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**SUPPORT TO PRIMARY EDUCATION PROJECT**

**MINISTRY OF NATIONAL EDUCATION, REPUBLIC OF CAMEROON  
UNIVERSITY OF SOUTHERN CALIFORNIA  
U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT**

**FINAL REPORT**

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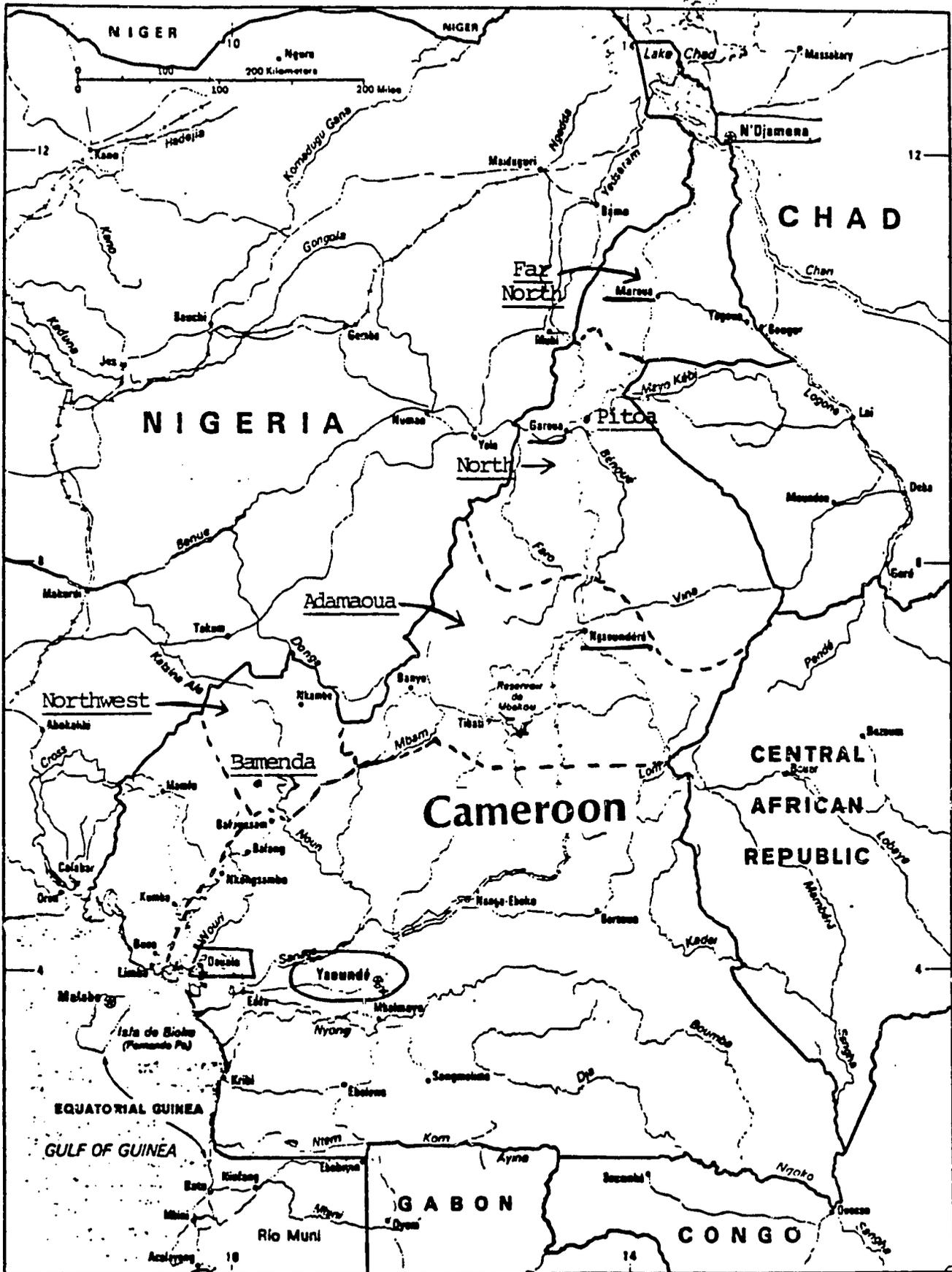
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# MAP OF CAMEROON



Boundary representation is not necessarily authoritative.

## ABBREVIATIONS

ATA	An Assistant Technical Advisor, in all cases, a USC graduate student
COP	Chief of Party
<u>Delegue</u>	The provincial delegate, official representative of the Ministry of Education
ENI	Ecole Normale d'Instituteurs de l'Enseignement General. A TTC with a program for Grade I, the highest category for primary school teachers
ENIA	Ecole Normale d'Instituteurs-Adjoint de l'Enseignement General. A TTC with a program for Grade II, the second and lowest category for qualified primary school teachers
ENIAET	Ecole Normale d'Instituteurs-Adjoint de l'Enseignement Technique. A TTC with a program for Grade II teachers for technical education
ENS	Ecole Normale Superior. The Cameroonian equivalent of a School of Education within the University of Yaounde system
GRC	Government of the Republic of Cameroon
GTM (MGE)	General Teaching Modele (Modele General D'Enseignement)
IPAR	Institute of Applied Pedagogy
MEGA	Maitre d'Enseignement General Auxiliare. A primary school teacher who is classified as unqualified
MINEDUC	Ministry of National Education
PACD	Project Activities Completion Date
PCV	Peace Corps Volunteer

PIC	Project Implementation Committee
PIL	Project Implementation Letter
PP	Project Paper
PRO-AG	Project Agreement
SPE	Support to Primary Education Project
TA	Technical Advisor
TTC	Teacher Training College
USAID	United States Agency for International Development
USC	University of Southern California
USG	United States Government

## INTRODUCTION

This is the final report of the SUPPORT TO PRIMARY EDUCATION PROJECT IN CAMEROON (No. 631 0033) by the technical assistance team of the University of Southern California (USC). It is submitted to fulfill the requirement in the USC/USAID contract for "a final report which summarizes the accomplishments of the assignment, methods of work used and recommendations regarding unfinished work and/or program continuation".

The Support to Primary Education Project (SPE) was the largest USAID sponsored primary educational effort in Africa in the mid-1980s with funding of \$27.6 million, consisting of a grant for \$11.4 million, the major portion of which was for technical assistance and training, and a \$16.2 million loan largely for construction. The host country contribution was to be \$73.1 million, mainly in personnel costs and land acquisition.

The purpose of the project was ... "to improve the quality of life" through improving the access to, and the efficiency of, primary schooling in the four project provinces--those with the lowest national rates of elementary school enrollment--the Northwest, Extreme North, North, and Adamaoua." The project consisted of three components: technical assistance (in-service and pre-service programs), long-term and short-term participant training, and construction of school facilities; each of these could have been a separate project, but was not. While these components were interrelated, they were in fact not totally interdependent, for it was possible for one component to be successful (technical assistance) and for the others to fail.

To achieve the general purposes of the grant component, eight outputs were specified in the USC/USAID contract. These outputs serve as the organizing format for this report (see below).

The USC technical assistance team consisted of the following long-term advisors:

-Chief of Party assigned to the Department of Primary and Pre-School Education at the Ministry of Education (MINEDUC) Yaounde and who was assisted by the:

Administrative and Logistics Expert,

School Construction and Facilities Advisor (one year only), and

-Teacher Training College Advisors (TAs) at four of the five Project sites (refer to the map on page i).

The short term technical assistance advisors included the:

- Library Science Advisor,
- Institutional Design Advisor,
- Educational Economist,
- Educational Testing and Measurement Expert, and
- Project Evaluation Expert.

Assistants to the Technical Advisors (ATAs) were subsequently assigned to:

- Maroua,
- Pitoea,
- Bamenda, and
- Yaounde.

Project management on the Cameroonian side was the responsibility of the Project Director who was the Cameroonian official serving as the Director of the Department of Primary and Pre-School Education, MINEDUC, in Yaounde, which, as noted above, was the ministerial department within which the Chief of Party and his staff were assigned and accommodated. This type of close affiliation model was followed at each of the TTC project sites so

that the TAs were also assigned offices immediately adjacent to the Directors of the project Teacher Training Colleges (TTCs). These close working relationships, plus good-will and commitment to project objectives, promoted effective planning and implementation. However difficult such rapport is to quantify, it is, nevertheless, essential for lasting achievements in development programs. In this respect the SPE project was fortunate because of the long-term commitment and involvement of Ali Kirna and Wilfred Ntoko from the GRC and William Rideout of USC who were members of the original design team. Special recognition must also be given to the unique contributions made throughout the life of the project by TAs Bernard Gagne and Wanda Meier: the former, a faculty member at USC and Deputy Chief of Party with 30 years of experience in the field of education in Sub-Sahara Africa and some 5 years of consultancy with the World Bank, serving at Garoua and Pitoa, and the latter, Dr. Wanda Meier, a faculty member at USC for 20 years who served in the Northwest Province with extensive African and Southeast Asian experience.

Moreover, the project also benefited from the fact that one previous Project Director, Beling Nkumba, as well as the then Deputy to the Project Director, Ali Kirna, were appointed in sequence to the position of Inspector-General of Primary Education--a position which proved to be highly important to project implementation and goals. As the project evolved, both the Anglophone and Francophone units of the Institute for Applied Pedagogy in Yaounde and Buea (IPAR/Yaounde and IPAR/Buea) became the Cameroonian counterpart institution for the project's in-service training commitments. IPAR/Buea, directed by Mr. Kajih, was especially active in the training programs for the Northwest Province, above all in the agricultural education component.

IPAR/Yaounde, under the leadership of Dr. Akoulouze, provided invaluable assistance in the three northern provinces. That Dr. Akoulouze received his Ph.D. in the United States meant he was especially effective in conducting training efforts in both national language areas and in contributing to overall program planning activities. The most qualified members of both IPAR staffs contributed unstintingly to project training seminars. While unanticipated, faculty members from the University of Yaounde's School of Education Annex at Bambili (Northwest Province)--A component of the University of Yaounde--gratiously and gratuitously contributed to training sessions in the Northwest Province. From the University of Yaounde's School of Education in Yaounde, Dr. Lydia Luma made sterling contributions to project programs in all four provinces. It should be noted that both Doctors Luma and Akoulouze were appointed adjunct professors in the School of Education at USC and during the summer of 1989 Dr. Akoulouze will be teaching in a California State funded program to increase and enhance Francophone African content in Californian secondary schools in a joint program conducted at both Stanford and the University of Southern California.

It should also be noted that a significant bureaucratic component had been built into the Project design at the central level--the Project Implementation Committee (PIC)--which contained representatives from each of the four ministries involved in project implementation plus representatives from each division of MINEDUC involved with the project. Midway through the first year, the PIC created two sub-committees, one for training and the other for construction. The Sub-Committee for Training was effective throughout

the project cycle with regard to the in-country programs and the short-term training in the U.S. but was ineffective in implementing the long-term U.S. component; the Sub-Committee on Construction started off well, but as Cameroon began to experience economic difficulties, implementation of construction goals appeared to become increasingly problematic. As this was beginning to happen, the contract for the School Construction and Facilities Advisor expired and USAID/Yaounde decided not to extend it. From that point on, the SPE team was only marginally involved in the construction segment of the project.

On the USAID/Yaounde side, the Chief of Party reported to Dr. Mary Ann Cusack, Project Officer, then to Dr. Robert Schmeding, Chief Education Human Resources Development Officer in the Mission.

Project team-building and project planning were initiated at the local levels. These processes involved the active participation of TAs, ATAs, IPAR personnel, provincial delegates, pedagogical inspectors, TTC administrators, TCC professors, school directors and school teachers. Taking these recommendations into consideration, seminar themes and guidelines were subsequently reviewed, modified, and endorsed by MINEDUC were then adapted to local conditions at the provincial and departmental levels, and thus promoted effective decentralization and relevance. The result was a growing sense of ownership and involvement by the Cameroonians which greatly facilitated the implementation process.

The project was conceived as a five year effort, yet one of its peculiarities and a constant irritant throughout its life was the confusion about the Project Assistance Completion Date

(PACD). There were at least four possibilities:

1. June 30, 1990, as stated in the Project Paper (PP).
2. January 30, 1989, as indicated in the project Agreement (PRO-AG), the official agreement between the two governments. This date fell about seven weeks shy of being a full five years as the PRO-AG was signed on March 19, 1984.
3. November 18, 1989, the estimated completion date shown in USC's contract signed with AID on November 19, 1984, to provide the technical assistance.
4. July, 1990, five years after the arrival of the first technical advisors in July, 1985. (USAID had been advised in November, 1984, that a full technical assistance team could not be fielded until the end of the 1984-85 academic year.)

Despite the existence of conflicting completion dates and numerous efforts by USC to resolve these conflicts early in the project, it was not until the morning of January 31, 1989, that USC was officially informed that the project had indeed ended the previous day after three and one-half years of technical assistance.

The format for this report is similar to the last two annual reports and is organized around the eight project outputs in the USC Contract. Sections have been added to cover Additional Accomplishments, Evaluation Activities, Institutionalization/Sustainability, and Recommendations. The section headings are as follows:

- Section I - In-service Seminars (Outputs 1-4)
- Section II - Pre-service Programs (Output 5)
- Section III - Libraries and Construction (Outputs 6 and 7)
- Section IV - Participant Training in the US (Output 8)
- Section V - Related Accomplishments
- Section VI - Evaluation Activities
- Section VII - Sustainability and Institutionalization
- Section VIII - Recommendations

This report draws freely upon the information contained in the four annual reports, each of which contains a more detailed

account of each year's activities. These have been submitted to USAID in multiple copies and contain a complete record of project activities, reports and publications. These should be consulted by anyone desiring more specific details by year.

Like the SPE Project itself, this report is a team effort. Bill Lee prepared an initial draft; Gary Rhodes assisted in the editing and in addition contributed to Section V on Additional Accomplishments; Jeff Hittenberger wrote the internal evaluation in Section VI on Evaluation and Nelly Stromquist prepared the summative evaluation; Wanda Meier drafted the first section on Sustainability/Institutionalization in Section VIII. Special mention should be made of Bernard Gagne, TA at Garoua-Pitoea, who submitted several pages of notes, most of which have become a part of this report. The final report was edited by William Rideout, the Principal Investigator, and Dean Guilbert Hentschke, the Chairman of the Quality Control Committee, reviewed it.

It must also be noted that during the period of project implementation there were no other extra-ordinary interventions into any of the sectors of the Cameroonian educational system for which the project was responsible in the four target provinces. For this reason, Cameroonian and American educators engaged in the national and provincial programs are confident that modifications in the efficiency of the system which will be identified in this report are unquestionably the explicit or implicit results of the SPE project.

## SECTION I

### IN-SERVICE SEMINARS

The first four outputs in the USC/USAID contract called for in-service programs for several groups of educators:

1. Faculty members at the five teacher training colleges (TCCs);
2. TCC administrators;
3. Provincial and departmental/divisional inspectors;
4. Primary school directors; and
5. Primary school teachers.

Pursuant to the Project Paper, a special procedure was established for planning for these seminars. At each of the five sites the Technical Advisor (TA), the TCC director and other key Cameroonian educators assessed the needs of the in-service target groups using a number of sources of information, including evaluations of previous seminars (after the first year), classroom observations, faculty/administrator/inspector meetings, discussions with officials from the Delegations of Education in each province, and individual consultations. Based on these inputs, preliminary themes were developed which were then discussed with Cameroonian colleagues at the national level. Some modifications were made thereafter and a consensus was reached. The themes were next submitted to the Sub-Committee on Training which in turn made any changes its members thought necessary. Eventually, the themes were approved and transmitted to the project sites.

The formal seminars were organized around the themes approved by the Sub-Committee, but the seminars always stressed and achieved the active involvement of the local participants. One commonly used seminar format divided a four-hour block into three sessions:

1. Presentation followed by questions and answers - one hour.
2. Several small work groups - two hours.
3. Reports of small groups and synthesis - one hour.

At the end of every seminar, each working group submitted a report outlining its discussions and recommendations. These were consolidated into a general seminar report which was reviewed and approved by the assembly of seminar participants. All seminar syntheses and recommendations were addressed to the Ministry of Education, were reviewed there and subsequent follow-up actions and/or responses were initiated. These reports also served (1) as a feed-back mechanism from the project province participants to evaluate the impact of project activities, and (2) as input in identifying needs which should be fitted into future project programs.

During the three and one-half years of technical assistance, a total of 3,177 educators were trained at the formal seminars approved by the Sub-Committee on Training. These are listed below by target group:

TARGET GROUP	NUMBER TRAINED
Faculty members at TCCs (total faculty of TTCs)	461
TCC staff (total staff of TTCs)	62
Inspectors (total inspectors for all four provinces)	208
Primary school directors	645
Primary school teachers (including supervising teachers)	<u>1801</u>
Total	3177

The USAID Project Officer attended many of these seminars and could verify these participant figures in conjunction with annual project reports. GRC and USAID/Project expenditure reports also attest to these attendance figures as well. Because of a USAID/MINEDUC impasse, the third year training program of formal seminars was suspended from January to August, 1988, which reduced the anticipated totals trained in formal seminars.

In addition to these formal seminars approved by the Subcommittee, local site-level training sessions were conducted by the TAs and Cameroonians, usually the divisional or sub-divisional inspectors. These were based on the same concepts and included many of the same materials used in the national seminars for primary school teachers and directors. During the suspension of the formal sessions in 1988, as mentioned above, full effort was devoted to the site-level programs.

Two different models emerged for providing these site-level training programs. In the Northwest the TA conducted the seminars, assisted by the inspectors, the ATAs and, during the last two years of the project, the two Peace Corps volunteers (PCVs) assigned to the project in Bamenda (it should also be noted that two additional PCVs were also assigned to Maroua). However, as the seminars moved from school to school (more than 50 inspectors were involved), Cameroonian colleagues took an increasingly active role after the initial and collaborative sessions had been conducted with the TA. Subsequently, the final seminars were almost completely handled by the Cameroonians.

The three northern Francophone provinces followed a different pattern. Initially, TAs accompanied inspectors when following up formal seminars in the field. The inspectors conducted the seminars using the materials and the competencies derived from the project's formal seminars which they had attended. Following this process, between 9,000 and 10,000 primary teachers in the four provinces received site-level training annually. This approach freed the TAs to concentrate their efforts on working with the TTC staffs in completing the curriculum guides for the ENI and the ENIAET teacher training

specializations, a product that is discussed in more detail in the next section.

The participation of inspectors in the site-level training programs was made possible by four wheel drive vehicles provided to the inspectors by SPE which allowed them to visit schools throughout their divisions. Many of the remote schools had previously been inaccessible to the inspectors even for the minimal requirement of one routine annual inspection visit per school.

From the formal seminar activities, three guides were prepared and published in both French and English. The Manual on Audio-visual Aids, written by TA John Driscoll at N'gaoundere, which is a well-illustrated guide for primary school teachers based on the Cameroonian context. It contains many practical suggestions for immediate application in the classroom. The manual proved to be extremely useful for both in-service and pre-service purposes.

Two guides, each with a French and an English version, were written by Andre Girard, the project's consultant for educational administration.

1. Handbook for Primary School Headmasters  
Vade-mecum des Directeurs d'Ecoles Primaires
2. Principles of Educational Administration in Cameroon  
Principes Administratifs de l'Education au Cameroun

These guides present both the theoretical and the practical aspects of educational administration. "Principles" describes, within the context of Cameroonian society, the general concepts, the practical applications of these concepts and strategies of educational administration. "Handbook" demonstrates the practical applications of these concepts and strategies as they relate specifically to the primary school director.

Considerable anecdotal evidence attests to the success of these in-service seminars including: evaluations at seminars, letters written to TAs, speeches made by provincial governors, and requests made by non-project provinces to be included in the project.

SECTION II  
PRE-SERVICE PROGRAMS

This section is concerned with the pre-service training in the TTCs and with the fifth output, an "improved and expanded pre-service program for primary school teachers". This output was referred to in an earlier document, the Project Paper, with a clear reference made to written materials: "...notebooks showing lesson plans with clear teacher goals, and analysis of how classes achieved these goals".

Two approaches emerged in the development of pre-service programs for the Teacher Training Colleges reflecting the different needs in the two major project regions. In the Anglophone Northwest Province the need was to codify and to unify. The turnover of teachers had been relatively low and, over the years, individual staff members had developed their own materials, although no unified format had been followed nor had there been any serious articulation among the various subjects being taught. All approaches were based on official themes but in a casual and even haphazard manner. The need was to assist in efforts to update and revise materials and to coordinate them into an integrated curriculum. And while instruction was based on official themes, there was a dearth of teaching materials even for these themes.

In the Francophone Far North, North and Adamaoua, the rate of faculty transfers has been high. These provinces were primarily staffed with beginning professors from the southern Francophone provinces who often stayed only as long as necessary to gain seniority, which allowed them to be transferred to a school nearer their home areas in the south. Thus the project sought to

increase the enrollments in the TTCs and to help teachers assigned to northern schools improve their teaching through professional training sessions and to build supportive linkages between the primary schools (teachers and principals), the inspectors and the TTC faculty and administrators. As noted, a key goal was to expand primary school enrollments. Initial emphasis was placed on improving the relevance of the TTC programs so that trainees would be better prepared to teach in northern schools.

To assist professors at Garoua and Pitoa, Technical Assistant Bernard Gagne, during his first year in 1985/86, introduced the General Teaching Model (GTM), which he had adapted and translated into French (MGE). Based on the pre-service MGE training sessions Gagne conducted at the TTCs, individual professors at Garoua and Pitoa used this model to organize instruction for their specific courses. Their combined efforts soon expanded into a collective undertaking to develop a comprehensive curriculum and teaching guide for the three different streams of Cameroonian pre-service training which were offered at the TTCs in the North Province. These efforts culminated with the publication of curriculum guides for both the ENI and the ENIAET streams. (The one for the ENIA stream is in draft form and would have been completed by the end of 1989.)

The format for the guides is identical. The scientific and behavioral approach to the teaching-learning process is broken down into three basic segments: operational objectives, teaching strategies, and evaluation. The systematic approach of the MGE was then expanded and each of the three basic segments was divided into two components resulting in the following six column schema designed

to guide the conceptualization and application of the model: Theme, Structure, Behavioral Objective, Pedagogical Strategies, Evaluation, Instructional Materials. More specifically, the curriculum design process began with Themes, based on Cameroonian official governmental directives, which were broken down into more teachable content segments (Structure). These in turn were then followed by three columns which linked Behavioral Objectives (O.P.O.), Pedagogical objectives, and Teaching Strategies with the subsequent Evaluation -- the heart of the process of the General Teaching Model and the last column contained the selection of instructional materials to be used. Over a period of three years these units were designed, tested and revised by the TTC faculty.

In 1988 a complete field-tested guide was produced and provided to all TTCs in the project provinces which offered the ENI and ENIAET programs and copies were also made available to MINEDUC. Each of the guides contains information about the twenty required subject matter areas.

Recognition was expressly given to the Cameroonian professors who participated in preparing the guides. The Director of Primary and Pre-School Education enthusiastically accepted the guides on behalf of MINEDUC and envisioned them as being a model for a forthcoming national curricular reform.

Considerable attention at all TTCs was also given to improving the effectiveness of the practice student teaching component of the programs. Based on discussions between TAs and TTC personnel, new models were developed. Student teaching activities were supported by the provision of project mini-vans for each of the TTCs to enable them

to transport student teachers to and from teaching assignments at more distant and rural schools than had previously been possible. This permitted them to experience rural as well as urban environments and to be exposed to a significantly expanded number of experienced teachers and to a large number of project province schools.

A pertinent and reliable indicator of improvement in the teaching environment of the TTCs in the project concerns the proportion of students passing the final national professional examination. This examination, known as the "concours professionnel," enables those who pass it to become civil servants and to hold regular teaching positions. Students who fail are terminated and have no further obligation to the government, in spite of the fact that they may have studied in the TTCs for periods of from one to four years on fully-funded government scholarships.

Table 1 provides data for two academic years, 1984-85, representing the period preceding the implementation of the SPE project, and 1987-88, representing the completion of three years of project activity.

Table No. 1

FINAL EXAMINATION PASS RATES IN PERCENTAGES  
AT PROJECT TTC SITES

TTC Site and Stream	1984-85	1987-88
Francophone Region:		
Pitoa ENIA	71.2	98.0
Maroua ENI	100.0	100.00
Maroua ENIA	NA	98.0
Garoua ENI	43.4	86.0
N'gaoundere ENI	22.9	100.0
N'gaoundere ENIA	26.0	91.0
Anglophone Region:		
Bamenda GTTC (ENI)	100.0	100.0
Bamenda GTTC (ENIA)	97.9	96.0

Source: Official annual reports from the TTCs.  
a Refers to 1986-87

The data show that in three of the four project TTC programs in the Francophone schools impressive performance gains were achieved in the three year period of project implementation. These gains have been dramatic; success in passing the exam prior to the project used to be well under 50% of those taking the test whereas they are now 86% or above. In the case of Maroua data were not available for the ENIA program in 1984-85 although faculty there were of the impression that the success rate of ENIA candidates at that time was probably comparable to that at N'gaoundere-- approximately one-fourth of candidates succeeded and were integrated into the civil service as Class II teachers. In the case of the

Anglophone site, the two programs at Bamenda were performing at near maximal levels on professional exams even before project's inception.

It should also be noted that these student performance improvements occurred at a time when enrollments in all of the project TTCs, with the exception of Pitoa, had increased by one-third or more without the expansion or improvement of TTC physical plant facilities as was projected under the loan portion of the project.

A further effort to support pre-service training came in the form of the establishment of a demonstration farm at Pitoa TTC. With technical assistance from a USAID agricultural project, and with financial support from the United States Embassy's Self-Help Fund, SPE assisted the college in establishing a farm designed to give student teachers practical experience in agricultural education and to alert community members to the availability of new crops; especially popular were new varieties of corn. The crops produced by this activity also served to supplement the student diet at the TTC. This initiative corresponds to one undertaken by Bamenda TTC in cooperation with the IPAR/Buea, which was also facilitated by SPE. At Bamenda a locally-funded building containing three classrooms was built on the grounds of the TTC campus to serve as a demonstration agricultural unit. The classrooms were occupied by primary school students from Bamenda schools who came on a rotating schedule to attend the agricultural modules taught at this TTC annex which integrated and combined classroom instruction with practical application in fields cultivated on the TTC campus.

### SECTION III

#### LIBRARIES AND CONSTRUCTION

USC was not responsible for any construction activities although output six, "a system of equipped and expanded TTC libraries," and output seven, "improved and expanded TTC facilities," were part of the overall SPE contract. All construction became a shared responsibility of USAID and the Government of the Republic of Cameroon (GRC) when USC's Institutional Design Advisor departed in January, 1987, after having worked in Cameroon for about one year. At the time of departure the Institutional Design Advisor had prepared a draft maintenance manual to provide guidance and instruction for the care and preventative maintenance program to be installed at the project TTC sites once construction was completed. The need for such a maintenance program had been clearly illustrated by the deterioration which had occurred during approximately one decade at the Garoua TTC-- a facility completed in about 1980 with funds provided under a World Bank loan. After the Institutional Design Advisor left, all matters related to project construction were assumed by USAID directly.

It should be noted that enrollments in project-served TTCs increased by 32% during the first three project years even though the construction component of the project was never implemented. This obviously created severe problems for TTC faculty and staff who were operating in seriously deficient plants prior to project initiation. It should be borne in mind that while this enrollment increase was achieved there was at the same time (1) a highly impressive improvement in the pass rate of students in the national exams at the

end of their TTC programs and subsequently in their appointments into Cameroon's corps of qualified teachers, and (2) no drop in the high rates which already had prevailed in Bamenda and in the ENI program in Maroua.

If the libraries had been built, the contractor would have been prepared to equip them and insure their effective operation. In the interest of carrying out the responsibilities for selecting books and equipment for the libraries and training personnel to operate and maintain them, USC's library consultant, Dr. Mary Niles Maack, made three trips to Cameroon, in April, 1986, October-November, 1987, and in September, 1988.

In April, 1986, she visited four of the project sites and, in addition, library installations in Douala, Dschang and Yaounde. She developed the following:

- a library goals statement,
- a library implementation plan,
- recommendations on furnishings and physical facilities,
- a preliminary periodicals list.

In October-November, 1987, she again visited all four project sites where she conducted well received workshops dealing with the following themes:

- the concept of library collection development,
- the use of locally purchased materials,
- the library as an educational resource,
- the librarian as a trained educational professional.

Her third trip took place in September, 1988, five months before the project was terminated, as even at that late date there was considerable optimism about the extension of the project and of eventual library construction. During that visit she:

- conducted a three day workshop in Yaounde for project personnel who were to be responsible for the book collection,

-continued discussions with Cameroonian librarians to involve them in the in-service training of project personnel, and  
-completed a book acquisition list of 3,000 volumes that were to be purchased for each of the TTCs after the construction of the libraries had been completed.

With help from Cameroonian librarians and educators, as well as colleagues and representatives of appropriate publishing firms in France, Great Britain and Canada, as well as the United States, a prioritized list of books was prepared by the fall of 1988 from which the TTC library stocks were to be ordered.

In the final months of the project, three small but functional libraries were established. At TTC Garoua a room formerly used for the storage of school materials was converted into a library and organized pursuant to Dr. Maack's recommendations. The library was fully operational by November, 1988. At N'gaoundere a dormitory room was divided and converted into a small library by the TA with the assistance of two Peace Corps Volunteers who were credentialed elementary school teachers. The library was ready for use by the time the Project's Francophone regional seminar was held in N'Gaoundere in November, 1989.

At Maroua private American contributions solicited by the ATA made it possible to complete the construction of a building so that it was ready for use as a library in time for the national seminar in January, 1989. Funds from USC (non-project funds) allowed the acquisition of bookshelves while the Kiwanis Club of San Diego paid for security bars. Cameroonians, including ENI/ENIA students, provided free labor for the building's construction. Thus, although far from what had been contemplated in library construction or facilities by the original project design, there was a functioning core library at each TTC by the

time the project closed since TTC Pitoa and TTC Bamenda had limited library facilities prior to the initiation of the project. A contribution made by USAID/Yaounde during Dr. Maack's visit in September, 1988, provided some 50 new books to each TTC library.

## SECTION IV

### PARTICIPANT TRAINING IN THE U.S.

The SPE Project was terminated without achieving its eighth output, "long-term participant training in the U.S. of fifteen Cameroonian nationals". The rationale for this training was to insure continuation of project objectives and achievements after the departure of the technical assistance team. It was anticipated that these Cameroonian participants would pursue a two-year course of study at the University of Southern California, earn a Master's degree and then return, qualified to take over responsibility for project activities. Funds were available for this training in each of the annual work plans and budgets.

In 1986 the Ministry of Education submitted a list of candidates, half of whom, however, were not qualified for graduate study; instead of retaining those who were acceptable and adding other qualified educators, the entire list was withdrawn. Thereafter, many discussions took place among various committees and ministries within the GRC but a new list of candidates was never presented. As all training was to have been completed before the PACD of 30 January 1989, the SPE team proposed, in the summer of 1987, short-term training as an alternative. The Sub-Committee on Training considered this option but never developed a specific plan.

In January, 1988, the Cameroonian Project Director, M.A. Monkaifon, the Principal Investigator, William Rideout, and the Dean of the School of Education, John Orr, proposed a revised

training program which could have been completed before the end of the JSC contract in November, 1989. However, because of the confusion about the PACD (referred to in the introduction), and the strained relations between the GRC and USAID from January until August, 1988, no serious discussions were held to consider it.

On the short-term training component, nine key Cameroonians, five high ranking Ministry officials and four directors of project TTCs, did participate in two study-observation tours in the United States, one in October, 1986, and the other one in April, 1987. Each group arrived in Los Angeles and departed from the East Coast a little over three weeks later. Although their specific itineraries varied somewhat, each group was impressed by the amazing diversity of experiences in such a short period of time. Meetings with educational and government officials occurred at school, local, county, state, and national levels, and there were visits to the classrooms and other facilities of universities, county resource centers, and inner city schools as well as those attended largely by migrants, immigrants and national minorities including native Americans.

Each short term visitor returned to Cameroon with vivid memories of the hospitality of the American hosts and with an appreciation of the varieties of educational examples that they had seen, which could serve as points of reference and perhaps inspiration for their own educational efforts. These Cameroonians also served as a powerful support group for the SPE Project, one of whom was promoted to be the Inspector General for Primary Education,

the highest ranking official for primary education in Cameroon.

Concerning their experience, one Cameroonian official wrote:

**"One finds everywhere certain common denominators: a democratic foundation, rational organization of work, recruitment of teaching personnel with a high level of education, and a professional conscience which stands up to all tests. This system, despite its high efficiency, constantly subjects itself to questioning and seeks ways and means to improve its performance and, above all, to avoid a loss of touch between the school and real life."**

SECTION V  
RELATED ACCOMPLISHMENTS

Three of the previous four sections dealt with achievements of the SPE Project that were linked to specific project outputs. This section describes four additional achievements of the SPE Project that relate indirectly to project activities and yet are significant enough to be included in this report: growth in primary school enrollments and improved teaching quality in primary schools.

1. Growth in primary school enrollments in the northern region have outpaced growth in enrollments in the rest of the nation:

--The annual increase in primary school enrollment has ranged between 6.6% and 8.6% in project provinces during the past three academic years. This exceeds the national rate of increase, which was 4.7% in 1984-85 and 4.1% in 1985-86.

--Of particular interest is the rapid increase in enrollments in the three northernmost provinces: Adamaoua, Far North, and North. Growth rates have varied between 8.1% and 11.1% during the past three academic years. This is especially significant since this region was traditionally the most resistant to schooling and is now growing at more than double the national rate.

--Most impressive of all is the rate of enrollment increase among girls in the three northernmost provinces. During the past three years, female enrollment has increased in these provinces by

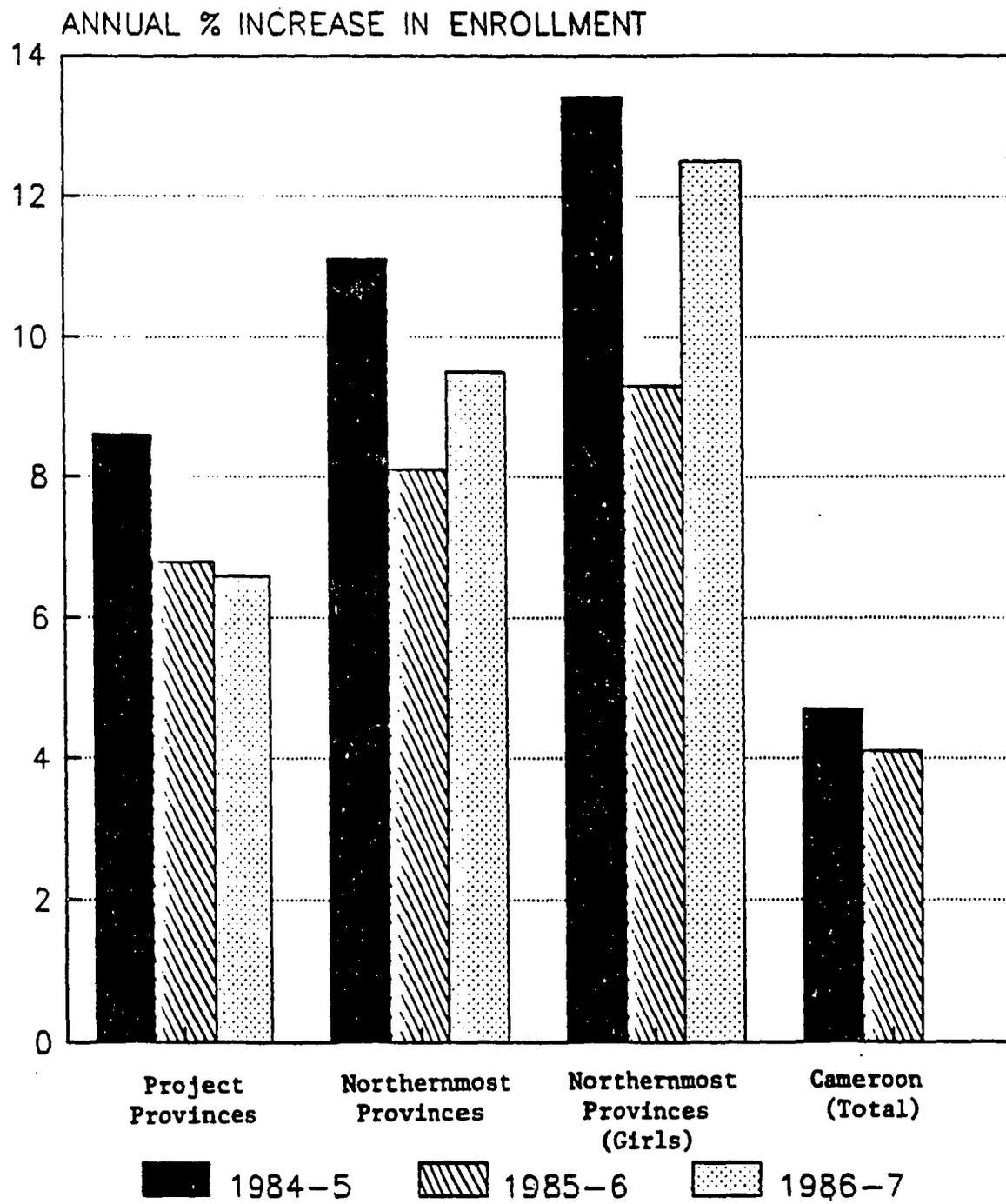
rates of 13.4%, 9.3%, and 12.5%, approximately three times the national growth rate. (Refer to Table 2)

Cameroonian officials have unanimously confirmed the very significant and highly positive impact which the project has exerted on education especially in the three northern provinces--the national region which includes one-third of the country's people and territory and yet had a level of primary school enrollment at only about one-third of the national average when the project started. The project provided a stimulus which reverberated throughout the project regions.

2. Significant reforms are presently underway or under consideration in the TTCs as well as in the areas of evaluation both within the TTCs and the Inspectorate of Primary Education:

- a. The MINEDUC is in the process of revising TTC programs; the new one contains dramatic changes in terms of content, objectives, and structure. The recommendations were prepared at the first annual meeting of the TTC National Council. Although the decree establishing the Council had been promulgated in 1980, the first meeting was not held until 1988. The only observer invited to attend this meeting was Bernard Gagne, Acting SPE Chief of Party. Major recommendations submitted included the following:
  - (1) Reduce the number of contact hours, especially in content dealing with repetitious background subject-matter and theory;
  - (2) Increase in the number of hours available for independent student work and study with special focus being given to more extensive use of the libraries at the TTCs;
  - (3) Engage in continuous formative evaluation of the TTC students so as to reduce the impact of the final examinations;
  - (4) Restructure the practice teaching program and its implementation--more effective supervision and an

Table 2



updating of the evaluation format were especially mentioned;

- (5) Re-design of the TTC programs so as to give them a balanced structure and a content-based curriculum guided by specific pedagogical operational objectives to be attained by the students; and
- (6) Raise the level of candidates being admitted to the TTCs.

It should be noted that all of these points had, over the life of the SPE, been topics at SPE seminars and had also been repeatedly discussed with TTC administrators by the project TAs as part of the pre-service SPE component.

As the project ended, these recommendations had been accepted by the Minister of Education, and the TTC Council's recommendations were being drafted into a formal document format for submission to the national Parliament.

- b. The following revisions in the evaluation forms and processes have been accomplished:
  - (1) The National Inspectorate of Primary Education finalized a new evaluation form at the 1989 SPE Inspector's seminar. The intent is to generalize for evaluating primary school principals and teachers throughout Cameroon;
  - (2) A special evaluation instrument was developed and applied for the first time during academic year 1988/89 for inspectors and TTC professors; this instrument was the first of its kind used in Cameroon; and
  - (3) At a TTC professors' seminar in 1988 a practice student-teacher evaluation instrument was developed which shifted the historical practices and required supporting evaluation criteria for each item included in the evaluation format.

These changes were directly linked to, and influenced by, the SPE project. In national systems which are highly

centralized and decree/regulation oriented, these changes are not only of critical importance, but essential to accomplishing reforms.

3. Academic improvement as measured by students' scores in the National Primary School Leavers Examination:

In 1984-85, the average scores achieved by students sitting for the Primary School Leavers Certificate (completion of six years of primary school and the passing of this exam permits enrollment in secondary schools) in Yaounde were 11 out of a possible maximum of 20; this was considered a pass. In the northern project provinces the averages were about 8/20. The test score averages in the three northern project provinces in the 1987/88 academic year averaged 12-13 out of 20 while the Yaounde average score dropped to 9 out of 20. MINEDUC officials have attributed the significant increase in the northern project provinces to the impact of the SPE and they are increasingly concerned with efforts to expand the project nationwide. That the scores in Yaounde dropped so dramatically during the same period they were rising in the north made the accomplishment even more impressive. (Statistics are available from the Department of Statistics, MINEDUC, Examination Results.)

4. Improved Training -- Content, Frequency and Commitment:

- a. SPE Seminar Impact: The in-service training seminars/workshops have had a significant impact on training throughout the project provinces. The content, format, duration and frequency of training sessions now being held in project provinces have been profoundly influenced by the SPE model. Not only are programs held as scheduled, but in the northern provinces the traditional "pedagogical day" of training has now officially been expanded to a training session covering a three day period. To accomplish this

enhancement, the TTC professors join the inspectors in providing the expanded program which directly reflects the project model. Prior to the project, TTC faculty and administrators were completely divorced from the Inspectorate--a situation which has been changed as a result of project input.

- b. The commitment of Cameroonian project personnel has been extremely impressive and gratifying. A spirit of "volunteerism" not evident at the beginning of the project is patently apparent in the achievement of the project's integrated goals. TTC faculty and staff participate willingly and without additional compensation in training and demonstration functions sponsored by the inspectors. The inspectors work to assist with improvements in the pre-service training efforts of the TTCs and especially promote added inputs to, and evaluations of, student practice teaching programs.

All of the Cameroonian counterparts who participated in training sessions throughout the life of the project--from IPAR/Yaounde, IPAR/Buea, the University's School of Education Annex at Bambili plus some of the faculty from the School of Education in Yaounde, all carried major responsibilities for the planning and staging of in-service seminars without any additional salary compensations for their involvement. This type of professionalism is not only commendable, but absolutely critical to the improvement of education in Cameroon and to the sustainability of the project's accomplishments.

## SECTION VI

### EVALUATION

#### I. INTERNAL EVALUATIONS:

This sub-section highlights four major evaluation efforts undertaken during the life of the project:

1. The Second Year Internal Evaluation
2. The Rifkin Evaluation Report
3. The Love/Stromquist Report and Recommendations
4. Final Follow-up Evaluation

It should be noted that the technical advisors and their Cameroonian counterparts were involved in on-going training evaluations, both informally and formally. The findings, overwhelmingly positive, pertaining to assessments by participants of the effectiveness of seminars are contained in the annual project reports of years 2 through 4 (completed after the project ended and covering a period of approximately six months rather than one year).

#### The Second Year Internal Evaluation:

The second year internal evaluation, coordinated by the Chief of Party, Bernard McKenna, yielded a summary of strengths and unresolved issues as well as a list of recommendations. Among strengths cited were in-service seminar programs, short-term participant training in the U.S., and the outstanding work of short-term library, economic, and administration consultants. In the unresolved issues cited were the delay in selection of long-term participants for study in the U.S., the lack of financial contributions from the GRC and the delay in approving the

implementation of the Peace Corps component of the project. This component had been designed at the request of USAID; funding (to cover the cost of required support materials and equipment) was to be provided from SPE's technical assistance grant component and Peace Corps would, initially, assign four PCVs (although the Peace Corps did provide the PCVs, USAID/Yaounde never released the project funds identified as required to support their project activities). Insofar as possible SPE project personnel assisted the PCVs in carrying out their project activities and, although not able to engage in the spectrum of activities initially agreed to, the four PCVs who did work with SPE did a most commendable job).

Based on the second year evaluation, (1) a method of standardizing evaluation of in-service seminars was developed, (2) the Peace Corps component was moved successfully through Government of Cameroon channels, and (3) USC, USAID, and MINEDUC began the process of re-evaluating the "purposes, needs, and most appropriate levels for long-term participant training" (p. 6). The findings of this evaluation were particularly interesting since the consensus came from an evaluation team consisting of two USC technical advisors, two USAID officers, and two MINEDUC officials.

#### Evaluation Report and Recommendations (Rifkin):

The "Rifkin Report", conceived of as an addendum to the second-year evaluation, contained the insights and recommendations of the AID/W Chief of African Education and Human Resources Development who had also previously served as Peace Corps Director in Cameroon for several years. This evaluation yielded 22 specific recommendations, (see Annex G, Annual Report: Project Year III).

In introducing these recommendations, Dr. Rifkin wrote: "This report will...examine the project's rationale and issues of particular interest to USAID. It will also go beyond this framework, by providing USAID/Cameroon with alternatives for mid-course project corrections. Some of these alternatives may imply a need for project amendment" (p. 1).

Among the actions which followed Rifkin's recommendations were:

1. The technical advisor position in Maroua was retained. (recommendation #3)
2. The project established a target date for the submission of a model TTC curriculum. (recommendation #5)
3. Contact between the SPE Project and the World Bank project representatives was increased. (recommendation #6)
4. Roles of the project officer, manager, and director were clarified. (recommendation #10)
5. The project team began development of handbooks for in-service training. (recommendation #14)
6. USC began a relationship with the University of Maryland Eastern Shore to explore the possibilities of linking the SPE Project with agricultural resources available through their AID-funded programs in Africa. (recommendations #15 and #21)
7. The Mission contracted for an education sector study (recommendation #16) which was not realized.
8. The subcontract with Southern Illinois University (SIU) was terminated. (recommendation # 18)
9. USC submitted its 1988 work plan budget nearly one month earlier than the previous year (recommendation #17)

Rifkin's recommendations were far-reaching and implied the need for extension and expansion of the project. These recommendations were received enthusiastically by the project team and occasioned a follow-up meeting of USC and officials in Los Angeles including Jay Johnson, USAID/Cameroon Mission Director.

Evaluation Report and Recommendations (Love/Stromquist):

Major evaluation activities were undertaken by evaluation

consultant Andrea Love and Quality Control Committee member Professor Nelly Stromquist in late 1987. During their time in Cameroon in the months of October (Love) and November (Stromquist), they conceived of an evaluation structure which would compensate for the limited consultant and TA time available for data collection and materials compilation.

Among the actions which followed their recommendations were:

1. Project team deepened its knowledge of the various project documents (Project Paper, USC Proposal, USC-USAID Contract, PRO-AG, Logframe) and reanalyzed additional methods of achieving project objectives.
2. Project team and consultant Love developed a work plan for realizing project outputs and preparing for the PRO-AG-required mid-project external evaluation.
3. Project team agreed upon a method of collecting data on seminar impacts, as well as baseline data from the provinces.
4. The project was strengthened by the decision to have Dr. Stromquist design and analyze subsequent evaluation activities.
5. A project management system was refined with the update of organizational charts, the reorganization of the Yaounde and Los Angeles filing systems, and the clarification of lines of authority and communication between the Mission, MINEDUC and the USC team.

#### Final Follow-up Evaluation:

Between February 29 and April 15, 1988, observation teams composed of representatives of the Support to Primary Education Project and the Ministry of National Education of the Republic of Cameroon carried out follow-up observations of sixty primary school teachers of the MEGA/Grade III classification. Fifteen teachers were observed in each of the four provinces served by the project (Adamaoua, Far North, North, and Northwest Provinces). Ten of the fifteen teachers had been participants in project in-service seminars and five had not.

## II. PROJECT SUMMATIVE EVALUATION

This section presents a summative evaluation of the impact of project activities upon the five major sets of actors directly affected by the project. This group comprises primary school teachers, directors, inspectors, TTC faculty, and TTC administrators.

The data for this evaluation were gathered through methodologies that used observations and questionnaires. The observations were conducted by teams of two persons per site, comprising Cameroonian (inspectors and TTC professors) and American staff. The teams were trained in the observation protocol in Yaounde by the evaluation coordinator. The questionnaires were given either as interviews or as self-administered instruments. They were designed to contain both structured and open-ended questions.

The data, covering all four project sites, were gathered between February and April, 1988. The evaluation thus took place in the third year of the project--at approximately the point selected for the mid-project external evaluation which was never implemented.

### The Teachers

The teachers in the sample were, for the most part, individuals with little or no formal training as teachers. They attended, on the average, one workshop.

The evaluation of teachers focused on their actual classroom practices, which were observed and recorded using a structured instrument, with a four-point scale. To facilitate the comparison of teaching behaviors, the observations concentrated on classes of language arts. For 52 of the 60 observed teachers, the

classes dealt with language arts. Other classes observed included math (5), hygiene (2) and rural sciences (1).

The areas of classroom performance selected for the evaluation study were those identified, by project designers and the technical assistants in charge of each site, as critical to the improvement of classroom practices. These areas have been identified in previous studies of teaching effectiveness and student learning, and an extensive literature exists supporting their importance. These areas covered five major categories: classroom environment, lesson planning, classroom management, teaching techniques, and student-teacher interaction.

The impact on teaching behaviors has been analyzed by comparing a sample of teachers who participated in workshops with a matched sample of those who did not have an opportunity to take part in them (10 and 5 per site, respectively). Teachers of the first years of primary schooling were randomly selected, making certain that the control teachers were selected from different but nearby schools in order to avoid possible contamination from indirect project impact and to attain relatively easy access to them. At the Adamaoua site, which had a small number of teachers, all Maitre d'Enseignement General Adjoint (MEGA) teachers had been served by SPE project seminars. This necessitated using as control subjects teachers working in the private school sector in that area.

The analysis that follows compares project and non-project teachers. The comparison is made across all sites and then individually by site. The analysis relies on statistical inference using t-tests to compare the mean performance of the trained teachers with that of untrained teachers. Selected as statistically

significant levels were alpha values of .20 or more, using a double-tail test. We consider that the chosen level of significance is sensitive to the fact that the impact of the workshops could not be expected to be particularly strong, given that the project teachers were exposed to training in only one to two workshops during the life of the project and that it would have been unreasonable to expect dramatic changes in the performance and habits of teachers.

The comparison (Table 3) shows that the workshops were most successful in conveying skills in the formulation of operational objectives and in the deployment of instructional strategies. The workshops also were effective in training teachers to engage in teacher preparation and in the utilization of teacher aids in the classroom, a technique that is particularly desirable in Cameroonian classrooms in light of the limited access to textbooks and printed materials in the school environment. The data also show that the project had its most consistent impact in the area of instructional strategies, as classrooms with project-trained teachers showed a greater tendency to ask questions, to address the individual student's needs, and to provide positive reinforcement. In all, teachers participating in the SPE Project evinced positive behaviors that were statistically significant in 7 of the 22 teaching behaviors observed. It is also interesting to note that even though improvements among the participating teachers did not reach the required level for significance, nevertheless, on all remaining 14 n.s. items, there was movement in the project's desired direction.

Table No. 3

COMPARISON BETWEEN PARTICIPATING AND NON-PARTICIPATING TEACHERS  
ACROSS FIVE TEACHING DIMENSIONS

ENVIRONMENTAL CONDITIONS	PARTICIPATING TEACHERS	NON-PARTICIPATING TEACHERS	*T-VALUE
Cleanliness of the classroom	1.9	1.9	n.s.
Display of student work	0.6	0.8	n.s.
Beautification of environment	1.4	1.1	n.s.
<u>LESSON PLANS</u>			
Concise and clear operational objectives	2.0	1.3	2.95
Logical development of instructional strategy	2.2	1.7	3.18
Allocation of time within lesson	2.0	1.8	n.s.
Content presented at appropriate level of difficulty	2.4	2.3	n.s.
Method of evaluating student learning	2.0	1.8	n.s.
<u>CLASSROOM MANAGEMENT</u>			
Student control	2.3	2.2	n.s.
Smooth transition across activities during class period	2.2	2.0	n.s.
Teacher preparation	2.2	1.9	1.96
Time on task	2.3	2.0	n.s.
<u>TEACHING TECHNIQUES</u>			
Motivation technique	1.8	1.5	n.s.
Clear, precise instructions	2.1	2.0	n.s.
Grouping for instruction	0.6	0.4	n.s.
Use of teaching aids	1.6	1.2	1.41
Guided practice	2.1	2.0	n.s.
Review of content at the end of lesson	2.0	1.8	n.s.
<u>STUDENT-TEACHER INTERACTION</u>			
Discussion	1.2	1.0	n.s.
Asking questions	2.0	1.6	1.94
Giving attention to all students	2.2	2.0	1.43
Positive reinforcement	2.2	1.8	2.11

\* All t-values indicated in figures are statistically significant in the expected direction. n.s.= non-significant. Each item was scored so that 0 represented the absence of the teaching behavior, 1 represented its presence at a low level of quality, 2 represented the behavior at a satisfactory level, and 3 represented a high quality behavior.

The data across sites (Table 4) show some diversity. The Adamaoua site appears as having the fewest number of positive effects, as the only difference between participating and non-participating teachers emerges in the former's acquisition of operational objectives. A likely reason for this derives from the fact that the teachers from the control group, coming from the private sector, tended to have more years of formal schooling as well as much more supervision and direction than the teachers in the SPE project. In contrast, the site located in the North Province (Pitoea) registers the largest number of positive impacts, where nine out of 22 desirable changes were in evidence. As shown in Table 4, this site showed considerable gains in: long-term planning--both in the use of operational objectives and instructional strategies, in classroom management, by making smooth transitions of subject matter in the classroom, improving the teacher lesson preparation, and increasing the time on task. This site also registered important improvement in the use of teaching aids, the teacher's ability to guide the practice of students, and the use of positive reinforcement. One of the reasons for the particularly strong impact at the Pitoea site might be that these teachers not only had low levels of education but, because of their geographical dispersion and location, had not previously received much assistance from their regular educational system in improving their teaching techniques.

Table No. 4

## STATISTICALLY SIGNIFICANT TEACHING BEHAVIORS ACROSS SITES\*

BEHAVIORS:	ADAMAOUA	PITOA SITES	GAROUA	MAROUA
<u>ENVIRONMENTAL CONDITIONS</u>				
Cleanliness of the classroom	--	--	--	--
Display of student work	--	--	--	--
Beautification of environment	--	1.94	--	--
<u>LESSON PLANS</u>				
Concise and clear operational objectives	1.37	2.23	2.79	--
Logical development of instructions strategy	--	1.63	2.69	1.55
Allocation of time within lesson	--	--	--	--
Content presented at appropriate level of difficulty	--	--	--	--
Method of evaluating student learning	--	--	--	--
<u>CLASSROOM MANAGEMENT</u>				
Student control	--	--	--	--
Smooth transition across activities during class period	--	1.39	--	--
Teacher preparation	--	3.77	--	--
Time on task	--	3.73	--	--
<u>TEACHING TECHNIQUES</u>				
Motivation technique	--	--	--	3.10
Clear, precise instructions	--	--	1.36	--
Grouping for instruction	--	--	--	--
Use of teaching aids	--	1.99	--	--
Guided practice	--	1.49	--	--
Review of content at the end of lesson	--	--	--	--
<u>STUDENT-TEACHER INTERACTION</u>				
Discussion	--	--	--	--
Asking questions	--	--	--	--
Giving attention to all students	--	--	--	2.31
Positive reinforcement	--	2.14	2.50	3.58

\* Figures represent statistically significant t-values. Dash refers to non-significant findings.

Although there is variability across sites, it is important to note some commonalities. The areas most impervious to change across sites are related to the improvement of the physical environment of the class. According to the observers, the cleanliness of the classroom and the display of student work did not differ between the classrooms of project and non-project teachers. This may be due in part to the presence of a large number of students in the classroom--the average observed was 79 students per classroom. Furthermore, there was within these classrooms a serious lack of materials for student work including even paper, color pencils, and other basic supplies. Correcting this situation would require additional funds. It is also important to note that three areas of lesson planning, the allocation of time in the classroom, the presentation of materials at appropriate levels of difficulty, and evaluation methods to judge the learning by students were also absent as impacts across the sites. It might be argued that these are more complex skills whose successful transmission and application may need more than one intensive workshop. On the other hand, the teacher data show that the use of operational objectives and the use of deliberate instructional strategies were in evidence among project teachers across most of the sites. Also showing impact across most sites was the use of positive reinforcement by the teacher.

#### Primary School Directors

The evaluation of the impact on the directors could not be based on the comparison of directors participating in the project

with those not participating because most directors in the project provinces were involved in the training sessions. Gaining access to directors at other sites that did not take part within the project and would have introduced many other confounding variables that would have made the comparison meaningless.

The benefits of the SPE impact, therefore, are assessed simply by describing the extent to which principals evinced behaviors promoted by the SPE project at the time of the observation. These behaviors, it must be underscored, represent, in the Cameroonian context, new ways of dealing with subject matter and students, and thus can be justifiably attributed to project impacts.

A sample of 39 directors was included in the evaluation. This group was comprised of individuals who had participated in one (70%) or two (30%) SPE Project workshops. Data for the evaluation came from a self-administered questionnaire in which the principals were asked to assess the usefulness of the in-service workshops for school administrators along the six main categories treated in the workshops. These categories were selected for training since they had been repeatedly identified in previous research findings as being essential tasks to be carried out by effective school administrators. The directors' ratings of the workshops' contributions, measured through a three-point scale, appear in Table 5.

Table No. 5

## BENEFITS FROM WORKSHOPS AS REPORTED BY PRIMARY SCHOOL DIRECTORS

Item*	Mean	S.D.
Skills in record keeping	2.59	.67
Giving academic advice to teachers	2.74	.50
Maintaining good relations between school and community	2.61	.54
Skills to observe classes systematically	2.47	.60
Information on the design and use of teaching aids	2.59	.60
Better understanding of operational objectives in the formulation of lesson plans	2.67	.53

\*Structured items in questionnaire. Ratings were 1=not helpful, 2=helpful, and 3=very helpful.

These responses indicate that the workshops were judged to have been very helpful across the selected areas. The directors considered the workshops most helpful in giving them confidence (through knowledge) for giving academic advice to teachers. It is interesting to observe that the intensity of this response is shared by all respondents, as it has a small standard deviation (.50).

To probe the specific contributions made by the workshops, the directors were given an open-ended question asking for workshop information that they were applying in the school. This question produced a long series of examples (Table 6). The most frequently cited application was the use of lesson plans, particularly the use of operational pedagogical objectives. This response was mentioned by 18% of the respondents. Equally important for the directors was the newly recognized importance of working more closely with teachers, often using teachers' teams

(cellules pedagogiques) that were reported to meet regularly, between once and twice a month. Less frequently mentioned, but identified by a large group of respondents, were knowledge about dealing with the Parent-Teacher Association in their schools, and about skills needed to keep better control of school records and time.

Table 6

## WORKSHOP INFORMATION APPLIED IN PRACTICE OF DIRECTORS

Item*	Frequency	Percentage
Use of teaching aids	12	11
Student group work	10	9
Record keeping/time management	12	11
PTA functions/relations with community	13	12
Cooperation with/management of teachers	18	16
Teaching methods in different subjects	8	7
Student evaluation methods	6	5
Teacher evaluation methods	6	5
Lesson planning (including formulation of operational objectives)	20	18
Classroom management	3	3
Integrated approach to teaching	2	2
Equipment/education materials maintenance	2	2
	<u>112</u>	<u>100%</u>

\*Open-ended item in questionnaire

The directors were also asked a series of questions regarding their daily practices with teachers in their schools. These questions sought to determine the frequency of meetings between the director and his teachers and the nature of the topics that were discussed in these meetings. The responses of the directors indicated a high level of interaction with teachers (a mean of 2.87 in a scale with a maximum of 3 points). Moreover, this mean showed little deviation among the respondents (standard deviation=.35). While we can conclude that the directors who participated in the project report a desirable state of teacher contact in their schools, we do not know the rate of frequency between the directors and their teachers prior to the implementation of the SPE Project.

The responses of the directors regarding the specifics and frequency of their contacts with the teachers, indicated that important issues regarding the conduct of the classroom and school were discussed with moderate to high frequency in those meetings. This is shown in Table 7.

Table 7

ISSUES DISCUSSED BY DIRECTORS WITH TEACHERS

Item*	Mean	S.D.
Development of lesson plans	2.77	.43
Student behaviors/discipline	2.61	.50
Upkeep of classroom	2.50	.69
Cleanliness of school	2.76	.50
Maintenance of school grounds	2.10	.74

\*Structured items in questionnaire. Ratings were: 1=rarely, 2=sometimes, 3=often.

The topics reported by director as receiving greater discussion were those related to the development of lesson plans and the cleanliness of the school. The third most helpful contribution of the workshops was identified as the directors' awareness of the need to understand student behavior and discipline. These results emerged along the lines expected by the SPE Project; the fact that these three categories were rated equally high suggests that they probably represented integrated activities in the daily practice of the directors. If so, it can be said that a different activity profile has emerged among them.

A third set of questions in the directors' questionnaire asked them to rate their relations with teachers, students, and parents (Table 8). The means for these responses was also high.

However, the directors reported much better relations with teachers and students than with parents in the community. This result probably reflected the physical and emotional distances that still exist in many rural schools in Cameroon between educators, often from other ethnic groups and geographical regions, and parents.

Table 8

DIRECTORS' ASSESSMENTS OF THEIR RELATIONS WITH SIGNIFICANT OTHERS IN THE SCHOOL

Item*	Mean	S.D.
Relations with teachers	2.46	.64
Relations with students	2.46	.51
Relations with parents	2.28	.72

\*Structured item in questionnaire. Ratings were: 1=needs improvement, 2=good relations, 3= excellent relations.

The Inspectors

In the case of the inspectors, again, we have followed the evaluation strategy of seeing to what extent their behaviors approximated those discussed in and facilitated by project activities.

The sample of inspectors consisted of 33 individuals representing the various sites involved in the project. The data-gathering instrument was a self-administered questionnaire, asking for their views on how the project had improved their own work and that of teachers and directors in the schools they supervised. The majority of the inspectors in the sample (82%) had participated in two to five workshops. Therefore, we are dealing here with a group of individuals highly familiar with the SPE Project.

A. SPE Impact on Inspectors' Responsibilities

Inspectors rated the benefits derived from SPE workshops in

terms of a 4-point scale (0=limited help, 1=somewhat helpful, 2=helpful, and 3=very helpful). The mean response for each of the five items along this dimension can be seen in Table 9.

Table 9  
INSPECTORS' ASSESSMENTS OF WORKSHOP IMPACTS ON THEIR WORK

Item*	Mean	S.D.
Helping organize plan of activities for the academic year	2.40	.62
Improved the ability to provide pedagogical advice to teacher	2.61	.56
Help in collecting better statistical information	2.13	.76
Giving skills to improve the administration of schools	2.58	.62
Improving ability to keep important records	1.73	.83

\*Structured items in questionnaire.

The data indicated that in four out of five of these critical tasks, the inspectors considered that the project had been of substantial assistance. The two categories with the highest ratings concerned their perceived ability to give pedagogical advice to others under their authority, and their increased administrative skills. On the other hand, the impact of information on record keeping was weak among inspectors.

The information given to these structured questions was corroborated in the inspectors' responses to an open-ended item asking for concrete examples of activities in which the project was of assistance in helping them fulfill their roles as inspectors. These responses, presented in Table 10, identified the provision of in-service workshops as the greatest contribution made by the project.

Significantly, the second greatest contribution of the project concerned the provision of logistical means (vehicles and fuel), which enabled many of the inspectors to visit the schools under their supervision with greater frequency and coverage. Also helpful for the inspectors was the provision of management skills and their increased understanding of how school programs could be designed and made to function effectively.

A response that reflected the multiplier effect of the project regards the inspectors' statement that the SPE project helped them organize in-service training days (or journees pedagogiques) in their areas. This practice, a previously established one in the context of Cameroonian education, involves the provision of an intensive one-day in-service training for teachers and principals. The SPE project was of particular help in this regard as it provided content and strategies (such as working in small groups and providing thematic presentations on concrete school problems) that the inspectors then transferred to their "journees pedagogiques."

Table 10 presents additional data of special interest in the context of a traditional learning environment. Approximately 4% of the inspectors' responses identify "a more pragmatic approach" as a significant contribution to their daily work.

Table 10

## SPE IMPACT ON INSPECTORS' RESPONSIBILITIES

Item*	Frequency	Percentage
Providing logistical support	16	18
Providing in-service training	20	22
Providing educational materials/ documents	5	6
Helping set up in-service training days	7	8
Providing leadership skills	4	4
Offering a more pragmatic approach to teaching	4	4
Providing managerial skills	10	11
Offering a better understanding of school programs	9	10
Developing and using school statistics	5	6
Providing skills in classroom management/ setting up small groups	2	2
Developing skills for short-term planning	4	4
Enabling of one's own work evaluation	4	4
	90	99%

\*Responses to open-ended item in questionnaire.

#### B. Impact on Teachers as Perceived by the Inspectors

The inspectors' responses showed a great deal of specificity in identifying ways in which the SPE project had benefited teachers. Again, the provision of in-service training workshops appeared as the most frequently cited contribution. Then, in terms of more concrete contributions by the project, the inspectors cited the knowledge and skills provided by the workshops for the production of lessons and the identification of pedagogical objectives for these lessons. Also receiving clear recognition as helpful information was the provision of better classroom management and planning techniques afforded by the workshops and the skills for the production of audio-visual materials. This can be observed in Table 11.

Table 11

## SPE PROJECT IMPACTS ON TEACHERS AS PERCEIVED BY THE INSPECTORS

Item*	Frequency	Percentage
Providing in-service workshops	14	22
Teaching the production of audio-visual aids	9	14
Providing workshops for principals	5	8
Producing specific lessons, particularly through the use of operational pedagogic objectives	18	29
Providing better classroom planning and management	10	16
Creating more professional consciousness and interaction among teachers	4	6
Improving the evaluation of students	2	3
Creating better relations between headmasters/teachers/pupils	1	2
	—	—
	63	100%

\*Responses to an open-ended question.

C. SPE Impacts on Directors as Perceived by the Inspectors

According to the inspectors, primary school directors benefited from the project especially in terms of information on management techniques, including record keeping. A second major benefit they identified for directors concerned their increased ability to develop a sequence for learning activities (i.e., the development of lesson plans according to operational pedagogical objectives), which they saw as improving the directors' ability to help the teachers in their schools. A third major benefit the inspectors identified for directors concerned the provision of skills in evaluation that would allow directors to be able to examine their own work. This is shown in Table 12.

Table 12

## SPE IMPACTS ON DIRECTORS AS PERCEIVED BY INSPECTORS

Item*	Frequency	Percentage
Providing information on management techniques/record keeping	11	41
Providing pedagogical materials	2	7
Teaching how to produce audio-visual aid	1	4
Enabling headmasters to develop a sequence for learning activities (including setting up operational objectives)	6	22
Teaching headmasters to evaluate their work	4	15
Increasing their knowledge of planning	2	7
Enabling headmasters to observe classes	<u>1</u>	<u>4</u>
	27	100%

\*Open-ended item in questionnaire.

As a whole, the inspectors expressed positive opinions about the project. In response to whether they had observed improvements in the teaching practices in the primary schools under their jurisdiction, they were almost unanimous in giving a strong positive response. Two of the respondents did not answer the question and three felt that there were still substantial difficulties facing the classroom teachers; the remaining 28 (85%) considered that the project had made a noticeable difference in their areas, citing as examples a greater growth in student enrollment, the existence of better school statistics, the improved maintenance of school buildings, and a higher academic achievement by the students. Another question inquired into the performance of the directors in their areas. Again, the majority of the inspectors felt that the project had produced clear improvements; affirmative responses were given by 24 persons, with three abstaining. One of the respondents, an exceptional case, felt

that the information provided by directors had sometimes been too difficult for them.

#### The TTC Faculty and the Administrators

The two other important sets of actors in the project were the teaching and administrative personnel of the Teacher Training Colleges. They received constant assistance through the TAs present at four of the five sites.

The data from 20 TTC faculty were obtained through observations of classroom work and sought to gather evidence about their behavior along four dimensions of teaching practice considered critical by the TAs: lesson planning, classroom management, and teaching strategies. The results are presented on Table 13.

Table 13

## TTC PROFESSORS' BEHAVIORS ACROSS FOUR TEACHING DIMENSIONS

Item*	Mean	S.D.
<b>LESSON PLANS</b>		
Concise and clear behavioral objectives	2.00	.95
Logical development of instructional objectives	2.47	.62
Allocation of time within lesson	2.47	.51
Content presented at appropriate level of difficulty	2.47	.51
Method of evaluating student learning	2.22	.43
Reference to documentation and materials	1.61	.98
<b>CLASSROOM MANAGEMENT</b>		
Student control	2.70	.47
Smooth transition across activities during class	2.70	.57
Teacher preparation	2.75	.55
Time on task	2.85	.49
<b>TEACHING TECHNIQUES</b>		
Motivational techniques	2.40	.59
Clear, precise instructions	2.50	.61
Grouping for instruction	.65	.74
Use of teaching aids	1.75	.78
Use of role playing/simulation methods	1.75	1.18
Guided practice	1.70	.98
Assignment of reading, research, or independent study to students	.75	.91
Review of content at end of lesson	.15	.81

\*Refers to structured question using a four-point scale identical to that used to observe the behaviors of primary school teachers in the project.

The findings show that relatively weak performance characterizes the area of teaching techniques, as only two of the eight selected behaviors were rated by the observers as being performed above satisfactory levels of quality (use of motivation techniques and clear, precise instructions). Moderate performance could be observed in the area of lesson planning, with three of six behaviors being rated 2.47, or between satisfactory and excellent quality. These

behaviors refer to the logical development of operational objectives, the allocation of time within lessons, and the presentation of materials at an appropriate level of difficulty. The area of classroom management registers the best performance by TTC teachers, with all four behaviors in this category being executed at very high levels of performance.

It remains unclear why TTC teachers performed better in the classroom management area than in the other two areas.

To assess the project impact on the TTC administrators, a self-administered questionnaire was used with 24 staff members. The instrument covered four areas of administrative behavior: the keeping of school records, their awareness of school/community relations, their skills in supervising TTC teachers, and the maintenance/improvement of TTC physical grounds.

Table 14  
RATINGS OF SPE IMPACT ON TCC ADMINISTRATORS

Item*	Frequency	Percentage
Giving better understanding of keeping school records	1.45	1.09
Producing greater awareness of school/community relations	2.00	1.07
Increasing ability to supervise TTC teachers more effectively	2.10	1.19
Providing information about maintenance/improvement of TTC facilities	1.64	.90

\*Structured item in the questionnaire. Ratings were: 0=of limited help, 1=somewhat helpful, 2= helpful, 3=very helpful.

Table 14 shows that TTC administrators tended to judge the SPE workshops as somewhat helpful or helpful. From the perspective of the TTC administrators, the workshops were weak in helping them set up a

school record system and of reasonable assistance in making them aware of school/community relations and in supervising TTC teachers. In all, these results are disappointing. They might have been produced, at least in part, by the use of a single questionnaire to measure behaviors of staff who, while sharing the label of "administrators", perform very different responsibilities within the TTC--including such roles as financial manager, director of studies (in charge of practice-teaching), discipline master, and TTC director.

### CONCLUSIONS

In all, the Cameroonian educators who came into contact with the SPE Project hold positive views about the project's contributions. What is more, they evince behaviors in line with those promoted by the project. Those who report the greatest benefit from the project are the primary school directors and, in particular, the inspectors. Both sets of actors see general and concrete benefits in a wide range of educational concerns. Identified as areas of substantial impact are the use of operational pedagogical objectives for the planning of lessons, the use of audio-visual aids, and various techniques related to classroom management.

The behaviors of TTC faculty show that several of them are in line with those expected by the SPE Project, but the levels of performance are not as high as desired. TTC administrative staff tend to rate project support only as moderately helpful.

Comparison of actual classroom practices revealed significant differences between the teachers who were exposed to SPE workshops and those who were not. Although the differences

were not always statistically significant, their number suggested that important changes in teacher practices could be obtained via the use of intensive and well-targeted workshops, even if these were not very frequent. This finding essentially supported the notion that in-service training could be provided both effectively and economically.

## SECTION VII

### LESSONS OF THE SUPPORT TO PRIMARY EDUCATION PROJECT

In a regional context, the World Bank's Education in Sub-Saharan Africa provides a framework for assessing, briefly, the SPE project's performance against the study's seven concluding recommendations. It must be noted that the World Bank's report does not directly relate to the SPE Project and that neither the GRC nor AID has endorsed the Bank's study nor sought to adjust their Education/Human Resources Development projects (E/HRD) to meet or address the Bank's criteria. However, since the recommendations of the Bank's report are presently being considered as a basis for the improvement of E/HRD projects in Sub-Saharan Africa, it was felt that a comparison of the Bank's recommendations with the SPE's performance, where the latter was relevant to the former, would be useful for future analysis and perhaps in considering an extension of components of the SPE to reinforce and perpetuate project sustainability. Obviously, SPE scored better on some recommendations than on others and, as noted above, all recommendations were not applicable to this project.

This World Bank Report was published in 1988, as the SPE was being terminated. However, it is worth noting how SPE had basically anticipated many of the recommendations made by the Bank. It might also be noted, especially in regard to SPE, that although the Bank had intended to launch its own education project in Cameroon and had solicited and received assurances from AID of close collaboration with SPE since 1984, the Bank's component has yet to be initiated.

Their collegial participation in this Cameroonian endeavor might have enhanced outcomes for GRC.

The study's recommendations, except for number five, are paraphrased and the project's performance is described thereafter with regard to each of the items listed.

--Recommendation One: Because of the unusually favorable rates of return and the feasibility of project implementation, education is prominent among the economic sectors in Africa that call for greater investment. To promote long-term development most African countries should try to increase both public and private expenditures on education.

--The decision of the Government of Cameroon to re-emphasize and promote private education occurred following the signing of the SPE agreement between the two governments. Prior to 1981 it was assumed that the private sector, which in Cameroon is practically synonymous with "mission" schools, would be phased out. However, after the Government began to absorb private schools in the Northwest Province (there were practically none in the three northern provinces), it became readily apparent that these schools operated much more effectively, and efficiently, as private institutions. Therefore, the Government gradually reversed its previous decision and by 1988 nearly 55% of primary school students in the Northwest Province remained in the private school system. While the project, as well as the provincial government, sought to include the private TTCs and private school teachers and directors in the Northwest in the pre-service and in-service training activities, MINEDUC was not willing to make a

decision which would have permitted private schools the same subventions for participating in the training sessions that they did provide to the public sector. This issue remained in abeyance in spite of annual project reviews urging resolution. Nevertheless, private school teachers, directors, TTC administrators and faculty were invited to participate at no cost to the project in SPE in-service training programs and some did attend free of charge. In future training programs, it would be highly desirable to include the private sector.

As already noted in this report, the project was primarily aimed at increasing primary school enrollments in provinces in which access was significantly below the national average and to increasing the primary system's overall external and internal efficiency.

--Recommendation Two: The need to assure the availability of non-salary recurrent inputs (e.g., books, school maintenance) is essential to derive full benefit from existing facilities.

--The school maintenance component of this recommendation became peripheral to the technical assistance segment of the SPE Project, especially after the Institutional Design Advisor position was terminated. Nevertheless, SPE did attempt to resolve both maintenance issues and the procurement of books; however, the degree of success achieved remains to be determined. With regard to books, it must be pointed out that since colonial times scholarships provided to students in the TTCs had included a specified allowance to cover the costs of textbooks. Unfortunately, in part as a reaction against colonialism, students' compliance with the requirement to purchase books with that portion of the scholarship allocated for that purpose ceased; in fact student procurement of books became the exception.

For future teachers, often far removed from current and/or complete information, both as students and as teachers, textbooks used in the TTCs have not only been extremely important to their pre-service performance, but are, perhaps, even more important to their subsequent performance as primary school teachers. By the end of the project, under constant persuasion by project personnel and supported by recommendations from in-service seminars, some TTCs had already begun to insist that students procure textbooks. It is anticipated that at the TTC level this trend will continue.

In preparation for construction scheduled to be completed under the project, a maintenance manual was drafted but not finalized. Such a manual, which must be officially sanctioned, is a critical first step in putting into operation an effective maintenance program at the school site level. This component of SPE could be finalized and realized with relatively little additional investment.

--Recommendation Three:

This recommendation is substantially directed toward reducing educational costs especially through distance education (correspondence, radio) so as to reach sparsely populated regions. The savings which would result from a reduction in the number of teachers required could then be channeled into increasing female and rural enrollments.

--SPE was not involved in any variety of distance education; SPE was devoted to improving educational efficiency by increasing the rate of integration into the teacher corps of students completing the TTC program (wastage was dramatically reduced); training inspectors, principals, and teachers to be more effective and efficient at their existing jobs; encouraging inspectors,

principals and teachers to support female attendance; and by assisting with the introduction of agricultural training for pre-service teachers in the TTCs so that agricultural instruction and demonstration would ultimately be more effectively and efficiently taught in primary schools. Although distance education was not included in the SPE project design, female and rural enrollments were both significantly increased (see pp. 9, 26-27).

--Recommendation Four: This relates to the deterioration that threatens the ability of most of Africa's institutions of higher education to contribute to the Sub-Saharan region's development. Improving standards is stressed while at the same time reducing costs through increased efficiency.

--This recommendation, focusing on post-secondary education, was not directly related to SPE since the project's involvement was with primary schools and with TTCs--essentially secondary schools. Furthermore, in the SPE project design, it was determined that the project would simply be over-extended if it were also to include the post-secondary segment of the educational system which was responsible for training the teachers and administrators for the TTCs and the national inspectors. Therefore, the School of Education (ENS) at the University of Yaounde, together with the ENS Annex in Bambili (Northwest) were excluded from the project design. In practice, however, faculty from the ENS Annex in Bambili played a most impressive role in providing both pre-service and in-service training modules in project training programs and three faculty members from ENS/Yaounde participated in training sessions sponsored by the project. These contributions, done on a

voluntary basis, were invaluable to the project, and began to build the linkages between the ENS, the ENS Annex and the project.

--Recommendation Five:

"A policy framework to make the use of educational resources more efficient is generally designed at the national level but successful implementation of policies will actually depend, in the final analysis, on the strength of managerial capacity throughout the education system, and especially in the individual schools. Among the essential ingredients of this managerial capacity are school leaders who possess analytical skills, the freedom to act on behalf of their school clients, and the relevant information on which to base their decisions. Accordingly, the top priorities for education management should be, in most African countries: (a) the improvement of programs for selection, training, and supervising school headteachers and principals, combined with greater institutional autonomy; and (b) the development and implementation of achievement testing systems that provide feedback on institutional performance to individual schools, their supervisors, and the communities they serve."

--This recommendation appeared to have been directly addressing the SPE Project and thus was quoted above in its entirety. After nearly four years of implementation the only component missing was a programmed procedure for obtaining feedback from the communities served. However, given the significant increase in the demand for schooling and the willing cooperation of communities which were asked to participate in innovative activities, community support was evident.

While the project was complex, a characteristic of projects involving large segments of the population (nearly 40%) and major proportions of the national budget, this was significantly compensated for by its internal integration. The key points of intervention were the TTCs in each of the four target provinces. Working with them required direct, extensive and regular interaction with the directors of the TTCs, the teachers in the TTCs and their students. These interactions were specifically directed toward

improving the internal efficiency of the pre-service component. However, the ultimate value of improved internal efficiency was, by projection, improvement also in the TTCs' external efficiency--reaching the provincial schools and assisting them to expand and to handle daily and annual problems more effectively. That required working with teachers in the primary schools, with primary school headmasters, and with the inspectors who were ultimately responsible for assisting with the evaluation, training and management for and within the schools. In effect, the inspectors and the delegates (the top educational officers in each province--representatives of the Minister of National Education) became key partners in project implementation. In the pre-service programs the inspectors, for the first time, began to observe the TTC practice-teaching exercises and to provide feedback to the TTC directors based on their evaluations of major needs in the provincial school systems. These inputs were then relayed to the TTC teachers and were subsequently incorporated into the TTC training program--the feedback function was accomplished.

At each TTC this often meant exercising judgment as to how the nationally (centrally) approved "themes" of instruction and training would be interpreted or translated to fit the local environments and needs. The delegates, the inspectors, and the directors of the TTCs were all willing to assist in making those themes as directly applicable and meaningful to their own provinces as possible. Because of this, the training programs and course contents and emphases took on added meaning and relevance. After a common commitment had been achieved by Cameroonian and American project personnel (i.e., a unified bi-national team approach), a rather astonishing amount of

provincial flexibility was found to exist in initiating modifications in the primary school system. The themes were respected--as were the provincial needs. This was basically accomplished as follows:

The themes and programs were initially recommended at the provincial level and were subsequently reviewed at the national level by the Project Implementation Committee (PIC) of MINEDUC. Thereafter they were transmitted to, and reviewed at, the provincial level and translated into actual programs by the delegates, TTC directors and faculty, inspectors and the project Technical Advisors. The inspectors' work-shops were held first and their agreement and consensus on model program contents and approaches were achieved. The inspectors then participated in the design and delivery of training programs for the school headmasters and the primary school teachers. In this effort they were assisted by the TTC directors and teachers (to the extent that they could engage in these in-service training activities in addition to their pre-service responsibilities).

The primary school directors were the next cadre to be reached and appropriate modifications were made of the same themes so as to meet their levels and areas of responsibility. In addition, training modules which had special application to addressing "the directors' problems" were identified by them and included in the program so as to assist them to discharge more effectively their own managerial duties. Thus, school level needs were carefully addressed--both the national (and long-term) and the local (specific and more immediate).

Finally, the same general themes were transmitted to the primary school teachers with appropriate modifications so that they were meaningful at the level of those responsible for classroom delivery of both curriculum content and pedagogy.

This model, in brief, permitted delivery of themes from the national level to the provincial and school levels structured so as to fit the needs and responsibilities of each component of the educational structure along the way. A feedback and an evaluation mechanism were built into the process based on the inspectors who were responsible for visiting each school at least once a year and, in addition to evaluating a standard list of factors, would also evaluate how in-service training components were or were not being put into practice. At the same time, the inspectors and the offices of the delegates, as well as the SPE team members, solicited topics to be recommended to the PIC for the next annual in-service training program. While these themes were not uniformly adopted by the PIC, a substantial number of them were included as a part of the next, or subsequent, year's program.

The establishment of a solid link between the inspectors and the TTCs was one of the most impressive accomplishments of the SPE-- inspectors began to participate in the pre-service programs (feedback function) and to assist in preparing the TTC students for their ultimate jobs in the provincial primary schools. The impact of the inspectors was further greatly enhanced by the project's provision of new vehicles for them. During the year it took for the vehicles to arrive, a substantial number of the inspectors' tours were made in SPE team vehicles with team members accompanying them. This became an invaluable means for integrating and consolidating the project goal of building collegial relationships and accomplishing a shared understanding and integration of project policies, processes and practices.

--Recommendation Six: To maximize education's contribution to economic growth in the years ahead, African governments should design and begin expeditiously to implement long-term education sector development programs.

--It must be stressed that this can only be done if the donors also make a long-term commitment to long-term education development programs. The SPE project lasted only three and one-half years and with its completion the U.S. Government's program to basic education in Cameroon appears to have been terminated. In effect, among bilateral donors, only France has been a dependable ally in long-term support of the education sector in most of Francophone Africa and, understandably and not uniquely, its motives are not entirely altruistic. Nevertheless, France has been steadfast in providing assistance to a sector which takes anywhere from one-fifth to one-third of the annual budget in most Francophone African states and which also takes a notoriously long-term effort to ameliorate. The former Chief of Education and Human Resources Development, Africa Bureau, AID, stated unequivocally that even given a very positive record of achievement vis-a-vis project implementation, the SPE should have been given 15 years. And, as noted earlier, the Bank's project in Cameroon, under consideration since about 1981, has yet to be realized. Until long-term commitments are made to education by all major donors, significant improvement efforts by bilateral and multilateral donors will be crippled and perhaps counter-productive.

--Recommendation Seven: The activities selected for funding by donors tend to meet their own assistance priorities and capabilities rather than the host country's priorities and overall needs. There has been

little coordination among donors, disproportionate emphasis on higher education at the expense of primary education, attention to capital rather than to recurrent expenditures and overemphasis on technical assistance and out-of-country training (usually overseas). Accent should be placed on the development by African countries of country-specific educational development programs that support policy reform.

--When the SPE project was first being considered in 1981 there was indeed very careful attention given to the needs of Cameroon in those provinces which were significantly below the national average in terms of access to primary education. In the process of project identification a close collegial relationship developed between USAID/Yaounde and Cameroonian educational officials. The result was the largest U.S. Government supported primary education project in Africa in the mid-1980's sited in a country which was 78% Francophone. It was a bold initiative conceptually linked to a World Bank-Government of Cameroon educational project which has not yet materialized. There was partnership in the project design reinforced by USAID/Yaounde's insistence that the design team be jointly Cameroonian and American and that there be weekly negotiations on how the design components, and issues which evolved in the planning process, were to be resolved prior to design completion. The design team proposed, and it was agreed, that there would be a Project Implementation Committee established which would include representatives from all ministries involved, plus USAID/Yaounde, which would meet upon request to guide and assist with project programs and activities.

The project did not require the Government of Cameroon to complete a proposed national educational reform which had been

under consideration since 1967 as a condition for project approval. However, it was understood that the project might in fact assist with the realization of reforms in the process of the project's implementation since, by design, it contained elements of recommended reforms and it also combined a top-down with a bottom-up approach whereas the national reform effort remained overwhelmingly a Yaounde centered exercise.

Not insisting on some sort of reform implementation conditionality may have been an error. However, given the political circumstances prevailing in Cameroon at the time, that was not, in fact, a viable option. The educational reform movement had, over the 15 or so years during which it was under consideration, created such division and animosity among Cameroonian educators and government officials that, by the time SPE was launched, the term "reform" was no longer even used. Since 1985 discussions and proposals related to changes in the educational system have become part of the "renewal" program of President Biya; the thrust has been to work to improve the system without reviving the arguments and animosities created and reinforced by years of discussions, debates and political posturing on the "reform". The cost of imposing a contentious reform as a project condition may well have been not only counterproductive but dysfunctional and divisive as well.

While the SPE was fully endorsed by both GRC and US project officials, it is also true that GRC officials were more enthusiastic about the construction and vehicles, while US officials were most pleased with the technical assistance components oriented toward increasing both internal and external efficiency of the educational

system. AID backed its commitment to this objective with a grant of \$11.4 million. Had this project been designed in 1989 along the lines of present World Bank conditionality models, it might have been stressed that GRC's full support of the technical assistance portion was an essential condition for providing the loan.

It is rather ironic in this case that after three and one-half years of implementation it was the technical assistance portion which, with the exception of long-term training, was judged a solid success while the loan remained moribund. Moreover, as USAID/Yaounde was threatening to terminate the project at the earliest possible date basically because the loan component had not been drawn down, three Cameroonian Ministers (Education, Higher Education and Plan) informed USAID/Yaounde that they were willing to forego the loan component if necessary to maintain and extend the technical assistance. In spite of this GRC appeal, USAID/Yaounde rejected it even though the technical assistance component was achieving the results desired by U.S. officials when the PRO-AG was signed.

#### LESSONS DERIVED FROM THE SPE FOR LONG-TERM DEVELOPMENT STRATEGIES

While the Bank's study is both broad and inclusive in its scope, based upon the Cameroon case study experience it is suggested that additional emphasis/consideration might profitably be given to the following:

1. As noted in Part II, there is a critical need for donors, other than former colonial powers, to make significant long-term commitments to assist with educational programs, policies and practices in Africa. Again, the House Foreign Affairs Committee has recently listed education as one of four priority areas for "alleviating poverty through human resource development aimed at

improving the life of the poor and their capacity to become productive citizens." (Los Angeles Times, March 29, 1989). This assessment was preceded by the 1989 AID bill which required a set-aside of approximately \$15 million for FY 1989 and for each of the next two fiscal years to promote basic education in Africa. One to five year projects in many cases are simply inadequate and such unrealistic time constraints will invariably predestine educational development efforts to fail and imperil chances for sustainability.

2. Development projects should not be selected on the basis of how easily they can be implemented. If they are simple, serious consideration should be given to disqualifying them. There has been a common practice, especially on the part of the United States, to beg off on educational projects in non-English-speaking Africa on the grounds that lack of language competency precludes American participation. What is meant is that locating French or Portuguese speaking technicians makes the project more difficult--but by no means impossible for the United States to implement. Areas with the greatest need in Africa are overwhelmingly non-English-speaking and that must not be a basis for depriving them of equal educational opportunities. There are well-qualified, fully capable and committed Americans available and willing to serve in Francophone Africa and the SPE substantiated that. Americans can uniquely assist in solving many of the educational needs of Sub-Saharan Africa.

3. Greater attention should be given to the promotion of professionalism among educators in Africa as opposed to the propensity to deal with them simply as bureaucrats. SPE has found the professional ethic to be not only alive and well among our African

colleagues but also to be potentially a most important and significant tool for promoting educational development. In the process of project implementation there were numerous and important occasions where Cameroonian educators responded willingly and whole-heartedly because they felt a professional obligation to support the project's goals. During the first year of the project, for example, a serious impasse developed when Cameroonian teachers and administrators were advised that while all expenses incurred during the workshops would be paid, it would not be possible to pay salary premiums, honoraria or per diem if accommodations were provided by the project. As government bureaucrats, they were in fact entitled to these prerequisites. However, to have paid such claims would have established a precedent which would have seriously jeopardized the sustainability of the in-service program once USAID participation ended. Based on their conviction that the training would be of significant professional value to them as individuals and subsequently to students, they agreed to forego the bureaucratic benefits to which they were entitled. This issue was never again brought up and project personnel learned to appreciate how professionally committed were the project's educational clientele. Furthermore, all Cameroonian colleagues serving as presentors in in-service training programs did so without any additional salary compensations whatsoever; they did it basically for professional satisfaction and gratification.

4. Decentralization is a concept presently being strongly promoted by both the World Bank and by AID. It is an extremely important policy goal which, it is suggested, can be achieved not only through major political reforms but in fact through the practice of "regional interpretations" or "regional adaptations" within the host

countries so that there is solid "bottom-up" involvement in both planning and implementation. As the Ford Foundation reported almost twenty years ago, a most significant predictor of project success was that those for whom the project was being proposed had to participate in its planning as well as its implementation. The SPE achieved this and established excellent rapport and performance at the local and regional levels--this was critically important.

5. Stress is repeatedly placed on the need for parents and communities to play a much larger role in funding the school system. It is recommended that a thorough assessment be made of what parents and communities are already contributing to the support of local schools in most African countries before pronouncements are made on what else or more they can do. Many African governments ignore, fail to report, or deflate the very significant contributions which parents and communities have made and continue to make to education, generally on an expanding basis, during the 1980s. Donors have not tried to rectify this oversight. Until it is clearly understood: (1) how much parents and communities are already contributing to the education system, (2) how much more they may be capable of contributing, and (3) what types of "reform inducements" would attract increasing commitments, it is unrealistic (if not impossible) to expect much more from them as a means of solving funding shortages in education or of improving parental participation through increased contributions of money, labor or material.

6. The private education sector is perhaps one of the most promising means for increasing enrollments in Sub-Saharan Africa. However, to promote this option, donors, historically reluctant to

assist private school development, must find ways to support and nourish it or African countries will be unable to provide the increases in access they are capable of and which most African States so desperately needed. In the SPE, in spite of repeated appeals by project personnel, this issue was not seriously considered by either Cameroonian nor USAID officials.

7. Project sustainability is in a sense the sine qua non of educational assistance to developing countries. Not only must the intervention be adequate in terms of time and materials, and the appropriateness of components developed, but limited and meaningful post-project follow-ups would be invaluable to perpetuate, stimulate and reinforce accomplished project goals. In the case of SPE the most significant sustainability tool devised was a complete teacher's manual for each of the French TTC streams offered at the project schools. Project TAs developed a General Teaching Model based on a scientific and behavioral approach to the teaching-learning process which was broken down into three basic segments: (1) operational objectives, (2) teaching strategies and (3) evaluation. These segments were in turn each divided into components, i.e., operational objectives into themes and structure; teaching strategies into behavioral objectives and pedagogical strategies; and evaluation into evaluation and instructional materials. The curriculum guide format actually adopted provided a systematic framework within which teachers could plan and evaluate their instruction.

These lesson plans were developed by Cameroonian faculty over the life of the project, were tested, revised and finalized. Once this had been accomplished, the teacher guides were published so that they could be used elsewhere in the country and so that they could be

readily available as models for other secondary school teachers, directors, and inspectors. TTC students were taught how to use this system and effective in academic year 1988/89 the system was self-sustaining in the project provinces.

8. In long-term planning, and especially in Sub-Saharan Africa, special considerations and allowances must be made for unexpected, often unanticipated, economic crises. Cameroon has had an enviable reputation for economic prudence and conservative development initiatives. In fact, the July-August, 1989, edition of Jeune Afrique Plus claimed that from 1967-87 Cameroon had achieved a 4.1% average annual rate of growth in per capita GNP which was the highest in Africa. However, even with such an enviable record of post-independence development successes, an economic crisis developed which inhibited Cameroon's ability to implement its SPE project commitments on schedule. Donors must be prepared to assist in these circumstances or accept the unenviable designation of "fair weather friend." When things are at their worst, then donors are needed most.

Of serious concern now is the question:

How can Cameroonian colleagues secure the minimal margin of support needed to perpetuate, maintain and stimulate, and perhaps generalize, SPE educational innovations?

SECTION VIII  
SUSTAINABILITY

A major raison d'etre of most technical assistance is sustainability--continuation of activities promoted by the project after its completion. With the SPE Project there are two specific groups of indicators pointing towards sustainability: (1) guides produced by the project, and (2) current behaviors and skills that have a high probability of continuing.

A total of three guides were produced as a result of project activities, all of which were available in both French and English. In addition, two curriculum guides were available in French. These have been described in Sections I and II. These publications not only promote and reinforce the successes in the project provinces but can be generalized to the six non-project provinces in Cameroon. They can also serve as models for other African countries wishing to improve the efficiency of their own educational systems.

The second group of indicators are skills and behaviors that have been learned and sufficiently internalized during the three and one-half years of technical assistance to warrant confidence that they may be continued in the future. It is hoped that a follow-up study will take place to determine if indeed this is occurring. These skills and behaviors are listed below and classified under the specific outputs to which they relate.

Output I: In-service training programs for faculty members at the five Teacher Training Colleges.

TTC faculty members have the capability to continue to:

- o use a greater variety of teaching techniques (i.e., grouping, micro-teaching, games, etc.);
- o use the library facilities available to a greater extent for their own instruction and for student assignments;
- o use teaching aids to a greater extent in their instruction;
- o practice their skills of preparation and presentation in local and national seminars; and
- o conduct improved programs of student teaching.

Output II: In-service training programs for TTC staff and divisional Inspectors

Primary school inspectors have the capability to continue to:

- o plan and implement improved pedagogical training days for teachers and school directors;
- o utilize ideas, skills and materials gained from project activities;
- o implement the three year programs of in-service training planned at the January, 1989, Inspector's Seminar;
- o provide improved leadership and supervision to the schools within their jurisdiction;
- o gather and maintain more concise and comprehensive records and statistics, using them as a basis for educational planning and change; and
- o maintain better personnel management and relationships.

Output III: In-service training programs for primary school directors

Primary school directors have the capability to continue to exhibit the skills and processes gained through project activities by demonstrated improvements in:

- o school organization;
- o personnel management;
- o instructional leadership;

- o skills of record keeping and the use of records in school planning; and
- o PTA planning and implementation.

Output IV: In-service training programs for primary school teachers

Primary school teachers have the capability to continue to exhibit changed behavior in the areas of:

- o use of a greater variety of teaching techniques to meet individual needs of children;
- o increased use of teaching aids to facilitate instruction and retention, with emphasis on use of local materials; and
- o use of the techniques of grouping for ability, for greater effectiveness in teaching large classes, or in teaching multiple classes.

Output V: Improved and expanded pre-service programs for primary school teachers

TTC administrators have a capability to improve pre-service programs by continuing to exhibit project initiated concepts and skills of:

- o administration by objectives;
- o programmatic analysis and change;
- o instructional leadership through improved supervision; and
- o improved programs of student teaching.

Output VI: A system of equipped and staffed libraries.

When the project ended, neither had new libraries been built nor had any significant additions been made in library books pursuant to project goals. What was achieved was at least a small library facility operating at each TTC, to which a few volumes had been added and for which some training and advice had been provided.

Nevertheless, it is anticipated that the TTC:

- o library facilities will continue to be heavily utilized by administrators, teachers and student teachers;
- o librarians will continue to use the skills and processes taught in project library science seminars;
- o librarians will continue to practice the skills of organization and presentation gained in project seminars;
- o many groups of educators will continue to enjoy the additional books and teaching materials donated to the libraries through the project; and
- o libraries will receive additional books.

## SECTION IX

### ACTION PLAN FOR POST-PROJECT ACTIVITIES

As educational development continues in Cameroon, the concepts and practices promoted by the Cameroonian-American SPE project will, it is hoped, continue to make significant contributions to the educators and students of the region. If project-initiated activities can be sustained in subsequent years, then the gains made in Adamaoua, Far North, North, and Northwest provinces may be institutionalized and eventually generalized to the other six provinces. Only then will the ultimate goals of the Support to Primary Education project have finally been achieved. Obviously, the following recommendations must be fully endorsed by, and acceptable to, both GRC and USAID/Yaounde officials.

To support the changes that have been made and to continue the process of improving the primary education system in the four project provinces, as well, eventually, as in the rest of Cameroon, two components of the SPE especially require additional inputs to achieve the level of sustainability desired:

#### 1. Library Component:

Had USAID/Yaounde fulfilled its technical assistance commitment to provide books for the TTC libraries, an estimated 600 volumes would have been shipped to each of the project's TTC sites. While the library facilities that have been established in lieu of the proposed project-constructed library pale sadly by comparison with what was intended, they are, nevertheless, functional and the project's Library Advisor claims they could each accommodate the maximum number of books the project intended to supply. The furniture and equipment required

to make the libraries operational would be minimal. In place of the project's proposed furnished reading room integrated into each of the libraries, the TTCs would now be urged to make available to students vacant classrooms or dining halls. In all probability two annual trips by a trained librarian should occur to help: (1) the first year with handling the original receipt, cataloguing and arrangement of books, as well as providing at least one week's training for Cameroonian librarians, and (2) in the second year with supplying additional training and an evaluation of how the libraries were functioning plus the preparation of a report assessing the status of the TTC library system.

If the decision is made not to invest a sum comparable to the PRO-AG budget for books, then, at a bare minimum, it is strongly urged that the encyclopaedias included in the list in Appendix A be provided to each library: they have been uniformly considered as the most critical initial input by TTC and project librarians.

## 2. U.S. Training:

It is recommended also that training in the United States be made available especially for key managers and trainers in the two major "project sustaining" organizations--IPAR/Yaounde and IPAR/Buea--as well as for project resource personnel at ENS Annex Bambili and ENS/Yaounde who have, and are willing to continue, to participate in the realization of both in-service and pre-service project training goals. The length of the training would be determined by the programs to be followed in the United States. However, it is assumed that a substantial proportion would be of short- to medium-term duration.

If the Mission and GRC wish to assist the assumption of full responsibility for pre-service and in-service training by the SPE's counterpart organizations, IPAR/Yaounde and IPAR/Buea, and by those organizations which have played a significant supporting role, including ENS/Annex Bambili and ENS/Yaounde, it is recommended that consideration also be given to supporting the following functions:

3. In-Service Training:

Assistance to this activity would enhance sustainability, and, for GRC, could form the basis for eventual extension of the SPE model to provinces not initially included in the project.

To support this objective, it is recommended that the SPE's Cameroonian in-service training counterpart organizations, IPAR/Yaounde and IPAR/Buea, be assisted so that they may assume full responsibility for the in-service functions. In order to help them assume these duties, an assessment should be made of material and equipment needed by them to carry out the in-service training tasks.

Consideration might also be given to providing American technical advisors during the summer to assist Cameroonian colleagues to prepare the major scheduling, material and pedagogical components required for the following academic year's in-service training programs.

The Cameroonian training participants would include the same groups of professional educators who were served under the SPE program, in the same sequence and with the same integrated process model.

4. Pre-Service Training:

To further support the pre-service training component, it is

also recommended that a special program be conducted by a joint Cameroonian-American team to train TTC Administrators and faculty about how to use, and continue to develop the guides and manuals developed under the SPE project. Furthermore, adequate copies of the SPE guides should be prepared so that all TTC faculty and administrators have copies of those designed for the particular programs which they teach or administer. An evaluation could also be made on the feasibility of completing guides and manuals that were in preparation when the project ended. The Division of Primary and Pre-School Education and the Office of the Inspector General for Primary Education should both be queried to determine the number of manuals they would require.

While it is not known whether or not USAID/Yaounde and/or the GRC have any interest in having the maintenance manual completed, given that construction scheduled under the original project was never accomplished, if there is any commitment to promoting and institutionalizing maintenance of school property or equipment, then consideration should be given to:

5. Completion of the Maintenance Manual:

This manual is in draft form and if completed, in both French and English, would be useful not only in Cameroon but might be a model to be considered for adaptation elsewhere in Africa where maintenance problems are endemic in the educational systems.

If there is interest and commitment to any of these recommendations which are designed to enhance, accelerate and assist with the institutionalization of former SPE project activities and achievements, personnel at the University of Southern California, that

were formerly assigned to the project, would do their utmost to make themselves available to assist in either the planning or implementation of any or all of these follow up functions. There was at USC, and continues to be, profound personal commitment to the goals and objectives of the SPE project, to Cameroonian colleagues with whom project personnel have worked and to the achievement of Cameroon's efforts to improve and equalize education for its people nationwide.

Appendix A

Support to Primary Education /Cameroon Project  
UNIVERSITY OF SOUTHERN CALIFORNIA

LIST OF ENCYCLOPEDIAS AND REFERENCE WORKS  
SUBMITTED FOR PURCHASE APPROVAL  
BY USAID AND THE MINISTRY OF EDUCATION

PREPARED BY MARY NILES MAACK, LIBRARY CONSULTANT  
AUGUST 19, 1988

TITLES IN FRENCH

<u>ENCYCLOPAEDIA UNIVERSALIS</u>	\$1,798.00
<u>ENCYCLOPAEDIA DE LA JEUNESSE</u>	264.00
<u>ENCYCLOPAEDIA UNIVERSALIS</u> GLOBE	25.00
<u>ENCYCLOPAEDIA UNIVERSALIS</u> ATLAS	89.50
TOTAL FOR EACH FRANCOPHONE SCHOOL	\$2,176.50
TOTAL FOR THE FOUR SITES	\$8,705.50

TITLES IN ENGLISH

<u>ENCYCLOPAEDIA BRITANNICA</u>	\$1,490.00
<u>REPLOGLE</u> GLOBE	25.00
<u>ENCYCLOPAEDIA BRITANNICA</u> ATLAS	101.00
<u>BRITANNICA JUNIOR</u>	419.50
TOTAL FOR BAMENDA	\$2,035.50
TOTAL FOR ALL FIVE SITES:	\$10,740.50

All prices above are in Canadian dollars; at present exchange rates the total cost to the project of this list would be approximately \$8,600.00 U.S. DOLLARS. SHIPPING IS ADDITIONAL.

PROCUREMENT SHOULD BE DONE DIRECTLY THROUGH:

ROGER GUPTON, MANAGER  
ENCYCLOPEDIA BRITANNICA PUBLICATIONS LTD.,  
4999 ST. CATHERINE STREET WEST  
MONTREAL, QUEBEC CANADA H3Z 1T3