers' professional development: the Directorate of Training and Communication, the Directorate of Human Resources and the Directorate of General Administration and Equipment. Because so many units are involved, it took many discussions in meetings to sort out the actual information and reach a consensus.



**Table 9.13 Quality assessment: Teacher training and professional development requirements**

Category	Coverage	Time sensitivity		Ownership of information	
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Emerging	Emerging	Emerging	Emerging	Emerging
Characteristics	The initial education system is covered, general primary and secondary, and technical and professional programmes in both public and private sectors	The system produces some data and statistics periodically	The system produces some information, data and statistics in a timely manner	Basic components of a framework or informal mechanisms are in place	Some specific teams are identified, but no platform for collaboration
Justification	The country is currently reforming its policies in terms of the training required	Different teams seem to be working on different timelines	Because information is managed by different teams, timelines seem different	Different teams manage different aspects of the system; the framework is not clearly addressing co-ordination between teams	The different bodies that determine the training needed for different levels of communication do not have a platform to communicate

**Table 9.14 Availability assessment: Teacher training and professional development requirements**

Category	Government officers		Outside users	Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Advanced	Emerging	Emerging	Advanced
Characteristics	Information is organised in a coherent and accessible manner, for example through a specific office or data warehouse	There are some mechanisms in place in order to make sure the documents or results are used in order to improve the system	Some information is publicly available, either online, at documentation centres, or in other ways	Some information in some areas is sent to the UIS/UN, with some gaps in data and timeline
Justification	Officers are aware of the available information and where to access it. But different teams needed to discuss it to come to a consensus	The information has only recently been used to improve the system through policy making and raising training standards for teachers	Some information is available online, but through multiple sources, so it is not straightforward to know what information is most accurate	Data on teachers and trained teachers are usually reported to various international organisations (for instance, the UIS)

**Questionnaire table 6: National accounts**

National accounts are managed by the *Agence Nationale de la Statistique et de la Démographie* (National Agency for Statistics and Demography) (ANSD), which is responsible for producing a range of statistics, from the national population census to agriculture, consumer prices, health, education and so on.

Data are produced in accordance with the highest statistical standards, in a professional manner. Data are produced periodically and shared in a timely manner, through all dissemination channels possible.

**Table 9.15 Quality assessment: National accounts**

Category	Coverage	Time sensitivity		Ownership of information	
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Advanced	Advanced	Advanced	Advanced	Advanced
Characteristics	All the sectors of the relevant system are covered (e.g. in education, including second chance programmes and literacy)	The system produces all data and statistics periodically	The system produces all information, data and statistics in a timely manner	Most elements of a framework are in place	Specific teams are identified, collaborative platforms are in place
Justification	All relevant sectors are covered	Annual data are produced	Data are timely	Framework is clear	All teams have clear responsibilities

**Table 9.16 Availability assessment: National accounts**

Category	Government officers	Outside users		Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Advanced	Advanced	Advanced	Advanced
Characteristics	Information is organised in a coherent and accessible manner, for example through a specific office or data warehouse	There is a communication strategy to make sure the documents or results are disseminated and used in order to improve the system	All the information is organised in a coherent manner and available in a single place (e.g. website, information centre)	Relevant information is regularly shared with the UIS/UN through regular activities, and then relayed to other partner agencies
Justification	From the front desk to the directors, organisational and institutional structure is clear	The communication plan is clear, as can be witnessed on the website (e.g. the census communication strategy)	The website is extremely well designed and easy to access	Data is shared with the relevant UN agencies, and updated when needed

***Questionnaire table 7-1: Education expenditure by type of institution and level of education***

Senegal produces annually education finance data for the all sector. The Directorate of General Administration and Equipment (for each Ministry) can access data through the ministry of finance information system.

**Table 9.17 Quality assessment: Education expenditure by type of institution and level of education**

Category	Coverage	Time sensitivity		Ownership of information	
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Emerging	Emerging	Emerging	Emerging	Emerging
Characteristics	A report is produced periodically	The system produces some data and statistics periodically	The system produces some information, data and statistics in a timely manner	Basic components of a framework or informal mechanisms are in place	Some specific teams are identified and co-ordinated by DPRE
Justification	The country is able to report some data by nature or type of institution. The breakdowns between ISCED levels for secondary and tertiary are not provided	The last time the data were provided to UIS was in 2010	The last time the data were provided to UIS was in 2010	There is a framework, but apparently with unclear co-ordination	Teams are identified

**Table 9.18 Availability assessment: Education expenditure by type of institution and level of education**

Category	Government officers		Outside users	Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Emerging	Emerging	Latent	Latent
Characteristics	There are some official channels through which government officers can access the information	Data are used for sector analysis and policy review	Information is available through personal contact	No data have recently been shared with the UIS/UN and other international partners
Justification	These channels have different agendas and timeline, making collaboration difficult	Data seem to be used for policy-making	No information is available remotely	Country is able to report some data by nature or type of institution. The breakdown of ISCED levels between secondary and tertiary are not provided. Most recent data were provided in 2010

***Questionnaire table 7-2: Number of students (full-time equivalent) with coverage adjusted to statistics on educational finance***

The Directorate of Planning and Education Reform, situated within the MEN, is responsible for collecting, managing and storing information on the education sector non vocational. The MFPAA is in charge of the same for TVET. Unfortunately, there are no communication or collaboration frameworks in place at the national level, so the education sector appears to have a dispersed or fractured data infrastructure.

**Table 9.19 Quality assessment: Number of students (full-time equivalent) with coverage adjusted to statistics on educational finance**

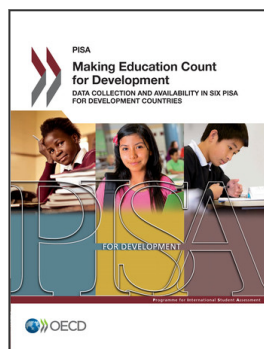
Category	Coverage	Time sensitivity		Ownership of information	
Sub-category	Statistical units	Periodicity of production	Timeliness	Framework for action	Team responsibility
Rating	Emerging	Emerging	Emerging	Advanced	Emerging
Characteristics	The initial education system is covered, as well as the technical and professional programmes, in both public and private sector	The system produces some data and statistics periodically	The system produces some information, data and statistics in a timely manner	Most elements of a framework are in place	Some specific teams are identified, but no platform for collaboration
Justification	The whole education system is covered, but there is little connection between the general sector and the technical sector, meaning that information is rarely presented as a whole	Information is produced annually, with some lag in the technical and vocational sector	Some information is produced in a timely manner, some not (especially the technical and vocational sector)	All elements of the framework are in place	There is no collaboration across sectors in Senegal

**Table 9.20 Availability assessment: Number of students (full-time equivalent) with coverage adjusted to statistics on educational finance**

Category	Government officers		Outside users	Global community
Sub-category	Awareness	Data-driven culture	Openness and transparency	International organisations
Rating	Advanced	Emerging	Latent	Emerging
Characteristics	Information is organised in a coherent and accessible manner, for example through a specific office or data warehouse	There are some mechanisms in place in order to make sure the documents or results are used in order to improve the system	Information is available through personal contact	Some information in some areas is sent to the UIS/UN, with some gaps in data and timeline
Justification	Each unit has its own database to be accessed by government officers	Some mechanisms are in place, but no communication in order to make policy-making actionable	Information is barely available by the external user	Some information is shared with the international community, but with gaps

## Notes

1. See [www.officedubac.sn/IMG/pdf/Rapport\\_2011.pdf](http://www.officedubac.sn/IMG/pdf/Rapport_2011.pdf).
2. See [www.men.gouv.sn](http://www.men.gouv.sn).
3. See <http://tinyurl.com/jdaejbv>.



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