A photograph of a classroom. On the left, a chalkboard is partially visible with some handwritten text. In the center, a dark green rectangular box contains the title text in white. On the right, a window with a vertical light fixture is visible. The room has light-colored walls and a wooden desk in the foreground.

Building national consensus around a reform affecting teachers

Oslo, October 2005

Contents of presentation

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- Problem to be solved = the specific framework
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Problem to be = the strategic framework

**Model
for elite**

Preparation to superior levels

Selection and elimination

Extroverted curriculum

High unit costs

Reduced number of teachers

**Model
for all**

**Developpement of endogenous
competencies**

Diversification and integration

Adapted curriculum

Adapted unit costs

Sufficient number of teachers

Problem to be solved = specific framework

Falling school enrollments: regular decline in GER

1991		1992		1993		1994		1995
58%		57%		56%		55%		54%

Shortage of teachers

560 new recruits / 250 departures
at a time when the school-age population was growing at an estimated rate of 3.4 to 4.3% a year, which means that 600 new teachers were needed every year just to maintain the GER at a constant level

High costs

Average salary = 8.5 times GDP per capita
(Africa 6, Anglophone Africa 3.6, Asia 2.5, Latin America 2.3, Arab states 3.3)

Budget trade-offs → Decision

- Central government budget = 8 to 56% of GDP
- Education budget = 8 to 33%
- Primary budget = 35 to 66%

- GER = 34 to 143%
- NER = 30 to 99%

Resources/Budget

S = 33%

Objectives/Outcomes

S = 54%

Costs/Salaries

S = 74%

S = 57

- Proportion of children in school = 49 to 82%
- Unit allocation = 11 to 51%
- Teachers' salaries = 20 to 74%
- Non-wage spending = 1 to 23%
- Pupil/teacher ratio = 11 to 70

EFA is neither a wish nor a choice, but an ethical obligation and a necessity for development

A polemical option bound to provoke a genuine nation-wide debate on EFA (1)

1. Launch of an experimental project to recruit 1,500 education volunteers per year

- Lump-sum allocation of 50,000 CFA francs (more than 2 times GDP per capita)
- Service period of 2 years, renewable once (total : 4 years)
- Initial 4-month qualifying training and pedagogical support when in service
- Recruitment, deployment and management at the decentralized level
- Negotiation for free housing with local communities

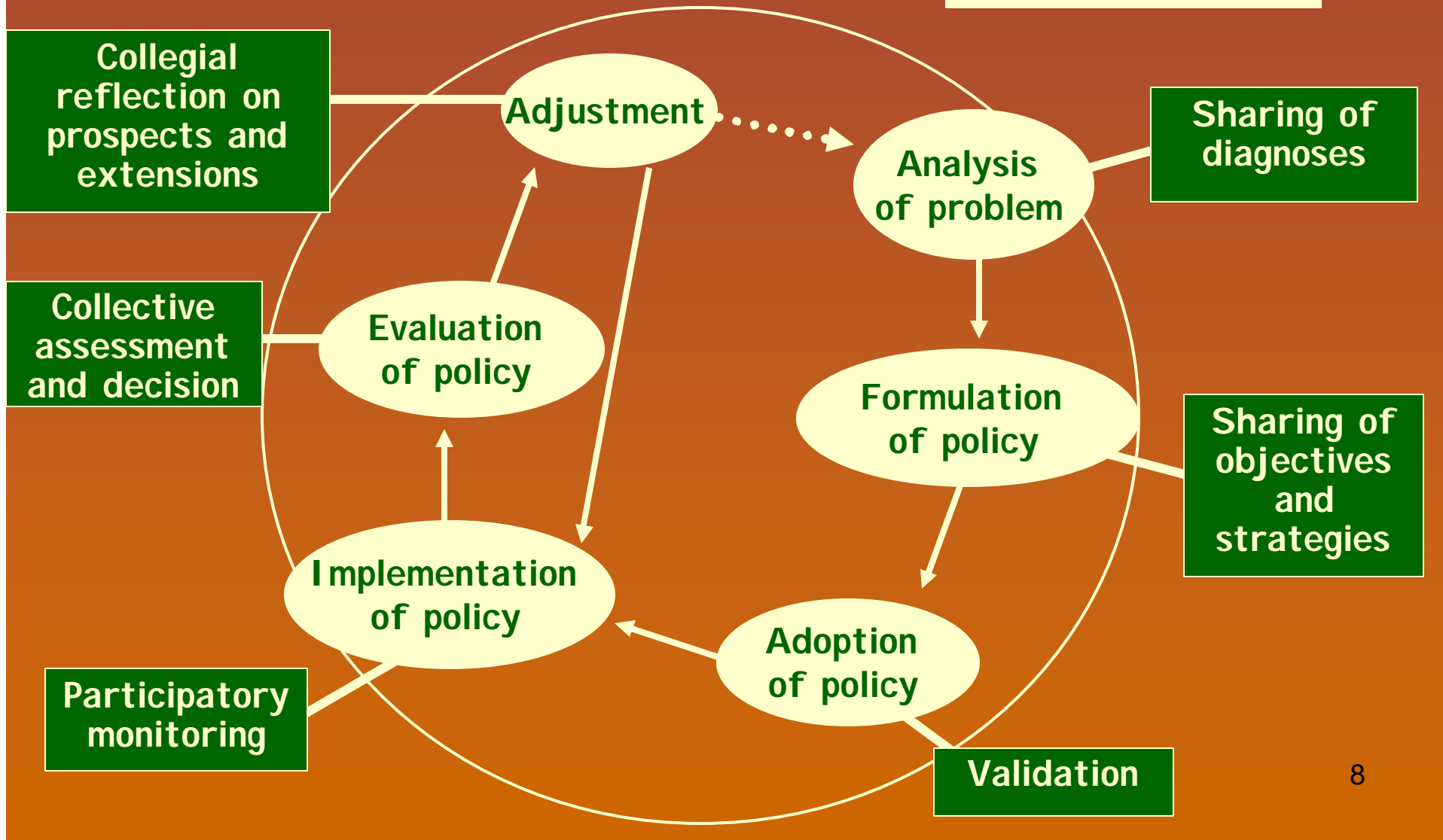
A polemical option for a genuine nation-wide debate on EFA (2)

2. Strategic framework for policy dialogue

- Focus on the problem to be solved: EFA
- Share goals and strategies, and include all interested parties in the national debate
- Accept and organize the expression of conflicting opinions, not forgetting the winners of budgetary trade-offs
- Build on a complex, long-term process
- Choose credible spokespersons for advocacy purposes
- Make use of insight based on data, analysis of studies and research to feed policy dialogue

General plan for policy dialogue

A 4-year cycle



Main activities (1)

1. Internal communication

- **Objectives** = Governmental cohesion and collective commitment on the part of the ministry
- **Targets** = President of the Republic, ministers (finance), members of parliament, senior officials and employees of the ministry
- **Message** = A controversial reform but necessary for democracy and development
- **Media** = Memoranda to the Council of Ministers, inter-ministerial meetings, question-and-answer sessions at the National Assembly, various internal meetings for consultation purposes
- **Results** = Uniform and determined expression of priorities by the cabinet and the ministry

Main activities (2)

2. The education volunteers campaign

- Objectives = Awareness-raising and social mobilization
- Main Targets = A huge reservoir of unemployed young degree-holders
- Message = EFA, a society-wide combat pleading for the civic spirit of young people
- Media = Radio, television, posters, advertising spots
- Results = 32,000 applicants for 1,500 posts

Main activities (3)

3. Presentation of the project

- Objectives = To share objectives and strategies with the main stakeholders in the education sector and with the general public
- Targets = Teacher unions, parent-teacher associations, NGOs, communities, general public
- Message = A solution for the decline in enrollments must be found
- Media = Consultation meetings, press briefings, management and monitoring committees
- Results = Mixed and conflicting reactions

Main activities (4)

4. Appeal to public opinion / Organization of open / Conflicting debate

- Objectives = To win over public opinion
- Targets = Readers and audiences of mass media, opinion leaders
- Message = The country and all sectors stand to gain from this project
- Media = Written press, radio, television, documentary films, participatory meetings at local and regional levels, utilization of opinion leaders and education professionals
- Results = Support for the project in public opinion

Main activities (5)

5. Negotiation as an approach to problem-solving

- Objectives = Negotiated agreement
- Targets = Teacher unions, associations of education volunteers
- Message = A reasonable compromise is possible if the factual data are taken into consideration
- Media = Consultation meetings and commissions, studies and simulations, sharing of results, etc.
- Results = Consensus reflected in an agreement signed by all unions and associations

Lessons learned (1)

1. Building a consensus for such a difficult reform:

- is a matter not of one or more selective actions but of conducting a complex, back-and-forth process consisting of provision of information, consultation, consensus-building and negotiation, and involving a wide variety of stakeholders and forces
- requires not a short-term tactic but a medium-to long-term strategy (1995-98 and ?) in which “learning as you go” is vital
- is achieved not by a head-on confrontation between the government and the unions, but through several forms of mediation: social (the role of parents, communities and civil society), political (opinion leaders) and technical (education professionals)

Lessons learned (2)

2. The insights obtained through evaluation and technical and scientific analysis can facilitate dialogue and negotiation

- The evaluation conducted in the first year influenced the balance of public opinion
- The external study and the simulations based on the solutions recommended by various parties helped to build a consensus in favor of the most reasonable hypothesis
- The monitoring and analysis mechanism made it possible to detect, and to address in timely fashion, the sources of conflict that might have compromised the process of dialogue

Lessons learned (3)

3. The initial experimental schema must be designed to allow for adjustments so that a compromise can be reached

- **Initial training**
4 months to 6-7 months
- **Compensation**
2 to 2.6 times GDP per capita
- **Contract**
Fixed-term (4 years) to open-ended
- **Social insurance**
Private to state-guaranteed complementary insurance scheme
- **Career plan**
Non-existent to a status with bridges to promotion

Lessons learned (4)

4. The overall strategy must take into consideration

- The ethical and philosophical dimension (labor legislation and social justice)
- Development issues (relations between EFA, the stock of education, economic growth, human development, democratic citizenship)
- The political and social consequences (risks related to social conflict, political instability, conflicts of interest between groups)
- The macroeconomic framework (financial feasibility)
- Technical aspects (plans and possibilities for training, recruitment and assignment, deployment and management problems, institutional anchoring, financing methods, etc.)
- The lessons of experience (initial training, decentralization, teachers only in classroom, etc.)

Results, problems and challenges (1)

Senegal

- Decline is stopped and tendency is reversed
- Coverage
 - Before: 58% (1991), 57% (1992), 56% (1993), 55% (1994)
 - After: 54% (1995), 57% (1996), 63% (1997), 68% (1999)
- Equity
 - Parity index Girls/Boys = 0,72 → 0,88
 - Regional disparities = gap reduced by 15 pts

Results, problems and challenges (2)

Senegal

▪ Paradoxes

Dropout rate stable at 6 %

Repetition rate reduced from 16 to 14 %

Success rate at CFEE* increased from 21,9% → 41,25%

* *Certificat de fin d'études élémentaires (certificate at end of primary)*

▪ Factors

Decrease of student/teacher ratio from 59/1 → 49/1

Performances of volunteers

Quality standards

Results, problems and challenges (3)

Francophone countries of Western Africa

Progress in enrolment rates between 1998 et 2002

- Countries not engaged in adjustment
3,5% - 10,7% (Côte d'Ivoire - Burkina Faso)
- Countries engaged in adjustment
37,3% - 43,6% (Guinea - Niger)

Results, problems and challenges (4)

Management of co-existing teaching forces having the same duties but not the same status

- Constant dialogue to manage frustration, tension and claims
- Harmonization of recruitment and training methods to gradually reduce the disparities
- Management of the transition through strategic planning that takes account of the improvement in internal resources to narrow the wage gap between categories
- Promote actions involving social recognition of the merits of teachers

Results, problems and challenges (5)

Credibility of the government's message and more balanced sharing of the national effort to achieve EFA: do not isolate the teacher issue

- More efficient use of the resources allocated to the education sector
- Support fund and contributions from various sectors of society (volunteerism/taxation?)
- Civil service reform
- The State must set an example

Conclusion

Three requirements for consensus-based and adaptable solutions:

- ❑ EFA is necessary and must be free
- ❑ Guarantors of equity and quality
- ❑ Sustainability

A new outlook or a utopia?

- ❑ Education = a global public good