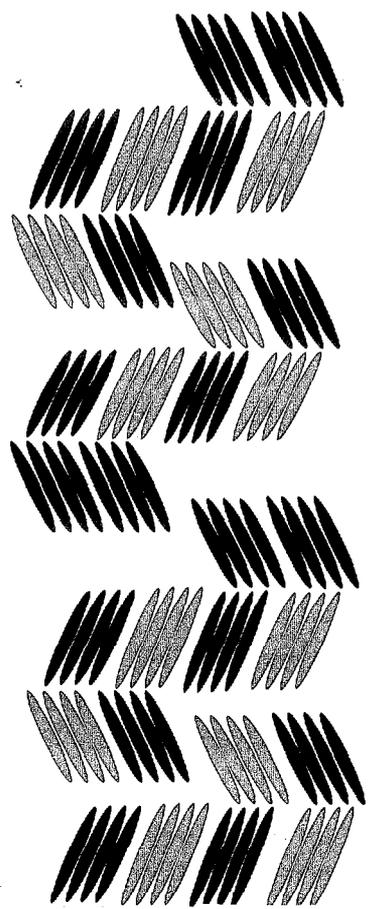
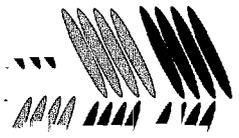
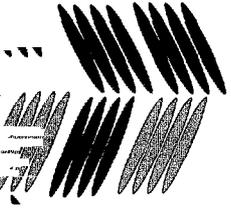
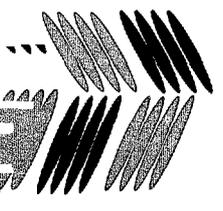
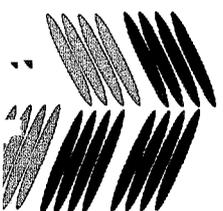
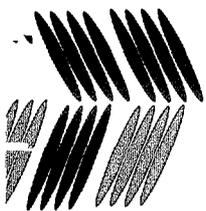
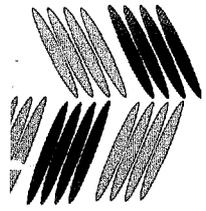




# The Redeployment of Teachers in Guinea

*Alamah Condé*



**THE REDEPLOYMENT OF TEACHERS  
IN GUINEA**

**Alamah Condé**

**Association for the Development of African Education**

in conjunction with

**the Ministry of Pre-University Education  
and Vocational Training  
of the Republic of Guinea**

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## ACRONYMS AND ABBREVIATIONS

|                |  |
|----------------|--|
| <b>EFRP</b>    | Economic and Financial Reform Program                        |
| <b>ESAP</b>    | Education Sectoral Adjustment Program                        |
| <b>IDA</b>     | International Development Association (World Bank)           |
| <b>MPF</b>     | Ministry of Planning and Finance                             |
| <b>MPUE-VT</b> | Ministry of Pre-University Education and Vocational Training |
| <b>NDSO</b>    | National Department of Statistics and Computerization        |
| <b>NGO</b>     | Non-Governmental Organization                                |
| <b>NLTS</b>    | National Literacy Training Service                           |
| <b>PEA</b>     | Prefectoral Education Authority                              |
| <b>PSSA</b>    | Parents and School Supporters Association                    |
| <b>RIE</b>     | Regional Inspectorate of Education                           |
| <b>SAP</b>     | Structural Adjustment Program                                |
| <b>SPED</b>    | Sub-Prefectoral Education Delegation (SPED)                  |
| <b>SPD</b>     | Statistics and Planning Department                           |
| <b>UNFPA</b>   | United Nations Fund for Population Activities                |
| <b>USAID</b>   | United States Agency for International Development           |

## PREFACE

Five years after Jomtien, comparing what has been done with what still remains to be done, we in the least developed countries—who were to be the prime benefactors of the achievement of ‘basic education for all by the year 2000’—see that objective receding before us like a mirage as we strive to reach it. It is reassuring to note, however, that Jomtien made basic education a priority concern among the developing countries and among their technical and financial partners. Noteworthy and promising work has already been accomplished by the Association for the Development of African Education (DAE) in this field.

At the instigation of African Ministers of Education, the DAE has undertaken the publication of reports on ‘Successful African Experiences’. In the specific context of this South-South exchange of experiences, I have pleasure in submitting to my fellow-Ministers in Africa and our technical and financial partners this description of one of the measures implemented under the Education Structural Adjustment Program (ESAP) in Guinea.

The redeployment of personnel had become a categorical imperative for Guinea’s education system, one of the main causes of the malfunctioning of which was the unorganized use of human resources and the underemployment of personnel. This situation had to be rectified.

Thanks to the political determination of the Government, the commitment of my staff, and the unremitting work of an *ad hoc* national team, the redeployment of teachers was planned and implemented very successfully. In the opinion of all the educational specialists acquainted with it, the operation was a success, and an experience to be shared with others.

I hope that for everyone concerned the account which follows will serve as a source of ideas for the rational management of teaching personnel.

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# 1. INTRODUCTION

1.1. The purpose of this booklet is to provide food for thought based on a teacher redeployment exercise undertaken in Guinea in 1992-1993. The reader's attention is drawn to the social and political dimension of this aspect of adjustment in the education sector. In outlining the reasons for the redeployment, the objectives, considerations and components of the operation, the strategies adopted for its implementation, and the lessons learned, it is hoped that this paper will be of help to other governments contemplating a similar move.

1.2. The sequence of the contents is as follows. **Section 2** sets forth the context and general features of the Guinean pre-university education system. **Section 3** describes the problems involved in the redeployment exercise. **Section 4** defines the methodology and the process of implementation of the exercise, indicating the objectives, the operational strategies, the management structure, and the instruments prepared and used. **Section 5** deals with sociopolitical factors and measures of accompaniment which contributed to the successful implementation of the program. **Section 6** gives an account of the problems and obstacles encountered and the modifications made to the program, and **Section 7** presents the results achieved. Section 8 concludes with lessons learned from the exercise, briefly sums up the key factors of its success, and indicates its future continuity and sustainability.

1.3. It has obviously not been possible to cover all aspects of the process, in so far as the idea is not to deal with the theoretical and technical details but to adopt a pragmatic approach, attempting to highlight the critical elements which accounted for the originality and success of the operation. Points of clarification, where necessary, are contained in footnotes. **Annexes 1, 2, 3 and 4** contain tables and statistics relating to the Guinean redeployment operation, and **Annex 5** proposes instructional models for those who contemplate attempting a redeployment of teaching personnel.

1.4. Though this booklet may not have been necessary, it is our hope that it will serve a useful purpose.

## 2. THE CONTEXT AND GENERAL FEATURES OF THE PRE-UNIVERSITY EDUCATION SYSTEM

2.1. During its First Republic, from independence on 28 September 1958 to 1984, Guinea was subjected to a planned economy. The 1984 change of régime made possible a series of economic reforms designed to promote a liberal economy, so that the resources the country needed could be mobilized.

2.2. In 1995, Guinea had a population of 6.7 million, with an annual growth rate of 2.8%. Forty-five percent of the population is under 15 years old, with most living in rural areas. The per capita income (US \$537), life expectancy (44 years), infantile mortality rate (133 per 1,000) and illiteracy rate (69%) reflect the very low standard of living of the majority of the population, and place Guinea among the world's least developed countries.<sup>1</sup>

2.3. Until 1990, Guinea was among the ten countries having the weakest education systems: the literacy rate was less than 30%; only 1.7% of the GDP and 12.9% of the recurrent national budget were allotted to education, and about 19% of budgetary allocations were spent on operating costs, materials, goods and services (not including salaries); and the cost of primary education per pupil was US \$38 a year, of which \$0.20 went to materials and the remainder to salary costs.

2.4. The education and training system was reformed during the second phase (1988-1993) of the Structural Adjustment Program (SAP) in order for it to more closely match the country's socioeconomic circumstances and cope with the needs of a changing economy. At the same time, the Education of Sector Adjustment Program (ESAP) for the 1990-1993 period was launched, with the backing of three donors: the World Bank (IDA), the United States Agency for International De-

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1. Estimates: UNFPA; Social Development Indicators, IDA (World Bank), 1994 Statistics, SNA/MEPU-FP, 1994; Demographic and Health Indicators, DNSI/MPF, 1994

velopment (USAID), and Ministry of French Cooperation. These were subsequently joined by other institutional funding agencies and Non-Governmental Organizations (NGOs).

2.5. The Declaration of Educational Policy approved by the Government in September 1989 expressed the Government's determination to lead ESAP activities. This Declaration placed primary education in the forefront of the Government's concerns, as reflected in three objectives:

(a) To raise the gross enrolment ratio at the primary level from 28% in 1990 to 53% by the year 2000.

(b) To improve internal efficiency so that: (i) 72% of pupils who entered primary school would complete their primary education; and, (ii) the number of years of attendance by each pupil who completed primary school would drop from 16.1 to 8.2 years for a six-year course of study.

(c) To make more efficient use of teachers by increasing the pupil/teacher ratio from 39 to 42.

The series of measures provided for under this program touched upon several aspects of the reforms already identified by the National Education Conference held in May-June 1984, which however could not be implemented because of the lack of resources required for the policies announced.

2.6. To attain the objectives laid down in the Declaration of Educational Policy, and with a view to the reorganization of teaching and administrative personnel, a policy of optimizing the use of human resources in the education sector was established in December 1991. This policy made the redeployment of teaching personnel the major line of action of one of the components of ESAP, namely the 'valorization of human resources and the rationalization of initial and in service training'.

#### *An outline of the pre-university education system*

2.7. The structure of the Guinean pre-university education system since the 1984 reform is similar to that of other French-speaking countries. It comprises three levels:

(a) Children enter primary school at the age of 6-7 years old or more. Primary education covers 6 grades at the end of which pupils sit a secondary school entrance examination. The usual teaching/learning organization is structured so that each teacher is responsible for a group or class of pupils. However, variants have been introduced in recent years in order to solve problems relating to the low enrolment ratio and the lack of infrastructures. These variants take the form of: (i) double-shift classes (in urban centres), in which the same classroom is used by two different cohorts, each with its own teacher; and (ii) multigrade classes (in rural areas), in which pupils of different levels are taught by the same teacher throughout a school year.

(b) General secondary education lasts 7 years and is in two cycles. The first cycle, junior secondary, takes in pupils who have passed the entrance examination and who then begin their 7th year of studies. Four years later they sit an examination called *BEPC (Brevet d'études du premier cycle)*, the certificate of completion of the first cycle of secondary education, which entitles them to enter a *lycée*, or upper secondary school, where they remain for 3 years, at the end of which they sit the *Baccalauréat*, the final secondary school leaving certificate. In the *lycée*, pupils receive a thorough theoretical grounding in science, history, philosophy and technology, and can choose one of several broad courses of study<sup>2</sup>.

(c) Technical and vocational education is provided in two types of schools: (i) Entrance to vocational secondary schools is by competitive examination among junior secondary school leavers, and the course lasts 2 to 3 years depending on the speciality chosen: skilled worker, foreman, or technician. A certificate of occupational or technical skill (CAP or BT) is awarded on successful completion of the course; (ii) the other type of school is the national vocational training school, to which entrance is by competitive examination among holders of the Baccalauréat or equivalent qualification. The course in advanced technology lasts 2 to 3 years depending on the speciality chosen. In addition to these different forms of pre-university education provided by the State, an emerging private sector offers the same educational menu. Technical and vocational training is steadily developing in urban areas.

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2. At the present time, the following options are available: Mathematics (SM); Social Sciences (SS); Experimental Sciences (SE)

2.8. The State is responsible for the administration and management of the pre-university education system. This responsibility is exercised through a central authority, the Ministry, and its various decentralized departments. The task of the Ministry of Pre-University Education and Vocational Training (MPUE-VT) is to design, prepare and implement the Government's policy in the fields of primary, secondary, technical and vocational education and literacy training. The decentralized education departments cover the countrywide administrative structure; at the regional level, the Regional Inspectorate of Education (RIE) coordinates, controls, evaluates and drives all activities devolving upon the Prefectoral Education Authorities (PEA) relating to the administration and management of schools, the structures of literacy training, and the construction, maintenance and renovation of school premises. At the prefectoral level, the PEA is responsible for the local implementation of the Government's policy in the fields of primary, general secondary, technical and vocational education, the ongoing training of teachers, and the literacy training of adults. Lastly, at the sub-prefectoral level, the Sub-Prefectoral Education Delegation (SPED) is assigned the task of supervising, coordinating and controlling teaching activities in the primary schools of each Sub-Prefecture.

2.9. There are three categories of pre-university educational personnel. The teachers themselves, whose current status dates from 1992, comprise primary school teachers, teacher supervisors, junior secondary school teachers, upper secondary school (*lycée*) teachers, teacher educators in training colleges, vocational secondary school teachers, and inspectors. The administrative and supervisory personnel comprises members of the teaching profession who, while remaining attached to that profession, occupy so-called 'line' positions. The non-teaching personnel comprises civil administrators, administrative clerks and secretaries, financial inspectors and controllers, and general service personnel (chauffeurs, janitors, etc.).

2.10. This brief description of the organization, structure, management and personnel of the pre-university education system puts in context the protagonists, the target groups, and the educational and administrative structures involved in the redeployment operation.

### 3. THE ACUTE PROBLEMS POSED BY THE REDEPLOYMENT OF PERSONNEL

3.1. Statistics obtained from the survey on the revalorization of human resources for education and the school map revealed that in the school year 1990-1991 pre-university education covered:

(a) 432,749 pupils: 30% of them girls, 80% in primary schools, 17% in secondary schools, and 3% in technical and vocational schools. 61.19% of them lived in urban areas and 38.81% in rural areas.

(b) 17,945 teachers<sup>1</sup>, 18% of them women, working at various levels: 59% in primary schools, 33% in secondary schools, and 8% in technical and vocational schools. 60% of them worked in urban areas and 40% in rural areas, where almost 80% of the population live. The tables in **Annex 1** give details of the structure of teaching personnel.

(c) A school infrastructure comprising 2,476 primary schools totalling 8,045 classes, 230 secondary schools with 1,649 classes, and 47 technical and vocational schools totalling 331 classes.

3.2. Analysis of the effective personnel structure revealed the malfunctioning of the education system. Where human resources management was concerned, personnel were posted in accordance with their own preferences, irrespective of educational requirements. This was reflected in:

(a) A massive movement of the best primary school teachers to secondary schools where working conditions were easier. This followed the introduction of teaching in national languages in primary schools in 1968, based on the precept of 'socialist cultural revolution'. This weakened the primary school and overstaffed the secondary school; by 1989 the latter accounted for 62% of teachers.

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1. Representing almost one third of all Civil Servants

(b) A considerable difference in primary school pupil/teacher ratios between urban areas (60) and rural areas (37), the national average being 48.

(c) A substantial variation in the pupil/class ratio: from 74 to 102 in some urban schools, the figure went to less than 20 in some very small rural junior secondary schools; and a low pupil/teacher ratio in secondary schools, oscillating around 19.

(d) Some primary school teachers had no classes to teach, and secondary school teachers were manifestly underemployed in subjects other than mathematics and French. In some cases there was both a shortage and a surplus of teachers of a given subject.

(e) A plethora of senior administrative personnel, due to the transfer of teaching personnel to administrative posts without regard for optimization.

(f) A rudimentary system of personnel management based on outdated procedures and characterized by no linkages between educational policy and personnel management decisions, no clear distinction between personnel and the jobs they performed, and personnel deployment unrelated to real educational needs and without regard for teachers' training or qualifications.

3.3. The constraints placed on the education system by macro-economic structural adjustment were part of the adjustments, investments and reforms needed to restore macro-economic and financial equilibrium. The first phase of the SAP (1985-1988), called the Economic and Financial Reform Program (EFRP), involved the reform of the Civil Service. A testing program carried out under this reform reduced the number of Civil Servants by nearly 40%. Those employed in the health sector, along with educational personnel, escaped this purge, the latter by reason of the magnitude of the country's educational needs. But did this mean that educational personnel were exempt from the reform's objectives of efficiency and rigorous human resources management? To get around this, three measures covering the entire education sector were called for. The first was the rational allocation of personnel to meet staffing requirements based on the development of school construction and the social demand for education. The second measure

was to call a halt to all recruitment in the education sector which exceeded the ceiling laid down for the Civil Service as a whole. The third was the adoption of a policy of in-service training designed to improve educational quality.

3.4. At the sectoral level, one of the commitments entered into by the Government in negotiating ESAP with its financial partners was the adoption of a coherent and coordinated strategy of redeployment, training and recruitment of teachers over the period covered by ESAP (1990-1993). This condition was seen to be essential in so far as the purpose of introducing multigrade classes in rural areas and organizing double shift classes in urban areas was to raise the pupil/teacher ratio, the immediate effect of which would be a considerable increase in the number of primary school pupils in satisfactory teaching conditions. To achieve this, rational and efficient use had to be made of available human resources, and one of the strategies for this was the redeployment of teachers.

3.5. To meet the twin requirements of an energetic policy of eradicating excessive underemployment and inefficient management on the one hand, and respecting the constraints of SAP on the other, measures to redistribute or redeploy teachers were envisaged. The aim was to remedy the imbalances resulting from the inefficient distribution of teaching staff among schools, subjects, and levels of education. But the redeployment plan demanded by ESAP in numerical terms had to be placed in the dynamic context of the revalorization of human resources and optimization of the overall ways and means employed, so as to prevent unwanted effects.

3.6. The policy of revalorization of human resources for education, established in December 1991, recognized that an education system could not progress unless steps were taken to revalue the teaching function. The Government was committed to increasing the efficiency of educational personnel in the light of current and future needs. This meant improving their numbers and qualifications as well as financial resources. It was also recommended that the manpower potential be rationally managed in order to derive maximum yield from the heavy wage bill, which accounted for 55% of the education budget and which was bound to increase. A further requirement was the continuance and

expansion of the program of reclassification of all categories of teachers based on their capabilities. In addition, the need to meet the social demand for education, greatly exceeding available capacities obliged the Government to reward the efforts of local authorities to improve educational infrastructures by providing all schools with the requisite number of teachers. And above all, the problem of raising the enrolment ratio had to be addressed; in some regions, it was declining due to the shortage of primary school teachers, while many teachers in junior secondary schools and *lycées* were underemployed.

3.7. The application of the series of measures contained in the document setting forth the policy of revalorization of human resources was considered essential for the successful implementation of the redeployment plan. This involved, *inter alia*, the renovation of pre-service and in-service teacher training, the reform of recruitment procedures for student teachers in primary, secondary, technical and vocational schools, and the restructuring of teacher training institutes.

3.8. The Government also sought to establish the basic conditions for the success of the operation before setting the beginning of the school year 1992-1993 as the launching date. This meant, first of all, creating a favorable professional environment by:

(a) revising the Civil Service status of all educational personnel in order to make teaching an attractive career for the best pupils and students and a satisfying job for those already engaged in it;

(b) improving salaries in accordance with revised qualifications, different categories with new salary scales, and specific post conditions; this took the form of a bonus, corresponding to a 3% salary rise, and a 5% to 8% bonus for working in underprivileged areas;

(c) taking training periods into account (refresher courses, on-going training, adaptation and reconversion) in calculating Civil Service grade increments, as an incentive for teachers wishing to improve their qualifications or adapt to the new needs of the education system. It was also felt advisable to favor a secure family and social environment by allowing every redeployed teacher to preserve the perquisites he had previously enjoyed (housing, indemnities, bonuses, etc.), in addition to the full salary he had received in his previous post for a

period of one calendar year.

3.9. The beginning of the 1992-1993 school year, the time of the launching of the redeployment operation, coincided with a period of political ferment. This included the creation of democratic institutions as announced in the Fundamental Law, the emergence of a host of parties opposed in varying degrees to the president, and the coming presidential and parliamentary elections. To this political situation were added other obstacles, connected with the actual nature of the problem of redeployment which, for those concerned, was a painful break with a life-style and a social status that, though perhaps not legitimate, had in many cases taken years to achieve.

3.10. Consequently the whole operation of personnel redeployment presented a set of acute problems which had to be solved by a large-scale, sustainable, and once-and-for-all action, jointly with the school construction plan and the renovation of pre-service training, and preceded by the following measures:

(a) The quantitative determination of the possibilities of redeployment by evaluating the surpluses and shortages of teachers by categories and subjects taught (see **Annex 2**).

(b) The identification of the individuals to be redeployed so as to distribute available human resources in accordance with educational priorities.

(c) The acquisition of detailed knowledge of the real personnel structure by grades and echelons so as to reclassify existing teachers in new categories defined by the new status of teachers, with its corresponding rights and obligations.

(d) The judicious distribution of available human resources among urban areas where they were highly concentrated and rural areas where they were sparse, so as to remedy the main causes of mediocre education, dropouts, grade repetitions and declining enrolment ratios and help to make school accessible to underprivileged groups, particularly girls and children living in rural areas.

(e) The improvement of the pupil/teacher ratio by the rational control and management of the existing teacher population.

## 4. A PARTICIPATIVE AND CONSENSUAL METHODOLOGY AND PROGRAM IMPLEMENTATION

4.1. The objectives of the staff redeployment were set in light of the general objectives set forth in the Declaration of Educational Policy, namely:

(a) Improved efficiency through better management of the existing number of teachers.

(b) Higher enrolment ratio and reduction of regional and local disparities.

(c) Improvement in the professional standards of teachers and administrative personnel through training for adaptation and reconversion.

(d) Improvement of the status of the teaching function and better career management.

4.2. The implementation strategies were established through a consensual approach, given the delicate political and social aspects of the operation. The strategies took account of the types of redeployment to be carried out, awareness and information campaigns, the identification of the teachers to be redeployed, and the involvement of the regional and prefectural authorities. In light of the imbalance between one level of education and another and between rural and urban areas, three types of redeployment were envisaged that were not mutually exclusive:

(a) *Vertical redeployment*, consisted in transferring from secondary schools to primary schools all teachers who did not possess the required qualification for teaching in the former, and who were surplus to normal requirements.

(b) *Horizontal (or geographical) redeployment*, was designed to eradicate staffing imbalances between rural and urban areas and to iron out the variations in pupil/teacher ratios among schools of the same level.

(c) *Specific redeployment* was intended to transfer teachers irregularly engaged in administrative jobs back to teaching duties.

4.3. Identification of teachers was supposed to be based on an evaluation of the extent to which their qualifications and skills matched the posts they occupied. In reality, they were identified by a careful examination of personnel records. There were two reasons for this: (i) the political and administrative authorities regarded the type of evaluation made by education inspectors as a form of selection test which all Civil Servants, except those in the health and education sectors, had undergone in the context of the reform and pruning of the Civil Service. This could have led to general discontent among teachers, with the risk of a strike in the period preceding the elections; (ii) given the large number of teachers and the diversity of categories working at all levels, the education authorities considered that the evaluation of teachers' qualifications and skills could not be carried out in the allotted time.

4.4. Regional Governors and Prefects assumed responsibility for implementing the measures related to the transfer of teachers in accordance with administrative procedures through the publication, under their signature, of all the administrative documents (setting forth the proposals adopted) produced by the prefectural directors of education (in the case of intra-prefectoral redeployment) or regional inspectors of education (in the case of intra-regional redeployment). The information and awareness campaigns were conducted by the education authorities in conjunction with the local political and administrative authorities, even in the smallest localities covered by the revised school map. A communication plan was adopted and using appropriate media for the targeted population. These campaigns were designed to make the operation known and get people to understand its meaning and purpose.

4.5. It was initially planned to implement the redeployment process gradually, limiting it during the first pilot year (1992) to vertical redeployment targets, and subsequently extending it in 1993 and 1994 to teachers earmarked for horizontal and specific redeployment. This initial scenario was not adopted, however, for two reasons. Firstly, a combination of all forms of redeployment was seen to be necessary in view of the need to meet all teacher requirements by intra-prefectoral and intra-re-

gional movements and to constitute, in addition, a substantial reserve for new requirements, as well as for replacing teachers attending in-service training. Secondly, from a strategic point of view, a one-time large-scale operation was preferable in the light of possible changes that might occur after the coming presidential and parliamentary elections.

4.6. Two stages of implementation were decided upon: a feasibility study was done, followed by the post reassignments themselves.

(a) The feasibility study: Feasibility was examined at regional workshops attended by the regional team and the prefectural teams. These workshops made it possible to (i) clarify the issues involved, the design of the operation, its priorities, and its methodological principles; and (ii) to determine quantitatively the potentialities of personnel re-deployments; and to establish regional implementation schedules, taking account of local circumstances and the components of the overall schedule.

(b) The assignment to new posts: They resulted from the action prepared and implemented by each RIE in close conjunction with the PEAs and the local administrative authorities. In order to respect teacher requirement norms that had been established and were necessitated by the rationalization of the use of human resources, post reassignments were implemented gradually, first within the same prefecture (intra-prefectoral redeployment) and then within the same region (intra-regional redeployment). Where internal redeployments could not meet requirements, the PEAs and RIEs transferred personnel, at the national level, to the unfilled posts in the area concerned (interregional redeployment).

4.7. Each administrative echelon involved came into the picture successively until the new post assignment was determined in strict accordance with the following instructions. For intra-prefectoral redeployment, the prefectural director of education assured all the internal movements in his prefecture and communicated to the regional inspector of education the lists of persons redeployed in order to check for compliance with the standards set by the central authorities. At the same time he transmitted a second list containing information relating to teachers still to be redeployed for whom no posting meeting requirements had been found. For intra-regional redeployment, the regional

inspector of education proceeds in the same way with all the teachers on the list transmitted to him by the PEAs. He seeks an internal posting for each of them in his region, and transmitted any that were left over to the central authorities. For interregional redeployment, the Ministry handled the surplus by distributing it among the RIEs. Since redeployment posting took no account of teacher's preferences, but was a unilateral administrative decision, the Ministry refused to consent to any posting requested for individual convenience by teachers who were not earmarked for redeployment.

4.8. For procedural purposes, a horizontal and plurisectoral redeployment management structure was created at the national, regional and prefectural levels. The national team was a supervisory body, headed by the assistant inspector-general responsible for national redeployment. Its members included the assistant national directors of primary education and secondary education and the section heads responsible for school organization and operations in the primary and secondary sectors. The regional teams were centralizing bodies representing regional inspectors of education; its members included the heads of the statistics and planning, personnel, and primary and secondary education sections of the regional inspectorates. The prefectural (or municipal) teams were implementation bodies under the direction of prefectural (or municipal) directors of education; they comprised the section heads responsible for statistics and planning, personnel, and primary and secondary education.

4.9. These bodies had very extensive attributions, covering all matters relating to the preparation and monitoring of redeployment operations. The task of the national team was especially to:

(a) Design the necessary instruments for the preparation of the action plan and to assist the decentralized services in carrying out activities related to redeployment.

(b) Set up national teams for the evaluation of primary school teachers, set the teams's terms of reference as well as for the evaluation itself, including tasks to be undertaken and time schedule.

(c) Submit to the Minister's office monthly progress reports of redeployment operations carried out in accordance with the schedule.

(d) Submit quarterly progress reports to the ESAP monitoring committee<sup>4</sup> and subsequently to the economic and financial coordination committee<sup>5</sup>, before submission to the joint funding agencies of ESAP.

4.10. The national team played a determining role in the adjustments and trade-offs involved in the quality control and validation of the regional and prefectural proposals. The proposals formulated by the regional inspectors and prefectural directors of education had to comply with the agreed objective stemming from the conclusions of the provisional evaluation of redeployment capacities (the investigative stage), and also had to be compatible with the obligation to fill the previous shortage and meet new teacher requirements.

4.11. To gain a detailed knowledge of the real personnel structure by grade and by echelon, it was necessary to take a census. A personnel and school map survey was conducted in the first quarter of 1991. The results gave a picture of each school in terms of its teaching staff. This made it possible to analyze the way teaching was organized and the duties assigned to teachers, and made available to the central and decentralized administrative authorities a common instrument for an objective and consolidated picture of prevailing conditions. This drew attention to the various difficulties experienced by schools and possibilities to overcome them. Serving as an instrument of both control and dialogue, the ultimate purpose of this information was to rationalize and optimize the use of human resources. It made it possible to determine: teacher costs per school, per area, and for the country as a whole; the extent to which human resources were misused, under-used or even unused; the possibilities of redeployment; the creation of posts and the recruitment required to fill them; possible changes in status; training to be provided; wastage; and basic needs.

4.12. Standards of personnel allocation, for both administrative units (central and decentralized) and schools, were established in accordance with specific rules so as to allow for increases or decreases in the number of pupils and reduce nonteaching personnel to a minimum. Where

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4. The interministerial body responsible for monitoring the execution of ESAP.

5. The interministerial body responsible for macro-economic monitoring.

administrative units were concerned, the number of permanent posts necessary for their efficient operation was determined by reference to standard professional categories (established jointly by the Ministries of Education, Finance and Civil Service Reform) defining the number and nature of the posts necessary for each unit. Given the wide variety of types and sizes of schools, the same method could not be adopted for all of them; it raised problems because it set over by rigid standards; the number of teaching posts varied from one period to another, reflecting at any given time a compromise between the attainment of a given objective and the prevailing budgetary constraints. Decision-making tables were established that set standards for the opening and closing of classes and the allocation of administrative and teaching personnel.

4.13. In the case of primary schools, norms for the opening and closing of classes were fixed in the light of local circumstances, the idea being to reach an acceptable compromise between providing the requisite educational facilities near to pupils' homes so as to encourage enrolment, and deriving maximum benefit from investments in premises and human resources. Administrative and teaching personnel were allocated in the light of the capacity of one of the teaching staff (relieved of his teaching duties) in schools with more than six classes to assume the principal's functions. These decision-making tables are summed up in **Annex 3**.

4.14. For secondary schools, a method of calculation was adopted that enabled staff allocation to be a function of the number of classes, taking into account budgetary capacities, the admissible number of pupils in each class, and the premises available. The number of teachers was defined by reference to the number of official teaching hours per teacher (statutorily fixed at 18 hours). Calculation of personnel allocation took into account the subject taught. However, in order to prevent a rigid teaching organization, junior secondary school teachers were required to teach several subjects and, to a lesser extent, lycée teachers were required to teach two subjects. Despite this flexible use of human resources, in the small secondary schools, the allocation, calculated globally and without distinction as to subject matter, led to an insufficiency of teachers. Therefore, these schools had to retain a surplus of teachers until such time as the teachers became qualified to teach several sub-

jects, or until the concerned schools were progressively merged.

4.15. The policy of personnel redeployment was defined as a veritable adjustment operation, designed to facilitate the expansion of the Guinean education system. This meant that the problems of human resources management had to be addressed before matters pertaining to cost financing and organization could be dealt with. The highly sensitive social context in which the program was initiated necessitated a concerted strategy at both the political and the technical levels. Though the program was effectively launched as planned between February and December 1992, the adoption of the participative approach, entailing modifications of strategy, caused it to continue until February 1993. However, this participative approach helped to win the support of the beneficiaries, namely the parents and communities concerned. This not only countered opposition to the operation, but also facilitated the integration and adaptation of redeployed staff into their new posts.

## **5. FACTORS AND SOCIOPOLITICAL MEASURES FACILITATING IMPLEMENTATION**

5.1. Four factors of a political nature helped to enable the program to be implemented smoothly:

(a) The political determination of the Government, and in particular of the Head of State, President Lansana Conte. In his message to the nation on the occasion of the thirty-fourth anniversary of independence, President Lansana Conte declared that the teacher redeployment plan was a government priority. He also had the courage to allow the Minister of Pre-University Education and Vocational Training a free hand in carrying out the operation in defence of his principles and in defiance of threats of social upheaval and political apostasy.

(b) The firm determination, thorough familiarity with the field and personal prestige of the Minister, Mrs. Diallo Hadja Aicha Bah. Without her, the redeployment may well have been a resounding failure. She made every effort to convince people of the advantages that parents, pupils and the State itself would derive from the operation. It was she who reassured the teachers involved that the proposed special status of pre-university teachers would offer them real possibilities of advancement and assure them good career prospects. She protected and backed up the personnel responsible for the practical implementation of the operation. In short, she was personally involved at every stage of the process.

(c) The involvement of *all those engaged in the education sector*. These included senior Ministry personnel, inspectors-general, national directors of education and heads of central departments, regional inspectors, prefectural or municipal directors of education, and resource personnel. This broad participation reassured all the partners involved in the operation.

(d) Lastly, the contribution of on-the-spot assistance from outside sources in the design and strategy of the operation and the compi-

lation of technical documents (personnel records, decision-making tables, documents relating to adjustments and arbitration). This avoided the need to have recourse to experts, and enabled the national personnel responsible for the program's implementation to acquire management techniques which they were able to adapt to the national context.

5.2. The redeployment operation proper was linked to accompanying measures, including the awareness-heightening, information and requalification (through adaptation and reconversion training) of personnel. The awareness-heightening and information campaigns served six intermediate purposes. They provided the administrative authorities directly concerned (Regional Governors and Prefects) and the teachers themselves with basic information about the redeployment, its strategy and its objectives, with special emphasis on the policy of making optimum use of human resources in education. They facilitated the local authorities' support for the approach aimed at controlling overall numbers and rationalizing the personnel management so as to increase the enrolment ratio in the short term. They drew the attention of decentralized education authorities to their obligation of loyalty to the State in the implementation of a Government policy falling within their sphere of competence. This meant that in the course of their awareness-heightening campaign they were responsible for presenting the redeployment operation in a favorable light and removing the apprehensions of those affected by it. Another effect of these campaigns was to get the unions to play their role in the application of the policy of revaluation of the teaching profession. This policy involved measures conducive to better career management, in-service training, reconversion and internal advancement, and the rational use of existing teachers, in order to eliminate situations of teacher surpluses and shortages. Furthermore, these campaigns urged parents' and school supporters' associations (PSSA) to continue to mobilize their efforts in the interests of the school and their children, particularly in respect to the improvement of infrastructures and the enrolment ratio. The State, on its part, undertook to provide all schools with the requisite number of teachers through redeployment. Finally, the awareness-heightening and information campaigns convinced the education authorities to make full use of the potential represented by women teachers, who were often underemployed or relegated to subordinate jobs; they could be put to work as classroom teachers with the aid of teacher supervisors.

5.3. Multimedia information, through national radio broadcasts telling people about ESAP, articles in the government newspaper *Horoya* on awareness campaigns conducted in various localities, and material put out by the Guinean News Agency, had the twofold aim of providing both the general public and decision-makers with accurate, concise and up-to-date news on the redeployment plan and motivating those working on it since it involved them directly whatever their personal opinions. The radio spots and press reports were subsequently translated into national languages for transmission by rural radio stations reaching country folk more directly. Television interviews and reports on what was being done concerning infrastructures and facilities helped to make people aware of the existence of numerous classes without teachers.

5.4. All the training activities designed to adapt vertically redeployed teachers to their new posts were integrated into the reformed pre-service and in-service teacher training programs, and the courses were provided by existing structures. Launched in October 1992, they were based on a detailed diagnosis of training needs identified by the evaluation of the personnel to be redeployed. To prevent a redeployed teacher losing contact with classroom reality for too long a period, and to enable him to reinvest his freshly acquired skills without delay, the courses were of short duration and of the sandwich type. For example, two weeks of training in a subject identified by the analysis of needs, were followed by a period of work in the classroom and then a one-week refresher course. After the training there was a follow-up evaluation twice a quarter, once after each training course. A record of formative evaluation was kept by each teacher, reflecting the various activities and serving as a reference for him and as a basis of assessment for inspectors. A final evaluation of the results of the training was made by the team headed by the prefectoral director of education. Support in the form of text books, information on curricula, and other basic material was contained in a pack distributed to each redeployed teacher to facilitate assimilation in his new post.

5.5. The reconversion measures necessitated by the changes in the structures of schools, jobs and personnel took the form of courses of long duration. These were designed to match teachers' qualifications to the needs of the education system. These courses were designed to

reconvert agronomists and livestock specialists (agricultural engineers, inspectors and veterinarians) who, prior to the 1984 reform, were needed for the curricula that emphasized productive work in schools. Numerous agronomists and livestock specialists had been appointed in secondary schools to teach such subjects as general and specialized agriculture, animal husbandry, livestock raising, and mechanized farming, or to conduct farming and livestock raising activities. The consequence of the change of policy was their spontaneous reconversion to teach subjects of their choice, without any additional training, to enable them to adapt to their new jobs. A training plan was prepared and put into effect by the Higher Institute of Educational Sciences for the 470 agronomists and livestock specialists identified during the redeployment process in order to enable them to teach subjects such as French, mathematics and physics which lacked teachers.

5.6. Some accompanying measures which had been planned were not put into effect. They were of two kinds. Firstly, those concerning the training of teachers of a single subject for which there was a surplus of teachers (biology, history, geography, chemistry) to enable them to teach another subject (French, mathematics, physics) which lacked sufficient teachers. The purpose of such reconversion training was to produce a new, versatile category of secondary school teacher in accordance with the provisions of the special status. This could not be done because the circumstances were not favorable; there were no competent resource personnel, no suitable training courses had been designed, no evaluation had been made of the minimum critical mass of teachers to be trained to make the project viable at the prefectural, regional and national levels, no short term priority beneficiaries of such training had been identified, and there was no reliable data on changes in the secondary school map. The second measure not implemented was the reorganization of substitute teaching, which was to have been provided by teachers posted as substitutes to primary schools with more than six classes in urban areas and 'mobile' substitute teachers in rural areas, their number depending on the total number of existing classes in the sub-prefecture concerned. In both cases, these teachers would have been managed by the education authorities to which they had been allotted and who would have used them in their schools as and when priority replacement or recruitment needs arose. This reorganization was not possible due to the lack of available teachers.

5.7. The sociopolitical measures accompanying the redeployment thus succeeded in minimizing or alleviating undesirable repercussions of the operation, which like any undertaking designed to bring about partial or overall changes in social, economic or cultural structures carried implications affecting the life of the community as a whole.

## 6. PROBLEMS AND DIFFICULTIES OVERCOME

6.1. The difficulties encountered had to do with sensitive political issues, resistance to change, and the assertion of rights. The political persuasions of teachers and political and administrative authorities constituted a difficult obstacle. The snag was that, whatever the option, the redeployment plan was contested. Those earmarked for redeployment belonging to the political parties supporting the new régime thought that they should be treated as was done under the First Republic, when a considerable number of teachers had been appointed to posts unrelated to their training through nepotism, influence or political expediency. Those belonging to the opposition parties saw the operation as an act of persecution by the authorities.

6.2. This resistance to change manifested itself at various levels. Ordinary primary school teachers working in secondary schools were reserved in their attitude to redeployment. They enjoyed material and social advantages which they might lose if posted back to primary schools. They wanted to hang on to the same social status, especially among parents and pupils, as their colleagues. Furthermore, in contrast to the workload of teachers in primary schools (a six-day week with 30 hours of lessons) they overstaffed the posts of tutors, monitors, librarians, record-keepers and secretaries when they did not give 4 to 6 hours of lessons in ideology (before 3 April 1984), civics, history, geography, biology, and sometimes French and even mathematics. Their salary was commensurate with the posts they occupied at the secondary level, and when they taught classes they perceived the indemnity allocated to every teacher teaching at a level other than that corresponding to his qualifications. They considered it most unfair to be required to make a fresh start and teach youngsters with whom they had no experience, or whom they had forgotten how to deal with after ten, fifteen or sometimes twenty years spent teaching adolescents. As for secondary school teachers proper, they were opposed to the weekly minimum of 18 hours teaching laid down in the new special status, most of them being accustomed to teaching for about 4 to 10 hours a

week. Furthermore, all surplus teachers occupying administrative posts in their region or prefecture of origin put in a claim to be maintained at their situation.

6.3. Infringement of rights was the complaint of all specialized teachers earmarked for redeployment. They were dissatisfied because some of their colleagues—those who had successfully completed the training courses offered in 1989-1993—were not subject to vertical redeployment. The 1989-1993 training courses—part of a project entitled ‘project for the training of primary school teachers teaching french and math’—had been offered to some teachers teaching in secondary schools. These teachers were either primary school teachers<sup>6</sup> teaching french or math in secondary schools or secondary school teachers<sup>7</sup> specialized in subjects other than french or math. The project had initially been set up to make up for the lack of french and math teachers in secondary schools.

6.4. Problems of a sociocultural, socioeconomic and professional nature also arose. Firstly, there was a lack of confidence in the training of women teachers. But what people complained of even more was their inaccessibility; they devoted a great deal of their time to their families. When these women, who were underemployed or restricted to subordinate posts, became employed full-time, presumably experienced male teachers were transferred from urban to rural areas. This was seen by parents as carrying the risk of lowering educational standards for their children. Secondly, the decision to freeze the recruitment of all Civil Servants led to the recruitment of unemployed students as non-established personnel, to whom it was difficult to apply the conditions of special status. Thirdly, the impossibility of implementing the plan to train single subject teachers to teach two or more subjects impeded the training of a new category of junior secondary school and *lycée* teacher as defined in the provisions of the new special status of pre-university teachers. Fourthly, the failure of the Ministry of Finance to release funds, when they were needed, to cover the moving costs of teachers assigned to new posts was taken by many as an excuse for refusing those posts. Fifthly, ignorance of the marital status of men and

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6. Holders of a primary school teaching diploma.

7. Holders of a secondary school teaching diploma.

women teachers caused many married couples to be separated, especially in the case of teachers married to Civil Servants. Furthermore, failure to update the administrative records of the Civil Service caused the incapacity of the Ministry of Finance to transfer salaries in time to the localities to which redeployed teachers were posted. And finally, the education authorities' poor grasp of the educational planning data in their respective areas impeded prompt understanding of the consequences of interrelated factors such as forecasted number of pupils, the number of classrooms under construction, and the surplus and shortage of primary and secondary school teachers to be redeployed to the primary sector in relation to the number of new teachers needed.

6.5. Modifications made to the program in order to preserve a social balance were designed in the light of specific circumstances so as to cope with the obstacles and problems encountered. The Minister of MPUE-VT, accompanied by senior Ministry personnel, led inspection and monitoring missions to the chief towns of the regions and in certain prefectures identified as 'trouble areas'. These visits made it possible to:

(a) Objectively assess special cases of complaints and claims made by redeployed persons.

(b) Motivate teachers due for reconversion by persuading them of the need for changes in the teaching profession connected with internal transformations in the education system, and by giving them a sense of security through the maintenance of a minimum level of teaching service, thereby avoiding the negative effects of a complete destabilization prior to their admission to a teacher training establishment.

(c) Familiarize the administrative and educational authorities, and their partners in the field, with the ins and outs of the operation by giving them a detailed explanation of its importance and the issues it involved in relation to the education system.

(d) Identify corrective measures to be applied as and when necessary.

These missions served to 'tame' the change process.

6.6. The immediate application of the provisions of the new status for career management through the publication of collective decisions of reclassification in the new categories of teachers legalized the results of the redeployment both administratively and statutorily. It also gives teachers financial advantages according to their seniority in their previous posts and the level at which they were incorporated in the new categories. This discredited the disinformation put out by the unions, who had portrayed the redeployment as downgrading, vengeful and arbitrary measure.

6.7. The appointment of women as school principals and the creation of schools staffed entirely by women teachers was intended to make effective use of them as teachers, and at the same time to point to the importance of the role that they could play in children's education.

6.8. As was expected, the redeployment of personnel raised several problems, the more so since, whatever its motives and goals, it was seen as an arbitrary infringement of established rights. These problems were dealt with by a series of measures, some of them specifically designed to meet the circumstances, others already built into the process of optimization of the use of human resources in education: status, professional support, and temporary maintenance of advantages already enjoyed (housing, indemnities, bonuses).

## 7. RESULTS JUSTIFYING THE REDEPLOYMENT OPERATION

7.1. The redeployment program was a success thanks to the political determination and technical competence of the education authorities. The results matched expectations. Initial appraisal estimates set at 2,200 the number of teachers to be redeployed to primary school classrooms at the rate of 750 at the beginning of each school year during the 3-year period of ESAP. The redeployment feasibility study predicted that 1,851 teachers could be redeployed by October 1992. The number effectively redeployed was 1,806, 97.56% of the predicted figure and 10.06% of the grand total of all teachers (**Annex 4** recapitulates the results of the redeployment). The differences observed between the estimates and forecasts on the one hand and the forecasts and actual numbers on the other hand are explained by the fact that the actual numbers redeployed were broken down into:

- (a) Those teaching in technical and vocational schools.
- (b) Those teaching in Franco-Arab public schools.
- (c) Those deceased.
- (d) Those in special situations (incapacitated, detached, suspended, in training, retired, awaiting retirement, or resigned).

7.2. The execution of the redeployment plan made it possible to implement a policy of rational management of human resources and careers conforming to intentions of the new special status of pre-university teachers by transferring the best primary school teachers back to the primary schools after they had attended adaptation courses, thereby helping to meet the qualitative objectives set forth in the Declaration of Educational Policy. The provision of teachers for existing or newly-built teacherless classrooms meant a two-year gain in recruitment, since the increase in the gross primary school enrolment ratio from 28% to 53% by the year 2000 (as advocated by the Government's Declaration of Educational Policy) generated a theoretical need for about 1,000 primary school teachers a year; and at the same time it meant a

financial gain, all the more so since this provision of teachers involved no additional budgetary expenditure by the State.

7.3. The positive impacts of the operation were striking. They included:

(a) The creation of 1,233 classes among the 8,949 in operation in the school year 1992/93; a 13.77% increase.

(b) The creation of 704 new posts through vertical redeployment from the secondary to the primary sector.

(c) The resumption of regular classroom teaching by 964 teachers who were either theoretically assigned to replacement duties or were unemployed as a result of their horizontal redeployment.

(d) The resumption of classroom teaching through specific redeployment of 162 teachers who were performing administrative duties other than those provided for under administrative professional categories (librarians, record-keepers, sub-prefectoral educational delegates).

(e) The availability of 593 surplus teachers for employment in classrooms under construction but not completed at the conclusion of the redeployment operation, and to fill the deficit of 57 teachers in Upper Guinea.

(f) The completion of the primary school teachers' language refresher course project for the 1,696 teachers who had not attended such courses. This project, initiated and implemented following the re-adoption of French as the language of teaching at all levels of education, caused classes to be closed or multigrade classes to be improvised because of a shortage of replacements for the teachers attending these courses.

7.4. These circumstances enabled the MPUE-VT to regularize the administrative situation of many teachers who either declared themselves unable to teach for health reasons (304 identified) or who were *de facto* detached or voluntarily suspended (169 identified). The latter, while remaining in their previous category, they were employed in es-

established Civil Service posts, and continued to draw the corresponding salary without actually working in another department of the Civil Service. It was also possible to earmark 424 junior secondary school and *lycée* teachers for further training, and 461 agronomists and animal husbandry specialists for reconversion.

7.5. Three other significant qualitative results were also achieved. First was the realization that the low enrolment ratio in Guinea was attributable not merely to parents' reluctance to send their children to school, but also to the shortage of teachers and classrooms. Indeed, the credibility acquired by the school among the general population after the redeployment was reflected in a high demand for school enrolment and an increased community participation. Second was the confirmation of the need to design and set up a forward-looking management establishing medium term requirements by formulating a forward-looking plan to cope with a qualitatively and quantitatively appropriate flow of teacher trainees to fill the shortage of 539 teachers of French, mathematics and the physical sciences and the identification of 446 surplus teachers of subjects such as biology, history, geography and the educational sciences. And finally, the training received by the personnel of decentralized structures in techniques of human resources management can be regarded as a beneficial outcome of the participative approach adopted in the execution of the program.

7.6. Both the quantitative and the qualitative results achieved, combined with other measures concurrently implemented in the context of ESAP such as the construction of schools by communities, the contribution of non-governmental organizations (NGOs) and funding agencies, and the new distribution of resources to cover recurrent costs other than salaries, notably at the primary level, made it possible to raise the gross primary school enrolment ratio from 28% in 1990 to 40% in 1993-1994.

## 8. CONCLUSIONS

### *Lessons learned from the redeployment operation*

8.1. The lessons learned from the operation indicate that in terms of efficiency and effectiveness it was appropriately planned. The major strategic changes that occurred in the course of its execution had to do with the way the policy on which it was based and the process of its implementation were defined, i.e. a participative and consensual approach was favored. The objectives remained unchanged throughout the process. They were amply attained, as testified by the results, which met expectations. Apart from the results in quantitative terms, the target groups derived real benefit from the operation, judging by their enthusiasm for further training and their awareness of their initial training situation and their professional status. However successful it may have been, the operation could have been even more fruitful in improving the quality of education if the residual surplus had served to immediately alleviate the overcrowding of classrooms in urban areas. The inadequate infrastructure prevented this being done.

8.2. Though the operation is now less relevant than when it was originally planned, the redeployment of posts and personnel should become a part of the normal preparations for the beginning of the school year, serving as an annual adjustment to match resources to requirements. To this end, the objectives deserve to be pursued by integrating the completed operation in the normal framework of management so that, in the future, movements of such magnitude will no longer be necessary. The low cost of the operation was due to the fact that the necessary financial resources (for missions and moving expenses) were kept within the bounds of the country's possibilities; recourse was not had to technical backup assistance other than that available in situ, and then only for a short time (12 months). Thus the efficiency of a purely national operation can be optimized if it has full support and the permanent backing of senior personnel who, fired by the desire to succeed, remove the obstacles and use the technology proposed, adapting it to the sociocultural context.

8.3. Other lessons learned from the operation indicate that the directives given to those involved, however clear and timely they were, needed to be tested before their effective implementation, thereby avoiding lengthy hesitations giving rise to considerable delays in the implementation schedule. In addition, strengthening the capacity of the personnel responsible for the execution of the program by training them in the techniques of the operation and the evaluation of skills and abilities deserved to be taken into account in planning the program. This would have made them competent to conduct the operation and would have ensured that the objectives, strategies and operational plans were understood and approved.

8.4. The facts noted regarding low enrollment secondary schools (less than 100 pupils), especially in rural areas, and their ensuring costliness in terms of personnel resources, calls for a carefully drawn up secondary school map, given that such schools have a chronically low enrolment ratio.

8.5. The execution of the redeployment operation involved the mobilization of additional internal resources, the adoption of a concerted strategy of action, compliance with contractual accompanying measures, and transparency of decision-making. Designed and put into effect as it was in the context of a policy of "no class without a teacher, no teacher without a class", this operation called for a detailed analysis of personnel surpluses and shortages by levels of education and post localities, foreseeable changes (retirements, voluntary suspensions, etc.) and numerous study missions and in situ explanations.

8.6. In its strategy and execution, the redeployment was just as much a political operation as a technical one. But the role of leadership was assumed by the political authorities, who by their personal involvement at all stages and their unfailing support of the personnel responsible for the execution of the program enabled the obstacles to be overcome, thereby winning the support even of those who were initially opposed to the idea. The operation, though socially and politically delicate, was brought to a successful conclusion in an original manner and to the satisfaction of the population and the funding agencies of ESAP. Its principal feature was the reestablishment of the normal working of the structures of human resources management. Its positive impacts

are reflected in a new popularity of the school, a strong demand for enrolment, a higher degree of community participation, and an increasingly conscientious quest for educational quality among both senior personnel and teachers themselves.

### *Key factors of success*

8.7. The key factors of success lay firstly in the government's manifestation of political determination (notably the concern of the Head of State and the MPUE-VT. Minister's personal prestige and thorough knowledge of the field), secondly in the general mobilization of all those engaged in education and in on-the-spot technical assistance from outside sources, and lastly in the way the operation was conducted. In carrying out such a sensitive and delicate operation, it was important to favor:

(a) A participative approach to the clarification of the issues involved, the design of the operation, its priorities, and its methodological principles.

(b) A consensual approach in respect to information and awareness, aimed at explaining the ins and outs of the operation to the target groups and avoiding presenting them with a *fait accompli*.

(c) Administrative rigor, combined with a sound psychological knowledge of real local conditions.

(d) Rigorous work, support and careful monitoring by the management structures and by the administrative authorities responsible at all stages of the operation.

### *Continuity and sustainability of the operation*

The period following the redeployment (1993-1995) was devoted to the production of the management instruments necessary for the consolidation of its results (revision of the professional categories of the Ministry and of decentralized structures, computerization of the personnel department, mapping of posts). The continuity and sustainability of the operation will henceforth be ensured by a system of job and post management in which the initial and on-going training of all catego-

ries of personnel will be increasingly brought into line with intakes, departures, careers and jobs.

8.9. Such a system of human resource management will make it possible to:

(a) Constitute, for each stage of education and each decentralized structure, an employment record showing the number and type of jobs available.

(b) Ensure greater transparency and firmness in individual and collective personnel management.

(c) Make available to the decentralized administration a method for forecasting jobs, thereby enabling them to prepare the mapping of the corresponding posts.

(d) Have an accurate knowledge of the 'cost' of the education system in terms of established posts, and their distribution among the various schools and departments, with a view to making optimum use of them.

(e) Predict post vacancies and deduce the consequences as they affect personnel management and recruitment.

(f) Reorganize the annual movement of employees so as to match the posts to which they are assigned to their personal preferences.

8.10. Such an approach will be made in the context of the implementation of the second program of reform of the education system (ESAPII) covering the period 1995-2000. This new program will be undertaken as an 'investment project' with the support of several financial partners. One of its objectives will be to strengthen the management of the education system, so the efficient use of human resources will be an essential component in attaining the qualitative and quantitative objectives set by the Declaration of Educational Policy for the year 2000.

## **ANNEX 1 – PERSONNEL STRUCTURE**

- Table 1.1: Teaching personnel before redeployment, 1990-1991
- Table 1.2: Nonteaching personnel before redeployment, 1990-1991
- Table 1.3: Teaching personnel placed in new categories after redeployment, 1993-1994

Table 1.1: Teaching personnel before redeployment, 1990-1991

| Category     | Monitors | AT<br>(1) | TS<br>(2) | OT<br>(3) | PTT<br>(4) | Sec.<br>school<br>teachers | STT | Agronomists | Student<br>teachers | TOTAL |
|--------------|----------|-----------|-----------|-----------|------------|----------------------------|-----|-------------|---------------------|-------|
| Grade        |          |           |           |           |            |                            |     |             |                     |       |
| D            | 51       | -         | -         | -         | -          | -                          | -   | -           | -                   | 51    |
| C            | -        | 2675      | 254       | -         | -          | -                          | -   | 38          | -                   | 2967  |
| B            | -        | -         | -         | 1029      | 571        | -                          | -   | 77          | 168                 | 1845  |
| A            | -        | -         | -         | -         | 2          | 3456                       | 226 | 400         | -                   | 4082  |
| <b>TOTAL</b> | 51       | 2675      | 254       | 1029      | 3          | 3456                       | 226 | 515         | 168                 | 8945  |

- (1) Assistant teachers
- (2) Technical staff
- (3) Ordinary primary school teachers
- (4) Technical primary school teachers
- (5) Secondary technical school teachers
- (6) Teachers awaiting qualification and placed in charge of secondary school classes

Table 1.2: Non-teaching personnel before redeployment, 1990-1991

| Category              | Service personnel (1) | Secretaries | Admin clerks | CSFC (2) | ISFC (3) | Civil administrators | TOTAL |
|-----------------------|-----------------------|-------------|--------------|----------|----------|----------------------|-------|
| Grade                 |                       |             |              |          |          |                      |       |
| Contractual employees | 91                    |             |              |          |          |                      | 91    |
| D                     |                       |             |              |          |          |                      | -     |
| C                     |                       | 44          |              |          |          |                      | 44    |
| B                     |                       |             | 18           | 12       |          |                      | 30    |
| A                     |                       |             |              |          | 10       | 13                   | 23    |
| <b>TOTAL</b>          | 91                    | 44          | 18           | 12       | 10       | 13                   | 188   |

(1) Chauffeurs, orderlies, janitors, etc.

(2) Financial controllers

(3) Financial inspectors

Table 1.3: Teaching personnel placed in new categories after redeployment, 1993-1994

| Category     | Primary school teachers | CPMF | Junior secondary School teachers | PESP (2) | Lycée teachers | PET (3) | PEN (4) | Inspectors | TOTAL |
|--------------|-------------------------|------|----------------------------------|----------|----------------|---------|---------|------------|-------|
| Grade        |                         |      |                                  |          |                |         |         |            |       |
| B            | 8313                    | 110  | 1609                             | 571      | -              | -       | -       | -          | 10603 |
| A            | -                       | -    | -                                | -        | 3325           | 226     | 60      | 71         | 3682  |
| <b>TOTAL</b> | 8313                    | 110  | 1609                             | 571      | 3325           | 226     | 60      | 71         | 14285 |

- (1) Teachers supervisors
- (2) Vocational secondary teachers
- (3) Technical secondary school teachers
- (4) Teachers educators in teacher training establishments

## **ANNEX 2 – SURPLUSES AND SHORTAGES BEFORE REDEPLOYMENT**

- Table 2.1: Classroom and supervisory personnel in primary education, 1991-1992
- Table 2.2: Classroom personnel in secondary education, 1991-1992
- Table 2.3: Supervisory personnel in secondary education, 1991-1992

Table 2.1: Classroom and supervisory personnel in primary education, 1991-1992

| <b>RIE</b>             | <b>N° of classes<br/>(1)</b> | <b>Existing<br/>allocation</b> | <b>Non-teaching<br/>school<br/>principals</b> | <b>SPED<br/>(2)</b> | <b>Remainder</b> | <b>Surplus</b> | <b>Shortage</b> |
|------------------------|------------------------------|--------------------------------|---|---------------------|------------------|----------------|-----------------|
| <b>Forest Guinea</b>   | 2331                         | 2206                           | 62  | 77                  | 2067             | 264            | -               |
| <b>Coastal Guinea</b>  | 1851                         | 1437                           | 53  | 45                  | 1339             | 512            | -               |
| <b>Upper Guinea</b>    | 1381                         | 1187                           | 36  | 84                  | 1067             | 314            | -               |
| <b>Middle Guinea</b>   | 2030                         | 2059                           | 35  | 96                  | 1928             | 102            | -               |
| <b>City of Conakry</b> | 1356                         | 1490                           | 84  | 0                   | 1406             | -              | 50              |
| <b>TOTAL</b>           | 8949                         | 8379                           | 270   | 302                 | 7807             | 1192           | 50              |

(1) Number of classes

(2) Sub-prefectoral education delegates

Table 2.2: Classroom personnel in secondary education, 1991-1992

| <b>RIE</b>             | <b>N° of schools</b> | <b>N° of classes</b> | <b>Existing allocation</b> | <b>Regularized allocation</b> | <b>Surplus</b> | <b>Shortage</b> |
|------------------------|----------------------|----------------------|----------------------------|-------------------------------|----------------|-----------------|
| <b>Forest Guina</b>    | 62                   | 373                  | 843                        | 662                           | 181            | -               |
| <b>Coastal Guina</b>   | 50                   | 387                  | 1098                       | 659                           | 439            | -               |
| <b>Upper Guinea</b>    | 30                   | 233                  | 526                        | 397                           | 129            | -               |
| <b>Middle Guinea</b>   | 55                   | 356                  | 795                        | 602                           | 193            | -               |
| <b>City of Conakry</b> | 27                   | 491                  | 1221                       | 842                           | 379            | -               |
| <b>TOTAL</b>           | 224                  | 1840                 | 4483                       | 3162                          | 1321           | -               |

Table 2.3: Supervisory personnel in secondary education, 1991-1992

| RIE             | N° of schools    | N° of classes | Existing allocation | Regularized allocation | Surplus to be allotted to classroom teaching | Shortage to be filled |
|-----------------|------------------|---------------|---------------------|------------------------|--|-----------------------|
|                 | Junior secondary | Lycées        |                     |                        |  |                       |
| Forest Guinea   | 53               | 9             | 239                 | 186                    | 53   | -                     |
| Coastal Guinea  | 36               | 14            | 233                 | 197                    | 36   | -                     |
| Upper Guinea    | 21               | 9             | 144                 | 109                    | 35   | -                     |
| Middle Guinea   | 42               | 13            | 207                 | 159                    | 48   | -                     |
| City of Conakry | 20               | 7             | 231                 | 239                    | -  | 8                     |
| <b>TOTAL</b>    | 172              | 52            | 1054                | 890                    | 172  | 8                     |

**ANNEX 3 –  
DECISION-MAKING TABLES SETTING STANDARDS FOR  
CLASSES AND PERSONNEL ALLOCATIONS**

- Table 3.1: Norms for opening and closing of primary school classes
- Table 3.2: Norms of allocation of personnel in primary schools
- Table 3.3: Norms of allocation of administrative personnel in secondary schools

Table 3.1: Norms for opening and closing of primary school classes

| DIVISIONS         |                                      |  |                                  |                                   |
|-------------------|--------------------------------------|--|----------------------------------|-----------------------------------|
| Zone              | Opening<br>(1)                       | Closing<br>(2)   | Subdivision<br>(3)               | Multigrading or<br>merging<br>(4) |
| <b>Rural</b>      | Demand > 20<br>Multigrade class > 30 | Normal class<br>(less than 15 pupils)<br><br>Multigrade class<br>(less than 20 pupils) |                                  | Pupil total < 40                  |
| <b>Semi-rural</b> | Demand > 30                          |  |                                  | Less than 30 pupils<br>per class  |
| <b>Urban</b>      |                                      |  | More than 60 pupils<br>per class | Less than 30 pupils<br>per class  |

- (1) Creation of a class for a grade when no class yet exists for that grade
- (2) Closing of a single class corresponding to a given grade
- (3) Creation of an extra class corresponding to a given grade
- (4) Closing of a class and redistribution of its pupils

**Table 3.2: Norms of allocation of personnel in primary schools**

| <b>Size of school</b> | <b>Teaching principal</b> | <b>Non-teaching principal</b> | <b>Classroom teacher</b> | <b>Replacement teacher</b> | <b>Janitor</b> | <b>Secretary/ record keeper</b> |
|-----------------------|---------------------------|-------------------------------|--------------------------|----------------------------|----------------|---------------------------------|
| <b>1-5 classes</b>    | 1                         | -                             | 0,4                      | -                          | Urban areas    | -                               |
| <b>6 classes</b>      | -                         | 1                             | 6                        | 1<br>(the principal)       | "-             | -                               |
| <b>7-12 classes</b>   | -                         | 1                             | 7 -> 12                  | 2                          | "-             | 1                               |
| <b>19-24 classes</b>  | -                         | 1                             | 13 -> 18                 | 3                          | "-             | 1                               |
| <b>19-24 classes</b>  | -                         | 1                             | 19 -> 24                 | 4                          | "-             | 1                               |

Table 3.3: Norms of allocation of administrative personnel in secondary schools

| Size of school<br>(n° of pupils) | Principal | Director | Guidance<br>counsellor                        | General<br>supervisor | Supervisor | Secretary/<br>Librarian |
|----------------------------------|-----------|----------|---|-----------------------|------------|-------------------------|
| < 100                            | 1         | -        | One itinerant<br>counsellor per<br>600 pupils | -                     | 1          | -                       |
| de 100<br>à 200                  | 1         | -        |   | -                     | 1          | 1                       |
| de 200<br>à 400                  | 1         | -        |   | 1                     | 1          | 1                       |
| de 400<br>à 600                  | 1         | -        | 1   | 1                     | 2          | 1                       |
| de 600<br>à 1000                 | 1         | 1        | 2   | 1                     | 2          | 1                       |
| de 1000<br>à 1500                | 1         | 1        | 2   | 1                     | 3          | 2                       |
| > 2000                           | 1         | 1        | 2   | 1                     | 4          | 2                       |

**ANNEX 4 –  
GENERAL RECAPITULATION OF  
THE RESULTS OF REDEPLOYMENT**

- Table 4.1: Numbers redeployed, 1992-1993
- Table 4.2: Situation of classroom personnel in primary schools
- Table 4.3: Situation of classroom personnel in secondary schools

Table 4.1: Numbers redeployed, 1992-1993

| RIE             | TYPE OF REDEPLOYMENT                            |             |  |             |  |             |
|-----------------|---|-------------|--|-------------|--|-------------|
|                 | Vertical redeployment from secondary to primary |             | Geographical redeployment of surpluses |             | Specific redeployment from other posts to classroom duties |             |
|                 | Scheduled                                       | Implemented | Scheduled                              | Implemented | Scheduled  | Implemented |
| Forest Guinea   | 217   | 174         | 362                                    | 161         | 19   | 11          |
| Coastal Guinea  | 153   | 151         | 178                                    | 391         | 47   | 47          |
| Upper Guinea    | 83  | 101         | 89                                     | 66          | 32   | 31          |
| Middle Guinea   | 101   | 118         | 158                                    | 157         | 27   | 27          |
| City of Conakry | 149   | 160         | 162                                    | 189         | 74   | 46          |
| <b>TOTAL</b>    | 703   | 704         | 949                                    | 964         | 199  | 162         |

**Table 4.2: Situation of classroom personnel in primary schools**

| RIE             | N° of classes | Alloc. 1991-1992 | Non teaching principal | DPSP (1)   | Situations statutorily regularized |           |             |            | Remainder   | IPR alloc. (4) | Surplus (5) | Needs (6) | Observation  |
|-----------------|---------------|------------------|------------------------|------------|------------------------------------|-----------|-------------|------------|-------------|----------------|-------------|-----------|--------------|
|                 |               |                  |                        |            | Incapacitated (2)                  | Detached  | In training | Others (3) |             |                |             |           |              |
| Forest Guinea   | 2331          | 2206             | 62                     | 77         | 60                                 | 14        | 8           | 0          | 1985        | 346            | 114         | 0         | excdt        |
| Coastal Guinea  | 1851          | 1437             | 53                     | 45         | 34                                 | 16        | 27          | 0          | 1262        | 589            | 204         | 0         | excdt        |
| Upper Guinea    | 1381          | 1178             | 36                     | 84         | 32                                 | 21        | 8           | 0          | 997         | 196            | 0           | 57        | déficit      |
| Middle Guinea   | 2020          | 2059             | 35                     | 96         | 38                                 | 36        | 18          | 0          | 1836        | 302            | 43          | 0         | excdt        |
| City of Conakry | 1356          | 1490             | 84                     | 0          | 33                                 | 2         | 23          | 5          | 1381        | 218            | 232         | 0         | excdt        |
| <b>TOTAL</b>    | <b>8949</b>   | <b>8370</b>      | <b>270</b>             | <b>302</b> | <b>197</b>                         | <b>89</b> | <b>84</b>   | <b>5</b>   | <b>7461</b> | <b>1653</b>    | <b>593</b>  | <b>57</b> | <b>excdt</b> |

(1) Sub-prefectoral education delegates

(2) Incapacitated from teaching for health reasons

(3) Replacements of departures among administrative school personnel

(4) Allocation by intra-prefectoral redeployment

(5) Surplus not absorbed

(6) Shortage remaining to be filled

Table 4.3: Situation of classroom personnel in secondary schools

| RIE             | N° of schools | N° of classes | Alloc. 1991-1992 | DEPARTURES       |               |             |           |                    |            | Remain-der  | Reg. Alloc. (1992-1993) (4) | Surplus (5) | Shortage (6) |
|-----------------|---------------|---------------|------------------|------------------|---------------|-------------|-----------|--------------------|------------|-------------|-----------------------------|-------------|--------------|
|                 |               |               |                  | Vert. Redep. (1) | Recon-version | In training | Detached  | Incapa-citated (2) | Others (3) |             |                             |             |              |
| Forest Guinea   | 62            | 373           | 843              | 137              | 51            | 43          | 3         | 0                  | 9          | 595         | 662                         | 68          | 135          |
| Coastal Guinea  | 50            | 387           | 1098             | 101              | 108           | 104         | 18        | 15                 | 45         | 690         | 659                         | 112         | 81           |
| Upper Guinea    | 30            | 233           | 526              | 75               | 44            | 38          | 0         | 0                  | 16         | 346         | 397                         | 53          | 104          |
| Middle Guinea   | 55            | 356           | 795              | 85               | 44            | 54          | 1         | 5                  | 26         | 576         | 602                         | 54          | 81           |
| City of Conakry | 27            | 491           | 1221             | 83               | 79            | 79          | 3         | 26                 | 59         | 863         | 842                         | 159         | 138          |
| <b>TOTAL</b>    | <b>224</b>    | <b>1840</b>   | <b>4483</b>      | <b>481</b>       | <b>326</b>    | <b>318</b>  | <b>25</b> | <b>46</b>          | <b>155</b> | <b>3070</b> | <b>3162</b>                 | <b>446</b>  | <b>539</b>   |

- (1) Vertical redeployment  
 (2) Incapacitated from teaching for health reasons  
 (3) Replacements of departures among administrative school personnel  
 (4) Regularized allocation  
 (5) Surplus not absorbed  
 (6) Shortage remaining to be filled

**ANNEX 5 –  
MODELS OF RECORDS OF  
PUPIL NUMBERS, CLASSROOM AVAILABILITY  
AND CLASSES AT DIFFERENT LEVELS OF EDUCATION**

- Table 5.1: Evolution of pupils numbers
- Table 5.2: Primary school classrooms and classes, 1991-1992
- Table 5.3: Junior secondary school classrooms and classes, 1991-1992

Table 5.1: Evolution of pupils numbers

RIE .....

PEA .....

| Numbers ---><br>Levels of<br>Education | Previous<br>1990-1991 | Present<br>1991-1992 | Average rate<br>of increase | Forecasts<br>1992-1993 |
|--|-----------------------|----------------------|-----------------------------|------------------------|
| Primary                                |                       |                      |                             |                        |
| Junior Sec.                            |                       |                      |                             |                        |
| Lycée                                  |                       |                      |                             |                        |
| TOTAL                                  |                       |                      |                             |                        |

**Table 5.2: Primary school classrooms and classes, 1991-1992**

**RIE .....**

**PEA .....**

| N° | Sous-Préfecture de | Nombre de salles de classe |                |                 | Nombre de groupes pédagogiques |                  |             |         |
|----|--------------------|----------------------------|----------------|-----------------|--------------------------------|------------------|-------------|---------|
|    |                    | Existantes                 | Fonctionnelles | En construction | En activité                    | Privés de maître | A supprimer | A créer |
|    | TOTAL              |                            |                |                 |                                |                  |             |         |

**Table 5.3: Junior secondary school classrooms and classes, 1991-1992**

**RIE .....**

**PEA .....**

| School | Number of classrooms |             |                    | Number of classes |     |            |     |            |     |             |     |       |     |
|--------|----------------------|-------------|--------------------|-------------------|-----|------------|-----|------------|-----|-------------|-----|-------|-----|
|        | Existing             | Operational | Under construction | 7th year A        |     | 8th year A |     | 9th year A |     | 10th year A |     | TOTAL |     |
|        |                      |             |                    | noc               | nop | noc        | nop | noc        | nop | noc         | nop | noc   | nop |
|        |                      |             |                    |                   |     |            |     |            |     |             |     |       |     |

noc: number of classes

nop: number of pupils

**Table 5.4: Upper secondary school (lycée) classrooms and classes, 1991-1992**

**RIE .....**

**PEA .....**

| School | Number of classrooms |             |                    | Number of classes |     |             |     |            |     |       |     |
|--------|----------------------|-------------|--------------------|-------------------|-----|-------------|-----|------------|-----|-------|-----|
|        | Existing             | Operational | Under construction | 11th year A       |     | 12th year A |     | Final year |     | TOTAL |     |
|        |                      |             |                    | noc               | nop | noc         | nop | noc        | nop | noc   | nop |
|        |                      |             |                    |                   |     |             |     |            |     |       |     |
|        |                      |             |                    |                   |     |             |     |            |     |       |     |

noc: number of classes

nop: number of pupils

Table 5.5: Primary school teachers, 1991-1992

RIE .....

PEA .....

| N° | Sub-prefecture | Assigned to classes | Assigned to replacement | Non teaching principals (1) | Other Functions (2) | On detachment (3) | Sick (4) | In training at CPFC (5) | Retired | TOTAL |
|----|----------------|---------------------|-------------------------|-----------------------------|---------------------|-------------------|----------|-------------------------|---------|-------|
|    |                |                     |                         |                             |                     |                   |          |                         |         |       |
|    |                |                     |                         |                             |                     |                   |          |                         |         |       |
|    | TOTAL          |                     |                         |                             |                     |                   |          |                         |         |       |

- (1) Non-teaching primary school principals ad sub-prefetoral education delegates
- (2) Teachers acting as school secretaries or record keepers
- (3) Only teachers on detachment to departments other than education
- (4) Persons on sick leave of long duration
- (5) Average number of trainees in Prefetoral Further Training Center during the year

**Table 5.6: General secondary school teachers, 1991-1992**

**RIE .....**

**PEA .....**

| N° | Category | Secondary school teacher | O.T.            |                     |             | A.T.<br>(3) | Monitors | Student teacher<br>(4) | TOTAL |
|----|----------|--------------------------|-----------------|---------------------|-------------|-------------|----------|------------------------|-------|
|    |          |                          | Profiled<br>(1) | Non-profiled<br>(2) | In training |             |          |                        |       |
|    | TOTAL    |                          |                 |                     |             |             |          |                        |       |

- (1) Ordinary primary school teachers trained in teacher training establishments which train junior secondary school teachers (ENSEC and ENI Macenta and Faranah); ordinary primary school teachers who have received further training in French and mathematics (CPL2)
- (2) Ordinary primary school teachers trained as such but teaching in junior secondary schools
- (3) Assistant teachers (AT) include all those trained for primary school teaching and trainee primary school teachers placed in the AT category
- (4) Students not yet qualified and placed in charge of secondary school classes

Table 5.7: General secondary school teachers to be reconverted, 1991-1992

RIE .....

PEA .....

| N° | Category | Agronomists / Veterinarians |                              |                    | Farming and livestock specialists |                              |                    | TOTAL |
|----|----------|-----------------------------|------------------------------|--------------------|-----------------------------------|------------------------------|--------------------|-------|
|    |          | Recon-<br>verted            | In course of<br>Reconversion | Non<br>reconverted | Recon-<br>verted                  | In course of<br>Reconversion | Non<br>reconverted |       |
|    | TOTAL    |                             |                              |                    |                                   |                              |                    |       |

**Table 5.8: Nominative list of general secondary school personnel  
to be redeployed or reconverted, 1991-1992**

**RIE .....**

**PEA .....**

| Registration<br>Number | Full name | Subjects taught | Date of birth | Total length<br>of service | Length of service<br>in present school | Workload<br>(hours per week) | Observations<br>(1) |
|------------------------|-----------|-----------------|---------------|----------------------------|--|------------------------------|---------------------|
|                        |           |                 |               |                            |  |                              |                     |

(1) Indicate

- Professional grade or category
- Grade or class taught
- Echelon