PD-AAY-175

A.I.D. EVALUATION SUMMARY - PART I

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

IDENTIFICATION DATA

A. Reporting A.I.D. Unit:

Mission or AID/W Office USAID/Botswana
(ES# 88-2)

B. Was Evaluation Scheduled In Current FY Annual Evaluation Plan?
Yes [X] Slipped [ ] Ad Hoc [ ]
Evaluation Plan Submission Date: FY ___ Q ___

C. Evaluation Timing
Interim [X] Final [ ]
Ex Post [ ] Other [ ]

D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
633-0229	Junior Secondary Education Improvement Project	4/19/85	4/92	16,318.0	7,527.0

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director

Action(s) Required	Name of Officer Responsible for Action	Date Action to be Completed
1. Continue meetings with the Ministry of Education to restructure, as appropriate, the goals and objectives of the project, with special consideration to the appropriate linkages between components.	HRDO, COP	8/88
2. Discuss with Florida State the question of project administration and the need to have a person available to work full-time on project leadership. Recruit a new Chief of Party from the faculty/staff of FSU.	DIR	8/88
3. Work with the Ministry to make the various Technical Assistance assignments consistent with the refined project objectives.	HRDO/COP	9/88
4. Renegotiate with MOE a strategy and timetable for the Instructional Materials Development component of the project.	CEO/CDC SEO/CDC HRDO	9/88
5. Strengthen the backstopping process to facilitate project implemention.	HRDO,COP PI/FSU	Continuing
6. Initiate discussions with the MOE regarding the resumption of the cooperative agreement between the Univ. of Botswana and FSU for participant training.	PI/FSU, VC/UB	9/88
7. Separate the administration of the JSEIP project from that of IEES.	DIR PI/FSU	8/88

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) (Day) (Year)

G. Approvals of Evaluation Summary And Action Decisions:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Name (Typed)	Ann Domidion	Keetla Masogo	John Roberts	John Hummon
Signature	Ann M. Domidion	Keetla Masogo	John E. Roberts	John Hummon
Date	7/13/88	20/7/88	July 13, 1988	8/19/88

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)
Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:	Date This Summary Prepared:	Title And Date Of Full Evaluation Report:
USAID/Botswana	May 20, 1988	Junior Secondary Education Improvement Project: Mid-Point Evaluation, April 5,1988

1. Purpose of the Evaluation

The purpose of the evaluation was to provide an external review of the status of the JSEIP project at mid-term to measure achievements to date in relation to projected outputs and to provide recommendation to the mission on future actions.

2. Relationship to Mission Strategy

The USAID/Botswana Mission places a priority emphasis on skills development of human resources as a critical part of job creation. Labor demands make it imperative that more qualified individuals be trained to meet supply shortages in critical skilled job categories and to be eligible for further vocational and technical training. A labor force with sufficient education to undertake more specific training is a necessary but not sufficient condition for attracting investments in the private sector and hence generating employment. The JSEIP project is aimed at helping improve the quality and efficiency of an expanding basic education system and making junior secondary schools more responsive to national development needs, by improving the instructional delivery and training teacher training components of the system and revising the curriculum.

3. Basic Findings and Lessons Learned

A. There needs to be a clearer definition of the basic objectives of the project. There are three elements in the project, but recently there has been some greater focus by the lead institution on curriculum development as opposed to the other elements of teacher development and educational systems management, planning and supervision. This subject needs to be clarified with the Ministry. A related problem arises in that the curriculum development component of the project was based upon overly optimistic projections of the in-house capabilities. The Government needs to provide additional counterpart personnel to the curriculum work, and a revised schedule is necessary for various elements of the project. Essentially the entire original project plan is behind schedule although much of this is due to the late start of project implementation.

-2-

B. The work of the technical advisors assigned to this project must be directly related to the basic objectives of the project. In some cases the technicians have taken on tasks not originally envisaged when hired. This has been based upon a shift in emphasis of the project from original plans. This matter needs to be sorted out by the USAID and the Ministry of Education to ensure that the technicians are actually doing the jobs that they are qualified to undertake, and that the work is fully consistent with project objectives.

C. There needs to be stronger management of the project. The evaluation suggests a possibility of a Deputy Chief of Party who would handle the administrative aspects of the program and enable the Chief of Party to spend more time in the planning area which is basically his major responsibility. In summary, more attention needs to be given to project administration.

4. Project backstopping. The evaluation suggests that project backstopping has been cumbersome and slow. Problems have arisen through delays in S&T in AID/W and also delays at the institutional contractor. Furthermore, the evaluators conclude that the institutional contractor has taken too strong a stand in attempting to redefine the focus of the project.

5. Lessons learned.

a. Basically there should be a clear understanding of what the objectives of the project are. If changes are to be made, make sure that staffing requirements fit with those changes.

b. Make sure that the Chief of Party's duties are basically for project administration and that he/she does not have a substantive element of the job which takes most of his time.

c. Complex projects need flexible project administration. This project has involvement by AID/Washington and by a backstopping consortium as well as the field team. There needs to be faster mechanisms for project implementation; this means more direct contact between the field and the institutional contractor. It also means a strongly responsive role on the part of the backstopping institution.

3

ABSTRACT

H. Evaluation Abstract (Do not exceed the space provided)

The project aims to help the Government of Botswana (GOB) during the rapid expansion of the Junior Secondary School System, increase the quality and efficiency of this system and to improve the capacity of the Ministry of Education (MOE) to develop, manage and support this system. The project is being implemented by a consortium which includes Florida State University (FSU), State University of New York (SUNY)-Albany, Howard University and the Institute for International Research; the principal contractor is FSU. The project team consists of ten individuals working in the three areas of major focus of the project: curriculum design and instructional materials development, teacher development, and educational systems management, planning, and supervision. The mid-term evaluation (2/88-3/88) was conducted by an external team of two, a representative of AID/W, and a PSC (purchase order) from IBRD. The evaluation was based upon site visits, interviews of project documents, and interviews with over 80 individuals associated with the project. The purpose was to clarify project direction and management issues, to make recommendations for achievement and moderation of project objectives, and to set future priorities for activities. Some of the major findings and conclusions are as follows:

1. USAID should continue funding for JSEIP and support for balanced project activities in the three areas specified in the project agreement: curriculum design and instructional materials development, teacher development, and educational systems management, planning, and supervision. While much progress has been made in the project, there needs to be a clearer definition of the objectives of the project and a schedule revised to meet these.
2. Representatives of all parties related to JSEIP activities should participate in a joint meeting in Gaborone to review the current status of the project and to refine objectives which will guide project activities in the future.
3. Communication in the project should be improved. There should be a realignment of JSEIP staff to provide someone who will be responsible for the project management functions on a full-time basis.
4. USAID should discuss with FSU the implementation of joint training programs between FSU and the University of Botswana to determine what steps might be taken to ensure that all future participants will be properly supported.
5. USAID and FSU should consider ways to strengthen backstopping and administrative support to JSEIP, including establishing a direct line of communication between USAID and FSU to deal with project implementation issues, making sure that AID/W S&T is kept informed.

COSTS

I. Evaluation Costs

1. Evaluation Team

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. $)	Source of Funds
Dr. Rosemary George	Louis Berger Interna.	PDC-0085-I-00-	$46,971.72	Project:
Dr. Blair Mackenzie	" " "	6097-00		633-0229
Barbara Belding	AID/W	TDY - 31 days	$6,080.00	OE
Dr. Bruce Fuller	World Bank	Purchase Order 633-88-0229-09	$6,524,00	Project 633-0229

2. Mission/Office Professional Staff Person-Days (Estimate) 45 days

3. Borrower/Grantee Professional Staff Person-Days (Estimate) 35 days

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

Junior Secondary Education Improvement Project: Mid-Point Evaluation, Louis Berger International, Inc., Washington, D.C., April 5, 1988 (67 pp. plus Appendices A-W)

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

While we found many of the major recommendations and conclusions of this evaluation to have been on target and useful to us, the tone and style of the document made it somewhat less useful than it might have been otherwise. Some of the final document, and even more of earlier drafts, was too personalized. The Mission's reaction was clearly conveyed to the evaluation team upon their presentation of early and final drafts, but the team did not exhibit full sensitivity to the local situation and how to most effectively attack problems identified in the study.

By way of contrast, as one example, USAID Botswana's Strategy Assessment and Evaluation, carried out by an external team last year, while containing many recommendations for change in GOB policy and procedures, was presented in such a diplomatic fashion that much positive change has occurred. In fact, the Vice-President included several of the recommendations in his 1988 budget presentation to parliament.

This JSEIP exercise has been a learning experience for us in that we now are aware of the time and attention that needs to be spent with an Evaluation team to convey to them from the beginning the cultural context within which the results will be received and used.

XD-AAY-175-A
57705

JUNIOR SECONDARY EDUCATION IMPROVEMENT PROJECT

Mid Project Evaluation

Submitted to

U. S. Agency for International Development

Gaborone, Botswana

By

Louis Berger International, Inc.

Washington, DC

March 1988

LOUIS BERGER INTERNATIONAL, INC.

Architects · Engineers · Economists · Planners
1819 H Street, NW · Suite 900 · Washington, D.C. 20006
Telephone: (202) 331-7775
Telex: 292079 LBI UR

GG796/L206
April 5, 1988

Mr. John Hummon
Mission Director
USAID
Gaborone, Botswana

Subj: Junior Secondary Education Improvement Program Evaluation
Delivery Order No 26 Under IQC Contract
PDC-0085-I-00-6097-00

Dear Mr. Hummon:

This report is submitted as the final requirement under contract # PDC-0085-I-00-6097-00.

In finalizing this report we have taken into account the discussions with you, Mr. Roberts, and Ms. Domidion on March 11 prior to the team's departure from Gaborone, and your written commitments on the draft document.

The separate summary, furnished to you March 23, has been incorporated in this report as the Executive Summary. We are pleased you already have circulated that document and apparently have found it helpful.

We look forwarded to any additional feedback you might wish to give us.

Sincerely,

LOUIS BERGER INTERNATIONAL, INC.

Fredric S. Berger
Vice President

Enclosure

BOTSWANA JUNIOR SECONDARY EDUCATION IMPROVEMENT PROJECT

Mid-Point External Evaluation

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J. Syllabus, Department of Education, Molepolole College of Education

K. JSEIP Accomplishments: Update of Internal Mid Project Review

L. Cooperation Agreement between University of Botswana and Florida State University

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Not appended are the following items:

U. Evaluation Team Leader's Letter to USAID

V. USAID Mission Director's Comments on Draft Evaluation Report

W. Evaluation Team Leader's Memorandum: Lessons Learned from the Evaluation

Acronyms Used in This Report

AID/S&T	AID(Washington) Science and Technology Bureau
AID/W	AID Washington
BWAST	Botswana Workforce and Skills Training
CD/E	Curriculum Development and Evaluation (a department)
CDU	Curriculum Development Unit (a unit in CD/E)
CEO	Chief Education Officer
CJSS	Community Junior Secondary School
DPS	Deputy Permanent Secretary
DPSM	Directorate of Public Service Management
EO	Education Officer
FSU	Florida State University (Institutional Contractor)
GOB	Government of Botswana
HRDO	Human Resources Development Officer (in USAID)
IEES	Improving the Efficiency of Educational Systems
IIR	Institute for International Research
JS	Junior Secondary
JSEIP	Junior Secondary Education Improvement Project
MCE	Molepolole College of Education
MDT	Materials Development Team
MFDP	Ministry of Finance and Development Planning
MOE	Ministry of Education, Botswana
OPEX	Operational Expert (method of personnel assignment)
PEIP	Primary Education Improvement Project
PEO	Principal Education Officer
RTA	Resident Technical Advisor
RTU	Research and Testing Unit (a unit in CD/E)
SEO	Senior Education Officer
SUNYA	State University of New York at Albany
TTC	Teacher Training College
UB	University of Botswana
USAID	AID Mission in Botswana (also USAID/B)
UTS	Unified Teaching Service (a department in MOE)

EXECUTIVE SUMMARY

BOTSWANA JUNIOR SECONDARY EDUCATION IMPROVEMENT PROJECT

Summary: Mid-Term Evaluation

INTRODUCTION

This summary highlights selected results of a study performed for USAID Botswana between 15 February and 12 March 1988. The full report and related annexes represent a more complete compilation of the study team's evaluation. This extract with major findings and recommendations was requested by USAID/B for the purpose of wider circulation aimed at achieving a consensus about JSEIP's future direction.

The study team was composed of two contract evaluation specialists from Louis Berger International Inc. and an International Development Intern from AID/AFR/TR/E. A fourth team member for the first 10 days (on a Personal Services Contract) submitted his own report.

In the course of the study at least 88 persons associated with the project were interviewed -- Government of Botswana (GOB) officials, USAID mission staff, JSEIP staff, others. In addition, the team made site visits and reviewed much documentation. Because the evaluation venue was restricted to Botswana, the evaluators did not have an opportunity to get the views of two key actors in the project--Florida State University and AID/W/S&T/ED.

The full report is organized into 10 chapters which attempt to address major topics specified in the Scope of Work for the evaluation. Following a brief background statement about the project, selected findings are highlighted in the same order in this document.

BACKGROUND

According to the Project Grant Agreement signed by the two governments in April 1985, USAID is assisting the GOB in its effort to improve the quality and efficiency of its nine year basic education system through making junior secondary schooling more responsive to national development needs. The actual JSEIP project was derived from the AID-funded "Education and Human Resources Sector Assessment of 1984."

USAID funding for JSEIP under its Mission Budget is expected to reach $16.318 over the 1985-1991 period, with the GOB's contribution amounting to an additional $6.193 million. The project is being implemented by the MOE with the assistance of 10 Resident Technical Advisors (RTAs) assigned to four different units. The Institutional Contractor is the Florida State University (FSU) Consortium -- Improving the Efficiency of Educational Systems (IEES).

MAJOR FINDINGS

1. There are somewhat differing perceptions and expectations of project focus and strategy as between units within the MOE and among the other parties -- FSU, USAID, AID/W/S&T/ED, JSEIP staff.

2. Because many players are involved in JSEIP implementation, management responsibility and accountability is characterized by what seems a complex structure for directing, controlling, and monitoring activities of individual JSEIP staff as well as the project as a whole.

3. Although curriculum and instructional materials development is a critical component of JSEIP and steps have been taken to expedite this process, there continue to be delays for various reasons. The general consensus is that the work plan revised in summer 1987 cannot be accomplished within the timeframe envisioned with the staffing currently available.

4. In the area of teacher development-- both inservice and preservice -- JSEIP is playing an important role. Despite initial problems, RTAs assigned to Molepolole College of Education have been able to make significant contributions to development of the college, particularly by strengthening the program of the Department of Education. The RTA assigned to the MOE's Department of Secondary Education coordinates inservice education for teachers.

5. According to the responsible MOE officials, the two JSEIP RTAs assigned to educational systems planning, management, and supervision functions in connection with expanding and improving the quality of education in junior secondary schools are providing valued assistance.

6. An exciting approach in participant training was launched --a joint FSU/University of Botswana masters degree program. Misconceptions on all sides, however, seem to have resulted in unfortunate consequences for participants as well as for the immediate future of the program.

7. The contributions of both governments as described in the Project Grant Agreement are being applied to the project in varying degree but with considerable delays in some cases (e.g. GOB provision of counterparts), which hinders progress toward project goals. In some cases USAID's contribution is contingent upon GOB action (e.g. short-term U.S. training requires airfare).

8. In terms of meeting project target dates, of the 49 critical events in the life of the project listed in the Project Grant Agreement, only the construction of the Curriculum Development/ Evaluation building has been on schedule. In all other instances there has been general slippage for numerous reasons.

9. Roles and responsibilities of JSEIP staff need validation or redefinition. Issues of communication and management affect all aspects of JSEIP staff functioning.

10. "Entrepreneurial consciousness" education needs to develop within the Botswana context.

RECOMMENDATIONS

A. Of the recommendations contained in the evaluation report, five can be considered as the most important:

1. USAID should continue funding for JSEIP and support for balanced project activities in the three areas specified in the Project Grant Agreement -- curriculum and instructional materials development; teacher development; and educational systems planning, management, and supervision.

2. Representatives of all parties involved in or related to JSEIP activities should participate in a joint meeting in Gaborone no later than June 1988 to review the current status of the project and to refine objectives which will guide project activities in the future. Such a meeting could address such matters as strategies for instructional materials development and the attendant implications for allocation of project personnel and other resources, as well as a revised work plan and specific outputs and outcomes against which project accomplishments and impact actually should be and can be measured. Such a meeting could be scheduled on an annual basis thereafter.

3. USAID and FSU should take immediate action to realign the JSEIP staff to provide for someone who will be responsible for project management functions on a full-time basis. The troika arrangement put into operation in summer 1987 may have served an interim purpose, but was a short-term measure only. A full-time project administrator will enable the current Chief of Party to devote his full attention to his role in MOE's Planning Unit. This new slot should not be a GOB post and should not replace either of the two RTA positions which will become vacant in August and which still are vital to project accomplishment -- Curriculum Evaluation at CD/E and Curriculum Design and Evaluation Teacher Trainer at MCE.

4. USAID should discuss with FSU the implementation of the joint training program between FSU and the University of Botswana to determine what steps might be taken to assure that future participants will be properly supported. Also, USAID and MOE could explore with FSU alternative ways to supplement the desired specializations of the 13 initial participants -- perhaps through short-term training courses arranged locally -- to bring them to the level required for appropriate job placement.

5. USAID and FSU should consider ways to strengthen backstopping and administrative support to JSEIP, including:

a. Establishing a direct line of communication between USAID and FSU to deal with project implementation issues, making sure to advise AID/W/S&T/Ed about actions taken, as appropriate

b. Subcontracting with another consortium member which could expedite contractual and reimbursement processes

c. Negotiating a reasonable schedule and format for reporting, as well as regularized feedback procedures

d. Enlarging the pool of talent available for the project to give MOE a wider selection of experienced candidates from which to choose -- particularly women (All current RTAs are men, as are the key staff with the PEIP, BWAST, and ATIP projects). The two RTA vacancies in August and the new project administrator post (A.3. above) offer opportunities for such recruitment.

B. Other recommendations in the evaluation report include the following for the JSEIP staff:

6. Standardize regulations, procedures, and job descriptions for short-term consultants, and make appropriate arrangements for orientation, housing, and transportation. (If housing is not available, consultancies should not be longer than three months.) Develop a handbook dealing with issues vital to short-term consultants and a "welcome kit" with pertinent information materials to ease adjustment in Botswana and integration into the project.

7. Strengthen external project communications to build more broad-based support for JSEIP at various levels and within various units of the MOE so that there can be greater understanding and acceptance of JSEIP as "part and parcel" of the MOE and its program.

8. Strengthen internal team communication through such means as regular staff meetings (short-term consultants included) so that each member has a sense of the project as a whole and where she/he fits in. Team morale is significantly affected by the degree to which members feel they are part of the planning and decision-making process. A team-building weekend facilitated by an outsider particularly skilled in cross-cultural sensitivity issues probably would be helpful.

9. Develop -- through a consultative process with JSEIP staff -- criteria, procedures, and timetable for evaluating job performance. Part of such a process might be a regular "Program and Evaluation Review" session, at which time progress by each team member is reviewed in terms of previously agreed upon task milestones for that member.

10. Accelerate linkages with other projects which have related objectives (not only USAID-funded PEIP, BWAST, and the upcoming population project) such as Peace Corps (whose Volunteers teach in many junior secondary schools) and other donor agencies with estimable records in education in Botswana, so that JSEIP can benefit more fully from exchange of information, experiences, and lessons learned.

C. USAID, in connection with its interest in development of basic skills related to jobs and "entrepreneurial consciousness" might consider the following recommendations:

11. Encourage consideration by the GOB, if consistent with their priorities, organization of a Botswana Council on Economic education (as suggested in JSEIP/PEIP memo) which includes representation from the private sector as well as the public sector.
12. Approve expenditure of JSEIP funds for video presentation of exemplary projects now underway which can be shown to teachers, students, and Boards of Governors to stimulate ideas and actions at respective school sites.

13. Encourage Peace Corps to make USAID funds available to PCVs under the joint "Small Project Assistance" to initiate activity at junior secondary schools where many PCVs are teaching (perhaps using the PCV's project at Gweta as one example).

14. Suggest that JSEIP identify promising practices of other countries to determine what existing techniques and materials might be appropriate for adaption in the Botswana context.

15. Consider exploring, as a possible basis for a subsequent "spin off" project, establishment of a separate training organization, not part of a junior secondary school but attached to it and functioning in a parallel sense. It could deal with junior secondary leavers -- those who have been out-of-school for a year or two and have been unable to find employment. The location of this training activity would be familiar to such former students and would provide a link with their former school.

I. INTRODUCTION

This report summarizes the results of a one-month "external" formative program review of the Botswana Junior Secondary Education Improvement Project (JSEIP) conducted in February-March 1988.

A. Background

The Government of Botswana (GOB) is implementing a program of nine years of basic education to be made available to all children, at first by adding two years above primary level, and later (after primary is reduced to six years) through a three-year intermediate cycle (Appendix A). This intermediate (junior secondary) form is expected to narrow the present large gap between primary and secondary schools in terms of costs, standards, and orientation (Appendix B).

USAID is cooperating in this endeavor through implementation of the Junior Secondary Education Improvement Project (JSEIP), which is aimed at helping improve the quality and efficiency of the expanding basic education system by making junior secondary schooling more responsive to national development needs, by improving the instructional delivery and teacher training components of the system, and by developing or revising the curriculum (Appendix C).

JSEIP was derived from the AID-funded "Education and Human Resources Sector Assessment of 1984" (Pertinent recommendations are summarized in Appendix D). The Project Grant Agreement was signed by the two governments in April 1985.

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JSEIP is being implemented by the Ministry of Education (MOE) with the assistance of 10 Resident Technical Advisors (RTAs). The Florida State University (FSU) Consortium--Improving the Efficiency of Educational Systems (IEES)--is the Institutional Contractor.

USAID/Botswana funding for JSEIP under its Mission Budget is expected to reach $16.318 million over the 1985-1991 period, with the GOB's contribution amounting to an additional $6.193 million.

B. Purpose of Evaluation

The Project Grant Agreement calls for an evaluation program as part of the project, including evaluation during implementation of the project, to (a) assess progress toward attainment of project objectives, (b) identify problem areas or constraints which inhibit such attainment, (c) suggest ways such information may be used to help overcome such problems, and (d) ascertain, to the degree feasible, overall development impact of the project.

This review is intended to be of primary use to the parties in Botswana--USAID, the Ministry of Education, and the JSEIP staff. It also should assist in improvement of project backstopping support by the IEES group and contract management by AID's Science and Technology Bureau.

-18'

C. Methodology

USAID/Botswana contracted two evaluation specialists under AID's IQC with Louis Berger International Inc. --Drs. Rosemary George and Blair MacKenzie--to carry out the Scope of Work in Botswana between February 14 and March 12, 1988 (Appendix E).

Joining the team was Barbara Belding, an International Development Intern from AID/AFR/TR/E slated for assignment to USAID/B in May 1988. Another team member for the first 10 days was Bruce Fuller of the World Bank, who is expected to join AID/S&T/ED in April 1988. Fuller submitted his own report.

The USAID Mission Director instructed the team to listen to the views of as many people as possible to get a realistic sense of project accomplishments and impact--as well as problems. Interview Guides were constructed accordingly (Appendix F). The team met (as a group or as one or two) with 88 persons who interact in some way with the project (Appendix G). The team also reviewed considerable background information, as well as much material generated by the project itself (Appendix H).

The resulting report is organized in 10 sections, with Chapters II through X attempting to respond to questions raised in the Scope of Work. Each chapter ends with conclusion and recommendation sections.

Because the evaluation venue was restricted to Botswana, the external evaluators did not have an opportunity to get the views of two key actors in this project--the Institutional Contractor (FSU) and AID/W/S&T/ED.

II. WHAT IS THE FOCUS OF THE PROJECT?

According to the project Grant Agreement signed by the Governments of Botswana and the United States, "The JSEIP will have three closely coordinated components... (which) will focus on curriculum and instructional materials development; teacher development; and educational systems planning, management, and supervision."

Even in the third year of project implementation, however, there are somewhat differing perceptions and expectations about project focus. As a result, most JSEIP staff are pulled in different directions and are required to perform functions for which they are not as prepared.

A. MOE Expectations

Principal MOE officials who have been involved with JSEIP since it was proposed by USAID maintain that the GOB position always has been insistence on attention to all three aspects of a coordinated strategy to improve the quality of junior secondary education as part of the establishment of the nine year school program.

The Deputy Permanent Secretary described to us his recollection of JSEIP negotiations (with a former USAID Mission Director), which at one point were deadlocked over this issue. He reiterated the MOE's position which has become even more firm with time:

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"We saw all three components as inter-linking. We couldn't do materials development without strengthening our management capacity. And the training of teachers--both inservice and preservice--is part and parcel of the whole thing, so MCE and the Education Centers come in. And strengthening the support system of the MOE. For instance, knowing how many teachers are in the schools, who is teaching what subject, their qualifications, levels of education and so on, so that when you are going to do your pilot testing of curriculum materials you know where to go."

"I still believe you cannot develop curriculum in isolation. I have seen curriculum projects collapsing--beautiful materials being prepared but preparation of teachers was lacking. The administration side was lacking. That is why they all are linked in this project. The original objectives of the project should stay, but we need to see how to get the proper harmony."

Although this statement reflects the view held by the key MOE official responsible for JSEIP, expectations expressed by officials charged with particular MOE functions tended to be skewed somewhat, depending upon their particular mandates.

B. Institutional Contractor

According to sources in Botswana and documents produced by the Institutional Contractor, it does appear that the Principal Investigator places greater emphasis on one of the project's three elements. His trip report from the July-August 1986 visit to Botswana expresses his view, as follows:

"The fundamental objective of the JSEIP project is to assist the MOE in the development of an efficient and effective instructional system for the Junior Secondary program. This requires a very large effort...It seems essential that at least eight MOE staff members, whether from the Curriculum Development or the Secondary Department, need to be relieved from all other responsibilities and assigned full time for the next three years to the CJSS curriculum development effort."

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C. USAID/Botswana Position

In a written statement prepared for the evaluators, the USAID Mission Director articulated USAID's position, as follows:

> "The project has several focuses. It is essential that we move in a direction fully consistent with GOB/MOE priorities. We believe that, in general, the project is doing that although improvements can be made. FSU's home office gives more focus to curriculum development, but we clearly need to achieve a fuller balance in our effort to meet GOB objectives."

D. AID/W/S&T/ED

The evaluation team was not privy to documentation concerning AID/W/S&T/ED. Most people who expressed an opinion about the view of the project held by the project officer in AID/W/S&T/ED admitted that they had not had an opportunity to discuss this with her, since she had not visited Botswana during the project's implementation. Most seem to feel, however, that AID/W/S&T/ED supports the Institutional Contractor's version of project focus, that the objectives of the Project Paper should take precedence over those delineated in the Project Grant Agreement which is the binding agreement between the Government of Botswana and USAID.

E. JSEIP Staff

JSEIP's Chief of Party has stated that "The fundamental purpose of the project is to build the MOE institutional capacity to develop and implement an effective educational program for the expanding junior secondary school system."

Discussion with JSEIP staff indicated individual and collective preoccupation with concerns about current and future direction of the project. RTAs originally assigned full-time to Molepolole College of Education now spend more of their time in Gaborone on curriculum development assignments at the CDU, yet only one is a subject specialist. They express doubts about their capacity to meet target dates for production of instructional materials set by the Institutional Contractor in mid-1987.

CONCLUSIONS

The various organizational entities and people involved in and with JSEIP have differing perceptions or expectations of what the project should be doing. The current composition of JSEIP RTAs reflects requirements of the original job descriptions included in the Project Paper, which were based on invalid assumptions about capacity in place. Shifting roles of RTAs to accomplish project objectives presents difficulties.

RECOMMENDATION

Representatives of all parties involved in or related to JSEIP activities should participate in a joint meeting in Gaborone no later than June 1988 to review the current status of the project and to refine objectives which will guide project activities in the future. Such a meeting could address such matters as strategies for instructional materials development and the attendant implications for allocation of project personnel and other resources, as well as a revised work plan and specific outputs and outcomes against which project accomplishments and impact actually should be and can be measured. Such a meeting could be scheduled on an annual basis thereafter.

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III. WHO IS IN CHARGE OF THE PROJECT?

Article III of the Project Grant Agreement signed by the Governments of Botswana and the United States sets forth roles for implementation of JSEIP, which include the following parties: Ministry of Education [four different units], Junior Secondary Teacher Training College (Molepolole College of Education), Institutional Contractor, Institutional Contractor Team Leader, USAID/Botswana. Missing entirely is mention of AID/W/S&T/ED, which also has played an important role.

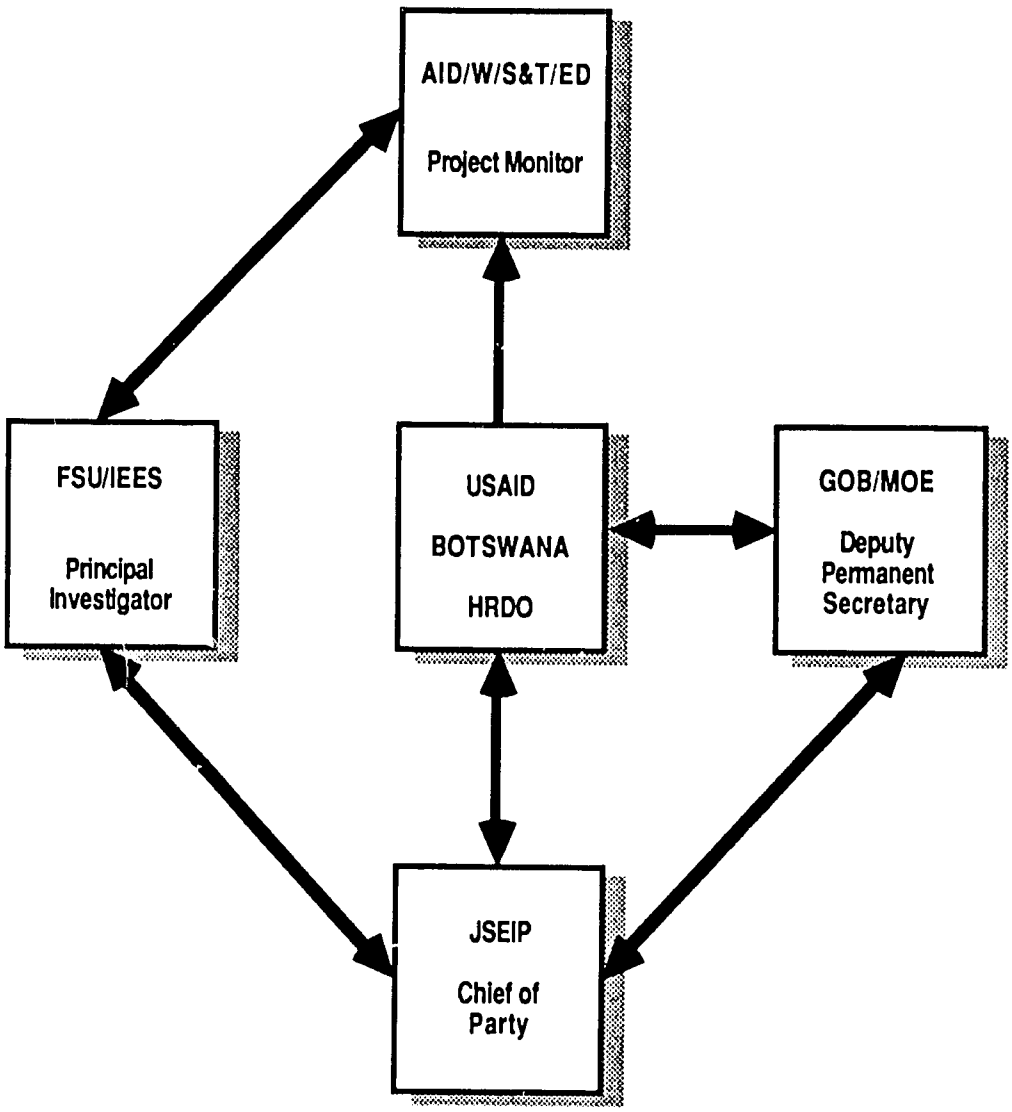
What has resulted for this project, which is funded entirely by AID/Botswana and the GOB, is a multi-layered and complex structure for directing, controlling, and monitoring the activities of the project staff members individually and the project as a whole. Figure 1 on the next page depicts a simplified version of the current JSEIP eternal management/communication structure.

A. Ministry of Education

Three RTAs who serve as de facto OPEXers are in line positions and report to the appropriate MOE official: the Planning and Systems Management Specialist to the Deputy Permanent Secretary, the Inservice Teacher Education Specialist and the Inservice School Management and Administration Specialist to the Chief Education Officer of the Department of Secondary Education (CEO/S).

FIGURE 1

JSEIP EXTERNAL MANAGEMENT/COMMUNICATION STRUCTURE*



* Based on statement in FSU/IEES Internal Mid Project Review: JSEIP, June 1987, p.4.

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RTAs assigned to the Department of Curriculum Development and Evaluation report to the CEO/CD&E or the PEO/CDU. They also are assigned to various Materials Development Teams (MDTs) to provide guidance, support, and whatever other assistance might be required. Their authority over members of the teams is not clear. Neither the short term consultants engaged by the project nor the teachers seconded to the teams by the MOE are clear on lines of reporting and authority.

In addition, communication must be maintained with the Chief Education Officer for Primary Education and Teacher Education who has responsibility for teacher education until a new Department of Teacher Education is created (expected in 1985, hoped for in 1988).

The three RTAs assigned on a part-time basis to Molepolole College of Education (MCE) report to the Principal. They also report to the CEO/CD&E or PEO/CDU and JSEIP RTA Project and Materials Evaluation Specialist whose additional duties include supervising the RTAs assigned to the Curriculum Development Center.

A JSEIP Planning Committee, composed of representatives of these various MOE units and chaired by the Deputy Permanent Secretary meets periodically with the JSEIP Chief of Party and USAID/HRDO. Also included on that Committee is the Chief of Party of the USAID-funded Primary Education Improvement Project (PEIP). Major policy issues about the project are dealt with by this Committee.

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B. Institutional Contractor

Florida State University (FSU) is the contracting institution within the IEES Consortium and, as such, is nominally responsible for the establishment and on-going support of the project. FSU oversees project implementation and RTA performance, seemingly with little direct involvement by the other consortium members. FSU's Principal Investigator has made three visits to monitor the project.

All administrative matters (purchases, contracts, etc.) ultimately are handled by FSU--following approval by USAID, and apparently AID/W/S&T/ED. Salaries and allowances for five of the 10 RTAs are processed through FSU, while the other five RTAs are hired by other members of the Consortium (two by Howard University and three by International Institute for Research). Each of the three has its own conditions of hire, pay scales, and benefits, as well as parallel reporting routes.

Because Botswana is one of seven countries cooperating in the IEES project for which the FSU Consortium is contracted centrally by AID/W/S&T/ED, the role of FSU in JSEIP sometimes is difficult to distinguish from its role in the IEES project--especially when JSEIP staff are involved in both projects.

C. USAID

The USAID mission plays a direct role in day-to-day project operations. The mission HRDO serves as Project Manager with direct oversight and monitoring roles and acts as liaison between JSEIP, related USAID-funded projects, and

USAID support activities. There are also direct reporting lines to the Mission Director and Deputy Director, as required or requested.

A Project Review Committee, convened by USAID, meets every six months for an updating on the project. In addition to members of the JSEIP Planning Committee, a representative from the Ministry of Finance and Development Planning attends.

D. AID/W/S&T/ED

Apparently because JSEIP technically is part of the IEES project (it was launched as Task Order Number Three, rather than bid through the normal competitive process), AID/W/S&T/ED plays a major role in project oversight. According to the USAID/HRDO, communication between the Mission and FSU is routed through S&T/ED. As a result, actions often have been delayed.

E. JSEIP Chief of Party

According to the project's Chief of Party (who also fills a full-time post in MOE's Planning Unit), he has so many bosses he has a difficult time coping with the complexity of project management. He attributes many problems which have arisen to his own lack of familiarity with FSU and AID regulations and procedures.

While all project staff nominally report to JSEIP's Chief of Party as well as to their respective MOE supervisors, RTAs also have reporting relationships with whichever member of the FSU Consortium is their actual employer.

CONCLUSION

Many people connected with JSEIP expressed confusion with regard to management responsibility for the project and believe that, as a result of this confusion, efficiency and effectiveness of project operations has been reduced. In retrospect, roles in implementation were ambiguous and should have been clarified before the project got underway.

RECOMMENDATION

Representatives of all parties involved in or related to JSEIP activities should clarify and redefine respective roles in project implementation. This might best be accomplished through a consultative process with all parties meeting in Gaborone (See Chapter II recommendation).

IV. WHAT HAS THE PROJECT ACCOMPLISHED IN CURRICULUM DEVELOPMENT?

As discussed in Chapter II, "The JSEIP has three closely coordinated and interrelated components: (1) curriculum and instructional materials development; (2) teacher development; and (3) educational systems planning, management and supervision." The current status of curriculum development activities is indicated in Figure 2 on the next page.

Initially three JSEIP RTAs were assigned to the MOE's Department of Curriculum Development and Evaluation. Currently the equivalent of six RTAs--four full-time and four part-time--work at the center and have materials development responsibilities.

There is not general agreement on the relative weight or importance of the three areas of project activity. It is clear, however, that the emphasis from the Institutional Contractor--FSU--is definitely on curriculum and materials development. MOE officials, as noted earlier, see the three as being of equal importance.

A. Definition

The term "curriculum development" is rather widely used to describe all of the project activities being carried out in connection with the Curriculum Development and Evaluation Unit (CD/E). There is some confusion as to what is meant by this term in the current context; it does not seem to be curriculum development *per se*. Three subject area personnel are working on the development of the syllabus for each of their areas, one of which is in the final stages. In other areas team members are developing instructional or support materials (student workbooks, classroom activities, teachers guides).

FIGURE 2

Current status of Curriculum Development Activities

Steps in instructional development activities	Subjects: Soc Stud	Eng	Sci	Setswana	Agric	Tech Stud
1. Identify topics						
2. Identify general aims, specify objectives, delineate scope and sequence						
3. Put those into units, continue with scope and sequence.						
4. Develop detailed curriculum plans for each unit with indication of how assessment will occur						
5. Develop/select student learning materials						
6. Develop student assessment instruments						
7. Develop student guides						
8. Develop teacher guides						
9. Formative evaluation and field testing						
10. Revise materials as necessary						
11. Develop examinations for overall curriculum						
12. Produce and implement the new curriculum						

* = Instructional materials for science (and math) were not developed by JSEIP, however, project may assist in enhancing existing materials and developing appropriate assessment instruments.

Update of table from Internal Mid Project Review, 1987.

B. Context

Based on our discussions with MOE officials, it is apparent that the MOE anticipated the curriculum development effort would be a long term evolutionary process, that JSEIP would be providing institutional support with a traditional orientation. They did not expect production of fully developed modules in the span of a few years.

The overall approach of JSEIP personnel in this area has caused tension and differing perceptions. According to a key MOE official: "What the Ministry was seeking was assistance to carry on the work that we had already begun--not a project that would start all over." Another stated that "There was no consideration or appreciation for the rather extensive work that had already been done."

The JSEIP view, or so it has seemed to MOE personnel, is that there was nothing of any value in use and that work must start at the beginning of the process. Although the word "assist" does appear in project reports, most MOE officials felt that term still is not operative. They cited the periodic visits of FSU's Principal Investigator to support their impression that FSU makes the ultimate determinations.

C. FSU's Role

FSU's Principal Investigator, according to his Trip Report from his three-week July-August 1986 visit in Botswana, devoted a great deal of attention to organizing the JSEIP effort to move beyond what he termed "get-ready" work to what others later would characterize as a "factory approach" to curriculum

development. Staffing the "Instructional Materials Development Teams" he envisioned would require MOE assignment of 16 teachers by January 1987 (in addition to the eight MOE officers cited earlier).

In describing his final meeting with MOE officials in mid-1986, which was chaired by the Deputy Permanent Secretary, he said he had "objected strongly to a piecemeal approach," the term he said the DPS had used "in describing the MOE's intent to move ahead with assignment of teachers to the curriculum development work"--an approach "which had already been approved at all levels."

In the same Trip Report, he said he subsequently had expressed his "keen disappointment" to USAID officials that "The MOE appeared to be 'waffling' on its commitment to provide staff support for the IMDTs." He said he had done as much as he could as a contractor to "point out that the assignment of these people on a full-time basis was absolutely crucial."

The FSU Principal Investigator arrived again a year later in June 1987 to perform a Midterm Internal Review of JSEIP. According to his Trip Report: "Using progress toward the development and implementation of a new curriculum, with its associated support requirements, as the success criterion, the project falls far short of expectations." By the end of that visit, according to the Principal Investigator,

> "It was agreed (by MOE, JSEIP, USAID) to provide all the resources and support judged critical for continuing the project with a renewed focus on the curriculum development aspects of the work." This included "realignment of some of the RTA time (away from ongoing activities to curriculum support work); the hiring by the Ministry of local people to work as members of the MDTs; assistance from USAID with the financial aspects of this; and other essential logistical support from either USAID or the MOE."

D. Timetable

There have been several versions of production schedules promulgated at different times. We were told that no one considers them to be realistic or takes them seriously. The first one assumed that all subject areas and MDTs were at the same starting point at the same time and could proceed at the same pace. A later version, part of a document dated 18 June 1987, divided the subjects into two clusters but again assumed that development in each could proceed in lock step (Appendix I). Based on the synopsis of MDT activity in Section E below, it is clear that any valid production schedule would have to take into account each subject individually.

As is demonstrated by the information in Section E, if an emphasis on quantitative production of materials is to continue, the present staffing arrangement is not capable of meeting such a goal. One option which has been put forward is utilization of more external consultants to actually write the materials with the input and advice of local staff members. This approach has some inherent problems, but appears to JSEIP staff as the only solution to rapid turn-out of a quantity of materials. As the FSU Principal Investigator stated in his August 1986 Trip Report: "...placing short-term consultants, particularly in systematic curriculum development, needs to be significantly accelerated." (Up to that time there had been no use of short-term consultants.)

E. Materials Development Teams

As has been noted, the most serious effect of the poor mesh between JSEIP design and reality has been in the area of curriculum development. When project

personnel finally were ready to undertake the development of materials, staffing in the CDU was insufficient for that task. So Materials Development Teams (MDTs) were created, each team to be composed of the following: Senior Education Officer (SEO) for that subject from the Department of Secondary Education, MDT Coordinator, Curriculum Development Officer from CD/E, and two qualified teachers seconded from the field. Each MDT might be assisted by one or more short term consultants provided by the project. Later in 1987 a JSEIP RTA was assigned to each MDT.

The actual staffing in the various MDTs varies widely. Only one has the two seconded teachers which were intended. RTA involvement varies from minimal support to sole developer in one case.

The seconded teachers arrived at the CD/E over a period of several months; getting them assigned involved extensive logistics problems--especially in locating housing. The teachers told us they have no background in materials development and often do not know exactly what they are supposed to do. They are getting some on-the-job-training in addition to a two-hour session once a week on general aspects of instructional design (in which attendance appears optional and irregular). We were told that some thought was given to developing an organized training program for the group when they were first assigned to the MDTs, but this has not materialized.

The most serious problem to date, however, has been the GOB's White Paper on Job Evaluation issued in February 1988. An attempt to streamline classification of civil servants, this proposal recommended downgrading the posts of economists, education officers, curriculum specialists, and others. Consequently, the CD/E

staff--including the teachers seconded to the MDTs--have been preoccupied with their job status. This situation has caused further slippage in the materials development timetable.

A description of the staffing and status of work effort of respective MDTs follows, organized by subject matter. Names have been included so that this section can be more than generalization.

AGRICULTURE

SEO	Cornelius Matlhare
MDT Coordinator	Cornelius Matlhare
JSEIP RTA	Johnson Odhara
Teacher	Lebanna Lebanna
JSEIP consultant	Amy Wales (2/88-4/88)

Agriculture was, until recently, an optional subject offered in fewer than half of the junior secondary schools. There are few trained teachers and no suitable textual materials. The problem is exacerbated by the change to a core subject and the rapidly expanding junior secondary system.

Dr. Odhara was originally assigned to the Molepolole College of Education as an Instructional Systems Design Specialist in the Department of Education. In the fall of 1987 he, along with several other RTAs, were assigned additional duties with the MDTs.

In 1986 the Agriculture Panel condensed the old 3-year syllabus to a 2-year syllabus but it was considered to be too heavy in content and poorly organized. It

has gone through several stages of revision and is now awaiting final approval which is expected in April 1988. Only then can the full fledged development of materials be undertaken. In the meantime Dr. Odhara and Mr. Lebanna are working on some of the more basic elements, those which are certain to be among the items approved.

In the early stages the SEO thought the project was trying to do too much too fast (a comment made by a number of MOE personnel). At this time he likes the idea of designing specific materials for the students and thinks the current timetable is reasonable.

ENGLISH

SEO	Florence Stoneham
CDO	Angela Maphorisa (UB/FSU participant)
	Rod Nesbit
MDT Coordinator	Rod Nesbit
Teacher	Penny Moanakwena
JSEIP Consultant	Johanna Carter (11/86-12/87, 1/88-12/88))
	Wendy LeBlanc (9/87-12/87, 1/88-12/88))

The bulk of the old 3-year syllabus was used in the interim syllabus which covered the transition period 1986-88 when the system was changing from a 3-year junior secondary to a 2-year. A great deal of this was used in turn to develop the current syllabus which received early approval. As a result of this and the continuous availability of JSEIP sponsored consultants the MDT was able to work immediately on the development of new classroom materials. Materials for Form 1, Term 1 are complete and undergoing initial testing with a small group of students. These materials will be revised and work started on Term 2 materials.

This MDT is considerably ahead of the others and is being closely watched by them.

SCIENCE

SEO	Lucky Moahi
CDO	Susan Makgothi
MDT Coordinator	Susan Makgothi
Teacher	David Ratsatsi
JSEIP RTA	Richard Mullaney
JSEIP Consultant	Ernest Burkman (Aug 87)

Considerable materials were developed for the interim syllabus which covered the period 1986-88. The priority for this MDT now is to revise those materials based on the feedback which has been received from the teachers in the schools. Some preliminary work has been done on organizing the sequence of topics for the new syllabus (actually a 9-year continuum) and developing an extensive list of objectives but no design or production of materials has been undertaken yet.

The SEO has been taking an active role in the process. He reports that he is not able to visit the CD/E Unit as often as he would like but he does review the materials which are being developed and is well satisfied with the progress. Mr. Mullaney is theoretically assigned 50% of the time to this MDT and 50% to other duties. The pressure of these other duties means that his involvement is more on the order of 15% but he does check with the staff when possible, reviews what is being done, and offers suggestions.

SETSWANA

SEO	Michael Kelaotswe
MDT Coordinator	Naledi Ratsome
CDO	Naledi Ratsome
Teacher	Sydney Mothei
JSEIP RTA	Kent Noel

Mr. Mothei feels very much alone in this undertaking. The MDT Coordinator/CDO has been away for some time on training assignments and while Dr. Noel (who is assigned to this MDT for 40% of his time) is of help in the design process he can not contribute significantly to the content. Mr. Mothei says that the syllabus for the entire junior secondary program was complete and approved when he arrived at the CD/E Unit and he is working on the design of materials. To date he has completed preliminary work on teachers guides for thirty modules (roughly a little more than one school year) but they need still further development. It appears at this time that the first few teachers guides will be completed and ready for review by a small group of teachers in the near future.

SOCIAL STUDIES

SEO	M. Hulela
MDT Coordinator	M. Hulela
CDO	Phanuel Richards (UB/FSU participant)
Teacher	Mokqueetsi Masisi
	Rosemary Ford
JSEIP RTA	Kent Noel
JSEIP Consultant	Merry Merryfield (10/87-11/87, 2/88-5/88)

Work on this syllabus was well underway when the MDT was organized and this group was able to complete the work and have the syllabus approved a short time later. Work has been progressing on the development of materials and Form 1, Term 1 is complete. Work on materials for Form 1, Term 2 will now be initiated but the staff does not know how long this momentum can be sustained. Dr. Merryfield has contributed significantly to the development of the staff as well as the materials. Dr. Noel is scheduled to devote 40% of his time to this MDT but due to his wide range of duties this time is not often realized.

TECHNICAL STUDIES

SEO	Eddie Smith
MDT Coordinator	Eddie Smith
JSEIP RTA	Frank Walton

As may be seen, the responsibility for any development in this area falls solely on Dr. Walton who is actually doing double duty at this time. He was originally assigned to the Molepolole Teachers College as the Technical Studies Specialist and in the fall of 1987 was assigned half time to the CD/E Unit to develop Technical Studies for the junior secondary schools.

The record of technical studies is irregular. Some schools have offered a limited program for some time but for others it is quite new. Dr. Walton started with a very limited and narrow syllabus which was a carry over from the 1986-88 interim period and has developed a new syllabus which has recently been approved. Work will now start on the development of appropriate materials.

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MATHEMATICS

SEO	S. Ramaswami, L. Selerio
MDT Coordinator	Valencia Mogegeh
CDO	Valencia Mogegeh
JSEIP RTA	John Bowers

Under the direction of the SEO and the MDT Coordinator the syllabus and associated materials are being developed without any involvement from project personnel. Dr. Bowers has offered to assist in analyzing any data gathered from initial testing.

CONCLUSION

JSEIP staff opinion is that it is impossible for the planned curriculum and materials development effort to be accomplished within the envisioned time frame with the staffing currently available. Teachers seconded for assignment to MDTs are not curriculum developers and writers. Further it seems unrealistic to expect short-term contractors to arrive in-country and immediately be able to train untrained staff and to write and edit materials for the Botswana context.

RECOMMENDATION

A prominent agenda item for the joint meeting (mentioned in Chapter II) should be clarification of MOE policy in the curriculum area and renegotiation of a coherent strategy and timetable for execution of JESIP's instructional development mission.

V. WHAT HAS THE PROJECT ACCOMPLISHED IN TEACHER EDUCATION?

Teacher development--both preservice and inservice--is one of the three major components of JSEIP. There is general consensus that JSEIP RTAs and short-term consultants are playing a useful role in this important area.

A. Preservice

Four JSEIP RTAs were assigned to Molepolole College of Education with the expectation that they would teach a limited number of courses but devote their major efforts to developing the curriculum of the College and the professional capacity of the staff. Their initial job descriptions were titled Instructional Systems Design Specialist, Staff Development Specialist, Technical Education Specialist, and Teacher Education Certification Specialist (later changed to Test and Measurement Specialist).

We were told that inspite of previous discussions on the matter, the Principal kept insisting that JSEIP staff perform as regular full-time teachers. He also was adamant that the MCE staff, which was 80% expatriate, did not need professional development.

JSEIP RTAs at MCE, reinforced by five short-term consultants, have been able, however, to make significant contributions to the growth of the Department of Education and, directly and indirectly, to Botswana's only junior secondary teachers training college. Specific accomplishments include the following:

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- Establishment of the Department of Arts, Crafts, and Technical Studies with Arts later splitting off to become a Department of its own(under the leadership of a very capable Peace Corps Volunteer teacher trainer)

- Coordination of an effective program for administration and supervision of teaching practice for second and third year students

- Revision and improvement of the existing micro-teaching program

- Development of a course for college-wide use on "Communication and Study Skills"

- Formulation and teaching of several critical courses for the Department of Education (Appendix J)

- Preparation of groundwork for formation of various committees to improve MCE's functioning, including a Staff Utilization Committee to make long-term projections for staff needs and design a program for MCE staff development.

Through linkage with the materials development work at CD/E student teachers are receiving initial guidance on new course materials which they will encounter when they go into the field. A linkage also has been established between the students in the test and measurement course and the Research and Testing Unit of the CD/E.

The future role of JSEIP at MCE--particularly the level and type of project staffing there--is a subject of review and discussion, particularly by the JSEIP Planning Committee. MOE officials would prefer full-time assignment in a single jurisdiction.

According to the MCE Principal, however, the current split responsibilities of project staff between MCE and CDU seems to be working reasonably well. The disadvantage as he sees it, is that additional staff have had to be acquired to compensate for the reduction in the number of courses each RTA can teach, and RTAs no longer have an opportunity to participate fully in college activities.

While emphasizing that the basic responsibility of the MCE faculty is that of teaching at the College, the Principal believes the College stands to benefit from greater faculty involvement in curriculum and test development. He said that the kind of coordination now taking place because of RTA dual assignment needs to be formalized in some kind of broader linkage to ensure flow of information on materials and test development in all subjects to college and student teachers.

B. Inservice

Organization of the Department of Secondary Education's inservice work is being carried out under the coordination of the RTA Inservice Teacher Education Specialist who is situated in that unit.

Traditionally, inservice training has been limited to either informing field staff of developments in curricula or seeking their input in the development of such work. There is now a cadre of 15 staff members engaged in inservice work with the

expectation that the number will rise to 22 after April. They are assigned on a regional basis and visit schools, advising on a range of administrative matters and ensuring that teachers have the proper syllabi and materials.

With expansion of the Education Centers program it is anticipated that the inservice effort will be extended to include instruction in methodology--a need recognized by all parties involved. Much work will be required in the future to orient teachers and administrators in the field to new curriculum materials as they are developed.

Specific accomplishments in this area to date include:

- 17 workshops for 525 teachers on the development of a syllabus and associated materials in social studies

- Workshop at MCE on microteaching for 30 educators

- Workshop at UB on the supervisory role of Education Officers

- Four workshops for 180 teachers on continuous assessment; a workshop for all headmasters on the function of Education Centers

- Three one-week workshops for 55 teachers on the teaching of technical studies in the CJSS.

In terms of instructional materials being developed in conjunction with the work of the MDTs at the Curriculum Development Unit, only the English MDT

(described in Chapter IV) has thus far reached the stage of initial testing of materials. This piloting has involved limited inservice work with classroom teachers in several schools.

CONCLUSION

Despite initial problems associated with differing expectations on the part of JSEIP and the Molepolole College of Education's administration, RTAs assigned to Botswana's only college for preservice education of junior secondary teachers were able to make significant contributions to the development of the College--particularly by strengthening the program of the Department of Education. In the critical area of inservice teacher education the project also is playing an important role.

RECOMMENDATION

USAID should continue to support JSEIP's strong participation in preservice and inservice training--especially in connection with preparing teachers for implementing the revised instructional materials. As part of the joint meeting referred to in Chapter II, attention should be given to future JSEIP staff allocation at Molepolole and the new college. Both the Principal and Head of the Department of Education have expressed interest in assignment of a full-time teacher trainer. She should have strong credentials, extensive experience, and considerable record of achievement in curriculum design and evaluation.

VI. WHAT HAS THE PROJECT ACCOMPLISHED IN EDUCATIONAL SYSTEMS PLANNING, MANAGEMENT, AND SUPERVISION?

The third element in the project's overall mission was intended to provide MOE with assistance in strengthening organizational structure and staff skills, critically needed at the time of major revision of the junior secondary program.

The JSEIP RTA who has served since October 1985 as Planning and Systems Management Specialist in the MOE's Planning Unit has provided the MOE with needed information and processes. Major accomplishments include:

- Development and establishment of computerized procedures for the Form I selection and admissions program and for the Form III certification of JC students

- Analysis of the feeder schools for all secondary schools to expedite selection and admission

- Development of a school mapping data base, leading to funding for a new "small school" project

- Training of Planning Unit staff in the use of project purchased computer and software

- Formulation of procedures for exchange of data between the GOB's Central Statistics Office and MOE.

The other JSEIP RTA working in this area is assigned as Inservice School Management and Administration Specialist in the Department of Secondary Education. Accomplishments to date include:

- Participation in training sessions for headmasters

- Development of new educational regulations for schools

- Preparation of a new manual for school headmasters

- Collection of data from schools on a range of administrative topics

- Formulation of criteria for selecting schools and cooperating teachers for piloting and field testing curriculum materials.

Further information about activities and accomplishments which have enhanced the MOE's planning and management capability--as well as the other two areas of JSEIP concentration--is included in Appendix K.

CONCLUSION

According to MOE officials responsible for the planning and management functions in connection with expanding and improving the quality of education in junior secondary schools, JSEIP assistance in these areas is highly valued.

RECOMMENDATION

USAID should continue to support the current level of assignment of RTAs to MOE jurisdictions providing essential infrastructure support to the strengthening of junior secondary education. As recommended in Chapter IX, the Planning and Systems Management Specialist should be relieved of major management responsibility for JSEIP so he can devote at least 90% of his time to the Planning Unit.

VII. WHAT IS THE STATUS OF PARTICIPANT TRAINING?

The original JSEIP implementation plan called for sending an initial group of six MA trainees to U.S. institutions in September 1985 with a second group to follow in 1986. Due, in part, to the delayed start-up of the project, the first date could not be met.

A. UB/USF Joint Program

By mid-1986 a proposal had been developed to form a joint program between the University of Botswana (UB) and FSU. Under this arrangement students could complete an initial component at UB before going on to FSU for the balance of the academic program; they then would return to Botswana to complete a research project/dissertation. Savings from this cooperative strategy would enable more students to participate in masters degree programs.

Reaction to the idea of a joint program was generally enthusiastic. The MOE, FSU, and the UB administration apparently considered such an approach helpful for institution building for both universities. An agreement between UB and FSU, rushed through to accommodate time constraints, did not permit thoughtful consideration and planning, however (Appendix L).

A group of 13 students began the joint program in January 1987 at UB. The educational foundation course was taught by UB faculty members. Three JSEIP RTAs assumed responsibility for instruction of the research methods course augmented by the project's FSU support officer.

B. MOE Expectations

In April 1987 the MOE's PEO for Training and the FSU support officer met with each student individually to discuss her or his particular course of study for the upcoming two semesters at FSU. The areas for specialization by each student were carefully documented--presumably so that the FSU support officer could make specific arrangements for appropriate advisors and courses.

When the students had completed their nine credit units at UB, they moved on to FSU in time for the summer term. Contrary to MOE and their own expectations, they were all placed in the same program leading to what they consider a "general masters" awarded through FSU's Department of Educational Foundations and Policy Studies.

The students found that many of the courses they had expected to take were not offered during the summer school term. In the fall some of the desired courses were not available either; others required prerequisite courses which the students had not had. All in all, the students ended up frustrated and disappointed--especially the one who expected to major in agricultural science (a subject not taught at FSU).

C. Assessment of Results

Because of the seriousness of student complaints, the MOE's Permanent Secretary, accompanied by the CEO for Secondary Education and the Director of the Unified Teaching Service (UTS), visited FSU to meet with the students and discuss the problems they were experiencing. After the students returned to Gaborone, the

Permanent Secretary and his staff met with them for a briefing on the entire program. The USAID Mission Director also had a meeting with the students, and conveyed his concerns to FSU through a memorandum to the JSEIP Chief of Party.

During a meeting with nine of the 13 students the evaluators were able to administer a questionnaire as well as discuss the students' assessment of the program (Appendix M). All nine responded "No" to the question "Were problems you encountered at FSU satisfactorily dealt with in a timely fashion by the university administration?"

The major anxiety of students who participated in this experimental "joint program", and who are now in the process of completing research projects, is what job assignments they will receive in April. Because they were unable to take sufficient courses in their specialization, MOE officials say they may have difficulty qualifying for posts that come up in those fields since they will be competing with persons who have earned a specialized M.Ed.

Because MOE officials "do not want another group to come back empty-handed" in terms of being equipped to fill essential positions, the Permanent Secretary and his senior officers apparently have decided to return to the traditional practice of matching individual students with university departments geared for respective specializations. Thirteen more students who already have been screened and selected are expected to enroll in U.S. universities this fall.

CONCLUSION

An exciting idea--a joint UB/FSU masters degree program--was launched without sufficient deliberation and guarantees to assure that the expectations of all parties would be met. Misconceptions on all sides have resulted in unfortunate consequences for participants, and at least the delay of the joint program.

RECOMMENDATIONS

1. USAID should discuss with FSU the implementation of the joint training program between FSU and the University of Botswana to determine what steps might be taken to assure that future participants will be properly supported.

2. USAID and the University of Botswana should explore with FSU alternative ways to supplement the desired specializations of the 13 initial participants--perhaps through short term training courses arranged locally--to bring them to the level required for appropriate job placement.

3. USAID should ensure that in any future participant training assignments the wishes/expectations of the trainee and MOE are clearly defined and reviewed by all of the appropriate parties in Botswana and that this information is clearly conveyed to the intended institutions and confirmed by them before any commitment is made.

VIII. HOW HAVE AID AND GOB CONTRIBUTED TO ACHIEVEMENT OF PROJECT GOALS? TO WHAT EXTENT HAVE TARGET DATES BEEN MET?

The Project Grant Agreement signed by the Governments of Botswana and the U.S. sets forth a description of elements which each party will contribute to the project. Contributions are quantified, with AID providing 73% ($16.318 million) and the GOB 27% ($6.193 million). It also sets out a series of 49 critical events in the life of the project and a timetable for their accomplishment.

Because the project got off to a late start and because of numerous other reasons, slippage followed which affected all project activities to a greater or lesser degree. Appendix N attempted to estimate financial contributions of AID and GOB to date, but reliable figures were not available. Appendix O compares actual versus planned target dates and offers an explanation for delays as furnished by the JSEIP Chief of Party.

A. Technical Assistance/Services

The Project Grant Agreement states that AID will furnish about 48 person years of long-term advisors and 150 person months of short-term consultants. At this time there are 10 RTAs at post; their roles and responsibilities are amplified in Chapter IX. A total of 17 man years of technical assistance had been furnished through December 1987. To date 14 short term consultants have worked within the project for a total of 31 person months through December 1987. Five currently are at post. Further details of their work also will be discussed in Chapter IX; a complete listing of the consultants is included in Appendix Q.

The Project Grant Agreement states that GOB is responsible for staff salaries of counterparts who will serve with the RTAs and house rent and land for the resident personnel.

No counterparts have been assigned to the RTAs as yet, but it is anticipated that they will be assigned to three RTAs in CD/E and to both of the RTAs in the Department of Secondary Education after the start of the new fiscal year in April. Several teachers have been seconded to the MDTs (see Chapter IV for details) and it is hoped that as many as seven of the participant trainees from the UB/FSU program will be assigned to CD/E. Housing has been provided for resident JSEIP personnel.

B. Training

The Project Grant Agreement states that AID is responsible for designing programs for 36 person years of U.S. based MA/MEd/MSc degrees, incountry training workshops and short-term U.S. and third country training of 1-5 person months each for a total of about 140 person months.

Long term training to date, discussed in Chapter VII, has only used about 8-9 person years. Very little short term training or study tours have been scheduled to date. We were told there might be more activity after April when GOB funds may become available for international travel and allowances. In the meantime, some on-the-job-training is being carried out in the CD/E.

C. Commodities

According to the Project Grant Agreement, certain critically needed equipment and other commodities will be purchased by the project; the GOB committed to share costs of long-term staff furniture and office equipment. A 73%-27% split between USAID and GOB is stipulated for the acquisition of commodities.

An extensive range of commodities has been purchased by the project including computers and associated equipment and materials, photo copiers, video recording and playback equipment, general office equipment and furniture. and eight vehicles. Full details of all project acquisitions are included in the Commodity Report, dated 1 February 1988. GOB has provided the bulk of the furniture for the CD/E Center and office space and equipment for other offices.

D. Construction

The Project Agreement indicates that AID will finance 60% and GOB 40% of the cost of building a Curriculum Development Center, six new Education Centers, and five staff houses for the long-term advisors.

Construction of the CD/E Center is apparently the only project target date which has been met. The building was occupied on schedule in September 1987. Bills for the construction have not yet been received, so comment on the sharing of costs is not possible at this time. Conversely, construction of the six new Education Centers is lagging behind schedule. Scheduled to be completed by December 1987, to date only one has been finished and is occupied. The construction of staff housing is outside the FSU/Consortium contract, but five units were completed on schedule in December 1985.

E. Project Support Services/Operations and Support

This part of the Project Grant Agreement calls for AID financing of external evaluations, local construction monitoring services, and an audit. GOB expenses were to include costs of repairing and maintaining the new buildings, vehicles and equipment, and new staff houses.

When the operating budget of the CD/E Center was reduced last year it caused, in turn, a reduction in scheduled maintenance funds. Additional purchases of major equipment are being delayed, pending provision of requisite maintenance.

CONCLUSION

Delays in implementing actions delineated in the Project Grant Agreement have impeded JSEIP's progress. Because reliable figures are not available it is difficult to quantify the contributions of each party to date. Of the 49 critical events in the life of the project (according to the Project Grant Agreement), only the construction of the CD/E building has met the target date. In all instances there has been general slippage for numerous reasons.

RECOMMENDATION

The Project Review Committee (which meets every six months and has representation from MOE, MFDP, JSEIP, as well as USAID and its related educational projects) should examine reasons for short-fall with regard to certain covenants of Article II of the Project Grant Agreement and initiate steps to resolve problems which may have arisen.

IX. HOW DOES THE PROJECT TEAM FUNCTION?

For optimum functioning of a project team, roles and responsibilities are clearly delineated and appropriate to the tasks, management is sensitive and responsive to both project and staff needs, communication is sufficiently open and frequent--both formal and informal--monitoring and job evaluation processes and procedures are well designed and participatory, logistical difficulties are dealt with, and linkages between project components, project team, and organizational jurisdictions contribute to project coherence and cohesion.

Discussions with over 80 persons in Botswana--particularly JSEIP staff--indicated that this project has problems in all these areas. Review of trip reports and internal evaluation reports by the FSU consortium representatives, who have monitored the project previously, indicated that many of these problems have been documented repeatedly. When recommendations have not been implemented, problems have persisted.

A. Roles and Responsibilities

1. Resident Technical Advisors (RTAs)

Although the original project design apparently called for as many as five subject area specialists for the curriculum development work, the Project Grant Agreement finally negotiated by MOE and USAID applied more equal weight to the three components. The following full-time assignments were made within MOE:

- Planning Unit

  Planning and Systems Management Specialist (also designated Chief of Party)

- Department of Secondary Education

  Inservice Teacher Education Specialist

  Inservice School Management and Administrative Specialist

- Department of Curriculum Development and Evaluation

  Program and Materials Evaluation Specialist

  Senior Instructional Systems Design Specialist

  Instructional Media Specialist

- Molepolole College of Education

  Instructional Systems Design Specialist

  Staff Development Specialist

  Teacher Education Certification Specialist

  Technical Education Specialist

Because of problems which developed, some of which are described below in respective sections, only the equivalent of 1.5 RTAs are now assigned to MCE, whereas the equivalent of 6 RTAs are assigned to the CD/E Unit.

a. Planning and Secondary Education

The three assigned to the Planning Unit and the Department of Secondary Education have well-defined jobs and their supervisors say they are pleased with their performance. Because each actually occupies a GOB/MOE post, they operate more as "OPEXers" than advisors.

It is clear that these jobs are considered full-time responsibilities. Problems were inevitable, then, with the Planning and Systems Management Specialist more and more pulled away by JSEIP management obligations and IEES assignments, and the Inservice Teacher Education Specialist having to provide guidance to the MDT developing science materials.

b. Curriculum Development/Evaluation

The deployment arrangement apparently was predicated upon the assumption that the Curriculum Development and Evaluation Unit (CD/E) was fully staffed with adequately trained personnel capable of writing curricula materials. The project provided one "systems" person to provide guidance and to structure their work, one evaluation person to assess the quality of the programs and materials, and one media specialist to supervise the production of materials (predominantly print materials).

This assumption was quickly proven false. As one JSEIP RTA stated: "Whoever wrote the project paper was grossly misled about the Ministry's ability to provide resources and personnel." Another JSEIP RTA observed: "If we are supposed to be doing curriculum development, this isn't the staff to do it." (Only one of the RTAs is actually a subject matter specialist.)

As has been described in Chapter IV--which deals with the status of efforts in the curriculum area--the revised deployment arrangement, mandated as a result of the FSU representative's visit in June 1987, contains problems which need to be addressed within total MOE context because of wide-ranging implications. Figure 3 on the next page attempts to depict that allocation of JSEIP staff.

c. Molepolole College of Education

Of the four RTAs originally assigned full-time to MCE, three remain on a part-time basis, their time split with responsibilities at the CDU. The fourth RTA--whose presence was no longer wanted--operated out of the CDU until his contract expires in August 1988. A short-term JSEIP consultant has been assigned a full-time teaching load.

The original problems with RTAs at Molepolole seem to have arisen from differing expectations, as noted in Chapter V. The former principal wanted four full-time teachers in the traditional mode. He certainly did not want staff development, which was perceived as not being needed for a staff that was 80% expatriate. The same may apply, perhaps to a lesser degree, to instructional systems design. The Test and Measurement Specialist and the Technical Education Specialist fit into rather well defined positions, especially the latter.

Several months have passed since redeployment of MCE-assigned RTAs to part-time roles at the CDU. Apparently all concerned are adjusting to this arrangement, as reported in Chapter V, but all agree this is not a satisfactory long-term solution.

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JSEIP STAFF ALLOCATION
January 1988

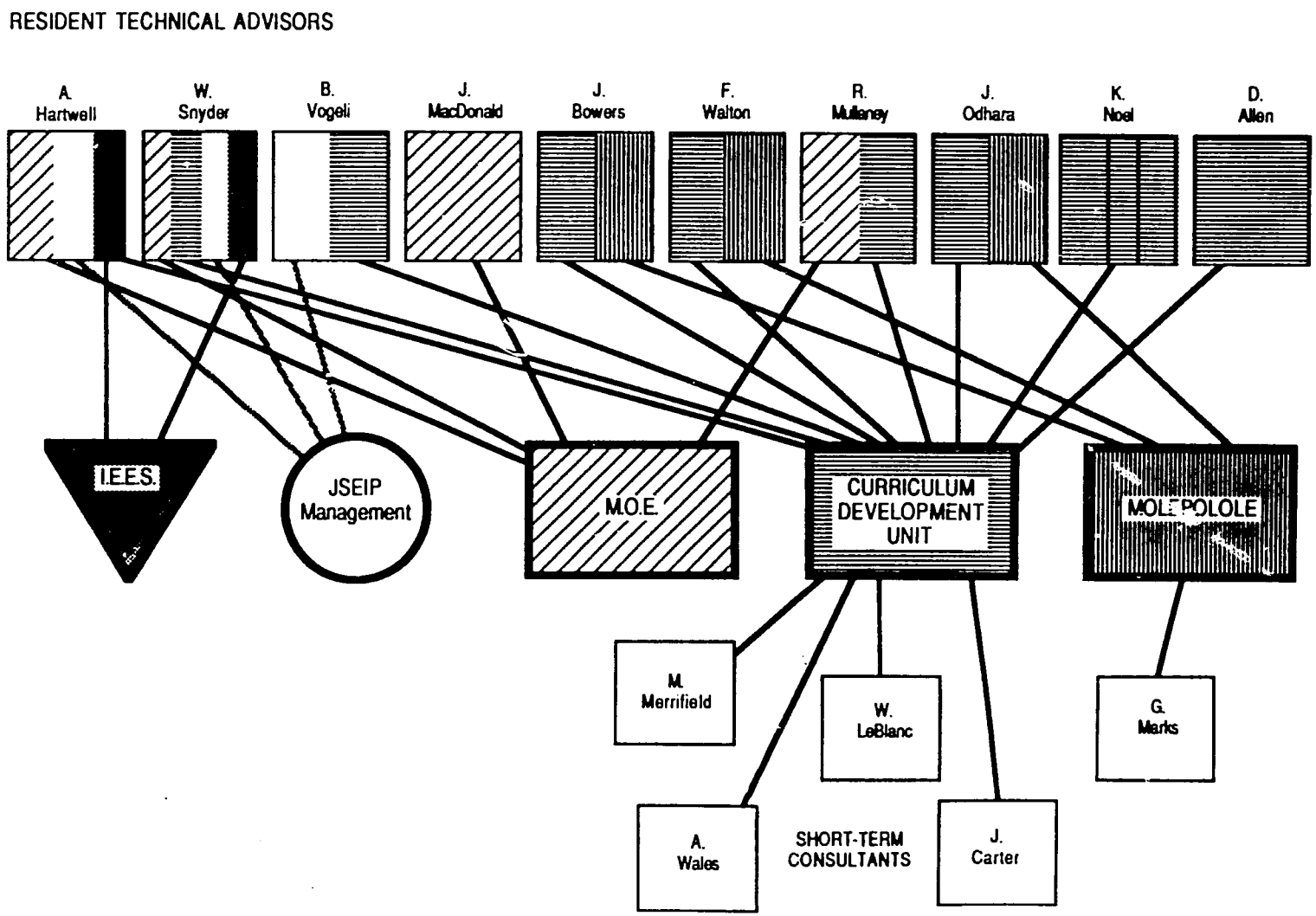

FIGURE 3

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2. Short-term consultants

Provision for short-term consultants was built into the project to augment the work of the RTAs. According to the FSU IEES Financial Summary Report covering the period from September 1985 through December 1987, 67% of the funds allocated for that purpose was expended for the services of 12 consultants. No consultants were used during the first year of project operation.

Short-term consultancies have ranged from 20 days to 238 days, with 100 days the average. Consultant daily rates have ranged from $51 to $216, with an average of $119. In addition, travel costs (which could be identified for only seven of the 12) totaled $60,658 and averaged $8,665.

JSEIP used these consultants for carrying out a variety of assignments, described briefly in Appendix Q. Some consultant "products" have received high praise from users (e.g. the "Communication and Study Skills" materials developed for the new course at MCE), while others are considered of dubious value.

Interviews with four current consultants--all of whom are assisting with development of curriculum materials at the CDU (English, Social Studies, Agriculture)--indicated a broad range of problems about job supervision and evaluation, housing, transportation. Each consultant expressed an interest in orientation about the overall project, and a desire to feel a part of the project staff by being included in activities such as staff meetings.

B. Management

1. External

The complexity of the JSEIP management structure has been described in Chapter III and is depicted there in diagram form. A considerable burden of responsibility is placed on the JSEIP Chief of Party, in that he reports to USAID's HRDO, to the Deputy Permanent Secretary of the MOE, and to FSU's IEES Principal Investigator--who in turn reports to the AID/W/S&T/ED IEES Project Monitor.

Because the roles and responsibilities of the various higher echelons apparently have not been clearly defined, project personnel in the field continue to be confused. Who hires and fires is even a question. For example, when the COP accepted the resignation of a RTA, the institution which employed that person for the JSEIP assignment refused to accept this action. On another occasion, when FSU's Principal Investigator called for the resignation of another RTA, the USAID mission would not sanction that action.

Because technical assistance is contracted through AID/W/S&T/ED, to FSU, this mechanism inserts layers of control and approval that go beyond what is typical of mission-funded projects. In this case, approval and support for JSEIP-initiated technical assistance activities and personnel is secured from AID/W/S&T/ED as well as from MOE, USAID, and FSU.

The FSU system for processing claims, purchase orders, contracts, and reimbursements appears to function very slowly. There are reports of extremely long delays--even as much as a year--of the circuitous route that communications must take, and of general and specific lack of responsiveness.

JSEIP RTAs complain they are out-of-pocket for thousands of dollars, and short-term consultants wait three months or longer to be paid after their work is completed. A prominent member of the staff of UB's National Institute for Research citing "ill treatment," told us that some local researchers have chosen to no longer deal with the project or FSU due to bureaucratic hassles and long delays in contract approval and reimbursement.

Problems also arise when the MOE is not able to provide certain administrative support, and the project then seeks permission to use project funds for this purpose. This is perhaps a well-meaning alternative, but may be in opposition to established policy.

2. Internal

Reports dating back to the earliest days of the project cite problems with internal JSEIP management. This may be due, at least in part, to the assignment of Chief of Party duties to the full-time Planning and Systems Management Specialist deployed to the MOE's Planning Unit. There was apparently little appreciation for the scope of the Chief of Party responsibilities, as this role seems to have been added almost as an afterthought to the planning position.

All attest to the fact that project management has suffered. The Chief of Party himself admits to having little interest in being a manager--let alone experience with AID procedures, FSU bureaucracy, S&T, and the GOB system.

Surprisingly for a project of this magnitude and complexity, no provision for Deputy Chief of Party or administrative officer was built into project staffing;

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there was little enough said about the Chief of Party's duties. The COP actually has been carrying 2.5 jobs-- half-time IEES coordinator (which he told us he volunteered for because of his professional interest)--as well as Planning and Systems Management Specialist in the MOE Planning Unit and manager of the Project.

Project Management Committee

Finally, in August 1987, as a result of the FSU Principal Investigator's visit, action was taken to address a persistent management problem. A Project Management Committee was created in which two other RTAs assumed a portion of the administrative burden--the Program and Materials Evaluation Specialist taking on Operations Management and the Instructional Media Specialist assuming Resources Management. This may have alleviated the immediate problem, but everyone involved realizes it is not a satisfactory long term solution.

The Project Management Committee system appears to have improved the situation somewhat, but certain management tasks still do not get attention, e.g. site visits to each team member and job evaluations. It is precisely these interpersonal management skills that require a great deal of time, and the lack of which add to a sense of disunity and fragmentation. It is not always clear to JSEIP team members which of the management trio is responsible for calling staff meetings, making decisions regarding allocation of resources, and evaluating their performance.

C. Communication

One of the most often repeated comments we heard dealt with a lack of or breakdown in communication. Many people in different organizational units feel there has been a widespread failure to communicate information, intentions, expectations, and desires.

Further, in some instances, even where there appears to have been information communicated, there is an element of suspicion that there might be a "hidden agenda" or that the full story is not being made known. The crisis management style of JSEIP leadership seems to contribute to this feeling.

1. External

On of the first things one learns in Botswana is the power vested in the consultative process. The revered "kgotla" tradition is carried out in daily life--especially in government functioning. Failure to observe this expected consultative process results in misunderstanding and inaction.

Conversation with GOB officials--as well as with expatriates whose records of accomplishment in Botswana are estimable--make it clear that JSEIP was and is perceived as an externally-conceived and managed project. Every visit from FSU's Principal Investigator serves to reinforce this belief.

It appears that JSEIP could benefit from an informal communications campaign to convey goals and revised strategies to Batswana and other constituencies in the MOE--especially CD/E and MCE.

It should be acknowledged that the JSEIP Chief of Party's relations with MOE supervisors and colleagues seem to be excellent, and every effort at communication, including the JSEIP Planning Committee, tends to be appreciated.

FSU

Communications problems between JSEIP and FSU continue, perhaps exacerbated by the fact that no JSEIP RTA is a member of the FSU faculty or staff. Absence of institutional identification--usually a must in such projects--contributes to the lack of understanding and low level of trust evidenced on both sides of the relationship. It appears that the JSEIP Chief of Party does not, in fact, represent FSU or have the confidence of the FSU/IEES Principal Investigator.

Reporting to FSU is done on a monthly basis, and detailed six-month reports are presented as well to the USAID/HRDO. The Chief of Party stated that he receives no regular feedback from FSU and does not know if the reports are actually reviewed there. He also stated that except for the FSU Principal Investigator's periodic monitoring visits, he only speaks to him "three or four times a year."

USAID

JSEIP's COP attends biweekly USAID staff meetings, and maintains cordial relations with the Mission Director. The USAID/HRDO convenes a JSEIP Project Review Committee meeting every six months to update all parties on project progress.

Discussions about budgetary and contractual matters take place between the COP and the HRDO as required. Issues concerning commodities and the physical plant (at the CDU) are dealt with by the responsible member of the Project Management Committee and the HRDO. It is evident, however, that the communication link often breaks down.

There is a casual but regular information exchange between the USAID/HRDO and JSEIP staff members, usually in the form of informal visits to the HRDO's office when they stop by the Field Support Office. There have been very few site visits by the HRDO to the MCE and none to the Education Center constructed with USAID funds or to the school where the first curriculum materials are being piloted.

Internal

The project appears to suffer from a lack of internal as well as external communication. A frequently expressed comment from staff members suggests they do not know what is going on in the project in general. Meetings of the entire staff are infrequent. Team spirit, morale, and cohesiveness are low. One RTA described the staff as "not following the same compass heading very often."

D. Monitoring/Evaluation

Monitoring of the various components of the project is done on an informal basis, and does not appear to be taken very seriously. The same can be said for monitoring of staff performance. A universal complaint of JSEIP staff was that

they were not sure who their boss is; they do not receive regular monitoring, feedback or formal job evaluations.

There actually are three different employers of RTAs--FSU, IIR, and Howard University; only FSU and IIR have any direct contact with their employees. RTAs feel, however, that information about performance should be generated in the field, by the Chief of Party or another administrator, and that each RTA should be judged by the same formal procedures and standards. RTAs also would like information about contract extension in a timely fashion.

Many JSEIP RTAs are not pleased to think that FSU's Principal Investigator apparently has the final say regarding their performance, job evaluation, and contract extension. They say that was not their understanding. They feel that the JSEIP COP should have responsibility for job performance evaluation of all project staff and that a uniform system should be applied to all. They say this information then should be forwarded to the employing institutions and used as the basis for contract renewal or extension.

E. Logistical Support

The three areas of logistical support reviewed were office facilities, housing, and vehicles.

1. Office Facilities

A circumstance which has been documented repeatedly since inception of the project is the lack of a project office where JSEIP staff members can get project

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news, meet with the COP, participate in regular staff meetings, and transact project business.

Completion of the Curriculum Center in September 1987 seems to have provided that kind of venue, although some RTAs still feel a "neutral" location would be preferable. The COP and seven other RTAs each have offices at the Center, with access to word processing equipment and conference rooms.

The micro-computer capacity of the Curriculum Center seems to be running at full speed, with staff booking time for evenings and weekends as well. If the pace of materials production is accelerated, and if seconded teachers on MDTs are taught how to do word-processing, the demand for the such equipment can be expected to be even greater.

2. Housing

According to JSEIP RTAs, there are no current housing problems, since USAID and GOB have adequately addressed housing needs of long-term members.

Housing for short-term consultants does seem to present a real problem, however, because of the acute housing shortage in Gaborone. One consultant will need to vacate the USAID residence in May, while another here for 11 months has yet to locate suitable accommodations. With materials development consultancies running from 3 to 11 months, it is prohibitive in terms of cost for consultants to reside at one of the few hotels.

3. Vehicles

Although eight vehicles have been purchased by JSEIP, only three are actually available on a regular basis. During the early phase of JSEIP, the USAID Director at that time decided to turn over five vehicles to the MOE, both at the Curriculum Development Unit and at Molepolole, to be operated with government license plates. This has meant that these vehicles are maintained by the GOB as part of a Ministry car pool, and they are used by all staff on a sign-up basis.

This situation has resulted in considerable inconvenience and resentment when JSEIP team members have not had access to "JSEIP vehicles" to carry out project activities. It is particularly a problem in the case of those JSEIP RTAs who commute between two sites or for those who do extensive travelling to remote schools.

At the present time, curriculum materials are only being tested at one school site in one subject. But materials are being developed rapidly in other subjects and are targeted for field testing within a few months. Logistical considerations for such piloting will further strain an already inefficient and unsatisfactory vehicle situation.

With additional short-term consultants being projected for the materials development effort, their need for transport to and from work and over weekends also must be taken into account. Arrangements could be simplified if short-termers resided in the same location.

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F. Linkage

Linkage between components and organizational jurisdictions with related missions contributes to project coherence and cohesion. Most linkage that occurs in relation to JSEIP seems to happen more by chance than by design, however.

Project documents articulate a multi-faceted approach with three major components which are closely integrated. In reality, RTAs have become preoccupied with their respective MOE niches, and do not necessarily see the larger picture.

A side benefit of the recent allocation of staff to multiple jurisdictions--CD/E as well as MCE--has been the increased level of interaction between curriculum development and teacher training. Institutionalization of such linkage now--formal interaction as well as the current informal style--could assure continuity when RTAs are no longer on the scene.

In addition to operation of MOE units, there are related programs underway which might complement the JSEIP effort. Some attention could be directed toward becoming more familiar with education projects supported by other donor agencies, for example. SIDA, a case in point, has been a major presence in Botswana education for many years and is representatives can share useful perspectives.

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CONCLUSION

The roles and responsibilities of the JSEIP staff need validation or redefinition (See Chapters II and IV). Issues of communication and management affect all aspects of the functioning of the JSEIP staff. They have an impact upon job performance, achievement of project goals, and upon the quality and style of development efforts in the education sector of Botswana.

RECOMMENDATIONS

1. Based on decisions reached at the joint meeting of all parties involved in JSEIP (see recommendations in Chapters II and IV), RTA roles and responsibilities should be clarified in a manner consistent with project objectives and RTA abilities. IEES assignments should be performed by other than JSEIP staff. A suggested restructuring is depicted in Figure 4 on the next page.

2. USAID and FSU should take immediate action to realign the JSEIP staff to provide for someone who will be responsible for project management functions on a full-time basis. The Project Management Committee put into operation in summer 1987 may have served an interim purpose, but was short-term measure only. A full-time project administrator will enable the current Chief of Party to devote his full attention to his role in MOE's Planning Unit. This new slot should not be a GOB post and should not replace either of the two RTA positions which will become vacant in August and which still are vital to project accomplishment--Curriculum Evaluation at CD/E and Curriculum Design and Evaluation Teacher Trainer at MCE.

SUGGESTED JSEIP STAFF ALLOCATION
August 1988

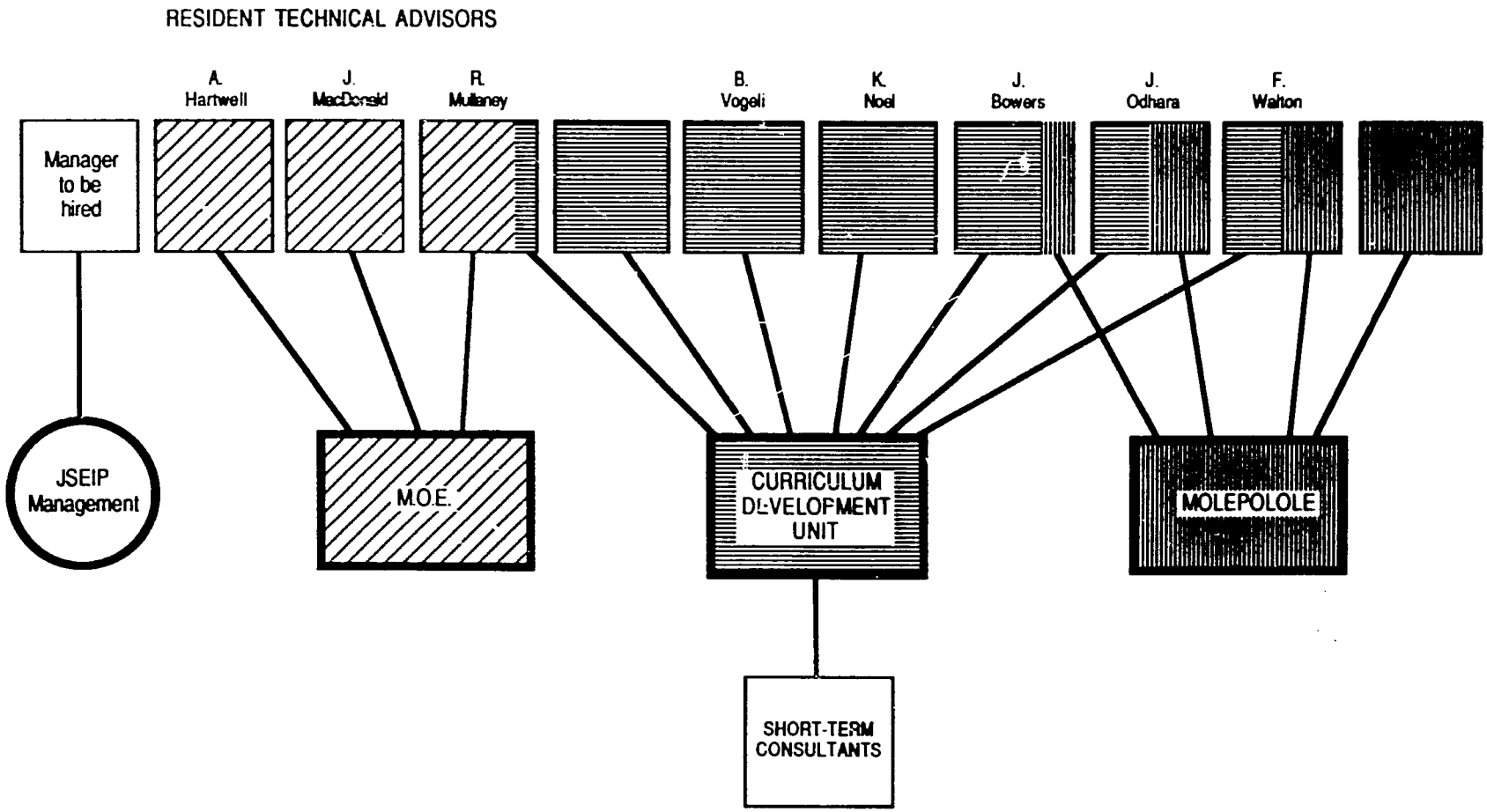

FIGURE 4

3. USAID and FSU should consider ways to strengthen backstopping and administrative support to JSEIP, including:

   a. Establishing a direct line of communication between USAID and FSU to deal with project implementation issues, making sure to advise AID/W/S&T/Ed about actions taken, as appropriate. (Figure 5 on the next page suggests a modification in the current process.)

   b. Subcontracting with another consortium member which could expedite contractual and reimbursement processes.

   c. Negotiating a reasonable schedule and format for reporting, as well as regularized feedback procedures.

   d. Enlarging the pool of talent available for the project to give MOE a wider selection of experienced candidates form which to choose --particularly women (all current RTAs are men, as are the key staff with PEIP, BWAST, and ATIP projects). The two RTA vacancies in August and the new project administrator post (A.3. above) offer opportunities for such recruitment.

4. JSEIP should standardize regulations, procedures, and formulation of job descriptions for short-term consultants, and make appropriate arrangements for orientation, housing, and transportation. (If housing is not available, consultancies should not be longer than three months.) In addition, JSEIP should develop a handbook dealing with issues vital to short-term consultants and a "welcome kit" with pertinent information materials to ease adjustment in Botswana and integration into the project.

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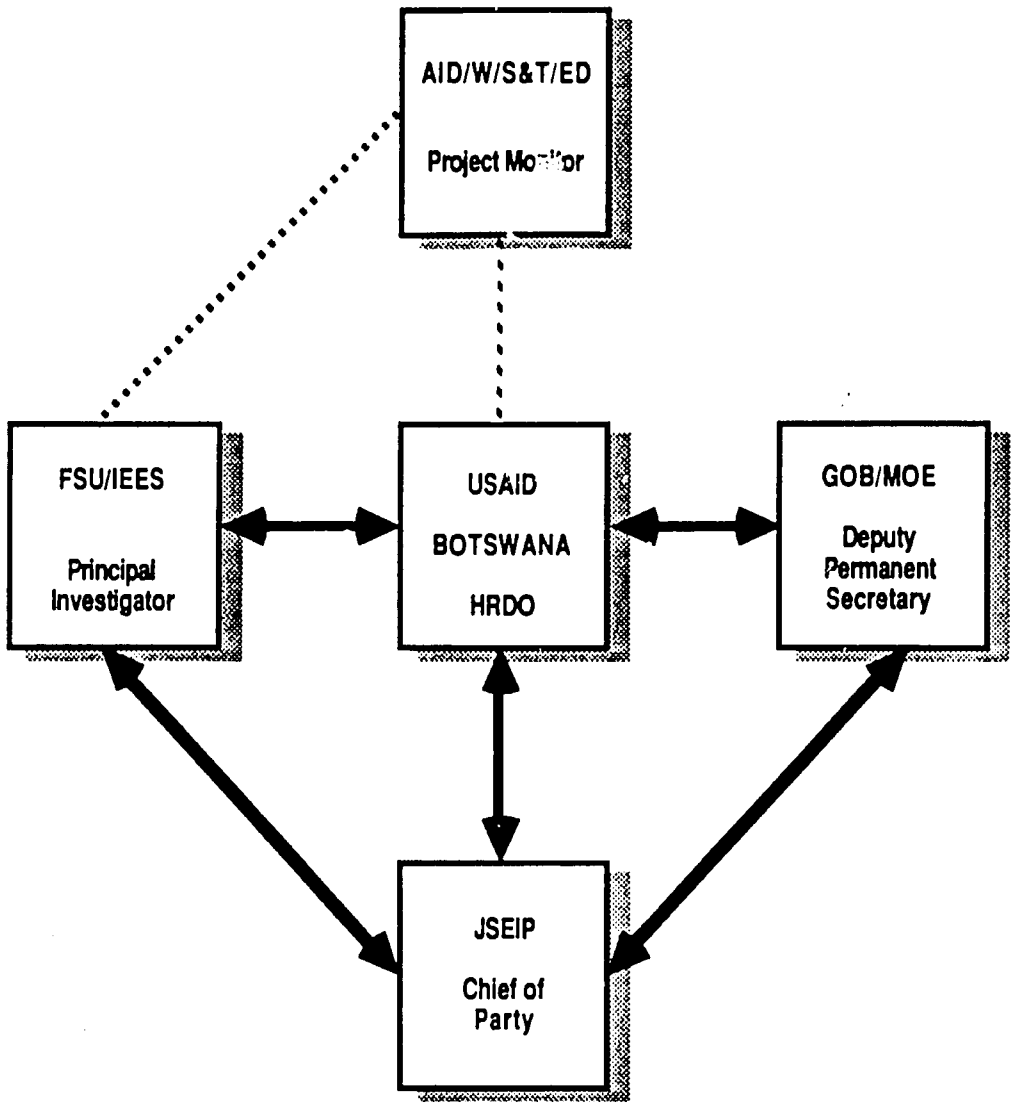
FIGURE 5

JSEIP EXTERNAL MANAGEMENT/COMMUNICATION STRUCTURE*

Proposed Modification



* Based on statement in FSU/IEES Internal Mid Project Review: JSEIP, June 1987, p.4.

5. JSEIP should strengthen external project communications to build more broad-based support for JSEIP at various levels and within various units of the MOE so that there can be greater understanding and acceptance of JSEIP as "part and parcel" of the MOE and its program.

6. JSEIP should strengthen internal team communication through such means as regular staff meetings (short-term consultants included) so that each member has a sense of the project as a whole and where she/he fits in. Team morale is significantly affected by the degree to which members feel they are part of the planning and decision-making process. A team-building weekend facilitated by an outsider particularly skilled in cross-cultural sensitivity issues probably would be helpful.

7. JSEIP should develop--through a consultative process with JSEIP staff--criteria, procedures, and timetable for evaluating job performance. Part of such a process might be a regular "Program and Evaluation Review" session, at which time progress by each team member is reviewed in terms of previously agreed upon task milestones for that member.

8. JSEIP should accelerate linkages with other projects which have related objectives--not only USAID-funded PEIP, BWAST, and the upcoming population project, but also with Peace Corps (whose volunteers teach in many junior secondary schools) and other donor agencies with estimable track records in education in Botswana, so the JSEIP can benefit more fully from exchange of information, experiences, lessons learned.

X. HOW DOES THE PROJECT GIVE SPECIFIC ATTENTION TO THE QUESTION OF BASIC SKILLS RELATED TO JOBS AND TO THE DEVELOPMENT OF ENTREPRENEURIAL CONSCIOUSNESS?

The goal of JSEIP, according to the Project Grant Agreement, is to "assist the GOB to enhance the capacity of the education and human resources system to meet projected workforce requirements." Of 17 expected project outputs, the first is listed as "Adapted curriculum incorporating basic education and projected workforce needs."

This goal derives from the findings of various studies--particularly the National Commission on Education 1977 and the USAID funded "Education and Human Resource Sector Assessment" 1984 (updated in 1986). These studies identified the fundamental need to prepare youth to be better able to respond to opportunities for economic activity in Botswana.

The National Assembly Policy on Education, which set forth the changing goals of secondary education, recognized that "Schools are too separated from the world of work" (Appendix A). It stated that one of the aims of the junior secondary school would be "an orientation toward work in the real world" in furtherance of principles of self-reliance and self-sufficiency.

There seems to be general consensus among educators in general and in Botswana in particular that there is little likelihood of developing job skills by the end of the junior secondary level which would enable a school leaver to find a position in the work force.

With an increasing school population and more students than ever completing senior secondary school, employers have their choice of candidates and are certainly more apt to select the older and better educated. In addition, the shorter junior secondary program, coupled with a lower school entry age, results in younger junior secondary leavers who may be below the legal age for full time employment.

If employers do not opt for senior secondary leavers, they are more apt to select those persons who have been out of junior secondary for several years and are older and more mature. All these factors, then, militate against immediate employment of junior secondary school leavers.

Since it is necessary to devise a junior secondary curriculum that must be fully articulated with the primary and senior secondary curricula, it would be virtually impossible to design one that also provided the students with specific job training without an early streaming, a politically unacceptable proposition.

One approach which can be very useful in developing a familiarity with tools, basic techniques, and an awareness of productivity in a commercial sense is that of technical studies, project activities in certain subject areas, and the establishment of after school clubs or project work.

Similarly, it would be possible to include in the syllabus in some subject areas elements which would foster an entrepreneurial consciousness in the students, making them aware of the economic possibilities that might be available in a post-school environment.

Despite awareness of this policy and interest in its implementation on the part of MOE officials, meetings with the Materials Development Teams which are in the process of preparing curriculum for pilot testing in the schools indicated that little, if any, attention currently is being given to ways in which this objective might be addressed in the instructional program of junior secondary schools.

The July 1987 USAID Strategy Assessment and Evaluation recommended the introduction of business related matters into the math and social studies curriculum, but it seems unlikely this will happen in maths, and it is not part of the agenda for social studies.

We did note, however, that JSEIP and PEIP coordinators, in a memorandum to seven key MOE officials dated 20 January 1988, had suggested examining approaches for "stimulating entrepreneurial skills and consciousness within the schools' curriculum and extra-curricular programmes."

CONCLUSION

There is increasing recognition on the part of the GOB in general and the MOE in particular that a need exists to better prepare junior secondary students for dealing with economic realities they will face upon leaving school and seeking gainful employment.

RECOMMENDATIONS

As the MOE takes steps to consider strategies for addressing this important objective, USAID could be supportive of JSEIP's role through the following actions:

1. Encourage organization of a Botswana Council on Economic Education (as suggested in JSEIP/PEIP memorandum) which includes representation from the private sector as well as the public sector.

2. Approve expenditure of JSEIP funds for video presentation of exemplary projects underway which can be shown to teachers, students, and Boards of Governors to stimulate ideas and actions at respective school sites.

3. Encourage Peace Corps to make USAID funds available to PCVs under the joint "Small Project Assistance" to initiate activity at junior secondary schools where many PCVs are teaching (perhaps using the PCV's project at Gweta as one example).

4. Suggest that JSEIP identify promising practices by other countries to determine what existing techniques and materials might be appropriate for adaption in the Botswana context.

5. Consider exploring, as a possible basis for a subsequent "spin off" project, establishment of a separate training program, not part of a junior secondary school but attached to it and functioning in a parallel sense. Such an organization could deal with the junior secondary leavers, those who perhaps

have been out of school for a year or two and have been unable to find employment. The location of this training activity would be familiar to such former students and provide a link with their former school. This might well be the vehicle through which specific work force skills could then be taught effectively. It is not suggested that post junior secondary vocational schools be built but a much more rudimentary facility which would concentrate on teaching basic skills.

APPENDICES

AIMS OF THE NINE YEAR PROGRAMME

On completion of the nine year schcol programme, students should:

- **Botswana Language and Culture**
  Show knowledge and understanding of Tswana culture, language, literature, arts, crafts and traditions.

- **Botswana Political, Economic and Social Life**
  Realize the effect of Botswana's location in the Africian continent on political, economic and social life in Botswana.

- **Botswana Climate and Ecology**
  Appreciate climatic and ecological conditions prevalent in Botswana.

- **English Language**
  Understand English and use it appropriately, both as a medium of learning at school and as a vehicle of communication beyond school.

- **Home and Financial Management**
  Apply knowledge and imagination to identify problems in household management and everyday commercial transactions, and have the mastery of basic scientific and mathematical concepts to resolve them.
  Know how to run a home and care for a family.

- **Self-sufficiency and Rural Development**
  Acquire skills in food production and industrial arts for self-reliance, self-sufficiency and rural development.

- **Observation and Reasoning**
  Be able to observe and record accurately and draw reasoned conclusions.

- **Basic Skills for Later Studies and Out-of-School Occupations**
  Effectively use commonly needed tools and instruments in activities connected with later studies and out-of-school occupations.

- **Self-Assessment**
  Be able to assess their own acheivements and capabilities in pursuit of appropriate employment and/or further education.

- **Moral Development**
  Have developed a sound moral code of behavior compatible with the ethics and traditions of Botswana.

- **Adaptability to Change**
  Be able to adapt to social, economic and technical change by adjusting acquired knowledge to new situations and by taking appropriate action.

ANNEX C

National Assembly Policy on Education

Changing the Goals of Secondary Education

Context

•The National Commission on Education produced the document *Education for Kagisano*. It identified a number of fundamental problems:

a. There is a gap between the quality of primary schools and the much better provided for and more costly secondary schools.
b. Schools are too separated from the world of work. There are not enough opportunities to combine study and work.
c. Most emphasis at present is given to full-time education in schools, with too few opportunities for people to continue their learning outside the formal education system.
d. Syllabuses and curricula are too academic.
e. Numerous unaided schools have been established which are of lower quality than government schools. Yet students in the unaided schools often pay more for the education they receive.
f. There is a gap in quality levels and educational opportunities between schools in rural and urban areas.

•Government has been conscious of the importance of education and the need for change, as indicated by statements in BDP Manifestos and resolutions and speeches of His Excellency the President. Criticisms from various quarters, including the National Assemby, have made clear the need for a thorough review of the education system.

Claims

•Nine years of education will be made available to all children, at first by adding two years above primary level, and later (after primary is reduced to six years) through a three-year intermediate cycle. This intermediate (junior secondary) form will narrow the present large gap between primary and secondary schools in terms of costs, standards, and orientation.

•The change from the present type of JC education does not mean a reduction in quality but rather a change in purpose. Its aims will be to provide all children with:

a. language tools needed in either further study or work.
b. a solid foundation in mathematics skills.
c. an understanding of scientific and technical subjects, based on examples in their own environment.
d. a sense of the nature of their society and their role in it.
e. an orientation toward further learning, whether formal or non-formal.
f. an orientation toward work in the real world.

•Access to secondary places will be made more equitable.

•Short training courses should be mounted in Botswana in educational administration and supervision, with more extended courses in other countries for selected persons.

Qualifications

•Education -- even the best school system one might imagine -- cannot on its own change society, and does not hold the only key to solving all the nation's problems. One should not expect too much of teachers and schools. Even if education in Botswana operated in full support of the national principles, it could not by itself bring about social change. It can only assist in the process.

•Government must ensure that costs of the junior secondary level are in fact kept low. Failure will undermine the aim of the strategy.

•Government must plan and regulate the development of junior secondary schools to avoid inefficient proliferation of schools.

•Junior secondary schools should have a distinct identity. They should be neither primary continuation classes nor watered down versions of present senior secondary schools. Present secondary schools should give up their junior secondary classes in the long run to preserve the distinctness of the junior secondary course. Otherwise, it will be difficult to establish a new, more relevant curriculum.

Source: Snyder, C. W., Jr. (1986). *Evaluating the Junior Secondary Programme: A Beginning*. Gaborone: Department of Curriculum Development and Evaluation, Ministry of Education.

Bases for Claims

•Many of the problems are interrelated and require a combination of actions to solve them. The National Commission on Education has provided a clear set of *goals* to guide action and a *strategy* to achieve those goals.

•The Commission consulted widely with people throughout the country -- both educators and others concerned about how education should develop in Botswana -- and gathered a great deal of information.

•The result of the Commission's work is a very complete assessment of Botswana's education system (the first comprehensive review since independence).

Program Assumptions

•The intermediate schools will be more similar to primary schools in class size, physical facilities, level of training of teachers, and in the educational objectives they seek to accomplish.

•The JS schools will be day schools rather than boarding schools, thus reducing boarding costs and increasing the links between school and community.

•The unaided secondary schools will receive gradually increasing public assistance until they are fully absorbed into the public intermediate system.

•The present system of selection will be reviewed to ensure that all qualified candidates have an equal chance to attend. During the coming years, when places in JS schools will still have to be limited, a quota system will be established to take the top students (approximately 5%) from every Council primary school into Form I.

•Those who gain entry to senior secondary must bear a portion of the cost. The present secondary school tuition fees will be adjusted upward (approximately double).

•The bursaries system will be reviewed so that no student will be excluded on economic grounds.

•Programmes of information and education will be developed to encourage personal responsibility on the part of young people to reduce drop-outs due to unwanted pregnancies.

•There will be substantial revisions in the syllabus and curriculum under the direction of a new Curriculum Development and Testing Unit at the Ministry of Education.

•The examinations system at secondary level will be substantially modified to take account of the changed goals, strategy, and structure of junior secondary education.

•The system of careers guidance in secondary schools will be strengthened.

•The respective roles of local officials (Education Secretaries of Councils, and Education Officers of the Ministry of Education) will be more clearly defined than hitherto and a circular outlining procedures for co-operation at local level will be issued.

•Administrative procedures and responsibilities will be codified as recommended by the Commission.

•Procedures for financial planning and control will be stengthened, in consultation with the Ministry of Finance and Development Planning.

•The inspectoral and supervisory cadres will be strengthened as recommended by the Commission.

•An officer will be assigned responsibility for liaison with unaided secondary schools.

•Staffing and career structure measures recommended by the Commission will be implemented.

Qualifications

•If it appears that implementation will cause the recurrent budget to grow faster than the guidelines, then the rate of implementation may need to be altered (and primary education should have top priority).

•It is essential that the costs of intermediate education be kept under tight control. Otherwise it will not be possible to make nine years of education available to all, and an important part of the total strategy will be weakened.

•While agreed in principle, the expansion of intermediate education to provide nine years education for all in the long run (including the detailed procedure for transition from the present system to the new) must be subject to much more detailed planning and analysis than provided in the Commission's report. Government has decided to accept this part of the Commission strategy provisionally, subject to the results of consultations with the public and the findings of more detailed planning.

•The concept of nine years of education for all and how to make the transition to the new system will be subject to continuing consultation with the views of parties concerned: parents, teachers, students, local authorities, and others. There will also be information campaigns and arrangements for two-way communication on the objectives of the new educational development strategy.

•How to create employment opportunities for increasing numbers who will emerge from intermediate schools so as to avoid "educated unemployment" will be subject to continuing planning and consultation. It will be extremely important for the success of the education policy to maintain a rational policy toward incomes and employment. We must avoid a situation in which incomes for a fortunate few, who receive the benefits of higher levels of education, get out of line with the general level of incomes.

•In order to make proper decisions and keep the policy moving in the right direction, it will be necessary to monitor the implementation of the proposed programme carefully, both in educational and financial terms. In addition to the continuing processes of budget estimates (annual) and planning (every three years), Government will conduct a major reassessment of educational policy and strategy in 1980, 1985, and 1990.

Source: Snyder, C. W., Jr. (1986). *Evaluating the Junior Secondary Programme: A Beginning*. Gaborone: Department of Curriculum Development and Evaluation, Ministry of Education.

Outline of the Junior Secondary Education Improvement Project

OBJECTIVES: Increase the quality and efficiency of the expanded Junior Secondary Education System
Institutionalize the capacity of MOE to develop, manage and maintain the JSE system

IMPROVING EDUCATION EFFICIENCY

TRAINING
IN-SERVICE COURSES FOR:
- Headmasters
- School Finance Officers
- Education Officers

SYSTEMS
COMPUTERIZED INFORMATION SYSTEMS FOR:
- Planning and Policy
- School Financing
- School Mapping
- Teacher Service (IEES)
- Correspondence Education (IEES)

SCHOOL REGULATIONS
HEADMASTERS MANUAL

IDENTIFYING AND DEVELOPING RELEVANT COMPENTENCIES/SKILLS AT JSE LEVEL

TRAINING
PRE-SERVICE TEACHER TRAINING
- Create New Courses for Teachers
  - Instructional Systems
  - Art, Crafts and Technology
  - Communication Skills
  - Evaluation Skills
- Micro Teaching
- Teaching Practice System

IN-SERVICE TEACHER TRAINING
- Organizing Courses for CJSS Teachers

SYSTEMS
CURRICULUM STEERING COMMITTEE
- National Conference
- Needs Assessment

MATERIALS DEVELOPMENT TEAMS
COMPUTERIZED SYSTEM FOR INSTRUCTIONAL MATERIALS DESIGN

INSTITUTIONAL STRENGTHENING

TRAINING
FSU / U of B JOINT M.A. PROGRAMME FOR:
- Curriculum Developers
- Managers/Planners
- Trainers

IN-SERVICE TRAINING
- Developing District Education Centres

SYSTEMS
RESEARCH INITIATIVES WITH U of B
- Decentralizing Education Study (IEES)
- English Language Competency Study
  Primary → Secondary

EVALUATION TASK FORCE

OUTPUTS → **OUTCOMES**

- Trained Management and Teaching Staff
- Developed Management Systems
- Developed Curriculum & Instructional Materials

- A more effective and efficient education system at Junior Secondary level
- Youth better able to respond to opportunities for economic activity in Botswana

APPENDIX C

ANNEX D

Recommendations from the Education and Human Resources Sector Assessment for the Junior Secondary Program (Update: March, 1986)

Curriculum Development

•The MOE and Department of Curriculum Development and Evaluation (CD&E) and all participants in the curriculum development and implementation process should be actively aware of the need to conceive of this process as dynamic, constant, and iterative. Mechanisms should be designed, through the appointment of a national curriculum council, or some other entity, to insure active and continuing upgrading in the curriculum. Attention should be given towards ensuring that the syllabuses be considered, hand-in-hand, with the teacher's guides, textbooks, and other resource materials that have been produced for teaching purposes. Only then can it be assured that important considerations such as instructional objectives, teaching/learning methods, and other approaches have been adequately addressed.

•The professional staff of the CD&E must be increased and upgraded or the new nine year programme will fail to achieve its true potential. The lack of personnel in the CD&E and particularly in the CDU is a critical point. A curriculum development unit should have at least one senior and two regular curriculum specialists for each of the seven core subjects, and one specialist for each of the optional subjects. Obviously, these people should be trained in the latest and best techniques of curriculum development and should be receiving constant updating in training. Also, they should be constantly sharing their knowledge and skills with other members of the educational system.

•Broad scale training in curriculum development and instructional design concepts should begin immediately, for all professionals involved in the nine year programme. While the people who are responsible for the development of the new junior secondary syllabuses have done a laudable job, modern methods of curriculum development, particularly those using an instructional systems approach, have not been used in this process. Certainly the quality of the syllabuses could be improved significantly through the introduction and implementation of new techniques. This requires direct training of MOE personnel particularly in taxonomic analysis, learning hierarchy analysis, learning structure analysis, new approaches to the preparation of objectives, cognitive learning strategies, new methods of textbook design and development, formative evaluation techniques, affective variables in learning, etc. In particular, people who are directly responsible for developing syllabuses should be provided with training in specific techniques of writing syllabuses which teachers can understand and use. This may imply more in-depth formative evaluation of syllabuses. To the extent possible syllabuses together with teachers' guides should be designed as stand-alone devices.

ANNEX D
(Continued)

Recommendations from the Education and Human Resources Sector Assessment for the Junior Secondary Program

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•Preservice and inservice programmes should immediately begin to teach courses in educational philosophy, curriculum principles, formative evaluation, and methodological courses related to inquiry and guided discovery learning and other key aspects of the new philosophy. The methodological courses should be done directly within the subject matter (not taught as separate courses) and should not only teach appropriate methods but also employ those methods in order to provide sound teacher-models for students to emulate. Obviously, all of teacher preparation should be changed in such a way as to reflect the various elements of the new philosophy.

•The continuous assessment system must be given high priority in terms of adequate staffing, staff training as needed, and resources. Failure to implement this evaluation system may seriously jeopardise successful implementation of the new nine year curriculum.

•There is a noticeable lack of communication between the Ministry and its main constitutencies, the parents and communities. Efforts should be taken to develop an efficient system for communicating changes in the curriculum and classroom practices, and develop support for these changes. Steps should be taken to establish a community communication function within the MOE which will have the responsibility and the resources to develop a full-scale plan for communicating intentions and stimulating support from community leaders and parents in general.

•Steps should be taken to develop programmes which would stimulate parents to take a more active part in helping their children have success in school. This is particularly important in a transition period such as this where over 60 percent of parents have less education than their children. A number of innovative procedures might be possible, including enlisting head teachers' support, using distance education programmes, etc.

•A systematic plan for the diffusion and institutionalisation of more appropriate teaching methods should be developed. This plan should then be incorporated and implemented with a plan for more efficient channels of communications and transport. Certainly, the scarcity of personnel in many MOE units and the difficulties in field visits, examination of distance teaching methodologies should be fully explored.

•The system should develop new techniques for remedial and corrective teaching, to help obtain a more constant flow through the system and reduce the psychological and economic costs of the repeaters at Standards Four and Seven.

ANNEX D
(Continued)

Recommendations from the Education and Human Resources Sector Assessment for the Junior Secondary Program

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•A limited but intense research study should be made concerning the nature of the Batswana cognitive and affective learning and thinking "styles" in order to take advantage of them, and to avoid teaching in forms which may be incompatible with them.

Teacher Education

•Develop an inservice delivery system using the Education Centres as the starting point with staff selected from existing instructional staff in primary and secondary schools and trained in a special programme designed for this purpose.

•Develop a comprehensive curriculum at Molepolole College of Education consistent with the goals of NDP VI and the junior secondary expansion programme.

•Proceed with the establishment of a separate Department of Teacher Education and provide for transition to its operation.

•Provide additional staff for the Ministry units involved in the teacher education aspects of the primary and junior secondary expansion/improvement programme.

General

•It will be necessary for the MOE to give high priority to the design and implementation of an evaluation strategy for the CJSS programme. Such an evaluation would permit the ongoing review and modification of CJSS and provide some measure of the effectiveness of the joint government-community progamme of junior secondary education.

•The critical role of examinations in the school programme requires that the examinations be assessed in terms of validity and reliability and in terms of the congruence of the examinations with the curriculum.

•Tracer studies of junior secondary graduates are required as an informational input to the EHR planning process. A joint effort by the MOE, Ministry of Home Affairs, the Central Statistics Office, and the University's research staff would be the best means for dealing with this need.

Source: Snyder, C. W., Jr. (1987). *Notes for JSEIP Internal Evaluation.* Gaborone: JSEIP Confidential Report.

JSEIP EVALUATION COMMITTEE

Feb. 15 - March 11, 1988

Chairperson	:	J. Roberts
AID/W	:	B. Belding
Project Manager	:	A. Domidion
Training Officer	:	D. Dambe
Engineer	:	P Brahmbhatt
L. Berger, International	:	R. George, Team Leader
L. Berger, International	:	B. Mackenzie
Research/IBRD	:	B. Fuller
FSU/COP	:	A. Hartwell
Deputy Permanent Secretary	:	T. R. Swartland
Chief Educ. Officer Secondary	:	G. Kgomanyane
CEO/CURR & Evaluation	:	P. Ramatsui
Principal/MCOE	:	D. Thompson
Chief Education Officer (Prim/TT)	:	P. Sephuma
Principal Education Officer (Trg)	:	H. Mogami
Principal Planning Officer, MOE	:	E. Odotei
Planning Officer, MFDP	:	D. Gaseitswe
Director, UTS	:	H. Phillips
Principal Planning Officer (CJSS)	:	G. Makunga
Principal Education Officer, MOE	:	F. Leburu

JSEIP Evaluation

Background: The Government of Botswana is rapidly implementing a program of nine years of basic education for the young people of the country. USAID is cooperating in this endeavor through the implementation of its Junior Secondary Education Improvement Project (JSEIP) which is helping toward improving the quality and efficiency of the expanding basic education system by making junior secondary schooling more responsive to national development needs, by improving the instructional delivery and teacher training components of the system, and by developing/revising the curriculum.

The JSEIP, therefore, has three closely coordinated and interrelated components: curriculum and instructional materials development; preservice and inservice teacher education; education systems planning, management and supervision. The project is being implemented by the Ministry of Education with the technical assistance of a team of ten consultants contracted by the Florida State University (FSU) Consortium, Improving the Efficiency of Educational Systems (IEES), presently under a centrally-funded AID contract. USAID/Botswana is providing the funding for the JSEIP project under its Mission budget.

ARTICLE I: Title: Junior Secondary Education Improvement, 633-0229

ARTICLE II: Objective: To provide technical expertise for the mid-point summative evaluation of JSEIP.

ARTICLE III: Statement of Work: In cooperation with officials in the Ministry of Education (MOE), USAID/Botswana, AID/W, and the FSU team, the IQC team of two experts will perform the following tasks toward the completion of a summative evaluation report on the implementation of JSEIP.

A. Evaluate the Six Priority Project Activities

1. Strengthening the Curriculum Development and Evaluation Unit (CD/EU).
2. Assisting with the MOE Revised Curriculum and Instructional Program.
3. Assisting in the Training of Preservice and Inservice Teachers.
4. Developing the Molepolole College of Education Program.
5. Strengthening the MOE Capacity for System Support, Management and Development.
6. Giving special attention to the question of basic skills related to jobs and to the development of entrepreneurial consciousness.

B. Determine the Extent to Which the FSU Team Has Met Work Plan Targets

1. Curriculum Revision/Development
2. Teacher Education
3. Management of Delivery Systems

C. Review Accomplishments at Project Sites

1. Molepolole College of Education (MOE)
2. Curriculum Development and Evaluation Unit (CD/EU), MOE
3. Planning Unit MOE

D. Assess the Participant Training Program at FSU and the University of Botswana (UB)

E. Assess the GOB Contributions Toward Project Goal and Purpose

1. Office and Housing Facilities/Equipment
2. Construction of Education Centers/CDEU
3. Counterparts
4. Teacher Education Unit, MOE
5. Participants for U.S./UB Training

F. List of Recommendations in Order of Priority.

ARTICLE IV: Reports:

A. Draft Report Due Last Week of Consultancy for Mission Review and Revisions

B. Final Report Due Two Weeks After Departure from Botswana - 10 Copies Submitted to Director, USAID/Botswana

ARTICLE V: Relationships and Responsibilities:

A. Evaluation Team in Botswana

1. Evaluation Officer, Chairperson — John Roberts
2. HRD Officer/Project Manager — Ann Demaline
3. Contract Team Members (2) — Rosemary George, Peter MacLaughlin
4. Chief, ST/ED, AID/Washington — Bruce Fuller
5. International Development Intern, AFR/TR/E, AID/Washington — Barbara Gibbs
6. MOE Official (to be determined) — (none)

B. Responsibilities of Contract Team

1. Work Closely with Project Manager and Evaluation Officer in Mission
2. Clear Interviews and Visits with FSU Chief of Party, USAID Project Manager or Concerned MOE Official, as Appropriate.

ARTICLE VI: Terms of Performance:

A. Four Weeks in Botswana, c/a February 1 - 26, 1988.

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B. Qualifications

1. Technical Evaluator No. 1: Experience in Junior Secondary Curriculum Development/Evaluation and Teacher Education with at least some experience in Southern Africa. Teaching Experience in Upper Primary/Lower Secondary levels essential.
2. Technical Evaluator No. 2: Experience in administration/evaluation of education projects in African Countries. Some Background in teaching/administration of Upper Primary/Lower Secondary levels Essential.

Note: One or both specialists should be familiar with word processors/data base programs since project implementation relies heavily on computer programming.

ARTICLE VII: Work Days Ordered:

A six-day work week is authorized for both experts, who will work a maximum of 24 days in-country from February 1 - 26, 1988.

ARTICLE VIII: Additional Information:

A. Duty Post: Gaborone, Botswana

B. Access to Project Documents, Team Reports

1. Project Paper
2. Grant Agreement, Project Implementation Letters
3. Project Implementation Reports
4. Semi-Annual, Annual FSU Reports
5. FSU Work Plan (Revised)
6. Reports of Short-Term Consultants
7. Reports, Curriculum Outlines, Analyses by FSU Team Members.

C. Logistical Support

1. Office Space, Typewriters, Word Processors - USAID
2. Protocol Meetings, Contacts for Interviews - USAID and Chief-of-Party, FSU
3. Field Trips Outside Gaborone - USAID, MOE
4. Accommodations - Hotel Reservations - USAID
5. Medical Facilities (Health Unit) - EMB

HRD/USAID
10/10/87

APPENDIX F

INTERVIEW QUESTIONS--JSEIP RTAs and SHORT-TERM CONSULTANTS

PAST

1. How were your expectations of the project formed? What were they? What did you think your length of stay would be?

2. How have previous Third World experiences contributed to your work here?

3 Discuss your orientation/team building experiences: upon arrival/pre-departure. Whose job is it?

4. Discuss intra-team communication and relationships.

PRESENT

5. How would you define your job? How do you spend your time?

6. Discuss the relationship between the JSEIP team and FSU.

7. Discuss the relationship between the JSEIP team and Howard University or IIR.

8. Discuss the relationship between the JSEIP team and USAID/Botswana.

9. Discuss the relationship between the JSEIP team and GOB/MOE.

10. Professional achievements to date.

11. Project achievements to date; what are your indicators of impact?

12. Personal issues, including job evaluation. How do you feel about Morgan/Chapman internal review?

13. Constraints to job and project goals (e.g. counterparts, skill transfer, etc.).

FUTURE

14. Goals (within next 2.5 years)

15. Constraints

16. Constructive changes/project restructuring, etc.

17. How does this experience fit into your personal plans?

INTERVIEW GUIDE -- GOB/MOE REPRESENTATIVES

A. What are your perceptions about how JSEIP fits into the context of what GOB/MOE is trying to accomplish?

B. What has been your role about this project?

   1. How were you involved in the preliminary planning--sector assessment, project paper, consultative process?

   2. What is the nature and extent of your involvement about the project at the current time?

C. What seem to you to be the major objectives of JSEIP?

   1. In the beginning

   2. Now

D. How would you assess the effectiveness of JSEIP in meeting these objectives?

   1. Work of project staff members

   2. Products/outcomes

E. What problems do you see with JSEIP as it presently is operating?

   1. What kind of mechanism/process exists by which these problems can be discussed and resolved?

   2. What ideas might you have about how these problems could be solved?

F. When JSEIP has run its course after the five or six years, what do you think should have been accomplished? What will have lasting impact?

G. What lessons do you feel GOB/MOE--and USAID-- already have learned from the experience with this project? If JSEIP could start all over again, what would you see doing differently?

INTERVIEW GUIDE--JSEIP RTAs--ROLES AND RESPONSIBILITIES

1. Review original job description.

2. Review job description as revised fall of 1987.

3. Do you think the revised job description is an accurate description of the roles/responsibilities currently expected of you?

4. Do you see any conflict in those roles/responsibilities?
   If so, what is it?

5. To what extent are you able to carry out those roles/responsibilities? Do you see any constraints in your being able to carry out those roles/responsibilities?

6. If you had your preference would you change the job description and, if so, how?

APPENDIX G

PERSONS INTERVIEWED AND SITES VISITED

Interviews were conducted with the following people by at least one member of the evaluation team and, in some instances, by two or three members, either individually or collectively.

Government of Botswana (GOB)

Ministry of Finance and Development Planning
D. Gaseitswe, Senior Planning Officer

Directorate of Public Service Management
N. Root, Senior Personnel Officer

Ministry of Education (MOE)
J. Swartland, Deputy Permanent Secretary

Planning Office

E. Odotei, Chief Planning Officer
D. Taylor, Planning Officer

Department of Primary Education & Teacher Training

D. Sephuma, Chief Education Officer

Department of Secondary Education

G. Kgomanyane, Chief Education Officer
M. Hulela, Senior Education Officer, Soc St
L. Moahi, Senior Education Officer, Science
E. Smith, Senior Education Officer, Tech St
F. Stoneham, Senior Education Officer, English
D. Nsebane, Senior Education Officer, Setswana
C. Matlhare, Senior Education Officer, Agric
W. Grisdale, Headmasters Advisor
G. Makunga, Principal Planning Officer, CJSS

Department of Curriculum Development & Evaluation

P. Ramatsui, Chief Education Officer
F. Leburu, PEO, Curriculum Development
R. Nesbit, CDO, English
P. Moanakwana, MDT, English
S. Makgothi, CDO, Science
D. Ratsatsi, MDT, Science
S. Mothei, MDT, Setswana
M. Masisi, MDT, Social Studies
V. Mogegeh, CDO, Mathematics
S. Khama, Research and Testing Unit

Department of Technical Education

P. Jones, Chief Education Officer

Department of Nonformal Education

F. Mawela, Acting Director

Unified Teaching Service

H. Phillips, Director
T. Landrath, Peace Corps Volunteer

Training

H. Mogami, Principal Education Officer

Schools

Itireleng Junior Secondary School:
Mrs. Mbulawa, Headmistress
Mr. Dayanand, Technical Studies

Ipeleng Junior Secondary School
Miss Moleseng, Headmistress
A. Ecob, Technical Studies

Kwena Serato Junior Secondary School
Mr. Nkomo, Headmaster

Lobatse Secondary School
Mrs. Monosi, Acting Headmistress
J. Walter, Technical Studies

Education Center, Lobatse
G. Sechele, Principal
C. Duffield, In-service, Technical Studies
D. Marsland, In-service, Science

Molepolole College of Education (MCE)
D. Thompson, Principal
R. Ahara, Head, Social Studies Department
C. Mannathoko, Head, Education Department
L. Ives, Teacher, Arts & Crafts
T. Mosadimotho, Lecturer, African Languages
A. Manatsha, Lecturer, Arts & Crafts

University of Botswana (UB)
T. Tlou, Vice Chancellor
J. Yoder, Head, Faculty of Educ Grad Prgms
U. Kann, National Institute for Research, Botswana Educational Research Association, former Senior Planning Officer (MOE)

USAID/Botswana
- J. Hummon, Director
- J. Roberts, Deputy Director, Evaluation Officer
- A. Domidion, Human Resources Development Officer
- P. Brahmbhatt, Engineer
- D. Dambe, Training Officer
- B. Allen, Controller
- M. Anderson, Executive Officer

Junior Secondary Education Improvement Project (JSEIP)
- A. Hartwell, Planning & Systems Management, Chief of Party
- D. Allen, Staff Development
- J. Bowers, Test and Measurement
- J. McDonald, Inservice School Management
- R. Mullany, Inservice Teacher Education
- K. Noel, Senior Instructional Systems Design
- J. Odhara, Instructional Systems Design
- W. Snyder, Program and Materials Evaluation
- B. Vogeli, Instructional Media
- F. Walton, Technical Studies
- J. Carter, Short Term Consultant (English)
- W. LeBlanc, Short Term Consultant (English)
- G. Marks, Short Term Consultant (Teacher Education)
- M. Merryfield, Short Term Consultant (Social Studies)
- A. Wales, Short Term Consultant (Agriculture)
- M. Morgan, Short Term Consultant (Commun. & Study Skills)

UB/FSU Joint Program Participants
- S. Basiamang
- D. Batshogile
- J. Chengeta
- G. Gobotswang
- N. Losike
- S. Moahi
- M. Nyati
- P. Richard
- D. Tselayakgosi

U.S. Government Projects
- M. Evans, Chief of Party, Primary Education Improvement Project (PEIP)
- D. Benedetti, Chief of Party, Botswana Workforce and Skills Training (BWAST)
- T. Olson, Associate Peace Corps Director, Education
- K. Ward, Associate Peace Corps Director, Training

Others
- A. Quarmby, Educational and Media Consultant, former Director of Tirelo Setsheba (national service)
- E. Blake, former Administrative Assistant, JSEIP

APPENDIX H

DOCUMENTS REVIEWED

Botswana Education and Human Resources Sector Assessment, IEES, 1984 and Update 1986

IEES Country Plan, Botswana, 1985

GOB National Development Plan VI:1985-1991

GOB Ministry of Education Annual Report, 1984

GOB Ministry of Education Annual Report, 1985/6

JSEIP Project Paper

JSEIP IEES Internal Mid-Project Review, June 1987

JSEIP Field Report, November 1985
December 1985
January 1986
February 1986
April 1986
May 1986
June 1986
July 1986
August 1986
September 1986
October 1986
November 1986
December 1986/January 1987
March 1987
April/May 1987
June 1987
July 1987
August/September 1987
October/December 1987
January 1988

JSEIP 6 Month Report, October 1, 1985-March 31, 1986

JSEIP 2nd 6 Month Report, April, 1986-September 1986

JSEIP 4th Progress Report, April-December 1987

JSEIP Work Plan, October, 1987-December 1988

JSEIP Commodity Report, February 1988

Morgan Trip Report, August 1986

Morgan,Chapman Trip Report, July 1987

PEIP I Final Report (1981-1986)

JSEIP Instructional Materials Development, Evaluation and Production Schedule

1987	1988			1989			1990			1991
AUG. – DEC.	JAN. – APR.	MAY – AUG.	SEPT. – DEC.	JAN. - APR.	MAY – AUG.	SEPT. – DEC.	JAN. – APR.	MAY – AUG.	SEPT. – DEC.	JAN. – APR.
Develop materials for Form 1 Term 1	Develop materials for Form1 Term 2	Develop materials for Form 1 Term 3	Develop materials for Form 2 Term 1	Develop materials for Form 1 Term 2	Develop materials for Form 2 Term 3					
	Pilot test materials for Form1 Term 1	Pilot test materials for Form1 Term 2	Pilot test materials for Form 1 Term 3	Pilot test materials for Form 2 Term 1	Pilot test materials for Form 2 Term 2	Pilot test materials for Form 2 Term 3				
		Revise materials for Form 1 Term 1	Revise materials for Form 1 Term 2	Revise materials for Form 1 Term 3	Revise materials for Form 2 Term 1	Revise materials for Form 2 Term 2	Revise materials for Form 2 Term 3			
			Production of materials for field testing Form 1 Term 1	Production of materials for field testing Form 1 Term 2	Production of materials for field testing Form 1 Term 3	Production of materials for field testing Form 2 Term 1	Production of materials for field testing Form 2 Term 2	Production of materials for field testing Form 2 Term 3		
				Field test materials for Form 1 Term 1	Field test materials for Form1 Term 2	Field test materials for Form 1 Term 3	Field test materials for Form 2 Term 1	Field test materials for Form 2 Term 2	Field test materials for Form 2 Term 3	
					Analysis of field test and revision of materials for Form 1 Term 1	Analysis of field test and revision of materials for Form 1 Term 2	Analysis of field test and revision of materials for Form 1 Term 3	Analysis of field test and revision of materials for Form 2 Term 1	Analysis of field test and revision of materials for Form 2 Terms 2 3	
						Production of materials for national distribution Form 1 Term 1	Production of materials for national distribution Form 1 Term 2	Production of materials for national distribution Form 1 Term 3	Production of materials for national distribution Form 2 Term 1-2	Production of materials for national distribution Form 2 Terms 3
							National distribution of materials for Form 1 Term 1	National distribution of materials for Form 1 Term 2	National distribution of materials for Form1 Term 3	National distribution of materials for Form 2 Terms 1-3

July 1987

APPENDIX I

APPENDIX J

SYLLABUS, DEPARTMENT OF EDUCATION
MOLEPOLOLE COLLEGE OF EDUCATION

Draft version, original syllabus

Year 1	Term 1	Orientation to Teaching Orientation to Education
	Term 2	Principles & Practice of Teaching Child Development
	Term 3	Teaching Strategies Classroom Management
Year 2	Term 1	Education of Pupils with Exceptional Learning Problems Guidance and Counselling
	Term 2	Teaching Practice
	Term 3	Education of Gifted Children (cancelled) Teaching as a Profession

Current syllabus, revised 3 Nov 87

Year 1	Term 1	Human Growth and Development
	Term 2	Teaching Methods and Skills Instructional Design
	Term 3	Teaching Aids Production Theories of Learning
Year 2	Term 1	Mixed Ability Teaching & Remediation (7 weeks) Initial Teaching Practice (6 weeks)
	Term 2	Guidance and Counselling Curriculum Design
	Term 3	Evaluation and Test Construction
Year 3	Term 1	Secondary School Administration (5 weeks) Final Teaching Practice (8 weeks)
	Term 2	Education and Society
	Term 3	Philosophy of Education & Values (7 weeks) Final Examinations (6 weeks)

APPENDIX K

JSEIP ACCOMPLISHMENTS

PURPOSE/SPECIFIC OUTPUTS OF LOG FRAME	CLAIM NUMBER	PENETRATION
Increase Quality & Efficiency of System		
Adapted curriculum incorporating basic education and projected workforce needs.(Note 1)	C1, C5, C10, C6, P6, P11	1
Effectively organized instructional objectives, learning strategies, and achievement measures.	C1, C8, C9	3
Identified, adapted, or developed instructional materials to support the revised curriculum	C2, C6, C8	2
Established strategies for field testing, formative evaluation, revision, implementation, and improvement of the instructional programme	T6, P6	2
Teachers trained to implement the new instructional programme.	T1, T2, T3, T4, T5, T6, T7, T8, P2	5
Developed teacher guides with instructional strategies to support the revised curriculum.		3
Produced and distributed teacher guides for the entire junior secondary programme.		
Developed student instructional packages (learning guides and associated materials) to support the revised curriculum.		1
Institutionalize the capacity to develop, manage, and support the JS system.		
Improved MOE organizational structure and staff skills to manage the junior secondary system.	P1, P3, P4, P5, P6, P10, P11, P12	2
Strengthened Curriculum Development and Evaluation (CD/E) Unit.	C1, C2, C5, C10, P6	2
Trained MOE staff in management information techniques for continuous assessment and improvement of the system.	P6, P8, P9, P11	3

Improved inservice programme to support the new junior secondary instructional programme.	T2, T3	2
Improved preservice programme to support the new instructional programme.	T4, T5, T6, T7, T8	3
Training workshops for inspectors, education officers, and headmasters on implementing the revised instructional programme.		
Effective procedures established for procuring and distributing instructional materials including teacher guides.		3
CD/E Building constructed.(Note 2)	C3	10
Education Centers (6) for inservice training constructed.(Note 3)	C7	2

Note 1. Curriculum for basic education has been adapted. No consideration is being given to workforce needs.

Note 2. The building is complete but has some structural problems.

Note 3. One Educational Center is complete (Selibe-Pikwe), one is under construction at Maun. The other four have not yet been started.

Update of Table 2, Internal Mid Project Review of 1987

Update of list of "claims" from Internal Mid Project Review, 1987 (beginning on Page 10)

C1. Instructional Materials Development Teams. See Chapter IV for details. Some teachers have been seconded. Four short-term consultants are currently assisting and one more is scheduled to join the project soon.

C2. Improved Instructional Materials Production Capacity. A high-speed, high-volume photocopier intended to be used for the actual production of teaching materials has not been ordered due to lack of a person to be trained in its operation and a reduction in overall maintenance funds.

C3. Building for the Department of Curriculum Development and Evaluation. The building was completed on schedule and occupied in October 1987. There are some structural difficulties still to be resolved.

C4. Organization of Curriculum Library. A large quantity of materials is being held in storage pending the completion of repairs to the building, notably water leakage.

C5. Improved Communications in the Curriculum System There is little indication of any cross links among subject areas. This overall matter will be addressed as mentioned in C10. below.

C6. Needs Assessment Studies. All scheduled studies have been completed and resulting materials are in use.

C7. Construction of Education Centers. The Education Centre at Selibe-Pikwe is complete. The Centre at Maun is expected to be completed in April 1988. The Centres scheduled for Molepolole, Masunga, Mahalapye, and Ghanzi have not yet been started.

C8. Syllabus Rationalization. Work completed

C9. Improved JC Exam in Social Studies. Work completed.

C10. Established the Curriculum Coordinating Steering Committee. This group is presently inoperative but will be reconstituted to deal with C5. above.

Pre-service

T1. Established Department of Arts, Crafts and Technical Studies at the Molepolole College of Education. Department of Arts and Craft is now a separate department. Development of Technical Studies as a teaching subject is continuing.

T4. Administration and Systematization of Teaching Practice at MCE. The teaching practice program is established and functioning. JSEIP provide program maintenance as requested.

T5. Development of Communication and Study Skills Course. The program is institutionalized and functioning well.

Best Available Document

T6. Curriculum Development Contributions to Education Department at MOE. JSEIP staff continue to contribute to this function although not as much as in the first year due to their additional assignments at CDU.

T7. Introduction of Microteaching Laboratories at MOE. This program appears to be continuing and functioning well.

In-service

T8. Technical Studies Inservice Workshops. Held as noted in 1987 report.

T9. Social Studies Inservice Workshops. Held as noted in 1987 report.

Additional inservice courses will be held as further instructional materials become ready for dissemination to the field.

P1. Innovative Masters Degree Program. See Chapter VII.

P2. Infrastructural Support for Molepolole. As noted in 1987 report.

P3. Secondary School Regulations. New regulations drafted, reviewed, and resubmitted for approval.

P4. Development of Headmaster's manual. Produced and distributed.

P5. Headmaster's Inservice Workshops. Held as noted in 1987 report.

P6. Evaluation Task Force. This group is active and functioning as noted in 1987 report.

P7. National Curriculum Consultative Conferences. Still scheduled to begin in April 1988. (One senior MOE official has stated that he thinks there are too many conferences being scheduled as they are straining the Ministry's resources.)

P8. Development of Databases for Planning Management and Evaluation of the Junior Secondary Cycle. A great deal of work has been done in this area but there is still much to be done.

P9. Development and Installation of Computerized Teaching System for Non-Formal Education. This was an IBEC project, not a JSEIP activity. The system was developed and installed but is reported to be non-functional.

P10. Research Initiative on Community Capacity to Support Local Education. Dr. Molutsi's project is reported to be proceeding well but payments are lagging four to five months behind.

Best Available Document

P11. Drafted Policy Papers in Evaluation Methodology, Curriculum Development, Small Schools, School Fees, CJSS Location. A number of papers have been written by JSEIP staff. Some are assembled in a publication called "Systems Development."

P12. Botswana Educational Research Association Support. Support for this activity is continuing.

A COOPERATIVE AGREEMENT BETWEEN

THE UNIVERSITY OF BOTSWANA AND THE FLORIDA STATE UNIVERSITY

This agreement sets forth the terms of reference for a cooperative Masters degree program to be offered jointly by the University of Botswana and the Florida State University with the assistance of the USAID funded Junior Secondary Education Improvement Project (JSEIP) and the Ministry of Education. The training will be offered in a range of specialties consistent with the needs of the JSEIP project to be agreed upon by the two universities and the Ministry of Education. Instruction will be given at both universities for all participating students and the degrees will be conferred by Florida State University. The course will be an in-service one offered to serving teachers and education officers.

STUDENTS

Participating students will be nominated by the Ministry of Education and must have completed an appropriate undergraduate degree. The specialty area in which they are to receive training will be indicated by the Ministry of Education. Students must meet the requirements of and be acceptable for admission to both universities. Tuition and other fees will be paid to each university during the time the student is attending the university. These costs will be borne by the JSEIP project.

FACULTY

Faculty to be involved in this program will be from the faculties of both universities. Participating professional staff from the University of Botswana may be given adjunct faculty appointments to the Florida State University. In the event of a shortage of qualified personnel to teach required courses at the University of Botswana temporary faculty members may be seconded to the University of Botswana from the Florida State University.

DEGREE PROGRAM

Candidate students will apply for admission to the graduate programs of the two universities following the normally established procedures. Those students admitted will enter the University of Botswana at the beginning of the term following their admission to the program. For the first group of students this will be the term starting in January, 1987. During this term they will be enrolled in the equivalent of nine hours of work in the areas of statistics, measurement, research methodology, and socio-economic foundations of Botswana education. The students will, upon the completion of this first term, transfer to Florida State University, where they will continue their work under the jurisdiction of the Department of Foundations and Policy studies. An advisory committee will be appointed for each student which will include at least one faculty member from the University of Botswana. With the concurrence of this committee each student will develop a program of studies which will include courses that will provide training in the specialty area for which he or she was selected and which will meet the requirements for completion of the Masters degree. While at Florida State University the student

will complete a minimum of twenty-one semester hours of course work. Upon completion of two consecutive terms at Florida State the students will return to Botswana and re-enter the University there for their final courses of at least 6 hours. During this period they will be enrolled in courses where the focus will be on the conduct of developmental research applied to the Junior Secondary educational problems in Botswana. Toward the end of this period the student will undergo a comprehensive examination administered by his or her advisory committee. Passage of this examination and successful completion of all assigned course work will fulfill the requirements for the Masters degree.

Agreement to these terms of reference is signified by the signatures below.

Derek Lindfield
Dean, Faculty of Education
UNIVERSITY OF BOTSWANA

Robert Lathrop,
Dean, College of Education
FLORIDA STATE UNIVERSITY

Thomas Tlou,
Vice Chancellor,
UNIVERSITY OF BOTSWANA

Robert M. Johnson,
Dean, Graduate Studies
FLORIDA STATE UNIVERSITY

Date: 25th November, 1986

Bernard F. Sliger
President
FLORIDA STATE UNIVERSITY

QUESTIONNAIRE: UB/FSU PROGRAM

1. Did you receive sufficient briefing or information about the joint UB/UFS program before the courses began?

   3 Yes 6 No

2. If yes, how would you rate that information?

   ___ Good, useful, accurate 3 Poor, not useful

3. How would you rate the courses you received at UB prior to going to FSU?

   5 Good, useful 3 Poor, not useful

4. Were you able to take the courses you expected to take at FSU?

   1 Yes, all of them 7 Some of them 1 No, none of them

5. Were problems you encountered at FSU satisfactorily dealt with in a timely fashion by the university administration?

   ___ Yes 9 No

6. How do you rate your experience at FSU overall?

   4 Good, very helpful 4 Somewhat helpful 1 Poor, not helpful at all

7. How would you rate the guidance you are receiving on your research project?

   6 Good, helpful 3 Poor, not helpful

8. Do you think your research project will be useful to you in the future?

   7 Yes 1 No

9. Will the training you have received through the UB/FSU program be of value to you in your next assignment?

   3 Yes ___ No 6 Don't know Most do not what the next assignment will be

10. What I liked most about the UB/FSU program was _____

11. What I liked least about the UB/FSU program was _____

12. Other comments _____

*Completed by 9 of 13 UB/FSU joint program participants in meeting with JSEIP Evaluation Team, February 25, 1988.

JSEIP/GOVERNMENT OF BOTSWANA PROJECT AGREEMENT

ARTICLE II

Contribution of the Parties

A. A.I.D.	Estimated	Expended As Of 12/31/87
1. Technical Assistance	$ 6,935,000	_____
2. Training	1,818,000	_____
3. Commodities	1,271,000	_____
4. Construction	2,210,000	_____
5. Project Support Services	140,000	_____
6. Inflation and	2,461,000	_____
Contingencies	1,483,000	_____
B. GOVERNMENT OF BOTSWANA		
1. Technical Services	$ 420,000	_____
2. Training	1,240,000	_____
3. Commodities	371,000	_____
4. Construction	1,341,000	_____
5. Operations and Support	314,000	_____
6. Inflation and	944,000	_____
Contingencies	563,000	_____

*Information requested by JSEIP Evaluation Team, 19 February 1988

JSEIP IMPLEMENTATION

The following listing provides information on the implementation of JSEIP
The actual start up of field Project activities awaited the arrival of the
RTAs, starting in Oct. 1985 with the COP, and six more RTAs by Jan. 1986.

NO.	ACTIVITY	PLANNED DATE	ACTUAL START	COMMENTS
1	Grant Agreement	Apr 85	Apr 85	
2	Contract for Design of CD/E Bldg.	May 85	Jun 85	
3	Contract w/TA Institution	May 85	Sep 85	Contract process, Task Order 3 under IEES took more time than expected.
4	Annual Workplans	July 85	Jan 86 Jan 86 Nov 87	The 1st two workplans were presented as timelines The 87/88 plan was more extensive.
5	RTAs arrive	July 85	Oct 85	Chief of Party arrived 17 Oct. 85. 3 more RTAs arrived by end of Jan. 86 All RTA posts (10) are now filled.
6	Drawings of CD/E: of Ed.Centres	July 85	Mar 86 Apr 87	No USAID resident engineer to review CD/E drawings No Teacher Ed.Dept. to develop designs
7	Begin appraisal of JS content,needs	July 85	Mar 86	The first systematic needs assessment began with a tour of about 45 schools during March/April 86.
8	Short term training in-country.	July 85	See below	
9	In-service training in-country	July 85	Jul 86	The first series of workshops were with all Social Studies teachers between July and October 86. Regular workshops have been held w/headmasters and technical studies teachers.
10	Ist group(6) MA trainees depart.	Sept.85	Jan 87	13 students began the joint UB/FSU Masters program in Jan. 87, and will complete in April 1988. Next group to start in Aug.88.
11	Contract for 1st two Ed.Centres	Oct 85	May 87 Jun 87	Selebi-Phikwe was the first Centre under construction Maun was the second Centre to start
12	Contract for CD/E building	Oct 85	Jul 86	JSEIP team put much work into design of CD/E bldg.
13	5 Staff houses completed	Dec 85	Dec 85	Houses were ready for occupancy in Jan. 86

NO.	ACTIVITY	PLANNED DATE	ACTUAL START	COMMENTS
14	Short term US/3rd country training	Jan.86	Sep 86 Jul 87 Sep 86	6 MCE staff to Lesotho for 2 week study tour 9 staff to Lesotho for Research Conference 3 MOE staff to FSU for two week workshop Problems finding appropriate training & trainees.
15	Start instructional materials JSS	Jan. 86	May 87	During 86 JSEIP developed organization, specified aims, worked on revised structure of syllabuses. Instructional materials began w/ work of MOTs. See 4th Progress Report,pp.11-17
16	Annual Report Work Plan	May 86	2 in 86 Jan 87	The contract specified bi-annual progress reports Two reports were prepared in 1986, 2 in 1987 Work plans prepared for 1986, 1987, 1988 The Jan-Dec annual plans reflect MOE's work cycle.
17	1st two Ed.Centres completed.	June 86	Dec 87 Apr 87	Problems w/contractor at Maun Ed.Centre
18	Provisional teachers guides started.	June 86	Aug.87	MOTs first completed new syllabi See 4th Progress report, pp.11-17
19	Modular curriculum units started	June 86	Sep 87	See 4th Progress report, pp.11-17
21	Training teaching staff in revised curriculum	July 86	Sept.88	Teacher training for field tests(89) starts in 88 During 1986 and 87 teachers' workshops held to get input into curriculum development
22	2nd group MA trainees depart	Sept.86	Aug.88	2nd group of trainees will go overseas in Aug. We expect between 8-10 trainees.
23	Project Annual report & work plan	May 87	Dec.87	The contract calls for bi-annual reports. Two reports prepared in 1986 and 2 in 1987 Annual plans for 86,87 & 88 have been prepared.
24	3rd&4th Ed. Centres completed	June 86 (Dec 88)		Ghanzi & Molepolole will be started in (April) with Mochudi & Tsabong (PEIP). USAID Resident Engineer started in Jan.88, needed to move project.

NO.	ACTIVITY	PLANNED DATE	ACTUAL START	COMMENTS
25	Contract for Ed. Centres 5 & 6	April 87	(Sep 88)	
26	External Evaluation	May/Jn 87	Feb 88	External evaluation takes place two years after full team of RTAs began work, and when Curriculum activities are well underway.
27	RTAs complete assignments/new personnel	June 87	Oct 87 Dec 87	MOE gave clearance for continuation of all RTAs in Oct 87. See Exhibit 9 of the 87/88 Work Plan for details on all RTA schedules.
28	1st group of MA students(5) complete.	June 87	April 88	13 students are now completing the final term of field research in Botswana.

Activities 29-48 have not yet started. Refer to the 1987-88 Work Plan for projected activities and outputs.

29 February 1988
JSEIP

JSEIP RESIDENT TECHNICAL ADVISORS

Name; Title	Duration of Position	Original Assignment	January 1988 Assignment
Dwight Allen, Ed.D. Staff Development Specialist	1/86 - 9/70	MCE	CDU
John Bowers, Ph.D Curriculum Evaluation and Testing Specialist	1/86 - 12/89	MCE	same, but 1/2 CDU
Ash Hartwell, Ed.D Planning Systems Specialist (and Chief of Party)	10/85 - 9/90	MOE Planning Unit COP	1/2 MOE 1/3 IEES 1/3 JSEIP mgmt
Joe Mac Donald, M.A. Inservice School Mgmt. and Administration Specialist	9/86 - 8/90	MOE Secondary Dept	same
Dick Mullaney, M.Ed. Inservice Teacher Education Specialist	11/85 - 9/80	MOE Secondary Dept	same, but 1/2 CDU
Kent Noel, Ph.D. Sr. Instructional Sys. Design Specialist	11/85 - 9/90	CDU	same
Johnson Odharo, Ph.D. Instructional Systems Design Specialist	11/85 - 9/90	MCE	same, but 1/2 CDU
Wes Snyder, Ph.D. Program and Materials Evaluation Specialist	9/86 - 9/90	CD/E	1/3 same 1/3 IEES 1/3 JSEIP mgmt
Barry Vogeli, M.Ed. Instructional Media Specialist	1/86 - 9/90	CDU	same, but 1/3 JSEIP mgmt
Frank Walton, Ph.D. Technical Education Specialist	1/86 - 9/90	MCE	same, but 1/2 CDU

SHORT-TERM CONSULTANTS AND ASSIGNMENTS

Name	Dates	Days	Location	Assignment
Patricia Stith	10/30/86-12/19/86	35	MOE	Needs assessment studies in support of JS curriculum
Johanna Carter	11/01/86-12/31/87 01/17/88-12/16/88	238	MCE CDU	English materials development
Pamela Allen	02/09/87-04/30/87	59	MOE	Development of administrative manuals
Eileen Hunt	05/01/87-07/31/87	66	CDU	Materials management specialist.
Z. Mapp-Robinson	05/08/87-10/31/87	126	MOE	Guidance & Counselling
Geoffry Marks	06/08/87-12/15/87 01/19/88-08/18/88	90	MCE MCE	Educational Materials Development Teacher Education
Michael Morgan	08/01/87-12/31/87	114	MCE	Communication & Study skills
Rodney Clarken	08/10/87-12/31/87	101	MCE	Social Studies curriculum development
Mantsetsa Marope	08/01/87-10/31/87	50	MOE	Assessing training needs of JS school leavers
Wendy LeBlanc	09/28/87-12/31/87 01/29/88-12/28/88	68	CDU CDU	English materials development
Merry Merryfield	10/17/87-11/30/87 02/07/88-05/06/88	30	CDU CDU	Social Studies materials development
Alan Hoffman	06/29/87-08/08/87		MCE	Computer Science (OPSCAN)
Ernest Burkman	08/07/87-09/04/87		CDU	Science curriculum advisor
Ellen Drake			CDU	Career Counselling
Amy Wales	02/01/88-04/30/88		CDU	Agriculture materials development

APPENDIX Q

APPENDIX R

Suggested Job Description

CHIEF OF PARTY

1. Serve as Institutional Contractor's official representative and point of contact in Botswana

2. Represent the project on selected key committees linking USAID and GOB

3. Serve as reviewing officer for personnel evaluations prepared by Deputy Chief of Party and originator for evaluation of Deputy

4. Perform oversight functions on all contractual and financial transactions

DEPUTY CHIEF OF PARTY

1. Supervise day-to-day operations of the project, carrying out policies set by Chief of Party, USAID, FSU

2. Supervise all activities of the project staff (RTAs, consultants and local hire personnel)

3. Represent project on designated committees including USAID staff meetings

4. Carry out personnel evaluations on members of team subject to review by Chief of Party

5. Be responsible for all financial transactions and supervise maintenance of all financial records

6. Be responsible for all contractual arrangements and negotiations, ensuring that all pertinent regulations are observed

7. Collect and synthesize information from other staff members for the preparation of periodic reports; prepare information on activities of this office

8. Monitor closely project performance versus work plan outputs and timetable

APPENDIX S

SOME LESSONS LEARNED FROM JSEIP

By Barbara Belding

Lessons are drawn from the mid-term evaluation of JSEIP and from the experienc of those engaged in carrying out the project are organized under the following headings: general, project design, project implementation, and specific.

A. General

1. A complex project with multiple components, action sites, and organizational jurisdictions requires well-defined roles and clear lines of authority and communication. JSEIP, with three major components, and four sites qualifies as a complex projects. Cooperation and communication have been required between the project and the principal officers of the various MOE units. However, roles and communication lines have not always been clearly defined and confusion has resulted.

2. Reforms will only be effective if they are linked and if they are institutionalized at all levels. The expansion of the junior secondary education system is taking place on several levels: at the schools themselves, at the CDU, at the teacher training institutions, and within the MOE's planning and management units. Because reforms and innovations may not happen at the same pace at various branches of the system, linkage must be carefully monitored and evaluated.

B. Project Design

1. Sharply focused and detailed job descriptions are needed for project staff. In the initial job descriptions several individuals were given multi-faceted job descriptions that also included working at several sites. After the internal evaluation, job descriptions were further refined and several key positions were redefined, making it ever more difficult to carry out all functions effectively.

2. Team members should concentrate on their project responsibilities and not be distracted by assignments outside of the project. In the original design members of the team were expected to work on JSEIP. At a later point, management of IEES activities was added to the C.O.P.'s role, and after the internal evaluation, to that of another RTA. Further IEES activities should be undertaken by a short-term RTA funded by AID/W/S&T.

C. Project Implementation

1. Realistic assessment of the GOB ability to assign counterparts needs to be carried out early on in the project and should be re-assessed and evaluated intermittently throughout the life of the project. The recent "White Paper" on job classification has seriously affected the possibility of continued assignment of teachers to the Curriculum Unit and this could have a negative impact upon project outputs in terms of amount of materials and preparation time. It may also affect future placement of returned participants at the CDU.

2. Linkage between organizational components with related goals is essential. The joint assignments of several RTAs to two levels of the system (e.g. CDU and MCE) has provided a significant link. However, care must be taken to institutionalize these links beyond the life of the project.

3. To derive optimum benefit from short term consultants, careful planning is required. Requests for consultants should be based upon documented needs related to project goals. As project goals are realigned, reevaluation of the need for previously projected consultancies should be carried out.

4. Care must be taken to avoid overloading the education system at any one period with too many reform initiatives. Introducing sweeping systematic, curriculum, and new pedagogical techniques can be highly disruptive to what is a traditionally oriented clientele.

5. Care must be taken to avoid overloading segments of the education system at any one period with too many poorly integrated consultants. Project managers must be sensitive to the additional demands placed upon personnel and systems and use consultation and corrective action when indicators of burnout or resentment occur.

6. The lag time between project design and implementation often leads to differences between the real and the planned. The area of staff development at the teachers college was predicated upon the assumption that the staff to be developed was Batswana. Instead, the reality was that they were almost 80% expatriate and there was considerable resistance to this component of the project. Perhaps this should have been reevaluated or redesigned before plunging ahead with implementation.

7. Effective project management requires that a range of sound administrative practices be employed, e.g. regular staff meetings to insure a flow of communication among all members, regular personnel evaluations, clear lines of authority and reporting, and full orientation of all new team members (full-time or short-term).

D. Specific

1. Curriculum development in several subject areas cannot be expected to proceed at a uniform pace. The curriculum development of JSEIP is complex and proceeding at a varying pace in different subject areas. In several instances the host country counterparts are completely absent, and in other cases do not possess the requisite experience or skills to undertake this process. Thus the staff is being trained while simultaneously working under production and testing deadlines. If the predicted April 1988 assignment of more staff to this section does not rectify some of the staffing imbalances, then production and testing deadlines may need to be reevaluated.

2. Short-term consultants should be thoroughly briefed upon arrival in-country so they can understand the complex inter-relationships of JSEIP, and their work should be supervised and evaluated.

3. Any project needs timely, consistent and effective backstopping.