![logo] **Association for the Development of Education in Africa**

The Redeployment of Teachers in Guinea

by Alamah Condé and
Mamadou Aliou Sow

Teacher Redeployment in Guinea

Management and Results

Alamah Condé

and Mamadou Aliou Sow

Second Edition

Association for the Development of Education in Africa (ADEA)

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Preface

At the instigation of African ministers of education, the Association for the Development of Education in Africa (ADEA) publishes a series of reports on successful experiences in Africa in the field of education. This gives Africa's ministers an opportunity to share with others, in a pragmatic manner, the decisions and actions that have made a difference in the sector.

Between 1992 and 1993, teachers were redeployed in Guinea. This socially and politically delicate undertaking was successfully carried out in an original manner, to the great satisfaction of the Guinean people and of the development partners involved in supporting educational programs in Guinea.

The Guinean experience was the subject of the first publication in this series, and appeared in 1995. Written by Mr. Alamah Condé, Assistant Chief Inspector for the Ministry of Pre-University Education, with a preface by Ms. Diallo Hadja Aicha Bah, then Minister of Education and currently Director of Basic Education at UNESCO, the first edition emphasized the social and political aspects of the reform and addressed its goals, context, strategies, key factors for success, and the lessons learned.

This second edition comes as a response to the continuing demand at ADEA since the initial publication. It seeks to update and expand the first edition, and therefore highlights management and communication issues and better emphasizes the results obtained since redeployment was completed. The author has collaborated closely with Mr. Mamadou Aliou Sow, head of the multimedia division at the National Teaching Research and Action Institute of the Ministry of Pre-University Education, a communications specialist who observed first-hand the communication measures used during redeployment.

This book is neither a technical manual nor a treatise on managing teaching staff. Its goal is to inform and to analyze the results of the Guinean undertaking. We hope that the readers will share our gratitude to the authors for this document and that they will enjoy reading it as much as we have enjoyed publishing it.

Richard Sack,
Executive Secretary
Association for the Development of Education in Africa

List of Abbreviations

AGP   Agence guinéenne de presse (Guinean News Agency)
APSS   Association of School Parents and Supporters
ESAP   Education Sector Adjustment Program
BEPC   Brevet d'études du premier cycle (First Cycle Educational Diploma)
H/TG   Hours/Class
IDA   International Development Association
NGO   Non-Governmental Organization
PEA   Prefectoral Education Authority
RIE   Regional Inspectorate of Education
SAP   Structural Adjustment Program
SPED   Sub-Prefectoral Education Delegation
S/TGR Students/Classroom Ratio

1. Introduction

For nearly a decade, the government and people of Guinea have been very concerned with developing their school system and have been working together to meet the significant challenge of steadily reducing the number of children who are not in school.

The combined efforts of the government, local communities, and development partners between 1990 and 1993 produced a real enthusiasm for enrolling children in school, as attested to by the rise in the overall school enrolment rate from 28% to 51% between 1990 and 1998.

One result of this rise was the construction of more than 3000 classrooms between 1990 and 1993, half of which were built solely with community funds. The sharp increase in the school-age population greatly exceeded the central government's capacity to add enough teaching positions to the budget. Therefore, no additional teachers were hired as civil servants during this time because the government was committed to cutting public sector employment.

To enroll 70% of the country's age-eligible children in the first year of primary school in the year 2000, however, meant recruiting about 1,500 additional teachers per year between 1990 and 2000. Teacher training colleges therefore had to adjust their programs in order to be able to train the requisite number of teachers.

The government had to find a way to meet the teacher requirements while respecting the constraints of reducing the number of civil servants. This was all the more important since a high-quality education system and higher enrolment rates were national priorities. A 1991 survey of human resources had revealed a number of dysfunctions and irregularities in teacher assignments: there was a sharp imbalance between urban and rural teaching staff, teachers were teaching subjects and levels for which they were not trained, and many teachers were holding administrative positions or were seconded to other departments.

The solution was to redeploy teachers, an undertaking that began in 1992-93. Redeployment laid a solid basis for a more rational organization of staff. It did not require significant additional financing and so made it possible to address the financial constraints while helping schools meet staffing needs and ensuring that teachers had a general level of training.

The first edition of *Teachers Redeployment in Guinea*, appeared when the national teams of the ADEA Working Group on the Teaching Profession (WGTP), francophone section, were setting up action plans to improve the management and mobilization of teachers. The success of the first edition convinced us that a more comprehensive second edition would interest the African education community. This second edition was designed to meet three needs: to update the results obtained since the end of the redeployment; to

provide more in-depth information on management and communication, and to thoroughly re-organize the material.

This new edition is divided into seven chapters. **Chapter 2** describes Guinea, its geography and key socio-economic data. **Chapter 3** gives a historical overview of the development of the education system and its current structure, administration, and staffing as well as the challenges it faces in the near future (2003). **Chapter 4** describes how the redeployment was managed from a public policy perspective, and includes an assessment of its context, setting of goals, feasibility studies, refinement of policy, and implementation. **Chapter 5** describes how the media and other means of communications (traditional ones in particular) were used to prepare the public for the redeployment. **Chapter 6** deals with the social management of the operation, examines the underlying socio-political factors and presents the problems and responses to them. **Chapter 7** updates the results of the undertaking. Chapter 8 examines the key factors for the operation's success and draws lessons from an ex-post facto evaluation of the redeployment.

The footnotes give necessary points of clarification. **Annex 1** presents a geographical population distribution, and **Annex 2** describes the action plan for implementing the operation. **Annexes 3, 4, and 5** present tables on the staff structure before and after redeployment. **Annex 6** provides instructional models for anyone considering a redeployment of teaching staff.

We have long wanted to offer a full account of the process of redeployment in Guinea to the African and international education communities. This second edition does not claim to be exhaustive, but we hope that it will be as warmly welcomed as the first edition, both by development partners and those involved in the field.

2. Guinea: Geography and Socio-Economic Data

2.1. Geography

Guinea covers an area of 245,857 square kilometers on the Atlantic coast of West Africa. Bordered to the north by Senegal, to the northwest by Guinée-Bissau, to the northeast by Mali, to the south by Liberia, to the southwest by Sierra Leone, and to the southeast by the Côte d'Ivoire, Guinea has four natural geographical regions (Lower Guinea, Middle Guinea, Upper Guinea, and the Forest Region). The four regions are subdivided into seven administrative regions[1] comprising 33 prefectures and 302 sub-prefectures. Conakry, the capital, has a special status and is divided into five districts.

2.2. Socio-economic data

The population of Guinea has been growing at an annual rate of 2.8%, and rose from 6.7 million to 7.2 million between 1995 and 1998.[2] Women constitute 51% of the population, and children under the age of 15 make up 45%. The population is spread very unequally around the country,[3] where the average density is 30 inhabitants per square kilometer. The 1,094,075 inhabitants living in Conakry account for 15% of the total population and occupy 308 square kilometers—a density of 3,552 inhabitants per square kilometer. Nearly one-third of the population (30%) lives in the thirty-five other cities (industrial cities and prefectoral seats). The balance of the population (55%) lives in the countryside, where the density is 7-74 inhabitants per square kilometer. Guinea's resources include agricultural products (basic and refined food products, fruit, vegetables), livestock (cattle, goats, and sheep), fish (salt water and fresh water), forestry products, and mineral resources (iron, bauxite, gold, diamonds and other ores).

The very low living standards of the majority of the population are reflected in per capita income of US$537, a life expectancy of 44 years, an infant mortality rate of 133 per 1,000 and a 67% rate of illiteracy rate. The country is one of the least developed in the world.[4]

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1 The administrative regions are: Boké, Kindia, Mamou, Labé, Faranah, Kankan and N'Zérékoré.
2 A United Nations Population Fund (UNFPA) estimate.
3 See Annex 1.
4 Guinea was 167 out of 175 in the Human Development Index Classification for 1998.

Guinea became independent on October 2, 1958. The First Republic had a highly centralized government that fell in April 3, 1984. Between 1984 and 1992, the country was ruled by a military regime. In December 1993, multi-party presidential and legislative elections marked the transition to a democratic regime. The government undertook a series of economic reforms as of 1985 to promote a liberal economic system that could mobilize the strengths that the country needed.

3. The Guinean Education System: History, Description, and Development Prospects

3.1. Historical overview

In Guinea, institutional schools were first imported as part of the French colonial education system. This legacy remains quite palpable, and is the system's fundamental point of reference for the three major phases of its evolution.

Prior to Independence

The first stage was the introduction and imposition of schooling between the late nineteenth century and independence. During this time, colonial power was exercised in Guinea in much the same way as it was in the other colonies of sub-Saharan Africa. Education policy was utilitarian, and its sole objective was to create a middle class countrywide able to meet the colony's administrative, commercial, and industrial needs.

This educated class was entrusted with political and economic responsibilities, but it also carried out an ideological mission. It was to link the politically dominant minority of expatriate Europeans to the dominated majority composed of a very broad range of rural social strata. The educated class was invested with the symbols of power — the white school system — and embodied values associating school with the city, with the colonizer's religion, and with their wage employment. In 1958, at the time of Guinea's independence, 42,543 students were enrolled in primary education and 2,547 in secondary education. The country had no institutions of higher education.

From 1958 to 1984

Unlike the developments in other countries in the region (with the exception of Mali), education policy in Guinea during this period contrasted sharply with what had preceded. Moreover, in order to maintain ideological purity, which was the highest priority of the education system, there was also a general turning inward.

The general lines of the August 5, 1959 edict provided for decolonizing all education programs, eliminating private schools, and emphasizing political and ideological training. As of 1968, the "socialist cultural revolution" required the use of the eight national languages in primary education and adult

literacy programs. During this period, the education system developed in an excessively centralized economic context in which the government was the major player. Approximately 24% of the national budget was earmarked for education, of which more than one-third (35%) went to investment expenses.

In terms of staffing, primary education grew rapidly between 1958 and 1960 during which time enrolment rose from 42,000 to 97,000 pupils. Parents were, in fact, obliged to send their children to school, but were also motivated by the prospect of employment in the civil service for graduates holding diplomas.

During the 1970s, the recession and attendant economic difficulties significantly slowed the rapid expansion of the education system of the previous decade, but the chief reason for the slowdown was that parents were negative about schooling. Education policy dictated that schools "link education to life," and children were to be taught practical skills. In rural areas, however, this proved to be catastrophic since teachers had not been trained to teaching farming skills and preferred to use children as agricultural laborers. The quality of teaching also fell. Many teachers had not received adequate training, and it took an average of ten years rather than six for a pupil to complete primary school. There was a severe penury of textbooks, and too few classrooms to accommodate all school-age children. Families therefore preferred to employ their children at home rather than send to them to waste their time in school, as they saw no near-term social or financial benefits.

The introduction of compulsory education initially boosted enrolment, but it ultimately led to the enrolment of only 284,000 students by 1984, or one-third of all school-age children.

After 1984

As of 1984, officials of the Second Republic recognized that the school system and primary schools in particular were plagued with serious problems. Two national education conferences were held in Conakry, the first in May-June 1984 and the second in April 1985. They sought to address a reform of the educational and vocational training system to align it with the country's socio-economic situation and to meet the needs of a changing economy. Some principles that had previously governed policy were abandoned. French was reintroduced as the language of instruction throughout the system and the ban on private schools was lifted. Several studies were carried out, and ultimately a new education policy was adopted in September 1989. The policy declaration made primary education a top priority and set three goals:
- Raise overall primary enrolment rates from 28% in 1990 to 53% by 2000.
- Increase internal efficiency, i.e. raise the ratio of pupils completing primary school to 72% and reduce the average number of years to complete grades 1-6 from 16.1 to 8.2 years for a six-year course of study.
- Make more efficient use of teachers by increasing the student/teacher ratio from 39:1 to 42:1.

Between 1990 and 1993, the Education Sector Adjustment Program (ESAP) was implemented in coordination with three funding agencies: the World Bank International Development Agency (IDA); the United States Agency for International Development (USAID); and the French Ministry of Cooperation and Development. Other funding agencies and non-governmental organizations (NGOs) subsequently joined these three.

Despite some persistent problems, the adjustment program led to some positive changes: the share of the annual budget spent on education rose from 15% to 26%; the education budget earmarked for primary education rose from 15% to 36%; enrolment rates rose from 28% to 40%; admission rates to the first year of school rose from 39% in 1989 to 51% in 1993-1994; the enrolment rates for girls rose from 20% to 26%. Teachers were redeployed: 1,806 teachers were transferred from secondary to primary education; 8,000 teachers were transferred to teaching French or math. In addition, 64 teacher-training professors and 111 education advisors were trained, and 1,400,000 textbooks were published and distributed to primary schools.

3.2. The education system before redeployment

Structure of the system and teaching

After the 1984 reform, the three levels of pre-university education in Guinea resembled those in other French-speaking countries. Pupils between the ages of 6 and 7 spent six years in primary education, which culminated in an entrance exam for the seventh year. One teacher usually taught one class, although to resolve problems related to low enrolment rates and lack of facilities, some variations have been recently introduced. These include: (i) *double-shift classes* in urban areas, where two classes, each with its own teacher, use one classroom; and (ii) *multi-grade classes* in rural areas, where pupils in different grades share the same classroom and teacher.

The second level, general secondary education, covered seven years that were divided into two cycles. Pupils who had passed the entrance exam for year 7 were accepted into the four-year-long first cycle (collège, or middle school) culminating in a *Brevet d'études du premier cycle* (first cycle education diploma, or BEPC). Students with the BEPC were accepted into the three-year-long second cycle (*lycée*, or high school) culminating in a diploma (baccalauréat). At this level, the curricula were focused on science, history, philosophy or technology.[5]

The data[6] indicate the following conditions for the 1990-1991 school, one year prior to redeployment:

- A population of 432,749 students, of which 30% were girls. The breakdown of the student population was 80% in primary education, 17% in

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5   The current options include: science and mathematics (SM), social sciences (SS), and experimental sciences (ES).
6   See Annex 3.

secondary education, and 3% in technical and vocational education. While 80% of the country's population lived in rural areas, 61% of the students were from urban areas and only 39% came from rural areas.
- A staff of 17,945, of which 18% were women; 59% of the teaching staff worked in primary education, 33% in secondary education, and 8% in technical and vocational.
- School infrastructure consisted of 2,476 primary schools with 8,045 classrooms, 230 secondary schools with 1,649 classrooms, and 47 technical and vocational training centers with 331 classrooms.

Administration

Public education is a social service overseen by the Ministry of Higher Education and Scientific Research and the Ministry of Pre-University Education and Vocational Training[7] and by decentralized departments of education linked to regional administrative offices. The Regional Inspectorate of Education (RIE) coordinates, supervises, and evaluates the Prefectoral Education Authorities (PEA) that manage and operate schools, literacy programs, and school facilities construction, maintenance, and renovation. The PEA implements government policy in pre-university education and provides for the in-service training of teachers and for adult literacy programs. The Sub-Prefectoral Education Delegation (SPED) is responsible for educational staffing, for coordinating and supervising teaching activities in the primary schools of each sub-prefecture.

Funding

The government, parents, and local communities are linked in an informal partnership to fund education. The government pays teacher salaries, which represent 94% of the operating budget, and provides teaching materials (other than textbooks), which account for 1.12% of the budget. The balance of government funds go to administrative costs (central and decentralized). Families contributed their children's education by purchasing textbooks, uniforms, and school supplies. Through the Association of Parents and School Supporters (APSS), parents help maintain school facilities by making repairs, purchasing equipment, and occasionally paying the expenses of young teachers who have not yet begun to receive a salary.

Some local communities make very substantial contributions to building their schools, in particular by providing local building materials and labor, and by mobilizing funding. Certain communities (under greater government supervision) are asked to contribute 10% of the total costs of new school facilities in the form of local building materials and unskilled labor.

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7   Currently, the three ministerial bodies are the Ministry of Higher Education and Scientific Research, the Ministry of Pre-University Education and Civics Education, and the Ministry of Technical Education and Vocational Training.

Primary and secondary teaching staff

Pre-university teaching staff include teachers, administrative and supervisory staff, and non-teaching personnel. Administrative and supervisory staff are still teachers but hold "line" positions. Non-teaching staff are civil administrators, administrative secretaries and clerks, financial inspectors and auditors, accountants, and general service personnel (chauffeurs, security guards, etc).

Teachers were previously recruited uniquely on the basis of their subject knowledge rather than their teaching skill. Secondary teachers were recruited on the basis of a diploma signifying that they had completed university or higher education studies equivalent to four years of training beyond high school. Primary teachers include teachers holding a diploma from a normal teacher training college (ENI), assistant teachers trained in primary teacher training colleges (ENP), and teachers' aids recruited ad hoc.

3.3. Perspectives for the development of the education system through 2008

The four priorities for the education system through the year 2008 include the following:

1. **Expand access to primary education to the majority of the population and make access more equitable.**
   This will require the following:
   - cut the direct costs of schooling for parents (textbooks, uniforms, and contributions toward school facilities);
   - cut the indirect or opportunity costs of school attendance by providing pre-school facilities to prepare families for formal schooling, and by making school hours more flexible;
   - help create more private schools by facilitating lines of credit at reasonable rates;
   - improve student health to increase learning capacity by introducing training in health and by creating school pharmacies;
   - expand the role of local communities by having them help build and maintain primary schools and by gradually having families organized in the APSS become responsible for running the schools.

2. **Improve quality.**
   The following actions are planned:
   - increase funding for teaching materials, particularly for less well equipped schools;
   - improve working conditions (closer relations with teachers, providing textbooks and other teaching materials and laboratories, and creating documentation and information centers);
   - establish a system of small subsidies to accelerate the process of introducing pedagogical and learning innovations and to develop initiatives in primary schools and a culture of project teaching.

3. **Improve efficiency.**

The following must be done:

- cut school drop-out and repetition rates by improving the conditions for teaching and learning;

- use human and material resources in an optimal manner, by having more rural multi-grade classrooms (only 20% of students are currently schooled in these classrooms), and double-shift classrooms in urban schools.

4. **Promote equity throughout the system**

Girls and young women system-wide will be supported so as to reduce the inequities they suffer. Multi-sector activities will be implemented throughout the education sector to enhance women and girls' access to education and training.

4. Managing Redeployment

4.1. Elements and phases of redeployment

Redeployment consisted of a number of actions conducted by the government between 1991 and 1992 in order to meet teaching needs without hiring new teachers. From a managerial perspective, this policy corresponded to an objective that the actors of the education system were to achieve. It was a response to a problem in a specific context and in a given timeframe which was carried out with the available resources and adequate methodology and tools.

The following diagram depicts the eight managerial dimensions of the redeployment process.

Figure 1. The eight dimensions of staff redeployment
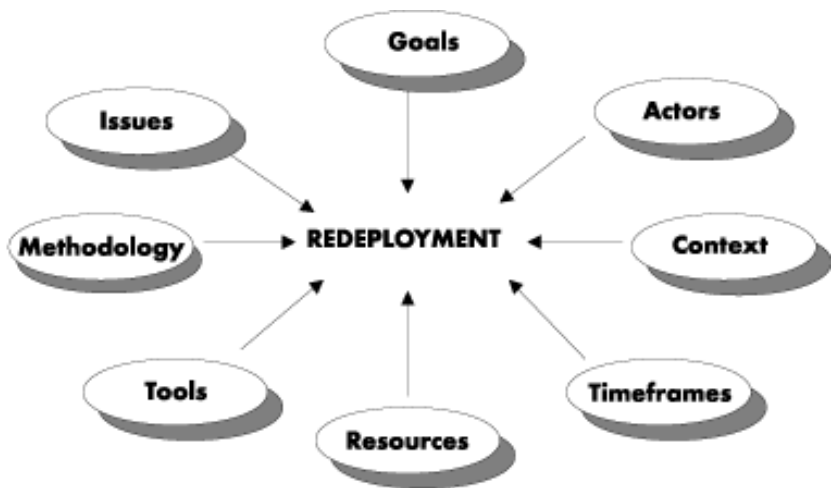
Once the policy had been defined, it was implemented in five phases: analyzing the situation, setting objectives, conducting feasibility studies, developing and refining the program and implementing it. **Figure 2** (see page 25) depicts the sequence of the phases.

Phase 1   Analysis

The problem arose in the following context:

■ **The Declaration of Education Policy:** The Declaration of Education Policy, issued in September 1989, reflected the government's determination to implement the Education Sector Adjustment Program (ESAP) for 1990-1993.

■ **Optimizing human resources:** To achieve the goals defined in the Declaration of Educational Policy and to reorganize the administrative and teaching staff frameworks, the ministry defined a policy, in December 1991, to optimize human resources in education. This policy recognized the need to restore the prestige of the teaching profession as a prerequisite for improving the education system. It recommended that the government increase staff efficiency for current and future needs, as much in terms of numbers of teachers as of their training, in order to use human resources as an opportunity to influence educational priorities just as available financial resources did. It also recommended that education staff be rationalized to optimize a payroll representing 55% of the education budget, and that was bound to increase. It called for the continuation and expansion of the program of reclassifying teachers at every level, according to their capabilities. The educational demand far outstripped the insufficient supply, so the government was obliged to reward the efforts of local officials, particularly for improving school facilities, by allocating teachers to all schools. Above all, the policy required the government to meet the challenge of rising enrolment rates, while knowing that in some regions, enrolment was falling for want of teachers whereas many teachers were underemployed in middle schools and high schools. For all these reasons, the main plank of the ESAP "optimizing human resources and rationalizing initial and in-service training," became teacher redeployment.

■ **Survey to optimize human resources and school mapping:** To fully understand the current staff structure, based on rank and grade, the ministry undertook a survey designed to optimize the use of human resources and of school mapping during the first quarter of 1991. It revealed the dysfunctional human resource management system, which deployed teachers according to their preferences rather than to meet system needs.

Figure 2. Redeployment phases

1. Analysis of the Situation

Idéea

Survey to optimize human resources and school mapping

Analysis of systemic mismanagement of human resources

Analysis of the constraints of structural adjustment on the education system

2. Defining goals

Study of the general objectives stated in the Declaration of Educational Policy

Definition of realistic, measurable, and motivating redeployment objectives

Formulation of objectives adopted/selected

3. Feasibility studies

Rationality study

Study of related costs

Study to determine overall needs and possibilities of redeployment

4. Developing and refining the program

Déefinition of types of redéeployment

Establishment management bodies

Development of management tools (guidelines, manuals, information sheets, standards)

5. Implementation

Information and awareness-raising campaign

Identification of teachers to redeploy

Examination and approval of regional and prefectoral proposals

- Reassignment to new positions
- Implementation of training for redeployed staff

Final Assessment

The survey revealed that:

- Better teachers had moved en masse from primary to secondary teaching posts, which were perceived to be less difficult. This was particularly noticeable in 1968, when the ill-conceived program of using national languages in the primary schools was implemented as part of the "socialist cultural revolution." The cream of the teaching crop left primary schools and flooded the secondary schools such that by 1989, secondary school teachers accounted for 62% of all teachers.
- The student/teacher ratios in primary urban schools were 60:1, which far outstripped the 37:1 ratios in rural areas.
- The student/class ratios ranged from 74 to 102 in some urban schools and fell below 20:1 in many very small rural middle schools; it was about 19:1 in secondary schools.
- Some primary school teachers had no students and secondary school teachers were underemployed in disciplines other than math and French. In some instances, there were both shortages and surpluses of teachers in a single discipline.
- There was a glut of administrative staff because teachers had left their teaching jobs, with no concern for optimizing the use of human resources.
- The staff management system was rudimentary, and based on outdated procedures:
  - There was no link between education policy and staff management decisions.
  - There was no clear distinction between jobs and staff.
  - Staff assignments were badly made; staff were assigned to jobs bearing no relationship to real teaching needs or to teachers' levels, training, or diplomas.

■ **The Structural Adjustment Program (SAP).** The macroeconomic structural adjustment program required that the ministry of education take three measures: (i) use staff more rationally to cover the needs of new schools and the increased demand for primary schooling; (ii) put a freeze on all new hiring to remain below the general limits set for civil servants; (iii) implement a policy of in-service training to ensure teaching quality.

These measures were part of the program of adjustments and reforms to redress Guinea's macroeconomic and financial situation. During the first phase of the SAP, 1985-1988, called the Economic and Financial Reform Program (EFRP), the civil service was reformed and staff were cut by about 40%. Health care and education staff were spared because of the country's needs in these sectors, but these ministries were nonetheless given other objectives for improving cost-effectiveness and human resource management.

■ **The Education Sector Adjustment Program (ESAP).** During negotiations with donors to the ESAP, the government committed to a coherent, coordinated strategy for teacher redeployment, training, and recruitment for the length of the program (1990-1993). This was necessary since multi-grade classrooms

in rural areas and the system of using double-shift classrooms in urban areas was being reorganized in order to raise the student/teacher ratios, which was supposed to improve teaching conditions and to increase the number of primary school pupils.

Phase 2   Defining goals

Defining goals meant clearly specifying the objectives of the 1989 Declaration on Education Policy that could be implemented, and ensuring that they were feasible, measurable, justified, specific and were accompanied by clear timeframes. The following goals were therefore adopted:

- Determine the number of redeployment opportunities by assessing surpluses and deficits of teachers by level and subject area.
- Identify the teachers to redeploy so as to distribute available human resources according to educational priorities.
- Assess the real structure of teaching staff by rank and grade so that working teachers could be reclassified within the newly-defined statute of teachers with the attendant rights and responsibilities.
- Redistribute available human resources judiciously between urban areas or densely-populated areas and the undesirable rural areas, in order to improve teaching quality in rural areas, eliminate the cause of the poor teaching, high drop-out rates, repeated school years, dropping enrolment rates, and to facilitate access to school for disadvantaged groups of children—and to girls and rural children in particular.
- Improve student/teacher ratios by using existing staff in the best and most rational manner.

Phase 3   Feasibility studies

During the initial project phase, three studies were carried out on medium- and long-term rationalization, costs, and an overall definition of the requirements and possibilities of redeployment in1992 and 1996.

■ **The study on rationalization** had three objectives. The first objective was to calculate the number of teachers who were needed immediately (the number of posts for which there were no available teachers) and in the medium term, given the foreseeable changes in numbers of pupils and teachers, enrolment goals and school capacity. The second objective was to bring together specific data on the geographic areas and subjects where the gaps were greatest, that is, where the process could be most successfully carried out without eliciting too much resistance. The third objective was to determine how many teachers would be affected by the redeployment and to assess the possibilities for geographic transfers.

■ **Related Costs.** This study assessed the direct and recurrent costs of:

- raising awareness of local administrators, staff, and parents;
- evaluating teachers;

- recurrent training costs for redeployed administrative staff (infrastructure costs, trainer and trainee salaries);
- relocating redeployed teachers to their new worksites (moving costs and allowances).

■ **Assessing overall deployment needs and possibilities.** Regional and prefectoral teams met with the national team in regional workshops. During these meetings, the stakes of the deployment, its design, priorities and methodological principles were defined, the number of possible staff redeployments was evaluated, and regional timetables for implementing the plan given local circumstances and the overall schedule were defined.

Figure 3, *Defining overall redeployment needs and possibilities,* shows that the method for determining how many staff might be redeployed is based on the staffing level for the starting year (n), and for the targeted standards for short-term (n+1) and medium-term (n+5) staffing levels.

Figure 3.
Defining overall redeployment needs and possibilities
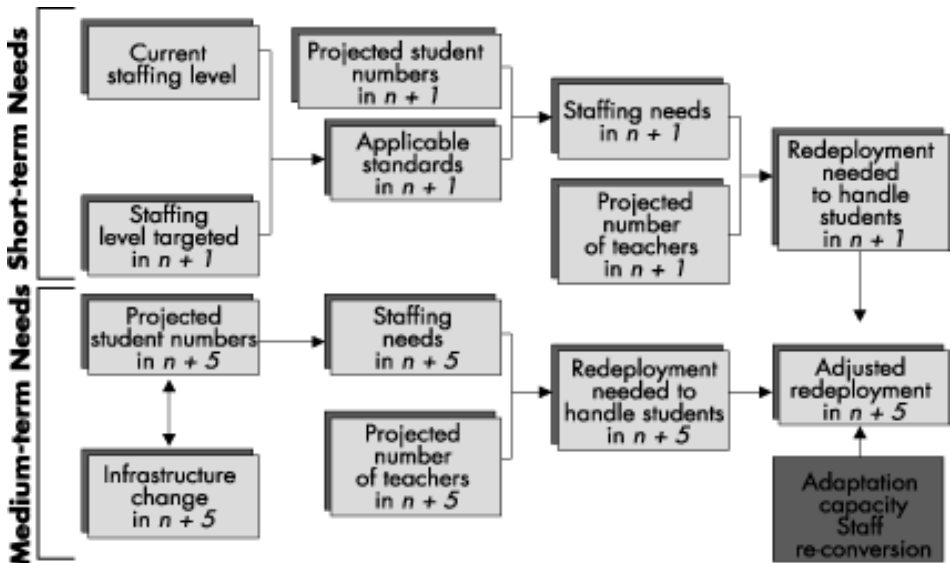
Phase 4   Developing and refining the program

Appropriate Strategies

The entire issue of staff redeployment is basically a matter of using the appropriate strategies to resolve a crisis in a one-off, large-scale, sustainable action. Given how politically and socially sensitive the issue and potential solutions were, the strategies were defined through consensus. They involved the kinds of redeployment to be carried out, the content and management of awareness-raising and information campaigns, identifying the staff to be redeployed, and the role of the regional and prefectoral government representatives. Because the implementation was to unfold in an extremely sensitive social context, all activities needed to be politically and technically coordinated. The operation was scheduled to be carried out for a limited period of 12 months (February 1992 - February 1993) and then, on the basis of the imbalances between the availability and need for teachers at different education levels and between rural and urban areas, vertical, horizontal, and specific redeployments, which could be simultaneous, were envisaged.[8]

- *Vertical redeployment* meant transferring to the primary level all teachers who were unqualified to teach at secondary level and who were not needed, given normal staffing levels.
- *Horizontal (or geographic) redeployment* was designed to balance the uneven distribution of human resources between rural and urban areas and to iron out variations in staffing levels among primary or secondary schools.
- *Specific redeployments* were to bring teachers who were working unjustifiably as administrators back to teaching.

The Minister of Pre-University Education was personally involved at every step along with many other actors in the education system and foreign technical advisors. In addition, a transversal system for managing the redeployment was created; it included a national team, 8 regional teams, and 38 prefectoral and local teams. These structures dealt with all the questions concerning the design and implementation of the redeployment plans.

- *The interministerial monitoring committee* was responsible for strategy, orientation and communication, for detailed follow-up of support measures and for implementing the action plan according to the schedule. The committee included representatives of the Ministries of Economy and Finance, the Plan and International Cooperation, Administrative Reform and the Civil Service, National Education, and the Department of State for Decentralization.
- *The ministerial committee for supervising* the ESAP saw to it that there was a coherent relationship between the department's usual activities and the redeployment guidelines, examined implementation decisions and evaluated the application of specific measures and instructions. Chaired by the General Secretary of the Ministry, it included, among

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8   See Annex 4.

others, the inspector general of education, the national directors of the various educational cycles, and the heads of the support departments (administrative and financial affairs, statistics and planning, school instruction, and information and documentation).

- *The national team* supervised and coordinated the actions of the decentralized ministerial departments and proposed changes to the action plan that were submitted to the interministerial monitoring committee and the ministerial committee in charge of supervising the ESAP. The team was chaired by the national redeployment manager,[9] who was completely autonomous from the staff services, and therefore solely responsible for the teams and resources. The national team also included the assistant national directors of primary and secondary education, as well as the department heads responsible for statistics and for school and institutional organization and operations

- *The regional teams* drew up practical redeployment scenarios based on the analysis made during the initial feasibility study phase. They made an initial verification of the lists made by the prefectoral (or local) teams of targeted staff, to ensure that they complied with the standards that had been defined within the region; they verified the lists of the staff for whom no assignment could be found at the prefectoral level; and they transmitted all remaining cases to the central level. These regional teams were comprised of the main section heads of the regional inspectorate, and were assigned to the regional educational inspectors.

- *The prefectoral (or local) teams* defined new teaching assignments. Their task was to carry out the transfers within their prefecture and to send the regional education inspectorate the list of teachers affected along with any lists of surplus teachers, if they existed. If the internal redeployment could satisfy schools' needs, the prefectoral teams informed the next level of the hierarchy of the number of teaching posts remaining to be filled. These teams came under the authority of the prefectoral (or local) education directors and comprised the main section heads of the prefectoral (or local) department.

- *The technical assistance team*[10] provided help designing the tools needed to develop the action plan and served the other teams in an advisory capacity.

Figures 4 and 5 depict the roles and responsibilities as well as the hierarchical or functional relationships of the actors of the redeployment process.

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9   The author of this publication, Mr. Alamah Condé, was the national redeployment manager.

10 The technical assistance team consisted of representatives of the development partners involved in the ESAP and included in particular Alain Dénéchaud, of the French Cooperation, and Jo de Stephano of USAID.

Figure 4. Redeployment actors – roles and contributions
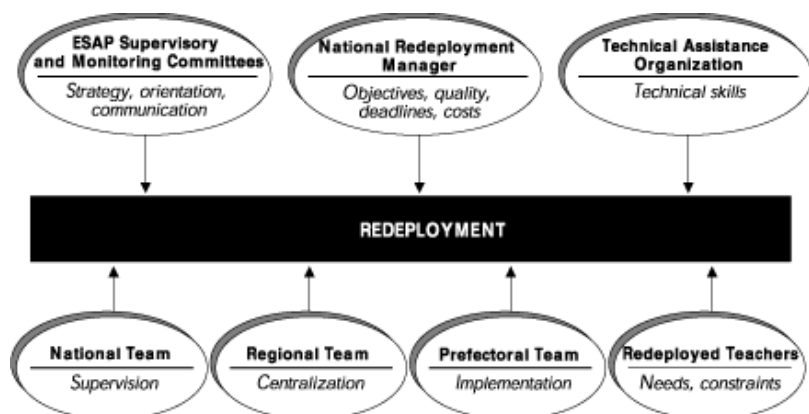
Figure 5. Redeployment actors – organizational chart
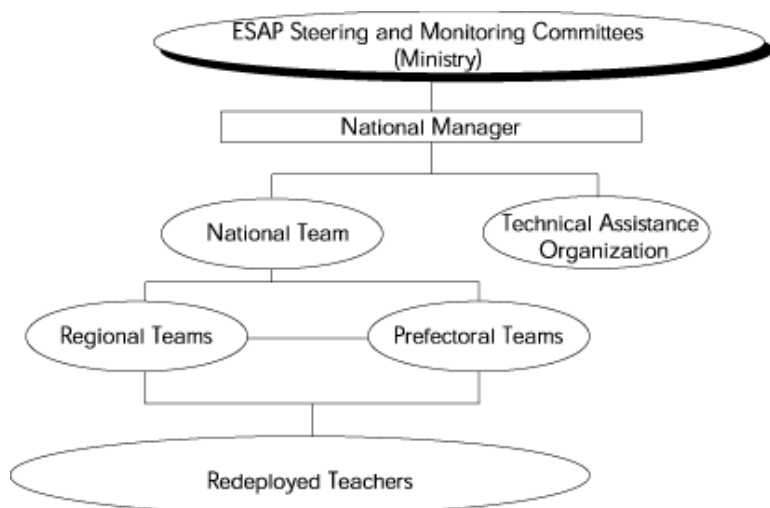
The principal management tools consisted of manuals and guidelines, information sheets, and staffing level standards.[11]

The manuals and guidelines were designed for regional inspectors and education directors and specified such requirements as deadlines, schedules, and conditions for carrying out each individual action.

Information sheets provided a kind of snapshot of each teaching unit, juxtaposing the levels and use of staff. These summary tables served both to monitor the situation and to dialogue.

Staffing assignment standards (organization charts and decision-making tables) were drawn up for the administrative officers (central and decentralized) and school staffs. These standards considered all changes in student numbers, and limited the number of staff assigned to the school administration and its operation, while at the same time ensuring that they had sufficient staff to function.

The minimum numbers of permanent administrative posts required for the school to operate were defined using model organization charts jointly drawn up by the Ministries of Education, Finance, and Administrative Reform. These charts defined both the number and the nature of the positions needed in order for the administration to function effectively.

Given the great variety of size and type of education institutions and schools, it was not possible to use the same method (organizational charts) to rationalize them all. This normative method would be overly rigid, particularly since the number of teaching posts changes over time and reflects at any given moment a compromise between the target set and budget requirements. Standards were thus set by considering not only the acceptable student/teacher ratios but also the available resources (staff, budgets, and local facilities) and enrolment targets. Different standards were thus set for each educational level indicating both the desired average and the perceived upper and lower limits.

For **primary schools**, the teams designed decision-making tables that set standards for opening and closing classes, and for administrative and teaching staffing levels.[12] The former were based on local realities, and sought to find an acceptable compromise between making the school a local service so that children did not have to commute long distances, and optimizing investments in facilities and human resources. The administrative and teaching staffing standards allowed for one teacher to take on administrative responsibilities when the school had at least six classes.

For **secondary education**, an annual organizational framework was designed using the method shown in **Figure 6** below.[13] The number of teachers needed was calculated by dividing the weekly volume of course hours for all students by hours in the statutory teaching (in this case, 18 hours/week). This calculation was made for each subject, a method which risked to entail too

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11 See Annex 6.
12 See Annex 6.
13 See Annex 6.

much rigidity. This problem was avoided by ensuring that middle-school teachers could teach more than one discipline skills and, to a lesser extent, that high school teachers were skilled in two disciplines.

Figure 6.
Defining the annual school organizational chart
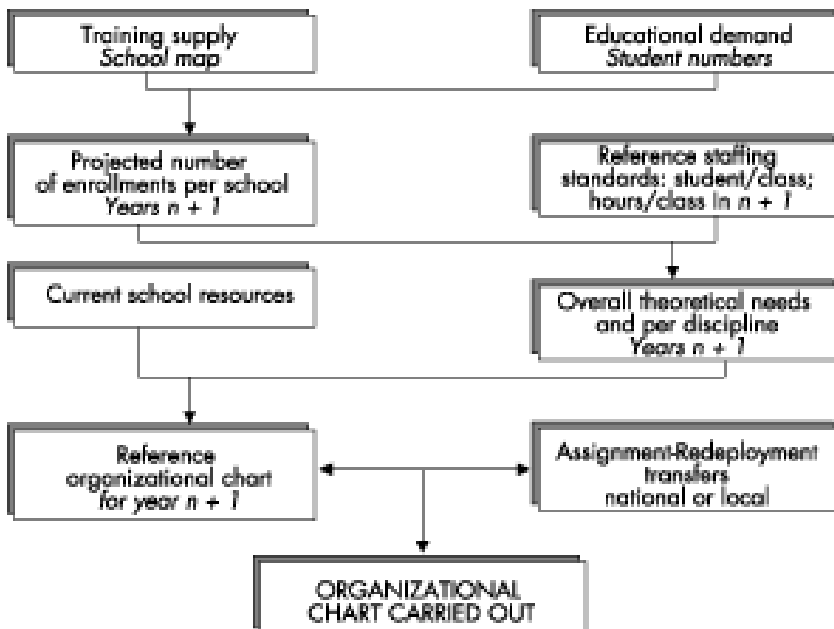
Phase 5   Implementation

During this phase, a final product was worked out identifying the staff likely to be redeployed. Adjustments and trade offs then helped to ensure that the proposals of the regional inspectors and prefectoral education directors complied with the "contract target" established after the initial evaluation of the redeployment capacity, and that they were compatible with the need to make up the teacher deficits, in addition to the needs for new teachers given the growing numbers of enrolments. The process was to culminate in the reassignment of redeployed staff to their new posts. At the same time, information and consciousness-raising campaigns were being carried out nationwide.

The initial plan provided for a gradual redeployment of teachers which was to be experimental during the first year (1992), and limited to staff affected by vertical redeployment. During 1993 and 1994, the other redeployment mechanisms were to be carried out. However, this initial plan was not adopted since it was necessary to meet all the needs for intra-prefectoral and intra-regional

transfers, and to create a large reserve of staff who could be used in the new classes and to replace teachers while they were being trained in the prefectoral in-service training centers. This meant, therefore, that all forms of redeployment had to be used.

The plan that was in fact implemented[14] also linked redeployment with other support measures, especially with information campaigns for staff awareness-raising and training. Staff to be retrained were identified by examining staff files, in contrast with the initial plan of assessing qualifications and retraining needs based on posts and skills. The strategy changed, however, for several reasons.

- Officials considered that this type of assessment was a variant of the test that all civil servants, except those in health and education, had to take as part of the civil service reform. They feared that it would spark discontent and even a teacher strike, which would have been very inopportune before elections.
- School authorities also considered that these evaluation deadlines were unrealistic given the number and types of teachers working in the system.

Each regional educational inspectorate prepared and carried out the reassignments together with the prefectoral departments and local administration after the national team had notified the regional and prefectoral officers of the redeployments of teachers coming under their authority. The activities of the prefectoral directors (for intra-prefectoral redeployment) and of the regional education inspectors (for intra-regional redeployment) were issued under the authority of the regional governors and prefects, reflecting their involvement.

Programs to train primary school teachers for their new secondary education posts were integrated into pre- and in-service teacher training programs and handled by existing training institutions. Launched at the start of the academic year, in October 1992, these programs were based on a detailed analysis of training needs that had been made on the basis of staff evaluation visits.

To ensure that teachers were not away from their classrooms for too long and to help them quickly apply what they had learned, short courses were alternated with work. A two-week long period of training in the subject was followed by a period of classroom teaching and then a one-week refresher course.

Two monitoring/evaluation visits per quarter were carried out, one after each training session. Each teacher kept a training notebook as a form of ongoing evaluation, reflecting the various activities; this notebook served as a reference document for the teacher and as one means of assessment for the supervisors. This helped in the final assessment of the teaching team, chaired by the prefect education director.

The re-conversion programs were long-term training sessions, and reflected a management planning approach to staff, jobs, and institutions. They were designed to match teachers' qualifications with the needs of the education

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14 See Annex 2.

system by changing functions, corps and disciplinary fields. The programs were especially helpful to agronomists and livestock specialists (agricultural engineers and inspectors) who had been obliged to become teachers during the First Republic, when the government had emphasized productive work in schools. Many civil servants in agriculture and livestock breeding had been assigned by the ministry to teach farming (special or general, agricultural machinery) and livestock breeding in secondary schools or to supervise work. The shift in policy had led many of them to become teachers in the discipline of their choice, however, they received no training before beginning to teach. A training plan was drawn up, therefore, and implemented by the Higher Institute of Educational Sciences to prepare them for their new responsibilities. The 470 agronomists and livestock specialists who had been identified during the redeployment process were retrained in disciplines where teachers were lacking—French, mathematics, and physics. The targeted staff received pedagogical and documentary support in the form of counseling, information, and teacher groups organized by teacher trainers, prefectoral education directors, professors from the teacher training colleges and teaching counselors. They were given textbooks for the own classes.

4.2. Implementing redeployment policy: the necessary conditions

During the whole process of implementing the redeployment policy, the following factors proved to be crucial for the success of the operation:

- **The clear and precise definition of the roles of the actors.** Their motivation, availability and willingness to respect the letter and spirit of the policy guidelines in the field were also key factors of success.
- **The involvement of experienced management teams** who could:
  - understand the socio-economic environment of the education system, its priorities and the changes in the implementation strategy;
  - assess (and respect) timetables rigorously, and the trade offs between the goals, deadlines and resources;
  - understand the basic tools and the methodology that were appropriate to the undertaking;
  - evaluate each activity during the different phases, and produce the necessary tools (manuals, guidelines, information sheets, staffing level standards) in a timely fashion.
- **Reconciling the interests of redeployed teachers and the administrative staff** in order to avoid being bogged down. The range of concerns led to different reactions, expectations, and needs. Some teachers tended to be hostile, most often because of material concerns such as higher or supplemental income, in-kind benefits, and career security of advancement. Administrators wanted to be recognized, be respected by peers, and have a title or status.

5. The Media and Other Communications Tools

5.1. Presidential involvement

Officials endorsement for a program in no way guarantees its acceptance by the public, especially if the program calls for an unpopular undertaking, as was the case for teacher redeployment in Guinea. Given how important it was to succeed, particularly in a context where teachers always felt oppressed, questions about keys to success, especially concerning the use of the media and other communications tools, were inevitable.

The response lay in the personal involvement of the head of state. In the Council of Ministers and at the request of the responsible minister, the President of the Republic approved the use of the media (television, national radio, rural radio and written press) and created a special petrol allocation so that education staff could travel throughout Guinea to explain the rationale and implications of the undertaking.

Some awareness-raising activities had to take place as often as necessary to reach the teachers who were being transferred, as well as the affected students and parents, communities, and education ministry staff. The minister was therefore given eight minutes of air time each week to address the nation.

5.2. Communications strategy

As part of deciding how to transfer teachers, the redeployment teams also agreed on a communications strategy for everyone involved in the central, intermediary, and decentralized implementation process, that was articulated around the following basic guidelines.

Targets

The communications plan, an integral part of the government's redeployment program, sought to win the complete support of everyone concerned:

1. redeployed teachers (secondary teachers and surplus primary school and administrative staff);
2. central ministry department staff, regional inspectors, prefectoral and local education directors;
3. school community members, including the Association of Parents and School Supporters (APSS).

At every important stage in the operation, information and awareness-raising campaigns were organized for the different target groups, in the spirit of a participatory, consensus-making approach.

Information Activities

The communications activities were based on the multimedia program used by the ESAP, and included the following.

- Short, precise messages to inform the general public and leaders about the redeployment, and to line up all partners in the field (education staff, public leaders, the media, civil society, specialist NGOs and other local associations) behind an action for which they were the driving force.
- Repeated messages during the week during popular programs: announcements, round tables, interviews, and news specials. Rural radio stations information subsequently adapted and broadcast the information in the main indigenous languages.

5.3. Resources

Given how complex and delicate the operation was, the communications strategy had to be concerned above all with persuading and mobilizing public opinion about the positive effects of redeployment.

Several media (audio, audiovisual and print) were used for the sake of efficiency and to be sure that the impact would be broad. Interpersonal communications were a priority, however. All possible and effective channels of communication, both modern and tradition, were essential for reaching all the target populations effectively and in a sustained manner. The basic messages were designed to convince the teachers affected by the measure that the objective was not to select or eliminate jobs but to provide the best possible educational service with the available resources, and to reassure them about career advancement opportunities.

The national radio, educational radio, and rural radio, television, and the public and private press were also called upon to participate.

(a) Guinean Radio/Television (RTG) featured a weekly one-hour broadcast called *école guinéenne* (Guinean schools) that focused on educational issues. It targeted decision-makers and the broad public. Ministry staff responsible for the operation tried to clearly explain the reasons for redeploying teachers, how the transfers would be handled, and the results they expected. These broadcasts used stories from the central Guinea to show that many fully equipped classrooms were standing empty because there were no teachers, and that this situation justified the redeployment.

(b) Educational radio (*radio scolaire*), an internal communications tool of the Department of Education, provided teachers and parents with all the

pertinent information at every phase. Many feature stories, interviews, round tables, and news specials were produced in Conakry and in the interior and broadcast on national radio.

(c) The rural radio system that operates in the interior of the country was the most effective. Broadcasting in local languages, these radio stations reach large audiences in the rural areas and are tremendously credible. Rural radio broadcasts were appropriately considered to be the flagship of the redeployment media program and the Ministry of Pre-University Education developed an effective partnership with the radio stations and local communities for carrying out a highly successful participatory and interactive grassroots campaign on behalf of redeployment. Public broadcasts were organized in large towns during the weekly markets that attracted huge numbers of people. On these occasions, Minister Hadja Aïcha Bah, who had the full confidence of the people, was present and active. She personally spent two weeks launching the media campaign, which helped reassure the population about the government's intentions and about the need to support the project.

(d) Many articles on redeployment were published in the *Horoya*, a government newspaper, and articles from the Guinean Press Agency were published; the most widely-distributed private newspapers, *Lynx* and Independent, also featured articles.

(e) The *Bulletin PASE Actualités* (ESAP News), which is distributed by the Information and Documentation Department of the Ministry of Pre-University Education, and the *Educateur,* the quarterly magazine of Guinean teachers, also played an important role in raising awareness and providing information. These publications are distributed free of charge to teachers and administrators, and served as a forum for explaining and clarifying the methods being used.

Traditional channels included formal administrative documents (circulars, decisions, orders, etc.) and interpersonal communications. While administrative documents were aimed primarily at political decision-makers and administrative officers, traditional communications were largely interpersonal, and corresponded to typical daily communication that made it possible to reach large groups of people directly at traditional and organized meetings and provided the opportunity for immediate feedback. These discussions also allowed proponents of the deployment to listen to people and to explain and to convince recalcitrant groups (trade unions and political parties in particular). They also facilitated the involvement of leaders of public opinion, of NGOs, and of parent-teacher associations. Each group in its own area proved highly capable of transmitting the government's message.

Local officials were fully involved in the various information and awareness-raising campaigns in the field and the prefects and sub-prefects went all out to help explain the details of the redeployment.

An item published in the Guinean Press Agency bulletin[15] reports that, in launching the information campaign in Tougué, the Prefect declared: "People everywhere in Guinea are saying that our schools lack teachers, but the statistics show that at least 7,000 pre-university teachers are drawing salaries each month for 2,500 classes. It is striking that there are about three teachers per classroom. So, is there a shortage or a surplus of teachers? The solution is therefore redeployment, which really only means using these teachers wisely."

This example proves that the government was getting its basic message and arguments across and that the message was being retransmitted by decentralized officials, who understood how to justify the redeployment. This made it easy to convince the rural populations who had volunteered their labor to build schools for which the government had not provided teachers, that redeployment would help to improve schooling. Redeployment would therefore bring incalculable benefits to Guinea's children and their parents, and to the government.

5.4. Difficulties, problems, and obstacles

Any innovation encounters difficulties, particularly such an extremely delicate one as implementing the communications plan for teacher redeployment. The difficulties here were related primarily to the choice of methods for persuading target audiences and to the credibility of the communications network as a whole. This was especially true for speeches. The interested parties did not always find certain local officials and education administration officials trustworthy, which constituted a significant obstacle.

In certain areas, however, particularly in Middle Guinea, where communities had been very active in building schools that often had had no teachers assigned to them because of SAP hiring freezes, associations of those who had moved away to the large cities understood the potential benefits of redeployment and supported the government's efforts; they proved to be an unexpected source of support.

Some teachers resisted the move because they were well established in their local community, and had in fact become community notables: they often owned land, raised livestock, or had other income-generating activities, and they also were called upon to resolve political or cultural problems or attend activities. They feared that they would lose everything by being forced to move and to start anew. It was here that the local associations, who had unhesitatingly extended a hand to reassure the teachers transferred to their localities, approached the teachers who were to be transferred and convinced them to accept the move.

Another problem arose because the communications plan could not be implemented equitably throughout the country for lack of funds. There were

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15 No. 1765, 23 April 1992.

only two rural radio stations (Labé and Kankan) at the time, compared to four currently. Access to the media was a problem, therefore, since national radio and television barely reached slightly more than half the country. Compensating for this required local action, which also required more physical presence and therefore led to higher costs.

5.5. Impacts and limits

It was not possible, unfortunately, to assess the impact of the various communications strategies used with different media, or to systematically compare and evaluate their impacts on public opinion. No evaluation had been planned, which is unfortunate, since the lessons learned in Guinea could have been replicated, adapted, or even scaled-up in similar or very similar contexts.

Despite this, everyone involved in this significant undertaking recognized that the broad multimedia campaign using information provided by the ministry was essential. Moreover, maintaining a barrage of media reports on the operation made the work of the communicators in the field easier.

The National Institute of Teaching Research and Action was responsible for coordinating activities, and faced a major challenge in mobilizing public and private media for such an operation and for such a relatively long period of time. The experience gained and the partnerships forged with many communications professionals enabled the education ministry to become highly visible and to create an image of itself as being receptive to dialogue and to negotiations. All of this would have been difficult without the media.

It is also difficult to estimate a scale of cost-effectiveness for the various media, especially because it is impossible to determine the size and nature of the actual audiences. Nevertheless, ministerial feedback made it clear that communications played a very positive role in reducing the tension surrounding the deployments, and in many respects therefore facilitated the process of persuasion and of mobilizing everyone involved.

It is also worth noting that since no audio, written or audiovisual archives were kept, it was impossible to make any *a posteriori* evaluation of the messages that had been disseminated.

6. Managing the Social Dimension of Redeployment

6.1. Support measures

The content and figures for the redeployment plan were drawn up and calculated on the basis of the ESAP, and were integrated into the framework for optimizing human and other resources. But there were, inevitably, difficulties since redeployment had a real impact on teachers' lives. To be sure that such a policy, which is never easy to implement, had no deleterious effects on the target staff, two basic measures were taken to maintain social harmony. These were to restore the prestige of the teaching profession and to maintain the teachers' acquired benefits.

Renewing prestige

Renewing the prestige of the teaching profession was one of the keys to the success of the redeployment program, and resulted from implementing the statutes of the basic framework for pre-university education. The analyses revealed that many teachers were being paid even though they did little or no work. The minister therefore invited the two teachers' trade unions[16] to discuss this problem, and their cooperation and participation in preparing the statutes was fundamental for ensuring that teachers also participated in this work. The new statutes clearly aimed at making a teaching career rewarding for those willing to make the effort to acquire the necessary skills or to accept the new needs of the education system. All teachers willing to change teaching level and responsibilities during their career were given the possibility of an internal promotion.

Maintaining benefits

The following measures were taken to ensure that teachers would not lose the benefits they had already acquired:
- housing, subsidies and bonuses were maintained for one calendar year;
- the primary and in-service training, adaptation, and retraining courses were included in the calculation of Civil Service grade increments, and
- teachers received their full salary benefits whether they were in initial training, adaptation, or retraining.

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16 The Federation of Education Professionals and the Guinea Teachers Trade Union.

6.2. Obstacles and problems

As expected, the effort to transfer teachers inevitably ran up against obstacles and raised some problems. Whatever the motivating factors or worthiness of the goals, some teachers experienced redeployment as a more or less arbitrary attack on their acquired benefits.

The process took place during the 1992-93 school year, which was a period of political ferment. It was a time of political change and instability, of the creation of democratic institutions established by the Constitution, of the birth of many political parties that were more or less in opposition to the President, and of imminent presidential and legislative elections. There were obvious risks, and they could have had serious consequences for the project. Those responsible for the redeployment lost their motivation, and tended to reject the project or to respect the goals and deadlines. In addition, dissatisfied teachers or other ministry staff who were affected threatened to make the redeployment a political issue. The problem was that, regardless of political affiliation, the redeployment process was being contested. Staff who were to be transferred and who belonged to parties supporting the president thought they would be spared, as had been the case during the First Republic, when many teachers were rewarded with posts that bore no relation to their training, through nepotism, favoritism, or for political reasons. Target staff affiliated with opposition parties believed that they were being harassed by the officials.

In addition to this political overtones, other psychological, socio-cultural, socio-economic and professional issues concerned the very nature of redeploying staff, which implies a painful break with a lifestyle and social status that have been acquired only after months or years of effort.

The psychological resistance to change became explicit at many levels.

- Primary school teachers working in secondary schools were reluctant to move because they had acquired material and social benefits that they would lose if they returned to teaching at primary level, such as being addressed as "professor" by their students and their parents. They enjoyed the prestige of secondary school teachers and also received the salary and benefits of secondary school posts. Moreover, many of them received the bonus to which any teacher teaching an additional course outside the normal level was entitled.
- Teachers in administrative positions all wanted to retain the same level of responsibility, and surplus teachers wanted to remain in their native prefecture or region.
- Everyone felt that they were being wronged by being forced to teach young children, with whom they had never had any contact or with whom they had lost contact after 10, 15 or even 20 years teaching adolescents.

Demand for access to 'specialized' training constituted a legal-social obstacle. Some French and mathematics middle school teachers who had been

trained between 1989 and 1993[17] escaped the vertical redeployment to primary schools. When the other teachers who had been transferred to primary schools learned of this, they demanded that the training programs cover their subjects as well.

Socio-cultural, socio-economic and professional problems involved the following:

- People lacked confidence in having women teachers trained. Above all, they doubted that women would be available because of their family responsibilities. This perception was deeply rooted in the culture. Having women go from being unemployed or limited to subordinate positions to working full time meant that ostensibly experienced male teachers would be moved from urban posts to rural areas, which the parents feared might lower the educational standards.
- Substitute teachers with a diploma in higher education working temporarily in secondary schools while awaiting a civil service position were bitter about being excluded from the redeployment support measures.
- The unfeasibility of launching training programs for secondary teachers in one or more new disciplines made it impossible to create the new type of high school or middle school teachers that had been one of the goals of the statutes of pre-university staff.
- The failure at the Ministry of Finance to release the funds needed to handle the moving costs of transferred staff was used by many teachers as an excuse to remain in their old posts.
- The ministry had inadequate information about the marital status of the teachers which led to separating many couples geographically, especially when a teacher was married to a civil servant who could not move.
- The lack of current civil service records prevented the Ministry of Finance from making a timely transfer of salaries to the localities to which teachers had been reassigned.
- Finally, because school officials often had a poor grasp of projected enrolments and of the number of new classrooms under construction in their jurisdictions, some primary schools continued to have surpluses or deficits even after the redeployment.

6.3. Remedies and stopgap measures

Several political and technical strengths helped to reduce the risks:
- The political determination of the government, and especially of President Lansana Conté, who considered teacher redeployment to be a government priority (his national address on 2 October, 1992, the 34th anniversary of independence). Holding to his principles despite threats

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17 Proficiency courses for middle school teachers - CPL2.

of social upheaval and political manipulation, the President had the courage to give the Minister of Pre-University Education a free hand to complete the operation.

- The commitment and skill of Education Minister Diallo Hadja Aïcha Bah and her personal prestige among teachers were such that the redeployment would probably have been a resounding failure without her involvement. She personally convinced the people of Guinea of the benefits that students, parents, and the country would derive from redeployment; she assured teachers likely to be transferred that the new statute on pre-university teachers, which was in the process of being signed, would offer them opportunities for advancement and good career prospects, and she gave invaluable support to the officials responsible for implementation. In a word, she was personally involved at every point in the process.
- The involvement of education officials at all levels (inspectors general, national directors and central department heads, regional inspectors, prefectoral and local educational directors, and resource personnel) reassured all the partners involved in the operation.
- The genuine support of political leaders, who found no nepotism, favoritism or harassment in any of their many investigations.

The following conditions and measures helped officials prevent and resolve problems:

- Management teams respected the agreed-upon support measures and transparency in their decision-making.
- The political officials' leadership and personal involvement in every step of the process and their constant support of those responsible for implementing the program.

Trouble-shooting teams sent to prefectures declared troublesome carefully considered the complaints and petitions of those being transferred, and helped the teachers due to be retrained to understand the need for changes in the teaching profession. The teams maintained the teachers' minimal teaching responsibilities so as not to destabilize them before they entered a teacher-training school. They helped explain all the ramifications of the operation to administrative and school officials by describing to them in great detail the importance and impact for the education system, and they determined whatever corrective measures were needed to solve problems.

7. Results

7.1. Achievements

The political will and technical skill of education leaders made the redeployment program a success. The expectations were met. This life-saving endeavor made it possible for the ministry to establish a rigorous policy that put an end to the underemployment and poor administration of the teaching staff and achieved its principal goal[18] of remedying the imbalances created by the poor geographical, disciplinary, and systemic distribution of teachers, through:

- Vertical redeployment to transfer all teachers who were not qualified to teach at the secondary level and who exceeded staffing needs to primary schools.
- Horizontal (or geographic) redeployment to eradicate the unequal distribution of human resources between rural and urban areas, and to iron out variations in staffing levels in schools at the same education level.
- Specific redeployment to return teachers unjustifiably filling administrative to teaching responsibilities.

7.2. Performance indicators

The indicators of the success of redeployment included the ministry's ability to control the situation of teachers, better personnel management, increased access to school, greater numbers of students who completed their schooling, progress toward equality, improved capacities of administrators and teachers, an involved population, and mobilized, motivated teachers.

1. Redeployment to control teaching manpower

Despite the four censuses that had been carried out by the Ministry of Civil Service between 1985 and 1989, there was a 30% margin of error and a variation of 15% among censuses. The more thorough-going information on the structure of teaching staff by rank and grade from the redeployment program made it possible to reclassify working teachers in the newly-defined teacher corps, along with their corresponding rights and duties. The ministry used the reclassification to:

(a) enforce the minimum compulsory work-week of 18 hours for most secondary school teachers who had previously worked between four and ten hours/week;

(b) assign surplus secondary teachers to primary schools where they worked six days and 30 hours/week. Previously, these teachers had been unnec-

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18 See Annex 5.

essarily working as proctors, tutors, study directors, librarians, registrars, and secretaries when they were not actually teaching, which occupied only four to six hours of their time per week.

2. Better human resource management

Human resource management was organized to:

(a) bring into regulatory compliance those teachers who had either declared themselves unable to teach for health reasons (304 unemployed) or had put themselves on secondment or suspension (169 identified). The latter, while remaining in their original corps, still held a job covered by the education budget and continued to draw a salary while working in another department.

(b) A rational use of human resources by preparing tables so that administrators (centralized, decentralized) could see how teachers were organized and what their loads were, and to draw attention to the specific and general difficulties facing schools, and their available resources.

3. Greatly improved student-teacher ratios

By setting staffing standards for school administration (central and decentralized) and for schools and institutes, it was possible to keep the number of teachers assigned to administrative duties to a strict minimum. Consequently, between 1990 and 1993-1994, the student-teacher ratio in primary schools rose from 43.1 to 48.6, and in secondary education from 17 to 24.4.

4. Tangibly improved access

Primary enrolments rose from 28% in 1990 to 40% in 1993-1994. Redeploying teachers improved access which had declined in certain regions for lack of teachers. The enthusiasm that has greeted the teachers transferred from urban areas to empty or newly built classrooms indicates that the program has enabled the Guinean school system to re-establish its credibility with the rural population.

Quantitatively, the results of the operation include the following.

- 1233 classrooms created, compared with 8,949 in operation in 1992-1993: an increase of 13.77%;
- 704 new positions, through vertical redeployment from secondary to primary education;
- 964 teachers reassigned by horizontal redeployment who had been responsible in theory for substitute teaching or were unemployed;
- The specific transfer of 162 teachers to the classroom who had been in administrative positions other than those defined in the organizational chart for administrative staffing (librarians, record-keepers, etc).

The regional education inspectorates made 593 surplus teachers available for reassignment to primary schools once additional classrooms had been completed.

5. Improved educational output

The judicious distribution of available human resources between the urban and the unpopular rural areas helped bring more qualified teachers to rural

schools and thereby improved teaching and helped to remedy one of the main causes of high student repetition and dropout rates.

6. Promoting equity boosted girls' enrolment rates

Promoting equity resulted directly from the appointment of women as school the directors, and from the creation of classrooms in which only women teachers worked. These measures immediately resulted in putting a group of previously unemployed or junior teachers to work. By becoming aware of their important potential for educating children, the women began to serve as resources for a broader population of women during awareness-raising campaigns to promote girls' attendance in school. Girls' enrolment rates rose from 25.71% in 1990 to 31.4% in 1998.

7. A more cost-effective primary education payroll

Prior to redeployment, teachers' salaries accounted for 55% of the education budget and the share was constantly rising. After removing from the payroll dead teachers or those who could not teach, who were on secondment or were suspended, were in training, had retired or had left their post in anticipation of retirement, the financial gain of a two-year freeze on hiring (1,000 teachers per year) made it possible to put teachers in empty and newly-built classrooms, and created an improved distribution of resources between payroll and non-payroll spending, particularly at the primary level. A more cost-effective teacher budget did not thwart progress towards increasing overall primary enrolment rates however.

8. Mobilizing the population and the administration

Effective mobilization was achieved by:

- The support of the regional administrative heads (regional governors and prefects) and education trade unions for optimizing staff rationalization and management which calmed the tension among those concerned.
- Motivating local communities and the APSS to continue their involvement, especially for improving facilities. They now understood that redeployment could supply schools with the requisite number of teachers.

9. An appropriate professional context to mobilize and motivate teachers

The immediate application of the new statutes on career management (by publishing collective decisions on teacher reclassification) made it possible to legalize the administrative and statutory effects of the redeployment process, and helped to improve salaries by creating six civil service grades, corresponding to a salary increase of 3% and to 5-8% pay bonuses for teachers working in disadvantaged areas. These incentives also helped to counter the disinformation campaign being spread among teachers who had seen the transfers as arbitrary demotions or as means of settling accounts. Quite unexpectedly, the redeployed teachers were remarkably motivated and mobilized, witness their new awareness, the way they took their work to heart, and their enthusiasm for

training for their new posts, which were better aligned with their diplomas and teacher training, and their professional mission.

10. Officials acquired management skills, teacher qualifications improved

Outside technical assistance teams helped to design the strategy and produce technical documents (information sheets, decision-making timetables, technical adjustment and trade-off sheets) which gave the officials responsible for implementation useful management techniques that they adapted to their specific context to do their work.

- The study information sheets helped local officials to analyze the organization of teachers and teacher services. They provided administrators with a common tool for objectively representing and summarizing operating conditions. The sheets also helped draw attention to the schools' specific and general problems and the possible means for remedying them.
- Data collection was used to determine the costs of teaching staff (per school, per area, and for the entire country), the number of underemployed or unemployed human resources, redeployment opportunities, the number of posts to be created and the hiring needed to fill them, potential statutory changes, the necessary training programs and the fixed needs.

Redeployment resulted in the retraining of 1,696 teachers in French over a period of three to four months because a reserve of teachers had been created to replace those in in-service training. This pool had become necessary when French once again became the language of instruction, many classes had been closed or multi-level classes had been spontaneously created because there were no substitutes for the regular teachers who were in training. In addition, 184 middle and high school teachers received an additional nine months of training, and 461 agronomists and agricultural specialists also received in-service training during the redeployment process.

7.3. Results expected but not obtained

These can be summarized as follows:
- Given the shortage of facilities, the teacher surplus was not large enough to immediately thin out the overcrowded urban classes, which undermined the impact of the transfer process on teaching quality.
- The ministry wanted to create a new type of multi-disciplinary secondary teacher but failed to provide the training in a timely way. It was therefore unable to rationalize the use of teachers from the surplus disciplines—biology, history, geography, and chemistry—who were underemployed, or of teachers who could not teach more than one discipline, and transfer them to French, mathematics, and physics, where more teachers were needed. The training was not implemented because there were not enough competent resource personnel, no training plan,

no evaluation of the minimum critical mass of teachers to retrain to make for an economically viable solution at the prefectoral, regional and national levels, no clear definition of priorities among professors to be retrained initially and in the short-term, or reliable data on changes in secondary school mapping.

- For want of human and financial resources, it was not possible to organize substitute-teaching arrangements in primary schools. Teachers were to be assigned to a replacement area with several schools, to handle substitute teaching, which was more flexible and more efficient than directly assigning substitutes to schools with more than six classrooms. This type of reorganization would have made it possible for school officials to use the teachers assigned to them, according to the school's need for substitutes or for hiring.

7.4. Perverse effects

Other undesirable side effects appeared after deployment. For instance, in small secondary schools, despite the flexible use of human resources, staffing calculations led to insufficient numbers of teachers. The implementation of an 18-hour compulsory minimum service in secondary education almost closed down secondary institutions with fewer than 100 students, particularly in rural areas. This measure could not be applied uniformly. Small rural schools had to be kept open for social reasons, even though their enrolments were chronically low. While teachers were being trained in several subjects or schools were being regrouped, the over-staffing had to be tolerated.

Some teachers who had not received the "specialist" training they demanded left the profession for other types of jobs they considered more valorizing or for other training (moving to another teacher corps or returning to a university).

In addition, three years after the operation had been completed, verifications showed some attempts to question the administrative gains of officials who had been responsible for the redeployment program. This could have been avoided had monitoring and evaluation been planned from the outset.

8. Conclusion

8.1. Overview

Teacher redeployment was a crucial measure for expanding Guinea's education system in which human resource management had become a pressing issue. Without it, none of the measures concerning the financing and reorganization of the education system would have been implemented in any optimal way. The principal result was to have some normal management of human resources. The positive impacts were reflected concretely by a tremendous renewal of interest and demand for schooling, greater community participation, and an increasingly conscious effort on the part of administrators and teachers to have a high-quality education system.

Implementing the redeployment program meant mobilizing more internal resources, adopting a coordinated action strategy, respecting the support measures, and transparent decision-making. To make the program motto, "no class without a teacher, no teacher without a class" a reality required: an in-depth analysis of staff surpluses and shortages by teaching levels and geographic assignment; the foreseeable changes due to retirements, voluntary suspensions, etc.; and many study missions and information campaigns. Its implementation strategy required both political and technical work. The political officials were called upon to be leaders, and their personal involvement at every stage of the process and their unstinting support for the officials responsible for carrying out the program made it possible to overcome the obstacles and win the support of those who opposed the reform from the outset.

8.2. Key factors for success

The key factors for the success of the operation included:
1. The political determination of the government (personal concern of the president, persistent determination, thorough-going knowledge of the field and the personal prestige of the education minister).
2. The mobilization of all education system actors and locally available external technical support.
3. A modus operandi based on:
    - a participatory approach to clarifying the issues, design, priorities, and methodological principles;
    - a consensus-based approach to information and awareness-raising to explain the ramifications of the operation to those affected to avoid confronting them with a fait accompli;

- administrative rigor and a sound psychological understanding of local conditions;
- attentive monitoring and rigor on the part of management teams.

8.3. Lessons learned

The lessons of this experience indicate that in terms of effectiveness and efficiency, the operation was planned appropriately given its nature. The major strategy changes that took place during the operation had to do with the way the policy and its implementation were defined, which had favored a participatory consensus-based approach. The initial objectives remained unchanged during the operation, and were basically achieved. Beyond the quantitative results, the target groups fully benefited from the operation, witness their enthusiasm for additional training and their satisfaction at having acquired a genuine professional status recognized by the entire community.

Other lessons were also learned:

- It was possible to keep costs low because the limits of the national resources defined the resources available for implementation (mission costs and travel), no other technical resources were used other than those that were locally available, and the implementation deadline, which was short, was kept to 12 months.
- The participatory approach helped win the support of parents, pupils, and local communities. It helped to counter the protests and above all helped in the actual move and material integration of the redeployed staff.
- This entirely national operation was efficient in the extreme because of the absolute administrative support and ongoing personal commitment of education leaders. The officials' burning desire to succeed and their ability to adapt to the socio-cultural context of the proposed approach yielded solid results without substantial investments.
- There should have been a prior assessment of national skills and of the strengthening of the capacities of officials responsible for the program (training them in the operation's techniques before implementation) during planning. These officials could have then acquired the necessary skills for carrying out the activities, they could have understood the directives and better mastered the goals, and avoided their long reticence.

8.4. Continuity and long-term impact

The Guinean experience of redeployment was a success. During the past seven years, a system has been created to hire contract employees and to manage staff and jobs to ensure that the accomplishments are sustainable.

Contract employees have been used to make up for the absence or insufficiency of teachers who have joined the civil service since 1995, when the reserve of redeployed teachers was exhausted.

The goals of the staff and job management system are to:

1. Design and implement a personnel policy that sets out new recruitment and management systems for teachers, especially for the new contract employees. This means identifying applicable, sound legal bases for them (ad hoc law or ordinary labor law), with the understanding that they are no longer incidental or temporary.

2. Improving the coherence between pre-service and in-service training for all staff categories of personnel and the volume of incoming and outgoing teachers and jobs.

3. Strengthening the staff management system so as to:
   - centralize legal and social data on staff and to provide the decentralized departments with a framework for forecasting employment so that they can better map the corresponding jobs;
   - ensure greater transparency and rigor in individual and collective staff management by creating for each teaching cycle and decentralized body an employment record to determine the number and type of available positions;
   - be perfectly informed about the 'cost' of budgeted education system jobs and their breakdown by school and department, for optimal use;
   - foresee vacancies to manage staff and recruitment;
   - reorganize annual staff transfers so that individual interests dovetail with those of the system.

The complexity of the undertaking could suggest that managing teacher redeployment is inevitably perilous, uncertain and risky. It is, however, possible for such an operation to succeed, if all the ramifications are considered, and if the risks are analyzed and monitored.

These types of adjustment measures will clearly become increasingly necessary. Teaching staff is the lion's share of the education system, and using it rationally and mobilizing teachers effectively are issues that are increasingly of concern, and are becoming priorities for African governments.

It is particularly important that African governments pay heed to what has been learned in Guinea. Today, it is no longer enough "to be satisfied with managing the education system from a logistical and organizational viewpoint (building classrooms, training teachers, defining methods for grouping pupils, availability of teaching material, textbooks)."[19]

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19 Objectives and conceptual framework of the Working Group on the Teaching Profession, francophone section (ADEA), 1996.

Annex 1.
Population, Area, Density

No.	admin. Region	Prefectures	Population	Area (sq. km)	Density (inhab./ sq. km)
1	Conakry	-	**1 094 075**	**308**	**3552**
2	Boké	1. Boké	294 314	11 053	27
		2. Boffa	156 949	9 100	18
		3. Gaoual	137 599	11500	12
		4. Koundara	90 919	5 505	17
		5. Fria	80 903	1 811	45
		Total	**601 682**	**38 969**	**16**
3	Kindia	1. Kindia	288 007	9 115	32
		2. Forécariah	201193	4 200	48
		3. Coyah	85 106	2 166	40
		4. Dubréka	131 750	5 676	24
		5. Télimélé	227 714	9 000	26
		Total	**933 770**	**30 157**	**31**
4	Mamou	1. Mamou	236 125	8 000	30
		2. Dalaba	136 947	4 400	32
		3. Pita	238 760	4 320	56
		Total	**611 832**	**16 720**	**37**
5	Labé	1. Labé	251 504	3 014	84
		2. Tougué	114 377	6 400	18
		3. Lélouma	136 643	2 140	64
		4. Mali	211 190	9 790	22
		5. Koubia	91 889	2 800	33
		Total	**805 609**	**24 144**	**34**
6	Faranah	1. Faranah	147 743	13 000	12
		2. Dinguiraye	137 138	14 500	10
		3. Dabola	110 965	5 508	21
		4. Kissidougou	205 836	8 872	24
		Total	**601 682**	**41 880**	**15**
7	Kankan	1. Kankan	262 567	11 564	23
		2. Mandiana	170 881	12.300	14
		3. Kéouané	153 913	9 750	16
		4. Kouroussa	149 325	16 220	10
		5. Siguiri	271 594	15 500	18
		Total	**1 008 260**	**65 334**	**16**
8	N'zérékoré	1. N'zérékoré	282 903	4 625	62
		2. Guékédou	348 053	4 400	80
		3. Lola	134 649	3 940	35
		4. Yomou	135 215	6 000	23
		5. Mcenta	281 053	8 600	33
		6. Beyla	167 461	17 452	10
		Total	**1 348 981**	**45 017**	**30**
9	**Country Total**		**7 164 893**	**245 857**	**29**

Annex 2.
Implementation Plan

No.	Activity	Actors	Timeframe
1	**Preliminary study of redeployment possibilities by area, teaching level, and discipline** • Pilot test method • Extend calculation methods and standards to five regions • Define applicable staffing standards for educational levels in the short- (n+1) and medium terms (n+5)	• National education administrations • Statistics and planning department	January–February 1991
2	**Evaluate performance and training needs of redeployed teachers** 2.1 Create evaluation teams 2.2 Develop evaluation tools 2.3 Inspect/evaluate affected teachers	• Regional inspectorates • Prefectoral administrations • General inspectorate • National teaching institute	January–July 1992
3	**Information campaign** 3.1 Define communications plan 3.2 Radio, TV broadcasts	• IPN (Educational radio), Ministry of Information • National managements of educational cycles • Statistics and planning department	January 1992 January 1992

No.	Activity	Actors	Timeframe
3.3.	Conferences in prefectures and schools	• Regional inspectorates • Prefectoral administrations • General inspectorate, Information department • Local media	January–March 1992
3.4	Publication of newspaper articles		January–September 1992
3.5	Disseminate official texts and instructions on HR optimization policy		January–December 1992
4	**Adaptation training and retraining**	• Institute of Educational Sciences • Language proficiency center ("CPL") • In-service training center • Teacher training colleges	January 1992–August 1993
4.1	Create adaptation and retraining programs for redeployed staff		
4.2	Administrative, material and teacher preparation: • Short-term adaptation programs for the teacher • Longer-term retraining program		
4.3	Organize 1992 teacher readaptation		
4.4	Organize1992-1993 longer-term retraining programs		

No.	Activity	Actors	Timeframe
5	**Determine staffing standards** 5.1 Publish texts setting standards for calculating resources needed by primary and secondary schools 5.2 Determine organizational chart/ school (action training seminar) 5.3 Publish organizational chart for administrative services	• Ministry of Administrative Reform and the Civil Service • National education administration • Statistics and planning department • Regional inspectorates • Prefectoral administrations • General inspectorate	January–February 1992
6	**Implement vertical**[20]**, geographic**[21]**, specific**[22] **transfers** • Notify decentralized officials of provisions applicable to their area • Local redeployment proposals (training-action seminars) • Identify persons to be redeployed after examining files • Individual redeployment decisions (staff assignments)	• General inspectorate • National managements of education cycles • Regional inspectorates • Prefectoral administrations	March–August 1992

20 Vertical redeployment: redeployment to primary school of ordinary and assistant teachers teaching at other levels.

21 Geographic (or horizontal) redeployment: redeployment from surplus zones or disciplines to those needing staff.

22 Specific redeployment: return administrative staff eliminated from the organizational charts to classrooms.

Annex 3.
Survey Data: Optimizing Human Resources in Education and School Mapping

Table 3.1: Primary education data

Table 3.2: Secondary education data

Table 3.1: Primary education data

Category	Parameters	Total
Students	Number	346,492[23]
	Girls	109,351
	% Girls	31.55
Teachers	Ordinary teachers (rank B)	5,497
	Assistant teachers (rank C)	2,836
	Arab language teachers	282
	Monitors (rank D)	84
	Numbers	8,699
	Women	1,957
	% Women	22.49
	Student-teacher ratio	43
	Qualification level	50%[24]
Facilities	Number of schools	2,476
	Number of classes	8,045
Administrators	Number	687
	Ratio: administrator/school with more than three classes	1
	Ratio: teachers/administrator	13
	Ratio: students/administrator	504
Educational output	Success rate	44%
	Repetition rate	25%
	Dropout rate	14%

23 School access in rural areas is 18% of children of a given class age compared with 54% in urban areas.

24 30% of other teachers are trained and not qualified; the remaining 20% have not been trained.

Table 3.2: Secondary education data

Category	Parameters	Total
Students	Number	73,671
	Girls	17,508
	% Girls	23.76
Teachers	Teachers (rank A)	1,765
	Agronomists and veterinarians (rank A)	344
	Agricultural and livestock breeding technical supervisors	141
	Ordinary teachers (rank B)	1,841
	Assistant teachers (rank C)	217
	Student interns	396
	Technical trainers/instructors	142
	Numbers	4,846
	Women	622
	% Women	12.83
	Qualification level	64%[25]
	Student/teacher ratio	17
Facilities	Number of schools	230[26]
	Number of classes	1,649
Administrators	Numbers	537
	Ratio: administrators/school	2.5
	Ratio: teachers/administrator	9
	Ratio: students/administrator	137
Educational output	Success rate	35%
	Repetition rate	25%
	Dropout rate	40%

25 The other 36% of teachers have only received a primary education.
26 Comprising 192 middle schools and 38 high schools.

Annex 4.
Surpluses and Deficits Before Redeployment, 1991–1992

Table 4.1:   Classroom and administrative staff, primary education

Table 4.2:   Classroom staff, secondary education

Table 4.3:   Administrative staff, secondary education

Table 4.1 Classroom and administrative staff, primary education

Regional Education Inspectorate	Classes	Current staffing	Directors	Sub-prefecture Teaching Delegates	Balance	Surplus	Deficit
Forest Guinea	2331	2206	62	77	2067	264	–
Coastal Guinea	1851	1473	53	45	1339	512	–
Upper Guinea	1381	1187	36	84	1067	314	–
Middle Guinea	2030	2059	35	96	1928	102	–
Conakry	1356	1490	84	0	1406	–	50
Total	**8949**	**8379**	**270**	**302**	**7807**	**1192**	**50**

Table 4.2 Secondary education teachers

Regional Education Inspectorate	Schools	Classes	Current staff	Standardized staff	Surplus	Deficit
Forest Guinea	62	375	843	662	181	–
Coastal Guinea	50	387	1098	659	439	–
Upper Guinea	30	233	526	397	129	–
Middle Guinea	55	356	795	602	193	–
Conakry	27	491	1221	842	379	–
Total	**224**	**1 842**	**4 483**	**3 162**	**1 321**	**–**

Table 4.3 Administrative staff, secondary education

Regional Education Inspectorate	Schools		Current Staff	Standardized Staff	Surplus to reassign	Deficit to fill
	Middle schools	High schools				
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	–
Conakry	20	7	231	239	-	8
Total	**172**	**52**	**1054**	**890**	**172**	**8**

Annex 5.
Results

Table 5.1: Redeployed staff

Table 5.2: Primary education staff

Table 5.3: Secondary education staff

Table 5.1 Redeployed staff, 1992-1993

| Regional Education Inspectorate | REDEPLOYMENT | | | | | | TOTAL | |
| | Vertical[27] | | Geographic[28] | | Specific[29] | | | |
	Planned	Achieved	Planned	Achieved	Planned	Achieved	Planned	Achieved
Forest Guinea	217	174	362	161	19	11	598	346
Coastal Guinea	153	151	178	391	47	47	378	740
Upper Guinea	83	101	89	66	32	31	204	198
Middle Guinea	101	118	158	157	27	27	286	302
Conakry	149	160	162	189	74	46	385	395
Total	**703**	**704**	**949**	**964**	**199**	**162**	**1851**	**1981**

27 Vertical redeployment: redeployment to primary schools of ordinary teachers and assistant teachers teaching at other levels.
28 Geographical (or horizontal) redeployment: redeployment of staff from surplus zones or deficit zones or disciplines.
29 Specific redeployment: redeployment of administrative staff eliminated from the organizational chart to the classroom.

Table 5.2 Situation of primary education staff

Regional Education Inspectorate	Number of Classes	Staffing (1991-1992)	Managers released	Sub-Pref. Edu. Delegates[30]	Shifted to statutory incapacity				Balance	Staffing by intra-prefecture redeployment	Surplus not absorbed	Deficit remaining to fill
					Inva-lidity[31]	Second-ment	Training	Other[32]				
Forest Guinea	2331	2206	62	77	60	14	8	0	1985	346		
Coastal Guinea	1851	1437	53	45	34	16	27	0	1262	589		
Upper Guinea	1381	1178	36	84	32	21	8	0	997	196		
Middle Guinea	2020	2059	35	96	38	36	18	0	1836	302		
Conakry	1356	1490	84	0	33	2	23	5	1381	218		
Total	**8949**	**8370**	**270**	**302**	**197**	**89**	**84**	**5**	**7461**	**1653**		

30 SPED: Sub-Prefectoral Education Delegates
31 Unable to teach due to health reasons
32 Replacement of transfers in school administrative staff.

Table 5.3 Secondary education staff

Regional Education Inspectorate	Number of schools	Number of Classes	Staffing (1991-1992)	Staff Departures					Balance	Standardized staffing, 1992-1993	Unabsorbed Surplus	Deficit remaining to fill
				Vertical redeployment[33]	Reconversion[34]	In-training	Invalidity[35]	Other[36]				
Forest Guinea	62	373	843	137	51	43	0	12	595	662	68	135
Coastal Guinea	50	387	1098	101	108	104	15	63	690	659	112	8
Upper Guinea	30	233	526	75	44	38	0	16	346	397	53	104
Middle Guinea	55	356	795	85	44	54	5	27	576	602	54	81
Conakry	17	491	1221	83	79	79	26	62	863	842	159	138
Total	**224**	**1840**	**4483**	**481**	**326**	**318**	**46**	**201**	**3070**	**3162**	**446**	**539**

33 Redeployed from secondary to primary
34 Placed in retraining (agronomists and others)
35 Unable to teach for health reasons
36 Substitutes for staff departures in school administrations and substitutes put on secondment.

Annex 6.
Model Information Sheets

Table 6.1: Determining staffing needs, secondary schools

Table 6.2: Organizational chart/Administrative bodies

Table 6.3: Norms for opening and closing primary school classes

Table 6.4: Primary education staff standards

Table 6.5: Administrative staff standards, secondary

Table 6.1 Determining staffing needs, secondary school

RIE ....
PEA ....
SCHOOL ....

	SCHOOL YEAR			
	1991-92		1992-93	
Total student numbers				
Classes				
Job	Current staff (1991-92)	Standardized staff (1991-92)	Adjustment measures (1992-93)	Comments
	Total Target population[37]		+ -	
1. Administration • Principal • Vice-Principal • Guidance counselor • General monitor • Monitor				
2. Service staff • Secretary/ librarian • Maintenance/ guard • Other				
3. Teachers • French • History • Geography • Civics • Mathematics • Physics • Chemistry • Biology • English • Economics • Philosophy • Geology • Arabic • Physical education Other				
Total				

37 Ordinary teachers, assistant teachers, monitors, agriculture and livestock technical supervisors, and veterinarians and agricultural specialists.

Table 6.2 Organizational chart, administrations

REPUBLIC OF GUINEA   Work-Justice-Solidarity
PRESIDENT OF THE REPUBLIC
GENERAL SECRETARIAT OF THE GOVERNMENT

JOINT ORDER NO .... / .... /PRG/GSG
DEFINITION OF ORGANIZATIONAL CHART ....
(Department or district)

The Minister of Pre-University Education
The Minister of Finance
The Minister of Administrative Reform and the Civil Service,
Whereas .....
Whereas .....
Whereas .....

DECREE

FIRST ARTICLE The organizational chart of the National Vocational Education
Department of the Ministry of Pre-University Education and Vocational Education is
defined as follows: ....
 ....

O.F. Form No. ...... page ....
Reserved for supervisory body   Date ....
 /..../..../..../..../..../..../..../..../..../
(Classification number)
  ORGANIZATIONAL CHART .... (Department or district)

Department, position[38] Total staff		Statutory levels	Numbers Planned		
		proposed[39]	199..	199..	199..
DEPARTMENT					
....					
....					
SECTION A					
....					
....					
SECTION B					
....					
....					
SECTION C					
....					
....					
TOTAL STAFF	22	Total per year	22	22	22

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38 Principal, vice-principal, secretaries, department heads, assistants, study directors, driver,
    gatekeepers and guard.
39 The corps defined in the specific statute and required to fill the corresponding positions.

Table 6.3 Norms for opening and closing primary school classes

AREA	DIVISIONS			
	Opening[40]	Closing[41]	Subdivision[42]	Multigrade class or regrouping[43]
Rural	Demand >20	Normal class (Numbers < 15) Multi-grade class (Numbers < 20)	Pour mémoire	Total numbers < 40
Semi-rural	Multi-grade class > 30	Pour mémoire	Pour mémoire	S/TG <
Urban	Pour mémoire	Pour mémoire	S/TG > 60[44]	S/TG <

40 Creation of a class at an undetermined grade level.
41 Elimination of a single class at a given grade level.
42 Creation of an nth class at a given grade level.
43 Elimination of a class and distribution of students in their groups.
44 Student/classroom ratio.

Table 6.4 Primary education staffing standards

School size (in numbers of classes)	Principal teaches	Principal does not teach	Teachers	Substitutes	Caretaker	Secretary/ clerk
1 to 5	1	–	0 to 4	–	1 (urban area)	–
6	–	1	6	1 (principal)	-"-	–
7 to 12	–	1	7 to 12	2	-#-	1
13 to 18	–	1	13 to 18	3	-#-	1
19 to 24	–	1	19 to 24	4	-#-	1

Table 6.5 Administrative staff standards, secondary

School size (in student numbers)	Principal	Vice-Principal (Director of studies)	Guidance counselor	General monitor	Monitor	Secretary/ librarian
< 100	1	–		–	1	–
100—200	1	–	one itinerant counselor/ 600 pupils	1 (principal)	1-	1
200—400	1	–		1	1-	1
400—600	1	-		1	2-	1
600—1 000	1	1	2	1	2	1
1 000—1500	1	1	2	1	3	2
>2 000	1	1	2	1	4	2