

# POLEMAG

IIEP PÔLE DE DAKAR INFORMATION MAGAZINE

# #24

JULY 2016

FEATURE

# TEACHER ALLOCATION

INTERVIEW WITH THE GUINEAN  
MINISTER OF PRE-UNIVERSITY  
EDUCATION AND LITERACY

GUIDE ON NATIONAL  
EDUCATION ACCOUNTS



United Nations  
Educational, Scientific and  
Cultural Organization



International Institute  
for Educational Planning

*Pôle de Dakar*  
EDUCATION SECTOR ANALYSIS

# content #24

JULY 2016

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## PÔLEMAG

IIEP- Pôle de Dakar  
Almadies - Rte de la plage de Ngor - BP3311 Dakar Sénégal  
Tel.: + 221 33 859 77 30  
[www.iipe-poledakar.org](http://www.iipe-poledakar.org)

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Publication directors Guillaume Husson  
Conception and editing Jonathan Jourde, Léonie Marin  
Translation from French to English by Marjorie Leach  
Proofreading by Alexandra Waldhorn  
Layout by Reg', Régis L'Hostis, Dakar.

Contact  
[contact@iipe-poledakar.org](mailto:contact@iipe-poledakar.org)

## Allocation at the centre of a global teacher policy

BY GUILLAUME HUSSON - HEAD OF IIEP PÔLE DE DAKAR

The teacher issue is fundamental to the success of the international community's commitments to education. The recent Education 2030 framework for action refers explicitly to the issue by committing to "substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries."

In African countries, the teacher issue is generally approached from the angle of recruitment, training and remuneration practices. While these aspects are more than essential, the way in which teachers are allocated, deployed and utilised has not been considered in an equal light to date. Yet, beyond the considerations related to equity and quality of education, better teacher allocation could significantly increase the efficiency of public expenditure on education. This aspect is essential in sub-Saharan Africa where the teacher payroll represents between 60% and 90% of current expenditure on education in primary and secondary education. More coherent teacher allocation can provide leeway for improving the system as a whole.

Teacher allocation is the featured topic in this issue and of a regional workshop organised by IIEP Pôle de Dakar from 11<sup>th</sup> to 13<sup>th</sup> July in Dakar to bring together executives in charge of education system management in West Africa, international experts and technical and financial partners. In future, the subject of teacher allocation should be central to global debates on education. The Pôle de Dakar will fully play its role in promoting good practices and in helping countries acquire the necessary tools for more effective monitoring of allocation in the framework of a global teacher policy.

## MAURITANIA STARTS A VOCATIONAL TRAINING REFORMS OPERATIONALIZATION CONTRIBUTION PROGRAMME

The Pôle de Dakar launched the activities of its Platform for Expertise in Vocational Training (Pefop) in November 2015. In the first six months of 2016, Mauritania, one of the four Pefop support partner countries for the implementation of renewed vocational training (VT) policies, finalised its diagnosis of the barriers to be lifted around the Platform's five priority focal points (public-private partnership, steering by economic demand, skills validation process, equity and access, and sustainable long-term funding). New working sessions held in Rosso and Nouakchott focused on the cause-effect relationship of the problems identified in order to set priorities. A Reform implementation support programme (Procor) is being finalised with all national stakeholders including technical and financial partners, and with the coordination team set up by the ministry in charge of vocational training, in order to implement these essential VT reforms in Mauritania. ■

## BURKINA FASO: A TIMELY DIAGNOSIS OF THE BARRIERS TO THE OPERATIONALIZATION OF THE VOCATIONAL TRAINING POLICY

Further to a workshop opened by Mr Brice Yogo, Secretary-General for the Ministry, public and private Burkinabé vocational training stakeholders from the different sectors validated the table of barriers to the implementation of the renewed vocational training policy in Ouagadougou on Wednesday 11<sup>th</sup> May 2016. The table was drawn up together with the team from Pôle de Dakar's Platform for expertise in vocational training (Pefop). Starting from a preliminary diagnosis based on specific interviews conducted mid-March with those in positions of responsibility in the main structures and organisations concerned, the Burkinabé stakeholders were able to exchange their perception and analyses during a week-long, focus group-type, seminar held in April. In parallel with the Pefop process, Ouagadougou hosted a workshop the

same week for the main vocational training technical and financial partners in Burkina Faso. The aim was for them to work on their prospective evaluation with a view to a new phase in the Technical and Vocational Education and Training Sector Policy Support Programme (TVET/SPSP) supported by a consortium of 6 donors since 2012. The diagnosis of the barriers to the operationalization of the renewed vocational training policy was presented to the TFPs in a specific working session. The TFPs found it to be complementary to their ongoing analysis. As a result, they and the Pôle de Dakar team considered it appropriate to make the different ongoing analyses converge in order to make the maximum number of tools available for Burkina Faso to support the renewal of national policy. ■



Vocational training actors in Burkina at the validation workshop.

© Pefop



## VOCATIONAL TRAINING IN SENEGAL – IDENTIFYING THE BARRIERS TO THE OPERATIONALIZATION OF REFORMS

Around forty Senegalese vocational training stakeholders met in Thiès, 70 km east of Dakar, from 30<sup>th</sup> May to 3<sup>rd</sup> June to participate in a workshop for the in-depth diagnosis of the barriers to the operationalization of the renewed vocational training policy. In order to identify and analyse the barriers to be lifted, Pôle de Dakar experts helped the

participants to share collectively through the organisation of focus groups around Pefop's priority areas. In the participants' opinion, the dynamics present during this workshop and the involvement of all the Senegalese vocational training stakeholders bode very well for the future outcomes of the process.

Senegal signed a framework partnership agreement with Pôle de Dakar on 23<sup>rd</sup> May 2016 to make their cooperation official regarding the support of the Platform for expertise in vocational training. ■

## LAUNCH OF THE THREE-YEAR EDUCATION TRANSITION PLAN IN COMOROS

Since March 2016, IIEP (Paris and Pôle de Dakar) has been supporting the Union of the Comoros in the preparation of a new planning phase for its educational policy. An agreement was reached to support the country in updating its sector diagnosis and in drawing up the education sector plan. As such, IIEP is committed to undertake, with the Ministry of National Education, Research, Culture and Arts, the institutional and performance analysis of the education system, the updating of the financial simulation model for education and the drawing up of the 2017/18 – 2019/20 transition plan with a budgeted action plan. ■

## GUINEA-BISSAU, SEEKING A BETTER EDUCATION-EMPLOYMENT MATCH

In the framework of Guinea-Bissau's sectoral diagnosis completed in 2015 with the support of Pôle de Dakar, it appeared important to conduct a study devoted to Technical and Vocational Education and Training (TVET), which is essential for the country's economic development. In Guinea-Bissau, there are in fact significant disparities between available skills as produced by the education system and those required on the labour market. Support from Pôle de Dakar consists of helping the authorities to collect data from the different TVET institutions and

enterprises in the country. To do so, missions were organised in the first quarter of 2016 to train interviewers and to follow up collection operations. In all, the survey enabled the questioning of 20 TVET institutions and 200 enterprises in the city of Bissau. The study underway will enable a better understanding of the mismatch between training and the employment market and offer avenues for improvement. A workshop is scheduled in Bissau in the second half of 2016 to validate the analyses resulting from the survey data. ■



Working session on data collection, Bissau, April 2016.

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## BENIN IS PLANNING ITS EDUCATION POLICY FOR THE COMING DECADE



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Benin initiated the process of developing its new Education Sector Plan (PSE) for the period 2016-2025 by organising the second national education forum in December 2014. At that time, a preliminary analysis of the strengths and weaknesses of the system and of the proposals for rectifying shortcomings was

conducted. Further to that, the Beninese government and its technical and financial partners decided to draw up a sector note in order to have on hand all the factual elements needed to develop this new programme. Within this framework, IIEP Pôle de Dakar supports the national team in carrying out the diagnosis, which covers

enrolment, quality, equity, funding and governance issues. The Pôle de Dakar will also accompany the country in updating its simulation model, which aims to place educational policy choices in a sectoral perspective and to estimate the overall cost of the new plan. ■

## PREPARING FOR THE 10<sup>th</sup> TRAINING COURSE IN SECTORAL POLICIES AND EDUCATION SYSTEM MANAGEMENT (PSGSE)

In October 2016, the Faculty of Science and Technology of Education and Training (FASTEF) of the University Cheikh Anta Diop (UCAD) and IIEP Pôle de Dakar will launch their 10<sup>th</sup> Francophone training course in sectoral policies and education system management (PSGSE). It will admit around 50 students coming mainly from Francophone African countries. At the time of the launch in October, two roundtables will be organised in Dakar: the first devoted to the impact of the Sustainable Development Goals 2030

on sectoral analysis and the second to strengthening the sectoral analysis capacities of ministry executives in charge of education. The Pôle de Dakar is also working on stimulating the network of former course students. Since its introduction 10 years ago, PSGSE training has benefited over 320 executives from 24 countries, including 22 African countries. ■

## For a better approach to education financing

### What were the reasons behind the development of a guide devoted to national education accounts?

Better analysis of how states finance their education system is an essential aspect for the improvement of education policies. This requires defining what we are going to measure: what exactly do we call education financing, public, private or external financing? Should we consider transport costs to and from school or purchasing a computer as educational expenses for example? Until now, in the field of education, no statistical standards or norms existed as a reference, unlike in the field of healthcare where they have existed for a couple of decades. The International Institute for Educational Planning (IIEP), the UNESCO Institute for Statistics and the World Bank were not necessarily using the same conventions to establish their statistics, thus limiting the impact of their analyses and the possibility of international comparisons. Harmonising the education financing analysis framework had become a major issue.

### How did you proceed in developing the national education accounts methodology?

We chose to base our approach on national accounting (NA). This is a global, standardised and internationally acknowledged approach. NA is a consistent integrated set of macroeconomic accounts, balance sheets and tables based on a series of internationally approved accounting rules. National education accounts (NEA) are a particularly well-developed sub-component



**Jean Claude Ndabananiye**  
is Education policy analyst at IIEP Pôle de Dakar. A qualified economist, he is a member of the team that has developed the methodological guide on national education accounts in the framework of a project financed by the Global Partnership for Education.

of NA in France and this has also been the case in Thailand for the past 5 years or so.

### What results have you obtained by implementing the NEA method in Uganda?

For the first time, Uganda is in possession of a complete 6-year series – 2008 to 2014 – of statistics on education expenditure, including the State (central government and collectivities), the private sector (households, enterprises and local NGOs), and external funding (public aid, NGOs, etc.). All these data are now registered in a single harmonised account. Previously, this information was available but in a disconnected manner and difficult to analyse as such in a global integrated perspective. Having such statistics makes it possible to fuel the dialogue on policies, particularly around issues such as free education and efficiency of expenditure on education. The State can give more consideration to the subject of household expenditure for children's education for example. Households do indeed spend a lot on the education sector and traditional information systems do not track this type of financing. Having an NEA means that factual elements are available to enable better-informed decisions. ■

## Methodological guide on national education accounts

A new methodological guide devoted to national education accounts (NEA) will be issued by the end of July 2016. It is co-produced by the UNESCO Institute for Statistics (UIS) and the International Institute for Educational Planning (IIEP – Paris and Pôle de Dakar) and has been developed in the framework of a project to improve the methodological aspects of education financing data using the NEA approach. It was launched in Montreal in 2013 with funding of 2.2 million dollars from the Global Programme for Education (GPE). The seven-chapter guide will be available free of charge in electronic or paper version, in French and in English.

UIS and IIEP combined their expertise for the implementation of the project in order to develop standardised methods and tools aimed at helping countries to track, compile and analyse education financing data more effectively. The work concerned eight African and Asian countries, with IIEP Pôle de Dakar focusing its expertise on Uganda, Guinea and Zimbabwe. The methodological guide is the result of the knowledge accumulated throughout the project; it has also benefited from a series of reviews by a team of international experts. In addition, the guide was the subject of in-depth consideration during the international seminar organised by IIEP in Paris from 4<sup>th</sup> to 8<sup>th</sup> April 2016, bringing together over 70 international experts, executives from the ministries in charge of education and partner institutions.

The statistical knowledge of education financing generally depends on the availability of information on the budgets of the ministries in charge of education and finance, as well as



on statistical surveys such as those concerning household expenditure. It is useful when this information is available and it can be helpful in providing answers to some precise questions. However, problems arise when trying to obtain a more global, consolidated picture of education sector financing. Incoherent sources, absence of common definitions, classifications and difficulties in accessing information, make consolidation more complex.

NEA guide offers proven methods to overcome these difficulties by structuring multiple data and using common definitions. The aim is to report all finance flows in a coherent and integrated accounting framework to enable the economic analysis of the education sector, covering both financing and the costs of production activities. ■



FEATURE

# MORE EFFECTIVE TEACHER ALLOCATION IN AFRICA



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The way in which teachers are assigned to schools is a key aspect of equity and effectiveness of education systems in Africa. In many countries, pupils do not benefit from the same conditions of education with considerable disparities in teacher allocation across geographical areas and schools. Rectifying these problems of randomness in teacher allocation is a major challenge in order to offer quality education to all children and provide budget leeway for the education system as a whole.

Teachers are central to achieving the global goals for education. The Education 2030 Incheon Declaration and Framework for Action recalls that having sufficient numbers of qualified teachers is a fundamental condition for guaranteeing quality education for all. For that, teachers should be adequately recruited and remunerated, and benefit from motivating career prospects.

Aside from these aspects, the way in which teachers are allocated and utilised in the different schools requires considerable attention. Sectoral diagnoses carried out in Africa, with the support of IIEP Pôle de Dakar, show recurring difficulties in teacher allocation, with sometimes very marked imbalances across geographical areas and schools. It therefore appears essential to address this problem so that no child, irrespective of geographical location, is deprived of learning opportunities due to a lack of teachers.

**Few countries have satisfactory teacher allocation practices**

Teacher allocation in Africa is analysed differently according to the level of education. In primary education, a commonly used method is the analysis of the pupil/teacher ratio (PTR), which consists of dividing the number of pupils by the number of teachers. In sub-Saharan Africa, there is an average of 39 pupils per teacher, with considerable disparities across countries. The PTR reaches relatively high levels in Malawi (70 pupils per teacher), Rwanda (63) and Chad (59) whereas other countries have somewhat low levels, such as Cape Verde (23 pupils per teacher) or Liberia (30).

Beyond these national figures indicating the country's capacity to address theoretical global teaching needs, it is also possible to observe, at decentralised level, whether teachers are allocated equitably throughout the territory. For example, Uganda has a PTR of 55 pupils per teacher but this actually varies from 35 to 79 depending on the districts. At school level, very high disparities are also observed, such as in Benin where the PTR varies from under 10 to over 140 depending on the class.



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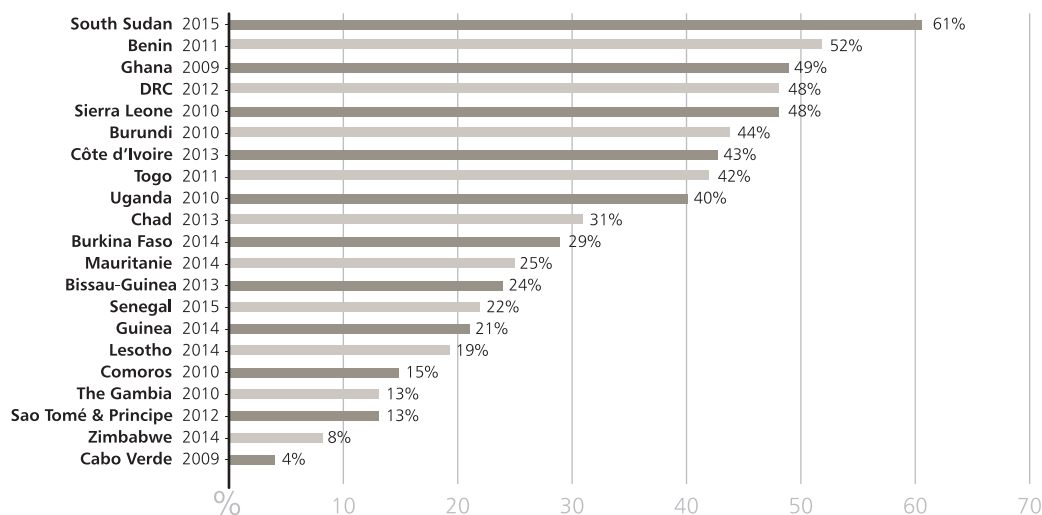
In general, the number of teachers per primary school is not proportional to the number of pupils and teacher allocation can be influenced by other variables: class size not in line with regulations, and absence of, or failure to comply with, procedures, etc. The variables are referred to by the technical term "degree of randomness", calculated from the non-correlation between the number of pupils and the number of teachers in a school. The higher the degree of randomness, the more the problems of coherence in teacher allocation are visible and reveal the weaknesses of the management systems. In Africa, many countries have a high degree of randomness, which is as such unsatisfactory (see graph on following page).

In general secondary education, pupil/teacher ratios are not adapted for the analysis of teacher allocation since each pedagogical group has several teachers. In this case, a better approach is to compare the total teaching hours that teachers can offer to the total instructional time due to pupils. In most of the situations observed in previous education system diagnoses, it seems that the budgets committed by the authorities

allow for the necessary theoretical teaching time. However, the situation is more complex when analysed per subject. Indeed, some subjects lack teachers and teacher utilisation may be sub-optimal. In particular, it can be very difficult to recruit teachers in scientific subjects. For example, the figures published by the Ministry of Education in Uganda, corresponding to the 2012 recruitment campaign, reveal that only 20% of biology posts and 25% of chemistry posts were filled. At the end of the day, only one out of two posts across all subjects had been filled.

In this context of scarce secondary teacher resources, disparities in deployment occur automatically. In Togo, for example, lower secondary schools that have identical needs in teaching time (say 400 hours) receive a number of teachers corresponding to a highly variable number of hours (between 200 and 500). In the case of Togo, over 25% of teacher allocation to public lower secondary schools is explained by factors other than the instructional time due to pupils.

## Degree of randomness in teacher allocation per country in public primary schools



Source: IIEP Pôle de Dakar database

## A key issue for equity and efficiency of public expenditure on education

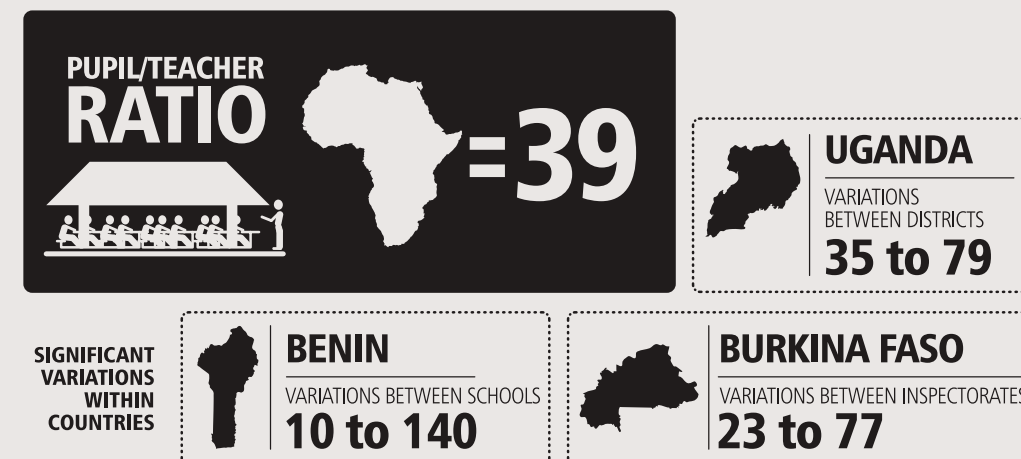
Shortcomings in teacher allocation represent a major challenge for the 2030 agenda since, without optimal teacher utilisation, all children, irrespective of their school, cannot be guaranteed the necessary instructional time for quality education during the course of a school year.

Beyond the issue of equity, allocation problems lead to reduce the efficiency of public expenditure on education all the way along the educational chain. Teachers represent the highest education expenditure budget item with the payroll ranging from 60% to 90% of current expenditure on education in the different sub-Saharan African countries. Improving teacher deployment would therefore limit the cost of additional recruitment and rationalise public expenditure. In a context of limited budget resources, this is an essential point in order to create new leeway for African education systems.

Improving teacher allocation monitoring represents one of the major challenges for the perspectives of progress for education by 2030. The ministries in charge of education must initiate reflections in order to identify the institutional practices that are best-adapted to ensure effective teacher deployment according to identified needs. In many countries, although rules and procedures exist, they are not necessarily followed. The reasons need to be understood and good practice promoted to establish clear procedures respected by all. Such reflections should also lead to the acquisition, by those countries that have not already done so, of effective teacher allocation monitoring tools. ■

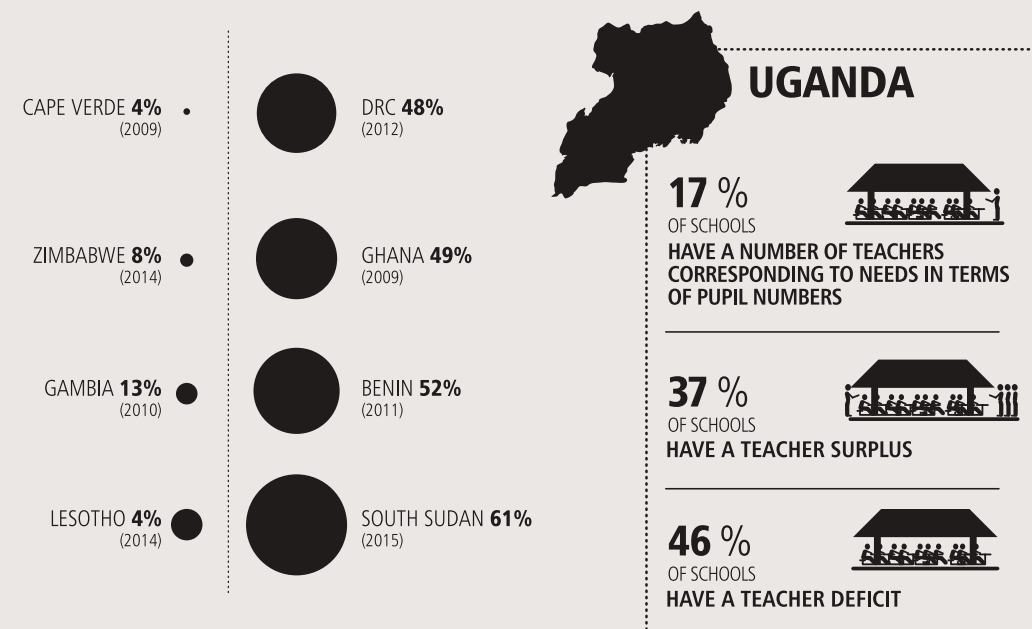
## IN FIGURES

AVERAGE NUMBER OF PUPILS PER PRIMARY SCHOOL CLASS IN AFRICA



## DEGREE OF RANDOMNESS

Percentage of reasons for teacher allocation not based on the number of pupils (e.g. class size not in line with regulations and absence of, or failure to comply with, rules or procedures, etc.).





# Ibrahima Kourouma

GUINEAN MINISTER OF PRE-UNIVERSITY EDUCATION AND LITERACY

## What is the context of teacher allocation in the Republic of Guinea and how does it work?

Thank you for the opportunity offered to speak about such an important and timely topic, that of teacher allocation in the Republic of Guinea.

But to answer your actual question, it must be mentioned that over the past five years, the government of Guinea, under the impetus of Professor Alpha CONDE, President of the Republic and Head of State, has made significant investments in the construction and equipment of school infrastructure: over 6000 classrooms have been created and equipped by the government with the support of technical and financial partners and local communities.

This has created huge needs in terms of teachers and unfortunately the rate of recruitment has not followed at the same pace.

Indeed, over the last two years, our country has been faced with the outbreak of Ebola, which has seriously affected the national economy and slowed down the normal rate of teacher recruitment. As an immediate consequence, many pedagogical groups have had government contract teachers or community teachers.

This new situation has led the government to reinforce its policy to rationalise teacher utilisation. More precisely, this means: standardising weekly working hours for secondary teachers, i.e. at least 18 hours per teacher; respecting the principle of one teacher per pedagogical group in primary education; adopting the practice of itinerancy for teachers in secondary schools, especially in rural areas; extending the principle of multi-grade and double-shift classes in elementary education.

## What are the challenges for teacher allocation across the different areas?

Experience has shown that most teachers prefer urban areas to the detriment of rural areas. Reversing this trend is the principal challenge for the government of the Republic of Guinea today. This will include adopting stronger incentive measures for difficult areas and recruiting teachers according to local needs. Calls for candidates will be exclusively based on vacant posts in said areas.

## What solutions have been developed and envisaged to improve teacher allocation?

In order to cover teacher needs throughout the country, the government of Guinea, through my Department, has engaged in a vast teacher redeployment campaign.

This campaign has enabled the reallocation of 2269 under-utilised teachers from urban areas to rural areas in the 33 *prefectures*, thus extending teacher coverage and reducing community charges for the remuneration of community teachers.

The same campaign has also enabled the detection of 1177 under-utilised teachers in the five *communes* of the capital city. These teachers will be redeployed at the beginning of the new school year.

Further measures have been introduced to maintain teachers transferred to difficult areas. This concerns more particularly: granting substantial bonuses for difficult rural areas; connecting area bonuses currently linked to the payslip to the assigned post in future;



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progressively moving community contract teachers towards government contract status and eventually doing away with the former status; respecting teacher recruitment as scheduled in the document on the diagnosis of the teaching issue in the Republic of Guinea. For example, this year, the recruitment of 3500 teachers is scheduled for July 2016; adopting and respecting the table of transfers nationally according to teacher transfer regulations. ■

## AGENDA

### IIEP Pôle de Dakar

#### Regional workshop – For better teacher allocation monitoring

Dakar, Novotel – 11 to 13 July 2016

#### PSGSE Training

Class 9 - Online session 2  
24-25 October 2016

Class 9 - Face-to-face session 3  
21-25 November 2016

Class 10 - Face-to-face session 1  
& Roundtables 10 years of PSGSE  
10-19 October 2016

#### SAMES Training

Class 4 - Online session 1  
21 September 2016

### IIEP Buenos Aires

#### Webinar – The job market as an obstacle to schooling of adolescents in Latin America

Online [eventos.siteal.org](http://eventos.siteal.org)  
(in Spanish) – July 7, 2016

#### Webinar – Itineraries of the International Convention on the Rights of the Child in Latin America

Online [eventos.siteal.org](http://eventos.siteal.org)  
(in Spanish) – August 8, 2016

### IIEP Paris

#### Advanced training programme Specialised courses

Session 2017-2018

Registration:

1 October - 15 December 2016

#### Seminar – Improving school financing: the use and usefulness of school grants

Paris, IIEP - 10 to 12 October 2016

#### International Policy Forum – Teacher Training Policies in Latin America. Trends and challenges

Buenos Aires, Ministry of Science and Technology – November 8 and 9, 2016

# WORK AT THE COUNTRY LEVEL

MISSIONS FROM JANUARY 2016 TO JUNE 2016





“ Teachers are the key to achieving all of the Education 2030 agenda, so this target is critical. It requires urgent attention, with a more immediate deadline, because the equity gap in education is exacerbated by the shortage and uneven distribution of professionally trained teachers, especially in disadvantaged areas. ”

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**FRAMEWORK FOR ACTION** - EDUCATION 2030

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