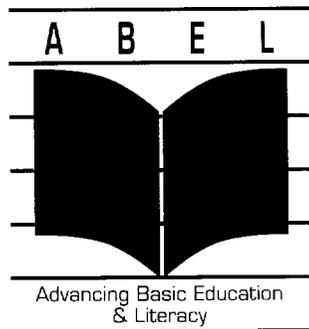


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TRAINING OF ADMINISTRATORS FOR
THE EDUCATIONAL
ADMINISTRATION COMPONENT OF
BEEP (BASIC EDUCATION EXPANSION
PROJECT)

Prepared by:
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TRAINING OF ADMINISTRATORS
FOR THE EDUCATIONAL ADMINISTRATION COMPONENT OF BEEP

INTRODUCTION

The lack of administrative training for those in the Ministère de l'Education Nationale (MEN) is one of the most serious factors inhibiting major improvements in both the internal and external efficiency of schooling in Mali. Since independence in 1960 Malian educators have had no systematic opportunity to benefit from a formal training program in educational administration and the relatively few short-term stage opportunities have been seriously deficient in duration, content and frequency.

Following independence Mali initiated neither an educational administrative program in the Ecole Nationale de l'Education (ENSUP) nor in the Ecole Nationale d'Administration (ENA). Moreover, unlike most neighboring Francophone states, Mali did not establish a program for securing educational training abroad. While the Malian decision not to establish an educational administration training capability was not an extraordinary decision (it was a decision taken by other African Francophone states as well), those nations, with Mali perhaps being the only exception, did establish programs which provided access to quality training facilities for educational administrators either in France (especially at St. Cloud) or in a very fine program at the University of Dakar. Guinea, for example, which has had strained relations with Senegal for most of the period since both have

become independent, has had, nevertheless, and continues to have, a long-term program for the training of educational administrators in Senegal.

Given this historical context, Malian educational administrators have not had access to a professional formation de base since 1960 and given the limited stages made available, and their inadequate content, it is understandable that Malian educational administrators have stated that in BEEP-related analyses of the training needs of Malian educational administrators it should be taken for granted that they have had no training whatsoever related to their professional assignments. What educational administrators have learned about administration has come from their own efforts through self-instruction or from having been lucky enough to have been exposed to an administrator who had been able to acquire expertise in the field. Therefore, in BEEP educational administration training programs it must be considered that basically the project will be addressing a training program based on a professional tabula rasa. This will place extraordinary demands on the BEEP training process since short-term training ordinarily is devoted to up-grading (to "catching up" on the "state of the art"). In Mali the program will, however, have to teach what has never before been learned while at the same time attempting to achieve the up-grading function. Moreover, since no previous model of training in educational administration has ever been operational in Mali it means that the BEEP sponsored activities must be pioneer activities in initiating, perfecting and

integrating training systems into the governmental structure in order to achieve the essential long-term sustainability desired.

Moreover, this second component of the BEEP project must be perfectly coordinated and integrated into the existing training programs which are being conducted under the direction of Bernard Gagne in the first (teacher training) component of the project. It is, therefore, strongly recommended that all future trainers in the BEEP administration component undergo enough training at IPEG/CFC so that they fully understand the content and focus of the pedagogical component of the project; there must be no compromise or contradiction of that endeavor in the administrative training program nor, understandably, should there be any questioning of the administrative training portion of the program by trainers in the pedagogical component.

FIRST TRAINING PROGRAM--DRE OFFICIALS:

It is proposed that the first training program should be offered to those at the Direction Regionale de l'Education Fondamental (DRE) level.

Two major outcomes should derive from this training: (1) the accomplishment of appropriate training for those at the upper leadership levels of the DRE, the unit responsible for education within each region; and (2) the selection of future trainers from among those to be trained in this first program who will be recruited to become members of a permanent cadre of trainers attached either to the DRE or, if it is approved, to the Centres

Pedagogiques Regionaux (CPRs).

It is also proposed that this Regional Training Program (RTP) include the following participants from each region:

1. Region of Koulikoro:	16
DRE	
Kangaba Institut Pedagogique d'Enseignement General (IPEG)	5
Inspectors	5
Conseillers Pedagogique	<u>45*</u>
Total	71
2. Sikasso Region	16
DRE	5
Inspectors	
Conseillers Pedagogique	<u>45</u>
Total	66
3. Segou Region	16
DRE	4
Inspectors	
Conseillers Pedagogique	<u>36</u>
Total	56
4. Bamako Region	16
DRE	7
Inspectors	
Conseillers Pedagogique	<u>63</u>
Sub-total	<u>86</u>
Grand Total	<u>279</u>

Note: (a) This number may be augmented if it is found that personnel from the Institut Pedagogique National (IPN), the Ecole Normale Superieure (ENSUP), the Ecole Nationale d'Administration (ENA) or officials from the DNEP would be interested in attending. Their participation would enhance regional/national cooperation and coordination.

(b) For all future training, a determination should be made as to whether or not the Mopti Region will be included. If, as anticipated, the German Government decides to support BEEP activities in the Mopti Region, it would appear to make sense that the training to be provided there be as similar as possible to that which is being provided by the BEEP. Thus, it might prove to be more efficient and effective to provide the Mopti training under BEEP/USAID auspices and have the Germans reimburse the US funded program.

*Under a recent revision of the table of organization for the

Inspectorates, 9 are now authorized for each Inspectorate instead of the previous number of 6. While these additional 3 Conseillers Pedagogiques may not yet be assigned to the Inspectorates, a total

of 9 per Inspectorate is being projected since it is anticipated that the additional Conseillers Pedagogique will be assigned by the time the training project is initiated.

TIMING: Given that Inspectors are completely tied up from late May through June and July with examinations and end-of-the-year responsibilities, it is recommended that two weeks of training be given between mid-March and mid-May. It appears that the two week training period proposed could, for the four regions included in the BEEP, be structured as follows:

- a. Train the entire group together in a two week period from, it is suggested, April 20 to May 2. The disadvantage to this option is that an estimated total of some 279 will participate in the training and this would constitute very large and impersonal sessions.
- b. Divide the group into two components (perhaps Bamako/Koulikoro for one and Segou/Sikasso for the other) and run the training in two week periods, e.g., from April 13 to April 25 and then from April 27 to May 9.
- c. The final option would be to run each regional group separately in the following two week periods: March 16 to March 28, March 30 to April 11, April 13 to April 25, and April 27 to May 9. These would be relatively small sessions, which would be most desirable, but the total training period would be extensive and the training cadre might be somewhat under-utilized. However, this option would provide more time for the training teams to work together to perfect their teaching, course materials, and evaluation instruments and procedures and to prepare for the subsequent training. This, therefore, is the option recommended.

It should be emphasized that the purpose of this first RTP is two-fold: (a) to provide a regional training program appropriate for the participants who will be attending, and (b) to identify

among the participants those who show the interest, aptitude and ability to serve as members of the future DRE permanent training centers. Therefore, this would be both a workshop (to benefit those attending) and a seminar (since one outcome of the program would be to provide inputs for the training program to be offered in August/September for the School Directors in each region and another would be to identify future trainers assigned to the DREs).

TRAINERS: The trainers for this program, it is proposed, would be made up of: (a) probably 3 consultants recruited in the United States (since interest has been expressed in employing Historically Black Colleges and Universities--HBCUs--in the BEEP this might be an opportunity to have them involved) with appropriate expertise and experience in training in Francophone Africa, and (b) a group of Malians to be nominated by the American University Alumni Association (AUA) of Mali or, if the Mission prefers, some other entity in Mali. This approach is proposed because:

1. There is insufficient time between now and the projected end of the project, if adequate administrative training is to be provided under the BEEP amendment, to follow the model set by Bernard Gagne in which he managed to select, recruit, have seconded and train some 20 outstanding Malian teachers (and he would like to continue to add some 5 additional trainers to his corps), to serve as his cadre of trainers for the pedagogical component of the BEEP: that training model, even if could be started in March, would not be completed until November which would mean no administrative until the next calendar year.
2. There is no Bernard Gagne surrogate available (or even identified) at this time to conduct a six to eight month training program for administrative trainers;
3. There is an impressive number of Malians who have been

trained in the areas of Public Administration, Business Administration, Educational Planning and Administration and Economics and Finance who would, it is believed, be available to serve effectively in the implementation of the administrative training component of this project.

PREPARATION: It is recommended that prior to the RTP training activities, a period of 2 weeks be devoted to an integrated training program during which the US-based consultants and the Malian consultants would work together in a seminar which would result in a detailed program/schedule for the RTP. This seminar would provide a detailed outline of the program to be followed, the schedule (including who would be teaching each class), a plan coordinating when each of the consultant trainers would be teaching at each of the sites at which the RTP will be offered, and the identification of the materials to be prepared by the consultants for their own pedagogical purposes and for distribution to the participants.

An additional one week prior to starting the RTP would be devoted to finalizing and printing the program and to preparing all of the materials needed as hand-outs for the participants. (It may be that some of the hand-out materials needed could be obtained from Clark-Atlanta University or the University of Pittsburgh from among the stock of hand-outs developed for various of their Francophone administrative training programs. It would, of course, be necessary to modify these for the purposes of the BEEP workshops and seminars.)

One week at the end of the RTP would also be needed to

analyze and complete the program evaluation with special attention being given to such items as: the identification of those involved who will be invited in the future to serve as trainers at the DRE level; the determination of RTP follow-up program activities (additions, subtractions or modifications) based on an analysis of the seminar evaluation; the finalization of the selection of the future contract BEEP trainers (both Malian and U.S.) based on performances in the RTP training; the preparation of recommendations on the practica and/or experiential activities most effective in the seminar; the determination of which subject matter components should be given priority consideration for inclusion in future programs; and the finalization of the presentation modes to be used in the Workshop to be held for primary school directors beginning in August. (This list of follow-up evaluation and program development activities is intended to be illustrative rather than exhaustive.)

*It must be kept in mind as well that Ramadan will occur this year between March 6 and April 4--during the RTP. For whatever training that occurs during that period it is strongly recommended that the training day be structured so that the bulk of training occurs between 7:00 a.m. and noon since given the heat in Mali during the month of March, it becomes almost impossible for people fasting to continue learning at a meaningful pace during the heat of the afternoon.

SECOND TRAINING PROGRAM--PRIMARY SCHOOL DIRECTORS:

During June and July the Pedagogical component of the BEEP will be intensively engaged in teacher training. The joint consultant team would not need to reconvene after the RTP evaluation exercise until July 6. At that time they should again

begin to work together until August 6 to prepare the program for the primary school directors and the preparation phase, as outlined under PREPARATION above for the RTP, would serve as the model to be followed. This period would also be devoted to providing a type of "on-the job" training for participants from the RTPs who have been chosen to form the first training cadres at each of the DREs. It is suggested that some 15 from each of the DREs (DRE Trainers--DRETs) should serve as part of the consultant training group and that they should be assigned appropriate roles so that they could learn from experience and participation how the training process is accomplished from planning, to instruction, to evaluation and follow-up. This amount of time is considered sufficient based on the experience of Bernard Gagne in the pedagogical training programs.

In each of the four BEEP regions there would be training programs for the Directors--each one would last for a period of 2 weeks and they would be held sequentially over the period from August 22 to the end of September. The recommended dates for these programs would be as follows: August 3 to 15, August 17 to 29, August 31 to September 12, and September 14 to 26. The table on the following page provides the number of primary schools in Mali and each primary school has a director. The total number of directors who would be included in these training programs, excluding Mopti Region, would be 949. It is recommended that all regional inspectors also be invited which would increase the number attending by 33. In addition, DRE directors and members of IPN or

DNEF who express interest in participating should also be invited to participate.

THIRD TRAINING PROGRAM--TRAINING FOR NATIONAL ADMINISTRATORS:

Training for National Administrators in Bamako: This would be offered to MEN officials as well as to those few in other ministries who are involved in MEN activities. It is recommended that Inspectors from each region also be invited as well as 1 or 2 members of each of the DRE staffs--even those from regions not included in the project.

The preparation for this workshop, which would occur in Bamako, would begin following the end of the Training of School Directors sessions late in September. It is anticipated that the first three weeks of October would be devoted to preparing for the Bamako workshop and that it would then last for a period of 2 weeks, from October 19 to 31.

Again, the model recommended in preparing for the workshop would follow that outlined under PREPARATION on page 7. In order to determine the Malian officials who might participate in this training session, an analysis was conducted with the help of Malian colleagues and the attached list of potential participants from the spectrum of Malian officials from the MEN as well as from ministries involved in MEN directed activities was prepared. The number of potential participants from those sources totals approximately 100. However, in addition to those who are based in governmental offices in Bamako, it is strongly recommended

that all inspectors and at least 5 from each DRE also be invited to attend: this would result in a total attendance of approximately 173. The inclusion of those from the regions would ascertain that there would be interaction between the central government officials and those from the regions. This same rationale was the basis for recommending that national governmental officials be invited to participate at the regional training sessions (DRE and School Directors) thus promoting joint participation interaction, understanding and perhaps even an appreciation of the need for an increased degree of decentralization.

FUTURE TRAINING PROGRAMS:

In effect, the training for calendar year 1992 planned under both wings of the BEEP will be completed by the beginning of November. Beginning in 1993, increasing coordination will be required in order to use most effectively the permanent Malian training cadre--those trained in pedagogy and those in administration--in offering training programs for both teachers and school directors. It is proposed that the two Malian cadres be combined so that through their coordination the most effective, dynamic and efficient integrated program for teachers and directors will be made available.

For the 1993 training programs, the U.S. based consultants should no longer be needed and it should be possible to reduce the cadre of Malian consultants by half. The teacher and director training programs would be under the supervision of CFC and the

Malian trainers would be combined so as to provide both pedagogical and administration components; for the Directors' training program the proportion would be more oriented toward the administrative and for the teachers the emphasis would be more heavily on the pedagogical. Since the Directors will also participate in much of the teacher training programs so that there will be consensus between teachers and directors on what should be happening in the classrooms. Given the level of pedagogical input the directors would have received in the teacher training programs, greater attention could be given to administration in the directors' programs without inhibiting the ultimate enhancement of their pedagogical competence.

The annual training programs to be offered basically under the auspices of the administration volet for the DRE and the National Level Administrators will consist largely of administration and be taught by the administrative training cadre. Nevertheless, where it is appropriate to include pedagogical content, assistance will be provided by trainers from the pedagogical training team. While it is anticipated that the administrative trainers will be able to handle the programs by the beginning of 1994, it should always be kept in mind that where there are Malian experts with special knowledge on specific subject matter included in the training programs, they should be invited to assist in these presentations.

TRAINING CONTENT:

This topic will be covered only in general terms in this

report since it was decided by the two project consultants that this would be the major focus of Dr. Clement Mukeba-Lufuluabo's input. While both consultants have participated in a number of interviews with Malian colleagues, he has been engaged in following a structured interview process and the data he will have gathered throughout the time of his consultancy in Mali, approximately from January 16 to February 16, will influence his recommendations on the detailed content being proposed for the future BEEP workshops/seminars. He plans to continue expanding his interview schedule and he will also be able to attend the Selingue BEEP Meeting from February 10-15 which provide excellent opportunities for additional interviews.

In general terms, we will propose that the presentation of the training programs be divided into three integrated components-- pedagogy, administration and social factors--an approach suggested by Mr. Maiga, formerly director of DNEF and now Associate Director of IPEG/CFC. The pedagogy component, as indicated above, will be profoundly influenced by the pedagogical training being offered under that segment of the BEEP. They will include such major topics as:

1. Access, and especially for girls;
2. Pedagogical techniques for increasing capacity (e.g., double shifts, peer teaching, year-around schooling);
3. Activité Pratique Dirigé (schooling tied to life) with subject matter influenced by the environment and with what is learned in school to be applied to the daily lives of the students;

4. Use of statistical data to select more appropriate pedagogical practices for the improvement of internal efficiency--what factors seem to be augmenting student failures;
5. The linkages between in-service and pre-service training and the pedagogical roles of the inspectors and directors;
6. Pedagogical planning techniques and practices;
7. Appropriate training programs;
8. The teacher as a professional rather than a civil servant.

Within the administration component the topics would include among others:

1. Training: On-the-job training programs, the relationships and links between training and implementation, etc.
2. Improving internal efficiency: Special focus on grades 1 and 2 where wastage and repetition is most acute and the focus will, once that problem is being resolved, switch to grades 3 and 4 where it is bad but not to the same degree as in grades 1 and 2.
3. Use of statistics to diagnose and determine the impact of measures designed to achieve improvements in schooling (e.g., repetition, drop-outs, transfers, pedagogical practices, changes in subject matter content, etc);
4. Use of statistical data in planning the carte scolaire and improving budgeting processes;
5. Role of evaluation and the use of evaluation data, the importance of accurately maintaining and reporting school data;
6. Improvements in personnel management;
7. Microplaning at the school site.

The third component, Social Factors, would include such considerations as:

1. The role of the APE and the relations between the school,

its host population including local (in some cases traditional) and government officials;

2. Effective use of FAEF support in the development of the community school system (this would be related to APE as well);
3. The school as a community service center--having other community service components such as health on the school compound.
4. Using the school facilities to promote adult learning including functional literacy, health/sanitation/nutrition, improved agricultural practices, etc., perhaps in conjunction with DANAFLA.

These themes are among those most often listed to date in interviews with Malian educators. The list is, as noted, by no means exhaustive and Dr. Mukeba Lufuluabo will focus on providing a more definitive list with descriptive elaboration on major themes within each of the three components.

GENERAL RECOMMENDATIONS:

Based on the experience and insights acquired during this consultancy, the following recommendations are suggested--some of which obviously go beyond the scope of work:

1. It seems that it would be extremely beneficial to attempt to obtain relevant materials on administrative as well as pedagogical training from both the University of Dakar and from the program for training inspectors at St. Cloud, France. The insights which would be gained are, I am certain, of truly significant value--not to copy what exists but to benefit from what has been developed and proven which may contribute very substantially to training programs which will be offered in Mali.
2. Consideration should be given to the preparation, under the Social Factors component perhaps, of a basic guide which would be available to APE and local leaders to assist them with maintenance of schools and their facilities. There

are manuals which have been prepared and are available in BPE related to construction and extensive repairs; what is being suggested here is that those in the schools' communities be assisted by guidance which could be provided with a basic "how to do it" approach when they seek to maintain their schools.

3. There is on-going debate about whether or not schools should be provided with fences. If schools are exposed to consistent thievery then fences and guards make eminent sense. The argument against fences is that if one is built it means that the school must sacrifice 5 classrooms. But fences do not have to be walls; cheaper and effective fences are available and should be identified for the protection of schools and their pedagogical equipment and materials. Consider the costs involved in finally making adequate equipment and materials available to school only to have to have it replaced every year because of thieves.
4. The possibility of APE members making their contributions to the organization through work or materials should be checked. Parents who would be willing to guard the school grounds and buildings for one or two nights should be able to do that in lieu of making cash contributions.
5. Almost all units of the DRE structure are under-employed; it has been stated by DRE Directors that the Training and Research Section in effect "has nothing to do". They only become operative when they receive outside funding to pay for their reserach activities. It might, therefore, be possible for the DREs to absorb those to be trained as permanent administrative training cadre within the DRE's existing staffing patterns without significant increases in their budgets. What must be included in the DRE budgets, however, are the small amounts needed to make it possible for units such as Training and Research to fulfill the purposes for which they were originally created. This unit, especially, could make most meaningful contributions

to how the schools could most effectively fit into their very diverse environments, how children might also learn how to improve their productivity in their environments so that they need not abandon their homesites in order to participate in the cash economy.

6. Perhaps most critical is to make certain that the Malian Government creates the official statutes needed to provide for the legality of components being informally established under the BEEP. If official government recognition is not secured through their process of official proclamations, then the units are susceptible to the whims of the spectrum of local, regional and national politics. The only way to help insure sustainability is by having new components which have been built into the government structure covered by official legal statutes. That should be a condition of USAID's continued participation in BEEP.

NUMBER OF SCHOOLS AND TEACHERS IN USAID PROJECT RELATED AREAS, 1990/91 SCHOOL YEAR

NUMBER OF SCHOOLS

REGION/LEVEL	First Cycle			Second Cycle			Total		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
1. Koulikoro	361	5	366	56	4	60	417	9	426
2. Sikasso	233	3	236	41	3	44	274	6	280
3. Ségou	174	12	186	36	6	42	210	18	228
4. Banako	156	5	161	56	5	61	212	10	222
5. Nopti	154	5	159	23	2	25	177	7	184
TOTALS	1078	30	1108	212	20	232	1290	50	1340

NUMBER OF TEACHERS

REGION	First Cycle				Second Cycle				G. Total
	M.P.C.	M.S.C.	Other	Total	M.P.C.	M.S.C.	Other	Total	
1. Koulikoro									
Total	888	456	1	1345	35	577	4	616	1961
(Women)	136	66	0	202	9	72	0	81	283
2. Sikasso									
Total	653	745	1	1399	30	546	3	579	1978
(Women)	178	86	0	264	4	59	0	63	327
3. Ségou									
Total	552	644	6	1202	22	561	1	584	1786
(Women)	150	110	0	260	4	88	1	93	353
4. Banako									
Total	686	823	4	1513	24	993	3	1020	2533
(Women)	451	311	1	763	8	284	1	293	1056
5. Nopti									
Total	455	371	22	848	19	298	0	317	1165
(Women)	79	28	0	107	5	31	0	36	143
TOTALS	3234	3039	34	6307	130	2975	11	3116	9423
(Women)	994	601	1	1596	30	534	2	566	2162

Cabinet - Conseillers Techniques de la DNEF (?)

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Serv. Econ.
Admin. Civil
Planif., Ing.
Staticien |
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| 24. Conseiller Pédagogique niv. fond. | M.S.C./
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seur |
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| 59. | Chargé de l'organisation matérielle des Examens et Concours | M.S.C./
Instituteur |

Section Archives des Examens et Concours

- | | | |
|-----|---|------------------------|
| 60. | Chef de Section | Professeur |
| 61. | Chargé des P.V. des Examens et Concours | M.S.C./
Instituteur |

Division de la Scolarité

- | | | |
|-----|---|------------------------|
| 62. | Chef de Division
Section Scolarité | Professeur |
| 63. | Chef de Section | Professeur |
| 64. | Chargé de l'étude des dossiers d'orientation scolaire | Professeur |
| 65. | Chargé de la législation scolaire | M.S.C./
Instituteur |
| 66. | Chargé d'archives et documentation | M.S.C./
Instituteur |

Section des Données Statistiques

- | | | |
|-----|---------------------------------|------------------------|
| 67. | Chef de Section | Professeur |
| 68. | Chargé des données statistiques | M.S.C./
Instituteur |

? Division Contrôle et Animation du Système des Medersas

- ? Community Schools

OTHER MINISTRIES INVOLVED WITH MEN FOR WHICH TRAINING
MAY BE APPROPRIATE

Direction Nationale de l'Emploi, de la Fonction Publique et du
Personnel (Ministere de l'Emploi et de la Fonction Publique):

- 69. Mr. Youssouf Coulibaly, Chef de la Division Administrative
- 70. Mr. M. AG. Youssous, Chef de la Division Gestion du Personnel
- 71. Mr. le Chef de la Division Recrutement et Formation
- 72. Mr. Keita, Chef de la Section Formation et Perfectionnement

Direction Nationale de la Planification (Ministere du Plan):

- 73. Mr. Diarra, Chef de la Division des Ressources Humaine;

Commission Nationale de la Reforme Administrative (Commission):

- 74. Mr. Boubacar Sow, Le Commissaire

Others Which Might Be Considered:

Ministere du Plan et de la Cooperation International (MPCI)

Ministere de l'Economie et des Finances (MEF)

Direction National du Budget (Ministere des Finances et du
Commerce) (DNB)

Direction Nationale du Tresor et de la Comptabilite Publique
(Ministere des Finances et du Commerce) (DNT)

Bureau Central de Solde (BCS)