TECHNICAL REPORT
FOLLOW-UP WORKSHOP TO THE CONFERENCE ON CONTRACTUAL TEACHERS

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"FINAL VERSION 1"
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Context and objectives of the workshop

This workshop was part of the follow-up to the November 2004 Bamako Conference organized jointly by ADEA, the World Bank and Education International, with the participation of representatives of teachers’ unions, parent-teacher associations (PTAs), and the education, civil service and finance ministries of 11 African countries. The Bamako Conference had made a substantial contribution to the process of sharing and clarifying the issues and the stakes involved in policy on contractual teachers from the standpoint of Education for All (see Appendix I: Final communiqué of the Bamako Conference).

The question of basic education, raised since the 1990 Jomtien Conference and reaffirmed at Dakar in 2000, puts all countries, particularly African countries, in a new paradigm: in the 21st century, it is absolutely necessary for all children to attend school, irrespective of their family background and living conditions. Education is a fundamental human right that must be secured for all because it is inseparable from human dignity.

All of the countries striving to achieve Education for All (EFA) face huge shortages of teachers that can be overcome only at a very high cost. Worldwide, more than 18 million teachers need to be recruited by 2015, but it is sub-Saharan Africa that faces the greatest challenge, as its teaching force will have to increase by 68% over this period.

The UNESCO Institute for Statistics estimates that more than 1.5 million teaching jobs must be created in sub-Saharan Africa (SSA) to cope with the growth in enrollment, and that at least 3.5 million teachers will have to be trained over the next ten years (EFA Global Monitoring Report 2007, UNESCO/GMR, p. 55).

In addition, it is no longer acceptable to consider basic education as a means of selection and training of an elite class. In the EFA framework, a school providing basic education is also a school of good quality that is supposed to secure a certain number of learning outcomes and success for all.

Viewed in this light, the use of contractual teachers offers a number of opportunities. All the countries that have taken this path have made very significant progress in enrollment (see Appendix II). However, recourse to contractuels undoubtedly entails risks for the quality of the education provided and for the retention and effectiveness of teaching staff.

It emerged from the Bamako consensus in 2004 that the use of contractual teachers is still unavoidable. However, countries need to meet certain minimum criteria for recruitment, training, contracts and working conditions (see Appendix I). It is thus becoming increasingly urgent to implement a framework for resolving questions on the recruitment, training, social protection and career track of such teachers.

The Dakar workshop (see Appendix VI) therefore set a goal of producing preliminary versions of two guiding instruments:

- a framework program for the training and professional development of contractuels;
- a framework document establishing career tracks, opportunities for advancement, guarantees of social protection, and the rights and obligations of contractual teachers.
I. OUTLINE OF A FRAMEWORK PROGRAM FOR THE TRAINING AND PROFESSIONAL DEVELOPMENT OF CONTRACTUALS

The Bamako Conference clearly revealed the need to rethink, clarify and, if necessary, adjust the approaches to and content of training and professional development for contractuals, given their increasing numbers and the need to improve their performance on the job.

The fact is that training of contractuals takes place in a context marked by the need to extract a maximum return from investments in education, in particular by optimizing the qualifications and the utilization of teaching staff.

With a globalization process in which the frontiers of knowledge are constantly changing, the dramatic development of information and communication technology, and a context of scarce resources, African countries are hard pressed to cope with their high population growth and the growing demand for education arising from new challenges: the need for education about democracy, peace, citizenship, the environment, control of sexually transmitted diseases, AIDS, etc.

Training systems for contractuals, which have been adapted to varying degrees to take account of these realities, often do not provide the skills required to perform the job properly. African countries do not yet have a fully defined policy in this regard, particularly where in-service training is concerned. Given the importance of achieving the EFA goals by 2015, identifying appropriate training strategies has become a matter of top priority.

According to a study by the Program of Analysis of Education Systems (PASEC) of the Conference of Ministers of Education in French-speaking Countries (CONFEMEN) on “issues relating to new teachers and learning outcomes”, the teacher plays a preponderant role in the learning process. Viewed in this light, it seems clear that, to inform the analysis and selection of viable teacher training practices, systematic examination should be given to the following:

- the profile of a qualified teacher;
- entry criteria for initial teacher training;
- principles of initial training (IT) and in-service training (IST);
- core skills to be delivered in IT;
- division of the supply of training between IT and IST;
- delivery systems for IT and IST;
- the professional development plan.

1.1 The profile of a qualified teacher

The main characteristics desired in a teacher are teaching aptitude, a professional conscience and the ability to adapt and progress in the environment where he/she is called on to teach. More than any other occupation, teaching requires professionalism: teachers must know how to organize and conduct schooling so as to provide what learners, parents and society expect from an education and training system. However, teachers reach this level of professional skill only if they display the love for teaching, discipline and open-mindedness needed to do the job. In addition to having a proclivity for teaching, they must be capable of becoming
integrated into their teaching environment, setting an example and maintaining good social relations.

In short, a qualified teacher is a professional teacher, capable of:

- planning, implementing and evaluating a sequential lesson plan at all levels of elementary school;
- displaying a good knowledge of practical school administration;
- working as part of a team;
- conducting action research;
- keeping up to date with professional matters;
- becoming integrated into the environment where he/she works;
- observing the rules of professional conduct.

1.2 Entry criteria for initial training

Recruitment criteria should be defined on the basis of three closely related principles:

- **The principle that the teacher’s profile should match the tasks required for the job**
  There is general agreement that teachers should have a good command of the basics (language[s] of instruction, mathematics, sciences of space and time), so that they can help pupils to build their own stock of basic knowledge.

- **The principle of economizing resources and cost-effectiveness**
  IT lasts for only a short period (three, six or nine months), often due to limits on resources and time. This forces policymakers to consider that incoming trainees have acquired the necessary level of academic attainment in their general education, and hence that this material need not be systematically reviewed in IT, which can instead be devoted mostly to purely job-related matters.

- **The principle of rational management of contractuals**
  Right from the moment of recruitment, contractuals should be managed in such a way as to lay the foundations for gradual normalization of their status and careers, beginning with equity in selection.

To ensure objectivity in the recruitment of contractuals, at least three criteria should be considered:

- Level of academic attainment: certificate testifying to four years of post-primary education (*brevet d'études de premier cycle* [BEPC], *brevet de fin d'études moyennes* [BFEM] or equivalent);
- Passing a written test (60%) to check on the candidate’s command of (a) the teaching language(s); and (b) mathematics¹;
- An interview with the recruitment panel² (40%) to check on (a) oral expression, reading and communication in the language(s) of instruction; (b) reasoning ability; (c) motivation; (d) dress.

¹In each country, the government, in conjunction with specialized educational institutions, should develop exercises matching the desired profile.
²The panel is made up of education professionals and social partners (parents, communities, trade unions).

Some countries have conducted experiments that are worth follow ing: in Latin America, for example, communities are in overall charge of recruitment, with administration of the test of academic attainment being delegated to teachers.
The interview with the jury is mainly an opportunity to gauge the candidate’s commitment, open-mindedness, analytical and synthetic reasoning abilities, and most importantly, his or her previous experience and ability to adapt to the environment where he/she will be working.

1.3 Principles of initial and in-service training

Professional training of contractuals is founded on a number of basic principles:

a) General principles

- **The principle of linkage and continuity between IT and IST**
  If IT and IST are to be effective and lead to the acquisition of real professional skills in the medium term, they must be conceived of as a continuum, although it is both possible and necessary to divide up specific tasks and procedures between the two.

- **The principle of dynamic alternation between theory and practice**
  Training of contractuals should provide balanced coverage of the theoretical and practical components, and these components should be mutually reinforcing.

- **The principle of openness and diversification**
  Training programs should be more open, so as to offer richer and more up-to-date content through presentations by resource persons and organizations, and through the diversification of training locations. In this way, contractuals can lay the foundations of an education covering a variety of fields and learning strategies.

- **The principle of involvement**
  This principle can be put into practice by giving responsibility to trainees and through open learning practices, self-assessment and a problem-solving approach for work-related problems. This allows contractuals to develop their teaching skills and thus helps them to mature professionally.

b) Principles specific to IT

- **The principle of having a single training venue**
  Good monitoring and management of the training policy for contractuals require that initial training take place in training institutions officially established for this purpose: teachers’ colleges (écoles de formation d’instituteurs – EFIs), normal schools (écoles normales d’instituteurs – ENIs) and teacher training centers (centres de formation pédagogique – CFPs).

- **The principle of effectiveness of initial training**
  The IT course should last at least six full months, with a training plan and mechanisms to allow trainees to used the time effectively to learn what is actually needed for the job of teaching.

- **The principle of cooperation among training institutions**

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3The use of open learning techniques by contractuals depends both on the skills acquired in initial training and on having a work environment that encourages such techniques.
There should be linkages between theory and practice in the training provided, as well as at the institutional level between teacher training centers and other institutions (i.e., schools of instruction, associated schools or schools belonging to training centers). Such cooperation affirms the shared and interconnected nature of teacher training.

c) **Principles specific to IST**

- **The principle of local training and supervision**
  The use of close-up training and supervision procedures within a given school’s teaching staff or within local and/or province-level teacher study groups (*cellules d’animation pédagogique*) is conducive to the ongoing improvement of contractuals. However, this pre-supposes the availability of people capable of providing such support (school principals, experienced teachers, educational advisers, etc).

- **The principle of relevance**
  The supply of IST becomes appropriate and effective when its development is based directly on practice. Such development should therefore be selective, based on demand from contractuals or on identification of their teaching difficulties and real training needs.

- **The principle of having a variety of training venues**
  The venues where IST is delivered will need to be diversified: teacher training centers, regional training centers, bodies specializing in fields of expertise that teachers might need (NGOs, unions, technical departments, etc.). To reinforce the strategies initiated in IT, the diversification of IST venues aims to establish a process of dialogue and to mobilize institutions and resource persons to meet the training needs of contractuals in a satisfactory manner.

### 1.4 Core skills to be developed in initial training

Core skills are the basic skills that are essential for adequate performance as a teacher. They are therefore defined to correspond closely to the expected profile of the teacher, not in terms of facts about the job to be memorized, but in terms of teaching know-how and professional skills. The specific content of education and teaching courses is useful, to be sure, but it will serve no purpose unless it helps trainees to acquire a sustained ability to organize the teaching space; to plan, conduct and evaluate lessons; and in short to contribute toward the improvement of the school system and the achievement of educational objectives.

In this respect, teacher training institutions will need to break with any tendency to promote encyclopedic accumulation of knowledge, and will need to establish an administrative system, teaching space and learning methods that are apt to develop professional skills. Among other things, the organization and planning of training, adherence to the schedule of activities, building trainees’ sense of responsibility and confidence, and encouragement to the documentation, design, implementation and evaluation of teaching performance in schools of instruction will be essential parts of the effort to instill the desired skills in contractuals. In this way, pedagogical theory can be grounded in practice and vice versa, and contractuals will learn to design and conduct educational activities effectively.
In accordance with these principles and the specific context of each country, training could aim for the acquisition of basic skills in the four main subject areas below:

Subject area I: Pedagogy and didactics
- **Basic skill 1**
  Develop a sequential lesson plan (weekly, monthly, quarterly, annual) or other means of planning out teaching and learning activities.
- **Basic skill 2**
  Construct, implement and evaluate a teaching/learning sequence for a given grade.
- **Basic skill 3**
  Be able to read, write and teach in the languages of instruction.

Subject area II: Environment, population and sustainable development
- **Basic skill 4**
  Develop communication and social mobilization strategies to address development, population and environmental problems (health, maternal and child care, the fight against drugs, against sexual transmitted diseases, HIV/AIDS, etc.).

Subject area III: Documentation, research and professional development
- **Basic skill 5**
  Conduct a research project to resolve a work-related problem or local community problem.
- **Basic skill 6**
  Design and implement an individual professional development plan.

Subject area IV: Legislation and code of conduct governing the teaching profession
- **Basic skill 7**
  Develop and maintain relations of mutual respect and trust with the education community (pupils, other teachers, parents, etc.) and the government, in accordance with the ethical code of the profession and the laws and regulations in force.
### 1.5. Proposed division of the supply of training between IT and IST

<table>
<thead>
<tr>
<th>Subject area</th>
<th>Basic skill</th>
<th>Delivered in initial training</th>
<th>Delivered in in-service training</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I. Pedagogy and didactics</strong></td>
<td><strong>Basic skill 1</strong>&lt;br&gt;Develop a sequential lesson plan (weekly, monthly, quarterly, annual) or other means of planning out teaching and learning activities.</td>
<td>- Subject-specific didactics and evaluation of learning outcomes&lt;br&gt;- General teaching methods&lt;br&gt;- Teaching methods design, implementation and evaluation of strategies for running a class&lt;br&gt;- Child psychology&lt;br&gt;- Evaluation of learning outcomes&lt;br&gt;- Bilingual teaching&lt;br&gt;- ICT</td>
<td>- Subject-specific didactics&lt;br&gt;- General teaching methods&lt;br&gt;- Teaching methods design, implementation and evaluation of strategies for running a class&lt;br&gt;- Child psychology&lt;br&gt;- Teaching in African languages&lt;br&gt;- Bilingual teaching&lt;br&gt;- ICT</td>
</tr>
<tr>
<td></td>
<td><strong>Basic skill 2</strong>&lt;br&gt;Construct, implement and evaluate a teaching/learning sequence for a given grade.</td>
<td>- Subject-specific didactics and evaluation of learning outcomes&lt;br&gt;- General teaching methods&lt;br&gt;- Teaching methods design, implementation and evaluation of strategies for running a class&lt;br&gt;- Child psychology&lt;br&gt;- Evaluation of learning outcomes&lt;br&gt;- Bilingual teaching&lt;br&gt;- ICT</td>
<td>- Subject-specific didactics&lt;br&gt;- General teaching methods&lt;br&gt;- Teaching methods design, implementation and evaluation of strategies for running a class&lt;br&gt;- Child psychology&lt;br&gt;- Teaching in African languages&lt;br&gt;- Bilingual teaching&lt;br&gt;- ICT</td>
</tr>
<tr>
<td></td>
<td><strong>Basic skill 3</strong>&lt;br&gt;Be able to read, write and teach in the languages of instruction.</td>
<td>- Subject-specific didactics and evaluation of learning outcomes&lt;br&gt;- General teaching methods&lt;br&gt;- Teaching methods design, implementation and evaluation of strategies for running a class&lt;br&gt;- Child psychology&lt;br&gt;- Evaluation of learning outcomes&lt;br&gt;- Bilingual teaching&lt;br&gt;- ICT</td>
<td>- Subject-specific didactics&lt;br&gt;- General teaching methods&lt;br&gt;- Teaching methods design, implementation and evaluation of strategies for running a class&lt;br&gt;- Child psychology&lt;br&gt;- Teaching in African languages&lt;br&gt;- Bilingual teaching&lt;br&gt;- ICT</td>
</tr>
<tr>
<td><strong>II. Environment, population and sustainable development</strong></td>
<td><strong>Basic skill 4</strong>&lt;br&gt;Develop communication and social mobilization strategies to address development, population and environmental problems.</td>
<td>- Leadership techniques&lt;br&gt;- Strategies for combating STDs and HIV/AIDS&lt;br&gt;- Gender approach to education&lt;br&gt;- Education in rights and values&lt;br&gt;- ICT</td>
<td>- Communication and social mobilization techniques&lt;br&gt;- Strategy for combating STDs and HIV/AIDS&lt;br&gt;- Gender approach to education&lt;br&gt;- Education in rights and values&lt;br&gt;- ICT</td>
</tr>
<tr>
<td></td>
<td><strong>Basic skill 5</strong>&lt;br&gt;Conduct a research project to resolve a work-related problem or local community problem.</td>
<td>- Document-based research methods&lt;br&gt;- Initiation in action research&lt;br&gt;- ICT</td>
<td>- Document-based research methods&lt;br&gt;- Action research methods&lt;br&gt;- ICT</td>
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</tbody>
</table>
This proposed division of training between the initial and in-service phases reflects a progressive approach to the acquisition and reinforcement of professional skills. Although in some cases the same skills are on the program for both phases, it goes without saying that in initial training (preparation for the job of teaching) they are usually acquired only in theory. Opportunities to develop deeper, more mature teaching skills really arise only on the job. Such opportunities cannot really be exploited, however, unless institutional reform of IST is undertaken and contractuals take an active role in improving their skills. Ultimately, the proposed division of the total supply of training indicates how important it is to have a structured, coherent plan for initial training and professional development.

1.6. Delivery systems for initial and in-service training

Professional skills are acquired through several means: the training delivered through official bodies (EFIs, ENIs, provincial inspectorate, etc.), presentations by education specialists, interaction with teachers in service, and open learning. These different levels of training reflect on one another, complement one another, and thus drive the process of connecting theory to practice. It is important to find the right combination of strategies for these different levels (see table below), in both initial and in-service training.

<table>
<thead>
<tr>
<th>Training</th>
<th>Inter-training</th>
<th>Self-training</th>
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<table>
<thead>
<tr>
<th>Basic skill 6</th>
<th>Structure of the elementary education system</th>
<th>Structure of the elementary education system</th>
</tr>
</thead>
<tbody>
<tr>
<td>Develop and maintain relations of mutual respect and trust with the education community (pupils, other teachers, parents, etc.) and the government, in accordance with the ethical code of the profession and the laws and regulations in force.</td>
<td>School system authorities</td>
<td>School system authorities</td>
</tr>
<tr>
<td></td>
<td>School management, relations with the government and communities</td>
<td>School management, relations with the government and communities</td>
</tr>
<tr>
<td></td>
<td>Administrative correspondence</td>
<td>Administrative correspondence</td>
</tr>
<tr>
<td></td>
<td>Rules of professional conduct and ethics</td>
<td>Rules of professional conduct and ethics</td>
</tr>
<tr>
<td>Theoretical training courses</td>
<td>At the level of individual schools: peer learning among teaching staff</td>
<td>Open learning: access to the documentary resources available in the local community</td>
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<td>-------------------------------</td>
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<tr>
<td>Seminars, workshops or conferences organized by school districts, calling on the expertise of secondary-level and university teachers; and of specialized bodies; of technical departments and other partners of the school system</td>
<td>At the level of groups of schools: peer learning in teacher study groups organized to address needs identified by the participating teachers</td>
<td>Preparation for professional exams</td>
</tr>
<tr>
<td>Close-up supervision by the principal⁴, educational adviser and inspectorate</td>
<td>Preparation for professional exams in working groups</td>
<td>Distance training using traditional media (educational journals, newsletters⁵, pedagogical textbooks, etc.) and ICT</td>
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<tr>
<td>Distance training and ICT</td>
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</tbody>
</table>

⁴Pole 1 found the school principal to be the person most responsible for close-up supervision, and consequently recommends that greater importance be attributed to the principal’s role.

⁵A major lacuna in the training of contractuals is the lack of educational journals and newsletters at country level, and of newsletters to exchange information between countries at subregional level.
1.7. The individual professional development plan

The Bamako Conference called for an initial training period of at least six months, followed by a professional development plan that includes in-service training and various teaching supports targeting in-service needs. To this end, the follow-up workshop proposed a tool – the “career file” – to help the teacher-trainee develop and implement this plan.

The career file should start at the beginning of initial training and follow contractuals throughout their careers. It is an essential tool for professional advancement that helps contractuals to identify their needs during initial training and then meet them through in-service training. To fill out the career file and implement their professional development plans, contractuals need good support, particularly during the first five years of their careers. During this period, the involvement of teacher training centers, EFIs and ENIs may be critical to a successful transition between initial and in-service training.

These training centers should work through school principals, inspectors and educational advisers, or whatever authority oversees the career file directly. Such involvement would lead teacher training centers to be attentive to the needs of “beginner” contractuals and to stay well informed of the difficulties they face.

_The Dakar follow-up workshop therefore proposes that the “career file” be made up of the following:_

**During IT:**
- Tracking sheet on the trainee’s skills and difficulties, completed by the teacher training center, EFI or ENI and the school of instruction;
- Log kept by the trainee;
- Assessment (descriptive and forward-looking) made at the end of initial training to identify the trainee’s short- and medium-term IST needs (drawn up jointly by the trainee, the training center, EFI or ENI, and the annex school);
- Evolving IST plan for the first five years of employment (with proposed priorities for the first year).

**During IST:**
- Self-appraisal report by the contractual (classroom practice; IST seminars, workshops and conferences attended; actions in the local community);
- Support plan negotiated between bodies that employ contractuals and IT/IST institutions;
- Annual IST action plan: each contractual will receive credit for 90 hours of IST per year (the five-year training plan is updated annually).

1.8. Recommendations

- On the recruitment question, and particularly in order to give proper weight to academic selection criteria, each country’s government, in conjunction with institutions specializing in education, should develop exercises matching the desired profile. Similarly, to ensure equitable recruitment, a panel of education professionals and social partners (parents, communities, unions) should be formed to select candidates for a teaching post;
- Training should be conceived of as a continuum encompassing both initial and in-service training. In other words, initial training lays a foundation of the minimum required skills, to be supplemented and reinforced through a professional development program;

- In carrying out the training plan, trainers should take care to use the innovative teaching and learning methods that the contractuals themselves will be using in the classroom (activity-based instruction, working in small groups, classroom presentations, working in sections, diversification of training venues, etc.). Teachers have a natural tendency to reproduce the strategies used in their own preparation for the teaching profession;

- Certification of initial training is essential for recognition of contractuals’ experience; certification serves as a means of both assessing basic skills and identifying further training needs;

- Contractuals should be deployed with all the basic materials and teaching supports (teacher’s guides, legislation, official programs, etc.) liable to provide information on their job;

- Given the importance of open learning and self-training, proper conditions for these activities should be created by endowing teacher training centers, EFIs, and ENIs with ample libraries, teaching documentation rooms and resource centers;

- As knowledge and technology are constantly changing, training must be an ongoing, dynamic process. The challenge will be to instill in contractuals, right from their initial training, the skills needed for research, documentation and updating their know-how;

- In the IST process, the principal should be the person directly responsible for close supervision. To this end, his/her role should be expanded and recognized in several ways, including building of his/her capacity for teaching, monitoring and evaluation of learning outcomes, and through substantial measures to provide motivation;

- Measures should be taken to ensure and support contractuals’ professional development during their first five years of service: institutionalization of a given period of IST per year, an allowance for transport and/or participation in teaching-related courses, seminars and meetings, certification of training attendance and outcomes, etc.
II. OUTLINE OF A FRAMEWORK DOCUMENT ON THE EMPLOYMENT, SOCIAL PROTECTION AND CAREER MANAGEMENT OF CONTRACTUALS

This outline is intended as a first step in the development of a reference guide for detailed, appropriate treatment and implementation of hiring and employment procedures for contractuals.

One of the major challenges noted at Bamako in 2004 was how to secure the occupational, social and moral rights of this steadily growing category of teachers, in order to create the conditions needed for them to perform their mission properly and contribute to the stability of educational systems, for which they constitute a resource of the first importance.

Individual countries’ experiences in this regard, both positive and negative, can be used, along with international statutes and conventions on labor and employment law, as a basis for strategies to improve and gradually revise hiring and employment procedures.

This outline of the framework document is in two parts:
- Current practice with regard to the employment contracts and deployment of contractuals;
- Basic principles, terms of employment and specific recommendations.

2.1. Current practice with regard to employment contracts and deployment of contractuals

2.1.1 Brief overview of regulatory provisions

Virtually all of the countries that participated in the Bamako Conference have regulations, codified to varying degrees, governing the hiring and employment of contractual teachers.

Depending on the characteristics of and constraints facing each country, a number of configurations are found (see exchanges of country experiences, Bamako Conference):

- Hiring conditional on the candidate’s having at least a junior secondary school certificate;
- Commitment to work for a period of four years after a training period lasting three to six months;
- Creation of a legal framework and an agency for the promotion of community initiatives;
- The possibility (currently or after reforms in progress) for contractuals to join the civil service;
- Contracting of teachers by local communities in countries engaged in gradual decentralization, notably in post-conflict (reconstruction) situations and in areas where contractual teachers, recruited to teach in schools in the bush, are paid by PTAs;
- Social welfare support (room and board, etc.) provided by host communities.

2.1.2 Shortcomings in contractuals’ terms of employment and social protection

Many efforts have been made to establish hiring, pay and social protection systems for contractuals, but observers have also noted a number of shortcomings which, without appropriate corrective measures, could undermine the policy on contractuals or at least reduce its impact very substantially:
- The “discretionary quota” (quota sécuritaire) in certain countries – a mechanism that consists of recruiting through discretionary authority instead of competitive examinations – is growing increasingly large and detracts from the image of contractuals;
- Low wage levels and, most importantly, the wage inequality between contractuals and civil servant teachers doing the same work give rise, in many cases, to permanent discontent;
- The fact that many countries have neither a coordinated plan of professional advancement nor a well-developed system of social protection for contractuals and offer difficult working conditions (a stark school environment, little in the way of teaching materials and documentation, etc.), gives rise to deep-seated frustration among contractuals;
- Lastly, in most cases, late or irregular payment of salaries seriously disturbs the performance of job-related tasks.

Given these shortcomings, which basic principles, terms of employment and recommendations should be adopted, taking into consideration international statutes and conventions on the one hand, and the specific conditions found in African countries on the other?

2.2 Basic principles, terms of employment and specific recommendations

2.2.1 Basic principles on employing contractuals

According to Article 23 of the 1948 Universal Declaration of Human Rights, “Everyone has the right to work, to free choice of employment, to just and favorable conditions of work and to protection against unemployment”. Thus, not only does everyone have the right to work, but this work must be carried out under decent conditions. To meet this challenge, the ILO, at the time of its founding, devised a system of international labor standards covering all work-related issues through conventions and recommendations. Conventions concerned specifically with the situation of teachers include:

- C87, of 1948, on freedom of association and protection of the right to organize;
- C98, of 1949, on the right to organize and collective bargaining;
- C100, of 1951, on equal remuneration;
- C111, of 1958, on discrimination.

The ILO has set an agenda for decent work so that everyone will be able to obtain a decent job through the promotion of social dialogue, social protection, job creation and observance of international labor standards. The 1966 ILO-UNESCO Recommendation concerning the Status of Teachers can serve as the benchmark definition of the minimum terms of employment for contractual teachers.

In order to reach the goal of universal primary education in 2015, it will be necessary to hire 18 million teachers worldwide. For this reason, the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel encourages countries to initiate education system reforms to recruit as many teachers as possible, without civil servant status but in compliance with international labor standards. This will offer the advantage of greater flexibility in hiring teachers while staying in compliance with the law.

As the Bamako Conference made recommendations along the same lines, it is necessary to define a number of minimum terms of employment for contractuals.
2.2.2. Terms of employment

Following on from the Bamako recommendations, the Dakar workshop recommended a number of minimum conditions.

2.2.2.1  The state should fulfill its responsibilities by defining and enforcing the following conditions of employment for contractuals:

- a minimum level of academic attainment equal to four years of post-primary education, attested by a certificate;
- initial basic training lasting for six full months;
- regular pay at a level at least equal to the minimum wage.

See 1966 ILO-UNESCO Recommendation, Title III (Guiding Principles), Paragraph 5: “The status of teachers should be commensurate with the needs of education as assessed in the light of educational aims and objectives; it should be recognized that the proper status of teachers and due public regard for the profession of teaching are of major importance for the full realization of these aims and objectives.”

2.2.2.2. The teacher should not be in an unstable employment situation. The system must be in strict compliance with national and international labor legislation on recruitment, training, pay and the guarantee of decent work.

See 1966 Recommendation, Title VII, Paragraph 45: “Stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of the teacher and should be safeguarded even when changes in the organization of or within a school system are made.”

2.2.2.3. The probationary period should not exceed two years, and this condition should be formalized in a limited-term employment contract (see Appendix III, “Education volunteers in Senegal”).

The probationary period is a trial period agreed between the parties to allow the teacher to prove his/her ability to meet the contractual obligations and to allow the employer to evaluate its level of satisfaction with the teacher’s performance. The term used to designate this period may vary across countries.

During this period, each party is free to end the employment relationship with no prior notice. (See Appendix IV-1, “Standard contract for engagement on a trial basis”.)

2.2.2.4. If the probationary period is satisfactory for both parties, an open-ended contract should be concluded to govern the continued relationship between the teacher and his/her employer; the latter may be the central government, a local authority, a devolved central government body or community organization. (See Appendix IV-2, “Standard open-ended employment contract”.)

2.2.2.5. The teacher should have social security protection including at least medical coverage and retirement pension.

See 1966 Recommendation, Title XI (Social Security), Paragraph 125: “All teachers, regardless of the type of school in which they serve, should enjoy the same or similar social security protection.”
2.2.2.6. A career track offering sufficient incentives should be established. This means that the various possible stages in a teacher’s career are known to the teacher and provide sufficient motivation: conditions for promotion, job-related examinations, pay and possible changes of status.

A number of specific recommendations can be made to ensure that the above conditions are met.

2.3 Recommendations

- Countries having two recruitment procedures (direct recruitment into the civil service and recruitment of contractual teachers) are advised to plan on phasing out the former by 2012.

- Along with standardizing recruitment of contractuels, countries will need to gradually increase the size and quality of the teaching force in order to achieve EFA in 2015.

- Teachers’ unions and other stakeholders should be involved in setting education policy and in seeking consensual solutions. See 1966 Recommendation, Title VII: Employment and Career, Paragraph 38, “In collaboration with teachers’ organizations, policy governing recruitment into employment should be clearly defined at the appropriate level...”

- Each country, based on its situation and the constraints it face, should consider social protection measures, looking primarily to build on existing experiences (health, housing and consumer mutual associations, local civil service, agency to promote local initiatives, etc.).

- Countries should take care to ensure that salaries are indexed and fair, balancing estimates of the number of teachers required against disposable national resources.
RECOMMENDATIONS FOR FOLLOW-UP

At the end of the workshop, the participants emphasized the complexity and importance of the process that has been initiated. The workshop’s main recommendation is to draft, through a participatory process, a subregional framework program on recruitment, training, professional development, hiring, employment and social protection of contractuals.

For efficient implementation of the subregional participatory process, a number of recommendations were made on organizational, operational and strategic matters:

- Finalization and dissemination of the assessment of the implementation of the Bamako Conference consensus, conducted under the aegis of ADEA and Education International;

- Availability of structured, accurate data on contractuals in each country (legislation and executive orders relating to recruitment, hiring and employment policy; a detailed definition of the skills and knowledge to be acquired in initial and in-service training; personnel management statistics, etc.);

- Use and take-up of the proposed framework documents according to actual conditions in each country;

- Dissemination of the proposed framework documents to all organizations involved in the use of contractuals – particularly training institutions (EFIs and ENIs); ministries of education, finance and the civil service; teachers’ unions; and PTAs – in order to elicit their participation in developing a framework program;

- Regular meetings of national consultative bodies bringing together government authorities, teachers’ unions, PTAs and development partners;

- Study and adjustment of practice regarding contractuals based on consensually developed technical reference documents on the skills and knowledge required;

- Regular publication of educational journals and newsletters at country level, and newsletters to exchange information at the regional level;

- Facilitation of sharing and dialogue between countries through systematic documentation and summaries of country experiences for dissemination to other countries;
APPENDICES

I. Final communiqué of the Bamako Conference

II. Gross enrollment ratios

III. Education volunteers in Senegal: an example of career plan management for contractuals

IV. Standard contracts for contractuals

V. List of workshop participants
APPENDIX I

FINAL COMMUNIQUE OF THE BAMAKO CONFERENCE

The Bamako conference on contractual teachers took place from 21 to 23 November 2004. It was jointly organized by ADEA, the World Bank, Education International and the Mali Ministry of Education, and brought together representatives of the Ministries of Education, Finance, Employment and the Civil Service, as well as leaders of teacher unions and PTAs in 12 countries: Benin, Burkina Faso, Cameroon, Congo, Guinea, Madagascar, Mali, Mauritania, Niger, Senegal, Chad and Togo. Also attending were representatives of various development agencies and groups from civil society: CIDA, AFD, AIF, ADB, ILO, CONFEMEN, French Cooperation, GTZ, IIEP, ERNWACA, SDC, UNICEF, UNESCO/IICBA, UQAM, ISSE/Guinea, and CRIFPE of the University of Laval.

The three days of discussion, informed by the data and findings of research, allowed participants to broaden and deepen their exchanges on the challenge of establishing the new category of contractual teachers.

It was noted that:

- The experiments are occurring in contexts of transition in which it is hoped that improved resources will allow them to move beyond this stage;
- These new teachers, recruited by countries facing both limited resources and enormous enrollment needs, have helped them make substantial progress toward education for all;
- But the great disparities in salary between one category of teacher and the next carry a great risk of staff turnover, disaffection and frustration;
- The training these teachers received, which raised many questions about their qualifications and quality of performance, warrants further attention.

For these reasons, and while giving due consideration to the diversity of national situations, the Conference highlighted certain recommendations concerning the recruitment, training, working conditions and future prospects of contractual teachers, to take account of the following:

- Ensuring that the level – BEPC or more – the recruitment conditions and selection through testing would guarantee that standards meet those of a primary school teacher;
- Ensuring that initial training of at least six months would be followed by a professional development plan that includes continuing education and various teaching supports targeting in-service needs;
- Offering an indeterminate contract that includes career planning, promotion opportunities, social protection, and the rights and obligations in accordance with the law;
- An effort to provide a fair salary that would provide a decent livelihood while still being compatible with the resources of the country and the obligation towards equity and thus education for all;
- To manage the simultaneous existence of different categories of teachers by standardizing recruitment, initial training and continuing education so as to gradually reduce disparities while also anticipating special conditions arising from constrained growth;
- To structure and regulate the planned transition in keeping with improvements in internal and external resources so that there is a gradual convergence of salaries in the different categories –
while also taking account of the enormous needs in recruitment and financial sustainability in a context of implementing a complete, universal primary education for all children;

- Promoting social recognition and appreciation of the teaching corps at national and international level.

More internal effort to mobilize resources will be needed to translate these recommendations into action; the resources must be used more effectively and be allocated to education and, especially, primary education. It is also necessary that commitments made by the international community should give rise to increased aid at the same level as the needs identified.

The participants were pleased with the quality of discussion, the consensual results and the commitment from everyone to work toward conditions allowing the fulfillment of quality education for all. They thanked the organizers as well as the Malian government for its generous hospitality. Finally, they enjoined the participants to extend and deepen the dialogue at the national level, and to involve all the stakeholders.

Bamako
23 November 2004
APPENDIX II

GROSS ENROLLMENT RATIOS (%)

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APPENDIX III

EDUCATION VOLUNTEERS IN SENEGAL:
AN EXAMPLE OF CAREER PLAN MANAGEMENT FOR CONTRACTUALS

Senegal’s policy of recruiting education volunteers was launched in 1995 to address the structural shortage of teachers and reverse the downward trend in GER observed since 1990, just after the Jomtien Conference on education for all. This policy has enabled Senegal to boost its GER substantially, to over 83% in 2007. Regional and gender disparities have been considerably reduced. Solid results have been obtained thanks to the volunteers’ commitment and dedication, but it proved necessary to deploy a strategy for motivating these new teachers by offering them adequate career prospects.

I. Initial implementation of the career track and professional development plan, 1996-1998

At the time of its launch in 1995, the project was scheduled to last four years, hiring 1,200 volunteers per year, or 4,800 over the four-year period. Each generation of volunteers was to serve for four years, after which the best of them would be hired into the civil service.

Two important decisions were made between 1996 and 1998:

1.1 to modify the executive order on the organization of teachers’ professional examinations to allow volunteers to participate: holders of a junior secondary completion certificate (brevet de fin d’études moyennes – BFEM) were allowed to take the exams for the elementary teaching diploma (certificat élémentaire d’aptitude pédagogique – CEAP), and holders of the baccalauréat to take those for the teaching diploma (certificat d’aptitude pédagogique – CAP);

1.2 to conduct two studies, the first on the strengths and weaknesses of the project and strategies for improvement, and the second on the new status of volunteers having finished their four years of volunteer service, in the light of budget restrictions.

The national consultation organized by the Senegalese government in February 1998 with all stakeholders in education reached a consensus on the creation of a new teaching corps for volunteers, called the “Corps des maîtres contractuels” (corps of contractual teachers).

Based on this meeting, the career track for volunteers was established as follows: volunteer service (four years), contractual teacher status (two years), tenured status in the civil service teaching corps according to annual quotas set by the government.

This career track is supported by a system of mandatory in-service training lasting 15 days per year for the four years of volunteer service, and for each generation of volunteers.

II. Measures to strengthen the existing system, as from 2000

From 2000 to 2007, a series of measures were taken to strengthen the existing professional development system:

2.1 extension of initial training from three to six months;
2.2 the transfer of initial training to teachers’ colleges (écoles de formation d’instituteurs – EFIs);

2.3 shortening the volunteer period from three and subsequently to two years;

2.4 gradual increase in the stipend, from 50,000 CFA francs in 1995 to 90,000 in 2006;

2.5 building the capacity of the mutual benefit society founded and managed by volunteers, via the provision of computers and two all-terrain vehicles for coordination and follow-up;

2.6 gradual increase in the quota governing civil service status for contractuals with teaching diplomas (CEAP and CAP). The quota rose from 220 in 2001 to 1,375 in 2006;

2.7 contractual teachers having passed the baccalauréat and the CAP examination are permitted to take the competitive entrance examination for the Faculty of Education and Training Sciences and Technologies (FASTEF), formerly the Ecole Normale Supérieure. Former volunteers passed these examinations (whose purpose is competitive recruitment of student inspectors) in large numbers, and in the process generated real motivation within this category of contractual teachers;

2.8 the start-up of initial training in EFIs leading to a teaching certificate in October 2007, and the lengthening of this training course to nine months;

2.9 since June 2007, implementation of an in-service training program leading to a teaching diploma for all contractuals who do not yet hold such a diploma.
APPENDIX IV-1

STANDARD CONTRACT FOR ENGAGEMENT ON A TRIAL BASIS

Agreement

By and between
Party of the first part,
The employer, .............................................................................
Party of the second part,
The employee, identified as follows:
Given names: .................................................................
Surname: ..............................................................................
Date and place of birth: ..........................................................
Parents: .................................................................................
Marital status: ........................................................................
Home address: ........................................................................

Pursuant to the following laws and regulations6
1- ......................................................................................
2- ......................................................................................
3- ......................................................................................

It has been agreed as follows:
The employee is hired by the employer in the capacity of ............................................ to
teach in primary school for a period of ...................................................
This period is the probationary period.
The employee is subject to the common discipline and the requirements of the post pursuant to the
laws and regulations listed above.
The employer undertakes to comply with labor law and regulations, and to provide the employee
with:
- a gross monthly salary of ...................................................
- appropriate social security protection and retirement plan.

During the probationary period, the relationship between employer and employee can be terminated
at the desire of either party, without prior notice, if it is established that the other party is at fault.

Done at ........................................

Signed by:

The employee

The employer

6 List all legislative instruments governing the work of contractuals.
APPENDIX IV-2
STANDARD OPEN-ENDED EMPLOYMENT CONTRACT

Agreement

By and between

Party of the first part,
The employer, ………………………………………………………………………………………………………

Party of the second part,
The employee, identified as follows:
Given names: …………………………………………………………………………………...
Surname: …………………………………………………………………………………
Date and place of birth: …………………………………………………………………
Parents: ……………………………………………………………………………………………
Marital status: …………………………………………………………………………………
Home address: …………………………………………………………………………………

Pursuant to the following laws and regulations7:
1- ………………………………………………………………………………………
2- ………………………………………………………………………………………
3- ………………………………………………………………………………………

It has been agreed as follows:

The employee is hired by the employer in the capacity of ……………………………………………
to teach in primary school for an indefinite period.
The employee is subject to the common discipline and the requirements of the post pursuant to the
laws and regulations listed above.
The employer undertakes to comply with labor laws and regulations, and to provide the employee
with:
- a gross monthly salary of: ……………………………………………………………
- appropriate social security protection and retirement plan.

Done at ………………………………………

Signed by:

The employee                               The employer

7 List all legislative instruments governing the work of contractuals.
### APPENDIX V

**LIST OF WORKSHOP PARTICIPANTS**

<table>
<thead>
<tr>
<th>ADEA</th>
<th><strong>Secretariat</strong></th>
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<tr>
<th>ADEA</th>
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<td><strong>Maud Seghers</strong></td>
<td>Program Officer</td>
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<td><strong>Jean Adotevi</strong></td>
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<tr>
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<td><strong>Alioune Danfa</strong></td>
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<tr>
<td>Executive Director</td>
</tr>
<tr>
<td>Cité PROMOCAP, Villa N° 130</td>
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<tr>
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<td>Email: <a href="mailto:defafri@orange.sn">defafri@orange.sn</a>; <a href="mailto:aldanfa@orange.sn">aldanfa@orange.sn</a>; <a href="mailto:aldanfa@yahoo.fr">aldanfa@yahoo.fr</a></td>
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### Ecole de Formation des Instituteurs, Diourbel, Senegal

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<td>Alassane Ndiaye</td>
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### Faculté des Sciences et Technologies de l’Education et de la Formation, Université Cheikh Anta Diop

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<td>Department Head, Section F2 – Training of School Inspectors and Educational Advisers</td>
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<td>Samba Thiare</td>
<td>School Inspector; Trainer in the Department of Letters</td>
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<tr>
<td></td>
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<tr>
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### Maison des Enseignants (Île-de-France)

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### Ministry for the Civil Service, Labor, Employment and Trade Associations (Senegal)

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### Building Administratif
Dakar, Senegal  
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