

PROJECT ASSISTANCE COMPLETION REPORT

Primary Education Improvement Project (I)
(PEIP:633-0222)
(1981-1986)

Project Summary

The goal of the project was to assist the Government of Botswana (GOB) to increase the access, efficiency and relevance of primary education. The high priority which the GOB had assigned to primary education was reflected in plans to provide for a 40% increase in enrollments in Standards 1-7 between 1980 and 1985, and to increase the numbers of qualified teachers and classrooms to meet that need.

To achieve the project goal, the following purposes were developed:

A. To establish in the University (College) of Botswana (UCB) a permanent capacity to provide appropriate pre-service training through (a) the creation of a four-year professional Bachelor of Primary Education degree program and (b) a two-year Diploma in Primary Education to upgrade senior primary school staff for whom a degree was not appropriate;

B. To strengthen the capacity of the Ministry of Education (MOE), in cooperation with UB, to organize and implement effective inservice programs for supervisory staff and teachers involved in primary education.

It was predicted that the cadre of primary teachers would need to be increased from about 5,000 to 6,800 by 1985 if Botswana continued to press toward universal primary education. By the end of the project, September 1986, 235,941 or approximately 85% of primary school age children were in school, and 7,324 primary school teachers were in service in 537 schools.

Under a Collaborative Assistance Mode Contract, Ohio University was designated to help the GOB and USAID write the project proposal in addition to the subsequent implementation of the project. From 1981 - 1986, Ohio University provided 24.6 person years of long-term technical assistance (11), 31.4 person months of short-term consultants (13), long-term U.S. training for 10 Botswana to earn MEd degrees and short-term courses for 2 Botswana for a total of 12 person months. During the LOP, eleven long-term technical advisors served in the

following positions: Chief-of-Party/Curriculum and Supervision/Chairperson, Department of Primary Education, UB (2); In-Service Education Specialist (2); Reading/Language Arts Specialist (1); English/Teaching English as a Second Language (2); Math/Science Specialist (3), and Teacher Competency Specialist (1).

During the LOP, ten participants earned MEd degrees in the following areas: Administration (2), Reading (1), English (1), Early Childhood Education (1), Curriculum/Supervision (1), Math Education (1), Social Studies (1), Guidance and Counseling (1), and Media (1). It should be noted that one participant, who returned to serve at UB, was able to begin a PhD program at Ohio University before the completion of PEIP.

I. Project Implementation

To achieve the two main purposes stated above, the project implementation scope of work comprised preservice and inservice education. Four of the technical advisors in preservice were located in line positions in the newly created Department of Primary Education, Faculty of Education, UB. Two were located in the MOE for inservice activities. Because in Botswana consultants of one year or more fill vacancies in the GOB, all PEIP team members were expected to perform duties and participate on committees, work with other donor agencies and serve on curriculum panels as if they were employees of the University or the MOE, in this project. Such activities enabled members of the PEIP team to be accepted in line positions that proved to have considerable influence on the primary education program.

With the help of the PEIP team members, a Department of Primary Education was established in the Faculty of Education, at UB to provide diplomas and bachelors' degrees for mature age entry students, 25 years or older, who had served in schools but who had not had the opportunity to earn diplomas or degrees beyond junior or senior high schools. With an approved curriculum and thirty new starts per year, the program of a two-year Primary Education Diploma and a four-year Primary Education Bachelor's Degree was able to provide 42 UB graduates with BEd degrees and 33 UB Diploma graduates by the end of the contract, August, 1986.

While the PEIP team served in the Department, ten participants, who were Staff Development Fellows, were sent to the U.S. to earn MEd degrees in those subjects needed in the program: Social Studies, Reading, English,

Early Childhood Education, Administration, Math Education, Science Education, Curriculum/Supervision and Media. All returned to UB before the project was completed to resume positions in the Faculty of Education.

To provide for inservice teacher education, the advisors at the MOE, with cooperation from the UB staff, initiated a network of workshops to take place six times a year in three different locations to cover the North, South and Central districts to total approximately 18 workshops each year. About 120 teachers and education officers participated each year with attendance at alternate workshops to make it possible for more head teachers and deputies to participate in the areas of Reading, Math/Science and the teaching of English as a second language.

Using the principle of "the multiplier effect," returned participants tried their newly-learned skills in their schools and in neighboring schools with some degree of success. One EO gave 17 workshops, using the techniques he had learned in the previous workshops he had attended.

Consultations with curriculum development units, PTTCs, UTS, UB and MOE headquarters were essential to the success of the program. Flexibility and changes, localization, development cooperation, as well as the multiplier effect, were instrumental in improving the inservice workshops. In the First Component of the workshops, approximately 1230 teachers and education officers participated. The Second Component included another 850 teachers and education officers so that over 2,000 or 30% of the primary teaching/administrative staff of primary programs had benefited from approximately seventy-one workshops during the life-of-project (LOP). Usually three were being conducted simultaneously in three different locations to include more participants. During the Second Component, special attention was given to Continuous Assessment, the Botswana Teacher Competency Model, Guidance and Counseling, Self-Study, and the early phases of Breakthrough to Setswana.

II. Summary of Project Inputs - USAID Contribution

A. Technical Assistance - Long Term

<u>Planned</u>	<u>Actual</u>
1. Team Leader and Specialist in Curriculum and Supervision	a. Team Leader and Specialist in Curriculum and Supervision
2. In-Service Education Specialist	b. In-Service Education Specialist
3. Reading/Language Arts Specialist	c. Reading Language Arts Specialist
4. Math/Early Childhood Education Specialist or Math/Science Specialist	d. Math/Science Specialist
5. English/Teaching English as a Second Language Specialist	e. English/Teaching English as a Second Language Specialist
	f. Teacher Competency Specialist
	g. Administration (OPEXer)
	h. Science Education (OPEXer)
	i. Sr. Curriculum Development Specialist (OPEXer)

Planned: 25 Person Years

Actual: 32.1 Person Years

B. Technical Assistance - Short Term

Planned: 37 person months

Actual: 13 consultants for a total of 32.9 person months

C. Participant Training - In the United States

<u>Planned</u>	<u>Actual</u>
10 Batswana participants to U.S. for 2 year MS degrees in Primary Education	10 Batswana received M.Ed degrees in primary education and/or supportive areas
Short term courses in U.S. and third countries, 18 person months	2 Batswana completed short term courses in U.S. for a total of 12 person months

D. Commodities Procurement

<u>Item</u>	<u>Planned</u>	<u>Actual</u>
Books, Reference Materials	\$108,000	\$ 95,178
Instructional Aids and Equipment	88,000	87,507
Supplies	43,000	40,000
TOTALS	\$239,000	\$222,685

E. Construction

<u>Planned</u>	<u>Actual</u>
USAID support of 50% of the cost of construction Primary Education Centre and Hostel	Construction of Primary Education Centre and Hostel (84 Beds)
TOTAL COST \$ 715,000	

III. Summary of Project Outputs

Below is a summary of the planned outputs which were established for PEIP in 1981 and the actual outcomes which were achieved by 1986.

<u>Planned</u>	<u>Actual</u>
A. A functioning Department of Primary Education as a new entity within UCB.	A. A functioning Department of Primary Education as a new entity within UB.

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| B. A cadre of Botswana UCB graduates with BEd degrees qualified as TTC tutors, head teachers, inspectors and MOE officials in primary education. | B. A total of 42 UB graduates with BEd degrees qualified as PTC tutors and education officers in 1986. |
| C. A Diploma program to provide Botswana supervisors, head teachers, deputy heads, and senior teachers with increased professional skills. | C. By 1986, 33 UB graduates at the Diploma level qualified as teachers, head teachers and education officers with increased professional skills. |
| D. Botswana trained in U.S. at MS degree level in primary education to replace U.S. project staff (localization). | D. By 1986 a total of 10 Botswana trained in U.S. at MS degree level in primary education had returned to replace U.S. project staff. In addition, two Botswana returned from study in short term courses. |
| E. Institutional base established for systematic and effective in-service training of head teachers, deputy head teachers and senior teachers at 480 primary schools. | E. Institutional base for in-service education designed and accepted by the MOE; partially implemented for the delivery of in-service education programs to teachers and administrators in the primary schools and to education officers. |

The outputs and objectives achieved in the project provided a base for the establishment of new goals for 1986-91 (PEIP II), which included a plan (a) to implement a graduate program with a specialization in primary education at the University of Botswana; (b) to assess and improve the curricula and instruction at the TTCs; (c) to upgrade the preparation of a majority of the Botswana members of the Department of Primary Education at UB to the PhD level, and (d) to localize and increase the in-servicing of practicing teachers through a decentralized operation functioning out of regional education centres.

IV. Conclusions

Without a doubt, PEIP made a viable and continuing impact on the primary education program in Botswana. With a merging of technical expertise, inservice workshops, participant training and a new Primary Education Center on the UB campus the project made rapid strides almost from the inception of implementation. The process was mainly due to the continual involvement of the MOE, UB, the OHIO/PEIP team and USAID. From the original MOE request for help in primary education to the preparations for the follow-on (PEIP II) project, two-way communication, decision-making, interaction and cooperative/flexible activity characterized the preservice/in-service aspects of the five and one-half years of implementation.

The development of a functioning Department of Primary Education at the University of Botswana, staffed by Botswana, was achieved through careful consultation with UB officials and committees concerned. Of the 22 courses taught during the first semester of the 1985 - 1986 academic year, 19 (86%) were conducted by the Botswana staff. Most of the Botswana staff have willingly participated in conducting workshops for primary school teachers and education officers. They often serve on curriculum panels established by the MOE and teach outside the department in the Faculty of Education. Officials from neighboring universities outside Botswana frequently visit the DPE to learn the process of setting up such a department in their own universities. This is the only one in the Southern Africa Region. It has already earned a reputation for turning out well-qualified people.

The participant training program in the U.S. was successful. All participants selected completed their Masters' degrees on schedule, returned to teach in the Faculty of Education, and assumed additional professional responsibilities in primary education.

Inservice education proved effective and well worth-while, especially with the use of the "multiplier effect." Participants of workshops would return to their schools and neighboring ones to conduct their own workshops, based upon the skills they had acquired during their participation previously. Although the records concerning "spin-off" workshops were not always verifiable, subjective assessment of teachers reached and the value of workshops to participants were uniformly high.

The MOE in cooperation with the PEIP team developed a series of workshops for education officers to support the workshops offered to teachers already operating within the project, encouraging a broad-based committee to conduct a "needs assessment" which developed six-eight suitable workshops during the last two years of the project.

Plans to localize the delivery system of PEIP workshops by integrating Botswana staff into training teams were executed, and more accurate information concerning the number and effect of the "spin-off" workshops was obtained. Criteria for the selection of workshop participants were improved to ensure qualified recipients of instruction, those who had potential to conduct follow-on workshops in their district.

The PEIP team found that working with and training counterparts gave the Ohio University members insights into important cultural implications of the workshops which would later be of value when a national delivery system or "network" was instituted, involving Primary Teacher Training College tutors in inservice education instruction.

V. Lessons Learned

A. Cooperation among all integrated organizations is necessary for the success of a project. The MOE initiated PEIP and then proceeded to include UCB, the education officers, selected head-teachers, senior teachers, TTC tutors and principals in cooperative efforts to achieve the goals established. At no time did the responsible groups lag in their enthusiasm or support for PEIP, despite heavy work schedules and limited personnel. It was in such a cooperative environment that the contract team was able to function effectively during project implementation.

B. Sustained direction, strong leadership, active problem-solving, monitoring and continued interest on the part of key administrators are instrumental in the effectiveness of any project implementation. Such was the case with PEIP.

C. Special resources are necessary to achieve reform ideas. PEIP had the advantage of a good resource base provided by the GOB and USAID.

D. The lack of an operational Department of Teacher Education in the MOE hampered the success of complete preservice and inservice teacher education programs which would include primary, junior secondary, and senior secondary levels under one division. At the end of the project, the responsibility for teacher education was still dispersed among different departments, which restricted the most optimum use of scarce resources.

E. Absent from the project design were provisions for addressing, directly, problem areas in primary school curriculum development or in the four PTTCs. The total impact could have been greater in the upgrading of primary teachers already within the service and in the development of a Department of Primary Education at UB. The graduates ultimately go to the PTTCs as tutors, to the MOE as education officers or return to senior positions within the primary schools themselves.

F. A project must have the flexibility to change procedures, as well as goals, if necessary. Changing directions of the inservice workshop procedures improved the overall performance of the programs. The addition of a sixth person to the contract team in the third year to develop the Botswana Teacher Competency Model also added significantly to PEIP, a benefit which had not been planned during the project design stage.

G. The involvement of contract staff in selected non-contract activities related to project implementation can contribute effectively to the contract/project's stated objectives. In a sense, the interactive effects of work on PEIP and non-PEIP activities proved very worth-while: (1) teaching MEd students and directing their research; (2) assisting in the development of the "Breakthrough to Literacy in Setswana" program; (3) assisting in the development of a plan for the continuous assessment of students in the primary schools; (4) assisting in the development of a national plan for guidance and counseling in the schools; (5) serving on the primary schools' curriculum panels, and (6) participating on the panels for the moderation of examinations and teaching practice in the PTTCs.

H. Contractors occupying "line positions" in an institution or ministry can become both a blessing and a detriment to project implementation. All long-term technical advisors in Botswana held line positions with the GOB or the University. Throughout the LOP, the Chief-of-Party served as Head of the Department of Primary Education. Because GOB funds for PEIP workshops were channeled through the DPE budget, resource management was simplified; however, the unusually heavy administrative load, combined with graduate-level teaching and service on Senate and other University committees, placed the Chief-of-Party in a difficult position in trying to accommodate project implementation targets as well as University responsibilities.

The Inservice Advisor in the MOE served as the Acting Inservice Leader for over two years. The arrangement, while adding to his work load, assisted the MOE at a critical time and provided the contractor with the opportunity to be an active participant in a number of MOE initiatives in the field of primary education.

I. A regular, ongoing formative evaluation is necessary to provide feedback information which would show whether the project is achieving the outputs/inputs essential to stated purposes. A realistic plan should be developed in the early months of a project. The external evaluator's reports are to be reviewed by a local committee which can initiate, if needed, changes and improvements in the project. The PEIP Advisory Committee, the semi-annual reports of the Ohio University contractor, and USAID required that both progress and problems be identified and that work plans for the succeeding six month period be based upon a thoughtful analysis of earlier developments.

J. "Institution building" usually takes longer than initially planned if local personnel, once trained, are expected to maintain the new institutions and to continue developing them after donor assistance has been withdrawn. In PEIP, the mid-project evaluation recommended that consideration be given for a "follow-on project" in order to ensure that the desired goals be more fully achieved prior to the withdrawal of donor support. The result has been PEIP II, which was designed to reinforce the basic elements of PEIP plus an emphasis on an MED program in Primary Education.

K. Inservice education must be accepted by the presenters and the receivers, be flexible, be relevant, meaningful and integrated with preservice education. PEIP made a concerted effort to bring all facets of consultation, needs assessment, utilization of local personnel in the delivery system to achieve acceptance by all concerned.

L. A contractor under a collaborative assistance mode contract has a vested interest in ensuring that the design of the project proposal is implemented in the most efficient manner. Such was the case with Ohio University. Changes recommended during implementation were the result of the contractor's ongoing consultation with MOE/UB officials to improve implementation.

VI. Areas for Improvement/Recommendations

A. To ensure well-qualified personnel, USAID/Ohio University/UB should plan a participant training schedule in PEIP II to allow preparation on the doctoral level for those capable lecturers in the Faculty of Education teaching full or part-time in the Department of Primary Education.

B. To provide local personnel qualified beyond the BEd degree, OU/UB/MOE should develop a specialization in Primary Education on the graduate level (MEd). Graduates would then be able to assume more responsibility at the TTCs, education centers and the MOE.

C. To give special attention to the construction of several education centers in rural/semi-urban areas for the inservice education of teachers, thus helping to form a network together with the Junior Secondary Education Improvement Project (JSEIP) for 14 centers, reaching all primary teachers.

D. To assist TTCs to revise and develop an operating "core-teacher" training curriculum appropriate to the training needs of primary school teachers.

E. To encourage more concentrated use of the Botswana Teacher Competency Instruments in those schools under PEIP training, using video tapes in inservice to assist and measure changes in classroom behavior.

F. To consider the use of inservice training to allow teachers to obtain certification. A career ladder should be instituted.

G. To continue to liaize with the MOE on the issue of the long overdue establishment of a Department of Teacher Education in the MOE. If a viable inservice network is to be achieved, the DTE is essential.

H. To develop lines of communication and structures to ensure continued and expanded coordination of effort between the follow-on project (PEIP II) and JSEIP, and with all other USAID education and related projects and activities in Botswana.

Project Financial Summary Report633-0222Summary by Project Inputs:

1.	Ohio University Contract	\$ 4,169,246.59
2.	Technical Assistance	
	OPEX Delivery Order (short term)	314,124.85
3.	Technical Assistance Other	19,067.66
4.	AID-Controlled Contractor Support	<u>378,042.83</u>
	Sub-Total Technical Assistance:	\$ 4,880,481.93
5.	Construction	\$ 386,080.70
6.	Commodities	7,534.82
7.	Evaluation	<u>6,792.66</u>
	Sub-Total:	\$ 400,408.18
	Total Earmarked:	\$ 5,280,890.11 *
	Life-of-Project:	\$ 7,293,000.00

* 72% of LOP Expended

* Unused, deobligated funds were, in 1987, reobligated into two other education/training projects.

Project Completion Date: 9/30/86



A. Domidion

3/17/89