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## Country Case Study Republic of Guinea

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### The Reform of Pre-service Primary Teacher Training in Guinea (FIMG): Review-Results of Implementation

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## Acronyms and abbreviations

<b>ADEA</b>	Association for the Development of Education in Africa
<b>Bac1</b>	High school diploma (baccalauréat) part one
<b>Bac2</b>	High school diploma (baccalauréat) part two
<b>BND</b>	National Development Budget
<b>CPMF</b>	Pedagogical Advisor
<b>DCE</b>	District Education Directorate
<b>DEV-C</b>	Education Directorate for the Town of Conakry
<b>DNEE</b>	National Directorate for Elementary Teaching
<b>DNFPPP</b>	National Directorate for Professional Training and Development of Personnel
<b>DPE</b>	Prefectural Education Directorate
<b>DPSP</b>	Sub-Prefectural Pedagogical Directorate
<b>ÉNI</b>	Normal School for Primary Teachers (teacher training institute)
<b>EFA</b>	Education For All
<b>FIM-G</b>	Pre-service Primary Teacher Training in Guinea
<b>GAP</b>	Pedagogical Action Group
<b>GNF</b>	New Guinean Franc
<b>INRAP</b>	National Institute for Pedagogical Research and Action
<b>IRE</b>	Regional Education Inspectorate
<b>ISSEG</b>	Guinean Higher Institute for Educational Sciences
<b>MEF</b>	Ministry for the Economy and Finance
<b>MEPUEC</b>	Ministry of pre-University Teaching and Civic Education
<b>MESRS</b>	Ministry for Higher Education and Scientific Research
<b>METFP</b>	Ministry for Technical Education and Vocational Training
<b>NFQE</b>	Basic Quality and Equity Levels
<b>PASE</b>	Support Program for the Education Sector
<b>PASEC</b>	Education Systems Analysis Program
<b>CONFEMEN</b>	
<b>PEN</b>	Normal School Teacher
<b>PPF</b>	Project Preparation Facility
<b>ICTs</b>	Information and Communication Technologies
<b>UQAM</b>	University of Quebec in Montreal

## 1. EXECUTIVE SUMMARY

1. From 1992 until 1998, Guinea recruited its prospective primary teachers among grade 12 students and provided them with a 3-year program. Because a significant number of prospective teachers showed serious weaknesses in content knowledge, the 3-year training program was principally focused on content knowledge and made little room for professional knowledge. Student teaching was carried out in the cozy context of the laboratory school (École d'application) attached to each Normal School (ENI in French). The student teachers/normal school teacher ratio was as low as 10/1 on average, which resulted in high unit costs and low outputs in terms of trained teachers. At the same time, demand for new teachers was increasing steadily, so much so that by 1998, the 8 ENIs taken together could not even provide 200 new teachers per year, whereas there was a projected shortage of 2,000 for the 1998-1999 school year.

2. It was in this context that in February 1998, the Government of Guinea obtained a *Learning Innovation Loan* (LIL) from the World Bank with a view to mitigate the foreseen crisis. The country needed 2,000 thousand new teachers in October 1998! In addition to this pressing need, there was a need to rethink pre-service teacher education given the soaring costs and low productivity of the existing model. The challenge was therefore to design a program that could provide the country with 6000 contract teachers in three years and at lower unit costs while preserving quality. With technical support from a university of Quebec, Guinea designed a two-year model (known by its French acronym FIM-G) based on the German dual system of professional training, and conceptually oriented by active pedagogy, learning-centeredness, reflective practice, and socio-constructivism.

3. The first year of the program consists of coursework at the ENI (focused on the teaching of the basic subjects such as French, mathematics, science and technology, and humanities, as well as on educational psychology and learning assessment). The year of coursework is interspersed with periods of student teaching (formation pratique) in specially selected ordinary schools (écoles associées). Courses at the ENI are taught by the normal school teachers and periods of student teaching are supervised by pedagogical advisors (conseillers pédagogiques-maîtres formateurs) in collaboration with the host teacher (maître associé) and school head (directeur associé). The second year is a school year-long student teaching experience where the prospective teacher assumes full responsibility for a classroom. During this year, he or she still receives support from a pedagogical advisor as well as a maître associé. Several student teachers are placed in a given school so that they can support each other as well as engage in peer socialization.

4. The quantitative objective was met beyond expectations as the program delivered 7,162 new teachers (37% of whom are women) by June 2003. Put differently, the program delivered 2,496 new teachers per year, compared with less than 200 previously. The unit cost is estimated to be 1,484,288 Guinean Francs, or approximately US\$677.

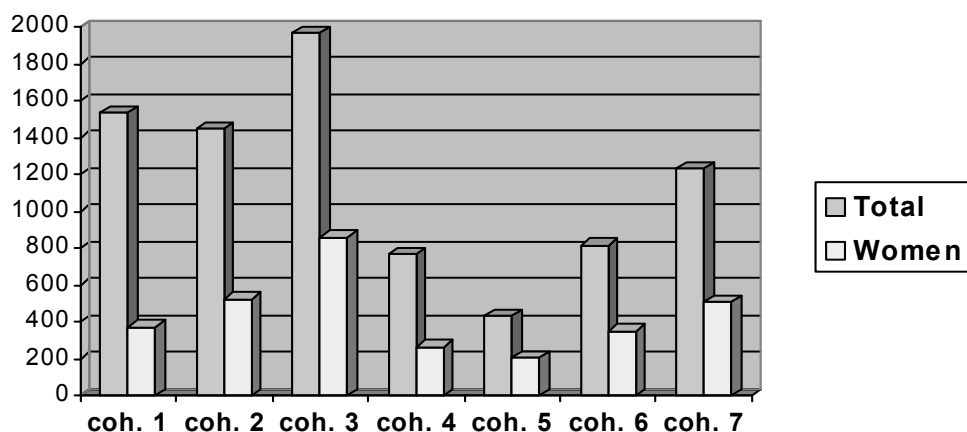
5. This remarkable accomplishment can be attributed mainly to the design and implementation of two versions of the model: a short cycle (called formation d'urgence) and long cycle (called formation régulière). The short cycle consists of three phases: 3 months of coursework at the ENI (from July to September), followed by 9 months of student teaching (from October to June), and finally 3 months of further coursework at the ENI (July to September). The regular model consists of two phases: 9 months of coursework at the ENI (from October to June), interspersed by three periods of student teaching conceptualized respectively as periods of observation, immersion (imprégnation) and responsibility; followed by 9 months of student teaching with full responsibility for a classroom.

6. This strategy helped increase the productivity of the ENIs. They have been operating 12 months a year since 1998 and have catered to 7 cohorts of prospective teachers from August 1998 to June 2003 (see the table and graphic below). The 7<sup>th</sup> cohort is expected to be certified in December 2003.

**Table 1 Distribution of student teachers across cohorts**

Cohorts	Total	Women
1	1534	370
2	1451	525
3	1967	858
4	768	264
5	431	203
6	815	352
7	1233	505
Total	8199	3077

**Graphic 1 Graphical representation of distribution of cohorts**



7. Beyond these figures, the graduates of the program are reported to be at least as good as graduates of previous programs. This assertion is based on an evaluation conducted in 2002 by the *Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN (PASEC)*. One of the objectives of this evaluation was to ascertain the effectiveness of the first two cohorts of graduates from the new teacher education program, compared with graduates from the previous ENI model and the former Normal Primary Schools (ENP in French). Teacher effectiveness was measured by the student scores on two written tests (a French test and a mathematics test) administered to a national sample of 2880 grade 2 and grade 5 students at the beginning and end of the school year. The results of the data analysis of student test data revealed the following:

- 5<sup>th</sup> grade students taught by FIMG graduates scored higher than students taught by graduates of former teacher education programs.
- The reverse is obtained in grade 2, even though the scores of students taught by FIMG are very close to the scores of students taught by graduates of the previous ENI model.



- But overall, students taught by FIMG graduates performed better than students taught by graduates of non-FIMG graduates, i.e., graduates of the ENP and old ENI models.
- Interestingly, students taught by the 2<sup>nd</sup> FIMG cohort scored higher than students taught not only by the 1<sup>st</sup> FIMG cohort but also by graduates of the ENP and old ENI models.

8. The fourth finding suggests that there was an improvement in the program's effectiveness from the first cohort to the second. This is all the more important as the 20,000 new teachers that Guinea needs over the next 10 years, in the framework of its basic education for all program, will receive their pre-service education under this new model. This will mean doubling the size of the current teaching force. An issue that needs urgent attention has to do with a career plan for contract teachers, promised since the inception of the program but yet to be seen. This has important financial, administrative and legal implications.

## 2. INTRODUCTION

9. In 1998, the Republic of Guinea launched a reform of pre-service primary teacher training. The aim was to quickly and cost-effectively train teachers to match the quantitative requirements for new teachers while maintaining quality. Mindful of this objective, it defined and implemented a work-study training model, which enabled young people who already have a good grasp of school disciplines to follow a one-year institutional training course. This training, focused on didactic principles, is followed by another year of practical training. During this time, the student teacher, while still undergoing training, is in charge of a class under the supervision of a pedagogical advisor and a host teacher.

10. The global cost of the reform implementation project was USD 4.3 million, 95% of which was funded by the World Bank, with counterpart funds from the Government of the Republic of Guinea of 5%. It came into force on September 3, 1998 and was closed on March 31, 2002. The project aimed to train and socially and professionally integrate 6,000 new contract teachers in order to provide teachers for the classes without teachers at Guinea's primary schools. Despite the constraints encountered, the project reached its objective using several strategies, one of which was the adoption of two cycles: the short cycle (called formation d'urgence - emergency training) and the long cycle (called formation régulière - regular training).

11. The short cycle consists of three phases: 3 months of theoretical training (July to September), 9 months of practical training (October to June) with responsibility for a class, followed by a further 3 months' theoretical training (July to September). The long cycle consists of two phases: theoretical training lasts 9 months (October to June), and is punctuated with three practical training placements (observation, immersion and responsibility). This is followed by 9 months of student teaching where the trainee teachers are responsible for a class.

12. This strategy increased the productivity of the ENI, which have operated 12 months a year since 1998. This enabled recruitment and training of seven (7) cohorts of student teachers from August 1998 to June 2003 (three followed the short cycle and four followed the long cycle). These seven (7) cohorts recruited and trained represent over 7,000 new teachers, 37% of whom are female.

13. The case study that is the focus of the present report aims to review this experiment using existing documentation, in particular the closing report for the reform implementation project and the data and report on the (i) *Theme-based assessment of pre-service primary teacher training in Guinea and the double shift system*, (ii) *Assessment of teachers' pedagogical skills* and (iii) *Study on the management of contract teachers and their impact on the education system*. These three operations were carried out respectively by the Programme for the Analysis of Educational Systems of the CONFEMEN Countries (PASEC), the International Consortium for Development in Education (CIDE) and the Working Group on the Teaching Profession/French-speaking section of the ADEA. The following questions served as guidelines for the case study:

- What are the conceptual orientations of the reform?
- How efficient is the training model adopted? What is the cost?
- What factors explain the efficiency of the model?

- What follow-up/assessment mechanisms were set up to regulate implementation of the reform? Did they work well?
- What lessons can be learned from this experience, with a view to developing the model?

14. The report is in six (6) parts. After placing the reform in context, it deals with the following points:

- The reform of pre-service primary teacher training
- Conceptual orientations, training model and delivery methods
- Implementation of the training program
- Results
- Recommendations made with a view to developing the model

## 3. CONTEXT

### 3.1. Social, economic, educational and institutional context

15. The Republic of Guinea covers a surface area of 246,857 Km<sup>2</sup>. It is situated in the southwest of West Africa, between 7° and 12° latitude north, and 8° and 15° longitude west. It is bordered in the west by the Atlantic Ocean for over 300 km, in the northwest by Guinea-Bissau, in the north by Senegal and Mali, in the east by Côte d'Ivoire and in the south by Liberia and Sierra Leone.

16. Guinea is divided into four natural regions, each with a distinct and homogeneous character: Lower Guinea or Coastal Guinea, Middle Guinea, Upper Guinea and Forest Guinea, which cover 18%, 20%, 40% and 22% respectively. Guinea's territory is divided into eight administrative regions, including Conakry, the capital, thirty-three prefectures and thirty-eight districts, five of which are in Conakry.

17. Each of these administrative structures has an Education structure. Therefore, there is an Education Directorate for the Town of Conakry (DEV-C), and each region has a Regional Education Inspectorate (IRE). At prefecture level, there is a Prefectural Education Directorate (DPE), and the District Educational Directorates (DCE) are located in Conakry.

18. In 1997, (the year before startup of the "FIMG" project), Guinea's population was estimated at 7,164,893 inhabitants (a density of 30 inhabitants per Km<sup>2</sup>) with a demographic growth rate of 2.8%.

19. For the same reference year, the population of school age children was estimated at 1,322,060 (18% of the total population) 674,251 of whom were girls (i.e. 51% of children to be schooled). The admission rate in year 1 was 40.31% overall, 33.80% for girls and 65.48% for boys, whereas the enrollment rate was 51.04%, 36.94 % for girls and 65.70% for boys.

20. The education system in Guinea is managed by three ministerial departments: Pre-University and Civic Education (MEPU-EC), Technical Education and Vocational Training (MET-FP) and Higher Education and Scientific Research (MESRS).

21. The structures of Guinea's education system are identical to those found in other French-speaking African countries, and include the following levels:

- Primary Education
- General Secondary Education
- Technical Education and Vocational Training
- Higher Education and Scientific Research
- Non-Formal Education (literacy and NAFA centres)

22. It should be noted that, in addition to these levels, Pre-School education (kindergarten, etc.) exists, and is under the aegis of the Ministry for Social Affairs, the Promotion of Women and Childhood.

23. On September 19, 1989, the Government adopted an *Education Policy Declaration*, which specified the main objectives in terms of education and training for the period 1990-2000:

- Increase the share of the national budget devoted to education
- Expand primary education
- Improve the quality of the education system
- Eliminate disparities between urban and rural areas and also between genders

24. This *Education Policy Declaration*, giving priority to elementary education, became the frame of reference for all actions in the education sector, and targeted the following objectives:

- **In quantitative terms:** Achieve a 70% enrollment rate in year 1 and a gross enrollment rate of 53% by 2000. This implies an extension of the school network by building new classrooms (between 200 and 800 per year), and recruitment of new teachers (between 500 and 1,400 per year)
- **In qualitative terms:** (i) sufficiently well-trained teaching staff in sufficient numbers, (ii) availability of pedagogical resources, (iii) school infrastructures established according to the school map technique to bring schools closer to families, (iv) taking into account of compensatory measures to reduce the costs of adjustment experienced by disadvantaged populations in order to promote equality through special programs for girls and 7 year olds and reinforcement of literacy programs.

25. In Guinea, pre-service training for primary school teachers takes place at Écoles Normales d'Instituteurs (ENI) ("Normal Schools"). There are eight of these schools, and they are the responsibility of the National Directorate for Training and Advanced Vocational Training of Staff (DNFPPP) of the Ministry for Technical Education and Vocational Training (MET-FP). This Department thus plays the role of service provider for the Ministry of Pre-University and Civic Education (MEPU-EC), which hires and uses the new teachers, as the beneficiary.

### 3.2. Brief history of pre-service primary teacher training in Guinea

26. Guinea previously belonged to the French colonial system and achieved independence in October 1958. To assume its responsibilities for education and teaching its children, Guinea used various methods to train its teachers:

- Recruitment of teaching monitors, associate primary teachers and ordinary primary teachers, who learned on the job
- Pre-service academic and pedagogical training for a duration of two to three years in the Écoles Normales Primaires (ENP) and the Écoles Normales d'Instituteurs (ENI) of trainee associate primary teachers and trainee ordinary primary teachers respectively. These teachers were given permanent appointments in time, after satisfying the requirements of an ad hoc pedagogical commission.

27. The advent of the Second Republic in April 1984 brought with it new aspects for the management of public servants, particularly concerning recruitment of new teachers. The constraints of the structural adjustment policy led to a drop in recruitment of teachers in the public sector so that, for a few years, the Normal Schools (ENI) operated below capacity because qualified teachers were not certain to be hired by public establishments. The emerging private education sector took advantage of this ambiguous situation where the State was training teachers on the one hand, on the other

encouraging building of classrooms, but was not able to employ these teachers to make the classes operational.

28. This is when the idea of State-hired contract teachers emerged and developed. All those who left the ENIs between 1990 and 1995 and who had not had a first job (there were over 3,000 of them), took a selection test. The best 624 were directly hired by the Civil Service, and the remainder were enrolled in refresher courses at the ENIs according to category before being hired as contract teachers: short refresher training course of three months for teachers whose level was average, and six months for the weaker applicants.

29. As the years went by, the gap between the growing need for teachers and the availability of ENI-trained teachers grew considerably. For example, in 1998, although there was a need for more than 2,000 new primary school teachers, all the ENIs together could not even deliver 200 graduates over a three-year training period.

### **3.3. Brief overview of pre-service primary teacher training before the reform**

30. The level of recruitment for student teachers was year 12 from 1992 onwards, which coincided with the first graduating class of Normal School Teachers (PEN), after it was previously year 10 for some time (1984 to 1990), sadly in a context where pupils' progress through the secondary school system did not really imply the application of rigorous assessment and well-defined criteria for moving up from one year to the next. Many applicants were extremely weak. Consequently, training requirements were focused on content knowledge. Despite this, there were still knowledge gaps at the end of the training, not to mention serious failings in terms of didactic and educational psychology skills.

31. The practical training was severely lacking, even though it was carried out over three years with progressive objectives that were to end with partial responsibility for a class. This training was carried out in the form of training placements in simulated surroundings called "laboratory schools" (*école d'application*). These training placements were focused on repeating the teaching model recommended by the Pedagogical Advisors (CPMF) in the laboratory schools. They seldom led to the student teacher taking real responsibility for the class. Nothing specific was organized for the integration of new teachers in the primary school system.

32. The elementary education programs were not taken into account in the proposed teaching plans or those simulated with the pedagogical advisors in the ENIs. There were practically no copies of the programs available, particularly at the ENIs. Reworking of these elementary education programs had been launched before the start of the FIM-G project, and the ENIs were hardly involved at all, apart from the ENI at Conakry.

33. The student teacher/Normal School Teacher ratio was low (approximately one to ten), which led to high operating costs. The three-year course duration only served to increase the unit cost of the training. ENIs did not have an operating budget, and the equipment and pedagogical and didactic material were insufficient.

34. All these factors led to a significant drop in the quality of training in the ENIs, thus contributing to a lowering of the overall quality of teaching in primary schools.

35. With the financial backing of the Sectorial Adjustment Program for Education (PASE) and the emergence of greater responsibility for education from the local communities, the intensification of efforts to build the school system helped improve overall access to education. This building effort, combined with a greater responsibility for the regions and grass-roots mobilization on the schools issue led to an increased demand from the population itself for qualified teachers and for a more effective school system.

36. It was with the aim of responding to the constantly increasing demand for new teachers that the Republic of Guinea negotiated with the World Bank and implemented, in July 1998, an innovative project for pre-service training of primary school teachers known as the Formation Initiale des Maîtres en Guinée (FIM-G) project. This project, of type "LIL" (Learning and Innovation Loan) is one of the World Bank's new instruments.

### **3.4. Specific problems**

37. In addition to the issue of pre-service teacher training, some specific problems are worth mentioning:

#### **3.4.1. Halt in recruitment to the Civil Service**

38. The halt in recruitment of teachers by the Civil Service, in compliance with injunctions from the Bretton Woods institutions within the framework of the structural adjustment program, while the ENIs continued to train them, progressively led to a considerable body of jobless qualified primary school teachers being formed. The paradox, therefore, was to observe, between 1990 and 1995, a growing and non-negligible mass of unemployed teachers emerge in Guinea, while the State, the NGOs and grassroots communities had a growing need for primary teachers to handle the new classes that had been built.

#### **3.4.2. Pressing need for teachers**

39. In Guinea, the growing need for primary teachers from year to year can be explained by the combined factors below:

- In 1998-1999, out of 1,392,293 school-age children from 7 to 12, 726,561 only were enrolled in school, with a gross enrollment rate of 53.5%, although the universal education option had already been asserted.
- In 1998-1999, if each of the 15,512 primary teachers had had a class (which is purely theoretical), there would have been a shortfall of 998 teachers to cover the existing 16,510 classes. This does not take into account the need for new teachers to standardize class sizes.

#### **3.4.3. Urgent nature of the order for new primary teachers**

40. When the Guinean government introduced an urgent request for support to the World Bank in February 1998 to enable it to obtain 2,000 new teachers for the start of the autumn term in October of the same year, only seven months remained in order to:

- Set up the pre-service primary teacher training project
- Mobilize the resources
- Design the program and the short cycle training plan

- Launch a national campaign for applicants
- Receive and select the applications
- Prepare the trainers for their new tasks
- Dispense the basic training and assess the skills acquired
- Assign the trained student teachers in accordance with the philosophy of decentralization

#### **3.4.4. Laboratory schools not adapted to the requirements of accelerated training**

41. Until 1998, laboratory schools were supposed to serve the ENIs for practical pedagogical training of student teachers during their practical training placements. Laboratory schools had thus benefited from a certain number of special arrangements to make them as suitable as possible for their function:

- Equipment in and renovation of furniture
- Provision of school books and pedagogical material
- Smaller and standardized numbers of pupils per class
- Maintenance of Pedagogical Advisors (CPMF) as the exclusive incumbent teachers for the classes

42. With the advent of accelerated training of a number of student teachers to whom full classes had to be rapidly assigned, the five (5) laboratory schools in the country could not fulfill the multiple functions defined, i.e.:

- Enable integration of new teachers into the system to solve the problem of the lack of primary teachers
- Provide all trainees with the opportunity to be in charge of a class, reconciling the need to give them responsibility and the need for supervision by a "coach"



## **4. THE REFORM OF PRE-SERVICE PRIMARY TEACHER TRAINING: OBJECTIVES AND LEGISLATIVE STRATEGIES**

### **4.1. Objectives**

#### **4.1.1. Overall Objective**

43. Issues for the Guinean education system include its capacity to: respond to ever growing needs for education on the one hand, and on the other, to better co-ordinate the training of primary teachers with practical teaching periods reducing the cost of training. Popular demand for education, which supports the government's actions, indicates that to achieve universal education by 2015, Guinea will need approximately 20,000 primary teachers. To reach this target, a recruitment plan is needed to recruit 2,000 new primary teachers per year over the next ten years.

44. In this context, the overall objective of the Pre-service Primary Teacher Training in Guinea (FIM-G) project, was to train the following in three years (1998-2001): 6,000 new qualified contract teachers.

45. The origin of the project lies in the request made in February 1998 by the Guinean government to the World Bank for support for rapid training of contract primary teachers to be operational for the start of the autumn term in October. This approach is part of the wider framework of the Education For All (EFA) program.

#### **4.1.2. Specific objectives**

46. The carrying out of the FIM-G project required a certain number of specific objectives to be attained:

- A systematic change in the approach and strategy for training primary school teachers
- Improvement in the quality of the training
- Improved productivity of the ENIs
- Improvement in ENI human resources
- Decentralization of the process of recruiting, training, assigning and managing new contract teachers
- Renovation and equipment of the ENIs.

### **4.2. Legislative strategies**

47. The pre-service primary teacher training in Guinea (FIM-G) project, the subject of credit agreement 3119- GUI of July 20, 1998 between the Government of the Republic of Guinea and the IDA, was adopted and decreed by Law L/98/018/AN of August 11, 1998. The credit agreement was approved by legal notification No. 9/98/008/PP/CS7, of August 13, 1998.

48. Education policy orientations in Guinea have always paid particular attention to the training of primary teachers. Policy orientations are:

- The interim national recovery program
- The education policy declaration
- The policy letter on technical education and vocational training
- The adjustment program for the education sector (subsequently the Support Program for the Education Sector)
- The Education For All program

49. The MET-FP's policy declaration stipulates that "the system must train qualified primary teachers in sufficient numbers to enable the target of universal education to be reached by 2015".

#### **4.2.1. Recruitment of student teachers**

50. The national workshop of September 1996 on the relevance of training in the ENIs was the first to recommend the full baccalauréat as the minimum threshold for admission to training institutions for primary teachers, the ENIs. Previously, recruitment was at year 10 level with a three-year training program.

51. The technical meeting of May 27, 1998 laid the foundations for the "FIMG" project. This meeting was co-chaired by the Minister for Technical Education and Vocational Training and the Minister for Pre-University and Civic Education. Executives from the three departments in charge of education participated in the meeting. The majority present at that day's meeting agreed on the necessity of maintaining the higher level of recruitment to ENIs.

52. The "FIMG" project was implemented in this context, and with the aim of recruiting the best applicants who were holders of at least the full baccalauréat (those with higher education qualifications could also apply) in order to focus the training on didactic aspects rather than spending most of the training time on refresher courses for academic knowledge. In order to satisfy one of the clauses for approval of credits for the "FIMG" project that recommended planning specific recruitment strategies for female applicants in order to increase representation or at least maintain it at the previous level of 25%, a positive discrimination measure was planned. This consisted in accepting girls and women who were holders of the first part of the baccalauréat.

##### **▪ Recruitment issues for the various cohorts of the "FIMG" project**

53. Seven (7) cohorts of student teachers were recruited between July 1998 and November 2001. The pool of baccalauréat holders unable to enroll in higher education was estimated at the time (in 1998) at 6,400. This seemed sufficient for the 6,000 applicants needed for recruitment and training under the "FIMG" project. Recruitment of the various cohorts presented specific difficulties for each cohort. These difficulties are covered later in this report.

##### **▪ Minimum recruitment threshold:**

54. Recruitment of student teachers was a highly critical aspect of the FIM-G project from its start. The initial admissions profile for Normal Schools (ENIs) was set according to the desire to recruit student teachers with a good level of academic and instrumental knowledge (good coverage of primary school knowledge) that would enable the focus to be placed on training in didactics and educational psychology, and this in less time than previously. The feasibility of this level of recruitment was assessed through a detailed examination of the situation in terms of training and employment in the Republic

of Guinea. It was observed, taking into account the contingency of access to higher education and the results of studies on the training-employment match for higher education in Guinea, that a significant number of those who finish secondary school did not have access to university education and that a significant number of higher education graduates were unable to find work that matched their qualifications profile. The admissions profile was thus set at obtainment of the full baccalauréat for men (13 years of study) and part 1 of the baccalauréat for women (12 years of study). This distinction, in a context where the number of women reaching the second part of the baccalauréat in Guinea is lower than for men, and where the country has adopted a positive discrimination policy in favor of women in education, was made in order to encourage a maximum number of women to enroll in the ENIs.

▪ **Widening of the admissions profile**

55. The independent study carried out by the International Center for Development in Education (CIDE) in Montreal in January 2002 on the performance of the new primary teachers from the "FIMG" project enabled the possibility of dropping the admissions level from baccalauréat part 2 to baccalauréat part 1 to be considered, for both male and female applicants. According to the partial results of this study, several indicators permit us to consider that student teachers recruited with baccalauréat part 1 or 2 would have similar competencies in numerous aspects. In addition, the quality criteria for a school to perform well, defined by the Basic Quality and Equity Levels in Education (NFQE) project, also find this level of recruitment acceptable.

56. In this case, acceptance onto the program should not depend only on having passed the full baccalauréat, but also on satisfying the criteria for this level of study, followed by a serious selective test. In 2002 it was therefore decided to open the admissions profile to those with the first part of the baccalauréat, for both men and women, while adjusting the training model to suit these new applicants.

57. By allowing final-year high school ("terminale") students to apply, the thorny problem of the applicant pool could be solved. Indeed, every year on average three thousand eight hundred (3,800) young holders of the first part of the baccalauréat fail to obtain the second part after more than one attempt. For information purposes, according to the statistics held by the SSP/MEPU-EC, the numbers of baccalauréat part 1 holders who did not get over the hurdle of part 2, for the last six sessions from 2002 back to 1997 were as follows: 9,578 in 2002, 5,695 in 2001, 3,743 in 2000, 3,063 in 1999, 3,560 in 1998 and 2,949 in 1997. This represents a significant pool of potential applicants that would enable the ENIs to recruit the best applicants to train them to be good teachers.

58. It should also be noted that part 1 baccalauréat holders appear to be reliable applicants (particularly those unable to get over the hurdle of part 2) who could easily be maintained in the program. And retaining applicants once their training is complete is crucial to ensure the return on investment for the pre-service training of new primary teachers. This is another argument in favor of the measure of extending the minimum recruitment threshold.

#### **4.2.2. Managing graduates**

▪ **Assigning new primary teachers**

59. The increase in the number of schools, particularly in rural areas, and the difficulties linked to means of communication and road infrastructures do not facilitate centralized management of schools and teacher files. In this context, the project strategy was to recruit and train future primary school teachers in their native region and to seek, where possible, to assign them there on a contractual basis. The duration of the contract is

one school year and it is renewable yearly. Teachers receive a monthly salary. This compensation has increased from 80,000 GNF over 9 months to 110,000 over the 12 months of the year (including the three months of vacation). This measure, a result of the "FIMG" project, also benefited contract teachers hired before the project. This knock-on effect on previous contract teachers can be illustrated by the regularity and payment method for salaries (pay slips).

▪ **Employment contract**

60. Before 1990, a teacher recruited to teach in a public school automatically integrated the civil service. This meant they were subject to the general provisions of the status of civil servant, as well as the specific provisions of Decree No. 146/PRG/65 (special status of various unique officers) and Decree No. 92/060/PRG/SGG/92 (special status of Pre-university teaching staff).

61. Since then, primary teachers have not been directly hired as civil servants. Nonetheless, some were able to access the civil service through recruitment competitions held in 1995 and 1997. The last recruitment competition for the civil service for new primary teachers, organized in March 2003, was open to contract teachers only.

▪ **Career plan**

62. According to the credit agreement for the "FIMG" project, within the framework of streamlining and decentralizing career management of Guinean primary school teachers, the preparation and implementation of a new career plan applicable to all primary teachers recruited on a contract basis was envisaged. This career plan has not yet seen the light of day. However, a draft framework that sets out the working conditions of contract primary teachers has been produced.

## **5. CONCEPTUAL ORIENTATIONS, TRAINING MODEL AND DELIVERY METHODS**

### **5.1. Educational philosophy and training model**

63. The previous system implied an approach focused on an extremely traditional and authoritarian education, where the pupil was passive and the school teacher was basically responsible for linear transmission of knowledge. The new educational philosophy of the "FIMG" project implies active pedagogy and a focus on pupils' learning. This is a major change in the educational paradigm. It should be mentioned that this new philosophy was partly inspired by modern socio-constructivist approaches (PEN/CPMF instrumentation workshop, July 1998).

64. The training model developed within the framework of the FIM-G project takes inspiration from the dual type training models that we find in particular in the German tradition of vocational training (Alain Grandbois et Al. 2000). This model coordinates theoretical and practical training. This model, in addition to seeking the integration and objectification that comes from the association of theory and practice, answers to Guinea's current constraints, i.e. the need to supply a large number of teachers every year. This extension of theoretical training towards practical training means that the training cycle can be completed as soon as the student teacher is in a real teaching situation.

### **5.2. Overall organization and operation of the model**

65. The training model chosen is that which alternates institutional teaching given at the ENIs by PEN with practical training in the partner schools (*écoles associées*) under the pedagogical supervision of Pedagogical Advisors (CPMF), experienced host teachers (*maîtres associés*) and school heads (*directeurs associés*). This model encourages better coordination between the theoretical and practical dimensions of the training. The improved coordination between institutional training and practical training was established during regional information sharing workshops between the PEN and the CPMF at the end of each year of training. The same was true for additional PEN/CPMF training sessions.

66. One of the innovations of this project was the setting up of a training program focused on didactics and educational psychology rather than being refresher training focused on subject content. The institutional training is based on the didactics of four primary school disciplines (French, mathematics, science and technology, social sciences) and on educational science (educational psychology and learning assessment). The didactical and pedagogical approach proposed is based on a student-centered philosophy of education that focuses on the pupil's active role in the learning process.

67. The practical training takes place in a real-life classroom situation in the partner schools ("*écoles associées*") under the supervision of the Pedagogical Advisors (CPMF), host teachers (experienced teachers) and the school heads. During the year of practical training, the student teachers periodically analyze their own classroom practices during pedagogical days known as "regulation" days. The practical training in the classroom is also part of an innovative approach that seeks to encourage self-evaluation by

student teachers of their own experience of teaching, and encourages groups of student teachers to interact and communicate during the weekly "regulation" sessions.

68. Student teacher training has taken place every year since the start of the project, with two training cycles. The short cycle consists of three phases: 3 months of theoretical training (July to September), 9 months of practical training (October to June) with responsibility for a class, followed by a further 3 months' theoretical training (July to September). The long cycle consists of two phases: theoretical training lasts 9 months (October to June), and is punctuated with three practical training placements (observation, immersion and responsibility). This is followed by 9 months of student teaching where the trainee teachers are responsible for a class.

69. The short training cycle was implemented as a response to the need to fill the immediate requirements for teachers for the start of classes in October 1998. Since then, this system, which mobilizes the ENIs' resources twelve months a year, has been continued to meet the quantitative targets evaluated annually.

70. The overall organization and how the training was carried out for the seven cohorts is briefly described below:

▪ **Using the short cycle training strategy (3-9-3):**

a) First cohort:

First period of theoretical training: school vacation 1998

Practical training in the classroom: school year 1998/1999

Additional training: school vacation 1999

Certification: December 1999

b) Fourth cohort:

First period of theoretical training: school vacation 2000

Practical training in the classroom: school year 2000/2001

Additional training: school vacation 2001

Certification: December 2001

c) Sixth cohort:

First period of theoretical training: school vacation 2001

Practical training in the classroom: school year 2001/2002

Additional training: school vacation 2002

Certification: December 2002

▪ **Using the long cycle training strategy (9-9):**

a) Second cohort

Theoretical training: school year 1998/1999

Practical training in the classroom: school year 1999/2000

Certification: December 2000

b) Third cohort

Theoretical training: school year 1999/2000

Practical training in the classroom: school year 2000/2001

Certification: December 2001

c) Fifth cohort

Theoretical training: school year 2000/2001

Practical training in the classroom: school year 2001/2002

Certification: December 2002

d) Seventh cohort

Theoretical training: school year 2001/2002

Practical training in the classroom: school year 2002/2003

Certification: December 2003

## 6. IMPLEMENTATION OF THE TRAINING PROGRAM

### 6.1. Curriculum and pedagogy

71. The new primary school teacher training program was drafted in 1998 at a national workshop that brought together the main stakeholders in primary school teacher training in Guinea and a group of international experts from various disciplines and specializations. The drafting of the program enabled a partnership to develop between the Guinean stakeholders and international experts. This partnership also ensured consistency and harmonization of the innovative contributions from outside experts with the examination of the reality of Guinea in the light of experience and the aspirations of the Guinean participants.

72. The pre-service training program was developed based on didactic and educational psychology skills, while placing the emphasis on coordination between the theoretical or institutional training and the practical training in the classroom.

73. A number of players are involved in student teacher training, both at institutional level and in the field.

74. The PEN and CPMF play an important role. These two bodies, which are recognized in the unique framework of pre-university education and by the African and Madagascar Council for Higher Education (CAMES), have complementary and indissociable missions. The PEN provide the academic and professional pedagogical training to student teachers at the ENIs, and the CPMF receive and supervise them at the laboratory schools (partner schools after the reform) during their practical training placements. To these two bodies of trainers we can add the heads of the partner schools and the host teachers, who play no less important a role in the close supervision of student teachers during their practical training in the classroom.

75. The PEN and the CPMF, with the partner school staff, are at the heart of the provisions to overhaul primary teacher training, and the changes in the educational practices introduced by the project are built around them. Capacity building among them is the priority for development of the project's human resources. Due to the insufficient numbers of PEN and CPMF to reach the project targets, new PEN and CPMF were trained by the ISSEG in Manéah. The profile of the PEN and CPMF was improved in line with the orientations of the reform. To strengthen the capacities of these two categories of contributors and enable them to better assume their roles in the new training provisions, the project funded a number of additional training sessions for them.

76. After the national instrumentation workshop for ENI trainers (PEN/CPMF) in July, four additional training sessions were organized (one per year) with the aim of supporting these trainers of trainers in their roles. These sessions enabled numerous innovative training practices to be introduced. These innovations are listed in the next section.

77. A guide to pedagogical supervision and six training modules were developed for the partner school heads and host teachers. The training modules deal with:

- Roles and responsibilities of the various participants in practical training
- Student teacher observations
- Feedback



- Student teacher assessment
- Planning skills
- Reflexive analysis

### 6.1.1. Theoretical training

78. The contributions from international experts (mainly the UQAM) through the PEN and CPMF advanced training sessions enabled important changes to be introduced in the teaching practices of ENI trainers. A few examples of innovations in the didactic and subject fields:

- **Didactics of mathematics:** development of a socio-constructivist approach.
- **Didactics of French:** introduction of project pedagogy and interdisciplinarity; approach to French as a second language; development of a communicative approach to reading.
- **Didactics of social sciences:** approach via concrete handling and experiences; introduction of civic education content.
- **Didactics of science and technology:** hands-on experiences and experiments; appropriate educational technology using local resources.
- **Learning assessment:** development of measuring instruments; integration of a formative evaluation approach; building of tests.
- **Educational sciences:** development of a simple general didactic model; introduction of practices of cooperative class management and active methods.

### 6.1.2. Practical training

79. The pre-service primary teacher training project fits into a current international trend, i.e. giving great importance to the practical training of primary teachers in real-life situations, in the classroom (Bujold and Côté, 1996). Inspired by the block-release model, the model for training primary teachers in Guinea considers that the student teacher learns better if there is better coordination between his or her training at the ENI and training in a real-life situation in a primary school. The model is based on the assumption that people mainly learn by doing or concretely applying what they have learnt in theory. In other words, "it is by teaching that one becomes a good teacher". Similarly, certain aspects of teaching can only be apprehended in the classroom, when one fully assumes the position of teacher, taking on the moral responsibility for the learning and well-being of a group of children and for each child in the group for a continuous period. Teaching does of course require the mastery of certain basic skills: managing a class and maintaining discipline, organizing the pupils' work, being aware of the curriculum and using the appropriate teaching strategies, knowing how to talk to parents (Lessard and Lévesque, 1998). These skills cannot be acquired solely through theoretical training, but are reinforced through practical experience. Naturally, this practical training is supported by periods of reflection and feedback on what is involved in teaching and learning (reflexive analysis). Reflexive analysis is a model that enables as much advantage as possible to be drawn from classroom experiences or everyday experiences for both the host teacher and the student teacher. The aim is to critically examine one's experiences in order to gain greater insight, which will guide future actions. The regulation sessions, self-assessment by student teachers and post-observation interviews with supervisors provided the instrumental framework for student teachers for reflexive analysis.

80. Both directed and individual, these periods of reflection enable theoretical and practical knowledge to be integrated. All these considerations led those in charge of

the project to plan for practical training of student teachers in two steps: practical training placements during the first year of training and ongoing training courses, which we simply call practical training, during the second year of training. This option allows for training placements that are sufficiently long, organized and supervised.

▪ **Partner school: selection criteria and function**

81. The practical training placements that punctuate the theoretical training year and the practical training are performed in real primary schools, called *partner schools* (*écoles associées*). These partner schools are primary schools that, through their new function, play a major complementary role to that of the ENIs in the pre-service training of student teachers. The selection process should enable recognition of the establishments the most able to set up the conditions favorable to carrying out practical training. Criteria were defined for the selection of primary schools to become partner schools. The school had to:

- Be a standardized school, preferably with the double class system
- Be close to a group center
- Be easy to access
- Be in welcoming surroundings
- Possess adequate documentation
- Have teachers that fit the selection criteria to be host teachers

82. Partner schools that fit these criteria were selected, and they made up a network of schools that were partners to the ENIs in training student teachers.

▪ **Roles and responsibilities of participants in the partner school**

83. For both supervision of the training placements and for the practical training, several people are involved with the student teachers: host teacher, head of the partner school, Pedagogical Advisor (CPMF) and PEN. To harmonize their actions, roles and responsibilities were defined for each category.

▪ **Roles and responsibilities of the head of the partner school and the host teacher**

84. Within the partner school, the student teacher's first steps in his or her teaching career are guided by the head and by a tutor called the *host teacher* for this project. The head of the partner school and the host teacher are thus crucial to the success of the practical training. Their profile has to tend to encourage the implementation of the objectives of the reform and respect for the general principles of block-release training. The choice of each individual was therefore oriented according to a number of criteria. The various selection criteria make up the profile of school to partner the ENI and that of those players who are to implement this training partnership. Far from making special schools, these criteria, while keeping the partner schools within the ordinary context of primary schools in Guinea, set the conditions for effective and efficient collaboration. At both the partner schools and the ENIs, it was necessary to create the conditions in which the student teachers' skills could develop. They may be in charge of a class, but they are still in training and therefore need supervision and support in their learning process.

85. The selection criteria for host teachers were as follows:

- Possess pedagogical skills both in the content to be taught and in didactics
- Be recognized by his or her peers as an experienced teacher

- Be available, sociable and welcoming
- Be a good listener and ready to respond rapidly to the student teacher's needs
- Take care to encourage the development of autonomy in the student teacher
- Have an open mind, allowing pedagogical innovations and creativity
- Be capable of observation, analysis and critical thought concerning the student teacher's teaching practices
- Be capable of assessing the student teacher
- Possess team spirit

86. Respect for these different selection criteria means that the chosen host teacher is able to fulfill his or her roles and responsibilities. A host teacher receiving a student teacher for the training placement or practical ongoing training should help him or her to progressively acquire knowledge and skills required for teaching in the classroom. To do this, they must:

- Welcome the trainee: presentation of the class, the school, teaching documents used and other information
- Establish good communication with the trainee
- Place the trainee in a situation where they are observed
- Help the trainee take charge of the class during the third, "responsibility" phase
- Help the trainee keep their observation tools up to date
- Encourage the trainee to perform self-assessment
- Be available to answer the trainee's questions
- Encourage the trainee to analyze his or her own practices
- Write a detailed report on the progress of the training

87. A school that had teachers who correspond to the criteria for host teachers would not necessarily automatically selected to be a partner school. The head also had to show the qualities and skills required of a pedagogical leader and administrator. The criteria set for selection of heads of partner schools were the following:

- Have considerable experience of classroom practice in elementary schools
- Like their job and take care to employ qualified staff in order to improve the performance of the pupils and the school
- Show leadership qualities within their school
- Be available, dedicated, a good listener, demanding and cooperative
- Have a good relationship with the community at large
- Demonstrate transparency and fairness in their administrative and pedagogical management

- Be welcoming for student teachers and facilitate their integration in the school
- Be open to pedagogical innovation, dialogue and sharing of knowledge and know-how
- Be capable of observation, analysis and critical thought concerning the student teacher's teaching practices
- Be able to anticipate the difficulties that the student teacher may encounter and make the right decisions

88. In order to help trainees take on board the objectives of the training placements or ongoing practical training, the head of the partner school has the following responsibilities:

- Send those in charge of training placements at the ENIs the list of host teachers selected in their school
- Prepare to welcome the trainees (choose the host teachers, motivate them, etc.);
- Make sure the official instructions are followed, in particular concerning the organization and carrying out of training placements
- Welcome the trainee and introduce them to their host teacher
- Be available and welcoming
- Write a report on the progress of the training

▪ **Roles and responsibilities of the supervising Pedagogical Advisor (CPMF superviseur)**

89. In addition to the host teacher and the head of the partner school, the student teacher receives pedagogical supervision from the Pedagogical Advisor. According to the objectives and principles of the reform, the Pedagogical Advisor has the following roles and responsibilities vis à vis the student teachers and host teachers:

- Supervise a group of trainees, with a ratio of 1/20
- Establish a schedule of visits in agreement with the trainees and the host teachers
- Visit the trainees in their schools with sufficient frequency to ensure constant follow-up of their progress (formative evaluation)
- Supervise the trainees in their class when they are in charge of a group of pupils (observation, feedback, propose avenues for progress in order to encourage progress in the trainee's learning, dialogue with the host teacher)
- Identify the trainees' strengths and weaknesses and provide them with the help they need
- Place the trainees in a position of confidence and allow them to make mistakes
- Encourage the trainees to take the initiative

- Encourage the trainees to take responsibility for their own learning (active participation in their training)
- Encourage the trainees to analyze their own teaching practices, self-assessment
- Encourage the trainees to take into account the social and cultural aspects of the training environment when planning their teaching
- Help the student teachers to plan their learning activities
- Be aware of the new orientations of the reform of primary school teacher training in order to ensure consistency between what he or she says and the student teachers' training
- Identify the student teachers' needs in terms of training and inform the PENs
- Ensure formative evaluation and summative evaluation of the student teachers
- Work in partnership with the host teacher, the head and the student teacher on a regular basis
- Demonstrate a sense of professional ethics
- Write a detailed report on the progress of the training

▪ **Roles and responsibilities of the PEN (Normal School Teacher)**

90. The normal school teacher (PEN) is responsible for teaching the didactics of a discipline to the student teachers in relation to the context of primary school classes and the objectives of the practical training. He or she is also in charge of helping the trainee to take on board the training objectives of his or her training placement. As far as the practical training is concerned, the PEN, as well as their institutional tasks, has to:

- Ensure the transfer of what the student teachers have learned
- Ensure the student teachers are confident in their training placement
- Ensure the pedagogical activities to be carried out during the training placements are scheduled
- Communicate with the Pedagogical Advisor in order to adjust their teaching according to the difficulties encountered by the student teachers during their training placements
- Work together with the training placement supervisors, the host teachers, the partner school heads and the student teachers
- Demonstrate a sense of professional ethics

91. As we can see, the reform of primary school teacher training determined the profiles of the players in charge of supervising the practical training by defining clear roles and responsibilities for each category of participant. Clarifying duties has enabled each participant to play their role while ensuring that their contributions complement one another, and facilitating control over the tasks performed. To summarize, the reform provides a global working framework in which the profile of each participant and their roles and responsibilities concerning the training of student teachers were defined.

92. With its renewed orientations, the FIM-G project represents a change in the educational paradigm, based on a learner-centered pedagogical approach. The conditions for success depended for the most part on the profile of the people on the ground involved in pre-service training. Indeed, the PEN are recruited from among the best secondary school teachers, and the Pedagogical Advisors (CPMF) from among the best primary teachers. Both categories follow a one year professional training course at ISSEG in Manéah before they are certified as "trainers for trainers": the PEN are trained for theoretical teaching and the CPMF for the practical training.

### **6.1.3. Certification**

93. The certification system chosen for the project followed the requirements of the significant quantitative needs for new primary teachers. Nonetheless, from the start of the project, applicants who were too weak were excluded. Competency assessment was based on a continuous assessment mechanism concerning the entire content of the training, and on the assessment at the end of the training. It was based on classroom practice supervised by all the participants at the student teachers' assigned schools and the team of pedagogical supervisors.

## **6.2. Support measures and actions**

94. The stakes are high concerning the integration of competencies in the primary school program in Guinea, and therefore much energy, time and resources are needed to implement new programs. The FIM-G project followed this philosophy by organizing two support missions for the development of this approach (mission to identify the training needs for trainers and training mission). In addition, the project worked closely with the National Institute of Research and Pedagogical Action (INRAP), in charge of the dossier, in order to prepare the PENs for the new primary school programs (reference documents).

### **6.2.1. Manuals and didactic material**

95. In order to ensure harmonization of pre-service training for student teachers, the INRAP provided the ENIs with approved manuals. The manuals provided were principally for the teaching of French ("Flamboyant" collection). Information and Documentation Centers (CDI) were developed in each of the five ENIs mobilized. Those in charge of the CDIs were given training in library science and computing. The centers were also provided with reference books (approximately fifty titles) covering all subject areas.

96. To compensate for the lack of written material available in the partner schools, a pedagogical briefcase was developed. Copies were given to each partner school, the student teachers of the first three cohorts and the trainers (PEN and CPMF). This briefcase is a collection of reference documents and pedagogical information sheets designed by student teachers under supervision of the PENs.

97. A quarterly pedagogical bulletin, "MA CLASSE" was added to the briefcase for the following cohorts. Provision of additional equipment such as audio and video units, photocopiers, overhead projectors, flip charts and computers, strengthened the training capacities of the ENIs mobilized.

## 6.2.2. Partnership

98. As mentioned earlier, in the Republic of Guinea, pre-service training of primary teachers is carried out in the Normal Schools for Primary Teachers (ENI), of which there are eight (8) (Conakry, Kindia, Labé, Kankan, N'Zérékoré, Faranah, Dubréka and Boké). The first five in the list were mobilized for the FIMG project, due to the renovation of their pedagogical practices and infrastructures, in a spirit of equality between the different regions. Pre-service training of primary school teachers mobilizes the three departments in charge of the educational system with well-defined roles and responsibilities. The ENIs are assigned to the National Directorate for Professional Training and Development of Personnel (DNFPPP) of the Ministry for Technical Education and Vocational Training (METFP), which carries out training for the Ministry of Pre-University and Civic Education (MEPUEC). The Ministry for Higher Education and Scientific Research (MESRS) is also a partner in the pre-service training of primary school teachers through Guinean Higher Institute of Educational Sciences (ISSEG), which trains the Normal School Teachers (PEN) and the Pedagogical Advisors (CPMF). The ISSEG is also involved in additional training sessions for the PEN and CPMF.

## 6.2.3. External strategies

99. Other actions supported the implementation of the "FIMG" project. These actions, which worked in synergy with the "FIMG" teacher training, involved:

- Teacher training and the issues of enrolling young girls in school This activity was supported by the World Bank and UNICEF
- Training of PEN in the principles of the Red Cross
- Training of a core group of ENI (focal points) on the prevention of STI/AIDS under the auspices of the World Bank and UNICEF
- Workshop on reading strategy supported by the Coopération Française
- Training of PEN and CPMF on NFQE (Basic Quality and Equity Levels) strategies, material and methodology, training on the communicative approach to reading. These activities were supported by USAID
- Training on dealing with children with learning difficulties (children with special needs) with the support of UNESCO
- Provision by the PASE 2 of the pedagogical briefcase to the latest PEN and CPMF graduates, containing the reference books related to ENI teaching programs

100. The strategy adopted for some of these activities consisted in, after the trainers' training, preparation of appropriate modules for insertion in the training program for student teachers at the ENI.

## 6.3. Follow-up/assessment of the program

101. The follow-up/assessment mechanism used during the implementation of the "FIMG" project is described below

### 6.3.1. Pedagogical follow-up

102. Pedagogical follow-up is one of the project coordination concerns, in order to ensure the quality of the training given to student teachers at the ENI and of the supervision provided at the partner school.

103. To ensure this, the project adopted a follow-up framework inspired by the program evaluation model in terms of entrants, processes and results (Mission Report, Gabriel Goyette 1999). Follow-up activities by supervisors (peripatetic and local) in the partner schools, internal missions carried out by the project's technical team or international experts and joint follow-up missions (ISSEG and DNFPPP) were some of the strategies for follow-up/correction were frameworks for continuous readjustment.

104. For the practical training, follow-up focused on the consistency between the theoretical and practical elements of the training, and on the availability of pedagogical resources in the partner schools. For processes, follow-up focused on advanced training for Pedagogical Advisors, implementation of the training placements and practical training by the Pedagogical Advisors, the supervision of student teachers and the implementation of distance training courses and of reflexive analysis. For the results, follow-up focused on the skills of the Pedagogical Advisors and the pedagogical skills of the student teachers. Based on this framework and the follow-up variables, the project coordination team organized two missions in the field which enabled them to take stock of the skills of the student teachers and their supervisors, the implementation of the training placements and the practical training in real classroom situations and the relationships between the different people involved in the practical training.

### **6.3.2. Local follow-up by the ENI management team**

105. Local follow-up was initiated later by the project coordination team. It was carried out by the ENI management team (the director and the training placement manager) and aimed to develop the training practices for student teachers in the partner schools and their synchronization with the theoretical training given at the ENI. By refusing to limit the ENI to its role as trainer, the project coordination team wanted to enable it to contribute to developing the practical training. Through the close follow-up actions that it took on, the ENI questioned the student teachers following practical training (training placements or ongoing training) on the skills they developed, harmonization of these skills with the training given by the ENI and the need to better orient the classes in didactics and educational psychology. This close follow-up also affected the Pedagogical Advisors and the host teachers, and enabled the channels and content of communication between the PEN and the Pedagogical Advisors to be defined. The management teams received training in close follow-up based on interactive supervision, and produced follow-up tools that they used according to detailed action plans approved by the project coordination team.

### **6.3.3. Research**

106. During the project, three main studies were carried out. These were:

- Evaluation of the process of training and learning of the student teachers in the ENIs, their practice in the partner schools (CIDE)
- Management of contract teachers and the impact of their employment on the education system (Personnel management MEPU-EC/ADEA)
- Theme-based evaluation of the pre-service training of primary school teachers and the double shift system in Guinea (CONFEMEN)

107. The results of these studies are presented later in this document (section 6)



### 6.3.4. Project steering

108. To implement the project, a steering committee consisting of executives from METFP, MEPUEC, MESRS and MEF was set up. This committee's task was to define the main orientations of the pre-service training of primary teachers and to involve the various structures of their departments in fruitful collaboration. The coordination of the project activities was carried out by a general coordinator in charge of the overall administration of the project and a technical coordinator in charge of pedagogical issues. For operational issues, the project was structured around four units: renovation and equipment of the ENIs, training of primary school teachers, decentralized management of contract teachers and financial management of the project. Those in charge of these units, except for the financial project management, were supported transversally by the project coordination team in coordinating their various activities covering the different parts of the project. Carrying out of the project also required mobilization of national resources pooled around a technical team headquartered at the DNFPPP, called the Pedagogical Action Group (GAP), responsible for supervising the carrying out of the project. This group also supported the Normal School teachers (PEN) the Pedagogical Advisors (CPMF) and the host teachers in their training and supervision activities. The managers of the units and sub-units were responsible for ensuring that activities ratified by the steering committee were carried out.

- The project steering committee held ten sessions, two of which were extraordinary sessions. These sessions began as quarterly and were held half-yearly towards the end.
- A review at the half-way mark was carried out in the second year of the project
- A review workshop is planned in order to carry out a post-project assessment

### 6.4. Cost of the program

109. The credit was for three million one hundred thousand SDR (SDR 3,100,000) or four million one hundred thousand US dollars (USD 4,100,000). This amount is broken down into six financial categories as shown in the table below:

**Table 2 Budget allocations**

No.	Categories	Allocations in SDR	%
1	Civil engineering works	200,000	6.45
2	Equipment, Vehicles, supplies and materials	780,000	25.16
3	Consulting services and training	1,340,000	43.23
4	Additional operating expenses	580,000	18.71
5	PPF refinancing	200,000	6.45
6	Not allocated	0	0
<b>Total</b>		<b>3,100,000</b>	<b>100,00</b>

#### 6.4.1. Disbursements from the credit account per category

110. Disbursements stand at 2,992,656.88 SDR or 96.54 % of the Credit. These disbursements are split as follows by category:

- Category 1: 88.39%

- Category 2: 92.56%
- Category 3: 104.44%
- Category 4: 85.23 %
- Refinancing of the PPF: 100%

111. There were initially three budget components: (i) Renovation and equipment of the ENIs, (ii) Short training cycle (during the vacation) and (iii) Long training cycle. These were re-organized at project startup to make its management more operational. The operational components are:

- Renovation and equipment of the ENIs
- Training of student teachers
- Decentralized management of teachers
- Financial and administrative management

#### **6.4.2. Attempt to determine the unit cost of the "FIMG" pre-service primary teacher training**

112. By carrying over the project amount actually disbursed for training of the seven cohorts, we can deduce the unit cost compared with the disbursement at project level. The results of the calculation are as follows:

- Amount disbursed: USD 4,100,000 x 96.54%= USD 3,958,140
- Unit cost in relation to the number of primary teachers trained comes to: USD 3,958,140 /7612 = USD 520 (or GNF 1,140,000)

113. This cost takes into account the various expenses supported by the credit allocated to the project. These costs were linked to the following in particular:

- Civil engineering works and equipment (building of classrooms at the ENI in N'Zérékoré, minor renovations at the other ENIs, basic equipment for the ENI at Kindia, furniture)
- The acquisition of technical and didactic equipment (audio, video and computer units, overhead projects and flip charts, reference books, pedagogical briefcases, etc.)
- The acquisition of logistical resources (vehicles and motorcycles for supervision)
- Operation of the vehicles and motorcycles
- Supplies and materials
- Consulting services and training
- Additional operating costs

114. Other expenses not directly supported by the project, but which enter into the costs of training primary teachers should also be taken into account. We could include the following in this framework:

- Staff salary expenses (teachers and supervisors)
- Budget allocations with several lines, such as: supplies, maintenance, fuels and lubricants, works materials, didactic materials. These budgetary allocations are assigned by the BND (national development budget) at pro rata of student teacher numbers, at a level of GNF 20,000 GNF per student and per term
- Other support (intervention of other partners such as UNICEF, the Red Cross and USAID)

115. The table below shows the annual wage bill for trainers: PEN and CPMF and supervisory personnel

**Table 3 Staff salary expenses**

Description	Quantity	Amount (GNF)	
		Unit amount	Total
Compensation PEN	86 people x 12 months	285,000	294,120,000
Compensation CPMF	80 people x 12 months	260,000	249,600,000
Compensation ENI supervisory staff	25 people x 12 months	265,000	79,500,000
<b>Totals</b>			<b>623,220,000</b>

116. Compared with the average number of students trained per year (2,500) the unit salary cost is:  $(623,220,000/2,500 = \text{GNF } 249,288)$

117. To this, we need to add:

- The budget allocations of GNF 20,000 per student and per term. This equals GNF 80,000 per student teacher per year
- The occasional intervention of other partners are estimated on average at GNF 15,000 per year per student teacher

118. It follows that the unit cost of the pre-service training comes to:  
 $(1,140,000 + 249,288 + 80,000 + 15,000 = \text{GNF } 1,484,288)$

119. This unit cost for training primary teachers (GNF 1,484,288) is slightly lower than the unit cost of training a student in the Technical Education and Vocational Training sector, which is GNF 1,502,840 (2002 economic report on the education system). A comparison with the unit cost of training before the reform would be more pertinent. Unfortunately, no comparative studies have been carried out in this area.

## 7. RESULTS

### 7.1. Quantitative results

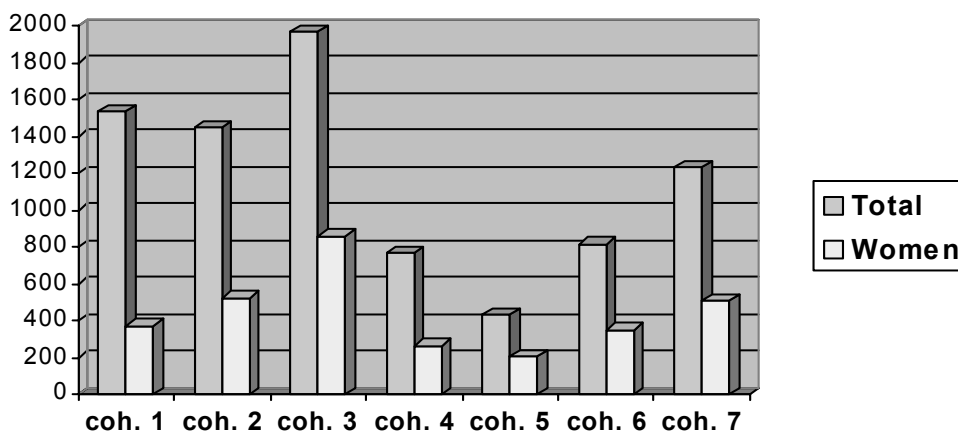
120. The main objective of the "FIM-G" project was to supply 6,000 primary teachers. Despite the exceptional events and constraints encountered, the project reached this target. Several strategies were used, including maintaining the short training cycle that, initially, was to be implemented once only (at the start of the project).

121. Since the project came into force, seven (7) cohorts of student teachers have been recruited and trained, from August 1998 to October 2001 (three in the short cycle and four in the long cycle). These cohorts, totaling 7,612 new primary teachers, are currently teaching in primary schools. The first five cohorts have completed their certification, and the sixth is currently in the process of certification. The seventh cohort is currently in practical training in the classroom in the partner schools.

**Table 4** Distribution of student teachers by cohort and by gender

Cohorts	Total	Women
1	1534	370
2	1451	525
3	1967	858
4	768	264
5	431	203
6	815	352
7	1233	505
Total	8199	3077

**Graph 2** Graphical representation of distribution of cohorts



122. After taking off the number of students excluded because their results were insufficient, the seven (7) cohorts recruited and trained give a total of 7,612 student teachers, 37% of whom are women. This represents an average of 2,496 student teachers trained per year.

123. **Looking at these statistics, we can consider that the quantitative objective, initially set at 6,000 contract teachers, has been easily reached.**

## **7.2. Qualitative results**

124. After training the first two cohorts of primary teachers within the framework of the project, the need for appraisal tools was felt in order to orient the project better, i.e. to carry out an assessment to measure its impact on the quality of education. The qualitative impacts of changes in the education sector are not felt immediately. Time and investment is required. This part of the report deals with the results of studies carried out, some of which have enabled a comparison between the performances of primary teachers trained previously and those trained under the FIMG project.

### **7.2.1. Theme-based assessment of pre-service primary teacher training and the double shift system**

125. This study was carried out by the Guinea PASEC team in 2002, under the supervision of the Permanent Technical Secretariat of the Conference of Education Ministers of Countries Using French as a Common Language (STP/CONFEMEN). The general objective of the study was to contribute to improving the education system in the Republic of Guinea. The specific aims were:

- To assess the pedagogical effectiveness of primary teachers from the first two "FIMG" cohorts
- To measure the impact of the double shift system on knowledge acquired by pupils

126. The analysis that follows deals solely with the first specific aim mentioned above. In order to meet this objective, data was collected from a representative sample of 120 schools, from two classes per school (2nd and 5th years) and 12 pupils per class, spread across the eight (8) administrative regions of Guinea. In total, 240 teachers and 2,800 students were involved in this assessment. For each level, the theoretical number of pupils is 1,440. After formatting the data and eliminating inconsistent values, the total number of classes was reduced to 107 for second year and 103 for fifth year, with respective student numbers of 976 and 967.

127. The data collected dealt with the following issues, among others:

- The characteristics of the teachers, particularly their initial vocational training, their level of academic study, seniority, Normal School where they were trained, region of assignment, ongoing training, etc.
- The knowledge acquired by pupils in French and mathematics.

### Characteristics of the teachers

#### a) *Type of training*

128. Four categories of teachers were taken into account: So-called "FIMG" teachers, sub-divided into two categories (FIMG1 and FIMG2) and the so-called "non-FIMG" teachers, composed of two categories (ÉNI and ENP). The tables below give an overview of the characteristics of the sample.

129. The number of teachers (equal to the number of classes) per type of training and per level appears as indicated in table 5

**Table 5 Distribution according to the type of training**

Type of teacher	2 <sup>nd</sup> year	5 <sup>th</sup> year
FIMG cohort 1	19	40
FIMG cohort 2	14	18
ÉNI	56	30
ÉNP	15	14
Total	104	102

130. For the 2nd year sample, FIMG teachers represent 32% of the total number of teachers (18% of FIMG1 and 14% of FIMG2) compared with 68% of non-FIMG teachers (54% of ÉNI teachers and 14% of ENP teachers).

131. For the 5th year sample, FIMG teachers represent 57% of the total number of teachers (39% of FIMG1 and 18% of FIMG2) compared with 43% of non-FIMG teachers (29% of ÉNI teachers and 14% of ENP teachers).

#### b) *Gender and age of the teachers*

132. Women represented a large proportion of teachers in 2nd year, whereas in 5th year, there was a slight predominance of men (55% compared with 45%). The number of female teachers in the sample was relatively higher among the teachers recruited in FIMG1. In second year almost 84% of the teachers in the sample are women, 23.4% of whom are from the "FIMG" program compared with 60.7% not recruited under FIMG. However, in fifth year, 25.2% of female teachers are not from the "FIMG" program, compared with 20.4% from the "FIMG" program out of 45.6% of female teachers.

133. For both levels, the minimum age of teachers is approximately 20 years and the maximum age 56 years, with an average age of 35 years. The FIMG teachers are relatively younger than the non-FIMG teachers, as their average age is approximately 31 years, whereas the average for non-FIMG teachers is 38 years.

#### c) *Seniority of the teacher*

134. It is particularly important to examine the seniority variable since, for the assessment underway, seniority is linked to the type of teacher and their pre-service vocational training. In the sample, teachers with seniority of greater than two years have significantly greater representation than teachers with seniority of one or two years. The distribution of teachers for the two levels according to seniority is presented in table 6.

**Table 6**                    **Distribution according to seniority**

Seniority of the teacher	2nd year	5th year
One year	14.0	20.4
Two years	15.0	31.10
Three years or more	71.0	48.5
Total	100	100

135. Teachers with seniority of one year, i.e. those who have just begun teaching, represent 14% of teachers in second year and 20.4% in fifth year. These teachers are mostly from the "FIMG2" program. FIMG2 teachers represent 12.1% of teachers with one year of seniority in second year. In fifth year, this proportion is equal to 16.5%.

136. Teachers with seniority of two years represent 15% in second year and 31.1% in fifth year. These teachers are mostly from the program FIMG1. Examination of the data indicates that in second year, the proportion of FIMG1 teachers with seniority of two years is equal to 14% and the figure is 31.1% for fifth year. We can deduce that all the FIMG teachers with seniority of two years in fifth year are from the first cohort of the FIMG program.

137. Non-FIMG teachers generally have more years of service. They represent a large percentage of the teachers with seniority of more than two years. As an example, according to the detailed tables, all those teachers trained at the ENP have seniority of greater than two years.

*d) The duration of the pre-service vocational training*

138. The duration of the teacher's pre-service training is also a determining variable in the analysis of the pedagogical effectiveness of the teacher. Teachers who followed extremely short vocational training courses represent on average 5% of the total number of teachers. Approximately 16% of second year teachers and 30% of fifth year teachers followed training courses lasting 6 months. Pre-service vocational training of one year was dispensed to 12% of teachers in 2nd year and 23.3% in fifth year. For both levels, the proportion of teachers who benefited from pre-service vocational training lasting two years is 13% on average. Almost 55% of second year teachers and 24% of fifth year teachers trained for 3 years. The distribution of teachers according to the duration of their pre-service vocational training is presented in table 7.

**Table 7** Distribution according to the duration of the pre-service vocational training (%)

Pre-service vocational training	2 <sup>nd</sup> year			5 <sup>th</sup> year		
	Total	FIMG	Non FIMG	Total	FIMG	Non FIMG
One to three months	3.8	1.9	1.9	5.8	2.9	2.9
Six months	15.9	15.0	0.9	30.1	29.1	1.0
One year	12.2	10.3	1.9	23.3	19.4	3.9
Two years	12.1	0.9	11.2	13.6	2.9	10.7
Three years	55.1	2.8	<b>52.3</b>	24.3	1.0	<b>23.3</b>
No training	0.9	0.0	0.9	2.9	0.0	2.9
All together	100	30.9	69.1	100	55.3	44.7

**Observation:** The majority of FIMG teachers in 2nd year (25.3 % out of 30.9 %) followed pre-service vocational training of between 6 months and a year, compared with only 2.8% of non-FIMG teachers. For this level, the great majority (52.3% out of 69.1%) of the latter followed a three-year training course. In 5th year, 48.5 % out of 55.3% of FIMG teachers trained for the same length of time as their colleagues in 2nd year, compared with only 4.9% of non-FIMG teachers. For this level also, the great majority of non-FIMG teachers (23.3% out of 44.7%) followed a three year training course.

**Table 8** Distribution of FIMG teachers who trained for six months and one year

Pre-service vocational training	2 <sup>nd</sup> year		5 <sup>th</sup> year	
	FIMG1	FIMG2	FIMG1	FIMG2
Six months	12.1	2.8	29.1	0
One year	0	10.3	2.9	16.5

**Observation:** FIMG teachers from the first cohort followed vocational training lasting six months, whereas the FIMG2 teachers benefited from pre-service vocational training of a duration of 9 months (one school year).

**Table 9** Distribution of teachers according to additional training received

Duration of the additional training	2 <sup>nd</sup> year		5 <sup>th</sup> year	
	FIMG	Non FIMG	FIMG	Non FIMG
No training (duration equal to 0)	1.9	4.7	9.7	1.0
One week to one month	18.7	33.6	28.2	19.4
Three months	2.8	15.0	6.8	10.7
Twelve months	7.5	15.8	11.6	12.6
Total	30.9	69.1	56.3	43.7



### Observation

- In 2nd year, the FIMG teachers had benefited from short additional training (one week to one month). In 5th year, outside these very short training courses, they had received longer training (12 months). The additional training referred to includes pedagogical courses, training seminars and others.
- More of the non-FIMG teachers, because of their seniority, had benefited from long additional training periods.

**Table 10 Distribution of teachers according to educational level**

Diploma or level of study	2 <sup>nd</sup> year			5 <sup>th</sup> year		
	Total	FIMG	Non FIMG	Total	FIMG	Non FIMG
Higher education diploma	12.1	8.4	3.7	22.3	19.4	2.9
High school diploma (baccalauréat)	11.2	9.3	1.9	33.0	26.2	6.8
Sec 2 level	55.1	6.5	48.6	27.2	3.9	23.3
Less than Sec 2	21.6	6.5	15.1	17.5	6.8	10.7
Total	100	30.7	69.3	100	56.3	43.7

### Observation

- There are more teachers with higher education qualifications among the FIMG1 than the FIMG2.
- Those with the baccalauréat are mainly among the FIMG teachers. No ENP teacher has the baccalauréat and the proportion of the ENI group with the baccalauréat is negligible.
- Non-FIMG teachers typically reached the second cycle of secondary education.
- Levels below second cycle of secondary education are characteristic of non-FIMG teachers.

### Results of the assessment

139. The results obtained concern the pedagogical effectiveness of the FIMG-trained teachers compared with that of the teachers who received other types of training, from the Normal Schools (ENI) or the Normal Primary Schools (ENP). The pedagogical effectiveness of the teacher is measured by the score recorded by the pupils he or she is in charge of.

140. In the PASEC methodology, a pupil's score for the test is the number of correct answers to different items in a given subject. It is seen as the result of the teaching activity and is directly linked to the teacher's performance, all other things being equal. The score recorded by the pupil is this used to measure the teacher's pedagogical effectiveness in the classroom. The knowledge acquired by pupils in the two subjects was measured by test scores at the beginning and the end of the year. These scores are variables built according to the number of correct responses to items.

141. Different statistical processing of the data collected enabled the school results to be presented here in a summary form.

**Table 11**      **Distribution of pupils of FIMG and Non-FIMG teachers according to the global score (2<sup>nd</sup> and 5<sup>th</sup> years)**

Scores	Frequency 2 <sup>nd</sup> year		Frequency 5 <sup>th</sup> year	
	FIMG	Non FIMG	FIMG	Non FIMG
00-09	<b>3.1</b>	<b>2.6</b>	2.6	0.7
10-19	<b>7.8</b>	<b>6.4</b>	10.6	6.2
20-29	<b>13.7</b>	<b>7.6</b>	23.1	23.3
30-39	<b>16.0</b>	<b>13.6</b>	19.0	25.4
40-49	<b>14.0</b>	<b>14.9</b>	13.0	17.1
50-59	18.1	19.8	<b>12.8</b>	<b>16.6</b>
60-69	10.9	18.3	<b>9.5</b>	<b>9.7</b>
70-79	13.3	15.3	<b>7.5</b>	<b>1.0</b>
80-89	3.1	1.5	<b>1.9</b>	<b>0.0</b>
Total	100	100	<b>100</b>	<b>100</b>

142. This table gives the distribution of pupils taught by FIMG and Non-FIMG teachers according to the overall score brackets in 2nd and 5th years. There are two brackets that stand out in the global 2nd year score: the scores under 50 and the scores over 50.

143. In the scores under 50, the frequencies of students taught by FIMG teachers are greater than those of non-FIMG teachers. In the scores over 40, the frequencies of students taught by non-FIMG teachers are generally higher.

144. For the global final 5th year score, the distribution of FIMG and non-FIMG pupils makes 3 brackets stand out: the scores under 30, the scores between 30 and 70 and the scores over 70.

145. In the first bracket, the frequencies of FIMG pupils are higher. In the second bracket, the frequencies of non-FIMG pupils are higher, whereas in the last bracket, the frequencies of FIMG-taught students take on greater values again.

**Table 12**      **Average scores of pupils taught by teachers having followed different training**

Training	2 <sup>nd</sup> year	5 <sup>th</sup> year
FIMG	46,3	40,5
Non FIMG	49,9	39,6
FIMG 1	44.8	38.9
FIMG 2	48	44
ENI	47.1	38
ENP	61.3	39
All together	48.8	40.1

146. According to the scores recorded by the pupils they teach, FIMG teachers teaching 5th year are more effective than those teachers with classic pre-1998 ENI or ENP training. But in 2nd year, we see the opposite situation, even if the FIMG teachers from the 2nd cohort achieve results very close to those of the previous ENI training system.

▪ **In 2<sup>nd</sup> year**

- Overall, the teachers trained at ENIs and ENPs before 1998 are more effective than the FIMG teachers.
- In comparison with the performance of FIMG teachers per category, we see that even if overall the FIMG teachers perform less well than their non-FIMG colleagues, the pedagogical effect of the FIMG teachers from the 2nd cohort on the knowledge acquired by pupils is positive.

▪ **In 5<sup>th</sup> year**

147. The trend is reversed compared with the 2nd year results.

- Overall, pupils whose teachers were trained under the FIMG project (FIMG1 and FIMG2) achieve better results than those of pupils of the other teachers trained in the ENI and ENP before 1998.
- The FIMG2 teachers perform better not only compared with FIMG1 teachers but compared with all other categories of teachers.

148. Appraisal of the pedagogical effectiveness of the different teacher categories was differentiated according to pupil levels. The effectiveness of the teacher depends on many variables, which were grouped together: the overall level of education, the pre-service vocational training, seniority, the normal school in which they trained, place of residence, supervision and organization of classes.

149. Other variables were taken into account such as gender, age, years repeated, availability of reading books and attendance of a Koranic school. These do not have a direct link with the teachers, but they are important in the analysis of pupils' scores. These groups of variables have different effects on the results of 2nd and 5th year pupils. Some have a positive impact on knowledge acquired by pupils and others have a negative impact. As an illustration, the study reveals that:

- On average, girls obtain lower scores
- The average score of the younger pupils in 2nd year is lower than that of the older pupils
- The average score of the older pupils in 5th year is lower than that of the other pupils
- Availability of a reading book encourages pupils to learn
- Repeating a year has a negative effect on pupils' learning
- If a pupil attends a Koranic school, it appears to be an advantage for better learning

150. The details of these observations are confirmed by the table below.

**Table 13** Average scores of pupils taking into account gender, age, years repeated, availability of a reading book and attendance at a Koranic school

The pupil	Final score in French		Final score in mathematics		Final score in French and mathematics	
	2 <sup>nd</sup> year	5 <sup>th</sup> year	2 <sup>nd</sup> year	5 <sup>th</sup> year	2 <sup>nd</sup> year	5 <sup>th</sup> year
Is a girl	21.07	21.12	23.66	12.77	46.3459	39.5260
Is a boy	22.22	21.20	26.90	13.37	50.8249	40.4739
Is younger	18.71	22.34	22.45	13.70	42.5979	42.0873
Is older		18.85		12.00		36.1552
Has repeated a year	20.30	20.12	23.32	12.85	45.1769	38.6377
Has not repeated a year	22.35	22.58	26.44	13.50	50.5178	42.0478
Has a reading book	22.28	21.50	25.84	13.30	49.8311	40.6667
Does not have a reading book	20.19	19.52	24.47	12.28	46.2138	37.2280
Goes to Koranic school	22.30	22.15	26.11	13.83	50.1295	42.0820
Does not go to Koranic school	20.88	19.70	24.56	12.08	47.0396	37.1061
All together	21.71	21.17	25.46	13.13	48.8378	40.0906

▪ **The PASEC study interpreted by Amélie Vicens**

151. Amélie Vicens of Université de Paris I, Panthéon-Sorbonne wrote a thesis on: "*Teacher training in a context of basic education for all. Education between quantity and quality in the pre-service primary teacher training project en Guinée "FIMG"*".

152. According to Amélie (2002), quoting the conclusions of the PASEC study, this is a survey on the results the pupils obtain according to the nature and method of training received by the teacher. This assessment is based on two categories of items: those specific to Guinea, and those used by PASEC. The test results show that:

153. The first cohort (short cycle) obtain results identical to the other teachers in the two areas tested: French and mathematics:

154. The second cohort obtained better results in mathematics and worse in French, but this is not meaningful.

155. The third cohort is on an equal footing in French, but performs better in mathematics.

156. According to the PASEC, quoted by Amélie, it is impossible to deduce from these results that the training delivered by the "FIMG" project is consistent with the incumbent teachers (no gap between the two categories) and that it adapts to the pupils' results.

157. Continuing her analysis, Amélie underlines that "it should be noted that the study was carried out on the first three cohorts only (the first of which received short

training of six months only). We can therefore say that the project had not yet been "adjusted" and legitimately feel that progress and improvements have occurred since. The project, by reducing the time spent on pre-service training probably enabled a considerable reduction in training costs without affecting the quality."

158. Amélie believes that these studies simply measure pupils' results "all other things being equal". They may give interesting insights into the factors that influence pupils' results, but cannot reveal anything about the school's final aim: **learning**.

### **7.2.2. Assessment of the pedagogical skills of primary teachers in Guinea: a comparative study between teachers from previous training courses and those from the FIM-G project**

159. At the end of the third year of implementation of the FIMG project, in January 2003, the report on an evaluative study of the pedagogical skills of primary teachers in Guinea was published by the CIDE in Montreal (International Consortium for Development in Education), which had carried out the research in question. The consultant and a team of researchers traveled through the 5 regions of the country participating in the FIMG project. They interviewed over 350 people (administrators, ENI trainers, supervisors, etc.) including the primary teachers, who were observed in the classroom.

160. The methodology used was based on the study and analysis of documents produced during the FIMG project, in particular documents drafted for the National Workshop in July 1998 and the assessment reports for the different stages of the project. More than sixty reports and activity reviews were examined.

161. Documentary analysis and several meetings with those in charge of the project enabled a better understanding of the context, the objectives and the issues covered in the study. This preliminary research was used to prepare assessment tools, which were then used for the field study.

162. The Guinea evaluation project took place according to schedule and all the planned activities were carried out. It should be noted that the ENI at N'Zérékoré was the only one not visited. We were still able to carry out a number of assessment activities in the forest region, in particular in the town of Guéckédou.

163. It seemed important to visit the five regions affected by the project to corroborate and qualify the data. With this in view, most of the work was carried out in the field: school visits, interviews with the various school stakeholders (parents, student teachers, host teachers, school heads), and with those in charge of the theoretical and practical training: Normal School Teachers (PEN), and Pedagogical Advisors (CPMF), and meetings with representatives of the support structures (ENI, INRAP and ISSEG). All these meetings were carried out using survey techniques when possible (semi-directed interviews and focus group discussions) inspired by the participative approach. This approach was completed with a survey questionnaire for those in charge of close supervision (school head and host teacher) and by direct observation (by the consultant) of teachers in the classroom.

164. After validation of the instruments for gathering data, we proceeded with interviews and meetings with the target people. These people were chosen from the following institutions and from pupils' parents:

- Ministries: METFP, MEPUEC and MESRS
- National and prefectural directorates: DCE, DNEE, DNFPPP and DPE
- National institutes and inspectorates: INRAP, IRE and ISSEG
- Normal Schools (ENI)
- Primary schools (partner or otherwise)

165. The following people were interviewed:

- People responsible for the project at the METFP, partners and clients in the two other ministries involved: MEPUEC and MESRS
- Those in charge at INRAP and ISSEG
- The management teams of four Normal Schools (ENI)

166. These interviews completed the documentary research and facilitated the interpretation of the survey results.

167. A survey on the skills of primary school teachers was carried out using:

- Two hundred and two (202) primary school heads
- Fifty one (51) host teachers
- Forty three (43) Normal School teachers (PEN)
- Twenty six (26) pedagogical advisors (CPMF)

168. The following were observed in the classroom: 32 primary school teachers. 29 observations were retained for analysis and three were rejected because they did not comply with the pre-established criteria. The sample is distributed as follows:

- 10 teachers who finished their ENI training between 1995 and 1998
- 9 teachers trained by FIM-G in the intensive 3-9-3 format
- 10 teachers trained by FIM-G in the regular 9-9 format

169. A focus group brought together 19 parents with children at primary school.

170. Five instruments were prepared and administered in order to gather the data required for this research. These instruments are as follows:

- An interview questionnaire for the program managers and those in charge in the ministries concerned. This enabled us to complete the documentary analysis, better understand the training programs and validate the measuring instruments.
- A survey questionnaire on the product of the program, for school heads and host teachers. This instrument enables appraisal of whether the objectives have been reached, the skills developed by those produced by the program and the overall degree of satisfaction with the program.
- A survey questionnaire on the product of the program, for normal school teachers (PEN) and pedagogical advisors (CPMF). This instrument enables appraisal of the skills developed by the primary school teachers and the overall degree of satisfaction of those in charge of the training.
- An observation grid for teachers in the classroom. This instrument enables appraisal of the skills developed by the primary school teachers.
- A guide for carrying out the focus group with parents of primary school children.

171. Finally, the data collected was analyzed in order to paint a realistic picture of the current skills of primary teachers, and to make recommendations for the pursuit of the program.

172. On analyzing the data, it appears that all respondents are at least as satisfied with the skills of the primary teachers trained by the FIMG project as they are with those of teachers trained previously in the ENI and the ENP. A more obvious difference can be perceived when we compare the degree of satisfaction of the PEN and the CPMF, who give a higher grade to all the skills of the teachers trained by FIMG, with almost a two-point difference compared with those trained previously.

173. As in the PASEC/CONFEMEN assessment, the results obtained corroborate certain results observed concerning the satisfaction rate of the main stakeholders and partners of the education system who were affected. Basically, they believe that:

- The FIMG teachers have great qualities of courage and dedication, even if they are still lacking certain professional skills, as for their colleagues who were non-FIMG trained.
- The school heads prefer the FIMG theoretical training program to the previous program: the index is 6.9 for the previous training and a little over 7.6 for the FIMG program. They prefer the FIMG 9-9 with 7.75 to the FIMG 3-9-3, which scored 7.6 out of 10.

174. The satisfaction rates follow approximately the same trend for the student teachers' practical training.

175. Comparing different FIMG teachers reveals some small differences. The school heads and the host teachers generally value those who finish the 3-9-3 with an average of 7.56 whereas those who finish the 9-9 training obtain 7.49.

176. Parents of primary school children generally declared that they were satisfied with the performance of teachers trained by the FIMG project. Since they are less qualified to formally evaluate the teachers' skills, we can associate this response from parents with their clear wish to have more teachers and more schools available for their children.

177. Insofar as the classroom observations carried out in the field are concerned, thirty-two (32) teachers were observed in real classroom situations in all regions in Guinea. The teachers were not warned of the visits, and the classes were chosen solely on the basis of the criteria selected and specified in our methodology. The teachers who were observed were thus unable to prepare in advance. We can assume they performed regular teaching, similar to a standard day in the classroom.

178. The thirty-two (32) teachers observed were from the pool of those who finished in the first two cohorts of the FIM-G program and ENI graduates between 1995 and 1998. The distribution was as follows:

**Table 14 Distribution according to training**

Distribution according to training	Observed	Retained
Previous training 95-98	11	10
FIM-G short cycle 3-9-3	11	9
FIM-G long cycle 9-9	10	10

179. For the analyses, only twenty nine (29) observations were retained and three (3) were eliminated because they did not respect certain criteria: one candidate had too much experience (graduated in 1993) and the two others were from the fourth cohort and had not yet completed their pre-service training.

180. The sample includes 19 women (65.5%) and 10 men (34.5%), mostly located in urban areas (22 out of 29). Two were from semi-urban areas and five worked in rural areas.

181. According to these observations, the FIMG teachers obtain better results than those of teachers from previous training programs, with slightly better performance looking at the overall grade out of 20:

- The previous training (ENI 95-98) scores 11.1
- The intensive training (FIMG 3-9-3) scores 12.2
- The regular training (FIMG 9-9) scores 11.39

182. Another no less significant result of the FIMG project is that after a little more than 3 years, we can see that the main stakeholders, including the PEN and the CPMF, are taking on board the project's educational philosophy. A quarterly pedagogical bulletin called "MA CLASSE" is published regularly, and participates in this, by disseminating all useful information concerning the primary teacher training system.

183. These good results bear witness to the efficiency of an alternative policy for primary teacher training in Guinea. With a shorter (15 or 18 months of supervision instead of 27 months) and more productive (over 2,000 teachers instead of 500 per year) training program, the project trained contract teachers with equivalent or sometimes greater level of competency than other teachers who followed previous training.

184. Nevertheless, these two assessments of the FIMG project have some limits that should be mentioned here. The first limit is the fact that these assessments evaluate the first two cohorts of FIMG teachers only, which does not allow for generalization of the results obtained for the other cohorts of teachers trained later. This is even more relevant when we consider that throughout the project life cycle, corrective adjustments were made.

185. The second limit is related to methodology. This is directly linked to the evaluation tools used. These consisted, mainly in the CIDE study, of questioning the people directly involved with primary school teachers and basing conclusions directly on their perceptions.

186. It would be useful to observe all of the seven cohorts of teachers trained for future studies. Such a study, with a wider scope, would enable decision-makers to better appreciate the impact of measures taken, get a better overall picture of the situation and take enlightened decisions to answer to the quantitative and qualitative needs of the Guinean education system.

### **7.2.3. Management of contract teachers and their impact on how the Guinean education system works, Personnel Management/MEPU-EC, April 2001.**

187. This study was carried out by the Guinean team of the ADEA Working Group on the Teaching Profession (GTPE) French-speaking section.

188. The team benefited from the scientific expertise of the National Unit for Coordination of Evaluation of the Education System (CNCESE), and technical and financial support from the ADEA secretariat.



189. The initial aims of the assessment were as follows:

- Describe the actual professional situation of contract primary teachers (professional experience, academic level, pedagogical practices, relations at work and in the community, etc.)
- Identify the difficulties encountered in doing their job
- List the expectations of contract primary teachers

190. It should be noted that data gathering in the field coincided with the rebellion and unrest at Guinea's borders. This led to a reasoned choice of survey areas and the establishment of a sample of schools and contract primary teachers to contact. In six administrative regions, 15 survey areas representing contrasted social and economic and school contexts were retained, in both urban and rural environments.

191. A survey by questionnaire and interviews were carried out with the following structures and people: 352 schools where contract primary teachers work, 68 school heads, 25 CPMF/Supervisors, 55 host teachers and 68 APEAE were contacted.

192. The results of the study throw light on individual and professional characteristics, working conditions, pedagogical supervision and the relationship contract teachers have with the social partners in the education system. Light is also shed on their recruitment and management.

193. The current system for recruiting contract primary teachers, in particular that developed within the framework of the FIMG project, enables the shortfall in teachers to be reduced and the demand for education and training to be increased. One of the measurable impacts of the employment of contract primary teachers is the increase in the gross enrollment rate, which increased from 29% in 1990 to 57% in 2000.

194. Concerning the training, the use and the impact of the contract primary teachers' work on pupils' learning, 72% of school heads believe that the training of contract primary teachers is quite good compared with 28% who find it mediocre or needing completion. 75% of school heads and 85% of APEAE believe that the use of contract primary teachers in schools is satisfactory. Only 4% of school heads find the impact of their use on pupils' results mediocre.

195. More than half the contract teachers questioned about their professional futures believed that a status should quickly be introduced. Their priority concerns included salary expectations and employment as civil servants.

#### **7.2.4. Comparative quality assessment trials**

196. In the absence of a diagnostic study being carried out before the launch of the FIMG project, it is difficult to systematically evaluate the quality of the teachers trained by the traditional ENIs by looking at classroom practices and the quality of pupils' learning. Nevertheless, we can base our analysis on certain characteristic elements of these two quality levels in order to establish a comparison between the initial situation and the results obtained by the project. This enables us to better apprehend what has changed in terms of quality in primary schools in Guinea due to the FIMG project. These characteristic elements are presented below.

▪ **Teaching staff**

197. As initially mentioned, primary schools in Guinea were staffed by personnel characterized by their diversity in terms of status, recruitment, techniques and methods used, and training programs in the ENI and the ENP. One category of personnel accidentally found themselves teaching, with no vocational training. These were, for example, students unable to get through the first stage of higher education. Another case is that of general secondary school teachers redeployed to primary schools in 1992 with no particular preparation. There is also the case of the teaching monitors who simply have the Primary Studies Certificate, even if this body is currently disappearing through professional competitions for integration.

198. The level of recruitment was year 8 for the Normal Primary Schools (ENP), with a training period of 2 years, after which trainees' became assistant primary teachers. For ENIs, the level of recruitment was year 9 for a three-year training course, with the grade of ordinary primary school teacher on completion.

199. For the "FIMG" project, the status of graduates is the same whatever the level of recruitment (Bac 1, Bac 2, higher education qualification). The higher academic level of recruitment has had a positive impact on the quality of teaching and on pupils' learning. This corroborates the results obtained in the studies carried out by the PASEC and the CIDE.

▪ **Training programs**

200. The training programs in the ENP and the ÉNI were simply extensions of the general secondary education programs, and were not oriented towards the mastery of the notional content of the primary school curriculum.

201. The renovated pre-service training programs under the "FIMG" project are focused on the student teachers' mastery of the notional content of the elementary educational programs so that they can perform well in the classroom.

▪ **Teaching methods and techniques**

202. Certified teachers from the FIMG program have been trained to use active learner-centered methods which make the learner the focus of their own education with active participation in knowledge-building (knowledge, know-how and behavior).

203. 82% of teachers from the sample questioned during the PASEC/CONFEMEN qualitative survey use pedagogical cards for their classroom practice. These cards describe the teaching/learning activities for a lesson. They contain general information and mention the pupils' and the teacher's activities. They are accompanied by a journal in which the school head notes any appraisals.

## **7.3. Global assessment of the setting up of the reform**

### **7.3.1. Strengths**

204. The "FIMG" project is essentially a training project. This means that the main lessons to be learned will be principally related to training aspects. If we first take into consideration the emerging positive impact with the first cohorts of student teachers arriving in the classroom, we can presume that it is certainly possible to train effective teachers in a short amount of time, using the block release method, on the condition that the recruitment level is respected. The pre-service primary teacher training project in

Guinea enabled the training system's capacities to be developed so that a significant number of teachers can be trained per year (2000 on average). It helped set up a constantly improving training system including pertinent innovations whose effects are tangible. Indeed, the following comments from some respondents from partner schools and decentralized education structures (users of those who graduate from the program) are eloquent enough to judge the effects of the program:

- "The project "FIMG" considerably contributed to solving the problem of the lack of teachers. It encouraged continuation of the action undertaken by communities, NGOs and the Government in building and equipping school infrastructures."
- "Since the project began, the need for primary teachers is becoming gradually less acute. Thanks to this project, the numbers in pedagogical groups are becoming more and more rationalized."
- "The "FIMG" project had a positive effect on the other teachers at Guinea's primary schools who finished by taking on board the methodological approaches of the "FIMG" project teachers."
- The project developed open minds and a spirit of co-training by peers among the other teachers.

205. Concerning enrollment rates, a triangulation exercise on the results shows that the project had a positive impact on this index. The availability of 7,500 new primary school teachers made possible by the project means the opening and/or the supplying of a teacher for 7,500 new classrooms. Taking the hypothesis of the recruitment of at least 50 children to each class, this provides the opportunity of schooling for at least 375,000 children. And this doubtless has a positive effect on the gross enrollment rate.

206. Development of an innovative training model: block release training, with a philosophy that combines professionalism, didactics and practical training. Within this model two alternative approaches were used. This enabled the productivity of the trainers' training institutions (ENI) to be substantially improved, by making them operational 12 months a year for the last three years. It should be noted, however, that the conditions in which the model was applied have not always been ideal. Lessons have been learned from this, and development perspectives planned. It should be mentioned here that, as for many new projects, the financial and material resources were often difficult to mobilize during the first half of the project. The objectives, particularly in terms of quality, could have been formulated in a more realistic manner.

207. The innovations proposed during the various advanced training activities, inspired by active pedagogy and socio-constructivist approaches to teaching, were well-received by the PEN and the CMPF insofar as the activities were focused on perceiving their need for change. They were called on to take part in setting up innovations and to adopt them. In the same way, they fully participated in setting up new training programs in the ENIs for each discipline taught.

208. A training model such as this can only function if there is a real partnership between the various structures that contribute to training primary teachers and to primary education. Significant training in line with the partnership objectives should be offered to all partners involved at all levels. For example, it would appear that management of the practical training with the partner schools cannot be effectively implemented without suitable training for staff of the decentralized education structures. Finally, partner schools should systematically be chosen from those schools that are dynamic and involved in development, ongoing training or other projects.

209. The systemic management of the "FIMG" project is an excellent example of a dynamic partnership that is worth mentioning. The "FIMG" project mobilized several

stakeholders and participants. They appear at various levels, the main people involved being: the student teachers (future primary teachers), the trainers (PEN/CPMF), the Government and its technical and financial partners. The project steering committee included not only executives from the three departments in charge of the education system (METFP, MEPUEC and MESRS) but also representatives from the economics and finance department.

210. A reform in primary teacher training, that the FIMG project has been committed to since 1998, requires significant changes in several aspects of education, involving, among other things, a change in mentality for the various stakeholders and the more or less complete transformation of the curriculum for primary teacher training. Such changes require time and investment. In less than four years, with limited resources and initial priority given to the quantitative objectives concerning the significant number of new teachers train in order to respect Guinea's commitments, the impact of such a project is only just beginning to be felt. It is currently difficult to distinguish between the effects of different factors such as the entry profile, the quality of the training program, the quality of the trainers and the training model used, all of which affect the exit profile and the skills of the student teachers trained by the FIM-G project.

211. Ultimately, the meaningful results enabling assessment of the new skills of the student teachers trained by the FIM-G project and the impact in terms of notable improvement in pupils' learning should be studied in depth over the next few years. The qualitative results presented in this report should thus be considered as partial results. They do however represent pertinent indicators enabling us to begin a judgment concerning the directions Guinea took for its reform.

212. So, although they can currently only be partially evaluated, some impacts of the project are already tangible:

- The improvement in enrollment rates is due to the increase in the number of teachers, which enables a greater number of school age children to be enrolled in school.
- The change in mentalities among those involved in primary teacher training.

213. The PEN and CPMF are currently invaluable resources exploited by all the pre-service and ongoing teacher training projects, doubtless due to their expertise.

▪ **Performance of the financial partner**

214. It is important to mention that the results obtained by the "FIMG" project are partially due the support of the World Bank through its new instrument: the "LIL" loan. Among other performance factors of the Bank during the implementation of the project, the following should be mentioned: (i) Following of recommendations of reviews, audit and supervision (ii) The initiation of relevant training in contracting, disbursement and financial management (iii) The relevance of the notice of non objection on some parts of the project (iv) The quality and professionalism of the project head at the Bank

### **7.3.2. Weaknesses and constraints encountered**

215. An extremely detailed analysis of pre-service training for primary teachers enables identification of the main constraints that make up considerable negative forces that could affect the training. The principal constraints are: (i) Problems linked to recruitment, (ii) Infrastructure problems, (iii) Problems of management of contract teachers (monthly wages, career development, etc.), (iv) Building of a systematic vision of the integrated training of primary teachers, (v) Training program (forgotten disciplines, entry by skills, harmonization with primary school curricula, etc.), (vi) Academic level of

applicants increasingly poor, (vii) management of partner schools (instability) leading to perpetual restarting of training sessions for partner school stakeholders.

▪ **Recruitment**

216. When dealing with the problems linked to recruitment, we must first underline the difficulties encountered in managing applications, mainly concerning checking the school documents required for enrollment. Next, in a context where, especially as far as salaries are concerned, working conditions were until recently, not very attractive, it was difficult to encourage potential applicants to enroll at the ÉNI.

217. The first cohort of student teachers was recruited in July 1998 following a philosophy of decentralization on the one hand and simply examining applications on the other. Approximately 1,500 student teachers were recruited for this first cohort. This cohort yielded a good contingent of teachers. Unfortunately, a number of baccalauréat holders defected in favor of university studies and other better-paid jobs.

218. Three months later, in November 1998, a second cohort was recruited in the same way as the first, i.e. by simply studying the applications. There were 1,451 student teachers in the second cohort. It is from this cohort onwards that the positive discrimination measure was introduced in favor of female applicants, allowed to apply for recruitment with a minimum threshold of the first part of the baccalauréat. It has been observed that the second cohort was of a lower level than the first. An enrollment verification mission was ordered by the department of the MET-FP in charge of the ENIs. This mission was carried out by the school examinations and competitions department, and included the audit and pedagogical assessment department. It was observed that among the new recruits there were applicants who did not satisfy all of the required conditions. The mission's main recommendation was to rethink the recruitment methods. Instead of simply looking at the application, a two-step recruitment test was established: a written test and an interview. The written test enabled the suitable applicants to be selected, and definitive enrollment was announced after interview of the applicants by a jury of ENI teachers (PEN).

219. A social marketing campaign was devised and implemented before each recruitment session. It provoked real enthusiasm among applicants in general, and the third cohort in particular. The 1,967 student teachers in the third cohort (the highest number of any of the cohorts) is an illustration of this.

220. The highly publicized situation of this third cohort led the project coordination team to organize a final assessment of the institutional training under the supervision of the school examinations and competitions department (SECS). Following this test, which took place in 1999, 587 student teachers were quite simply asked to leave the ENIs due to their poor results.

221. This assessment was particularly revealing concerning the level of student teachers in the 3rd cohort. This situation, a result of the recruitment method, required corrective measures, which were taken. The subsequent recruitment sessions followed on the decentralized philosophy, but there was a selective element under the supervision of a mixed team (SECS, DNFPPP, ENI management). In addition, a final institutional training assessment was introduced.

222. To remedy the massive presence of older applicants, the age limits for applicants were established at a minimum of 18 and a maximum of 35, implemented by the ministerial circular No. 261/METFP/Cab of July 12, 2000. Finally, having observed that this measure excluded numerous applicants, the maximum age limit was increased to 40.

223. These measures eloquently demonstrated the enthusiasm shown by applicants. However, they led to questioning concerning the quality of the applications and the validity of administrative proceedings. These measures resulted in a considerable drop in the numbers recruited: 443 and 407 for all the ENIs together for the 4th and 5th cohorts respectively.

224. These figures are striking, and beg the question of the number of applications rejected. For the 4th cohort, 45% of applications were rejected compared with 27% for the 5th cohort. The eligibility rate was 47% and 71% respectively for the 4th and the 5th cohort. The admissions rate, however, decreased from 97% for the 4th cohort to 66% for the 5th. For recruitment of the 4th cohort, the highest application rejection rate was for the ENI at N'Zérékoré, with 67%. The lowest eligibility rate was for Labé with 22%. Conakry recorded the highest rejection rate for the fifth cohort (49%). This was the ENI with the lowest eligibility rate as well (58%).

225. The large number of recruitment sessions was authorized due to delays in the announcement of the results of the competitive entry examination for higher education institutions. Some applicants decided to attend the ENI only when they had failed in this competitive examination. Initially designed to recruit as many baccalauréat holders as possible, the modular recruitment system often provided the opportunity to recover "protégés" or other "recommended applicants" whose applications were not successful at the first session. We touch on one of the ethical aspects of the recruitment here. The lack of rigor in the additional recruitment sessions and the enrollment of recommended students after the tests are sour notes that had a negative impact on recruitment. There were other weaknesses in the recruitment system, such as the indulgence of those assigned to invigilation, marking and administering the oral test.

226. Although there were quite large numbers of applicants, and the initial reading of the training and employment situation in Guinea was correct, the project still experienced a number of difficulties in recruitment. We must first underline the difficulties encountered in managing applications, mainly concerning checking the school documents required for enrollment. The obsession of applications who did not meet the conditions to enroll in the ENIs got forgers involved, with the consequence of false official certificates and the proliferation of all sorts of diplomas: the false-real ones (perfect imitation with sophisticated tools), the real-false ones (real diplomas with names changed), the false-false ones (rough imitations) and the real-real ones (real diplomas with the real holders), all of this encouraged by the numerous cases of homonymy in Guinea.

227. In addition, in a context where, especially as far as salaries are concerned, working conditions were until recently, not very attractive, it was difficult to retain potential teachers enrolled at the ÉNI. In many cases, holders of the second part of the baccalauréat prefer to attempt the competitive examination for university entry rather than enroll at the ÉNI. Several applicants who failed the university entrance examination and enrolled at the ÉNI took the entrance examination again the following year. Those who passed then left the ÉNI or their classroom teaching, if they had finished the theoretical training. In addition, the fact that the university entrance examination results are announced in February each year means that potential applicants who could enroll at the ÉNI in September do not do so while waiting for the results. These are so many loss factors working against the project.

▪ **Adhesion to the program**

228. The major difficulty that remains and which will take time to overcome is that of the stakeholders developing the capacity to apply the new philosophy of the reform based on their theoretical understanding of the issues. This is true of all reforms we have knowledge of. **To begin with, over a period that can be more or less long, depending on the innovations included in the reforms, the stakeholders in the education system take on board the new philosophy proposed as much or as little as it suits them. They then introduce some changes in behavior or attitudes according to the new orientations.** But the perceptible changes take place the slowest when it comes to their practical application in teaching. For example, although most PENs said they were satisfied with the general didactic model proposed by the project, few of them have actually managed to transmit this so far in terms of activities in their teaching to student teachers at the ÉNIs. This is what the independent survey revealed, concluding that the new primary teachers in the classroom have trouble applying this model to their teaching.

229. **Harmonization of the educational philosophy of the FIM-G project with the ongoing training projects and the other instances of the education system was one of the issues in the reform of the pre-service training for primary teachers.** It was essential to ensure that a continuum be established between pre-service training and ongoing training. Observations have shown that the philosophy of some ongoing training projects is easily harmonized with that of the "FIM-G" project. To ensure this, dialogue was undertaken with some ongoing training projects, such as NFQE (Basic Quality and Equity Levels). In this sense, the greatest challenge remains developing true coordination between pre-service training and ongoing training, needs analysis and assessment of the response in terms of training. A training policy for primary teachers in Guinea should emerge over the next few years, which will facilitate this harmonization.

▪ **Training program**

230. The training subject grid (study plan) that may appear to be relatively dense requires assessment in a future study. It was, however, difficult to make it less dense since the duration of the theoretical training was reduced. Moreover, it is certain that the more the entry profile for applications to be student teachers is respected, the greater the focus can be placed on the didactic and educational psychology aspects, taking little time over the aspects concerning the instrumental content. The outline of a program prepared by the PEN/CPMF national instrumentation workshop was in force in the ÉNI during the "FIMG" project. Throughout the training, questions concerning refreshing the academic level of applicants emerged, and each ÉNI had its strategy.

▪ **Pedagogical supervision**

231. The PEN/student teacher ratio remained high due to the low numbers of supervisory staff (PEN, CPMF supervisor). This situation, which does not allow for a close enough pedagogical relationship with the student teachers, needs to be improved.

232. The number of PEN across all the ÉNIs and across all disciplines is 86. Compared with the average of 2,500 student teachers trained per year, this represents a supervision ratio of 1 for 29. This ratio varies from one ÉNI to another and one discipline to another. The upcoming mobilization of the ÉNIs of Boké, Faranah and Dubréka will require redeployment of the theoretical training resources.

▪ **Practical training**

233. The practical training of student teachers mobilized a number of stakeholders whose interaction contributed to their professional development. The student teachers, who are at the heart of the training, successfully developed their pedagogical skills and their supervisors increased their skills in professional supervision.

234. The yearly arrival of cohorts of student teachers in primary schools fulfilled the needs in primary teachers to the great satisfaction of parents and the education authorities. Nonetheless, this practical training system was not set up without difficulty and without its ups and downs. The education authorities, those in charge of the project and the stakeholders in the primary teacher training system often encountered difficulties and carried out the practical training sometimes with severe constraints.

235. Analysis of the constraints and difficulties in implementing the practical training led to their classification in five levels: the choice of partner schools and their supervisors, assignment of student teachers, harmonization of the theoretical and practical training, characteristics of the classes, the plethora of educational projects aimed at primary school teachers.

▪ **Choice of partner schools and participants**

236. Difficulties encountered here were related to not respecting the selection criteria for choosing partner schools, and heads and host teachers. Three years of implementation of the training model have shown that the criteria were not always respected, either due to the specific characteristics of education in a given area, or due to the local education authorities paying little attention to the objectives and approach of the model. It should be mentioned that this attitude on the part of the authorities is totally comprehensible in a process of change that is naturally characterized by resistance. More attention had to be given to raising their awareness and involvement to encourage them to share the orientations and the approaches of the reform.

*a) Respect of selection criteria for partner schools*

237. Looking at the selection criteria for partner schools, certain criteria were not respected by the local education authorities (DPE and DCE). It was noted that many of the schools chosen were not standardized schools. In particular in rural areas, we found schools selected for the practical training that only had 2, 3 or 4 classes of different levels.

238. Moreover, several rural schools chosen were far from the group centers. The recommendations were that all partner schools should be close to a center suitable for grouping during "regulation" days. In some cases, rural schools were located at distances between 30 and 80 km and difficult to access due to the lack of paths or road infrastructure. The supervision zones also sometimes belonged to geographically remote areas, which posed a problem in respecting the program initially established by the CPMF.

239. Several reasons were given by the education authorities for not respecting the selection criteria for partner schools. The major reason was the difficulty in handling the annual transfer of personnel to leave space for student teachers. To maintain student teachers in accessible partner schools, it was necessary to redeploy incumbent teachers every year, which created major management problems. Faced with this situation, they opted for the easiest solution, i.e. they chose schools where there were classes without teachers in order to fulfill the demands for partner schools made by the ENIs for practical student teacher training. This meant that the partner schools changed from one year to the next.



240. The formula chosen by some CPMF was to establish correspondence to invite student teachers to occasional meetings to analyze some of their problems.

241. On analysis, all appeared to be due to the fact that the authorities of the decentralized education structures had not sufficiently assimilated the training approach and principles of the new model. Information communicated between these authorities and the project co-ordination team appeared to increase their willingness to collaborate in order to attain the project objectives. This communication was stepped up to encourage the local education authorities to interiorize the training principles.

*b) Choice of heads of partner schools and host teachers*

242. In the partner schools, some teachers recruited did not benefit from the training designed for them due to the changes in partner schools every year. This is why their supervisors did not always correspond to the requirements of the primary teacher training reform. This meant that the type of supervision they offered was often at odds with that of the supervising CPMF (observation, analysis and critical reflection on the student teacher's classroom practice, fair and objective judgment of the student teacher's skills). In some cases this led to conflict between the student teachers and host teachers, these were generally smoothed over by the supervising CPMFs.

243. Moreover, the supervision of a student teacher by a host teacher was often seen as an additional workload that was difficult to carry out because the host teacher had little time available for supervision. With the same timetable as the student teacher, the host teacher often failed to proceed with follow-up for a long time. It should be mentioned nonetheless that the highly motivated host teachers carried out common class preparation with their student teachers and were present at some supervision and regulation meetings with the CPMF.

244. As far as the partner school heads are concerned, a good number of them were frequently in touch with the ENI and the CPMF, and thus had a good understanding of the new model and their roles and responsibilities. These heads, chosen according to the set criteria, focused on the pedagogical supervision of the student teachers in their schools. Others, who had been chosen without satisfying all the criteria, played more of an administrative role than a pedagogical one. They limited their actions to superficial checking of the student teachers' preparation and their attendance at school.

245. To summarize, mainly due to the choice of schools, the role of the partner schools in the project was quite modest, despite the initial ambition to see them play a crucial role in the management of the practical training in the classroom, and also for the work placements during the institutional training. In fact, the majority of school teachers and heads of partner schools knew less about the new pedagogical approach than the student teachers they were supposed to supervise. The training they were offered could not teach them to master the new approach to make them true supervisors for the student teachers. They were thus placed in a practically impossible situation, and could at best be spectators for the student teachers, and at worst use their authority to guide the student teachers to familiar ground for them, i.e. their usual classroom practices. In addition, the fact that the student teacher and host teacher did not share the same class made supervision difficult.

▪ **Assignment of student teachers**

*a) Student teachers with no host teacher*

246. There are two aspects to consider when talking about student teacher assignment: Their assignment to a partner school and the assignment of a host teacher to each student teacher. The fact that the selection criteria for partner schools were not

respected, as mentioned above, led to certain student teachers finding themselves in schools that did not fulfill the conditions for a partner school. The school team and the head had not received any training for pedagogical supervision. The student teachers did not therefore benefit from close supervision in these conditions. And if a host teacher had been named, there were few meetings between him or her and the student teacher. To remedy this situation, the solution adopted in several cases was to choose certified student teachers from the first cohorts who had shown great teaching skills as host teachers. This solution has its limits in that the teaching practices of these certified student teachers were for the most part still maturing.

*b) The double shift system*

247. Due to lack of infrastructure, and with a marked increase in the number of pupils and a shortage of teachers, schools in some major centers chose the double shift system as a way of ensuring schooling for a greater number of children. The student teachers assigned to schools that followed this regime were therefore subjected to constant modifications in their attendance. It goes without saying that this situation had an impact on the supervision schedule, in particular the regulation meetings. This is the situation that led some areas to move the regulation day, initially set for Thursday, to Saturday.

*c) Characteristics of the classes*

248. To characterize the classes in the partner schools in which the student teachers carry out their practical training, we need to consider pupil numbers, didactic material, equipment and pedagogical co-ordination.

- High student numbers

Large classes create obvious problems of class management even for an experienced teacher, even more so for a beginner. Nor do over full classes permit organization into working groups according to the socio-constructivist approach included in the new training model. These problems were of even greater significance in that the student teachers had not been sufficiently prepared for managing large classes.

- Equipment and didactic material

The training approach for student teachers gave priority to knowledge-building by the student teachers themselves instead of the simple transmission of knowledge favored in passive methods. The pupils' activities are focused, among other things, on the didactic materials and documents they handle, use or consult to acquire knowledge. Despite the efforts to provide books and other materials to schools, not all needs were met. This situation led the student teachers to seek and build their own didactic material. Despite the enthusiasm shown by these new teachers, there were many obstacles to be overcome to achieve active and quality teaching. The lack of didactic material in the schools was a constraint that had a positive effect on the student teachers' skills. This shortage led them, with their supervisors, to use local material in building their teaching support materials. The training in didactics by the PEN/CPMF corresponded well to this approach.

- Organization of quarterly meetings to harmonize the theoretical and practical training

The training model provided for quarterly meetings during which the CPMF supervisors and the ENI would meet to discuss the practical training, the

aspects of the practical training that converge with the theoretical training and the readjustments to make in the institutional training to make the theoretical training more suited. These meetings, which could also have helped the student teachers in their theoretical and practical training, could not take place due to the distances involved and the workloads of the two supervising bodies. The meetings were to disseminate the innovations introduced in the ENIs to the CPMF, thus improving the supervision of the practical training. It should be noted that the close follow-up of the practical training that was subsequently begun enabled communication to be established between PEN and CPMF. This contributed both to improving supervision practices for student teachers and synchronization of the theoretical and practical training.

▪ **Other difficulties**

249. Implementation of a new project type such as the "LIL" for the "FIMG" project calls for concerted action from several stakeholders and partners not only from the education sector but also from other sectors, as well as technical and financial partners. It is this synergy in action that enabled the results this project obtained to be achieved. Nonetheless, some difficulties were encountered, including:

- The slowness in contracting procedures that had a somewhat negative impact on the progression of activities. This slowness is partly due to the fact that there was no contracting department in the project unit.
- The slowness in setting up the counterpart funds
- The mobility of executives involved in carrying out the project
- The low rates of mission expenses within the country
- The often ambiguous formulation of some notices of non objection by the World Bank.
- The numerous changes in task manager (in charge of the project) at the World Bank
- The lack of mobilization and motivation of some partners, such as those in the decentralized education structures in general and in the partner schools in particular
- Non respect of recruitment criteria for applicants by some managers
- Non respect of selection criteria for partner schools
- The instability and lack of preparation of the partner schools for their new role both in terms of supervision and of understanding of the innovations introduced by the "FIMG" project

## 8. RECOMMENDATIONS

250. The extremely useful test of listing the positive and negative forces of the pre-service primary teacher training project in Guinea gives a precise idea of the elements to consolidate (positive forces) and the elements to improve (negative forces) in order to synergize action.

### 8.1. Co-ordination of pre-service and ongoing training

251. It is necessary to formalize a continuum between pre-service and ongoing training, and to do this the preparation process of primary teacher training policy should be rapidly completed.

252. It is also desirable that a discussion opportunity for the different ministerial players and partners involved in primary teacher training be set up.

253. Co-ordination of pre-service and ongoing training activities should be performed at both national and regional levels. Here, the ENIs could play the role of resource centers for pre-service and ongoing training.

### 8.2. Pursuing the advancement and professional development of the PEN and CPMF

254. One of the most important issues in the project, which had the greatest repercussions on the cost of the project was the skills transfer from international experts to the project stakeholders. In the light of this first review, we could consider that this transfer took place gradually and in a positive manner. The appropriation by the Guinean stakeholders of the new primary school teacher training system is, in this respect, more and more tangible according to FIM-G project consultants.

255. In all likelihood, this appropriation seems to be greater concerning theoretical issues than in terms of the capacity to apply the theory. This implies that efforts should be pursued, but focusing on the aspects of practical application.

256. Though much has been undertaken in terms of improving the human resources of the project until now, mainly for the PEN and CPMF, it has to be admitted that the cost of mobilizing the international expertise involved in the project is high (**27% of the total cost of the project**). In order to make the reform of primary teacher training more efficient, the pre-service training of PEN and CPMF should be improved at the source, at the ISSEG.

257. Looking realistically at what has been achieved so far, the advanced training sessions for personnel should be pursued, while seeking to reduce the costs they imply. This could be done partly by intensifying use of ICTs and distance learning strategies. In the same way, the improvement of working conditions enabling an increase in information circulation between the teacher trainers, the teacher trainers and the experts and the experts themselves is an avenue to be consolidated.

258. We should moreover reconsider the strategies aimed at facilitating the work of the pedagogical action group (GAP), which would facilitate the extension of collaboration mechanisms between the PEN and the CPMF. The efforts to share training content between the PEN and the CPMF groups should continue. The contribution of

research-action projects will be as important for the professional development of the PEN and the CPMF as for the development of the primary teacher training system.

### **8.3. Improving the training model and the institutional and practical training program**

259. The difficulties encountered during implementation of the "FIMG" project invite us to reconsider the co-ordination mechanisms between the institutional and practical training. A subsequent study should analyze the acquired experience when going back to the institution of the student teachers following the short cycle so that they can be taken into account in the long cycle. In this respect, it should be noted that, following the opening up of the recruitment profile, the training model could be readjusted and allow for a return to the institution in both training strategies (short and long cycles).

260. With a view to integrating a skills-based approach in the primary teacher training program, it is desirable to maintain a gradual and cautious approach. Other innovations or new content proposed within the general framework of Education For All should also be introduced gradually: convergent pedagogy, enrollment of children with special needs, management of large groups, etc. Finally, the following new disciplinary fields should be developed: physical education and artistic education.

### **8.4. Incentive measures**

261. Strategies to envisage to fix resources in the program are to be sought by all the partners involved: Ministry of Technical Education and Vocational Training, Ministry of Pre-University Teaching, Ministry of Employment and the Civil Service, Ministry of the Economy and Finance. Strategies such as continued increases in the monthly wages of contract teachers and the development of a career development plan are among other measures to be considered to maintain applicants' enthusiasm and retain them in that career after training. The development of a career plan that acts as an incentive is particularly vital.

### **8.5. Optimum use of didactic and pedagogical resources**

262. It is important to consolidate the capacities of the ÉNI for the development of didactic and pedagogical resources and to move forwards with a program to produce didactic and pedagogical material (cards with pedagogical activities for teachers) as begun within the framework of the "FIM-G" project. It is also important to integrate more elements concerning the use of the didactic material currently (or more and more) available in Guinea into the training program. The creation of text banks that could be used systematically in the different disciplines by the student teachers from one ÉNI to another would be particularly useful. Centralized management from a digital bank would be required.

263. It would be useful that, during the discussion meetings between the representatives of the ÉNIs, they examine the best way to provide the student teachers with tools in the least amount of time so that they can develop a critical view of the different manuals in use in primary schools.

## 9. CONCLUSION

264. At present, few studies have been carried out on the situation concerning training of primary school teachers in Africa. The working group on the teaching profession of the Association for the Development of Education in Africa (ADEA) has until now been involved only in research on the management dimension of teaching bodies, which is understandable when we consider the complexity of this management in the context of the financial and quantitative demands (number of new teachers required). It is only recently that various donor organizations have become interested in the specific situation of the training of primary teachers in Africa. The present case study on the reform of pre-service training of primary teachers in Guinea is an illustration of this. As a conclusion, we propose a number of avenues for reflection that could be directions to consider for future research.

265. The problem of the training of primary teachers in Africa must above all be situated in relation to the needs for new teachers, which are practically the same in terms of numbers in all the countries in the sub-region. The recent Education For All programs thus integrate the massive recruitment of primary teachers for the next ten years as one of the priority objectives. In some countries where there are recruitment programs for contract teachers, this quantitative pressure, linked to the lack of resources, has led to the abolition of the conventional pre-service training for primary teachers. There are several cases where the pre-service training no longer exists or is carried out in a few weeks.

266. In the specific case of Guinea, the institutional training lasts one year only (primary teachers carry out their practical training with full responsibility for a class in their second year), which enables significant quantitative objectives to be attained from year to year despite the limited capacity of the normal schools for primary teachers that Guinea currently possesses. This situation was stressed by a study carried out in Guinea by participants in the ADEA Working Group on the teaching profession. Among other results of the study, we note that "in the opinion of the different stakeholders surveyed or interviewed, the current system of recruitment of contract primary teachers, in particular that developed within the framework of the "FIM-G" project, enables the teacher shortage to be reduced and at the same time answers to the growing need for education and training. One of the measurable impacts of the employment of contract teachers is the increase in the gross enrollment rate."

267. In the long training cycles, the entry level for primary teacher training schools was year 10. The training program implied a significant share of training of an instrumental and subject-based nature. For accelerated training programs over one or two years, the entry-level requirements are higher. The programs essentially focus on didactics and educational psychology.

268. It is certainly too early to make definitive conclusions, but according to the first indications, increasing the entry level for primary teacher training programs and focusing on professional teaching skills appears to enable good teachers to be trained in less time and at lower costs than previously.

269. Starting from the hypothesis that the faster the pre-service training, the more important it is to ensure extended ongoing training, one of the important aspects to examine will be the coordination from one country to the next between the systems of pre-service and ongoing training.

270. In the same way, considering that the various reforms in the education systems in Africa are developing separately without any real systemic prospects nor an integrating vision, it would be opportune to study how a reform of the pre-service training

system for primary teachers is coordinated and develops within the education system compared with other sub-systems that call on it: reform of the primary curriculum, training of other school staff, education policy, etc.

271. Faced with the demands of education for all and limited financial resources, states have, for several years now, been moving towards the hire of contract teachers, often abandoning the status of civil servant for teachers. With no job security, no real career plan and lower salaries, these contract teachers are increasingly questioning their status, and in some countries in the sub-region we are observing a high rate of desertion.

272. The current co-existence of the bodies of contract teachers and civil servants, with very different statuses and economic conditions, has not failed to seriously demotivate the less well-off, i.e. the contract teachers. We can forecast that the progressive unionization occurring in the various countries may, sooner or later, pose certain major dilemmas for the ministries in charge.

273. In Guinea, as in other countries in the sub-region, we are witnessing a slow but significant shift in the educational model that underpins the primary teacher training program. From an essentially discipline-based approach, most primary teacher training systems are re-orienting themselves towards professionalization, which focuses on the primary teacher's teaching skills. This can be seen in synergy with the more general re-orientation of the education system as a whole, moving from traditional type educational models to more active educational models, influenced by the socio-constructivist and pragmatist approaches to education. These changes in paradigm seem to be one of the critical aspects to study in the process of renovation in education in Africa.

274. The "FIMG" project enabled Guinea to develop a rewarding experiment, characterized by exponential growth in the productivity of the ENIs, thus demonstrating the country's capacity to train large quantities of primary teachers. To quote the 1999 annual report of the World Bank AFTH2 group, "the "FIMG" project enabled the training of 3,000 primary school teachers in its first year, which is almost 20 times more than the year before the project started...".

## 10. ANNEX

**Tableau 15 Recruitment statistics for student teachers on the "FIMG" project**

**First cohort (August 1998)**

**3-9-3**

ENI	Numbers			% Women	Observations
	Men	Women	Total		
Conakry	199	111	310	35.81%	
Kindia	388	95	483	19.66%	
Labé	218	65	283	22.97%	
Kankan	163	53	216	24.54%	
N'Zérékoré	196	46	242	19.01%	
<b>Total</b>	<b>1164</b>	<b>370</b>	<b>1534</b>	<b>24.12%</b>	

**Second cohort (November 1998)**

**9-9**

ENI	Numbers			% Women	Observations
	Men	Women	Total		
Conakry	158	143	301	47.51%	
Kindia	169	71	240	29.58%	
Labé	186	162	348	46.55%	
Kankan	192	103	295	34.92%	
N'Zérékoré	221	46	267	17.23%	
<b>Total</b>	<b>926</b>	<b>525</b>	<b>1451</b>	<b>36.18%</b>	

**Third cohort (October 1999)**

**9-9**

ENI	Numbers			% Women	Observations
	Men	Women	Total		
Conakry	225	291	516	56.40%	
Kindia	174	111	285	38.95%	
Labé	195	208	403	51.61%	
Kankan	242	170	412	41.26%	
N'Zérékoré	273	78	531	22.22%	
<b>Total</b>	<b>1109</b>	<b>858</b>	<b>1967</b>	<b>43.62%</b>	



**Fourth cohort (July 2000)**

**3-9-3**

ENI	Numbers			% Women	Observations
	Men	Women	Total		
Conakry	135	79	214	36.92%	
Kindia	91	62	153	40.52%	
Labé	44	60	104	57.69%	
Kankan	199	58	257	22.57%	
N'Zérékoré	35	05	40	12.50%	
<b>Total</b>	<b>504</b>	<b>264</b>	<b>768</b>	<b>34.38%</b>	

**Fifth cohort (October 2000)**

**9-9**

ENI	Numbers			% Women	Observations
	Men	Women	Total		
Conakry	37	64	101	63.37%	
Kindia	31	43	74	58.11%	
Labé	47	53	100	53.00%	
Kankan	59	30	89	33.71%	
N'Zérékoré	54	13	67	19.40%	
<b>Total</b>	<b>228</b>	<b>203</b>	<b>431</b>	<b>47.10%</b>	

**Sixth cohort (July 2001)**

**3-9-3**

ENI	Numbers			% Women	Observations
	Men	Women	Total		
Conakry	55	117	172	68.02%	
Kindia	71	48	119	40.34%	
Labé	49	66	115	57.39%	
Kankan	138	66	204	32.35%	
N'Zérékoré	150	55	205	26.83%	
<b>Total</b>	<b>463</b>	<b>352</b>	<b>815</b>	<b>43.19%</b>	

**Seventh cohort (October 2001)**

**9-9**

ENI	Numbers			% Women	Observations
	Men	Women	Total		
Conakry	100	156	256	60.94%	
Kindia	103	83	186	44.62%	
Labé	80	111	191	58.12%	
Kankan	115	78	193	40.41%	
N'Zérékoré	330	77	407	18.92%	
<b>Total</b>	<b>728</b>	<b>505</b>	<b>1233</b>	<b>40.96%</b>	

NB: (3-9-3) or (9-9) Approach used depending on the duration of the institutional training and practical training in the classroom parts.

**General Total for all cohorts**

Numbers			% Women	Observations
Men	Women	Total		
5122	3077	8199	37.53%	

**General total for the 7 cohorts after deduction of those excluded because their results were insufficient (3<sup>rd</sup> cohort)**

Numbers			% Excluded	Observations
Trained	Excluded	Total		
8199	587	7612	7.15%	

**Recapitulation by year**

Annual Total	Men	Women	Total	Observations
1998	2090	895	2985	2 cohorts
1999	1109	858	1967	1 cohort
2000	723	467	1199	2 cohorts
2001	1191	857	2048	2 cohorts
<b>Total</b>	<b>5122</b>	<b>3077</b>	<b>8199</b>	<b>7 cohorts</b>

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