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DESIGN OF THE FUNDAMENTAL QUALITY and EQUITY LEVELS PROJECT (675-0230)

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ASSISTANCE PROPOSAL

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PROJECT PAPER CONCEPT

New guidance for the development of project documentation was issued in 1994. The most significant feature of this new guidance was that the project identification document (PID), the initial project document, was changed from a precursor document to one to which the project paper (PP) is additive. The PID remains an integral part of the total project documentation.

The purpose of the PID is to present the strategic objectives of the project and the program outcomes expected. It is to describe the types of interventions proposed and the results expected. It is also to present the policy agenda.

The PP provides the additional information needed to justify the approval of the expenditure of funds. It details the guide for early implementation of the project and the framework for monitoring and revalidating the project's contribution to the Mission's Strategic Objective.

This PP was developed following these general guidelines and thus the PID should be considered an integral part of the project documentation and is contained in the Annex.

EXECUTIVE SUMMARY

Guinea has placed high priority on the development of its education system since independence. Education was seen as an engine of development and one means of asserting its identity. Local languages were adopted and curriculum emphasis shifted to reflect a rural agrarian milieu. That education is one of the keys to social and economic development is a faith that has persisted and is evident as one traces the development of education policy since independence.

The policy positions adopted in 1989 and implemented under the Programme d'Ajustement Sectoriel de l'Education (PASE I) strengthened the priority given education, particularly the importance of the primary level. PASE I objectives were primarily met. The percentage of the national budget allocated to education, the percentage of the education budget allocated to primary education, and the percentage of the primary education budget allocation allocated to non-salary expenditures all increased. Overall enrollment increased, the percentage of rural enrollment increased and female enrollment increased in numbers, although the percentage of girls enrolled remained constant. However, there was no indication of any changes in the quality of classroom instruction.

The Government is now planning a new effort (PASE II) that will place emphasis on enhancing the quality of education, improving equity-- both in terms of gender and rural/urban participation and increasing access by raising the gross enrollment ratio to 53 percent of the relevant age group. The USAID/Conakry has proposed a follow-on to its participation in PASE I to support the GOG objectives of PASE II. This new effort, however, is not an integral part of a multi-donor project as in the earlier PASE I effort.

The purpose of the Fundamental Quality Education Levels Project (FQEL) is to "...support the development of the Guinean capacity to deliver quality primary education services to meet national access and quality goals." The FQEL project intends to achieve this goal by supporting GOG efforts to:

1. Improve sector strategic planning and decision making;

2. Develop teacher support services and improve the skill of teachers, and

3. Improve conceptualization, planning, and implementation of equity programs and initiatives.

The FQEL project will provide a technical assistance team of seven persons, training, limited commodities, and local support costs. Emphasis will be on developing capacity within the GOG to meet its objectives, rather than the provision of resources. Attention will be given to forfending against initiating activities that create continuing recurrent costs.

To improve sector strategic planning and decision making, the project will introduce the Fundamental Quality Level Indicator System (FQLIS) as a framework for planning and allocation of resources. To improve the quality of instruction in the classroom, the project will develop a system of in-service training for teachers and support personnel and develop instructional materials. To improve equity, the project will assist the Government of Guinea's (GOG) Comité

d'Equité to plan and implement programs and will fund a U.S. private voluntary organization (PVO) to work with Guinean PVOs at the community level. Emphasis will be on promoting community participation in the education process in general and the participation of girls in particular.

At the end of the project:

1. The GOG will have developed the capacity to implement the FQLIS planning system and will be more efficiently allocating resources to increase access and improve quality

2. Teachers and supervisors will have been trained and provided materials to improve their effectiveness in the classroom. The nature of the classroom learning process will have become student centered and based on objectives.

3. The enrollment ratio of girls will have broken through the 32 percent mark where it has remained for the past several years. Girls will be more actively participating in classroom activities.

There are several risks that potentially threaten this effort:

1. The FQEL project builds on the previous USAID/Conakry project. Implementation of the "bridge" activities to be funded by the previous activity are necessary to maintain momentum and presence. USAID capacity to manage the existing project while starting up another major education activity is at present an open question

2. The policy actions necessary to implement FQEL are several and complex. Their resolution and implementation are crucial. Continuity of GOG education leadership has been central to the support for the principles of the FQEL project. It is not, however, a satisfactory substitute for approved GOG policy positions, the creation of certain of which should be a prerequisite for project approval.

3. Meeting budget allocation targets for primary education in PASE I notwithstanding, commensurate resources are at present not being made available to the Ministry of Education. Resolution of this problem is necessary. Without resources, the FQLIS cannot be implemented.

The prognosis for satisfactory resolution of the above is sufficiently optimistic to proceed with the project as described in the PID and the PP. However, at the end of the second year of the project, an assessment should be made to determine whether the basic premises of the project are still sound and design corrections made if necessary.

ACRONYMS

AFDB	African Development Bank
APEAE	Parents Association
BND	National Development Budget
EEC	European Economic Community
ESRP	Education Sector Reform Program (Project)
CEPEC	Center for the Study of Pedagogy for Experimentation and Advice
CF	French Cooperation Agency
COP	Chief of Party
CPSP	Country Program Strategy Statement
CPFC	Prefectoral In-Service Training Center
CPL	Center for Language Training
DAAF	Department of Administration and Finance
DFA	Development Fund for Africa
DNEE	National Directorate for Elementary Education
DNES	National Directorate for Secondary Education
DPE	Prefectoral Directorate of Education
DPEE	Elementary Education Pedagogical Director
DPFC	Provinicial Directorate of In-Service Training
DPSP	Sub-Prefectoral Director of Education
ECPR	Executive Committee for Project Review
EEC	European Economic Community
EMIS	Education Management Information System
ENI	Teacher Training School
EOPI	End of Project Impact
ESAF	Enhanced Structural Adjustment Facility
ESRP	Education Sector Reform Project
FAC	French Aid Program
FG/GF	Guinean Franc/Franc Guineen ($1 = Approx. 985FG)
FQEL	Fundamental Quality Education Levels Project
FQLIS	Fundamental Quality Level Indicator System
FSN	Foreign Service National
GER	Gross Enrollment Rate
GOG	Government of Guinea
GSO	General Services Officer
GTZ	German Cooperation
HRDO	Human Resources Development Office(r), USAID
IBID	International Bank for Institutional Development
IDA	International Development Association (IBRD-Soft Window)
IGEPU	Office of the Inspector General in MEPU-FP
IMF	International Monetary Fund
INRAP	Institut National de Récherche et d' Action Pédagogique
IPN	National Pedagogical Institute
IRE	Regional Inspectorate of Education
IS	Indicator System

MEPU-FP	Ministry of Pre-University Education and Professional Training
MPF	Ministry of Plan and Finance
MRAFP	Ministry of Administrative Reform and Civil Service
NAFA	Non-formal Literacy Training Center
NPA	Non-Project Assistance
OD	Organizational Development
PAAD	Program Assistance Approval Document
PASE	Programme d'Ajustement Sectoriel de l'Education (Education Sector Adjustment Program)
PID	Project Identification Document
PIP	Programme d'Investissment Public
ProAg	Project Agreement
PP (AP)	Project Paper (Assistance Proposal)
PSC	Personal Services Contract(or)
PVO	Private Voluntary Organization
SAAF	Service of Administration and Finance (Prefectoral Level)
SCTP	School Construction Service
SOW	Scope of Work
SSP	Service Statistic and Planning Office
TA	Technical Assistance
USAID	U.S. Agency for International Development/Conakry
USDH	U.S. Citizen Employee of the U.S. Government
WID	Women in Development

1.0 STATEMENT OF THE PROBLEM

This chapter presents a very brief summary of the background of the education system in Guinea and progress made with support of a multi-donor project since 1990. It then presents the policy objectives of the Government of Guinea for the period to the year 2000. The obstacles to the achievement of those objectives are then summarized. The chapter continues with a statement of the purpose of the proposed project, the types of interventions proposed, and a brief assessment of the appropriateness of those interventions.

1.1 Background

Guinea has a population of approximately 6.2 million inhabitants and a population growth rate of 2.9 percent. It has, in the past, been considered one of Africa's poorer performers, especially in terms of the United Nations Development Program's Human Development Index, where it has been rated dead last for the three years from 1992 to 1994. This is primarily due to a life expectancy of only 44 years, an infant mortality rate of 133/1,000, and a reported illiteracy rate of 76 percent. However, it has economic potential. Economic growth from 1987 to 1990 averaged 5 percent. Growth rates have declined in recent years from 3.8 to 4.0 percent (International Bank for Institutional Development(IBID estimates). Guinea holds approximately one third of the world's reserves of bauxite. Mineral resources also include high concentrations of gold and diamonds. Potential for hydro-electric power is one of if not the best in West Africa. Adequate rainfall, fertile valleys, and coastal plains support an agricultural base of some potential.

Guinea was the only ex-French colony in Africa to decline to join the French Union when it gained independence in 1958. At independence, it re-oriented its education system by replacing French as the language of instruction in the primary schools with local languages. It oriented its curriculum to the rural milieu and introduced "farm work" as a regular feature of the curriculum. Attendance was made compulsory, with parents subject to fines for a child's non-attendance. Enrollments increased and the quality of education decreased. Students entering secondary school, where French was still the language of instruction, were ill-prepared to succeed. Quality of secondary schools suffered and the system generally deteriorated.

At the end of the first regime in 1984, the Government instituted reform measures designed to re-introduce French as the medium of instruction at all school levels. The curriculum "classique" was re-introduced, but in later years was oriented to "employment opportunities." The overall management of the system was also improved. However, primarily because of a lack of employment opportunities, disillusionment with the value of education was widespread. Further, after 26 years of the previous system, teachers were ill-prepared to begin teaching in French, and resource allocations to education were inadequate. Enrollment at all levels fell.

1.2 Basic Education In Guinea

The Government revived its attempt to revitalize the education sector and adopted a new education policy on 19 September 1989. The policy reaffirmed the great importance the government placed on education as an instrument of national development and within the sector placed highest priority on primary education. A multi-donor effort to help the GOG implement the new policies began in 1990. Principal donors were the French, IBID, European Economic

Community (EEC) and USAID. The project provided financing and technical assistance to support policy and structural changes. General budgetary support and assistance to reduce balance of payments deficits was provided. The education sector benefited directly by the provision of capital and operating funds and indirectly by debt burden relief, which, eventually, should have increased the flow of resources to education. This effort, the "Programme d'Ajustement Sectoriel de l'Education" (PASE I), has achieved significant results:

- Gross enrollment ratio rose from 28 percent in 1989 to 40 percent in 1994
- First grade enrollment ratio increased by 35 percent over the same period
- GOG budget allocation to education rose from 14 percent to 26 percent
- Ministry of Pre-University Education and Professional Training (MEPU-FP) budget allocation to primary education rose from 25 percent to 36 percent
- Percentage of girls' enrollment has kept pace with overall enrollment increases and rural enrollment rates increased
- Over 1,800 teachers and administrative personnel were re-deployed to primary school classrooms
- The number of classrooms increased by 23 percent from 1991 to 1993
- 3,000 classrooms have been built thus far under PASE I.

These successes gave the MEPU-FP confidence to begin formulating a strategy for a second phase of the PASE.

1.3 GOG Policy Directions

In its preparation for PASE II the MEPU-FP has prepared a "Letter of Education Policy Development." The letter first appeared in a January 1995 project preparation documentation for activities to support PASE II. The MEPU-FP states it will be the policy that guides the education sector in Guinea for the period 1995 to 2000.

In the letter, the GOG reaffirmed the priority given to the education sector in view of its contribution to the social and economic development of the country and the goals of PASE I. It thus continues to place priority on increasing efficiency of the uses of resources in order to increase the quality of education and to expand access in an equitable manner. The policy document groups the actions to be taken during the next phase (PASE II) under three priority areas:

- Expanding access by increasing the efficiency of the system;
- Improving the quality of the education; and
- Making access more equitable.

The policy statement envisions the GOG taking the following actions under the above three headings between 1995 and 2000.

- Access and efficiency:

  - Implement a new organizational structure both at the central and decentralized levels

- Systematically retrain MEPU-FP staff to implement the new organization
- Construct 900 new classrooms per year and progressively rehabilitate existing facilities, especially multi-grade classrooms
- Much of the new construction and maintenance is to be supported by local communities
- Computerize personnel management, particularly to improve the utilization of teachers
- Strengthen the capacity of the Regional Inspectorate, Prefectural and Sous Prefectural level re-organizations
- Promote greater provision of education through private schools
- Promote participation in the policy process at all levels.

• Improve the quality of education:

- Revise the curriculum to make it more relevant to the social/economic milieu
- Institutionalize and extend multi-grade teaching
- Provide textbooks through private channels and train teachers in their proper use in the classroom
- Introduce health and environmental education
- Institute a small grants program to promote innovation at the school level
- Introduce job-related education programs for students who do not go on to secondary school or have dropped out earlier in the primary cycle
- Expand non-formal education and literacy programs for out-of-school youth and a second chance program for those by-passed by the formal school wishing to enter the formal track.

• Increase equity:

- Increase access for girls at all levels
- Policy declarations have set certain specific targets
    - Gross Enrollment Rate (GER) of 53 percent by 2000
    - 60 percent GER of first year age group
    - Reduce class size -- 30 in rural and 40 in urban
    - Progressive elimination of double shift schools
    - Build 1,000 new classrooms a year. (Other documents project 900 per year)
    - 47 percent GER of girls by 2000
    - Repeater rate reduced to 18 percent by 2000.

The GOG is looking toward significant donor support to carry out the above actions and reach the specified targets. The activities and targets are very ambitious and achieving all of them is problematic. It seems clear, however, that the demand is sufficient to meet enrollment targets. Other targets such as those relating to class size are unlikely to be achieved.

1.4 Obstacles to Achieving Policy Objectives

The basic obstacles to achieving the policy objectives of the GOG in the education sector have changed only in a matter of degree since the preparation of USAID/Conakry's Country Program Strategy Statement (CPSP) in 1991, the PAAD and its amendments for the Education Sector Reform Project, and the PID for the FQEL project. They fall into four main categories:

Economic and Financial. The macro-economic situation is tenuous. Overall expenditures exceed revenue and the government's ability to finance the annual education budget is problematic. The government's willingness to "budget" increasing resources for education is not matched by its ability to actually provide increased funding on a timely basis, if at all. Financing requirements to reach a 53 percent participation rate by 2000 and to attain the qualitative improvements envisioned will require non-salary budget increases of about 20 percent per year and personnel expenditure increases of about 5 percent per year. Actually making resources available to the MEPU-FP, as distinct from budgeting them, will remain a problem.

Political. The MEPU-FP is intent on involving stakeholders at the community level in the process of identifying policy directions and in setting education goals and targets. There is no history of such involvement at this level. Once this process becomes operational, the government will be under greater pressure to be responsive. Failure to do so presents the danger of the community utilizing the same processes to express its displeasure with the education system and government writ large.

The efforts to re-organize the MEPU-FP have been prolonged. Though the basic structure has been approved, the plan detailing staffing and the responsibilities of the various units in the central Ministry are still under consideration by the Ministry for Reform. The parallel plan for "deconcentration" for the implementing organizations at the Regional Inspectorate, Prefectural, and Sous Prefectoral level are still in draft and unavailable for comment. The objective of decentralization, to devolve authority as well as decentralize management, will require a plan that clearly defines the parameters and mechanisms for active participation in management at all levels and by all the actors. The formulation of and agreement to the plan for deconcentration will require considerable changes in political and management culture. Its implementation will require considerable training and organizational development at all levels.

Social Constraints. The PID raised the concern that parents might not be willing and/ or able to expend resources for education. This does not seem to be an issue, if the desire on the part of communities to build schools is any indication. Prefectoral Directorates of Education (DPEs) visited during the PP design phase have more requests for permission to build schools than teachers available to staff them. Permission is thus often withheld. Indications are that communities are willing to maintain schools once they are in operation. Contract teachers, hired by the government when regular teachers are unavailable, have not been paid for the last six months. The communities in which the teachers reside are reportedly providing them with lodging and food in the interim. Where expenditures are made in cash, however, the ability and willingness of parents and communities to expend hard cash for school supplies and textbooks remains a critical unresolved question.

Education Sector. Constraints within the education sector identified in the July 14, 1994 Project Paper Amendment to the ESRP remain extant:

- The MEPU-FP is in a transition phase. A new organizational structure will replace the current structure. Ministry personnel know the responsibilities of several of the units will change. The changes have been thoroughly vetted but there are areas where, by design, policy, planning, and implementation responsibilities will reside in three or more units. The working relationships between these units will develop over time. Areas where this condition will exist that are of importance to the FQEL project include: in-service training, responsibility for teacher and student instructional materials used in the classroom, supervision of education, monitoring and statistical analysis, and planning and budget preparation. These areas of intersection are discussed in the un-published reorganization plan now being reviewed by the Ministry of Public Function. Meanwhile, the current MEPU-FP structure is still the only legal structure and the one with which the design team was instructed to work.

Relationships between the central and decentralized units are not clear. Although the reorganization document defines the responsibilities of the units of the new structure and contains staffing requirements, the objectives of the units are not clearly defined and management structures and job responsibilities need to be written. Specific implications of the system are not clear and must be defined over time.

- Provision of learning materials for students is one of the means by which a relatively quick impact on the quality of education can be achieved. Textbook policy discussions have been underway for some time. Early resolution of issues is problematic. Any policy based on imported textbooks is apt to put unacceptable financial strains on either the government, if books are to be provided free; parents, if they are forced to purchase books themselves; or, the community, if the parent associations are asked to provide them to the schools. If the MEPU-FP, rather than the private sector, sells the textbooks, management of the cost recovery system becomes an important issue. Though some textbooks are presently being sold through the private sector, their presence in the classrooms visited by the design team was not evident. Some students had purchased texts but the teachers were not incorporating their use into the classroom program.

- The present policy issue concerns how books are to be distributed and financed. A larger issue to be resolved is the books' relationship to the existing curriculum, or any redirected curriculum. If a comprehensive curriculum reform is undertaken, a sector policy articulating the objectives of the curriculum is needed.

- In-service training and school director support have been hampered by the lack of a coordinated and well-defined approach and by resource constraints. Five different entities at four different levels of the MEPU-FP have responsibility for in-service training under the existing system. The new central organizational structure assigns the responsibility of coordinating training to a single National Training Service. Design and implementation rests with other organizations. A comprehensive policy is needed to link this service with the to-be-redefined field-level organizations. The Text D'Application Pour Deconcentration now being prepared will define field responsibilities for providing the in-

service training. The policy will also redefine the roles of MEPU-FP units responsible for supervision and management of schools.

- Nationwide student assessment at the primary level consists solely of the entrance examination for the junior secondary school. If cognitive and behavioral FQLIS targets are to be established by the MEPU-FP, a means of measuring progress must be developed. A policy on student assessment is required that defines objectives of the assessment program, an approach and methodology, and a plan for implementing the program.

- The MEPU-FP has four years experience at all levels in developing and costing "Action Plans." Prefectural level budget submissions are based on the aggregation of these plans. Budget requests do not seem to be based either on a comprehensive assessment of need nor an indicative planning figure. Certain activities are defined for the DPEs at the annual planning meetings at the Regional Inspectorate level. However, the size of the request submitted by the DPE seems to be guided by the admonition to "Be Reasonable". Using the planning procedures that have been taught to the Prefectural level office staff continues to be a frustrating experience. The funds made available to the Treasury at the Prefectural level are considerably less than the approved budget amount (50 percent rate for the first quarter of 1995) and often not all of this amount is given to the DPE. A comprehensive planning framework to inform planning decisions is lacking and should be developed. It will be less than totally effective until the various units contributing to the budget process can rely on receiving the amounts approved in the MEPU-FP and national budgets. Until then, the task of the Service of Administration and Finance (Prefectorial level) (SAAF) at the DPE level becomes one of "programming" the use of limited resources that are available and arrive at unpredictable times for the most urgent needs, rather than rational planning.

- The Service Statistic and Planning (SSP) in MEPU-FP has successfully played its role of gatherer and producer of system-wide statistics. Over the last several years SSP has consolidated some of its overlapping reporting procedures and has begun to use school mapping (Carte Scolaire) and other data collecting protocols to track private schools, school investments, and new school construction, etc. The SSP now needs to develop its capabilities further to play a more central role in educational planning and policy making. Separate islands of data processing and preparation are beginning to surface between SSP and DAAF. These should be tied more closely together through a local area network and information system. A more capable data processing function will permit the government to know the extent to which change is taking place in the system, what it costs, and will enable it to assess the potency of its interventions.

- The extent of, and more importantly, the willingness of the community to contribute to the cost of education is not fully understood. An analysis of the communities' present and potential capacity to support education is needed. A policy is needed to define realistic and just requirements for community support. Projected budget needs to meet FQLIS enrollment and quality targets may not be possible unless significant community support is mobilized to meet school expenses.

1.5 Purpose and Links to the Strategic Objective

The purpose of the FQEL Project is to support the development of the Guinean capacity to deliver quality primary education services to meet national access and equity goals. It will assist the MEPU-FP to carry out the actions presented in its policy statement by developing the capacity of the MEPU-FP to overcome the obstacles faced.

The FQEL Project contributes to USAID/Guinea's Strategic Objective Three: "Improved quality and increased enrollment in primary schools, with special emphasis on rural and female participation." Target 3.1, "Increased budgetary resources for primary education," has already been met through the combined non-project assistance (NPA) and projectized assistance modes of ESRP. FQEL Project outputs will constitute the attainment of target 3.2, "Improved financial and administrative management of the Ministry of Education." Achievement of the FQEL Project's purpose, "To develop MEPU's capacity to deliver quality primary education services to meet its national equity and access goals" will ensure that the strategic objective is achieved. Progress toward the strategic objective will be secured through capacity building efforts in the areas of efficiency, quality, and equity.

The CPSP does not currently include a target related to educational quality. While the Mission's interventions in PASE I were directed toward increasing the education sector's budgetary resources and improving MEPU-FP's financial and administrative management capacity, the FQEL project introduces educational quality into the Mission's portfolio. A new target, 3.3, "Improved quality of education through the provision of in-service training and instructional materials" would reflect this change.

1.6 Proposed Interventions

The interventions proposed are based on two guiding principles. First, the main objective is to increase the capacity of the MEPU-FP to formulate policy, develop plans to implement policy, and to successfully implement their plans. This is to be done in the context of the implementation of the FQLIS framework for planning resource utilization. The technical assistance (TA) team of the project should in the main provide technical assistance rather than be technical assistants. The object is to help create functional units, rather than to fund functional activities. Second, the proposed interventions should not create any significant increase in recurrent costs that are not already anticipated and provided for in the MEPU-FP budget, nor should the project support activities requiring significant amounts of project funds for local costs.

The central element of all interventions is training, the development of training capacity, and the system to implement FQLIS. Training will be provided directly by the members of the technical assistance team. Training programs will be conducted in-country and off-shore. Organizational Development (OD) activities will be carried out as a means to develop the capacity of "Directorates" and "Services" as units, as distinct from the capacity of individual staff. Specific training will be provided in management skills, planning, technical skills, analytical skills, policy analysis, communications, coordinating skills, and human resource management skills. Training will be provided for senior level staff that is programmed on a long term basis but provided intermittently for relatively short periods so as to not disrupt the operation of the Ministry.

Short-term technical assistance will be provided in specialized areas to supplement the expertise of the resident team. A PVO will be sought to work under the guidance of the Comite' d'Equite', the National Directorate for Elementary Education (DNEE), a Regional Inspectorate of Education (IRE), or a DPE at the community level to develop a means of mobilizing community support for education in general and the participation of girls in particular. The final GOG counterpart unit will be a subject of negotiation in the Project Agreement. The PVO activity will contain a small grants program to stimulate and then to top off community contributions to education. The proposed IBID project contains a small grant program specifically to provide funds directly to schools and teachers to carry out innovative activities to improve the quality of teaching. Elements of this should be incorporated into the FQEL grants program and/or closely coordinate with the IBID funded program to ensure synergism.

The project will provide limited commodities to facilitate the development, testing, and the initial field use of the enhanced capacities, particularly in the elements addressing quality and equity issues. Limited local costs will be provided to test teacher/student support materials and in-service training methodologies and to carry out needs assessments and to gather other baseline data. Support will be provided to develop a student assessment program at the fourth and sixth grade levels.

At the end of the project all activities initiated will continue using funding provided by the GOG. There will be a sudden increase in GOG recurrent funding requirements.

1.7 Feasibility and Appropriateness of Interventions

The interventions proposed are feasible and appropriate. Experience in the ESRP project has established that the leadership and staff of the MEPU-FP react positively to technical assistance/advice and desire to work in a collegial manner. The MEPU-FP is remarkably open, frank, and receptive to new ideas. The climate is receptive to innovation and change. That innovations are accepted and implemented is evidenced by the changes that already have taken place, for example, in the operation of the DAAF/SAAF and the SSP.

Training in all its manifestations is eagerly sought. It is taken seriously, and participants have shown themselves eager to apply new knowledge and skills. There is also an obvious spread or multiplier effect. There appears to be little loss due to reassignment or resignation. There is little brain drain. People are generally aware that there are alternative approaches to the design and delivery of education services and are eager to explore them.

There seems to be many fewer requests for "things" than in most countries with which the team has had experience. There is a need, however, for some commodities and operating expenses to support specific activities geared toward developing institutional capacity. These are discussed in Chapter 2.0.

2.0 PLAN OF ACTION

The project will be carried out by technical assistance personnel working as an integrated team, albeit in different units and at different levels of the MEPU-FP. A U.S. PVO will be identified that will work at the community level, allowing the project to provide a seamless range of inputs

from the higher levels of the Ministry to the community level. Separate plans of action are presented for each of three major areas of intervention. The sum of these, however, are greater than the individual parts because of their reinforcing nature and synergistic effects. They are the necessary minimum package to introduce the FQLIS planning framework as a means of resource allocation to improve access, quality, and equity.

2.1 Project Approach

2.11 Fundamental Quality Level Indicator System

The theoretical underpinning of the project is based on the Fundamental Quality Level Indicator System (FQLIS) for Primary Schools. (See Annex B) The basic premise of the system is that a country can define a basic minimum package of inputs necessary for a school to meet the minimum requirements necessary to be at the "Fundamental Quality" level. A school that does not have these inputs is considered to be below the acceptable level of inputs necessary to be considered a quality school by the standards of that particular country. Standards are typically set through an iterative process involving all levels of society and the education establishment, from the highest levels of government to the community/school unit. Standards are usually set so that most schools can reach them in a reasonable length of time. Standards are set high enough to result in significant improvement in the system, but not so high that schools have no realistic aspiration of attaining them. The "Fundamental Quality Level" standards vary from country to country. The major controlling variables are: (1) the inputs that the particular country determines are in its best interests given its goals for the education system; and (2) what the country can realistically afford.

Both of these factors can and will change over time as the needs, perceptions, and resource base of the country changes. Thus, the FQLIS is not a static but a dynamic system.

The activities to be carried out in the FQEL project are designed to develop the MEPU-FP capacity to formulate, analyze, and take the necessary decisions in the areas of policy, strategic planning, and implementation to enable it to apply the Fundamental Quality Level Indicator System as a framework to guide the equitable development of quality primary schooling in Guinea.

The successful implementation of the system will require:

- A wide debate to reach a national consensus as to what constitutes the minimum inputs necessary for a school to reach the fundamental quality level

- Agreement on and wide publication of the standards

- Testing the standards to ensure they are useful in identifying "sub-standard" schools and that the standards, given present school characteristics, can be attained in a realistic length of time

- Using the SSP Carte Scholaire and/or other data base, determine the percentage of schools that exceed, meet or fall below the standards

- Identifying schools that need to be brought up to the new FQLIS standards, components lacking, and the cost of those components needed

- Formulating a strategy and plan to implement a program that over time brings all the nation's schools up to the minimum standards.

- Conducting assessments to determine school effectiveness to validate the Fundamental Quality package.

- Reexamination and upgrading of the minimum package of inputs as the FQLIS targets are met.

2.12 Project Components

The project consists of three components that will assist the MEPU-FP to develop the capacity to plan and manage the system's expansion and increase the quality and equity of the primary education system of Guinea using the FQLIS planning and resource allocation framework. The three major areas of project activity to assist the MEPU-FP to apply the FQLIS framework can be classified under a number of rubrics. The most relevant is that used in the most recent GOG policy statement on primary education: efficiency, quality, and equity. These correspond directly with the three components under which the activities are presented in the PID:

- Improve sector strategic planning and decision-making;
- Develop teacher support services and instructional materials to improve the quality of primary education; and
- Improve conceptualization, planning, and implementation of the equity program and initiatives.

The three elements are mutually reinforcing and constitute the minimum inputs required to address strategic planning, management, and provision of effective educational services to support the recent GOG policy directions formulated for PASE II. Summarized under the central policy themes articulated by the MEPU-FP, the components are:

Efficiency - increase the efficiency of the MEPU-FP so as to result in more and better education within budgetary and human resource limits.

- Improve the policy formulation/decision making and overall planning process by:

  - providing more reliable and valid information
  - improving the analysis of that information
  - stimulating a demand for the information relevant to the policy formulation/decision making needs of the MEPU-FP
  - broadening participation in the decision making process both directly and indirectly
  - providing OD training at all levels and involving personnel both horizontally and vertically

- creating MEPU-FP capability to identify and contract for the above type of training.

- Improve the management of resources by:

  - improved personnel management practices, centralized and decentralized
  - developing systems to deliver and monitor physical inputs
  - implementing decentralization/deconcentration program (IRE/DPE/DPSP/SAAF/De-centralized planning
  - preparing operational manuals for decentralized personnel covering both substance and process
  - implementing management systems inherent or implied in reorganization, Comite' Pilotage/Central and Field links

Quality - increase the quality of primary education in all regions of the country.

- Improve the performance of the teacher in the classroom by:

  - raising the level of his/her training
  - training teachers in the use of more appropriate methods given class parameters and resources available
  - enhancing motivation through indirect rewards such as newsletters, in-service training, better supervision, and recognition of one's role in the community

- Provide support for teacher's efforts in the classroom by:

  - developing the capacity to prepare comprehensive teacher's manuals based on present content
  - developing the teacher's capacity to create simple and inexpensive teaching materials
  - developing auxiliary instructional materials for the teacher and student
  - developing the capacity to prepare textbooks (at a later date if policy decisions and resources permit)

Equity - increase participation rates in the primary schools in a manner that enhances equity.

  - increase enrollment rates of girls and rural youth
  - increase participation of girls in classroom activities
  - support the activities of the Comité d'Equité
  - support community groups through umbrella PVO project activities
  - increase persistence/achievement rates of girls and rural children
  - assist in developing policies/strategies/plans to achieve equity targets

2.13 Project Staffing

For management efficiency, the technical assistance team is organized into three groups. They correspond to the three project components and also to the three major areas of emphasis in the

above articulation of MEPU-FP policy. A total of seven full-time expatriate advisors are proposed. It is felt that, at the outset, this is sufficient. However, depending upon the findings at the scheduled project design reviews, the size of the team and the areas of expertise can, and if called for, should be adjusted as conditions and needs change. One person should be designated senior in each of the three groups and be responsible to the Chief of Party (COP) for the activities in that area. It is recommended that the COP himself take the leadership role in the Efficiency Group.

The long-term TA will be supplemented by short-term TA in two instances. One, where specific skills needed are not present in the resident team. Two, if the press of responsibilities become so great so as to require additional assistance in any area where there may already be expertise on the team. Short-term assistance will also be provided to carry out specific training programs. This assistance will be coordinated by a resident training advisor.

The team of expatriate technical assistants will be augmented by a locally hired Guineen or third country personnel where indicated. Additional locally hired experts will be engaged where possible and/or necessary. The initial staffing pattern for the resident technical assistance team is:

1. COP - Senior Education Policy Analyst/Planner

Contract hired senior Guinean educator (locally respected).
Contract hired local administrative assistant General Services Officer (GSO).

Policy, Planning, and Management Group (under direction of COP)

Education Financial Analyst and Administration Specialist.

Educational Planner/Analyst/Management Information Specialist
(Supervises a local hire informaticien who works with the data analyst in both SSP and DAAF.)

Training Specialist-- OD expert/senior management training and manage and facilitate all other training.

2. Education Quality Group (one of two below to be designated responsible for the group activities)

Education Materials Specialist.
Education Training Specialist-- emphasis on in-service training and distance teaching.

3. Education Equity Group

Equity Advisor (works directly with Comite' d'Equite')
(This person could be a member of the TA contract group or the COP of the PVO activity. The PVO grant or cooperative agreement could be a subcontract or sub-agreement.)

Umbrella PVO support activity.
(The PVO activity lends field level support to all the activities of the project by promoting community participation.)

The staffing recommended above should be viewed as the best recommendation of the design team at the this point in time. Team staffing should be flexible and expected to shift over time.

2.2 Description of Project Activities

2.21 Efficiency and FQLIS

Because Guinea is not likely to be a resource rich country for some time, if ever, to expand and improve its education system, it must make better use of the resources it has. The implementation of the FQLIS as a framework for allocation of resources in the MEPU-FP is an effort to do just that--more efficiently and more effectively allocate and manage scare resources. The full adoption and implementation of the system will require a whole new approach to and way of thinking about managing the education system. The two units of the MEPU-FP at the heart of the effort are the SSP and their "Planificateurs" at the DPE level, and the DAAF and their field arm the SAAF, also at the DPE level. This component has two primary thrusts. One thrust is directed toward strengthening these units and their role in implementing the FQL Indicator System (IS). The other thrust is directed toward fostering, facilitating, and maintaining the momentum of the participatory policy formulation and analysis and strategic planning processes. These processes must be ongoing to successfully implement IS. The overall objective is to achieve the optimum impact on access, quality, and equity in the system.

A. OBJECTIVE

The specific objective of this component is to develop the capacity of the MEPU-FP to implement the IS system as a planning framework and to administer and manage the resources of the Ministry according to the plans thus developed. To accomplish this, the TA supplied in the Efficiency area will promote and then facilitate a participatory policy dialogue and strategic planning process that will guide the overall implementation of the IS. The specific units of the MEPU-FP crucial to the implementation of IS will be strengthened by improving management, improving existing systems, or creating new systems where necessary, and upgrading the skills of the staff. Although activities will focus on the DAAF and the SSP, the TA personnel will work in other units where and when their expertise is needed. The objective will have been achieved when the TA provided by the FQEL project is no longer needed to sustain the IS as the planning process guiding the MEPU-FP.

B. APPROACH

The FQEL project will promote an informed coherent strategic planning process based on thoroughly analyzed policy by provide training, assistance with developing management systems, and institutional strengthening though Organizational Development activities.

The specific approaches to be used are:

- Direct one-on-one training provided by the TA team members. This training will be done in the context of assisting the Ministry personnel to carry out the particular function/job rather than one of performing the function while the person watches in order to learn. The TA person should be a mentor, a provider of "on-the-job" training, a consultant, a facilitator and not a doer. S/He will not set up a system, for example, and then show the MEPU-FP personnel how to operate it. S/He will help them to set up the system and then they will not have to be shown how it operates.

- Assistance, both long and short-term will be provided to develop specific management, administrative, financial, and other tracking systems necessary to increase the efficiency and effectiveness of the MEPU-FP in general and to implement the IS in particular.

- A continuous series of short training exercises will be designed and implemented that will systematically develop the capacity of the MEPU-FP. Participants in these programs will be drawn from both horizontal and vertical slices of the Ministry staff.

- Organizational Development activities will be carried out to promote and create an organizational culture of participation, collaboration, shared objectives and common goals and in general, an efficient and effective organization that can reach the IS quality levels set by MEPU-FP policy.

- A limited amount of long-term training at the MA level will be provided to ensure that in the long term, there will be a small but steady flow of U.S. trained analysts and planners returning to the Ministry to reinforce the perspectives put in place by the project.

- A limited amount of commodities will be provided as necessary to achieve the outputs of the project in the efficiency area. Flexibility as to the exact nature of these will be preserved to enable the project to accommodate MEPU-FP needs as the IS system evolves in the Ministry and the way it carries out its functions.

- The decentralization effort, when it is approved, will be supported by the TA team using the same approaches as used in the central Ministry. Beginning in the second or third year of the project, this will occupy 30 percent to 40 percent of the time of the TA team members.

Central to the approach will be the strengthening of the various elements of the MEPU-FP. Institutional capability to be built and/or reinforced including but are not limited to:

- Policy formulation and analysis and policy making capacity
- Strategic planning
- Delivery system capacity and coordination capacity to supply school inputs
- Data and budget processing and analysis capacity
- Ability to build stakeholder constituencies, both at the central and decentralization levels

At the decentralized levels, the capacities include but are not limited to:

- IRE and DPE level planning and budget preparation capacity
- Ability to develop stakeholder capacity at the community and school level
- Management and administrative skills necessary to deliver school level inputs.

C. PROCESS

The implementation process revolves around the tasks necessary to install the IS planning system. In this regard, quite specific capabilities must be brought into being. On a more general level, the first six months will follow a general series of activities that will occupy the team for a considerable amount of their time. During this period the process will include:

- The highest priority task of the TA team will be to maintain the momentum of the bridge activities carried out under the ESRP project. Whatever other initial activities are described below, the priority should be given to ensuring that there is no rupture between the presence and momentum in the MEPU-FP between the two projects. The new team, under a new project, will have to go through a period of orientation to Guinea and to the MEPU-FP. A suggested scenario for these activities follows.

- An orientation period. The TA team will go through a learning period and the more systematic and intensive it is, the sooner it can be accomplished. It will be necessary for the members of the team to obtain a firm understanding of how the Ministry operates, its organization, the staff, their roles, their general capabilities, and the centers of influence. This is necessary to put all other information in context.

- Development of a more detailed and objective knowledge base. It will take some time to review the past history, development of education, accomplishments of past projects, and review the mass of evaluations, assessments, and studies conducted by the various donors. The team itself will begin, with their Guineen counterparts, to develop the necessary additional information base to enable them to begin planning specific courses of action. For example, a detailed training needs assessment will be conducted based on job descriptions, which may not exist and will have to be prepared. The degree of the validity of the information in the "Carte Scholaire" will be established by random sample verification of the information base. Every member of the team should spend at least a month visiting IRE, DPEs, DPSPs and schools. The team as a group should assemble this knowledge base and expose it to the scrutiny of their MEPU-FP counterparts for a reality check.

- Establish working groups, possibly in the context of the above activities, but with the objective of fostering and facilitating collaborative working relationships and to begin the policy dialogue within and between the units of the MEPU-FP. Participants should be drawn from various units and various levels of those units. An objective is to ensure that all units and the personnel at all levels of those units have bought into the IS as <u>the</u> planning framework for the MEPU-FP.

- Review of implementation plan and preparation of the annual plan for the coming year at month six. By the end of the sixth month, the TA team will have enough information concerning the needs of the MEPU-FP to implement IS that an improved and more detailed implementation plan for the next year can be formulated. This will be a formal process during

which an assessment of the status and needs of the MEPU-FP is discussed based on the teams findings to date. Proposals for the detailed implementation plan will be reviewed and budgets to carry out the plan approved. The review/planning sessions will be tripartite in nature; MEPU-FP, represented by the National Coordinator of PASE, USAID, and the TA contract team. If the Secretary General participates in this review, the USAID Mission should be represented by the Director or his Deputy. The review/planning exercise and the review of the annual detailed implementation plan and budget and its approval are the main management control mechanisms for USAID.

- The above review/planning exercise will be repeated annually. The project thus will have the ability to adjust its course and the allocation of resources on a timely basis.

The Efficiency Group will be led by the COP who is also the senior specialist in policy analysis and education planning. He will coordinate the activities of the members of the group with the objective of assisting the MEPU-FP to carry out the tasks necessary to implement the IS planning framework. Those steps are summarized in section 2.11 of the body of this paper and in Annex B.

Some of the major outputs necessary to accomplish the above include but are not limited to:

- a **policy support strategy** designed and created by the DAAF and the SSP to supply the necessary analysis to the Cabinet level entities
- **capability of generating data**, information, and models that will demonstrate the relative strengths and progress of the FQLIS system
- activities designed to focus attention on policy making through using the analysis from the EMIS and **conducting policy round tables**
- **an Education Management Information System (EMIS)** which will include a local area network with continuous power supplies
- a **referenced achievement test** for 4th and 6th grade students
- a limited **elementary school sector review**, including some in-depth research on issues relating to the FQLIS inputs or indicators
- a mechanism to offer a substantial amount of **technical and computer training**
- a process of **organizational development training**, personnel management training, and planning
- management information systems development at the decentralized levels.

The Efficiency component of the FQEL project will provide three expatriate technical experts in addition to the services of the Chief of Party, who also serves as the senior policy advisor. The group will function as an integrated team which will in turn foster the creation of integrated teams of MEPU-FP personnel. The three technical assistants will possess skills and expertise in: (1) policy formulation and analysis; (2) financial analysis and administration; (3) educational planning and the use and design of management information systems; and (4) organizational development and management training. A fourth technician, a local direct hire Guinean or third country national will provide expertise in implementing and programming information systems. S/He will work under the guidance of the Education Planner/Analyst and operate within the structures of the SSP. It may be necessary to contract for programming services to implement the integration of the MEPU-FPs present individual MIS systems (DAAF and SSP). It is more

economical to contract for highly technical programming skills than to try to build the capacity in the MEPU-FP.

Education Financial Analyst and Administration Specialist

This specialist will work primarily with the DAAF but will be available to assist other sections of the Ministry in the areas of his/her expertise. The primary purpose of technical assistance in this area is to assist the DAAF to develop into a more effective organization that can carry out its responsibilities in administration and finance. Specifically, the purpose is to assist the MEPU-FP to develop the necessary management and administrative systems and trained personnel to:

- Implement a budget preparation process more timely and based on reliable information that reflects the priorities of the MEPU-FP. When the decentralized budget preparation process is implemented, work with the SAAF to install the needed systems at the DPE level.

- Establish systems to assure accountability for the acquisition and management of the physical resources of the MEPU-FP. This will include a system of reports and records documenting the acquisition process, warehouse inventory control methods, and procedures to track materials when issued.

- Training the staff of the newly created audit section and establishing internal audit procedures and requirements.

- Continue the automation of the accounting and budgeting functions and, with the advisor to SSP, integrate the systems to allow budget and expenditure information to be correlated with the information in the Carte Scholaire, education statistics information, and the to-be-developed student assessment program.

A recent comprehensive review of the DAAF is contained in Annex C. The report details the present status of the DAAF, its needs to carry out its responsibilities, and detailed recommendations for action. Some, but by no means all, of these recommendations will be carried out during the "Bridge" phase between the ESRP and the FQEL projects. At the time of the arrival of the TA person in this area, the report should be reviewed and progress in accomplishing its recommendations assessed. The DAAF advisor will prepare his detailed work plan based on this assessment. The annual plans will be reviewed and approved by USAID and the MEPU-FP.

Education Planner/Analyst/Management Information Specialist

The Education Planner will work primarily with the SSP to train its staff and help establish systems necessary to support the implementation of the IS planning framework. S/He will also be responsible for training the Education Planners assigned at the DPE level and helping the SSP to develop the planning system necessary to support the preparation of national plans. The most important responsibilities of the SSP are the preparation of the annual plans for the MEPU-FP and the collection, organization, and analysis of the statistical database. The SSP also has the

responsibility for preparing the annual investment program funded by the Programme d'Investissment Public (PIP).

To meet the needs of FQLIS, the new integrated MIS system will demand an in-depth analysis of information and reporting needs of the departments, along with a comprehensive needs assessment in the areas of technical and computer training. This new system will enhance SSP and DAAF capabilities to process and analyze information, specifically to relate expenditures to school quality and output measures/indicators.

The DAAF and the SSP will collaborate to develop policy support strategies for the Minister and her Cabinet. Through policy analysis dialogues, round tables, and through the use of information generated by the new EMIS, the demand for data about and analysis of the education system will be met. Both DAAF and SSP will be capable of meeting a broader range of requests for information. The TA in the two units will conduct on-the-job training. At times, the two units can be trained together, hence fostering the communication necessary to implement an integrated resource allocation system. There will also be a need to contract short-term consulting assistance in system design tasks, policy modeling, and for arranging tours out of the country to visit other education projects.

Training Specialist

The Training Specialist will have OD skills in the public sector. His or her tasks will be to assess the need for specific management skills in MEPU-FP and generate strategies to empower workers to become more effective in carrying out their normal tasks. In some departments, management skills are urgently needed to perform budget audit tasks and to coordinate responsibilities between people so that confusion and overlap of roles is avoided. Team building, delegation, and problem-solving are among the skills needed. As the Ministry shifts its attention toward implementing decentralization policies, roles will change for everyone. A new sense of purpose and direction will be required to implement the new system. Training in OD and personnel management will assist in this crucial transition process.

The Training Specialist will conduct some training activities. As special training needs grow and take substance he or she will need to call on short-term assistance. Special and intensive workshops in time management or departmental planning will be conducted on a wide scale and will need outside assistance. He or she will find adequate secondary resources for training in Conakry. There will be times, however, that more specialized training will be needed from offshore.

The Training Specialist will be a resource and service provider for other members of the FQEL team as they plan and carry training activities in their areas of specialization. This specialist will review and monitor training in other sectors, such as in-service training and computer training. The Training Specialist will generate a directory of local and foreign resources for a wide range of training for which contracts could be made as needed. Though budgeted for the full term of the project, this person may be needed for only two or three years.

D. RESOURCE REQUIREMENTS (in millions of dollars)

Long-Term TA -- Three @ 60 P/M ea.	$3,750
Short-Term TA -- 90 P/M	$2,500
Short-Term Training (U.S.)	$900
Long-Term Training (U.S.)	$400
Study tours/workshops/conferences (mostly in Guinea)	$800
Local Costs--field tests/studies/etc. and other local operating costs	$250
Commodities/misc. equipment/$ operating costs	$800
Vehicles (4)	$150
TOTAL	$9,550

E. SYNERGY

Synergy is inherent in all three components of the FQEL project. The components work together to produce effects and impacts in one area that will reinforce and contribute to the effectiveness of activities in other areas. The Efficiency Component produces synergy in the following illustrative ways:

- It will produce data instrumental for management whether it is used in the quality area to decide where to conduct in-service training or in the equity area using the Carte Scolaire to prioritized rural school placement.

- It will provide a description of the system that will show progress in equity enrollments, participation rates between urban and rural areas, and levels of FQLIS inputs to schools. It will provide a picture of how resources are spent and permit costs to be tracked on a per student basis.

- It will strengthen management structures and administration within which quality and equity function. Management training and OD offered across departments within MEPU-FP such as INRAP, the DNEE, the Cellule d'Audit in DAAF, and the Comité d'Equité will increase interdepartmental communication. Such exchanges will result in a deeper appreciation of organizational problems and commitment to resolve them.

- It will provide training services in all component areas. Prefectoral directors of education (DPE) or school directors who attend teacher in-service training will understand the challenges of teaching in the classroom. The in-service teacher training will sensitize managers to support their teachers with the supplies and advice they need to do their jobs better.

- The FQEL project activity will be evaluated often for impact, effectiveness, and relevance. Evaluation sessions held among officials involved in the decentralization process will reveal the need to strengthen coordination of teacher training or to provide quality inputs (supplies) to schools that are not receiving them.

F. ACTIVITY TIMELINE

Time line for Component 1: **Efficiency**. The objective of the first component of FQEL will be to develop the capacity to increase the efficiency of the MEPU-FP in delivering higher quality education within its budgetary and human resource limits by: **(1) Improving the policy formulation/decision making and overall planning process by proposing the activities shown in Table 1; and (2) improving the management of resources by the activities shown in Table 2.**

TABLE 1: ACTIVITIES TO IMPROVE THE POLICY FORMULATION/DECISION MAKING AND OVERALL PLANNING PROCESS

Activities	Yr 1				Yr 2				Yr3				Yr4	Yr5
	1	2	3	4	1	2	3	4	1	2	3	4		
COP, Education Planner/MIS, Training Specialist, Financial/Administration Advisors arrive														
Hire Guinean Sr. Education Advisor & Admin Assistant														
Providing More Reliable and Valid Information:														
Conduct Information System (MIS) Audit/ Start IS Steering Committee														
Design & Implement MIS														
Train users														
Training/production of data collect standards														
Evaluate use & relevance of MIS														
Stimulating a demand for the information relevant to the policy formulation/decision making needs of the MEPU-FP														
Institutional Policy Assessment/Audit														
Develop Policy Support Strategies														
Primary Education Sector Review														
Data development work: Model building, etc.														
Assist in design of 4th and 6th grade tests														
Seminars/simulations														
Broadening the participation in the decision process both directly and indirectly														
Policy round tables with Cabinet, IREs and DPEs														
School year preparation workshops														
Round table consultations with APEs														
OD type high level training, vertical and horizontal:														
Assess management training needs														
Develop Training Strategy with Departments														
OD with SSP and DAAF - 1 session/wk														
OD with SSP and DAAF - 2 sessions/month														
Process consultations Upper Management 2 sessions/month														
Evaluation of management / OD work														
Create in-house capability to contract for the above types of training														
Yearly planning and budgeting process: needs assessment														
Identify internal and external training resources														
Training in Statistics, Accounting and software														

TABLE 2: ACTIVITIES TO IMPROVE THE MANAGEMENT OF RESOURCES

Activities	Yr 1				Yr 2				Yr3				Yr4	Yr5
	1	2	3	4	1	2	3	4	1	2	3	4		
Improved Centralized Personnel management practices.														
Assess personnel management training needs	■	■												
Develop training strategy with priority departments		■	■											
Conduct quarterly management training sessions			■	■	■	■	■	■	■	■	■	■		
Evaluation of personnel management training				■				■				■		
Develop systems to deliver and monitor physical inputs:														
Finalize distribution policies for books, supplies, etc.		■												
Develop delivery strategy between MEPU-FP, Regions, DPEs & schools			■											
Develop Information Systems Conventions for physical inputs		■												
Evaluate system strategy: delivery & monitoring				■				■				■		
Implement decentralized planning (IRE/DPE/DSPS/SAAF)														
Assess and Plan decentralization education planning/analysis needs, including information systems plans	■	■												
Develop strategies for analysis training		■												
Training for FQLIS school-based elements & plan		■	■											
Agreement w/MEPU-FP on plan above		■												
Audit and design Pilot Information Systems		■												
Implementation of Pilot Systems			■	■	■									
Training of system and computer use			■	■	■	■	■	■	■	■	■	■		
Evaluation and review of Pilot system				■				■				■		
Operational manuals for decentralized personnel - substance and process - training														
Manuals for decentralization process, including training design					■									
Manuals for data entry and analysis using comp.				■										
Cross-regional review and evaluation of decentralized Proc				■				■				■		
Implement management systems required for decentralized reorganization:														
Assess and plan decentralization management needs in regions	■	■												
Workshops between Central and Regions on reorganization		■	■											
Agreement w/MEPU-FP on plan			■											
Training sessions in regions				■				■				■		
Evaluate and Review of management training				■				■				■		

G. TIME-PHASED INDICATOR MATRIX

FQEL Project: Efficiency Component

BENCHMARKS	INDICATORS	MEASURES	MEANS OF VERIFICATION
Short-Term (1-2 Years)	•Information System Steering Committee formed •Information systems needs assessment •LAN implemented along with shared databases •Cabinet level training provided •Policy Support Strategy defined with DAAF SSP •DAAF able to generate donor reports; •DAAF able to desegregate expenses by sector •Travel groups completed •Process consultation meetings •Decentralization Pilot Projects begin •SSP works with other Support Services to develop an achievement test for 4th and 6th grades	•Membership list: 4 months •Department specifications defined and visualized: 8 months •Implementation plan: 1 year •3 round tables per year •one per year •2 sessions per month •Meetings with Central & Regional, Prefecture leadership: 0-6 months •Action plan detailing responsibilities, the actual tests field tested: 6-12 months.	•Meeting notes •Report of specifications •Contractor specifications •Implementation manuals, training agreements •Planning notes, letters of invitation, syntheses produced •Trip reports; presentation of findings to working groups •TA work logs, quarterly reports •Meeting reports and procedures established •Field test results and reliability analysis
Mid-Term (3-4 Years)	•Data Development Work expanded and enhanced •DAAF financial systems fully operational •Cabinet level and mid-level computer training provided •MEPU-FP contracts out its own training for special needs •Decentralized information systems expanded and operating	•3 workable models used in policy analysis and decision making: 3rd year •Training contracts and sessions: 50 hours per year X 10 people, years 3-4 •Training contracts: years 3-4 •Systems operating in 6 Prefectures: 3-4 years	•Policy dialogue papers and data displays •Learning Contracts from training sessions, tests of competence produced •Training provision agreements •Training manuals and procedures, plans of action documentation
Long-Term (5 years)	•DAAF and SSP train their own people •Personnel capable of designing own modifications in database and information system •Seminars and round tables held •DPE and IRE information systems working and supplying data to the central offices	•Content area training: 25 hours per year •Data entry screens and report formats, programming modifications: 5 years •Two per year at 5 year •Data exchanges going both ways; practices become routine, 3 regions: 5 years	•Training designs, work schedules •Strategy meeting notes from SSP or DAAF •Seminar notes and cabinet dialogue meeting minutes •Diskettes, reports produced, action plans from the regions

FQFL Project: QUALITY Component

BENCHMARKS	INDICATORS	MEASURES	MEANS OF VERIFICATION
SHORT-Term (1-2 YEARS)	Teacher training:		
	• Teachers' and principals' training needs assessments completed		
	• Draft pedagogical modules incorporating feedback completed	• 4 modules	• Drafts - feedback sheets • Site visits, qtly reports
	• Pref. schools teachers organized mapped into training units	• 38 pref., est. 660 animators	
		• 50 persons	• Seminar proceedings, feedback sheets
	• Modules draft studied, criticized and approved by MEPU-FP, IREs, DPEs, cadres (seminar)		• Site visits, team working docs
	• Modules tested in selected schools	• 4 modules, 8 schools	
	• Modules finalized, printed, ready for delivery		• Seminar proceedings, site visits, qtly rpts
	• Animators trained	• 2 week seminar, est. 660 pers in 8 groups	• Schedules, inventories, reports
	• Est. delivery-follow up annual schedule • Monitoring eval system established		• Site visits, reports, DAAF-decentralized procurement records
		• National scale, thru DPEs IREs, central levels	
	Teacher support materials:		
	• INRAP team formed, draft format for teacher curric. interpretation implementation guide or selected pages of current curric. redirected		
	• Criticism, approval solicited from central levels, IREs, DPEs, cadres		• Feedback sheets, team working notes,
	• Revised version finalized, published, delivered		
	• Trial version tested through selected schools		• Site visits, classroom observations
	• Follow on or in tandem w teacher training prepare teachers guide book		
	• Same approval procedure as above		• Quarterly reports, working group documents
	• Finalize, publish, deliver as above		
	• Extend use through teacher training process		• Procuremt, delivery records, etc
	• Monitor eval. through same system as that used by in-service training		• as above
			• as above
		• as above	
		• as above	

(Continued on next page)

FQFL Project: QUALITY Component

MEDIUM-Term	Teacher training: • Revise all aspects of above based on initial assessments •New modules drafted •Modules approved, finalized • Animators trained • Delivered to teachers--follow up • Monitored/evaluated--include pupils	• 4 per year • as above	• as above
LONG-Term (5+ YEARS)	• Teacher training procedure continues at same rhythm • Instructional materials process continues at same rhythm	• as above	

2.22 Quality: Teacher Support Services

2.221 In-service Training

A. OBJECTIVE

The objective of the activities in this component are to improve the quality of instruction in the classroom. Inputs will be provided that will change the way teachers behave in the classroom, the way they view their students and themselves, and the way the content of the curriculum is taught. This will be accomplished by improving the services provided to teachers in terms of the materials they have to work with, the training received to use these materials designed for the specific needs of the different regions of Guinea, and improved back-stopping through better supervision, monitoring and day-to-day assistance in classroom management.

The two aspects of this component are in-service training and materials development. The first materials to be developed will be classroom manuals designed for particular types of classroom situations, such as the multi-grade classroom, the classroom with 120 students, the classroom where girls fail to participate, and the "average" classroom of 45 to 50 students. The second order of materials to be developed will be for student's use. They will be relatively short, 8 or 12 pages in length, and will deal with fairly specific subjects. These will be locally written, produced, and relatively inexpensive and affordable by parents. At a later time, if textbook policies are resolved, preparation of more substantial texts are possible. These may be based on the 8 to 12 page student auxiliary materials which have been shown to be effective.

The in-service training component will have as its main objective to train teachers in the use of the manuals and application of the approaches presented in the manuals. In-service training will also be given to school directors and Prefectural and Sous-Prefectural level supervisors. The formulation of the training program and the preparation of the first round of materials, the classroom manuals, will proceed simultaneously.

The initial objective will be achieved by training facilitators at the Prefectutal or Sous-Prefectural level who can work with groups of teachers of grades one and two and headmasters. The first round of facilitator training will be completed in the second year of the project and all first and second grade teachers will have participated in at least one in-service program by the end of the third year. As the first rounds of training are being conducted, materials for the third and fourth grade and then the fith and sixth grade will be prepared. Training at these levels will begin at the end of year two. All primary school teachers will have received some training by the end of the project, most will have participated in several sessions.

B. APPROACH

Participation is fundamental to the approach to be used in carrying out the activities in this component. Teachers and school directors will participate in the identification of the problems to be addressed in the manuals. They will help in determining the content and the format of presentation of the modules in the in-service program. Teachers will actively participate in the design of the in-service training programs. Exemplary teachers will be used to illustrate good practices in the printed portion of the training modules and in those cases where classroom

practices are recorded on videotape for use in workshops, conferences or focus groups. Teachers will be the "actors" as well as the examples of good practices in "real time" video documentation.

Teachers and school directors will also be "participants" in the sense that they will be trained to be the "facilitator" who will work directly with the teachers and school directors. At the central level trainers of trainers will be drawn from IPN or ENI staff. They will in turn train groups of facilitator drawn from the teaching and school director force who will become the front line facilitator. The training modules will be designed to be self-contained, in that everything the facilitator needs to work with her/his group of teachers will be in the package of in-service materials.

C. PROCESS

It will be the responsibility of the In-service Teacher Training Advisor to guide and facilitate the process of developing the in-service program and its implementation in the field. S/he will work closely with the Instructional Materials Advisor. The activities are two sides of the same coin. It is anticipated that they will work with personnel of the INRAP on this activity. The newly created Service for Personnel Training will also have a measure of involvement, probably at the policy and coordination level.

The proper use of the teachers' classroom manuals will be the main objective of the in-service training program. Hence, without the manuals, there is no new content for the in-service training program and without the in-service training program the manuals would undoubtedly never be used.

The first step in the process of developing both the instructional materials and the training programs is a thorough study of the conditions in the primary schools. It will be necessary to determine the content and methods actually used in the present curriculum. This will require an extensive/intensive study of what is actually happening in the classrooms. Information on the characteristics of students, teachers and school directors must be gathered and profiles constructed. The environment of the school must be studied, both inside and outside the classroom. These will vary in different parts of the country and must be accommodated in the design of manuals and in-service training modules.

A study of the problems faced by teachers and school directors will be conducted. This will require classroom observation, discussion and focus group sessions with teachers and school directors. Any other means of gathering relevant information that proves useful should be employed.

What should emerge from this initial step is a comprehensive description of the primary schools, the teachers and other staff, the problems they face and, from the focus group sessions, some suggestions as to how the instructional process can be improved. The results will not be one picture but a montage of pictures that reflects the fundamental variety found in the primary schools of Guinea. The design of the training programs must reflect this diversity and accommodate its needs.

The In-service Training Group will then have to decide on the topic for the first training module. In-service training will be provided to school directors and inspectors as well as teachers. Therefore, although the school directors should participate in programs for teachers, there will be a need for the development of in-service training programs especially for school directors and other supervisory personnel. The most important criteria in selecting the focus for the first module should be what the teachers and school directors involved in the field study and focus groups consider to be their greatest problems. As the Instructional Materials Advisor also will be participating in this study, the contents of the manuals will be consistent with this choice.

Determining the exact nature and methodology to be used in the in-service modules will, to a large extent, be determined by the findings of the study into the conditions found in the school room. The modules are to be designed so they can be used as self-contained instructional units by school directors, Conseillers Pedogogiques, or other personnel, possibly from the CFPs, who will be the facilitator for groups of not more that 25 teachers. The modules initially will be designed at INRAP under the guidance of the In-service Training Advisor. Exact procedures can not be determined at this point but it is considered essential that teachers, school directors and parents be assembled to participate in the design of the modules. If they do not participate in the actual design, they should critique them before they are tested in the field. A group that is typical of those who will participate in the in-service program, both as facilitator and trainees, must reality-test the modules.

To be self-contained and able to be used by peer facilitators, the modules will contain not only the substance but the methods to be used in the facilitation process. The module will contain printed material and well-illustrated texts, using either printed photographic reproductions, photo novellas or line drawings. The use of audio cassettes will be considered by the design team.

The modules must then be tested in field conditions. In this process the methods of their use and the training necessary for peer facilitators to be successful in their use will be determined. After field testing the modules will be revised according to what was learned during the test.

The implementation of the training program will use a pyramid approach. Two teams of trainers of trainers will be formed with the assistance of the In-service Training Advisor. These two teams will train groups of facilitators at the Prefectural or Sous-Prefectural level. The final step is when the facilitator takes the modules and holds training sessions in their schools or for teachers from a cluster of schools. If the approximately 9,000 teachers were evenly distributed throughout the 33 prefectures and 5 districts of Conakry, there would be 238 teachers in each. If the in-service groups were all composed of 25 teachers, there would be a need to train about ten facilitators in each prefecture or district of Conakry. The average will not hold true and in some prefectures more than one class of 25 facilitators will have to be trained. The probability is, however, that with two teams of trainers of facilitator, each holding one session a week, the country could be covered in six months. This is especially true because at the outset, training would be given to first and second grade teachers only and to school directors. The modules for the upper grades would not be ready until the following year. The need for replacement facilitators and periodic upgrading must be added, but the task is very feasible.

The use of video programs with field-based teacher groups will not be feasible for some time. However, with the use of a small generator, video programs might be practical tools for the

training of facilitators at the prefectural level. The feasibility of video modules would also be tested.

The In-service Technical Assistance Advisor will work with other team members to develop a student assessment program that will enable the MEPU-FP to test the impact of the in-service program and the modules on student achievement. The purpose of this program is not to establish national norms but to be able to ascertain the differential impact of the program at the point where it is most important, its impact on student learning and student behavior.

It is likely that the assessment program will not be implemented in time to establish a "pure" baseline level. The in-service programs will be implemented at about the same time as the assessment program is being developed. However, the in-service program will not be implemented at the same time in all localities and the assessment program will concentrate on fourth and sixth grade leavers, while in-service training will start with first and second grade teachers. Before and after training measures of student achievement will be possible, or at least progress can be measured.

A program to assess the impact of the materials and the training on teacher behavior, school director, and other teacher support personnel performance will also be developed. This will be a joint effort of the In-service Training Advisor, the Instructional Materials Advisor and the advisors at SSP.

D. RESOURCE REQUIREMENTS

Resources needed to implement the In-service Training activities are:

In-service Training Advisor	60 P/M	$1.250,000.00
Short-Term Technical Assistance	49 P/M	$1,000,000.00
Long-Term Training (U.S.) 1 MA Degree		$80,000.00
In-country Training		$250,000.00
Vehicles (2) @ $37,500		$75,000.00
Commodities and Misc. Equipment		$125,000.00
Local Costs-- Field Work		$250,000.00

E. SYNERGY

The most obvious synergistic aspect of this activity is between the in-service training element and the instructional materials element. Although described in separate sections, they must be implemented together and the synergistic effects are obvious. Synergism also results from the close working relationship and sharing of information between the Quality element and the Efficiency element in its work with the SSP and the DAAF. The results of the field work of the in-service training element in collecting information at the school level will support the statistical data base development efforts of the SST and the DAAF. The in-service element will in turn rely on the data routinely collected by SSP and DAAF as a reality check. In the context of the FQEL Project, the Quality element provides one of the two means the project has of having a direct effect on the quality of education services provided in the classroom. In so doing it provides a direct, visible and immediate means of illustrating the effects of one of the most important FQL of the Indicators.

F. ACTIVITY TIMELINE

Teacher Support Materials Development

Activities	Yr 1				Yr 2				Yr3				Yr4	Yr5
	1	2	3	4	1	2	3	4	1	2	3	4		
Establish Research Writing Team														
Draft User-Friendly Curriculum Teacher's Guide														
Organize Approval Seminar MEPU-FP/IRE														
Finalize/Publish/Deliver														
Use in selected elementary schools/ M & E														
In tandem draft 1st Teacher's Guide														
Trial use through teacher training M + D														
Organize approval seminar MEPU-FP/IRE														
Finalize/Publish/Deliver														
Introduce through In-service Training														
M & E content approval/usage														
Draft Teachers' Guides 2 and 3. (1)														
Textbook other support materials (2)														
Follow similar approval publish/ M+E process														

In-service Training Program Development

Activities	Yr 1				Yr 2				Yr3				Yr4	Yr5
	1	2	3	4	1	2	3	4	1	2	3	4		
Estab. inservice training writing facilit. team														
Research prioritized training needs														
Organize/map Regional Training Delivery support units														
Draft first 3/4 training modules														
Review approve through MEPU-FP-IRE seminar														
Finalize/publish														
Train animators - 2 wk regional seminars														
Est. delivery/follow up schedule for teachers														
Dev. M&E instruments for 3 levels concerned														
Revise/adjust program on basis of M & E														
Repeat Program annually - 4 modules minimum														

2.222 Instructional Materials

A. OBJECTIVE

The overall objective is to assist the MEPU-FP to develop more appropriate instructional materials. Constraints, opportunities and rationale for this assistance are contained in Annex D.

B. APPROACH

The basic strategy is to place a long-term technical assistant with expertise in curriculum materials development within the Institut National de Récherche et d'Action Pédagogique (INRAP). This individual would be supported by short-term technical assistance when needed. The role of the technical assistant would be two-fold: to foster institutional strengthening and to provide expertise and training. Long-term consistent presence within the INRAP and the MEPU-FP should be effective in promoting proposed changes, fostering continued commitment and involvement in change efforts, and providing support for sustainable changes. Proposed level of effort is a minimum of five years.

A counterpart will be identified within the INRAP. The counterpart could be the Directeur Adjoint but it would be advisable to name a counterpart who can be directly involved in all stages of the materials development project on a full-time basis.

The materials development process must support decentralization. The school is the locus of change. The greater the involvement of schools in decision-making, the more likely improvements in educational quality will be sustainable.

Materials development is an iterative process, not an end product, and requires constant assessment, evaluation and revision. Teachers' guides and supporting instructional materials are designed as springboards for school-based improvement. This means they should be flexible and adaptable enough for local and teacher variation and modification. They should, however, be grounded in a solid understanding of the skills, attitudes and current practices of Guinean teachers. Teacher training and instructional materials development are two facets of the same effort to improve the quality of learning.

C. PROCESS

Before actual revisions to instructional materials can begin, a number of preliminary steps must be taken.

1. Building institutional support for materials development at the policy level of the MEPU-FP. This is both a marketing effort and an educational effort: identification of problems with the current curriculum materials and their relationship with quality and efficiency and acquiring clear commitment to the reform process. This would be achieved first through individual contacts and interviews followed by a national workshop led by the INRAP and assisted by the TA and possibly one or two short-term consultant/professional facilitators. Participants will include key decision-makers at the MEPU-FP and other educational stakeholders from business, NGOs, ministries, APEAE, religious leaders, etc.

2. Organizational/management development at the INRAP. Organizational development activities, e.g. team building, improvement of management skills, information flow, development of clear job descriptions, etc. will begin immediately with short-term assistance from an organizational/management consultant. A case study approach using the instructional materials revision project as the case study would be undertaken. A strategy for instructional materials revisions and instructional materials production policy will be elaborated. Training needs, equipment needs, and information/documentation needs will be assessed. Specific needs will likely include computer training/equipment.

3. Training. Training is be on-going and carried out in-house by Technical Assistants, local experts (including teachers, principals, and local prefectoral level administrators and advisors), and short-term consultants. Specific expertise will be determined by the training needs assessment and will include expertise on child development, learning/teaching strategies, teacher training, gender issues, primary education, etc. Study tours to school systems with similar issues, e.g. Benin, Mali, Philippines, Thailand, and possibly the United States, would be an integral part of training. Participants would include teachers and principals.

4. Creating an Instruction Advisory Board. The Board will play the role of sounding board, mentor, and counselor. The small 10 - 12 person voluntary membership would include representatives from the business community, NGOs, ENIs, religious leadership, parents and teachers.

5. Developing a clear strategy and approach to instructional materials development and diffusion. A major early responsibility of the technical assistant would be to assist the INRAP in the detailed definition of an approach, a strategy, plan of action, identification of resources to move forward with materials development. A detailed work plan for the INRAP would be a major output. This would occur in tandem with the organization development consultant presence.

6. Definition/reorientation of teaching objectives. This requires a multi-pronged approach that would include inputs from a wide range of educational stakeholders in the early stages. Focus group leadership teams would be created to carry out field consultation/participatory meetings with communities and school personnel and with key educational stakeholders. The purpose of the focus group leadership teams is to collect data and information on appropriate pedagogical objectives. These groups would be organized by geographical region and be composed of the INRAP staff, master teachers, conseillers pédagogiques, school administrators. The ultimate output would be a detailed matrix of instructional objectives.

On-going training workshops on instructional objectives, and child-centered instruction would be held in tandem with the work with the assistance of short-term expertise on primary education, gender stereotyping, and child development. A participatory process of action research will most likely facilitate the development of appropriate instructional materials.

In the core activities of design/production of instructional materials, first priority is the production of teachers' guides. Scope and sequence of the entire primary cycle needs to be determined. Teachers' guides will contain detailed pedagogical objectives and instructional strategies. Format will be designed to provide easy reference and use by teachers. Instructional strategies will be

designed along with in-service teacher training. Periodic and on-going in-house training on materials design and production, criteria, guidelines, etc. provided by TA and short-term consultants as needs are identified.

Writing of teachers' guides will be carried out by multi-disciplinary teams which include practicing teachers. Field testing and try-outs of sections or modules will be carried out regularly and as soon as possible along with in-service teacher training.

Production work will begin with the Curriculum/Teachers' Guide for Grade One. Once the Grade One guide is underway, work will begin on Grade Two.

Ideally, design and production of student text/brochures ("fascicules") would occur in tandem with the production of the teachers' guides, given sufficient human resources. Consideration should be given to revising the current INRAP student texts. This could provide cost benefits and could serve as a training project for future materials development. Production of materials should also take advantage of existing projects and materials: Education en matière de population, Education environnemental, Enfant pour enfant, Education manuel et technique, UNICEF project to remove gender stereotyping from textbooks, Enseignement à distance, etc.

D. RESOURCE REQUIREMENTS

Training resources: much training will be carried out by Technical Assistants and local resources. Short-term consultancies will be required at approximately four per year for three to six weeks. Study tours to third countries are highly recommended with regional study tours a first priority.

Commodities:
- Vehicles: focus group leadership teams will require four-wheel drive vehicles.
- Computers and other equipment: an assessment of the INRAP current equipment stock needs to be carried out. Informal observations indicate that the INRAP is presently under-stocked and under-trained in computers.
- Documentation: an assessment of both the organization and availability of documents, books, periodicals, etc. needs to be carried out before needs are determined. Informal observations indicate that there is little updated material available to the INRAP staff.

Local costs: local costs incurred through
- transport costs and per diems for national level workshops and field work. Focus groups leadership teams will most likely visit at least 10 - 15 sites outside of Conakry and a number of sites within the capital.
- local training: per diem and transport costs. In-house training should be considered part of routine work assignment, however, some costs will be incurred for training materials and for meals. Formal in-house training will occur monthly, once every six/eight weeks. Provision for practicing teachers/school directors in transport and per diem (?). Reward structure must be carefully considered (on INRAP payroll?).

E. SYNERGY

The INRAP materials development technical assistant will be a member of the USAID FQEL team. The INRAP/TA will work particularly closely with the Teacher Training Technical Assistant and coordinate all activities on materials development. The TTTA would begin assignment at the same time or shortly after the MDTA.

The MDTA will also work closely with the Community Development/Equity TA advising the Comité d'Equité to ensure that the student text/brochures avoid gender stereotyping and provide a positive picture of the abilities and opportunities of girl students.

Coordination with other units within the MEPU-FP will be part of the challenge of INRAP and the TA as work moves along. Particular attention will be paid to working closely, informing, coordinating with the Direction Nationale de l'Education Elémentaire, and the Inspectorat General as well as other sections of the MEPU-FP. This is particularly critical with issues of teacher supervision, promotion, etc.

Consideration should be given to the development of school partnerships among try-out schools or other schools identified as FQEL schools. Some support for this effort could be obtained through the proposed World Bank supported Local Educational Development Fund. Maintaining networks among educators, teachers, schools who are engaged in exemplary, innovative practices can assist in maintaining momentum and creating environments for change.

F. ACTIVITY TIMELINE

		YEAR ONE				YEAR TWO			YEAR THREE
		1	2	3	4	1	2	3	
TECHNICAL ASSISTANCE TO IPN									
Team building/goals and strategy for curriculum revision	TA								
in-house meetings/interview	TA								
in-house training on curriculum design	TA								
seminars/workshops	expert primary education								
	expert learning approaches								
Finalize strategy									
POLICY SUPPORT									
Marketing* Institutional support for curriculum revision									
public dialogue/press, media discussion	MEPU/IPN								
policy dialogue/in-house meetings/interviews									
MEPU, donors, key policy makers, ed.stakeholders	TA, IPN staff								
national workshops/formal meetings	TA, IPN staff								
	expert primary education								
	expert learning approaches								
	facilitator								
Form Curriculum/Instruction Advisory Board									
Policy agreement on curriculum reform principles	Minister/MEPU/donors								
agreement on major educational objectives	Minister/MEPU/donors								

		YEAR ONE				YEAR TWO				YEAR THREE				YEAR FOUR				YEAR FIVE	
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2
NIZATIONAL DEVELOPMENT/IPN	TA																		
ission/goals/organization	OD/Management trainer																		
h to materials development	OD/Management trainer																		
sion/training																			
assessment																			
iptions																			
da assessment	expert computer																		
cumentation needs assessment																			
e-assessment/feedback	USAID team																		
TATION OF LEARNING OBJECTIVES	IPN staff, TA, schools,																		
lanning and strategy design																			
ocus group strategy	IPN staff, TA																		
s groups leadership teams																			
proach/criteria to determine objectives																			
training/action workshops	IPN staff, TA, Tch.Trng. TA																		
	expert primary education																		
	expert learning approaches																		
study tour	focus group leadership teams																		
Phase 2: data, information gathering																			
Focus groups meetings/field collection of objectives, data	focus group leadership teams																		
	TA and Teacher Training TA																		
Field research	Leadership teams/TA																		

identification/design																			
data collection																			
Phase 3: design & development																			
Design matrix of instructional objectives	focus group leadership teams/IPN																		
feedback to MEPU/agreement on objectives																			
Finalization of matrix of instructional objectives	focus group leadership teams/IPN																		
criteria for scope and content	with Teacher Training TA																		
criteria for teaching/learning strategies	with Teacher Training TA																		
training/action workshops	expert child development																		
	expert primary ed																		
Determine sequence of objectives/grade level	(as above)																		
field verification with focus groups	focus group leadership teams/IPN																		
REVISION OF INSTRUCTIONAL MATERIALS																			
Training materials design/production	expert materials design																		
Develop criteria/guidelines for materials production, etc.	expert materials design																		
field verification with focus groups	focus group leadership teams/IPN																		
		YEAR ONE				YEAR TWO				YEAR THREE				YEAR FOUR				YEAR FIVE	
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2
DESIGN OF TEACHERS' GUIDE/Grade One																			
	Form curriculum development/design teams																		
criteria/guidelines	design teams/IPN																		
	with Teacher Training TA																		
identify characteristics	expert materials design et.al.																		
determine tasks/content area	curriculum panels																		
production of content	curriculum panels																		

of materials	schools																		
ion	curriculum panels																		
to materials	curriculum panels																		
ion																			
ition																			
vork on Grade two																			
DESIGN/PRODUCTION OF STUDENT TEXTS	production teams																		
IN-SERVICE TEACHING TRAINING																			

G. TIME [illegible] AS [illegible] CATOR [illegible] X

		YEAR ONE 1	2	3	4	YEAR TWO 1	2	3	4	YEAR THREE 1	2	3	4	YEAR FOUR 1	2	3	4	YEAR FIVE 1	2	3	4	Remarks
[illegible]																						
Team building/goals and strategy for curriculum revision	TA	■	■	■																		on-going
in-house meetings/interview	TA	■	■																			on-going
in-house training on curriculum design	TA	■		■		■		■		■		■		■		■						1-2 wk workshops on-going as need
seminars/workshops	expert primary education			■		■		■		■		■		■								specific expertise to be defined
	expert learning approaches			■		■		■		■		■		■								specific expertise to be defined
Finalize strategy			■	■																		
POLICY SUPPORT																						
"Marketing" Institutional support for curriculum revision			■	■																		on-going
public dialogue/press, media discussion	MEPU/IPN		■			■			■			■			■			■				on-going media coverage
policy dialogue/in-house meetings/interviews			■																			
MEPU, donors, key policy makers, ed stakeholders	TA, IPN staff																					
national workshops/formal meetings	TA, IPN staff		■																			educational role as well
	expert primary education		■																			as policy consensus for change
	expert learning approaches		■																			
	facilitator		■																			
Form Curriculum/Instruction Advisory Board			■																			incl reps official admin, business
Policy agreement on curriculum reform principles	Minister/MEPU/donors		■																			religious, NGO, APAF, communitie
agreement on major educational objectives	Minister/MEPU/donors		■																			teachers
ORGANIZATIONAL DEVELOPMENT IPN	TA																					
Training-action/define mission/goals organization	OD/Management trainer		■		■		■			■			■			■						on-going
Define strategy/approach to materials development	OD/Management trainer		■		■		■															1-2 week consultant on-going follow
Define strategy for diffusion/training			■																			case study approach
Training needs assessment			■				■				■				■				■			
Job, task descriptions			■																			
Equipment needs assessment	expert computer		■																			
Information/documentation needs assessment			■																			on-going
Re-assessment/feedback	USAID team																					periodic re-examination of project

		YEAR ONE				YEAR TWO				YEAR THREE				YEAR FOUR				YEAR FIVE				Remarks
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
ORIENTATION OF LEARNING OBJECTIVES	IPN staff, TA, schools,																					
Phase 1: planning and strategy design																						
Develop focus group strategy	IPN staff, TA																					
Form focus groups leadership teams																						focus groups include tchrs.
Design approach/criteria to determine objectives																						
training/action workshops	IPN staff, TA, Tch.Trng. TA																					on-going/short-term TA
	expert primary education																					as needs identified
	expert learning approaches																					
study tour	focus group leadership teams																					regional/Asia/to be identified
Phase 2: data, information gathering																						
Focus groups meetings/field collection of objectives, data	focus group leadership teams																					
	TA and Teacher Training TA																					
Field research	Leadership teams/TA																					"what works", equity, parent
identification/design																						involvement, classroom research
data collection																						
Phase 3: design & development																						
Design matrix of instructional objectives	focus group leadership teams/IPN																					
Feedback to MEPU/agreement on objectives																						
Finalization of matrix of instructional objectives	focus group leadership teams/IPN																					
criteria for scope and content	with Teacher Training TA																					
criteria for teaching/learning strategies	with Teacher Training TA																					
training/action workshops	expert child development																					
	expert primary ed																					
Determine sequence of objectives/grade level	(as above)																					
field verification with focus groups	focus group leadership teams/IPN																					
INSTRUCTIONAL MATERIALS																						
Training materials design/production	expert materials design																					
Develop criteria/guidelines for materials production, etc.	expert materials design																					
field verification with focus groups	focus group leadership teams/IPN																					

		YEAR ONE				YEAR TWO				YEAR THREE				YEAR FOUR				YEAR FIVE				Formal
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
REVISION OF TEACHER'S GUIDE Grade one																						
Form curriculum development/design teams																						
criteria/guidelines	design teams/IPN																					
	with Teacher Training TA																					
identify characteristics	expert materials design et al																					
determine tasks/content area	curriculum panels																					
production of content	curriculum panels																					
Try-out of materials	schools																					
Evaluation	curriculum panels																					
Revision to materials	curriculum panels																					
Production																						
Distribution																						
Begin work on Grade two																						
DESIGN/PRODUCTION OF STUDENT TEXTS	production teams																					
IN SERVICE TEACHING TRAINING																						

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2.23 Equity of Access

A. OBJECTIVE

The objective of FQEL project activities specifically supporting equity is to develop MEPU-FP capacity to increase access to elementary education for children presently under-served by Guinea's primary school system. At the most basic level, equity in elementary education means providing equal access to school for all children, urban or rural, boys or girls. Once they are in school, it means making school a supportive environment for girls as well as boys, attacking gender stereotyping in teaching materials and teacher behavior and addressing the practical needs of rural as well as urban children

B. APPROACH

Three basic approaches will be used to reach the objectives of the Equity component of the FQEL project: 1) activities carried out directly by the Comite' d'Equite' itself; 2) promotion of activities in other units of the MEPU-FP; and 3) through funding the activities of a PVO that will work at the community level. The equity component of the FQEL focuses on strengthening the ability of the *Comité d'Equité* within the MEPU-FP to plan and coordinate activities that increase access to schooling for girls and rural children: to authorize and manage a complex set of activities; to formulate medium- and long-term rolling plans that are both coherent and responsive to local needs; and to identify indicators that can be used to evaluate progress toward reaching equity goals. It will do this by providing on-the-job training in administration, planning, and evaluation to the members of the committee and by linking it with the services of a PVO with the capacity to engage in community development, participatory planning, implementation of pilot activities, and assessment of progress in equity .

Increasing access and equity in schools means not only access to schooling itself but a greater degree of participation in the instructional process in the classroom. This latter concern will be addressed as an integral part of the activities of the Quality component. It must be monitored and educators sensitized to the issue where necessary. To increase access to school requires creating schools in new locations. MEPU-FP resources alone, in the near term, will not be able to supply the number of new schools needed to rectify present disparities. The MEPU-FP ability to supply teachers if schools come into existence is equally problematic. Community support, however, is a resource that not only contributes to establishing a school but can contribute substantially to its maintenance. Harnessing and building upon community demand requires planning iteratively and collaboratively with local stakeholders. It also means that planning will not always be done in strict accordance with absolute measures of inequity. Demand may spread from centers where successful activity is taking place and reach the most remote areas later.

The *Comité d'Equité* is a useful entry point because its members are drawn from key branches of the MEPU-FP's services — the Secretary General; the INRAP, which has responsibility for developing didactic materials; the elementary and secondary education services; and the SSP school mapping division, which regulates school implantation and expansion. Providing its individual members and their department heads with training and guidance in addressing gender issues in their day-to-day work will strengthen the educational system's ability to remove gender barriers to girls' education.

In addition, FQEL activities in the areas of teacher training, materials development, improvement of information systems, and monitoring of project activities take relevant equity and gender issues into consideration. They will also contribute to improving gender equity within schools and assessing progress toward equity nationwide.

C. PROCESS

FQEL interventions that focus specifically on equity will be of three types:

• provision of training through the FQEL primary contractor's technical assistants or through short-term technical assistance to strengthen MEPU-FP capacity to assess equity issues and to undertake initiatives to improve equity; and

• the services of a PVO, linked to the *Comité d'Equité*, capable of establishing liaison with stakeholders and other contributors to community development, initiating and implementing equity pilot projects, and providing on-going guidance and technical assistance to the *Comité d'Equité*.

• activities carried out directly by the Comite' d'Equite' or organizations it funds.

Training: The FQEL primary contractor's technical assistants in organizational development and in training will be responsible for providing on-the-job training in needs assessment, gender issues, organizational development and management to *Comité d'Equité* members. They may provide training either directly, through short-term TA, or in collaboration with the PVO providing other equity services, depending on the assessment of training needs and resources. In some instances, training will be followed up with a short seminar for committee members' department heads and service directors to make them aware of equity issues, possible courses of action, and the resources available, so that they support equity activities within their part of the ministry.

PVO activity: To improve the MEPU-FP capacity to respond to local demand and to form liaisons with community leaders and development partners, USAID will enter into a cooperative agreement, or, alternatively, the project implementing organization will sub-contract, with an appropriate PVO to provide:

•a community development expert with experience in gender and equity issues to be an advisor to the *Comité d'Équité* who will provide guidance and advice for needs assessment, participatory and iterative planning, community development and collaboration with development partners;

•short-term training, as needed, for committee members, for example, in methods of collaborative and participatory planning, project supervision and evaluation or;

•assistance in creating linkages with national NGOs; district, prefectural and sub-prefectural offices; local community leadership; and APEAEs to address constraints to enrolling and retaining children in school;

•assistance in creating and informing key constituencies within MEPU-FP that will support equity initiatives;

•assistance in coordination with alternative forms of education, such as the Centres NAFA and literacy classes within MEPU-FP or forms of project-related or NGO training outside it, that reinforce or supplement the elementary education (partial or complete) of rural children and girls;

•the means for designing and implementing pilot projects to address equity and gender needs; and

•management of a small-grants fund that can be used to leverage local incentives, such as, for instance, maintaining, and supervising community schools or rural credit for school support activity.

The PVO will be responsible for providing quarterly reports of its activities to USAID to feed into the PIRs and APIs. Since some of the barriers to equity lie outside the school system the PVO will need to collaborate with outside organizations that can complement or supplement its efforts. Planning, in these conditions, involves designing activities collaboratively, planning iteratively in response to the different or evolving situations of particular communities, and regularly monitoring project activities in order to identify constraints and successes.

The PVO equity project office will be located in Conakry so that staff can: consult on a regular basis with a counterpart in the *Comité d'Equité*; maintain liaison with the FQEL primary contractor; establish and maintain liaison with Guinean NGOs; and conduct needs assessments and project activities in the interior of Guinea.

D. RESOURCES

Resource needs for the equity component of the FQEL project include:

Long-Term TA - 60 P/M	$1,250.00
Short-Term TA - 40 P/M	$1,000.00
In-country Training Expense	$200.00
Commodities/Misc. Equipment	$200.00
Local Cost/Field Work	$300.00
Vehicles	$38.00
PVO Cooperative Agreement	$3,000.00
	TOTAL $5988.00

E. SYNERGY

The equity component of FQEL must inform important parts of the quality component, if the school environment is to become more hospitable to girls and better adapted to rural realities. It must also rely on the outputs of the EMIS systems for important measures of progress in equity, which means it must contribute to the formulation of those measures.

Under the quality component, in-service teacher training needs to include building awareness of gender inequities in treatment of girl pupils, especially, so that teachers do not raise barriers to girls' achievement and retention. The development of supplementary student brochures and teaching guides within INRAP needs to build upon current activity there aimed at eliminating gender stereotyping in texts and teaching materials.

The efficiency component, by strengthening MEPU-FP capacity to analyze its data base, will improve assessment of progress of equity considerably. There are several baselines from which to measure changes in access to schooling leading to increases in equity, but each needs to be refined. *Carte scholaire* data can be used, for instance, to identify areas where children live beyond walking distance from schools, but at present it exists in unanalyzed form. MEPU-FP annual statistics gathered by SSP are already desegregated for gender and urban/rural residence (though the measure for discriminating rural from urban is open to question). The rate of girls' enrollment and percentage of female students in the schools can be tracked through MEPU-FP statistics, as can enrollment and percentage of rural students. Enrollment does not suffice, however, as an indicator of equity. Increased retention and reduced repetition rates of children through the elementary cycle are further indicators of the adequacy of schooling to meet their

needs. Better analysis of the data gathered by SSP is essential for tracking progress and evolving needs in equity.

Finally, over the long term, improved capacity in the MEPU-FP to respond to community stakeholder representatives in planning development activities will also contribute to improving decentralized planning capacity. Collaborative activities will also strengthen villages' capacity to plan and implement their own development activities and to deal effectively with government and donor agencies.

F. ACTIVITY TIMELINE

Activities	Yr 1				Yr 2				Yr3				Yr4	Yr5
	1	2	3	4	1	2	3	4	1	2	3	4		
PVO contract for support of *Comité d'Equité* in effect														
Community Development Equity Advisor assigned to *Comité d'Equité*														
Equity needs assessment training workshop, seminar, TA														
Gender issues workshop, seminar, TA														
Comité d'Equité on-the-job training in planning, management, OD														
Field investigation teams assembled, trained														
Participatory community planning exercise commissioned, undertaken					*	*	*	*	*	*	*	*	*	*
Liaison established with development NGOs, MEPU-FP services														
Analysis of community planning results; pilot projects designed						*	*	*	*	*	*	*	*	*
DPE meetings to dialogue with village representatives, APEAEs; train for pilot activities														
Protocols established for screening small-grant applications from local NGOs, community leaders														
Pilot project implemented (small grants processed)													*	*
Pilot projects monitored, evaluated				*										*
Forward planning to develop yearly action plan													*	*
Follow-on activities to implement iterative planning														

* Activities scheduled intermittently, as needed

G. TIME-PHASED INDICATOR MATRIX -- ACTIVITIES/PROGRESS LEVEL

Component 3: EQUITY

BENCHMARKS	INDICATORS	MEASURES	MOVS
SHORT-TERM (1-2 YEARS)	• Needs assessment & gender issues training delivered • OD/Management training delivered (E.Committee) • Planning & project design training delivered • Participatory rural appraisal training delivered • Appraisals undertaken • DPE coordination meetings w/NGOs, community leaders, & APEAEs • Liaisons w/stakeholder groups established • PVO meetings w/village reps conducted • Participatory planning exercise commissioned & undertaken • Revised strategic plan for addressing equity • Protocols estab'd for screening small grants applics •Pilot programs designed and begun	• 40 pers./hrs--Yr. 1 • 30 pers./hrs-- Yr. 1 • 30 pers/hrs-- Yr. 1 • 80 pers/hrs w/4 teams--Yr. 1 • 5-10 appraisals • 5-10 meetings/yr • 5-10 groups • 5 meetings/Yr 1 15-20 mtgs/Yr 2 • year 1 • year 2 • year 2 • 1-3 programs	•Training evals • Training plans, Qrtly reports • Training evals, Qrtly rpts • Qrtly rpts, training evals • Rural appraisal team documents • Correspondence, site visits, meeting minutes • Site visits, minutes • Session plans, evals. • protocols, correspondence • Pilot concept papers, correspondence
MEDIUM-Term (3-4 YEARS)	• Pilot projects monitored and evaluated (potential tech. assist.) • PVO training of village reps • PVO receives funding applications from village reps • Revised strategic plan for addressing equity issues developed • Follow on activities to implement results of iterative planning developed • Community initiatives to support girls'/rural children's schooling begun	• 20 pers/hrs/year • 4 applications, yr 2; 8 appl yr 3 • yearly • ongoing • 2-4 initiatives (yr 3 & incremental increases thereafter)	• M&E documents • Training plans, correspondence • PVO reports, applications • planning docs, str plan • Activities plans, planning docs. • Community agreements, correspondence, site visits
LONG-Term (5+ YEARS)	• Revised strategic plan for addressing equity issues developed	• ongoing	• Strat. plan, planning documents

2.3 Other Donors

The total external funding for education is difficult to quantify and most is yet to be definitively committed. The latest estimate by the IBRD is that it will total about $90 million U.S. equivalent between now and the end of the century. A five year IBRD Sector Investment Project is presently in preparation that has a proposed level of $48.4 million U.S. equivalent. Cooperation Francaise is proposing a two-year program that is comprised of 25 "cooperants" who are to be placed in line and staff positions and about $3.0 million U.S. in training and commodities that will be managed directly by CF. Funding levels of other donors are less clear but it is probable that the FED will provide approximately $15.6 million to fund 200 primary school classrooms, and the Japanese Government will build 75 classrooms a year, mostly in Prefectural center cities. The African Development Bank is to provide approximately $11.0 million U.S. to support classroom construction, textbook provision and girls' education initiatives. OPEC Fund and the Islamic Development Bank will provide undetermined amounts of assistance.

Other organizations such as GTZ, UNICEF, UNESCO and various international NGOs provide limited amounts of assistance in specific areas of the education sector. Their activities, though small, are important to development of the sector because they are able to be innovative and to test new and different approaches. These activities should be monitored by the FQEL project team to capitalize on their experience.

The two donors whose activities will impact the most on the FQEL project are those of the IBRD and the French. A program formally was proposed by the FAC while the PP design team was in country. It intends to work in some of the same units of the MEPU-FP in which the FQEL will work. However, the proposal is very general and at this writing it is unclear exactly what is proposed, in what areas the MEPU-FP will ultimately ask them for assistance or what the emphasis will be in those areas.

-FAC PROPOSAL

There are three important factors to weigh when considering possible interfaces between the FAC proposal for assistance and the FQEL:

- The FAC assistance is not being given in the context of a "project" that has a structure, long term objective, nor a mechanism to provide support for activities to develop Guinean capabilities. Commodity procurement is to be administered by the CF and typically will be those required by the Cooperantes themselves.

- The 25 Cooperantes will in all likelihood be placed in positions of a line or staff nature. They seldom fill the same kind of role that the technical assistants in an AID project does. They typically do a particular job in the Ministry and when their time is up the post is vacant, in more ways than one. The FQEL assistance will be focused not on "positions" but on functions. Assistance will be focused on "units" or "functions" to develop MEPU-FP capability more than on individuals.

- It is a two-year project that starts almost immediately. It appears that some of the IPN Cooperantes have already arrived. The TA team for the FQEL project will arrive a year later. It will take six months for the TA team to become fully operational. At that time the FAC project will have only six months left to run. The FQEL TA team will be in-country for 4 1/2 more years.

- IBRD PROPOSAL

The IBRD project focuses on the same objectives as the FQEL project but with a different mix of inputs. Quality is addressed by providing $8.5 million U.S. for textbooks and distribution. It is hoped that the Bank will have the flexibility to use some of those funds to produce the materials being developed under the FQEL project. The largest element of $12.2 million U.S. is for construction and construction materials. $1.0 million U.S. is to be used to fund a small grants program to support innovative activities proposed by schools and teachers. This fund in particular can facilitate activities in the Quality area of the FQEL project. Another $1.9 million U.S. is set aside for student monitoring, sector planning and improved communications.

The GOG is to provide $16.2 million U.S. equivalent in financing. Most of this is to be for recruiting new teachers. The IBRD financial analysts and the GOG believe that the recurring costs generated by this project can be met. If the salaries of the increased number of teachers assigned to the primary schools are included in the GOG contribution, this could well be true.

The MEPU-FP intends to continue to re-assign administrative personnel. Some secondary teachers and administrative personnel can still be shifted to the primary schools. Retiring administrative personnel and senior teachers will be replaced with new primary school teachers. Because the salary of a retiree is high, two beginning teachers can be hired for every one that retires.

About 1,000 functionaires in other parts of government retire or resign each year. The Ministry of Administrative Reform and Function Public will assign the funds released by these retirees to the three "high priority" areas of the government, namely health, education and the army. The MEPU-FP expects to realize a net gain in teachers from this reallocation of positions of about 400 to 500 a year. Only estimates are available at this time.

The MEPU-FP is saving recurring costs by not accepting new students into the ENIs. This year's enrollment is two-thirds normal. Next year the total number of students will be only one-third normal. In 1996 the number taken in will be determined by the number the MEPU-FP expects to be able to hire three years hence. This has reduced the costs of training more teachers than can be hired. In the meantime, the Ministry will draw on the already graduated ENI students not yet hired. The MEPU-FP has realistic expectations of being able to staff the new classrooms being built.

Increasingly, communities are taking over the maintenance of rural schools. The DPE in Pita, for example, relies on communities for virtually all school maintenance. This relieves pressure on non-salary expenditures.

- OTHER DONORS

Of unknown size, but more potentially adverse, is the impact on future GOG recurring costs of the EEC intention, according to the IBRD, to fund the first two years salaries of a group of beginning teachers. Two years hence, the GOG will have to pick up the teachers' salaries.

The optimism of the donors concerning the GOG's ability to meet recurring costs notwithstanding, it is obviously a serious issue. The ability of the DAAF to predict with some accuracy the recurring cost implication of donor programs is urgently needed and will be one aspect of the capacity they will develop with the aid of the FQEL project.

The following table of area of donor activity in the education sector is adapted from a recent IBRD document.

Matrix of Major Donor Assistance in the Education Sector

Areas of Intervention	U.S.A.	IDA	France	EEC	GTZ	AfDB
Planning	X		X			
SSP	X	X				
DAAF/SAAF	X	X	X			
Curriculum	X		X		X	
Training	X		X	X	X	
Textbooks/Instructional Materials	X	X	X		Possibly	X
Student Evaluation	X	X	X			
Private Schools		X				
Equity	X	X				X
Research	X	X	X			
Construction		X		X		X
Communication		X				
Student Health		X				
Teachers' Salaries				X		
VET					X	
Other		Radios at DPE, health suppl'mt, and Internet				
Estimated Funding (US$M)	$5m annual average	$48.4m	$2-3m annually	$15.6m	TBD	$11m

The change in the responsibilities of the Comite' Pilotage from having responsibility for PASE to having responsibility for all of the MEPU-FP is significant. It strengthens the coordinating role of the CP and is an expression of the MEPU-FP desire to be the "coordinator." USAID should look primarily to the Comité Pilotage for MEPU-FP to effect coordination. It should not make decisions as to areas the FQEL project should or should not be involved in primarily with the FAC, or with any other donor. PASE I was a relatively integrated multi-donor re-structuring project of which ESRP was structurally integrated, at least for coordination purposes. Donor

initiated coordination was appropriate under PASE I. The FQEL project supports PASE II but is not an integral part of it.

2.4 Covenants and Conditions Precedent

The Mission can use the project agreement to help ensure that the MEPU-FP will fully commit itself to the achievement of the goals and objectives of the FQEL. It should specifically state USAID expectations concerning project outcomes. The formulators of the PID have suggested a jointly prepared mutually agreed to policy/objective matrix as one mechanism. A more specific list of outcomes than is usually included is another option. Either should be prepared at the time the ProAg is negotiated with the GOG.

Even though this is not a Non-Project Assistance activity and there are no large amounts of cash or commodity transfers involved, it is possible to include conditions precedent in the ProAg. The design team recommends that the Mission do so. The following CPs are recommended:

1. FQLIS system formally adopted by the MEPU-FP as the planning framework to be used to allocate resources for the development of primary education in Guinea. An alternative that may be acceptable is an endorsement of an extensive/intensive test of the utility of the system in Guinea. If there is no formal sanctioning of the FQLIS system, the basic premise of the FQEL project rests on the personal commitment of the senior leadership of the MEPU-FP. That leadership could change suddenly to be replaced by leadership that has no commitment to FQLIS. The basic premise of the project is vulnerable without some formal adoption of the system, at least as an extended trial.

2. The Arette's authorizing the formation of and describing the responsibilities of the re-organized central ministry should be signed before the technical assistance team is allowed to arrive. The Efficiency Group could begin work if USAID has assurance that the defect structure in SSP and DAAF would not change once the arette's were signed. The Quality Group will have to work with the Service for Personnel Training, which will not exist until the new structure is in place and with the INRAP whose structure changes significantly. Therefore, the Quality Group should not arrive until this CP has been met.

3. The Plan for "Deconcentration" should be completed, approved and the arette's signed before work with the DPEs starts. New delegations of authority for the IRE and the DPE are being considered. Responsibilities for in-service training and supervision of teacher performance are to be consolidated, clarified, rationalized and decentralized. Until the "Deconcentre'" organization is in place, or at least officially authorized, the authorities and responsibilities of people and organizations in the field would not be known. The CP addresses the same issue the IBRD has identified as one of the two "risks" to the implementation of their project.

4. In-service training responsibilities and relationships defined and a policy on "Formation Continue" adopted. This CP could be met in the context of 2. above. However, the "Text d'Application" may lack the specificity required, in which case a separate condition/covenant is needed. It would not be advisable to start field work on teacher upgrading until this CP is met. One could start the preliminary information gathering on present classroom practices, teacher profiles and student characteristics.

5. The Mission should "buy-in" to the four conditions being considered by the IBRD. These are:

- Percentage of National Budget allocation to primary education will rise to 42 percent by year 2000. Verifying this will require a different budget structure by the MEPU-FP. The "Avant Budget" submission of the MEPU-FP to the Ministry of Finance for 1995 is not structured so as to allow a determination of the allocation of funds to primary education. The FQEL project can contribute to developing the system and the skills necessary to do this.

- Five dollars per student was to be spent on supporting instruction in the classroom. A system exists that can verify after the fact whether or not such expenditures have been made. Because of the uncertainty of flow of resources to the DPE level, planing such expenditures is impossible. Rectifying this problem will require major changes in the way finances are managed by the Treasury at the Prefectural level.

- Six hundred teachers a year are to be hired. This will not be difficult. Replacements can be counted. The two for one gain from retiring teachers can be counted. The CP should read that the teaching force will be increased by 600 each year. It can still be done.

- Annual financial reports will continue to be prepared and presented to the donors at an annual review. The DAAF and the SAAF will need further assistance from the FQEL to prepare adequate reports for this review.

Other policies that need to be formulated and decisions taken are legitimately part of the objectives of the project and can be listed in the matrix of expectations. Their achievement is as much a responsibility of the project as CPs and covenants to the project.

2.5 Incremental Planning Approach

In proposing an incremental planning approach the project designers are recognizing that it is impossible to predict project progress, changes in project context, emerging problems and opportunities for the entire six or seven year life of the project. It is necessary to build into the design the means and the mandate to periodically examine progress and problems and to adjust project plans accordingly.

A detailed project plan for the first two years and a more general plan for the later years of the project is presented in this paper. All bidders for the technical assistance contract should be required to prepare a similar plan covering the same period as part of their response to the Request For Proposals. A third detailed project plan, derived from the first two should be negotiated with the winning bidder for the TA contract and become part of the contract. The negotiations should take place in Guinea.

Six months after the contractor arrives in Guinea this work plan should be re-examined and updated based on the experience of the contractor to that date and the results of initial assessments, baseline studies and other initial data gathering activities that the TA team and their counterparts will engage in early in the project.

Thereafter, the implementation plan should be examined once a year and its continued validity confirmed or the plan changed to adjust to the changes in the Guinean education sector.

A status report and a proposal for any changes in the implementation plan should be prepared by the contractor. Any proposed changes in the contract as a result of changing requirements should be discussed. The reviews should/could be timed so the reports can provide input to the API report. The reviews should also include a financial review of the project as well as a review of funding requirements for the TA contract.

Participation in the review should be broad. It should include all units at whatever level the project is active. Senior level MEPU-FP officials such as the Secretaire Generale should participate, if not co-chair the review. It might be advisable to conduct the review in a "Retreat" atmosphere where undivided attention could be given to project issues over a two-or-three-day period.

The requirement for an initial work plan after six months and the annual review and detailed work plan thereafter must be explicitly included in the requirements of the technical assistance contract.

The timing of the annual review must also coincide with the Monitoring and Evaluation plan activities so that this information is available in its most recent form for consideration and to help guide the development of the project.

Projects that do not adjust to changing conditions and requirements are bound to become, by definition, irrelevant and are destined to fail. Projects that can adjust are more likely to succeed.

3.0 SUMMARY OF MONITORING AND EVALUATION PLAN

3.1 Introduction: Challenges and Opportunities

Monitoring and evaluation of the FQEL Project will not be a simple operation. Continued, intensive levels of effort will be required on the part of USAID project managers in order to ensure that the necessary quality, sequencing and timing of events are maintained. The project's conceptual, programmatic and geographic expanse, in addition to the issues discussed in Annex E, will require that USAID accord high priority to M&E activities. Particular components of the plan, if employed in a spirit of inquiry, may permit USAID to render explicit aspects of knowledge and understanding which have to date remained implicit.

3.2 Goals of the M&E Plan

The plan is designed to meet USAID's needs for information. It is designed to:

- track the progress, results and impact deriving from USAID's interventions, in the short, medium and long term

- provide USAID, in a timely manner, with information necessary for management judgments and decisions related to planning, directing, controlling, organizing and motivating

- provide USAID, in a timely manner, with information necessary for meeting its own reporting requirements

- capture lessons learned and "success stories"

- contribute to the Mission's base of knowledge and understanding about the nature of educational change in Guinea.

3.3 Approach and Critical Roles

The FQEL project follows a rolling design. Unlike more traditional projects whose time-phased, quantitative targets lead to clear project "completion," the FQEL project is based on an iterative process. The M&E plan will necessarily be dynamic and iterative in some respects.

For these reasons the Chief of Party and the other members of the TA team will need to be intensely involved in monitoring and evaluation activities. The COP will ensure that resources are available for TAs' and a short-term M&E Specialist's monitoring and evaluation activities. In the course of routine ongoing meetings with GOP representatives, the COP will discuss and disseminate the findings, results and learning which the TAs will be documenting. The TAs will serve as critical observers, recorders and analysts of on-going progress, results and learning. A short-term Monitoring and Evaluation Specialist will provide ongoing support to monitoring and evaluation activities.

3.4 Overview of Implementation Plan

The table below, "M&E Plan: Principles, Mechanisms and Purposes," is a schematic overview. The table on the following page, "Timeline: M&E Plan," shows the sequencing and periodicity of those components. Multiple feedback loops facilitate tracking, reporting and learning between the direct participants in the projects' three components, as well as with a broader base of stakeholders. Narrative is provided in Annex E.

M&E PLAN: PRINCIPLE MECHANISMS AND PURPOSES

WHAT	WHY	HOW
Orientation meetings	Develop shared understanding of proj goals & design, & of central role of M&E	Review of project design docs, implementation plan & initial work plans
Needs assessments	Baseline data	Organizational analyses, job performance assessments, etc.
Project reports	Monitor progress, provide USAID w/info for judgments & decisions, for own reporting,identify emergent indicators & procedures for tracking progress	Description & analysis of problems, successes, lessons learned
Review meetings	Track progress, build monitoring system	Examine results of interventions vis-à vis baseline data, organize & categorize data collected on ongoing basis
M&E Consultancies	Assist stakeholders in developing data management & analysis schemes responsive to emergent needs	Provide on-the-job and more structured training.
PIR	Assessment of progress & results; planning	Review of LT & ST TA reports, PVO reports
Annual Review	Assess progress & results, examine M&E system & mechanisms, planning	Multi-format ("Conférence, small & large working groups, open discussion, etc.): review past & planned activities; incorporate conclusions & findings into plans
API	Document project status to date, assess congruence w/Mission portfolio, id. & disseminate relevant knowledge & understanding	Review of project documents, internal Mission dialogue
Mid-term eval	Assess progress, results, impacts; id. problems & remedial measures, successes, learnings	Participatory approach, multi-method (goals based, in-depth intervws, pilot/control groups, etc.)
Final eval	Synthesis, info for judgments & decisions re future directions	Goals based + more participatory process oriented methods
Audits	Financial/mgmt transparency	Professional review

TIMELINE: M&E PLAN

WHO	WHAT	WHEN															
		Year 1				Year 2				Year 3				Year 4		Year 5	
		1	2	3	4	1	2	3	4	1	2	3	4				
COP; TA team; PVO	Organizational Meetings																
TA team; PVO	Need Assessment				O	N	G	O	I	N	G						
TA team; PVO	Project Reports																
COP; TA team; PVO; USAID/G	Review Meetings																
M&E Specialist	Consult																
USAID/G; COP	PIR																
COP; TA team; PVO; USAID/G; ??	Annual Review																
USAID/G	API																
External team + counterparts	Mid-term Evaluation																
External team + counterparts	Final Evaluation																
External company	Audit																

KEY: COP=Chief of Party; USAID/G=USAID Guinea; M&E=Monitoring & Evaluation Specialist; PVO=Private/Voluntary Organization

3.5 Vetting the Plan

The Technical Secretariat, through the PASE National Coordinator, will be an appropriate vehicle for the solicitation of GOG reactions to the plan. Discussions with the Coordinator during the design phase have presumably served to clarify the parameters of the M&E plan. The Technical Secretariat will also have input into USAID's decisions for vetting the plan with other donors. Depending on how the role of the Cellule de Coordination d'Evaluations evolves (e.g., as a clearinghouse), that body might also be an appropriate vehicle for communicating with other donors.

3.6 Resources needed to develop, put in place and carry out the FQEL M&E plan

M&E Specialist, 20 pers/months @ $25,000/month	$500,000
Mid-term Evaluation, 4 pers/6 weeks @ $25,000/month	$150,000
Final Evaluation, 4 pers/6 weeks @ $25,000/month	$150,000
Audits, 2 audits @ $25,000	$50,000
Contingencies (per diem local hire, training)	$150,000
TOTAL	$1,000,000

4.0 FEASIBILITY AND RISK ANALYSIS

Feasibility and risk is examined in this section through the presentation of analyses of the four aspects that will most affect the successful implementation of the FQEL Project; the social context, economic environment, institutional structures and the policy agenda which must be carried out. Key assumptions are organized by the factors or organization that control the degree of confidence they will prove valid. Finally, six key risks are presented and their management discussed.

4.1 Analysis

4.11 Social Analysis

Two basic questions shape this social analysis:

- What is needed to achieve equitable access to schooling for all Guinean children, male and female, urban and rural; and

- What social resources within Guinea are available to support schools, and what is, or can be, the nature and extent of this support?

Unequal access to education, and available support rest, in turn, on the underlying realities of rural/urban disparities coupled with: lack of infrastructure; poverty and the costs of schools and schooling; gender disparities in access; and ethnic differences from one socio-economic area to another.

Disparities in Access: Guinea is primarily a rural, agricultural country endowed with ample rainfall and considerable mineral resources. Only 27 percent of the population lives in towns, 17 percent in the capital itself. Poverty, especially in rural areas, limits parents' ability to send all their children to school. Indirect costs are also elevated, particularly in the case of girls. Children of school age make an important contribution to a family's livelihood. Girls'

economic importance to their family is one of two major factors contributing to their low enrollment rates, compared with boys--one girl for every two boys in school. The second factor is said to be concern over unwanted pregnancies and early marriage.

Though there are regional disparities of access to school in Guinea, it is clear that a major equity fault-line lies between the rural and the urban population. Town classrooms hold sixty to a hundred or more pupils, despite double-shifting, while the dispersed rural population is not always able to support class sizes of 25, even when multigrade classes are formed. Many rural children still live so far from the nearest school that getting there constitutes a serious hardship. Girls, too, are disadvantaged in terms of access to school and those who enroll are more likely to drop out than their brothers. Although in Conakry girls constitute over 42 percent of enrollments, in the rural areas only 26 percent of primary school children are girls, yielding a national percentage of about 32 percent.

Constraints and Alternatives: Community demand and support for schools is strong and growing. Under current economic conditions the government of Guinea does not have the resources needed to provide access to school to all its school-age population. Establishing schools in remote areas is a necessary condition for promoting equity of access for rural children and girls. The binding constraint to this expansion is not community motivation to build and maintain a school nor the availability of qualified teachers but the government's financial ability to pay teacher salaries.

Encouraging local communities and private groups to take the initiative in supplying schools is one approach to relieving some budgetary constraints to expansion. In fact, in recent times rural communities have been organizing to build their own schools, sometimes with assistance from NGOs and APEAE's. Villages generally have the means to assemble materials for the walls and sometimes for the roof of the school as a first step. They can also supply labor to build the school. Assistance is primarily needed to secure adequate windows and doors.

Both international and Guinean NGOs also provide direct support to schools or indirect support through development activities. A sub-set of Guinean NGOs, composed of *ressortissants* of a particular village play a distinctive role in mobilizing their natal village to establish a rural school. Support for their activities could contribute directly to making schools more accessible in under-served and rural areas. APEAEs come into existence only after a school is established and they play two major roles in supporting schools: an administrative role in supervising attendance of both teachers and pupils; and a linking role, conveying school needs to the wider community and community concerns affecting the school to the school staff.

If activities over the next five years bring improvement in access to the countryside, the next equity problem may prove to be the dramatic over-crowding of schools in towns. In towns private schools, which can now seek official authorization, are multiplying. Encouraging private schools may provide an affordable supplement for addressing urban demand. Private schools undoubtedly offer a safety-valve for demand for higher quality education for children

of the elite. By mobilizing the resources of parents who have the means to pay for their children's schooling they may relieve a little pressure on the public budget.

The issue of why girls and rural children are kept out of school has been the subject of at least five studies in the last five years. It may be time to turn from the question of why girls do not enroll in greater numbers to the issue of what alternative kinds of education can be offered to young Guineans who have dropped out or have never gone to school. MEPU-FP offers literacy classes in French or national languages, now a relatively low-key activity, through its *Service Nationale d'Alphabetisation*. In addition, alternative education centers, *Centres NAFA*, are currently being opened in a few communities with UNICEF and Canadian support. They have not been in existence long enough to evaluate their effectiveness. They offer a "second chance" for youths, particularly, to master the curriculum of the primary grades and move back into the formal school system to finish their schooling.

Finally, in moving from problems to solutions, planners need to take Guinea's ethnic diversity into account. Though the problems may be general, solutions may vary in response to local realities. Guinea is home to some twenty ethnic groups practicing a range of agricultural and agropastoral forms of production (see Annex for details). Common characteristics include: villages as the typical settlement pattern; hierarchically ordered society, including occupational castes and ranked clans; and patrilineal inheritance. But the daily and yearly rhythm of life and the occupations that await children, all of which have an impact on schools, differ and call for flexible responses.

4.12 Economic Analysis

4.13 Institutional Analysis

4.131 Introduction

Several studies, evaluations and design efforts have dealt with the topic of the institutional/management structure and capacity of the MEPU-FP. Recent GOG planning and policy documents, issued, under consideration and in draft, detail the most recent structure of the MEPU-FP. The policy formulation, decision making/planning processes and identification of participants are discussed in several documents. The most relevant sections of these have been included in Annex F.

The MEPU-FP took its present form as a Section of the Ministry of National Education under a Secretary General in 1985. In 1989 it became on independent Ministry and has been under the leadership of the same Minister for the past five years. Early structural reform programs mandated the addition of the DAAF and the PASE program saw the introduction of the SSP and the Comite' Pilotage.

A "functional audit" and an evaluation of the Ministry led to a series of recommendations that resulted in the proposal of a modified structure of the Ministry. The basic structure has been approved and the "Projet De Reorganization", a draft document contains the Arrete's for each directorate and service of the new structure. The arrete's contain;

- general responsibilities,

- structure of the unit, identifies sub-units,
- a staffing pattern,

Yet to be developed for each unit are:

- specific responsibilities and plans of action,
- position descriptions and staff skill profiles,
- targets, indicators and monitoring concepts, and,
- relationships with other central units and the field.

The present reorganization document is being reviewed by the Ministry for Reform and Function Public. According to MEPU-FP officials the present document is being changed. The changes hopefully eliminate redundancies, overlaps and will identify relationships between units.

The new organization adds new units, adds responsibilities to some, removes responsibilities from others and changes the name of others without changing their responsibilities. The major changes are:

- creation of a national training service with responsibility for all personnel training.
- creation of a service for private schools.
- creation of a service for literacy programs.
- formal incorporation of the Comite' Pilotage into the structure of the Ministry and expands its mandate to include all programs of the Ministry rather than just PASE.
- the Institute Nationale De Pedogogique(IPN) losing much of its responsibility for training and gaining an emphasis on research. (Its name was changed to Institute Nationale De La Recherche Et De L'Action Pedogogiques (INRAP).)
- formalizing of the Secretariat Technique Du PASE and attaching it directly to the Minister.

Some problems of definition of responsibilities and relationships remain. The document the MEPU-FP submitted to the Ministry for Administrative Reform proposes some solutions to these problems. How the Function Public will resolve them in the final text is an open question.

The Ministry is in a period of transition. The basic structure has been approved. The draft detailed reorganization plan was circulated and all officials interviewed seemed to be familiar with its contents. Yet, transition to the new organization has been stalled in the sense that the "old" structure is still the only legal structure. For example, the PP design team was instructed by the MEPU-FP to make its contacts and carry out discussions using the present "old" legal structure as a guide, and cautioned that areas of responsibility had not changed. The PP design team in some cases met with the officials who were responsible for specific areas in the old structure who would not necessarily be responsible for them under the new.

The reorganization proposal submitted to the Function Public speaks only to the central ministry. Another, perhaps more important, document dealing with the "Deconcentration" of the MEPU-FP is in draft. It will articulate a new structure, set of responsibilities and

expanded delegations of authorities for the IRE, DPE and DPSP is being prepared by the MEPU-FP. The draft of this document was not available for review or comment. Discussions indicated that it will attempt to rationalize an in-service training system by better defining responsibility for and the organization of all in-service training. In the current system, the responsibilities are diffuse, unclear, and overlapping. Six organizations at four different levels of the MEPU-FP have some responsibility for in-service training.

Both the central and decentralized aspects of the reorganization of the MEPU-FP have been under consideration/in preparation for about three years. Any expectation of a quick enactment of either would be overly optimistic. However the principal drafter of the central reorganization document predicted approval before the end of July. On the other hand, informal sources suggested that nothing will go through the Ministry of Administrative Reform and Function Public until after the legislative elections.

4.132 Decision-Making Process

The initial decision making in the central ministry appears to be a top-down process. A group of about five senior officials, who seem to work closely and well together, seems to make up the core of the Minister's Cabinet. However, once a decision is made on a particular policy or course of action, a pattern of creating a comity' has emerged. The comity's have fairly broad membership and involve 10 to 12 senior staff in planning and arranging for the implementation of policy.

An example is the Comite' de Qualite. Once it was decided quality considerations should be a focus of activities of the Ministry, a committee was formed to plan and take implementation actions. This is a rational system where experienced and capable staff are not in surplus. It ensures consultation, wide communications, involvement of a broad range of people who can contribute to the task, and through the committee, delegations can take place. It also allows significant attention to an activity without creating a permanent bureaucracy. Instead a form of "Ad Hoc-cracy" is created. When a task is finished, it can be disbanded easily, unlike a part of a bureaucracy. USAID has and continues to use the mechanism to good effect.

Below the first layer in the Directorates and Services of the Ministry there seems to be little real involvement in decision making. Delegations are rare. The heads of the units are over-worked while the rest of the staff are under-employed.

Consultation with the field is also weak. Field level officials complain of never being consulted, although there are annual meetings at the IRE level before the beginning of every school year. A small but illustrative example was given by one DPE concerning the lack of consultation by the shipment of chalk he had received. He said he is never asked whether he needs chalk or how much he needs, it just arrives or doesn't arrive as the case may be. It would be hard to judge whether the field staffs are effectively utilized as the level of resources available to them this year has been so low that little can be done in any event.

4.133 Policy Formulation

Senior level MEPU-FP officials described the basic educational policies of Guinea as being derived from two conferences on education that had "national" participation. These two conferences were held in 1984 and in 1989. They were used as examples of the basic origin or starting point of the policy process. In the view of the leadership of the MEPU-FP the conferences characterized wide participation at the beginning of the policy formulation process.

After the basic objectives of the system were agreed upon a policy declaration was prepared and circulated widely for comment. It then came back to the Minister's Cabinet where it was discussed, reviewed again and, once approved, sent to the Minister for signature.

Policies of a very basic nature must be signed by the President. In general, the MEPU-FP sees the analysis of the policy, the determination of the ramifications of implementation, as taking place in the various sections of the Ministry as the document is being circulated. When the SSP reviews the policy they are to determine whether and how to plan to implement it. The DAAF is to determine the financial ramifications. The Inspectorate determines the staffing implications, etc. When the document comes back to the Cabinet for a decision, they have the inputs, the "analysis," of the relevant actors to guide their decision. The policy document is then finalized and sent for signature.

The ability of the Directorates and Services of the Ministry to carry out the analyses necessary is problematic. The heads of these organizations seem to carry the majority of the work load of their units while the staffs appear to be under-employed. The problem is circular. The Director hesitates to delegate because the staff lacks skills and experience, which they cannot develop until responsibilities are delegated and they have a chance to learn. A massive training task is needed and that need is recognized by Ministry personnel. At all levels, without exception, MEPU-FP staff want training, someone to show them new procedures, to teach them what they need to perform their jobs better. (Jobs are ill-defined.)

The difference between the Comite' Pilotage(CP) and the Minister's Cabinet becomes evident at the decision point for policy. There is no difference between the MEPU-FP membership of the CP and the Minister's Cabinet. However, donors and other non-cabinet members can attend and participate in the policy discussions of the CP. The decisions, however, are taken by the Cabinet, where only MEPU-FP members are present. The CP is an expanded Cabinet which others can attend. The Cabinet is, in effect, an executive session of the CP.

It is obvious that policy originates from sources other than highly participatory national conferences. It originates from international conferences, such as the Jomtien Education for All meetings. It originates from donor conditionality. It originates from dialogue between technical assistance personnel and the leadership of the Ministry and MEPU-FP participation at donor sponsored conferences. This is possibly the origin of the interest in the adoption of the FQLIS. Although it appears as if FQLIS is being carried forward as if it had the force of "policy" behind it, no policy declaration or other official document adopting the system seems to have been approved.

The Secretary General is convinced that there must be inputs to the policy process from all levels of the population. As chairman of the Comite' de Quality, where FQLIS implementation actions are presently centered, he has initiated a process that will bring communities into the discussion of what should constitute a "Fundamental Quality School." He feels that these views should determine what the characteristics of a school should be. Exactly how the views of the education establishment at the teacher, DPSP, DPE and IRE levels will be incorporated is unclear. The DPEs in particular complain about not being consulted on decisions. A process that by-passes the DPEs would be unlikely to succeed.

4.134 Improving The Decision Making/Planning Process

The decision making/planning process could best be improved by ensuring that the decisions taken and plans made can be carried out. At the present time the MEPU-FP does not know what level of resources it will receive nor when it will receive them. Particularly at the DPE level, arguably the level at which plans have the most impact on schools, some decision makers and planners have ceased to take the process seriously. (Eight of the 33 DPEs were visited.) Plans D'Action are prepared, casted out and sent to the DAAF. However, there is no consultation concerning what goes into the Avant Budget sent to Finance. The DPEs have no idea what level of resources they will receive. In recent years the resource levels have been cut so much and arrived so late that when money is available from the Treasury, it must be "programmed" to meet needs that by then have become urgent. There are not sufficient funds to implement the "plans". Often the DPEs can not get the full amount of the funds sent to the Prefectural Treasury for their use. There are long delays in release of funds to the DPE after it arrives at the Prefectural level. The full amounts of some allocations are not released and in some cases, allocations are never released and at the end of the fiscal year disappear into the financial system.

The central ministry also has chronic shortages of operating funds for some of the same reasons, although it is more apt to get funds once they are sent to the Treasury for release to the MEPU-FP.

The decision making/planning process could also be improved with broader participation by the staff of the Directorates and Services as well as the heads of the units. This will require a concerted training effort, a basic change in the way supervisors use their staff and the development of participatory practices that reach both vertically and horizontally. Emphasis in the training effort should be placed on OD training that will develop team approaches to analysis of policies, decision making and planning for implementation. When the "Deconcentration" structure is approved for implementation, special opportunities present themselves at the IRE and DPE level. The DPE appears to be the basic unit for managing the implementation of the primary education program. The size, composition and responsibilities of the DPE's staff make it an especially appropriate level to try to create a participatory team approach to planning and implementation. For this reason, the project proposes a TA person to work at this level of the educational establishment.

The decision making/planning process could be greatly improved if the information being collected were analyzed and ordered in more useful ways. This cannot be seen as a problem for either the supply side of the equation or the demand side. It is a problem for both. Upper

levels of the Ministry complain because there is a "Mass de Donnee," but little of what they consider information useful to understand the problems of the system or to analyze solutions. The MIS is not brought into the policy/decision process enough to understand what is needed and hence the system is "drowning in information while gasping for understanding."

As an example, the SSP was asked what it meant when they said the average class size was about 50 students. The question was not understood. When asked what the distribution of class sizes was, the question was understood but not why one would ask it. It was explained that from our limited observation there were no classes of 50, but classes of 90 to 120 and classes of 25 to 30. One needs to know the distribution of class sizes to make resource allocation decisions on types of classrooms and instructional methods. The basic piece of information needed is the distribution of class size. The SSP never considered this question nor, while the design team was in the country, could they come up with the answer. The example is by way of illustrating the need for training in basic analytical skills. The leadership of the Ministry has never asked these questions. They also need training in basic analytical skills. Both the supply side of the MIS and the demand side needs attention.

4.135 Constraints And Opportunities For Change

The constraints and opportunities for change are often different sides of the same coin. The most important opportunity for change lies in the staff of the MEPU-FP. Senior level staff are open to new ideas. They are eager to try new innovative approaches and in doing so are at least implicitly willing to take the necessary risks. Staff at all levels want to improve their own capabilities and also think in terms of the capabilities of their units. They believe that not only are additional technical skills needed but also management skills. The leadership wants assistance with OD. They want the MEPU-FP to function in a more participatory manner.

On the other hand, to say that the staff wants and needs training is to also to say that at the present time it has weaknesses. The recognition of the need for OD training indicates that the flow of work of the Ministry is from the top down with little real participation outside a small inner circle of senior officials. Team approaches to decision making and program implementation need to be developed.

Motivation is high at the senior levels of the Ministry, and particularly among the group that went to the U.S. for training. At lower levels it appears to be low. This appeared to be particularly true at the working levels in the DPE offices. Motivation will improve if the new project can provide training, create a structure where the staff has work to do that they think is important and will make a difference, and if they get recognition for what they do. All levels of staff have do be brought into the system, to become "owners" of the process just as much as communities need to take ownership of their schools.

The approval of the new reorganization at the central level and the level of "Deconcentration" will provide an opportunity to address these concerns. The FQEL project will provide the resources to develop capacity in the MEPU-FP so it can define a common set of objectives. It can then help the MEPU-FP develop modalities of operation that will forge the linkages between operating units to achieve these objectives.

4.136 Feasibility For Broadening The Policy Dialogue

The policy dialogue can and is in the process of being broadened. The MEPU-FP practice of creating committees to address specific objectives is one way this is happening. The committees for Quality, Equity, Pilotage, are examples of this. Care should be exercised to ensure that there is not a proliferation of committees all with the same members. However, the general notion of the committee mechanism to bring together the resources needed to address a particular concern is well accepted. Rather than creating a new committee, it appears that the Comite' de Qualite' is the group that will implement the FQLIS that is the basic thrust of the FQEL project.

The Comite' de Qualite' will soon implement an effort to bring communities into the policy dialogue process. It is the judgement of the design team that if the group to implement the effort is trained well, it will work. Once putting the process into motion and engaging communities, the MEPU-FP will have to be prepared to respond or communities will learn from the experience that their views didn't count as they had no impact their school.

However, the difficulties of overcoming the culture of the bureaucracy where lack of delegation, top-down decision making and seemingly limited confidence in subordinates is the norm, should not be under-estimated.

4.14 Policy Analysis

Success of the FQEL project depends upon the policy decisions taken by the MEPU-FP and their willingness to implement those policies. The ability of the MEPU-FP to implement the policy decisions is to a large extent dependent upon the success of the FQEL project in developing the capability to do so. The policy decisions, if all are implemented, will change the very basic nature of primary education in Guinea. The reorganization will also change the structure of the MEPU-FP. Adoption of the FQLIS framework will change the basis upon which resource allocations are planned. The manner in which decisions of all kinds are taken will change. It will change the way students are viewed, treated and evaluated in the classroom and the nature of the relationship between the community and the school. If viewed over a six-year period, the changes will seem evolutionary in nature. Taken as a whole and viewed as a total package, the changes will be revolutionary. It should not be surprising, therefore, if the pace of policy change and implementation proceeds unevenly.

The substance aside, the magnitude of the policy agenda is daunting. The matrix that follows lists fifteen policy actions. Some are related and interdependent. That is, if a particular policy is defined, adopted and implemented, another one or two will logically and relatively easily follow. Some are very difficult and ultimately may be beyond the control of the MEPU-FP, or even the GOG itself.

Certain policy decisions will require considerable time on which to reach a consensus or obtain approval outside the MEPU-FP. On some there seems to be general agreement. Some are very controversial, involving interests outside the Guinean education sector. Another factor influencing the time frame within which certain of the policies can be brought to term is the

capability of the MEPU-FP to manage and provide the technical back-stopping required. Here again, the FQEL project will be instrumental in developing these capabilities.

The constraint of financial resources is likely to be a limiting factor in the implementation of several of the policies. The level of overall resource availability to the national budget has to be, for the purposes of this project, considered to be an uncontrollable "assumption." The problem of making the funding allocations of the approved national budget available to the MEPU-FP is a problem that this project can have an impact on only through CPs and covenants. The problem of the DPEs not receiving all the funds sent to the Prefectural level for use to support the schools is an internal problem but one that can be fatal to the project. Unless it is solved, centrally reported levels of non-salary funds made available to primary education remain suspect, at best.

The table that follows summarizes the policy actions necessary and/or foreseen in the first two years of the FQEL project.

Policy/Decision	Status	Impact on FQEL	Prognosis and Recommendation
Authorization of FQLIS System as the framework for Sector Planning.	No Policy Formally Adopted. Implementation based on personal commitment of senior staff.	If leadership changes before adoption, basic premise of FEQL project could become invalid.	Positive as long as present staff in place. Make formal adoption a CP to contracting TA.
Central Ministry Re-organization Plan Approved and implemented.	Plan being considered by Function Public, redundancies being addressed.	New organization must be adopted for TA personnel to be effective.	Positive. General support at all levels. Strong at senior level. Make a CP to contracting TA.
Decentralized Re-organization Plan Approved and implemented.	Plan in draft, not available for comment.	New organization must be adopted before decentralized Mgt. and in-service training assistance provided.	Positive, see cell above. Not apt to be implemented expeditiously.
In-service Teacher Training Responsibilities and Relationships Defined and adopted as Policy.	Redundancies in central reorganization plan being addressed, decentralized plan in draft to address issue.	Responsibilities and relationships must be defined and accepted before in-service program can proceed.	Positive. Make resolution a CP to in-service teacher training assistance. (A letter from Minister defining roles may suffice.)
Policy on expenditure of funds (as distinct from budget allocations) on Primary Education.	Present policy articulated in terms of budget, need policy based on audited expenditures.	If non-salary expenditure levels not assured, FQLIS, to achieve must be unrealistically low.	Poor. General budget deficits affecting all Ministries. Concerted donor effort needed.
Training Policy for senior staff.	Not on Agenda.	Essential for FQEL efforts to build capacity at all levels of MEPU-FP. For senior level must be long-term intermittent.	Positive. Is an output of the FQEL project.
Equity policy formulated. Detailed Plan and targets adopted.	General policy accepted. Detailed policy and plan on the Agenda.	Activities proceeding in absence of detailed plan and targets.	Positive. General commitment exists. FQEL project inputs will assist process.
Adoption of FQLIS Standards.	Illustrative list prepared, plans in process to obtain views of stakeholders.	Definition and adoption of FQLIS standards an output of FQEL project.	Uncertain. Depends upon above cell, level of FQLIS feasible and successful implementation of FQEL project.
Policy/Plan for effective donor coordination.	Comite Pilotage in reorganized structure to be made permanent and cover all MEPU-FP activities.	With parallel nature of FQEL project, close coordination directly with donors not as crucial as with ESRP which was "integrated" into PASE I.	Guarded. Change of Comite' Pilotage to cover MEPU-FP activities and planned permanent status appropriately strengthens GOG role.
MEPU-FP M&E policy/plan defined, adopted, responsibilities set.	Cellue de M&E to be created by central reorganization plan. Role relationships lacking.	Direct support not part of FQEL project. Project level M&E will facilitate development of MEPU-FP unit.	Senior level MEPU-FP committed to unit. Others skeptical.
Community/school relation defined, adopted, participation provided.	On the Agenda.	Community support crucial to meeting FQLIS targets.	Positive. FQEL project will assist.
Textbook policy.	Under discussion.	Essential to meeting MEPU-FP defined FQLIS targets.	Controversial. Alternatives to be tested. Make resolution CP to involvement in text-book preparation. Proceed with other instructional materials.
Private School.	New Unit included in reorganized central structure.	None.	Unknown. Private school contribution to FQLIS minimal.
Curriculum Policy Approved.	Informal policy letter to IBRD exists. Stated in terms of environmental relevance. Comprehensive policy on Agenda.	Work on teachers classroom manuals and student auxiliary materials can proceed on basis of present subject content.	Positive. Agreement not crucial in early stages of FQEL project.
Student Assessment Policy.	On the Agenda.	Necessary to assess medium and long-term impact of FQLIS planning frame-work on student learning.	Positive. Is an output of the FQEL project.

The implications of the most crucial of the policy decisions in the above matrix are discussed in various sections of this paper, mostly in this chapter under the heading of "4.3 Risks and Risk Analysis" and in Chapter 2.0 under the heading "2.4 Conditionality/Covenants". Though presented in outline form and in a matrix, the information essential to understanding the implications of the individual elements of the policy agenda is included. The structure of the matrix from left to right represents an analysis of the policy that, when considered with discussions in other sections of the paper, presents a succinct understanding of the policy context of the FQEL project.

4.2 Assumptions

The following are factors external to the project and over which the project personnel have little or no control. They are essential for the project to make its expected contribution to program or sector goals. They are conditions that must exist to forfend against restricting the project's ability to make progress in moving from output to purpose achievement or are necessary to realize planned outputs. The assumptions fall into three major groups: education policy concerns; factors outside the education sector controlled by the GOG; and socio/cultural factors.

One assumption is present at all levels of the project. That is, that the education budget will continue to grow as required by system expansion and needs for quality and equity improvement and that funds will be provided on a timely basis. It appears in the log frame only at the goal level but should be assumed to appear at all levels. At the output level it would be possible to substitute project funding for GOG funding. This should be done only to a limited degree, as a last resort, and then only for requirements that can be considered to be one time expenditures.

Most of the assumptions deal with factors that are concerns over which the MEPU-FP or its policy making bodies have control. They have been discussed elsewhere in this paper but are presented below so they may be considered as a whole.

Goal level assumptions within the control of the MEPU-FP are:

1. That the MEPU-FP will maintain and continue to implement its current sectoral policies, and;

2. Within the policies, priority on primary education, gender equity and rural schools will continue.

There is one such assumption at the purpose level:

1. That the commitment within the MEPU-FP to shift resources to the rural areas continues.

There are seven such assumptions that occur at the output level. Some are related or different aspects of the same concern. The assumptions are:

1. MEPU-FP and GOG commitment continues to broaden stakeholder participation in decision making and systematic decentralization of decision making;

2. MEPU-FP structure and delegation of authorities allows for decentralized use of information and decision-making, decentralized budget development and financial control;

3. MEPU-FP reorganization does not impede effective coordination of services to improve quality;

4. Textbook policy issues can be resolved;

5. MEPU-FP remains committed to expanding multi-grade classes in rural areas;

6. Textbook distribution policy does not subvert equity objectives; and

7. Comite' d'Equite' continues to exist and to serve as the principal vehicle to promote equity.

Four of the assumptions are related to socio/cultural factors. They are controlled by behaviors or attitudes that are imbedded in the social and cultural nature or fabric of the people of Guinea. They are:

1. Population growth does not increase more than 2.8 percent per year;

2. Resistance to transparent procurement/inventory control can be overcome;

3. Interest in pursuing equity objectives is wider than the education sector; and

4. Cultural/social constraints to girls' and rural children's education participation can be overcome.

The two remaining assumptions are:

1. Donor pursuit of individual agendas will support GOG reform efforts; and

2. Current teacher terms of service do not constrain teacher motivation.

Though assumptions are external to a project, the FQEL project is in a position to influence the assurance of the 10 assumptions controlled by the MEPU-FP. They are presented in the policy matrix that is part of the Policy Analysis. Their status, potential impact on the project and prognosis for favorable resolution are elements of the matrix. In sum, the assumptions are reasonable. The risk of them not holding true are not so great as to indicate the project is non-viable. If individual assumptions prove erroneous, project inputs can be shifted to accommodate unfavorable conditions. They can also be directed to reversing them.

Two of the four assumptions based on socio/cultural considerations are discussed in the Social Analysis. The analysis indicates that these too are reasonable assumptions given what is known of the social/cultural milieu of Guinea.

Teachers' terms of service improved during PASE I. Features of the reorganization of the central Ministry and particularly of the decentralized structure will improve teachers' roles by giving them better supervision, involving them more in decision making and providing them with in-service training. It is reasonable to assume that the teachers' terms of service and their working conditions will improve and they will be better motivated.

The assumption whose prognosis is the most pessimistic is that the education budget will continue to grow as required by system expansion and improvement. The percentage of the MEPU-FP approved budget that has actually been received has declined steadily for the last three years. Coordinated and concerted donor pressure will be required to reverse this trend. If the trend is not reversed, the achievement of goals, purpose and outputs are all in jeopardy.

4.3 Risk Analysis

Risks and assumptions are often related. A risk that cannot be averted through project inputs must be treated as an assumption. That is, it is assumed that regardless of the nature of the project outputs, the risk factor can happen anyway. If the project can control the event, the risk can be averted and it is not an assumption. The best risk aversion strategy is for the project design to include inputs or proposed actions that will ameliorate the effects of the risk to the extent that even if the worst happens, the project will be successful. Risk factors are not necessarily fatal even if they do materialize.

The following are the six greatest risks to the success of the FQEL project:

1. The bridge activities being carried out or planned under the existing ESRP loose momentum and there is a lacunae in support to the MEPU-FP between now and the arrival of the TA team. This would force the new project to start from worse than scratch. The MEPU-FP's expectations would not have been met. Interest in the FQLIS system planning framework could have waned or disappeared. The French could gain tight control and influence in those areas necessary for the success of the FQEL project.

   It is within the management control of the USAID to ameliorate and/or eliminate this risk. The July 1994 Project Paper Supplement to the ESRP was crafted with the FQEL project in mind. The general outlines of the FQEL project were set at that time and the activities proposed in the Project Paper Supplement are still the most logical bridge activities to the FQEL. It is not necessary to re-design the bridge activities. Further, re-designing the bridge would postpone the implementation of any bridge activities, almost ensuring a larger gap in project activities.

2. There is a leadership change in the MEPU-FP. As of this moment, the implementation activities started to allow the MEPU-FP to begin to apply the FQLIS system are being done on the basis of the personal commitment of the top leadership of the Ministry. We do not think there is any official document that gives legitimacy to the FQLIS concept within

the Ministry nor any mandate to continue if a Minister with a different philosophical bent is appointed. Therefore, it is recommended elsewhere that official adoption of the FQLIS framework be made a CP. Even if officially adopted, it could be officially dropped by a new Minister.

There is nothing one can to do to eliminate the risk of leadership changes in any government. However, the ramifications of changes in leadership on the FQEL project can be minimized by making the formal adoption of the FQLIS the planning framework for the MEPU-FP.

3. Re-organization of the MEPU-FP stalls or takes so long that work, particularly in the quality area, cannot proceed in the time frame planned. The decentralization aspect of the re-organization plan is particularly important. It is necessary to sort out who will do what in the in-service training area.

This risk can be addressed through a CP, a Covenant or through the agreement in the ProAg on a Policy/Objective matrix that becomes a part of the agreement. The CP can be stepped, in that work could start in some areas while waiting for approval and implementation of the new organization in others.

4. The policy agenda is not be implemented and actions necessary to ensure/maintain the necessary degree of vertical integration for project success are not taken. This is particularly important for the Quality improvement activities. Even with a successful reorganization of the central Ministry and implementation of "Deconcentration," the chain of committed MEPU-FP organizations necessary to successfully implement programs could be broken. This is true of the planning/budget implementation process at the DPE level and the in-service training activities. Efforts to create the ability to prepare, and test Teacher's Manuals and auxiliary teacher and student materials would be jeopardized. Further, if resources are not available to carry out the necessary field work, the FQEL project would have difficulty in meeting its goals.

The FQEL project can facilitate the implementation of the policy agenda. The risk is not so much that individual policies will not be formulated and decisions taken but that the agenda is so daunting that it will take longer to do so than anticipated in the project design.

5. The economic situation in Guinea fails to improve or even worsens. Such an eventuality would jeopardize the effort to increase the number of teachers and the level of funding available for non-salary expenditures. The level of funding budgeted that is actually made available, now at about 50 percent, would fall further. Resources would be so low that the level and number of FQLIS that could be reasonably set as a target would be so low as to make the system incapable of guiding the country toward better primary education for a larger, more equitably distributed group of students, male/female and urban/rural. The present rate of growth in the GER indicates that the target of 53 percent will be met <u>before</u> 2000. Meeting the target without adequate expenditures will in all likelihood result in a trade-off between access and quality. Classes will get larger, there will be more double shift schools, there will be more "contract" teachers hired and non-salary expenditures will drop further.

The economic health of the country is obviously outside the control of the project and USAID. The allocation of the resources that are available is something that USAID and other donors can influence. Concerted donor action in this area is required. The IBRD has included conditions to address the problem. USAID should give them all possible support. Without GOG resources, the FQLIS can be implemented only to the extent that local communities are willing and capable of supporting schools.

6. USAID loses or fails to develop sufficient additional capacity to monitor the FQEL project or exercise effective quality control over the project inputs especially TA and training.

USAID must provide adequate staff to manage and monitor the FQEL project. It is understood that USAID/W is giving the Mission high priority in its attempt to fill its USDH staffing needs. The Mission should consider creating a small support staff for the HRDO. Funding could come from the FQEL project itself.

The risks are worth taking. Only two of the items are outside the direct influence or not controlled by the project or USAID. It will be necessary, however, to closely monitor these risk factors. If they begin to jeopardize the project in its present proposed form, re-design should be considered before abandoning the effort.

Risk Analysis and Manageable Actions

Component 1: Efficiency--Improving the policy formulation/decision making and overall planning process and improving the management of resources.

Risks	Threat	Manageable Action
I. Improving Policy Formulation/ Decision-making and Overall Planning		
1. Source of reliable and valid information threatened.	Trained computer people move to private sector	-create incentives to retain highly trained people or. -contract for same services from private sector
2. Demand for relevant information for policy making not stimulated by policy/planning process.	Policy support strategies not in place or poorly designed.	-develop closer contacts between policy makers and SSP DAAF, -develop parts of EMIS with relevant decision makers -implement iterative policy design instruments
3. Participation in the decision making process not broad enough.	Lack of access by MEPU-FP to FQEL stakeholders	-devolve process:let agents work with those structures [illegible] ere they are -establish reporting system linking localities with ce[illegible]
4. OD-type, high level training, vertical and horizontal, will not be available during FQEL project or will be available intermittently or OD trainer is spread too thin.	Lack of delegation of authority and tasks will diminish effectiveness of MEPU-FP and its efforts to decentralize and supply FQLIS inputs	-COP or Ed Planner contract with other sources [illegible] gh level training -contract moderate level in-service OD type management training
5. Funding not available within MEPU-FP for training	Capability to contract for training will not get developed; Training not delivered	-build support for and design strategic plan for training that is paid for by GOG, -build in needs assessment skills in management training
II. Improve the Management of Resources by:		
1(a) (i) poor quality of training, (ii) lack of enough training, (iii) lack of trainer altogether, (iv) lack of receptivity.	Personnel management practices will not be improved	-revise training or replace TA -develop better training programs -contract training with external sources -revise/strengthen training by developing evaluation procedures that inform training design
1(b) Training accomplishes its purpose and empowers workers	Improved management practices result in conditions that are too demanding for other units to respond to. Example: decentralized units highly organized and capable - no resources to work with.	-redirect domain of work to feasible coverage by agents. Example: instead of working with 20 schools which would require transportation, work effectively with those that can be contacted using the means available. -develop alternative strategies for delivering inputs [illegible] schools.
2. Systems will not be developed to deliver and monitor inputs	(a) poorly implemented accounting and information systems, (b) lack of transport, (c) lack of training to track, deliver and monitor physical inputs (Audit Cell).	-evaluate MIS design and implementation factors in pilot projects. -supply schools on foot, develop alternative strategies to supply and monitor distant schools, -evaluation strategies to improve base training in d[illegible]ive [illegible] monitoring
3. Implementation of decentralized IRE/DPE/DSPS SAAF planning not proceeding as desired	(a) inaccurate needs assessment, (b) low technical training of DPE staff, (c) poor design of info system at local level, d)inadequate evaluation of system once in place.	-realign new identified needs with system design element -realign tra[illegible] objectives to match more closely with abs[illegible]tive capacity and social conditions of trainees, -assure integrity of evaluation process
4. Operational manuals for decentralized personnel in substance and process not produced	Lack of time, competing priorities or lack of commitment to produce them	-specify importance of manuals as a condition for release of future funds, -reinforce the importance of these manuals to MEPU-FP leadership, -use the manuals and refer to them in public meetings during evaluations of decentralization process.
5. Implementation of management systems, inherent or implied, in the reorganization efforts not implemented as planned.	(a) slowness of GOG to enact the changes, (b) unwillingness to act on them once made official	-make the anticipated reorganization a CP for release of funds, -include as many people as possible in the mgmt training design process, -designate members of the target audience to play key roles of responsibility in the training and needs assessment activities.

5.0 FINANCIAL PLAN

[To be completed by USAID/Conakry]

RESOURCE REQUIREMENTS - FULL PROJECT

Pricing assumptions:

Long-term resident technical assistance cost = $250,000/year
(This average figure includes home office costs such as audited overhead rate, home office direct costs, fudge figure for fixed fee as well as all support costs; post differential, COLA, schooling etc.)

Short-term technical assistance = $25,000/month

U.S. long-term training = $75,000/MA

U.S. short-term training = $15,000/month

Following Prices are in (,000)

I. Chief of Party/Senior Policy Advisor - 60 P/M	$1,250.00
II. Efficiency Component	$3,750.00
Long-term TA - 180 P/M	$2,500.00
Short-term TA - 90 P/M	900.00
Short-term Training (U.S.) 90 P/M	400.00
Long-term Training (U.S.) 5 MA Degrees $80K/Degree	800.00
Study tours, workshops, conference	150.00
Vehicles (4) @ $37,00.00	800.00
Commodities/Misc Equipment	250.00
Local costs - field tests/studies/etc.	
TOTAL of I & II	10,800.00

III. Quality Component	$2,500.00
Long-term TA 120 P/M	2,000.00
Short-term TA 80 P/M	160.00
Long-term Training (U.S.) 2 MA Degrees $80,000/ degree	250.00
Incountry Training Expense	150.00
Vehicles (4) @ $37,500	250.00
Commodities/Misc. Equipment	500.00
Local costs - Field work	5,810.00
Total	
IV. Equity Component	
Long-term TA 60 P/M	1,250.00
Short-term TA 40 P/M	1,000.00
Incountry Training Expense Vehicles (1)	200.00
Commodities/Misc. Equipment	38.00
Local Costs - Field Work	200.00
PVO Cooperative Agreement	300.00
Total	3,000.00
	5,988.00
GRAND TOTAL	$22,598,000.00

6.0 PROJECT MANAGEMENT PROCEDURES

FQEL project management will at the minimum be a tripartite exercise. Depending upon how and where the Mission chooses to use a U.S. PVO, it might be a four-way relationship. At the minimum there will be the USAID Mission, the MEPU-FP and the contractor.

The contract between USAID and the technical assistance contractor should be a performance-based contract. As such, USAID will monitor the contractor's progress toward meeting outputs agreed upon at the time the contract is signed and as modified by agreement at the annual planning meetings. The framework for monitoring progress is summarized in Chapter

3.0 and is presented in detail in the M&E Annex. USAID should place maximum responsibility on the contractor and should not participate in the management of the contract per se. It should be prepared to play, if necessary, an ombudsman role between the MEPU-FP and the contractor.

The working relationship between the contractor and the MEPU-FP is closer and more complex. Unlike USAID, the contractor has close daily working contacts with the leadership and personnel of the MEPU-FP. However, though the working relationships are close and daily contact is the norm, the plan of work and objectives are set on an annual basis during the annual reviews described in the M&E section of the PP. There should be no ambiguity between the MEPU-FP and the contractor as to what TA personnel are working toward and how contract resources are to be used. Subject of more frequent consultation will be how the TA personnel are going about their tasks on a day-to-day basis.

The M&E plan elaborates the timing, participants and procedures for collaborative review of progress and preparation of detailed annual implementation plans and budgets. It is at these scheduled review and planning exercises that allocation of resources for the coming year will be determined. Appropriate representation at these reviews will be determined by the parties involved. The Coordonnateur National du PASE will be designated by the MEPU-FP to be the liaison between USAID and the MEPU-FP for the FQEL project. He will be the GOG designated representative for the management of the project and the COP's primary counterpart. However, it is suggested that at the decision-taking meetings, as opposed to working sessions, the Mission be represented by the Director or his Deputy, the Contractor by the COP, and the MEPU-FP by the Secretaire General who is the Chairman of the Comite' Pilotage.

6.1 Role of the Technical Assistance Contractor

The role of the technical assistance contractor is to implement the project. The project and the TA contract should be structured so as to minimize the management responsibilities of USAID/Conakry. A major responsibility of the USAID project manager is to ensure that the M&E plan is implemented according to Chapter 3.0 and the M&E Annex. Evaluations and audits scheduled in the project plan and any others that may become necessary as the project develops will be a major responsibility. The Mission should not become involved in project implementation. The contractor should be held responsible for achieving the outputs of the project and should not be micro managed.

The personnel requirements of the TA contract are extensive and varied. It is doubtful that one firm by itself could supply the range of skills called for or perform all the back-stopping functions necessary. This should be specifically noted in the RFP. The RFP should suggest that bidders would probably have to involve one or more sub-contractors to meet the full requirements of the RFP. There are four major areas that may require the involvement of different institutions: instructional materials design, teacher training and training of trainers; OD, management training and human resources management; policy and strategic planning and management information systems; and a PVO organization experienced in community organization and mobilization. The contractor should be required to procure all commodities, arrange for all training in the U.S. or third countries, using Hand Book 10 procedures.

The contractor will be responsible for identifying short-term technical assistance and arranging for support for training activities when needed. This will require an extensive network of skilled short-term TA people upon which it can call. USAID should hold a "bidders" meeting in Conakry to which all interested bidders are invited. As part of the evaluation of bids a representative of the MEPU-FP and of USAID should travel to the home office of top bidders to evaluate their ability to backstop the project and to meet the prospective TA team members.

6.11 Logistic Support for TA Team

An issue to be determined by Mission policy is whether the contract team should be provided GSO services by the USAID executive office or whether team should arrange for its own housing, maintenance, and the like. Adding several people to the community that the USAID Executive office would have to support would add a considerable work load. However, the contract can be charged for the services and the funds are retained in the Mission. Through economies of scale, better services might be able to be provided to all.

The alternative is for the TA contract to put in place an alternative GSO system sufficient to arrange housing, utilities, maintenance, etc. in order to forfend against the TA team wasting their time taking care of routine logistic chores instead of carrying out their scope of work. The team is large enough so that many U.S. bidders would want to add an additional US hire position to manage these tasks.

6.12 PVO Activity

It is possible to include a requirement that the prime contractor arrange for and finance, with contract funds, a PVO organization to work with indigenous village organizations. The Mission might find it more desirable to enter into a "cooperative agreement" with a PVO directly. Further, the PVO might insist on a direct relationship with USAID. The cooperative agreement mode gives the Mission some control over the activities of the PVO that it would not have if the award was through the "grant" mechanism.

An unresolved issue is the proper MEPU-FP sponsor/counterpart for the PVO working at the village level. Because its work will focus on gender and other equity issues, one organization is the Comite d'Equite'. However, this committee does not have a mandate to implement activities, although it is presently doing so. It might be more properly developed into an

advocacy group. Thus the PVO might work under the DNEE if a nationwide perspective is possible. More practical would be to choose a Governate or possibly a Prefecture in which to concentrate, especially at the outset. In this case, in the new spirit of decentralization, the PVO could work directly with the decentralized unit chosen, an IRE or a DPE. It is recommended that the PVO initially work at the decentralized level of the DPE. It should be tied to the DNEE at the national level and receive policy guidance from the Comite' d'Equite,' on which the Director of the DNEE sits. This issue can only be resolved later when the new re-organization is in place and role and responsibilities within the MEPU-FP have been better defined. At a later time, the activity could go nationwide.

An effective procedure to follow would be to conduct a limited competition to select a PVO to prepare a Cooperative Agreement Proposal for submission to USAID. This is a relatively simple procedure where PVOs are asked to submit capability and experience statements. Based on a set of criteria, the Mission selects one to prepare a proposal for an activity to achieve specific results determined by the Mission. Unlike the case where a PVO submits an unsolicited proposal, the Mission can work closely with the PVO to ensure it gets what it needs and can manage the implementation process much as it would a contract. Some PVOs are not used to working this way and require "orientation." PVOs that require the capability to implement this portion of the project include World Education, World Vision, CARE, Africare and Save the Children Foundation.

6.13 Team Organization

The project is designed so the TA team can be organized into three groups, each of which has a person responsible for its performance. (See Chapter 2.0 for a discussion of the staffing pattern.) The Chief of Party has overall responsibility, directly supervises the persons responsible for the Quality and Equity groups. The COP also has direct responsibility for the policy/planning group. The education quality group should be headed by whichever of the two TA people is the most experienced and best trained. It doesn't make any difference whether this person is the education materials specialist or the in-service teacher training specialist. The person responsible for gender equity activities can coordinate the efforts of the PVO working on community involvement activities. An alternative staffing plan would be to have the PVO COP serve as the Equity Advisor to the Comite' d'Equite. However, this is not recommended. The resources of the project for all areas must be closely coordinated and focused. Placing the PVO activities in the equity area outside the control of the prime contractor would jeopardize close coordination. The PVO must be an integral part of the overall team, not an activity by itself.

6.14 Counterparts

Initial counterpart determination should be a joint undertaking by the MEPU-FP, USAID and the contractor. Two types of counterpart relations are probable. One between individual members of the TA team and the MEPU-FP and a second where the counterpart is an operating unit. Both are necessary. Following are appropriate counterparts for the members of the TA team:

Chief of Party = Management counterpart = National Coordinator of PASE, with access to the Sectary General (Free and open access should be allowed by the Mission in the areas of TA team responsibility.)

Education Planner/Analyst/MIS = SSP as an organization and the Head of the unit as an individual.

Financial Analyst/Administration Specialist = DAAF/SAAF as organizations and the head of DAAF as an individual.

Training Advisor = Director of the Service for Training with the mandate to work with any unit needing assistance with training activities.

Quality Group = INRAP/Service pour Formation/CFCs/IREs and other units conducting training, materials development and education supervision.

Equity = Comite' d'Equite, DNEE, and decentralized units.

6.15 U.S. Backstopping Office

Home office responsibilities will be considerable. They can be grouped as follows:

- Personnel management - recruitment, compensation, insurance, etc.
- Logistic support - shipping personnel goods, vehicles, etc.
- Purchase and shipping of project commodities
- Identifying, contracting and deploying field short-term TA and training resources
- Financial management of project funds. (This will be a big contract.)
- Liaison with the contract officer
- Arranging training in US and third countries

The above will require a home office staff of at least two full-time persons plus a part-time accountant. Often the workload will require additional resources. Home office staff will be required not only by the prime contractor but also by any sub-contractors that have significant involvement in the project. The cost for home office support will be considerable. It will be reflected in the audited overhead rate and in reimbursable costs. There will undoubtedly also be a fixed fee.

6.2 Schedule of Administrative Events

PROJECT IMPLEMENTATION SCHEDULE
Administrative

Schedule of events

- Project paper Authorized.
- RFP prepared, issued with caveat that ProAg not signed nor GOG CPs to initial disbursement of funds resolved.

- ProAg prepared. Special attention to CPs and Covenants, including a matrix detailing expectations of outcomes, as per suggestion in PID.
- ProAg signed.
- Evaluation of responses to RFP and selection of contractor. Require visits to Guinea by contractor and proposed key staff. Provide for visit of key MEPU-FP person(s) to the U.S. to visit home offices/campus of prime and key sub-contractors.
- Negotiation and signing of contractor. Early visit of contractor, COP, if possible, and key prime and sub-contractor personnel to Guinea to work on establishing team and review of initial work plans and ensure acceptance of working modalities.
- Arrival of TA Team.

Overall task of first six months is to become well grounded in the Education Sector in general, getting to knowing the actors, visiting the field (IREs/DPEs/DPFCs), team building within TA Team and between MEPU-FP and FQEL project staff, internalizing past studies, evaluations, etc., conducting the necessary needs assessments, gathering base line data, documenting personnel capabilities, and reviewing the project plan.
First six months activities of three working groups as per plans detailed in Chapter 2, Section 2.2. COP responsible for coordinating and ensuring synergy.

At the end of the first six months there should be an in-depth review of the past six months experience, findings, knowledge generated, and the original project design and the work plans in existence at that point. The working methods, plan of work, targets and their indicators should be examined, confirmed still valid, or changed. MEPU-FP key personnel should be full participants in this process.

At the end of the first year an in-depth annual review of project progress and problems should be conducted. A detailed implementation plan for the next year would be a product of this review.

At the end of the second year, the annual review described above should be preceded by an examination of the FQLIS to determine if this planning framework still has validity for Guinea. If the framework clearly has not lived up to expectations, the basic design of the FQEL project should be re-examined and basic corrections made.

6.3 Evaluation Audit Schedule - See M&E Annex

6.4 USAID/Conakry Management Responsibilities

6.41 Project Management Indicators

Following are criteria for the project manager to use to ascertain whether or not actions are being carried out that indicate the implementation process is proceeding. The indicators affirm that the interventions are appropriate in that they result in activities that will lead to the desirable impact. In the course of implementation, if these activities are not happening, something may be amiss with the implementation process. Possible indicators are:

- TA Team access to counterparts
- TA resulting in obvious anecdotal and unobtrusive indicators of changes in operating methods/procedures
- Counterparts obviously engaged in the activities of the project
- Appropriate trainees selected, trained or being prepared for training
  TA team participating in the policy process
- Trainees remain in appropriate positions
- PVO group active at the community level, confirmed by field visits
- In general, TA personnel performing duties in SOWs

If activities such as the above are not taking place the project manager should investigate more deeply into project activities to ensure that contractor personnel are engaged and having an impact. This is a type of early warning exercise that can identify potential problems before they show up in missed targets.

ANNEX A

Fundamental Quality and Equity

Levels Project: Logical Framework

FUNDAMENTAL QUALITY AND EQUITY LEVELS PROJECT: LOGICAL FRAMEWORK

NARRATIVE SUMMARY	MEASURABLE INDICATORS (See Notes on Logframe.)	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
PROJECT GOAL: An improved education system which equitably provides quality educational services to a larger % of children	• GOG allocation of 28% to 35% of national budget to education, and within that, 40% to the primary level, and within that, $5/unit non-salary expenditures by 2000 • Primary GER of 53%; girls enrollment of 47%; 60% enrollment of first year age group • Student/teacher ratios of 33:40 (rural), 67:50 (urban) • 60% of all teachers having received in-service training over last 5 years • Construction of 900 classrooms per year and continuous renovation of extant facilities, including schools with multigrade classrooms through 2000 • 10% of all classrooms used as multigrade classrooms by year 2000	• GOG national budget • Statistical yearbook • Site-Visits • School Year Reports	• Education budget will continue to grow as required by system expansion and improvement • MEPU will maintain and continue to implement current sectoral policy • Priorities on primary, rural and girls' education will persist
PROJECT PURPOSE: To develop MEPU's capacity to deliver quality primary education services to meet its national equity and access goals	**END OF PROJECT IMPACT (EOPI):** • FQEL standards officially defined and authorized by MEPU-FP • FQEL plan and implementation strategy developed and authorized • Initial FQEL targets met • First grade admission rate increased (male/female, urban/rural)	• Published FQEL standards • Statistical yearbook • GOG Annual Report	• Population growth does not increase more than 2.8% per year • Resources will be allocated to rural areas in full and in a timely manner.
OUTPUTS: 1. Improved sectoral strategic planning and decision-making A. Improved sectoral strategic management	OBJECTIVELY VERIFIABLE INDICATORS (OVI): • Regular assessment of progress in relation to goals • Goals, policies and programs adjusted • Stakeholder feedback incorporated into decisions • Analysis, assessment, consultation, and decision-making processes at DPE-level replicated	• Quarterly reports • Steering Committee meeting reports • DPE reports • Annual Review proceedings • Carte Scolaire	• Donor pursuit of individual agendas will support GOG reform efforts • GOG committed to: broadening stakeholder participation in decision-making; systematic decentralization of decision-making

FUNDAMENTAL QUALITY AND EQUITY LEVELS PROJECT: LOGICAL FRAMEWORK

OUTPUTS: (continued)	OVIs: (continued)	MOVs: (continued)	ASSUMPTIONS: (continued)
B. Improved planning and framework developed for quality and equity improvements	• Fundamental quality and equity inputs, standards & criteria dynamically defined • FQEL implementation policy, based on analysis of financial and operational feasibility, developed • Capacity of APEAEs and NGOs to participate in FQEL process improved	• MEPU policy statement defining quality inputs • School Year reports	
C. Improved and decentralized information use and management	• Information system to support management decisions for FQEL implementation developed • Capacity for data use and analysis at central and decentralized levels strengthened • Educational information vulgarized	• EMIS reports • Statistical yearbook • Site visits • GGG Annual Report	• MEPU structure and delegation of authority allows for decentralized use of information and decision-making
D. Improved and decentralized budget and financial management capacity	• Budget and accounting capacity at central and decentralized levels (DAAF/SAAFs) strengthened • Management capacity at central and decentralized levels (DAAF/SAAFs) strengthened	• Budget reports • Site visits • Carte Scolaire	• MEPU structure/delegation of authority allows for decentralized budget development and financial control • Resistance to transparent procurement/ inventory control can be overcome

OUTPUTS: (continued)	OVIs: (continued)	MOVs: (continued)	ASSUMPTIONS: (continued)
2. Development of teacher support services and improved instructional design to improve the quality of primary education	• Continuous assessment procedures developed • School-based teacher support system developed	• Modules • Teachers' guides • Other instructional materials • Site visits • School year reports • IRE reports • DPE reports • Pilot project reports	• MEPU reorganization does not impede effective coordination of services to improve quality • Instructional materials distribution policy issues can be resolved • Current teacher terms of service do not constrain teacher motivation
3. Improved conceptualization, planning and implementation of equity program/initiatives	• National strategy to improve equity refined/implemented • NGO and community initiatives increased	• Cabinet/Equity Committee reports • Gender components in modules • School Year Reports • GOG Annual Report • Carte Scolaire • NGO reports • EMIS reports • Site visits • Pilot project reports	• Equity Committee continues to exist and to serve as a principle vehicle for promoting equity • Instructional materials distribution policy does not subvert equity objectives • MEPU is committed to expanding implementation of multigrade classes in rural areas • Interest in pursuing equity objectives is wider than the education sector • Cultural/social constraints to girls' and rural children's education participation can be overcome

Technical Assistance (ST/LT) Training (ST/LT) Commodities/Supplies Project Management Audit/Eval Contingencies	Technical Assistance (ST/LT) Training (ST/LT) Commodities/Supplies Project Mgmt Audit/Eval. Contingencies	11,500,000 2,500,000 2,500,000 500,000 1,000,000 2,000,000 20,000,000	• Mission OYB levels remain sufficient to meet needs for funding incremental requirements

NOTES ON LOGFRAME

1. $5/unit non-salary expenditures as per anticipated IBRD Condition Precedent in pending project agreement.

2. Community contribution to school construction and maintenance to be determined by FQLIS.

3. Target percentage of schools meeting student/teacher ratio to be determined by FQLIS.

4. Target % of schools meeting FQLI standards (eg., rural/urban, completion/dropout rates) depends upons FQLI standards in relation to measures.

Sources:

- MEPU-FP "Letter of Policy Sector Development" (estimated January 1995)
- IBRD Memo (October 1994) re pending education sector intervention
- Les Indicateurs de Performance, MEPU-FP

ANNEX B

Haren/Crouch memo on PQLIS

[In Conakry]

ANNEX C

Joseph De Stefano Trip Report

March 1995

[In Conakry]

ANNEX D

Susan Schuman Report

1 INTRODUCTION

This document is a background paper to assist in the preparation of the project design of the Fundamental Equity and Quality Levels Project, a USAID project that supports the ongoing process of educational reform in Guinea. The purpose of the paper is to provide an assessment of curriculum and instructional materials currently being used in primary schools in Guinea. The overall goal of the assessment is to provide information and recommendations for curriculum planning and development that will contribute to the planning of actions to be undertaken by USAID/Guinea to achieve its long-term strategic objective of improved learning and increased enrollment in primary schools in Guinea, particularly for girls and rural children.

In order to identify specific needs for curriculum improvement and recommend specific strategies and actions to enhance institutional capacity for the development and improvement of curriculum and instructional materials, the following specific tasks were undertaken:

- evaluation of official curriculum documents and supporting materials;
- examination of present patterns and practices of curriculum delivery through selected classroom observations and interviews;
- evaluation of content of instructional support materials, including teacher guides and student textbooks;
- examination of student evaluation and assessment practices;
- appraisal of institutional organization and management practices in the curriculum development process.

2 CRITICAL DESCRIPTION OF CURRENT PRIMARY SCHOOL CURRICULUM

The existing curriculum in Guinea is guided by the policy framework laid forth by the National Conference on Education held in 1984, shortly after the creation of the Second Republic. That policy marked a radical departure from the previous curriculum by reinstating French as the language of instruction and adopting a new curriculum based on an academic syllabus. A major emphasis of the previous curriculum had been political and ideological instruction and "productive" work.[1] The new curriculum was created

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[1] "Activités productives" included school gardens, brick-making, construction and income generating projects. These activities consumed considerable instructional time and were subject to abuse by school personnel who frequently took advantage of the projects to increase their incomes. It is generally believed that

during workshops held in Conakry from August 15 to September 10, 1984.

In March, 1986, the Institut Pédagogique National was directed to produce a revised curriculum that would address major weaknesses identified in the educational system:

- persistent inadequacy of training and employment;
- exclusion of national languages in classroom practice in spite the overwhelming evidence of modern learning theory pointing to the crucial role of first language in second language acquisition;
- lack of manual activities in schools in a country primarily agricultural and industrial;
- low school enrollments;
- high repeater rate and, correspondingly, aging school population.

In August, 1987, a revised curriculum was presented at a National Workshop on Pre-University Curriculum Revision (Les Ateliers nationaux sur le réadjustement des programmes de l'enseignement pré-univérsitaire). While the revisions introduced some new educational and pedagogical concepts into the curriculum, such as behavioral objectives, no fundamental changes were made in basic goals and objectives or to the syllabus of the 1984 curriculum.

2.1 Major Educational Objectives for the Educational System in Guinea

The major educational aims and objectives of the pre-university educational system that form the basic framework for the curriculum were outlined during the 1987 national curriculum workshop:

- to democratize and universalize education to permit all children to benefit, without discrimination, from a quality education;
- to develop the physical, moral, intellectual and civic qualities necessary for full participation of the individual in society and national reconstruction;
- to revitalize our national languages by including them in the educational system;
- to foster access for children and adults outside the formal education system to other forms of education and literacy;
- to guarantee an education and teaching adapted to the needs of handicapped children in specialized institutions;
- to foster interest of parents and the community in school life.

The purpose of primary education, described as the basis of the educational system, was defined as:

"to prepare the individual for progressive and appropriate integration into

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this approach contributed significantly to the drop in school enrollments and public confidence in schools.

social life by providing him with the means to learn a profession or enter into secondary school. Through its content and methods, elementary schooling should enable the student to know and understand her/his immediate surrounding natural and social environment and to acquire the skills and attitudes necessary for participation in society. Pupils will acquire basic knowledge in language, reading, writing, and arithmetic. Pupils will be introduced to basic concepts in science, technology and manual work. Pupils will receive age appropriate moral, physical and aesthetic education." (In "Les Actes des Ateliers nationaux sur le réadjustement des programmes de l'enseignement universitaire.")

More specific objectives for the primary cycle were outlined through a student profile describing knowledge, skills and attitudes to be acquired by the end of the primary cycle. These objectives are important to note as they form the basis of the current school curriculum and syllabus.

The purpose of major educational objectives is to provide clear and explicit guidelines for curriculum development, i.e. content, scope and sequence, materials, teaching/learning activities and strategies, and evaluation methods and tools. The design of these components have direct impact on the quality of learning that takes place.

A problem with most statements of educational aims and objectives is that they are often so general in nature that they do not serve to inform curriculum content and instructional practice. In the Guinean curriculum there is a leap of faith to make from the purpose to the profile to learning objectives: what does the primary graduate need to know in order to be prepared to participate in social life?

Because the "student profile" is broken down by knowledge, skills and attitudes, it provides little information on the kinds of competencies a sixth grade graduate should acquire: what will the student be able to do, to perform, etc., in

PRIMARY CYCLE GRADUATE PROFILE

KNOWLEDGE	- basic elements of oral and written expression in the language of instruction
	- essential elements of science, geography, local, nation and world history
	- basic concepts of arithmetic, geometry, the metric system
	- knowledge related to esthetics.
SKILLS	- be capable of comprehensible oral expression;
	- present work completed with care, taste and esthetics;
	- essential elements of science, geography, local, nation and world history
	- recognize physical principles in the natural environment;
	- select and use tools and instruments appropriately;
	- carry out manual activities, such as gardening, domestic work, etc.
ATTITUDES	- basic scientific reasoning toward natural and social phenomena;
	- attitudes and behaviors in daily life which support the knowledge and skills acquired in school, for example: - respect for life (love of nature, animals and plants) - respect for personal hygiene; - respect for others; - respect for elders; - respect for the State and its institutions - love of work well-done as essential to personal growth and participation in economic and social life;
	- attitudes and behaviors that foster peace and national and international understanding.

specific content areas? Rather, the profile reads more like a shopping list of discrete and unrelated items. An example of a more complete major educational objective that would assist curriculum developers might be: "the student should develop awareness of the necessary steps involved running a household for the health of the whole family;" or "the student develops critical and creative thinking skills related to solving everyday problems of his/her immediate natural environment." There is nothing in the "profile" that reflects ~~concern~~ regional or urban/rural differences. There is little in the objectives that serves to orient instructional approaches.

The lack of specificity has had direct consequences on both the content of the curriculum, the kinds of teaching/learning approaches used in classrooms in Guinea and the design of instructional materials. It should be mentioned that the Ministry has made several important amending statements to the basic goals and objectives of the primary school system, however, since the curriculum has not been revised to include the changes, it can be

assumed that they have little translation in classroom practice.[2]

It should also be pointed out that, by its very designation in name, "Education Pré-univérsitaire", the current primary curriculum is conceived as first part of a whole cycle which ends with university graduation. Implicitly, therefore, it assumes that the goal of the primary education is to lead the student on to secondary school and, ultimately, a university diploma.

2.2 What is curriculum?

One of the major difficulties in assessing curriculum is the vagueness of the term "curriculum." What is meant by curriculum will determine both the scope and sequence of content, teaching methodologies and approaches, the process of curriculum development, as well as the physical objects used, such as teacher guides, teaching aids, student textbooks, etc. The ambiguity of the term is accentuated by that fact that there is no equivalent of the English "curriculum" in French, or most European languages for that matter. The dominant American definition of curriculum is inclusive of all school learning experiences of the child, both planned and unplanned. In French, the term "programme d'étude" corresponds more or less to "syllabus" in English and describes the scope and sequence of a teaching plan.

In real terms, what this means is that the Guinean curriculum, or "programme d'études," puts emphasis on content, what subject matter should be taught, and tends to neglect the student. This has led to a certain number of "blind spots" in the curriculum. The curriculum is basically a subject matter list organized in a linear sequence with supporting teaching documents. There is little attention to who students are, how students learn, or to what kind of learning activities and experiences will optimize learning. There is no attention to student assessment, either formative or summative. Gaps then appear between the curriculum (or "programme d'étude") that is written and what is actually delivered to and experienced by students.

2.3 Curriculum content

An analysis of the curriculum documents currently in use needs to be prefaced by two important observations that are based on very limited field research: 1) that few teachers seem have access to the complete curriculum document, therefore; 2) it is unknown how and how much the official curriculum is actually taught in schools and experienced by Guinean children. Analysis of curriculum documents in no way constitutes an evaluation of the current

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[2] "Teaching should ensure all children an equal chance for success." (MEN,1987). "Learning cannot occur without student participation (activité de l'élève). (SEEPU, May, 1991). "The main role of the teacher is the organization of instructional situations and activities." (SEEPU, May, 1991). "Instructional activities and situations should be as real as possible for the students." (SEEPU, 1991).

curriculum. Curriculum evaluation would require more data about how the curriculum is used in classrooms, actual teaching practices, an analysis of the match between objectives and teaching practices and some appreciation of teacher pre-service and in-service training. Hopefully, the analysis will highlight some of the main points to be considered in revising the current document and supporting instructional materials.

The following comments are based on examination of the Programmes de l'enseignement élémentaire for first through sixth grades, recently re-printed the Institut Pedagogique National[3] in three brochures, one for first and second grades (CP 1 & 2, cours préparatoire), one for third and fourth (CE 1 & 2, cours élémentaire), one for fifth and sixth grades (CM 1 & 2, cours moyen).

2.3.1 How is the curriculum organized? Organizing principles

The curriculum is essentially organized by academic subject matter. For each grade, there are 18 "disciplines", with assigned numbers of hours to be taught each week. There is little horizontal integration across content areas and each subject matter evolves vertically and separately over the six grades. For example, writing is treated as a discrete subject unrelated to history or science. French is considered a subject separate from all others.

This disciplinary approach to curriculum organization is fundamentally flawed. First, there is no possibility of integrating and reinforcing knowledge and skills across subjects and content areas. Second, it implies that curriculum is developed by subject-matter specialists with little or no collaboration across content areas or with specialists in child psychology, learning theory, second language acquisition. Third, it means that the teacher is more likely to focus on getting through the subject matter rather than focus on what children are learning. Also, it is likely to place a great burden on teachers for lesson planning and preparation and consumes a great deal of instructional time to "get through" a vast number of subjects per week. In the process, what the child is actually learning becomes irrelevant.

2.3.2 Objectives

The curriculum documents contain no overall learning objectives by grade level or for the whole primary cycle. Objectives, when they are stated, are by subject matter. They are frequently not stated in terms that are specific enough to serve as a guide for planning lessons nor are they related to observable or demonstrable competencies to be acquired by the pupil. For example, stated

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[3]The "Programme de l'enseignement élémentaire" document was recently put on computer with the assistance of OCED funding. It is my understanding that about 4,000 copies have been printed but none have been distributed to schools so far.

objectives for first and second grade arithmetic are:

> "The teaching of arithmetic in elementary school should allow students to:
> - acquire theoretical and practical knowledge of numbers and geometry in preparation for use in everyday life and/or for secondary school mathematics;
> - develop logical thinking skills, the ability to express oneself and to organize work in a neat and orderly manner;
> - to stimulate their imagination...
>
> First grade objectives:
> - discovery of numbers 0-20;
> - study of addition and subtraction;
> - spatial structures and use of related vocabulary..."

While these objectives start out with behaviors to acquire, they quickly reduce to a list unrelated to any competency. For example, is the first grader expected to be able to perform simple addition or subtraction or to calculate appropriate change from a small purchase in the market?

For the third and fourth grade French program, there are no objectives related to student performance in the language. Objectives are stated in general terms, "[the teacher] will place the student in a situations whereby s/he will be able to read aloud." To what ends? For what purpose? For the fifth and sixth grade French program, while objectives are stated more or less in terms of linguistic competencies, they often lack specificity. For example, "at the end of the primary cycle, the student should be able to converse with the teacher, students, and other persons outside school on present, future and past events" is not sufficiently explicit to guide the teacher in content or the degree of accuracy expected of the student.

In general, objectives are teacher centered, not specific enough in content or competencies, and rely on passive acquisition of knowledge.

2.3.2 Appropriateness

It is difficult to judge whether the objectives set out in the curriculum are realistic, appropriate and attainable by most students without more information on the Guinean schoolchild. It is suspected that in many areas, children know much more than the curriculum assumes. This is the problem with a strictly disciplinary approach that is unable to account for what a child already knows. It is likely that children know much more about basic math operations, for example, than is reflected in the curriculum. It was observed that many third graders already knew how to do basic math calculations outside of the school context in local language (with parents, buying and selling in the market, etc.) but had difficulty doing basic addition and subtraction exercises in school and remained silent. As well, it was observed that many children were able to use French more or less appropriately outside the school setting but were unable to use French in school in the ways that school expected them to. Little

attention seems to be paid to the experiences of children outside of the school and using those experiences to build upon in the classroom. These experiences are widely varied from urban to rural areas and from region to region. Children in rural areas have little experience with French language in everyday life and little experience with print. In urban areas, children are exposed to French language on a daily basis through a variety of media. The curriculum document takes no account of this.

2.3.3 Relevance

Because the curriculum is organized around disciplinary subjects, the relevance to pupils' experience and environment is somewhat weak. While clearly attention has been paid to including topics that start with the child's immediate environment, and presumably of interest to the child, this quickly breaks down in lessons that could be taught to any child in any culture, at least in Africa. For example, Sciences d'observation - 3ième année, includes the use of local tools, such as the 'daba' but suggests no connection between the tool itself and what it is used for locally: the lesson is limited to the 'daba as technology.'

In a broader sense, it is difficult to observe any relevance of the curriculum content to national educational policy or to the life likely to be experienced by most children once they leave sixth grade. Because in content and process the curriculum is encyclopedic, there is little evidence of the applicability of this knowledge to the demands of everyday life. What children are required to learn are discrete bits of information

2.3.4 Theory to Practice: Methodology and teaching strategies

The "programme" contains very little information useful to the teacher as to how to teach. While the introductions to each subject area advise teachers to be aware of child development theory, to be learner-centered rather than teacher-centered, to focus on helping the child reach his full potential, to provide the child with plentiful opportunities for practice and application, there is little or no information as to how to achieve this. Nor are these assumptions about learning applied to or expanded upon in the content and topics of the lesson sequences that immediately follow these instructions.

For example, the concept of developing problem-solving skills is often mentioned in the introduction to the content subject but not reflected in the detailed instructions that follow. These, in fact, generally encourage the opposite by putting emphasis on repetition and memorization, such as "give the definition for," "name," "explain," etc. While the introductions suggest a learner-centered approach whereby the pupil will be actively involved in learning through reflection and experimentation, the teaching strategies suggested in the lessons rely on teacher-centered instruction and rote memorization - lecture format with question/response ("le cours magistral").

Much of the advice and many of the activity suggestions seem unrealistic. Such as, "the teacher will cleverly assemble a rich collection of personal documents, photos, pictures, models, etc." for 5th and 6th grade Geography. Previous studies, such as the IIEP case study, have shown that Guinean teachers have very limited access to any kind of materials. Most teachers, especially in rural areas, have few reference books much less magazines, photos, etc. to use as support for their lessons.

2.3.5 Role of the teacher

The role of the teacher is defined in the introductory texts as one of a guide, an organizer, an "animateur" of learning experiences, to help and guide in self-discovery:

"There is a change of attitude where the teacher withdraws without disappearing and the student is more and more assertive. To achieve this, the teacher will help the pupil to observe, manipulate, compare, synthesize in order, not only to understand the relationships among all elements of his environment, but also to give him the means to understand and appreciate it in order to develop appropriate present and future behaviors." (Programme de l'enseignement élémentaire de 5ième & 6ième années, p. 59)

Implied in these statements is a substantial measure of freedom and reliance on teacher initiative and creativity. The methodological advice and teaching "observations" that follow, however, are essentially teaching recipes to be mastered, allowing little initiative or contradiction from the teacher.

The presentation and organization of the curriculum document implicitly limits the teacher's role to that of executing the official program. The highly detailed organization of content and sequence leaves little room for personal adaptation and directs the teacher to use the familiar tried and tested model lessons.

2.3.6 French as the language of instruction

Clearly one of the principle challenges to the curriculum is that all instruction takes place in a second language, frequently unknown to children before they begin school. Insufficient attention is given to this critical learning condition in the curriculum document. No mention is made of the difficulties that pupils might encounter in simply understanding facts and instructions much less concepts in French outside the French syllabus. The French curriculum, which could be used as an efficient means for scaffolding student learning in other subjects, is presented in isolation from other subjects.

2.3.7 Evaluation and testing

The curriculum document contains no recommendations for testing and evaluating students. No criteria are presented to assist the teacher in determining whether children have mastered the material presented. Review sessions are occasionally suggested but these are generally repetitions of previous material and reinforcement of

memorized material rather than occasions for assessment or new applications of previously learned material.

It would appear that students are formally tested and evaluated only once during their elementary school career. This is by means of the 7th grade entrance exam. (See Annex 2 for a sample exam.) The exam is composed by subject matter specialists who select sample questions sent in by teachers. The exams are read and graded by exam teams assembled in Conakry. I was unable to locate criteria for grading the exam. This one-shot, high stakes evaluation distorts learning. The lack of any on-going student assessment or evaluations hampers monitoring of educational quality and efficiency.

Students also write "compositions" at the end of each trimester. These compositions are used presumably to decide whether a student will repeat a grade or more on to the next level. There is no indication in the "programme" as to content or criteria for these compositions.

2.4 Instructional materials

Instructional materials come in many forms and media and include textbooks, workbooks, teacher guides, teaching aids, supplementary readers, etc. The lack of instructional materials in primary school classroom is fairly well-documented. There is usually only one complete curriculum document per school at best. There are very few teachers' guides to accompany student textbooks. Teachers' guides are usually distributed at in-service training in textbook use but these in-service sessions are infrequent.[4] When teachers are reassigned grade or school, they take their manuals with them, leaving the replacement teacher with no guide. Most teachers do not have teachers' guides for officially approved textbooks nor do they possess reference books.[5] Based on limited classroom observations, teachers have precious little in the way of teaching aids: walls are generally bare, globes, maps and pictures are rare, and paper and chalk are usually in short supply. There is usually only one blackboard, painted on the wall in front of the room. Since textbooks are unavailable, all lessons - texts and exercises - are laboriously copied onto the limited blackboard space.

2.4.1 "Programme d'étude"

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[4]Teachers' guides do not follow the same distribution network as textbooks. IPN policy seeks to assure that guides are not used without in-service training, however this practice may be counter-productive since training is often hampered by lack of funds. A pragmatic better-than-nothing approach, distributing guides with textbooks, may be advisable since at least teachers would have the guides.

[5]According to the Martin and Ta Ngoc Chau study (La Qualité de l'école primaire: une étude de cas sur la Guinée, UNESCO, 1993) most teachers own fewer than ten books. However, differences among urban and rural teachers are significant.

Obviously, the basic teaching tool in Guinea is the official curriculum document. The physical presentation of the curriculum document makes it barely useable for teachers. There is no index and only a summary table of contents. There is no overall introduction nor, as mentioned earlier, a statement of objectives. The format for each subject area varies with no consistency from subject to subject. While teachers' guides to accompany the curriculum document were planned and reportedly written, they have never been published or distributed. While references are made in the introductions to each subject to new teaching strategies and concepts, these are never outlined or defined. There are no guidelines or criteria for student assessment and evaluation.

2.4.2 Student Textbooks

Of the fifteen officially approved textbooks for the current school year 1994-1995, eight were published in France and six (7?) by the Institut Pédagogique National for the Ministry. (See Annex 3 for the list of officially approved texts.) The lack of availability, the lack of use and inadequate distribution of these textbooks has been amply documented elsewhere.[6]

From a curricular perspective, a critical comparision between foreign and locally created textbooks is particularly revealing. Overall, the textbooks published abroad appear to have little congruence with the official curriculum, the local (Guinean) context, or student levels of knowledge and understanding. The Guinean-produced textbooks, on the other hand, are well-anchored in local context through both the content of the texts and the illustrations, correspond fairly well to the scope and sequence of the official curriculum and appear to reflect a reasonably realistic understanding and assessment of students' linguistic level.

In general, however, whether textbooks are published in Guinea or overseas, both their organization and content tend to emphasize the acquisition of information to the exclusion of cognitive or other skills (higher order thinking, problem solving, motor, communicative) and reflect teaching strategies and approaches of the official curriculum document. With a few exceptions, notably Mon nouveau livre de mathétiques CP1 & 2 (1993, Les classiques africains), content and design does not explicitly take into account learning in a second language. A detailed evaluation of three textbooks is found in Annex 4.

At present, six titles have been produced by the IPN. While much criticism can be levelled at these texts, their quality is hampered by two fundamental problems. They were produced in haste without the initial preparations that would lead to a first-rate product,

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[6] Limited Technical Assessment (February, 1994) USAID/Guinea, and La Qualité de l'école primaire: une étude de case sur la Guinée((1993). UNESCO/IIPE) and the Godemaire and Lacasse study.

e.g. setting guidelines related to learning approaches, scope and sequence charts, defining needs related to teaching context and practice, content guideline related to issues of equity, etc., production guidelines.

A second and related problem is that the textbooks are inevitably tied to a flawed curriculum: since the curricular objectives are weak and inexplicit, since there is no coherent or consistent approach to teaching strategies, since the curriculum is essentially a list of subject content, the textbooks will inevitable reflect this. Thus, the texts appear to have been written by subject matter experts with little collaboration with other specialists. Like the curriculum, each text evolves in isolation from the rest of the school program. Thus, for example, the same concept is introduced at different levels: concepts of time (hour, day, week, etc.) are introduced in second grade French (Langage-Lecture) while a whole chapter is consacrated to time in Sciences 3ième année, seemingly without regard to the fact that most children have already mastered the concept and the vocabulary.

Another result of the apparent lack of collaboration, as well as guidelines, is occasionally dubious and questionable content. One week in the new Langage-Lecture 2ième année is devoted to the profession of hunting, illustrated with one picture of two hunters contemplating a dead elephant and one picture of a hunter killing a wild buffalo. Nothing appears in the student text or the exercises to suggest that hunting rare animals might be a problem. In fact, one of the lesson objectives stated in the teachers' guide is "to be able to distinguish between protected and non-protected animals..." and the suggested dialogue and simulation in the lesson plan steps exhorts children to respect nature and protect wild animals. One wonders what occurs when the teacher does not have the teachers' guide.[7]

While attention has clearly been given to respecting the linguistic level of the students - clear, simple language structures and syntax, emphasis on vocabulary acquisition - it is doubtful that cognitive and experiential levels have been considered. Concepts in the texts are often simplistic ("a dog has four legs, fur, and a head") and do not match the reality of the child. By third grade, most Guinean children are immersed in economic and social life of their communities through work and complex networks of relationships.

In general, the textbooks do not contain student tasks that would integrate skills - reading, writing, listening, speaking. The texts contain very few student learning tasks or practice activities. Sciences 3ième année provides a good illustration:

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[7]A related problem was observed in the highly regarded curriculum guide to "Education en matière de Population." Of the six basic texts used in the program, one deals with an excision ceremony. The text is used to illustrate the importance of traditional ceremonies.

each short chapter begins with student instructions, "OBSERVE AND RESPOND" followed by a series of five questions. This is followed by "LEARN" containing explicit answers to each question, implying that the child respond textually to the questions. The next instruction, "CONSOLIDATE," repeats two or three of the questions in the first part, and is followed by "PRACTICE," usually drawing a picture of the object studied. Little is required of the pupil but memorization of the text. However, in spite of this, the books are very attractive, easily readable, with lively and interesting illustrations and varied print, and represents a praiseworthy effort to be encouraged.

2.4.3 Teachers' guides

Eight of the fifteen official titles have accompanying teachers' guides. As noted earlier, however, these guides are in short supply in classrooms. In general, the teachers' guides are cursory. Instructions are prescriptive and leave little option to the teacher but to follow the suggested "lock-step" lesson plan which is usually a series of questions and responses and vocabulary lists. Suggested student activities are "listen-follow-respond to questions asked" or fill-in-the-blanks exercises. Little advice is given for student evaluation. While the introductions suggest a more student-centered, active, hands-on approach, there are no concrete suggestions as to how to do this. Bloom's taxonomy of cognitive development is often referred to but never gets translated into practice. The teachers' manuals for the Langage-Lecture books are slightly more complete but once again the ideas for teaching strategies presented in the introduction are not reflected in the lesson plans. An exception is the teachers' guide to Mon Nouveau Livre de Mathématiques. It is detailed, well-presented and easy to use, and also contains tests for student assessment.

There is no teachers' guide for the recently adopted Horizons d'Afrique for fifth and sixth grades. IPN is reportedly writing one although the textbook is now required for use in classrooms.[8]

2.5 Current Practices: what curriculum do children experience? what curriculum to teachers deliver?

While it was not within the scope of work to carry out extensive field work which would provide the basic data to evaluate actual curriculum practice, the comments below are based on selected classroom observations and discussions and interviews with teachers

[8] I was told that there was no guide in existence. The wisdom of purchasing a textbook that has no teachers' guide is highly questionable, even more so because the text is a radical departure from previous texts in methods and learning strategies. Furthermore, copies were originally ordered for all sixth graders but when they arrived, the text was also adopted for fifth grade, creating a vast shortage.

and administrative personnel.[9]

It would appear that for many students and teachers school is the schedule ("plan d'étude"). The schedule is tightly adhered to, respected, and with few departures from the same weekly routine. The content of the curriculum is fit into the schedule with little regard as to whether children can master the material or not. Over the school year and the primary cycle, it appears like a train that gathers more and more speed and if a child misses a stop there is little opportunity to get back on.

Since teachers rarely have the complete curriculum they hand copy topics for each subject on a yearly calendar to a large piece of paper. This serves as the curriculum guide for the year. Teachers report that they rarely depart from the schedule, partly from fear of negative evaluations from principals or inspectors.

For the same reasons, teachers rarely depart from the traditional lesson plan - highly teacher-controlled with students expected to provide memorized textual responses. There is little attention to children who have difficulty learning or understanding. Children rarely receive praise. Students have few opportunities for reflection and are provided with few activities that would allow them to transfer knowledge to their everyday lives. Little demands are made on children's creativity: when children draw they are usually asked to copy a picture. Hands-on or outside-of-classroom activities are rare (with the exception of the EMP program).

Some notable exceptions are the introduction of the family life and environmental projects and the UNICEF sponsored "enfant pour enfant" program.[10] These programs receive high grades from teachers, students, and parents, primarily because their subject content is highly relevant to students lives and teaches them behaviors and practices that they can directly apply to their everyday lives, such as hygiene and elementary health care, conservation, fire prevention, etc. Student motivation in these programs is high and it is reported that overall scholastic performance is increased. As one principal noted, "these programs serve to reinforce learning." Teaching techniques are often more student-centered and requiring more synthesis and critical thinking. A significant element to the success of these programs

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[9]Classroom observation were carried out in two schools in Mamou center, one urban and two rural schools in Faranah, one rural and one urban school in Pita. Teachers, principals, supervisors and prefecture administrators were interviewed. A special effort was made to visit schools and classes where "innovative" programs and practices were being introduced, such as "Education en matière de population", environmental education, and "Child to Child", as well as teachers who had participated in the USAID sponsored US study tour in Fall, 1994.

[10]The EMP and Environmental Education projects have recently been promoted to the status of "national projects." It is not clear what this means but care should be taken to learn from and integrate, rather than add, their successes to curriculum reform efforts.

is building upon the child's personal experiences.

One important element to consider is the kind of support and encouragement teachers receive when they try innovations. In discussion many teachers had pertinent observations about what would help students learn and be motivated to learn. However, they did not feel free to experiment for fear of sanctions from their supervisors. One exception was in Mamou where a school entirely staffed by women was experimenting with small group instruction, an idea introduced by the principal after her study tour to the US. These efforts were enthusiastically supported and sanctioned by the DPE (Directeur préfectoral de l'education).[11]

From these observations, it would appear that only the bare bones of the official curriculum is actually taught in most schools and that, in general, children experience a curriculum that is completely external to their personal lives and concerns.

3 CURRICULUM AND NATIONAL POLICY

It would seem clear that the current primary school curriculum is an inadequate framework for addressing the kinds of goals and objectives set forth by the National Policy on Education. These goals seek to provide basic education for all and to ensure school success for children from all sectors of Guinean society. They also seek to guarantee the acquisition of basic skills and means that will allow the primary school graduate to enter into the work force if not secondary school. Much evidence indicates that schools and the curriculum have not achieved these goals.[12] While there is not enough evidence to determine what part curriculum and instruction play in this, it can be assumed that what is taught and how it is taught is crucial to the problem. A number of critical issues need to be addressed to make curriculum and instruction in Guinea more congruent with national goals and improved learning.

Maternal language: there is little or no accounting for maternal language either in curricular content or instruction design; curriculum and instructional materials are conceived <u>as</u> <u>if</u> French were the first language of the students.

Academic content: favors academic knowledge to the quasi-exclusion of all other kinds of information (practical, how to), thereby discouraging and perhaps excluding vast numbers of children who

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[11]Further, the all-women staff supported each other in their professional efforts. A criticism levelled against female teachers has been their high rate of absenteeism because of family demands and responsibilities. The all-woman staff at this school has reduced absenteeism but organizing mutual support systems. They are also trying to set up a credit union to purchase low-cost rice as well as teaching materials.

[12]Notably the evaluations carried out by IIEP/UNESCO in 1990 and by the ENESE in 1992-1993.

have no access or inclination to this kind of learning.[13]

Lack of clear objectives: objectives are too general, not linked to national policy, not content specific, not written in terms understandable by teachers.

Inappropriate instructional design: does not provide learning opportunities or learning activities that would favor the development of critical thinking skills or the practice of behaviors implied in the stated objectives or the transfer of knowledge and concepts to practical problem solving.

Inappropriate learning strategies: the almost total reliance on rote memorization of unrelated information limits the student's ability to acquire real understanding or apply ideas when they remember. (Example: I was greeted with a cheerful "Bonjourfodé" by many students. Bonjour Fodé is the first line of dialogue in the first grade text.)

Prescriptive: prescriptive approaches to instruction leave little room for teachers to attend to real learning needs of children and develop alternative strategies that work.

Evaluation: the lack of on-going assessment provides no way to understand that is going on in the educational system nor to identify and encourage success.

Regional/local variations: there is little no adjustment for widespread differences among regions and urban and rural areas. While it is difficult to judge how these differences play out in school success, it stands to reason that the motivations and interest of children and parents will differ.

4 THE CURRICULUM DEVELOPMENT PROCESS

4.1 Curriculum Decision-making

In Guinea, as in most countries in Francophone Africa, responsibility for curriculum development has been highly centralized in the Institut Pédagogique National. The IPN was created to carry out all aspects of curriculum development: scope and sequence of grade-specific subject matter; textbook development from conception through distribution; development and production of teaching guides and materials; teacher training and in-service teacher training. To enable it to carry out such a massive and broad mandate, substantial resources and personnel were allocated to the IPN, resulting in a concentration of decision-making power and staff. Linkages with other aspects of the educational system,

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13 For example, what one needs to know is less the names and definitions of the major food groups but more what constitutes a balanced diet based on local food production. Another classic example is sex education: defining and diagraming reproductive organs is less useful than knowing what to do or not to do with them.

the inspectorates, regional, prefectoral administrative units, teachers and communities, were often weak.

While consultation on major policy issues took place at the national level, little consultation or collaboration took place with those charged with implementing the curriculum at the local level. In other words, curriculum was developed and conceived **externally and outside** the operational level of the system - the school and the classroom, the teachers and the students - as a commodity for consumption at the local level.
There are a number of weaknesses with this kind of centralized curriculum development strategy. There is little opportunity for feedback and on-going evaluation and adjustment: limited information is communicated from the base to the decision-makers both because it isn't sought and there is no mechanism to do so. Adjustments, in any case, are difficult to carry out because the stakes are so high - the product is already completed and changes are costly and cumbersome. There is also much evidence that the curriculum delivered is not used or implemented as conceived.[14] Intensive in-service training is required to teach teachers not only how to use the new curriculum but to fundamentally change their teaching practices. New textbooks and support materials are needed to be developed and produced. These efforts usually demand substantial systemic changes in educational organization and management as well as substantial resources.

4.2 Institutional/management issues

Following the reorganization of the MEPU-FP, the Institut Pédagogique National, now the Institut National de Recherche et d'Action Pédagogique (INRAP), remains the unit responsible for curriculum and materials development and educational research. A new unit, le Service National de la Formation des Personnels, has been created to ensure coordination of all training within the Ministry. While the INRAP is charged with training teachers in the use of new materials ("programmes," guides, texts), it is no longer responsible for in-service teacher training. The reorganization also outlines an organizational restructuring of the sections within the IPN/INRAP. It would appear that the basic change is to create a section exclusively devoted to basic education [?]. There is also a heavy emphasis on educational action research. It is unclear whether and how these new changes will lead to improved management and efficiency.

While historically the IPN played a central role, in recent years it has suffered from problems of underfunding, overstaffing, poor management, and poor equipment. In order to carry out the important work of curriculum reform, organization strengthening

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[14]For example, in response to the "Sputnik" educational reform movement of the 1960's, with considerable funding new science and math curricula were developed. By the mid-1970's 85% of American schools did not use the new curriculum or materials. (Harlen (1985))

measures need to be addressed. Staff work in isolation from each other (each "discipline" is a separate unit); information flow and communication among units and sections is poor; some staff are underqualified for their tasks, particularly in the areas of curriculum theory, curriculum and materials development, training of trainers, and computer use. Equipment is poor: there are few computers and very few updated reference materials and documents.

The range of functions assigned to the IPN is extremely broad: research, curriculum and materials development, materials production, distribution, distance learning, teacher training, etc. It is questionable whether, in its present state, the IPN/INRAP is capable of effectively and efficiently carrying out all these functions.

On a broader institutional level, linkages among different departments in the MEPU-FP need to be improved. There is little or no communication or articulation of efforts, for example, between IPN and the Examination Service, or the Inspectorate Generale. Problems of information flow and interfacing with other departments is generalized throughout the MEPU and not specific to IPN.

It should be noted, however, that there are many opportunities for change. There are many well-trained and highly motivated professionals; there is clear evidence of a "climate for change" and a lucid analysis of what needs to be done as well as who should participate.[15] Also, the two major evaluation exercises (UNESCO, l'ENESE) have contributed significantly to a better understanding of the problems and issues related to improved educational quality.

5 FRAMEWORK FOR CURRICULUM REFORM

As indicated in the foregoing analysis, there are a number of intersecting issues to consider as Guinea undertakes a reform of the current curriculum. These have to do with how the process takes place, who participates in it, and what needs to be done.

5.1 WHAT?

While there is general consensus that something needs to be done to the curriculum, there has been no systematic evaluation of the current curriculum. (The evaluation exercises carried out so far have addressed broader, systemic issues.) Four basic questions need to be answered:

- What are the educational objectives of primary school? (identification and formulation of instructional objectives)

[15] In an IPN in-house document, "Problematique de la renovation des curricula," issues and an action plan have been outlined. The document lacks grounding, i.e. time lines, resources, outputs,etc., but is a reflection of serious thinking.

- How can learning experiences be selected which are likely to be useful in attaining these objectives? (specification of the scope and sequence of the content of instruction)

- How can learning experiences be organized for effective instruction? (selection of teaching-learning strategies; textbook and materials development, teacher training)

- How can the effectiveness of learning experiences be evaluated? (testing, evaluation)

There is no prescribed sequences for answering these questions. They can be addressed simultaneously or sequentially depending on priorities and resources. This assessment has indicated a number of areas of weakness in the current curriculum related to the above questions.

5.1.1. Objectives

Objectives need to be defined more clearly and with greater specificity in content and competencies sought. A number of new areas of concern have been identified which would serve as guidelines for new instructional objectives which would link the curriculum directly to national policy:

- new behaviors in family life, health and welfare
- democracy and civic awareness
- rural exodus
- population growth
- environmental issues
- vocational skills
- equity, multi-ethnic, multi-cultural awareness
- new technology and information

Competencies expected of children at the end of the primary cycle must be defined. Specific objectives are to be defined in terms attainable and understandable by teachers.

<u>Prerequisite:</u>

The definition of curricular objectives requires more information from, participation and consensus of educational stakeholders, e.g. parents, students, the community, business leaders, and teachers as well as technical experts in curriculum development, educational psychology/anthropology.

5.1.2 Content/Organization

The present curriculum is driven by academic subject content. New objectives and new content cannot be added to an already overburdened curriculum. **This does not, however, imply a complete replacement of the current curriculum.** Guidelines to be considered would include:

- development of a matrix of objectives and content;
- interdisciplinary approach to content selection and organization of scope and sequence;
- simplify content by combining subjects (e.g. history, science, geography into social sciences; reading, writing, spelling, French into language arts); i.e more depth, less content;
- integrate content and skills (e.g., writing across the curriculum);
- introduce flexibility by leaving room for alternative or teacher/locally developed modules, or choices of content (for example, urban/rural options for social studies)

Prerequisites:

A prerequisite to content selection is a realistic appraisal of what a student can be expected to achieve in the primary cycle, particularly in the area of second language acquisition.

5.1.3 Learning/teaching strategies, materials development, teacher training

Learning/teaching strategies

Guinean primary students rarely have opportunities to actively participate in their school experience: rather, they are considered empty vessels into which information is poured. "Rather than focusing on simple, discrete skills, students need to engage in complex and holistic thinking. This means that learning is situated within the context of meaningful processes of making decisions, solving problems, evaluating situations."[16] Some key concepts in developing appropriate teaching/learning strategies are:

- activities connected to real-life situations and problem solving;
- maximizing opportunities for social interaction and peer communication (multi-grouping strategies);
- interactive language use - both written and oral;

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[16]From Final Report on Lessons Learned on the Integration of Health, Population, Environment and Democratization into Basic Education Curriculum in Africa (1994/USAID).

- interdisciplinary projects;
- focus on the child rather than the teacher.

Prerequisite:

The design of instructional strategies must be contextually appropriate. This requires information on **what works** in Guinea, identification of exemplary teachers and teaching practices.

Materials development

There are three major categories of instructional materials: classroom learning resources, curriculum guides and textbooks (including teachers' guides). All must be considered and developed in close relation to curricular objectives and content.

Classroom learning resources are an essential condition to a curriculum that places greater emphasis on students' participation in their own learning. Learning resources in the classroom include manipulatives and research materials: basic science equipment, brochures, pictures, trade books, library books, low-cost manipulative, etc.. Classroom resources also include local experts. **Greater investment needs to be made in low-cost classroom learning resources** (along with teacher training in their use). Much could be provided or produced by teachers or community members at limited expense.[17]

Much emphasis has been placed on the provision of student textbooks. Problems with production and distribution of textbooks and teacher guides has been well-documented. However, much evidence also indicates that when textbooks do find their way to schools they are not used. There are multiple reasons for this: lack of teacher training in textbook use; lack of teacher guides; fear of loss or damage to books; traditional lack of books; inadequate supply; mismatch with curriculum; lack of curriculum guides. Because of these problems, there is little information on the relationship between textbooks and student learning. It is not at all clear that mass distribution of textbooks is the most efficient means to educational quality given current educational conditions in Guinea. In fact, it is likely that the educational return for investment in textbooks is weak. When Guinean teachers prioritized their instructional materials needs given limited resources, they uniformly chose a curriculum guide, teachers' guides and classroom resources above student textbooks.[18]

The strategy for instructional materials development and production

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[17]The IPN section, Education Manuelle et Technique, has developed a series of very creative,low cost science and technology teaching aids that provide an excellent example of teacher-made materials.

[18]From interviews with teachers. The question was asked: "If you had to choose..." This is corroborated in the Martin and Ta Ngoc Châu study.

needs to be governed by a careful prioritization of needs. This assessment has indicated that priority should be given to the development of a functional curriculum guide based on sound pedagogical principles and contextual conditions in Guinean classrooms. This assessment takes the position that fewer instructional materials of better quality will promote greater educational efficiency. Alternative options to large scale textbook distribution should be considered, such as:

- a complete and annotated curriculum guide for teachers accompanied by inexpensive student brochure-like texts covering a broad range of content topics in the curriculum;
- one textbook per grade for all subjects with teacher guide (or one math, one general textbook per grade);
- the use of "big books" or large print posters, especially for use in the lower grades.
- provision of low-cost classroom learning resources.

Guidelines for curriculum materials development:

- priorities need to be set for curriculum materials development given limited resources;
- textbooks must **always** be accompanied by teachers' guide and training in their use, as well as complementary materials (currently, textbooks and teachers' guides are developed and distributed separately);
- curricular materials must be carefully coordinated with curriculum content and objectives and teaching/learning approaches and guidelines developed including issues such as gender bias;
- teachers' guide needs to be presented in a format easily useable by the teacher;
- a detailed matrix of curriculum content and objectives needs to be developed to serve as guidelines for materials development;
- all materials development must be accompanied by teacher training;
- materials and textbooks require an interdisciplinary approach;
- professional qualifications of materials developers need to be upgraded.

<u>Prerequisites</u>:

More reflection is needed on how innovations and changes are successfully introduced into the Guinean system. This information

is readily available through study of pilot programs, for example family life and environmental education, and other efforts.

More information is needed on the relationship between textbooks and learning. Studies in developed countries have demonstrated that comparatively less reliance needs to be placed on textbooks and paper and pencil activities.

5.1.4 Evaluation and assessment

At present there is little or no attention given to evaluation and assessment of students. No evaluation guidelines, procedures, instruments or tools appear to have been developed for use by teachers. The development of evaluation methods and instruments needs to take place in tandem with the development of instructional objectives and instructional materials. Institutional mechanisms need to be created to address this issue.

5.2 HOW?

As has been pointed out, the traditional model for curriculum reform in Guinea has been both highly centralized and inadequately based on reliable data and information. The curriculum development process has more often been political than pragmatic. While there is widespread agreement that more input must come from teachers and classrooms, it is not clear whether this means genuine participation in the curriculum development and decision-making process.

There are a variety of ways to decentralize the process, from consultation to school-based curriculum development. What is indicated is the necessity to decentralize decision-making whatever the model adapted to Guinean circumstances and culture.

<u>Prerequisite to curriculum revision</u>:

- Reach agreement on and commitment to the broad principles of curriculum revision and materials development at the central Ministerial level.
- Develop a strategy with a clear set of realistic steps and actions to be taken, priorities, and an assessment of human and material resources, etc. (The current "plans d'action" have a tendency to be wish lists unrelated to real conditions.)
- A more complete evaluation of the current curriculum needs to take place. Some steps to this evaluation have been indicated above. The evaluation will require some basic studies to collect reliable information about current practices.
- Attention needs to be given to the development of strategy for change for implementation of the revised curriculum.
- Organizational strengthening measures to develop the

managerial and organizational capacity of IPN to assume the task of curriculum materials development.

5.3 WHO?

It is generally recognized in Guinea that new partners need to be brought into the process of curriculum development and reform: teachers, parents, community members, NGOs, employers, donor and other agencies, such as health, non-formal educators, etc. Where and how these partners should be included remains to be explored and understood. However, it is clear that the more stakeholders take part in the process not only creates a more responsive system but provides for a greater measure of success. There are clearly many barriers to overcome to institute more participatory decision-making in curriculum development: institutional and cultural resistance, formalized, compartmentalized bureaucracies, rigid hierarchical relationship, lack of training and information, lack of common understanding about what education means.

The process of curriculum reform should support decentralization. The role of the central unit should be to create conditions, set standards and provide resources for school level reform.

ANNEXES

1. Plan d'Etude (weekly school schedule)
2. Sample exams for entrance into Seventh Grade
3. Official approved textbook list
4. Textbook evaluation

ADDENDUM: IMPLEMENTATION DETAILS

ANNEX E

Detailed M&E Pan

DETAILED M&E PLAN

ISSUES RELATED TO THE MONITORING AND EVALUATION OF EDUCATION SECTOR ASSISTANCE

Recent discussions within AID have focused on the complexities and challenges inherent in identifying, measuring, reporting on, and accounting for change associated with educational assistance packages.[1] While many of the challenges noted relate most particularly to non-project assistance, some are relevant to projectized education sector efforts. They include:

- the extended time period necessary for systems level, and even student level impacts, to be generated vs. expectations that the Agency demonstrate success ("results") within a succinct time frame

- the "black box" of education -- that is, a limited knowledge base about the factors, and the relationships between those factors, that influence systems and student level change -- vs. the linear, cause and effect orientation of logframes and related Agency monitoring and evaluation approaches

- the need for "process indicators" -- that is, measures which adequately capture the intangible (not "objectively verifiable") progress, results and impacts of change inherent in educational (student level or systems level capacity-building) processes. For example: school directors' increased motivation as reflected in decreased absences from school; teachers' acceptance of child centered pedagogy as reflected in increased "student talk" in the classroom. Leadership development, confidence-building and attitudinal changes are additional examples frequently included in education programs and projects.

ISSUES SPECIFIC TO THE FQEL PROJECT IN GUINEA

- a paucity of baseline data useful in measuring the impact of USAID interventions

- attribution -- that is, attributing success to USAID interventions, in light of the "black box" nature of system and student level learning

- accountability -- that is, constraints in

  a) holding the GOG accountable for performance, in light of the current transitional restructuring phase, and

  b) holding contractors accountable for performance, given the intensive training dimensions of the project. An inherent tension lies in assessing the success of capacity

[1]See AFR/ARTS background paper on M&E, draft revision December 20, 1994, chapters 3 and 5.

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building efforts in terms of learners' progress. The normative (good/bad) evaluation of trainers and training is inevitably tied to the cognitive, behavioral and affective changes in the trainee.

• intermediate impact -- Given the incremental, often elusive changes resulting from capacity building efforts, some of the short and medium term impacts of interventions may not be readily discernible

• the history of monitoring and evaluation in Guinea -- The phrase "monitoring and evaluation" is heavily charged in Guinea, and sensitivity to who monitors and evaluates "what for what purpose?" runs high on the part of some actors in the education arena.

RESOLUTION OF ISSUES/OPPORTUNITIES

The first steps in resolving issues may be for the Mission and its contractors to acknowledge and explore them. The Mission will need to engage in continued dialogue, both internally and with its technical assistance providers:

1) to assess the importance of particular issues in the context of the FQEL project, and

2) to experiment with innovative responses.

The M&E plan takes into account the general and specific issues discussed above. In particular:

• The plan emphasizes the systems level impacts at the project outputs and purpose levels. It accords the time necessary for capacity building in service delivery. In concert with the logframe, it avoids the temptation to capture and measure achievements within an overly ambitious and unrealistic time perspective.

• The plan includes mechanisms to permit identification of elements, and the relationship between those elements, which influence change in the context of educational assistance efforts (the "black box"). It corresponds with the project's rolling design feature.

• The plan includes mechanisms to facilitate the development of process indicators.

• The collection of baseline data is incorporated into most of the project activities.

• USAID's contractors will actively participate in monitoring ongoing project progress. This measure will increase the opportunities to attribute success to particular USAID interventions.

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• The plan is built on an intensive rhythm of monitoring activities. The plan focuses extensively on benchmarks, and measures of short and medium term progress. These features are intended to capture intermediate project impacts.

• The plan is internal to USAID/Guinea. It does not extend beyond the domain of USAID FQEL project interventions. It avoids the sensitive monitoring and evaluation issues previously associated with education efforts in Guinea. At the same time, it allows USAID opportunities to consider, in collaboration with its GOG partners, potential M&E options. Currently, for example, the mandate for the recently created "Cellule Nationale de Coordination d'Evaluations" has not been officially defined and its role in future evaluation exercises may have to be negotiated.

SUMMARY GOALS AND LIMITS OF THE M&E PLAN

This is one plan -- the first in USAID's involvement in education in Guinea. It is not designed to meet all possible needs. It is based on the notion that multiple, and increasingly inter-related M&E plans would be required to meet multiple needs.

This M&E plan does not pretend to resolve, for example, the broad questions about development assistance efforts in education. It does not attempt to capture the holistic, subjective, environmentally contingent nature of educational change. It does not strive toward a cyclical, network or "web" portrayal of impacts.

Nor does it strive to build auto-evaluation capacity among GOG representatives. That capacity may well be strengthened through GOG participation in particular project activities, but this is an internal M&E plan, aimed at USAID's needs for information. Neither does it aim to assess the effects or impacts of interventions outside the realm of USAID. Its primary purpose is to respond to USAID's real, current needs for information.

DETAILED IMPLEMENTATION PLAN

1. COP/TA/PVO Orientation meetings (upon team's arrival in-country)

From the time of project start-up, the Chief of Party will need to help the TAs and the PVO representative understand that they are central to monitoring and evaluating the FQEL. TAs will play a critical role in identifying and documenting both:

• the short and medium term outcomes of their specific activities, and
• how progress and results from their activities are tied to output level and (eventually) purpose level results and impacts.

The TAs and PVO representative must realize that they are critical links in the chain of feedback -- from decentralized to centralized levels, with a view toward incorporating

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knowledge and understanding grounded in action into systems level capacity building and ongoing policy development.

Upon the team's arrival in-country, the COP should organize and facilitate team orientation meetings to ensure that each person understands the overall logic and design of the project, as well as his/her role in it (including M&E). Team members should then assess and clarify their initial (6 months) work plans, including those activities pertinent to M&E.

Each work plan will include, for example, activities which involve the collection of baseline data. These specifics are detailed in the present PP activities plans, (e.g., , Ed. Planner's Institutional Policy Assessment Exercise, Informatician's audit, Management Trainer's Needs Assessment, Equity Advisor's initial assessment, In-service Trainer's needs assessment, Materials Specialist's assessment). The COP and TAs will agree on a mechanism they will use to record the initial baseline data -- the results of their needs assessments -- which they will collect (e.g., a summary sheet, a synthesis format organized by geographic area, etc.).

The COP and team members will also discuss the Annual Review Meetings, and the expectations for their participation in these fora.

2. TAs/PVO rep. conduct needs assessment activities as per workplans and record baseline data. (1-6 months and ongoing)

3. TAs complete 1st progress reports and submit to Chief of Party (after 1st 3 months, and ongoing on a quarterly basis). PVO rep. completes 1st progress report and submits to Mission project officer (ongoing on a quarterly basis).

4. Review meetings -- COP, TAs, PVO rep., Mission (monthly, or appropriate periodicity for TAs outside of Conakry)

In addition to assessing routine project management and implementation progress, participants at these meetings will perform a monitoring function. For the first 6 months, they will have limited experience and data from which to draw. In ensuing months, they will have more to work with -- additional baseline data, the documented results of their interventions and follow-up from the M&E specialist's periodic interventions.

5. PIR exercise (semi-annual)

Mission project officer and COP collect and synthesize data from TAs' and PVO representative's reports (and other sources as appropriate). COP contributes in supplemental written form additional relevant information that s/he has gathered from GOG and other stakeholders.

6. M&E specialist consultancies (1st consultancy after 4-6 months of project implementation: 2 months in-country; thereafter periodic. Estimated rhythm: 2 months after 10 months of

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project to prepare for Annual Review; 2 2-month consultancies during Year 2, 6 weeks to 2 months semi-annually for following 2 years, especially just prior to Annual Review)

The *rationale* is that:

- FEQL is a broadly ranging set of interventions.

- There is a tremendous paucity of reliable baseline data in Guinea in many of the FEQL's domains of intervention.

- The failure to devote resources to M&E at project start-up would arguably hinder USAID's opportunities to assess, continually improve and learn from/about its investment in education in Guinea.

- The establishment of reliable baseline data at project start up will enhance USAID's chances of assessing its impact over the long-term. Longitudinal assessments (5/10/15 year time spans) will be possible sooner, and their reliability/utility will be increased.

- The creation over the long-term of parallel systems (USAID/GOG) will arguably be averted. It is estimated that the systems designed will be useful to the GOG.

M&E Specialist's Role: Initially, the specialist's principle role will be to assist relevant parties in tracking FQEL progress. (In the first year, for example, s/he will work for two weeks with the Equity Committee to establish systems to monitor the pilot projects.) For the first 2-3 years, his/her clients will be the TA team and their closest GOG counterparts. Eventually, they may be GOG personnel (administrators, teachers, school directors, etc.). Initial activities will likely involve the setting up, and coordination, of data collection systems.

A related, and evolving, role will be assisting relevant parties to understand, assess and select from various M&E options -- the principles upon which they are grounded, the purposes they serve, the methodologies they entail, their pros and cons.[2] S/He will also play a motivational role, creating a constituency interested in using and applying M&E information. S/He will counterbalance the tendency to see monitoring responsibilities as just additional work. S/He will design and deliver brief workshops as well as provide on the job training.

During the course of the project, the consultant's efforts will progressively be focused on analysis. The iterative planning frameworks in each of the project's components imply the need for the Mission, the TAs, the PVO representative, and the GOG (as well as community

[2]The purpose here is not to build auto-evaluation capacity among Ministry representatives. That may be an unanticipated impact, but the purpose is to track AID's dollars. Ongoing M&E will be indispensable in areas such as teacher training (what is the result of teachers' guides?), community initiatives (what is the result of PVO support?), etc. Also, the project is training intensive. Training coupled with the project's capacity building purpose imply a need to develop impact indicators and measurements which are analytical rather than descriptive (e.g., #'s of seminars, #'s of people trained).

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members, school based personnel, etc.) to make ongoing decisions about project direction. Analyzing the data collected, identifying the need for additional data collection schemes, and preparing to present conclusions in user-friendly formats will be substantial tasks.

The consultant will play a liaison role between the FQEL partners: a) identifying USAID's needs for information, communicating them to relevant parties, and working with those parties to develop responses and b) assisting relevant parties to respond to an increasing number of demands for qualitative, school and classroom based data. Developing and coordinating data management schemes will require skill and effort.

Recruitment of M&E Consultant(s): The Mission will need to decide whether to phase in a more sustained M&E specialist role in the project. If the mid-term evaluation indicates that option would seem desirable, potential Guinean candidates should be considered for recruitment. Guinean returned Long-Term Overseas Participants, under- or unemployed educators or researchers might constitute a potential pool of candidates. A phase-in, overlap period with the initial consultant, and/or training via attendance at AID-sponsored and other seminars/workshops may be appropriate. The initial consultant should be encouraged to identify and train potential candidates in the course of his/her ongoing work. Alternatively, or additionally, the Mission might consider hiring an M&E officer for HRDO (FSN or PSC). S/He could work full-time for the first year, clarifying needs for information and setting up appropriate tracking/monitoring systems. After the first year the need for a full-time position would be evaluated. That position would be funded outside of the institutional contract because responsibilities would be to ensure that the Mission's needs are met.

Given funding possibilities, one advantage of filling a full-time position immediately is that systems will be established and tested sooner. One potential disadvantage is that, in the event that the project gets off to a slow start, use of the officer's time would not be maximized. Another is that the intent to identify potential candidates in the course of the project might be diminished.

7. Annual Review Meetings -- TA team, Mission, GOG partners, additional stakeholders as appropriate (implemented just prior to API exercise)

The M&E functions of these meetings are to: assess progress and results to date, assess the efficacy of the monitoring systems in place, identify necessary corrective measures relative to monitoring, identify emergent indicators of success and begin to develop measures/procedures for tracking progress toward them. Conclusions, findings, and lessons learned that emerge from ongoing monitoring procedures will be incorporated into planning during these meetings.

8. API exercise (yearly)
Following directly on the Annual Review Meeting, the API exercise will serve as USAID's internal mechanism for capturing the FQEL's actual planned and unplanned results and intermediate impacts. Mission senior management should ensure at this point that lessons learned and "success stories" are disseminated throughout relevant offices.

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9. Mid-term evaluation (6 weeks formative, participatory exercise after 24 months of project start-up, not later than 30 months after project start-up)

The primary purpose of the evaluation is to assess the actual versus planned progress toward the outputs, purpose and (eventually) goal of the project. It should provide USAID with recommendations for any midterm adjustments in the project design. It should signal to USAID significant problems in project implementation, and provide recommendations.

An external evaluation team will work collaboratively with Guinean counterparts, assigned to the team by the PASE National Coordinator. The Mission will need to assess, prior to the evaluation, whether participation of the national "Cellule" is appropriate. Given the range of issues and questions the team must address, a variety of evaluation models and methodologies will be appropriate (goals based, decision making, experimental/naturalistic and quantitative, qualitative, etc). For example: A goals based model is advisable to assess the progress of project activities, while an experimental design exploits the potential to ascertain the effect of project interventions in pilot areas. Focus group discussions and in-depth interviews conducted in national languages will likely be an effective method for ascertaining the degrees and ways in which community participation in the FQEL process has "worked." Classroom observations may be appropriate for addressing questions related to teacher training The Mission may decide how to structure the evaluation after approximately 18 months of project implementation. The M&E specialist may also be called upon to provide recommendations about evaluation models.

Issues to be considered during the mid-term evaluation are:

• Implementation vis-à-vis design. Has the project design, as presented in the logical framework, been implemented according to schedule? What problems have appeared, and solutions attempted? What adjustments to the implementation plans or project documents are advised?

• Design issues. What are the pros and cons of the FQEL approach? What evidence exists that progress toward outputs (OVIs) will lead to achievement of the project purpose (EOPIs)? What are the pros and cons of the rolling design? What have been the positive and negative features of the PVO contract mechanism? What adjustments to the design are recommended?

• Financial status. Have expenditures been executed according to planning documents? What problems have been encountered and solutions attempted? What remedial actions are advised?

• Technical assistance. What have been the contributions and problems associated with the long and short-term technical assistance? Has the intensive long-term assistance proven to be cost effective? Has high quality technical assistance been provided in a timely manner? What has USAID/Guinea's experience been in using the _____ mechanism to procure

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technical assistance? What modifications are advised? In what areas should further long and short-term assistance be provided? Where does the TA team fall on the continuum between skills transfer and performing the job? How could the TA team improve skills transfer? What directions are advised concerning a longer term M&E specialist?

• Capacity building. In what areas and to what degrees has capacity building been demonstrated? What obstacles to capacity building does the evaluation team recognize? What remedial measures are advised?

• USAID/G's interventions in educational quality. The FQEL project represents the Mission's first set of efforts in educational quality. What problems have been encountered and solutions tried? What lessons have been learned to date? What have been the positive and negative features of donor collaboration in quality? What recommendations are suggested for the future?

• Mission management. What have been the strengths and weaknesses of mission management? Have qualified, senior level personnel been made available to guide project direction and ensure its steady implementation? What remedial actions are advised?

Actions to be taken during the mid-term evaluation:

At a minimum, the evaluation team will need to spend 2 weeks in Conakry at the outset to be briefed on the project, review documents, and contact Ministry representatives. Two to three weeks will be spent in the field, at regional, prefectural and sub-prefectural levels, as per each individual team member's area of responsibility. The remainder of the time will be spent in Conakry for follow-up investigations, testing of findings and report writing.

10. Final evaluation (6 weeks summative, participatory exercise after 48 months of project start-up, not later than 8 months prior to PACD)

The primary purpose of the final evaluation is to make a judgment about the overall worth of the project. It should provide USAID with information necessary in determining whether, and if so, how, to proceed in the education sector in Guinea.

Like the mid-term evaluation, the final evaluation will employ a participatory approach. It will be conducted by an external team and GOG counterparts. The Mission will need to assess whether participation by representatives of the national "Cellule" is warranted, as that unit's role and official attributions evolve. While multiple methodologies will be appropriate, as in the mid-term evaluation, the final evaluation will be driven by a goals-based framework. The question, "Has the project worked?" must be answered in a manner which satisfies the Mission.

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Actions will be identical to those of the mid-term evaluation: a 2-week briefing/contact period in Conakry, a 2-3 week investigative period in the interior of the country, and a follow-up/ report writing period in Conakry.

Issues to be considered during the evaluation are:

- Project accomplishments. Have the EOPIs been achieved? What progress has been made toward the purpose and goal levels? What outcomes, results and successes are attributable to the project? What elements contributed most significantly to successes?

- Project failures. What have been the shortcomings of the project? What elements contributed most significantly to project failures?

- Financial status. Has the project budget been executed as planned? Why or why not? What options are available and recommended to USAID for the future?

- Design issues. What are the pros and cons of the FQEL approach? What are the pros and cons of the rolling design? What have been the positive and negative features of the PVO contract mechanism? What adjustments to the design features are recommended to USAID for the future?

- Technical assistance. What have been the contributions and problems associated with the long and short-term technical assistance over the life of the project? Has the intensive long-term assistance proven to be cost effective? If modifications were implemented since the mid-term evaluation, were they effective? Has high quality technical assistance been provided in a timely manner? What has USAID's experience been in using the _____ mechanism to procure TA? What modifications are advised for the future? Where has the TA team stood on the continuum between skills transfer and performing the job? What have been the successes and shortfalls of the M&E Specialist(s) mechanism? What directions are advised concerning a longer term M&E specialist?

- Capacity building. FQEL's purpose has been to build capacity. In what areas and to what degrees has capacity building been demonstrated; been impeded? Why/why not? What lessons have been learned?

- Mission management. What have been the strengths and weaknesses of mission management over the life of the project? Have qualified, senior level personnel been made available to guide project direction and ensure its steady implementation? What modifications have been implemented since the mid-term evaluation, and to what effect?

- USAID/Guinea's future role in the education sector in Guinea. What are the cumulative strengths that USAID brings to the sector? What are its weaknesses? What is the evidence for USAID continuing in education? What is the evidence for USAID

• Progress and results since the mid-term evaluation: Implementation vis-à-vis design. Has the project design, as presented in the logical framework, been implemented according to schedule? Were problems noted in the mid-term evaluation addressed, resolved? How?

• Other relevant issues that the evaluation team notices, eg., accountability, donor coordination, GOG performance, project agreement.

11. Audits (as per relevant Agency directives)

REPORTING PLAN

1. Technical Assistance experts will submit quarterly reports to the COP. The primary purpose of the reports is to monitor progress. Reports will serve as a significant source of information for USAID's decisions and judgments about project management, implementation, and future directions.

The reports also serve as a mechanism by which TAs develop an ongoing monitoring and evaluation system. It is anticipated that report formats will be modified as their utility is assessed. The following is an initial set of questions to be addressed in the reports:

• Results/Anticipated or unanticipated effects of FQEL project interventions executed before the last reporting period

• Progress since last reporting period:
  Activities:
  Results:
  Anticipated longer term impact:

• Success stories:
• Lessons learned:
• Surprises:
• Problems encountered last quarter:
• Solutions introduced and results:
• Financial reporting (as consistent with USAID requirements)
•Progress last quarter toward (relevant output):
• e.g, "Improved sectoral strategic management" or "Fundamental quality and equity inputs, standards & criteria dynamically defined"
• Objectives for next quarter:
• Activities planned for next quarter:
• Procedures planned for tracking and measuring their results:
• Resources needed:

2. The PVO representative will submit quarterly reports to the Mission project officer. The format suggested for TAs will be used initially. Modifications will follow as necessary. The

COP and Mission officer will disseminate TA and PVO reports to relevant stakeholders as appropriate.

3. PIRs will be re-written so as to be consistent with the approved project logframe and to provide information required by Agency directives. PIRs should be modified in accordance with the project's rolling design.

4. Annual Review Proceedings. The COP, TA/PVO team and GOG will identify a mechanism by which project status, results, problems, successes, lessons learned can be most effectively documented and disseminated (e.g., rotating chair and secretary, committee reports, etc).

5. APIs will be re-written to reflect the modifications to the new CPSP as discussed in Section 1.6 of this document. While the project cannot be held accountable for goals level achievements, the reporting plan is designed to capture ongoing progress toward the goals.

6. Additional reporting mechanisms/formats will be developed under the supervision of the COP. Monthly review meetings, LT TA/PVO trip reports and site visits, short-term TA interventions will be documented, assessed and incorporated into iterative project plans.

DATA AVAILABILITY, TIMELINESS, RELIABILITY AND GAPS

Efficiency: Descriptive, demographically based data is currently produced at various levels of MEPU-FP. The need for integrated systems, improved analytic capacity and increased use of data in policy formulation and implementation is discussed at length in this document and others made available to the design team. The provision of training and commodities through the FQEL project is focused primarily on addressing the specific and systemic (e.g., classroom level data, data management, etc.) gaps in data collection, analysis and use. Additionally, the M&E plan includes TA/PVO/others collection of baseline data necessary to track FQEL progress.

Quality: As above. Capacity building efforts in the FQEL project will permit increased data collection, analysis and use. Additionally, quality related inputs will be identified and progress tracked through ongoing assessments and evaluations in the teacher training and instructional materials components.

Equity: The principle sources of baseline data currently available are the Equity Committee's 5-year plan, the Equity Committee's's working notes, GOG documents such as the census, and MEPU-FP statistics, generated by the SSP. All are readily accessible. With the exception of the census (1983), they are relatively up to date. The reliability of statistics (demographic, school-based), while in some cases admittedly questionable, should not greatly impede the effectiveness of the M&E plan. This is for two reasons: 1) Patterns will still be evident (e.g., changes in girls' participation in schooling at the pilot project zones). 2) The project provides interventions to improve capacity in data management.

INDICATORS, BENCHMARKS AND MEASURES TO TRACK FQEL PROGRESS, RESULTS AND IMPACT

As stated in Chapter 3, the iterative, rolling design of the FQEL project poses particular challenges to monitoring and evaluation. Targets will be determined in the course of project implementation. The continuous collection of baseline data, and the M&E specialist's interventions will, however, ensure that progress and results are tracked. While the project cannot be held accountable for goals level achievements, the intensive data collection and analysis efforts of the project will permit increasing capacity to track progress toward impact.

In Chapter 2 of this document, an illustrative time-phased indicator matrix is presented for each of the project components (Section G). It will be revised and quantified in accordance with iterative plans, but constitutes a set of indicators and benchmarks which will likely be used in monitoring and evaluation. It is designed to track progress at the "Activities" level. The following matrices are designed to track progress toward the Outputs/Results levels. Longer term results may be tied to purpose and impact level achievements. The matrices are also illustrative, and will be revised and quantified in the course of progress implementation.

Short-term and medium-term indicators and measures will be considered during mid-term evaluation. Medium-term and longer-term indicators and measures will considered during the final evaluation.

Illustrative Outputs/Results level matrices follow:

ILLUSTRATIVE TIME-PHASED INDICATOR MATRIX: OUTPUTS/RESULTS LEVEL

(These are process indicators reflective of anticipated results of intensive training/TA interventions. Quantities/objectively verifiable measures are to be developed through TA/M&E Specialist ongoing efforts.)

Output 1A: Improved sectoral strategic management

OVIs	BENCHMARKS:			Sample MOVs
	Short-term 1-2	Medium-term 3-4 years	Long-term 5+ Years	
Regular assessment of progress in relation to goals	Cabinet/CP/CE assess current policy envir., IREs/DPEs assess w/central level coordination of responsibs., SSP assesses info needs for planning, analysis, policy support strategies identified, SSP adopts key FQL indicators & begins analysis including gender & quality indicators	Cabinet/CP demonstrate increased planning & analytical capacity, IREs/DPEs' revise plans & strategies in accordance w/resource allocations, inter-' coordination of roles & responsibilities within MEPU-FP enhances achievement of emerging goal ; increased use of analytic models; geographic info systems adopted & used; database sharing between DAAF & SSP regular business	Improved quality of statistical data + greater communication and coordination between central & decentralized levels + cumulative success in adopting Org Devmt frameworks + pilot project results & achiev. test results lead to internalized, systemic ongoing assessment	Policy Round Table proceedings., Atl Rentrée docs., Policy support strategies, Action Plans, st lt offshore trg evals;comparison of needs assessmts, baseline data & emergent plans; Annual Review notes, Quarterly Reports,implementation manuals, field test results & reliability analyses, CP/DPE reports
Goals, policies & programs adjusted	Initial options generated through discussions/round tables; methodology adopted to measure FQEL indicators; build on consensus to try out various measures	Higher degree of info processing/policy analysis leads to establishment of basic policy formulation process; FQE indicators widely used in data collection & analysis; institutionalized conventions & procedures using system data to form policy; SSP & DAAF use other sources of data to support their own programs	Stronger, more collegial links between central & decentralized levels leads to continuous formulation & implementation of quality/ equity policies/programs; based on results of last 5 yrs, MEPU-FP enters into additional agreements with other donors in areas it accords high priority; research lead to identification of simple inputs that make a significant difference for multigrade classrooms	National education policy statements, analytic reports, CP w/decision making mandate, Annual Review notes, enhanced Carte Scolaire
Stakeholder feedback incorporated into decisions	Stakeholders identified; consultation w/stakeholders held regularly; stakeholder participation process developed; issues raised in Ateliers de Rentrée become incorporated into policy	Cabinet/CP/DAAF/SSP develop delivery strategies responsive to community feedback; budget process demonstrates more integrity & permits improved mgmt of resources; funding allocations are actually received (increases by 20 percent per year); # of APEAEs increased, are able to apply more pressure through umbrella groups	Stronger links between DPEs, NGOs, APEAEs + 2 way communication + improved data collection & analysis lead to stakeholder responsive ed planning & policy making procedures; APEAEs using FQEL platform for their own improvement stat.; APEAEs identify blocks to quality & equity on their own	Atl de Rentrée docs., pilot project results, Carte Scolaire, budget audits, equipmt. procurement & distribution records, quarterly reports, DPE reports, GOG Annual Report, seminar notes, Annual Review proceedings, NGO reports, site visits
Analysis, assessmt, consultation & decision making processes at DPE level replicated	Information planning & ed planning needs assessments conducted; training & computers provided at pilot project sites; trained personnel conduct Carte Scolaire revised for FQEL	Findings & conclusions from DPE level consul ations, pilot projects disseminated through appropriate fora; DPEs planning their own strategy for FQEL; consultation meetings w/APEAEs	Comparison of test results + improved planning/mgmt skills at DPE level + responsive central level planning/mgmt procedures & analytical capabilities lead to demonstrated multiplier effect; 1 or 2 years experience w/achievement tests point to greater significance of some quality inputs over others; greater # of schools attain fundamental quality & equity levels	Quarterly reports, Carte Scolaire, Annual Review proceedings, regional action plans; school year reports, DPE reports, GOG Annual Report

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Output 1B: Improved planning and provided framework for quality and equity improvements

OVIs	BENCHMARKS:			Sample MOVs
	Short-term 1-2	Medium-term 3-4 years	Long-term 5+ Years	
Fundamental quality & equity inputs, standards & criteria dynamically defined	Training provided in each of the 3 project components. Anyone trained can cite 3 quality or equity inputs & can explain why how they contribute to quality/equity.	Feedback loops strengthened between communities, schools, decentralized & central level MEPU-FP personnel. Stakeholder membership increases in consultations between center & periphery.	Iterative process of stakeholder consultation & consensus building developed. Stakeholder consultation becomes institutionalized: membership defined & made formal.	MEPU-FP policy statement defining quality inputs, school year reports, site visits, quarterly reports, NGO reports, CE reports.
FQEL implementation policy, based on analysis of financial and operational feasibility, developed	Assessments of communities', teachers', school directors' decentralized central MEPU-FP capacities executed, pilot projects developed, planning models (eg simulations) developed & used; 3 inputs identified to measure in schools using FQEL criteria.	Capacity strengthened across 3 project areas, including policy making analysis, budgeting, programming, delivery system & pedagogy; findings from ongoing evaluations/assessments incorporated into policy making procedures; delivery system developed & operating: 50 percent of teachers have manuals, 15 percent of teachers have been trained, 10 percent of teachers received guides, etc.	Improved & expanded information system + increased & evolving demands & uses of info + cumulative lessons learned + broad based supportive policy environment lead to rational implementation plan: 10 percent improvement in teachers trained, manuals & guides received	MEPU-FP policy statement, school yr reports, Cabinet CP/SSP/DAAF strategy notes, Carte Scolaire
Capacity of APEAEs and NGOs to participate in FQEL process improved	Needs assessed & training provided, participatory pilot projects launched	Horizontal & vertical feedback loops strengthened, community initiatives supported through Project & emerging sources	Iterative process of stakeholder consultation & consensus building + cumulative lessons learned + multiplier effect	NGO reports, Atel Rentrée, SSP/DAAF records, Carte Scolaire, DPE reports, site visits

Output 1C: Improved and decentralized information use and management

OVIs	BENCHMARKS:			Sample MOVs
	Short-term 1-2	Medium-term 3-4 years	Long-term 5+ Years	
Information system to support management decisions for FQEL implementation developed	Needs assessed, training & computers provided; Local Area Network implemented; pilot projects begun Policy round tables begin - 2 to 3 sessions	Systems modified in response to ongoing assessments/findings from pilot projects; reporting formats responsive to client needs developed and used; data collection & data base management streamlined	Geographic information systems adopted & used; database sharing between DAAF & SSP firmly institutionalized; APEAEs/NGOs/DPEs participate in data collection & analysis on an ongoing basis	Site visits, quarterly reports, statistical yearbook, GOG Annual Report, procurement/delivery records, trip reports, Carte Scolaire, operations manuals
Capacity for data use & analysis at central & decentralized levels strengthened	Needs assessed, training & computers provided; key analytic questions developed; pilot projects begun Policy support strategy defined 10 people able to 1. program in database functions 2. conduct simple but effective data analyses using statistics software 3. conduct basic procedures in accounting programs	Analytic models (eg simulations) developed & used; institutionalized conventions & procedures using system data to form policy; horizontal & vertical feedback loops + continued training lead to improved & increased qualitative data analyses; increased dissemination of data & analyses across services + continued training lead to enhanced statistical analysis & interpretation; data collection & analysis rely increasingly on the classroom as the unit of analysis; cost-benefit analyses developed for policy, strategy & investment options	Improved reliability & validity of data + client responsive data presentation & analysis + stimulated demand for information + cross-regional reviews + regularized communication between central & decentralized levels lead to continuous system-wide learning; FQEL platforms & strategies firmly in place; improved delivery systems + ongoing data analysis leading to greater number (15 percent?) of schools attaining FQLIS levels.	Field test results & reliability analyses, Carte Scolaire, Atelier de Rentrée proceedings, Annual Review proceedings, quarterly reports, DPE reports, NGO/APEAE reports/correspondence & meeting minutes, training records

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Educational information vulgarized	Statistical summaries, reports, bulletins, articles, etc. regularly disseminated; informational meetings fora at central & decentralized levels organized	Increasing & strengthened horizontal/vertical feedback loops enhance generation/analysis use of ed info; increasingly transpar't mgmt & plan'g procedures enhance data dis mination	Iterative process of improved data collection, analysis & presentation leads to more efficient & useful information flow; FQL indicators, standards, procedures, policies part of ongoing system-wide dialogue	Atelier de Rentrée proceedings, DPE reports, quarterly reports, APEAE NGO reports, correspondence meeting minutes, statistical reports, site visits, GOG public notices

Output 1D: Improved and decentralized budget and financial management capacity

OVIs	BENCHMARKS:			Sample MOVs
	Short-term 1-2	Medium-term 3-4 years	Long-term 5+ Years	
Budget and accounting capacity at central & decentralized levels (DAAF/SAAFs) strengthened	Training & computer needs assessed, training strategies developed, training & computers provided; pilot projects begun; 3 DAAF agents know how to use Personnel system database 3 additional DAAF agents know how to use budget preparation process 1 DAAF agent knows how to prepare financial reports for at least 2 donors	Training continues; cross-regional & vertical horizontal MEPU-FP feedback loops support skills/knowledge transfer	Personnel conducts own periodic audits; personnel design, document & disseminate own modifications to financial systems; resource requirements of system & different FQEL policy options analyzed & projected; SSP & DAAF use other sources of data to support their own programs	Budget audits, budget estimates, action plans, DPE reports, quarterly reports, NGO reports, Annual Review proceedings, Carte Scolaire
Management capacity at central & decentralized levels (DAAF/SAAFs) strengthened	Training needs assessed, training strategies developed, training & software provided: personnel, procurement/inventory reorganization /org devmt; distribution policies/delivery strategies developed; pilot projects begun	Training continues; procurement procedures improved & streamlined; effective inventory control procedures implemented & developed; increasing evidence of delegated responsibility & authority & decreases in duplication of effort; increased vertical & horizontal flow of information;	Resource requirements of system & different FQEL policy options analyzed & projected; personnel design, document & disseminate own modifications to personnel/ inventory systems & org. processes; FQE inputs provided to more schools at increasing delivery rate	Computerized personnel files, operations manuals, procurement plans & control records, action plans, DPE reports, quarterly reports, NGO reports, Annual Review proceedings, Carte Scolaire

Output 2: Development of teacher support services and improved instructional design to improve the quality of primary education

OVIs	BENCHMARKS:			Sample MOVs
	Short-term 1-2	Medium-term 3-4 years	Long-term 5+ Years	
Continuous assessment procedures followed	Teachers/school directors follow centrally approved manuals/guides formats	Ongoing field tests, revisions permit enhanced stakeholder participation in schooling process; continually improving classroom level services	Strengthened capacity at all levels of system leads to increasing continuously improving instruction; policy formulation informed by classroom level knowledge; ongoing identification of significant FQEL inputs; greater percent (10 percent/year by end year 5?) of schools achieving FQEL	Teachers guides, manuals, pilot project findings, GOG Annual Report, Annual Review proceedings, Atelier Rentrée docs

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School based teacher support system developed	Increasing capacity for better instructional materials design and pedagogy; community DPE IRE stakeholders participate in decisions; system capacity to improve teacher ability to instruct in and manage the multigrade classroom continually reinforced and expanded	Manuals and teachers guides continually reviewed and revised; teacher training in equity issues and methods to improve equity in classroom conducted; head-teacher training modules in pedagogy (including gender), finance, budget, community school relations contribute to more efficient delivery system, improved instructional quality, enhanced girls' and rural children's participation in schooling	Other instructional materials designed as increasing #'s of teachers directors disseminate learning from in-service training; increased NGO APEAE participation + enhanced information system + strengthened links between communities schools supports momentum toward greater #'s of schools achieving FQE standards	Pilot project findings, quarterly reports, Atelier Rentrée docs, NGO DPE IRE reports, site visits, GOG Annual Report, Carte Scolaire, etc.

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Output 3: Improved conceptualization, planning and implementation of equity program/initiatives

OVIs	BENCHMARKS:			Sample MOVs
	Short-term 1-2	Medium-term 3-4 years	Long-term 5+ Years	
National strategy to improve equity refined/implemented	Cabinet/CE management and gender analysis capacity strengthened; DAAF & SSP adopt key FQE indicators and begin analysis including gender indicators; teacher training & instructional materials, including gender analysis, receive MEPU-FP approval. Key analytic questions identified on an ongoing basis.	Feedback from community, NGO, school, prefecture, regional & cross-regional levels solicited and used at central level. DAAF/SSP cite increased demand for quantitative & qualitative data, as FQE experience shows significance of FQE inputs. Instructional materials show less gender stereotypes; school personnel demonstrate less barriers to girls/rural children's participation. Revised CE strategic plans demonstrate improved coordination of increasing #'s of stakeholders in equity arena. Enhanced Carte Scolaire and DAAF/SSP records show that selected policy options implemented with greater efficiency.	Pilot projects & 1-2 years experience with achievement tests point to some equity inputs significant to girls/rural children's participation in schooling. MEPU-FP enters into additional agreements with other donors in equity areas it accords priority. MEPU-FP identifies & contracts for training other planning/implementation support needs it identifies on an ongoing basis.	CE meeting minutes, Cabinet/CP reports, Budget audits, procurement delivery records, CE strategic plans, NGO reports, pilot project findings, Atelier de Rentrée proceedings, Annual Review proceedings, Carte Scolaire, site visits
NGO & community initiatives increased	Supportive policy environment + increasing central/decentralized administrative/financial capacity + school-based teacher support services + PVO community liaisons + rural appraisals	Increased contact among school/community/ APEAE/NGO representatives + training provided to community representatives + PVO funding. MEPU-FP adopts new policies (eg., community support policy), adjusts plans & strategies, institutionalizes conventions & procedures using data from community initiatives	FQE inputs delivered to increasing # of schools as experience with NGO/community level initiatives accumulates. NGO membership lists expand incrementally. Increased knowledge about girls/rural children's participation in schooling (from pilot projects/community initiatives) incorporated into FQE planning and implementation.	PVO reports, Carte Scolaire, CE/Cabinet reports, quarterly reports, site visits, school year reports, teacher training modules, manuals & teachers guides, CE strategic plans, Atelier de Rentrée proceedings, Annual Review proceedings

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ANNEX F

List Of Studies, Evaluations And Assessments Dealing With The Institutional Structure And Capabilities Of The Ministry Of Pre-University Education

LIST OF STUDIES, EVALUATIONS AND ASSESSMENTS DEALING WITH THE INSTITUTIONAL STRUCTURE AND CAPABILITIES OF THE MINISTRY OF PRE-UNIVERSITY EDUCATION AND PROFESSIONAL TRAINING

Several studies, evaluations and design efforts have dealt with the topic of the institutional/management structure and capacity of the MEPU-FP. Recent GOG planning and policy documents, isssued, under consideration and in draft, detail the most recent structure of the MEPU-FP, the policy formulation, decision making and planning processes and identifies the participants. The most relevant of these are:

1) Evaluation du System Educative Vol. I - Axe 3, Functional Audit of MEPU-FP; 1994. (Pages 223 - 254)

2) Recommendations for Rehabilitating the System Vol. III of Evaluation du System Educative, 1994. (Pages 2 - 15)

3) Limited Technical Assessment - Selective Analysis, 1994. USAID/Conakry by Educational Development Center Chapter on Education Planning. (Pages 9 - 39)

4) Conditions For Achieving the 53 percent Target at the Primary School Level by Year 2000, for USAID/Conakry by Miala Diambomba, March 1995. (20 Pages)

5) Mid-Term Evaluation - Guinea Education Reform Support Project, USAID Conakry by Creative Associates, Inc. April 1993. Section IV, Management and Administration of Public Sector Education. (Pages 43 - 75)

6) Draft Appraisal Report, Equity and School Improvement Sector Investment Project, January 1995.

7) Projet De Reorganization Du MEPU-FP. Republique De Guinee. March 1995. (In Draft - Under Consideration 62 Pages)

8) Guinea Education Sector Reform Project Documents: Original PAAD - 1990 - Section D: Institutional Analysis, (Pages 54 - 61)

9) Project Paper Supplement, Annex C, GOG Educational Policy, Objectives and strategies. July 1994.

10)Rapport de l'Assistance Technique: Direction des Affaires Administsratives and Financiere. USAID/Conakry by Joe De Stefano. March 1995 (17 Pages)

11)Projections Budgetaire et des Circuits de Financement du Secteur de l'Education pour PASE II, Republique de Guinee F. Abillama. December 1994.

12)Fundamental Quality and Equity Levels Project - PID. (Nov. 1994).

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ANNEX G

Social Analysis

SOCIAL ANALYSIS

Two basic questions shape this social analysis:

- What is needed to achieve equitable access to schooling for all Guinean children, male and female, urban and rural; and

- What social resources within Guinea are available to support schools, and what is, or can be, the nature and extent of their support?

Unequal access to education, and available support rest, in turn, on the underlying realities of rural/urban disparities coupled with lack of infrastructure; poverty and the costs of schools and schooling; gender disparities in access; and ethnic differences from one socio-economic area to another.

The Social Context: Guinea is primarily a rural, agricultural country endowed with ample rainfall and considerable mineral resources. Only 27 percent of the population lives in towns, 17 percent in the capital itself. Many parts of the country still lie beyond the reach of all-weather roads, though the road network is improving. Outside of Conakry and a few major towns there is no electricity; even in towns it is uncertain, available only a few hours a day during the dry season.

Poverty, especially in rural areas, limits parents' ability to send all their children to school. One researcher (Alhassane Sow, 1994) estimates the initial costs to a family of enrolling a child in the first year of elementary school at from $16.75 to $19 (boys' uniforms cost slightly more than girls'). One-time expenses, including the fee for a birth certificate and the cost of a table-bench, inflate this figure by about $7 which need not be paid in subsequent years, but, on the other hand, the costs of food and incidentals proved impossible to estimate. These are likely to be highest for those rural children who must walk three or more km. to and from school each day.

Indirect costs are also elevated, particularly in the case of girls. Children of school age make an important contribution to a family's livelihood. Girls, especially, help their mothers by tending small children and helping with household chores like fetching water, freeing the mother to cultivate her crops, a major component of family subsistence. Daughters as well as mothers also engage in forms of petty trade that make an essential contribution to a family's cash income. Girls' economic importance to their family is one of two major factors contributing to their low enrollment rates, compared with boys' — one girl for every two boys in school. The second factor is said to be concern over unwanted pregnancies, a stain to family honor.

Guinea comprises some twenty ethnic groups (Nelson 1976) practicing a range of agricultural and agropastoral forms of production. Table X is based on the 1991 Social and Institutional Profile (SIP) for Guinea (Waldstein, et al. 1991). It presents some of the salient differences between the eight socio-economic zones identified by the SIP team. The male:female ratio is

a rough indicator of male out- or in-migration in search of wage labor to supplement farming production. The relation between the percent of land area and percent of population gives a general idea of relative population densities. Diversity is particularly apparent in terms of ethnicity and the main economic modes of production.

Some common threads are woven into this tapestry, however. Villages, ranging in size from 150 - 600, depending on the ethnic group and area, are the typical settlement pattern throughout Guinea. Particularly among the major ethnic groups — the Fulbé and Malinké, constituting, respectively, a little over and a little under 1/4 of the population, followed by the Soussou at about 1/8 of the population — society tends to be organized hierarchically.

Villages have traditional heads and councils of elders. Social groups include clans, which are sometimes ranked by order of settlement, or occupational castes, or both, the details varying from one ethnic group to another. In most of Guinea, inheritance and group membership passes through male lines. Women in Guinea usually pass from their family of birth to that of their husband and, throughout their life, remain subordinate to the authority of a man, either their father, their husband, or a male relative of one or the other.
Because of the high proportion of Muslims in the country as a whole (over 90 percent) koranic schools are far more widespread than public schools. Though most of them are limited to teaching the Arabic alphabet and the suras of the Koran, they offer an introduction to schooling, and in some places, a form of literacy which is often overlooked.

Ethnographic details can be found elsewhere (cf. the SIP). It suffices to note here that traditional institutions — village councils, village headship, clan membership, caste, and religious organization — are still active in local social organization, along with the newer government structure of districts, prefectures, and sub-prefectures. These traditional institutions are still used by Guineans to mobilize community resources for development activities, including schools.

Socio-economic zones: Diversity in Guinea

Zone	Ratio Male:Female	Percent Land/Pop	Percent Urban	Ethnic Group(s)	Religion	Mode of Pr 'uction
Coastal	96:100	10:10	15	Soussou 19 percent Baga: 12 percent Fulbe: 13 percent	Islam	mangrove rice; rainfed ag.;fishing
Southern Foothills	98:100	10:11	25	Fulbe, some Soussou	Islam	Ag: rice, fonio peanuts; mining
Central Highland	80:100	13:15	6	Fulbe	Islam	Ag: cereals; veg.; fruit, livestock
Northern Savannah	91:100	7:4	4	Fulbe 60 percent; others	Islam; a few animist	agro-pastoral; some hunting
Upper Niger Valley	1:1	20:10	20	Malinké; w. Kissi, Fulbe	Islam (86 percent); Catholic	shifting dryland; permanent and floodplain agricult. with livestock
Eastern Savannah	114:100*	25:13	15	Malinké	Islam	alluvial terrace, shifting dryland, and floodplain agricult.; gold
Forest Zone	95:100	9:10	15	Diverse (Mande groups)	Traditional African; w. Islam, Catholic	slash-and-burn & intensive agricult.; cash crops: coffee, cocoa, kola
Conakry	103:100	0:17	100	Diverse: by neighborhood	Islam; Christian minority	public sector; commerce; informal sector (74 percent); mfg. (13 percent)

* The authors were unable to explain this anomaly.

Equitable Access to School: Though there are regional disparities of access to school in Guinea, it is clear that a major equity fault-line lies between the rural and the urban population. While only a little over a quarter of Guinea's population lives in urban areas — Conakry or a major regional town — up to now, city and towns supply 80 percent of the school population. Town classrooms are bursting with sixty to a hundred or more pupils, despite double-shifting, while the dispersed rural population is not always able to support class sizes of 25, even when multigrade classes are formed. Many rural children still live so far from the nearest school that getting there constitutes a serious hardship. Few pupils persist when the distance to school is in the three- to five-kilometer range, and many live even farther away.

Girls, like rural children, are disadvantaged in terms of access to school and those who do enroll are more likely to drop out than their brothers. Although in Conakry girls constitute over 42 percent of enrollments, in rural areas overall only 26 percent of primary school children are girls, yielding a national percentage of about a third of the pupils being female.

Many of the constraints girls face are the same as those of other rural children: distance to school; the direct costs and opportunity costs of sending them to school instead of benefitting from their help at home; the discouragingly poor condition of some rural schools; inappropriateness of the curriculum to the exigencies of rural life; and the sometimes exploitative use of student labor by their teachers. In addition, parents fear the possibility of an unsupervised girl becoming pregnant. Marriage, frequently arranged soon after puberty to conserve the young wife's virtue, also pulls some girls out of school early.

Parents perceive, as well, that the chances of a girl capitalizing on her education by landing a salaried job are slim, compared to those of boys. Lastly, in some places teachers have been found to underestimate girls' ability to learn and to favor boys.

The issue of why girls, and, secondarily, rural children, are kept out of school has been the subject of at least five studies in the last five years. The problem is what to do about it. As one researcher has put it, "despite what we expected, [the problems] show little variation from one region to another" (Sow 1994, p. 4). It may well be that, rather than the problems, it is the solutions that will vary from one place to another. Many of them, in turn, lie outside the scope of the educational system, in the improvement of working conditions for women, for example. Some that do lie within the compass of the system, such as provision of schools in sparsely settled areas, may prove unduly expensive in a time of tight budgets.

It may be time to turn from the question of why girls do not enroll in greater numbers to the issue of what alternative kinds of educational support to offer young Guineans who have dropped out or have never gone to school. A study of the needs of unschooled youth and dropouts, for example, may be in order.

Mobilizing Social Resources: Under current economic conditions Guinea does not have the resources needed to provide access to school to all its school-age population. Encouraging local communities and private groups to take the initiative in supplying schools is one approach to relieving some budgetary constraints to expansion. In fact, in recent times rural communities have been organizing to build their own schools, sometimes with NGO assistance. Once a school exists, Parents' Associations (APEAE: Association des parents d'élèves et des amis de l'école) play an active role in supporting and supervising them. In towns private schools, which can now seek official authorization, are multiplying. Each of these will be discussed here.

Community Support for Schools: Community demand and support for schools seems strong at this time and growing. In places we visited, if a school was not the community's highest priority as a development project, it came right after a health clinic. To mobilize the population to build a school, communities relied on various traditional as well as modern institutions. Traditional village heads with their councils of elders often initiated establishment of a school; among the Malinké, youth associations, a traditional institution composed of a village's men from mid-teens to about 35 in age, sometimes raised a school building fund by hiring out their labor as a team on other people's fields. District presidents, the local representatives of the modern governmental system, also sometimes played a critical role in starting school-building activities.

Villages generally had the means to assemble materials for the walls and sometimes for the roof of the school and usually did it, as a first step. They were also capable of supplying labor to build the school at a site they designated. They needed assistance primarily for securing adequate window lattices and doors. Villages also duly applied to the DPE carte scolaire for approval of establishment of the schools they built. Not all gain approval, but at

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this point the DPE carte scolaire appeared primarily to be responding to demand of this sort in designating school sites. In sum, the time is opportune to focus on responding to the existing, and probably growing, demand for schools as a means of enhancing equitable distribution of schools in underserved areas.

The Role of NGOs in School Support: Both international and Guinean NGOs are legally recognized and active in Guinea. In addition to their usual role in contributing to the advancement of the rural economy, a sub-set of Guinean NGOs play a distinctive role in establishing rural schools.

Both kinds of NGO support schools in either of two ways — indirectly or directly. Indirect support comes from NGO development activities of various sorts that contribute to raising income and stimulating economic advancement in the areas in which they work. It is common to find villagers applying some of these new resources to founding a local school for their children. A second form of indirect support consists of supplying amenities such as water points close to village homes and other labor-saving devices for women. Lightening a woman's workload means she is less dependent on her daughters' labor contributions to the household and can permits them go to school.

Both international and national NGOs also provide forms of direct support to school-building. A particularly important direct contribution to the school system comes from a sub-set of Guinean NGOs that consist of educated native sons and daughters of a particular village (ressortissants) who form an association with the primary aim of establishing a school (and sometimes other amenities) in their home town. These associations, consisting of residents of Conakry and of the village, act by mobilizing the village to undertake school building, renovation, or expansion and by raising a fund to support these activities. They incorporate as a NGO partly in order to apply for assistance from outside donors. Providing some sort of support for their activities could contribute directly to making schools more accessible in under-served and rural areas.

The Role of APEAEs in School Support: APEAEs come into existence after a school is established and running. Though they are not the initial support institutions for the schools, they play two major roles in supporting the operation of the schools: an administrative role in supervising attendance (and probably good conduct) of both teachers and pupils; and a linking role, conveying school needs to the wider community and community concerns affecting the school to the school staff.

Private Schools: Private schools are essentially an urban phenomenon. A few private franco-arab schools exist in rural areas along with an even lower number of Christian schools. Shortly after the establishment of the second republic, legislation was enacted in 1984 to authorize private individuals or groups to build and open schools. The number of private schools since, authorized and otherwise, has mushroomed, particularly in Conakry. In 1993-4, fifty were authorized and operating in the capital alone. Another 35 accredited schools

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existed in the other four regions, evidently mostly located in major towns (Annuaire Statistique 1993-4, pp. 1-6).

Private schools suffer from some of the problems, such as a dearth of texts, that beset the school system as a whole. They are able, however, to get qualified teachers easily because the public system is unable to absorb the pool of newly qualified ENI graduates, leaving many to seek employment elsewhere.

Private schools undoubtedly offer a safety-valve for demand for higher quality education which is not subject to the overcrowding of urban schools. By mobilizing the resources of parents who have the means to pay for their children's schooling, they may relieve a little pressure on the public budget. By serving a vocal and politically influential public they also hold a privileged position within the school system. There is an association of private schools, APEP (Association pour la Promotion des Ecoles Privées), to represent their interests.

Expanding Schools and Finding Teachers: Establishing schools in remote areas is a necessary condition for promoting equity of access for rural children and girls. The most sustainable way to do this is to respond to overt demand for schools, since communities that take the initiative in requesting permission to establish a school are the most likely to remain active in its support and maintenance. Such demand exists at the moment in Guinea.

The most obvious constraint to this expansion is not community motivation to build and maintain a school, nor the availability of qualified teachers, but the government's financial ability to pay teacher salaries. The ENIs have produced so many graduates that there is currently a waiting period of about three years before the government assigns a graduate to a teaching job, even on a temporary, contractual basis. There is no lack of classes for these recent graduates to teach. Rural schools are being built by communities so fast that there are empty classrooms in the new schools of Faranah prefecture, for example.

MEPU-FP has been very active and has had to push hard with the Ministry of Finance, first to get the increases in schoolteacher staffing it has achieved, then to get the money in the pipeline, and finally to get it out to the teachers. Teachers on temporary contracts had not been paid for the first six months of the 1994-95 school year. Permanent teachers already in the system had been getting paid regularly; newly assigned permanent teachers had not.

The Comité d'Equité: Within MEPU-FP, the advisory committee primarily concerned with FQEL equity standards is the Comité d'Equité.

Established as a Working Group on Equity in 1992, the Comité d'Équité was made a consultative organ of the ministry in late 1994. Under the aegis of the Comité d'Équité, two studies of constraints to girls' and rural children's education were carried out, and the policy on pregnant students was modified to allow unmarried as well as married girls to return to school after giving birth.

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During the course of 1995, USAID provided a full-time technical assistant, a communications specialist, to the committee. With his guidance, the Comité d'Équité embarked on an active publicity campaign to promote girls' enrollment in eight prefectures with low female enrollments. The *sensibilisation* activities include use of broadcast and printed media, songs, dance, and theater to promote girls' enrollment. It has also designated, trained, and minimally equipped two local promoters in each of eight low-enrollment prefectures to spread the word. Although there is as yet no evaluation of its activities, they appear to have stimulated demand. Some schools in the target areas now have waiting lists nearly as long as their enrollment lists for the first year. The time seems ripe to try to address equity problems with a broader range of interventions.

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ANNEX H

Description Of Position Responsibilities

DESCRIPTION OF POSITION RESPONSIBILITIES

Scope of Work

Chief of Party and Senior Planning Advisor

1. Assignment Purpose: The Chief of Party will be responsible for the overall management of the TA Team. He/she will be responsible for ensuring that the requirements of the TA contract are met in a timely manner. He/she will perform the principal liaison function between the TA team and the MEPU-FP and between the TA Team and the USAID Mission. He/she will also be the Senior Policy and Planning Advisor to the MEPU-FP with direct access at the level of the Secretary General of MEPU-FP. For administrative and coordination of activities he will work directly with the Chief of the Secretariate Technique/Comite' du Pilotage pour le MEPU-FP. (Meaning Mr. Souare') (N.B. The CP is no longer the CP for the PASE only but the whole of the MEPU-FP)

2. Expected Outcomes: The Chief of Party/Senior Planning Advisor, by managing the human and physical resources available to the project, will have overall responsibility for ensuring that the project activities are carried out in a manner that the objectively verifiable indicators are achieved. He/she is directly responsible for ensuring that necessary resources are made available to implement the M&E plan to meet the USAID's requirements for monitoring and evaluation.

3. Specific Tasks: To fulfill the assignment purpose and produce the expected outcomes the COP will complete the following tasks. This list is illustrative and may be modified by mutual agreement:

- Overall professional and administrative management of the TA team
- Liaison coordination of activities with MEPU-FP, counterparts
- Coordinate project activities with other donors, primarily through the offices of the Comite' Pilotage.
- Supervise the activities of the three principal groups, Policy, Planning and Management Group, Education Quality Group, and the Education Equity Group
- Coordinate all team activities with various units of MEPU-FP
- Senior Advisor in educational management and administration to senior level Ministry officials
- Senior Policy Advisor on the implementation of FQLIS system to the MEFPFP

• Coordinate logistic and professional resources for team support from home office

• Responsible for that assuring necessary resources are provided to implement the project level M&E plan

• Implementation of the incremental planning approach in collaboration with the USAID and the MEPU-FP

• Assure that quarterly, annual and other required reports are prepared and submitted in a timely manner

• Coordinate and manage the annual project progress review and forward planning, with USAID and MEPU-FP, including the preparation of a detailed annual implementation schedule

• Assure adequate in-country GSO type support for TA team through administrative assistant. (If USAID GSO services used, this can be one person. If the team must arrange for all local logistic support he will need an assistant or two.

4. Qualifications: An MS or PHD in education with emphasis on policy analysis and planning. At least two years successful experience in managing a technical assistance team in the field, preferably in Africa. At least five years experience in a technical assistance role in the general area of education policy analysis and planning, preferably in Africa. Fluent written and oral communication skills in English and an FSI tested level of French of at least S/3;R/3. Must have basic computer skills that include Word Perfect and standard spread sheet use. If language or computer skills are lacking, it is the responsibility of the contractor to bring them to acceptable levels before assignment to the field.

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Scope of Work

Education Financial Analyst and Administration Specialist

Position Purpose: The **Education Financial Analyst and Planner** will be responsible for working within the MEPU-FP and specifically with the *Direction des Affaires Administratives et Financieres* (DAAF). The Financial Analyst/Administration Specialist will build the necessary capacity within the DAAF to support the implementation of the FQLIS as this planning framework is described in the FQEL Project Paper. He will provide the necessary assistance to improve the 1) budget preparation and review process, 2) personnel information systems, 3) procurement, stocking, issuing, delivery and tracking of school supplies and equipment, 4) system of financial accounts, and 5) internal audit capability.

S/he will examine and analyze the current capacity of the DAAF and work with the Director to develop support mechanisms for sectoral planing, policy development and analysis. The Financial Analyst/Administration Specialist will identify training needs in his areas of responsibility in the DAAF. He will also provide assistance with the development of the decentralized capacity of the DAAF which resides in the SAAF personnel at the DPE level.The Financial/Administration specialist will be a member of the FQLIS project Technical Assistance team and will meet regularly with the Chief of Party to coordinate project activities.

Expected Outcomes: The **Education Financial Analyst and Administration Specialist** will contribute to the development of the FQLIS project outcomes through financial planning and budgeting, educational policy making and improved administrative procedures. S/he will develop plans with MEPU-FP officials for the technical, administrative and training requirements of the sub-systems located at the DPE level. After five years of project activity the Ministry will have in place and be able to implement the necessary systems to support the FQLIS planning framework and perform the other necessary administrative/management functions to achieve the goals of the MEPU-FP. Its administrative and accounting departments will be able to generate relevant analyses for decision makers.

Specific Tasks: To accomplish the purpose and produce the outcomes the **Education Financial Analyst/Planner** will complete the following specific tasks:

- Review existing reports and analyses of MEPU-FP - DAAF.
- Assess, analyze and become acquainted with intra-MEPU-FP office relations and coordination in the areas of sectoral planning;
- Develop the specific competencies and administrative/financial procedures and systems within DAFF to ensure effective accomplishment of its responsibilities in the five major areas listed in the Position Purpose section.
- Analyze the functions and structures of the Ministry and DAAF that coordinate external funding and sectoral adjustment such as the Comité de Pilotage, the Secretariate du Technique et du PASE, etc.;
- Supervise and guide DAFF staff in the effort to integrate the Education Management Information System (EMIS) for the DAAF and SSP;
- Develop with the MEPU-FP central and decentralized units plans for financial management systems for FQLIS implementation;

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- Develop, organize and implement a training plan for technical and analytical capacity building at the DAAF and the SAAFs;
- Plan and coordinate with the Training Specialist to determine management capacity skills;
- Develop the capacity within the administrative units to assess their own needs in technical and computer-based training and contract for it when needed;
- Make recommendations, based on the her/his specialization, about how policies to increase gender equity enrollments and the enrollments of rural children will be possible in the FQLIS system.

Qualifications: An MS in education with experience with financial and administrative issues. Strong accounting experience is required. Should be familiar with and be able to use computer based accounting systems. PhD preferred, with significant and progressively responsible francophone African experience (at least 3 years) in education finance systems, administration and education resource management. Preference will be given to practical experience over advanced degrees. Fluent written and oral communications skills in English and French language (tested FSI levels S/3;R/3) are required. Word processing, spread sheet and data base skills are required.

This SOW should be fleshed out by Joe De Stefano.

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Scope of Work

Educational Planner/Analyst/Management Information Specialist

Position Purpose: The **Planner/Analyst/MIS TA person** will be responsible for working within the MEPU-FP and specifically with the *Service de Statistique et de la Planification* (SSP). The Planner Analyst will build capacity to 1) enable the SSP to prepare and propose education development plans, 2) manage and use an education management information system, 3) collect, enter, process, analyze and present data for the purposes of tracking the education system for the purposes of strategic planning and policy making, and 4) to monitor and assure the adherence of investment projects to approved plans. S/he will also outline a strategy to assure that the SSP provides the necessary support for the implementation of the FQLIS as a planning framework.

S/he will examine and analyze the current capacity of the SSP and work with the Director to develop sectoral plans and policies. The Planner/Analyst/MIS person will identify and develop training needs in strategic planning, policy analysis , statistics, and information systems software. The person will also develop decentralized capacity for information generation and processing that will tie into the central system. S/he will be a member of the FQLIS project Technical Assistance team and will meet regularly with the Chief of Party to coordinate activities.

Expected Outcomes: The Planner/Analyst/MIS person will contribute to the development of the FQLIS project outcomes through educational planning, educational policy making and statistical analysis. S/he will be responsible to assist MEPU-FP departments to identify information needs and reporting requirements. This person will also develop and implement information systems in the regions and prefectures. S/he will develop plans with MEPU-FP officials for the technical, computational and training requirements of these sub-systems. After five years of project activity the SSP will be able to prepare and present to the Ministry the annual education plans, based on the FQLIS framework, will be able to track sector investments and use and modify its own information system. Its administrative and statistical departments will be able to generate relevant analyses for decision makers. They will be able to measure the progress of any school as it moves toward official FQLIS standards.

Specific Tasks: To accomplish the purpose and produce the outcomes the **Planner/Analyst/MIS person** will complete the following specific tasks:

- Review existing reports and analyses of MEPU-FP data collection, school mapping, statistics and planning procedures;
- Assess, analyze and become acquainted with intra-MEPU-FP office relations and coordination in the areas of sectoral planning;
- Analyze the functions and structures of the Ministry that coordinates external funding and sectoral adjustment such as the Comité de Pilotage, the Secretariate du Technique et du PASE, etc.;
- Supervise and guide a local hire information systems specialist in designing and programming an integrated Education Management Information System (EMIS) that integrate the DAAF and SSP systems;

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- Under the leadership of the COP, sponsor events, round tables, policy simulations that focus decision- maker attention around key FQLIS and other educational policy issues.
- Develop with the MEPU-FP, central and decentralized plans for information system functions for FQLIS implementation;
- Develop, organize and implement a training plan for technical and analytical capacity building at the SSP and at the DPE level for the "Planifacteurs and Statitians";
- Plan and coordinate with the Training Specialist to determine management capacity skills, determine needs and plan training programs;
- Develop the capacity within the administrative units to assess their own needs in technical and computer-based training and contract for it when needed;
- Create data displays and models using current educational planning tools to disseminate progress made in FQLIS strategies;
- Establish indicators of impact with the FQEL Team and define a process for monitoring and evaluating the educational planning and policy analysis activities in the FQLIS design;
- Make recommendations, based on the this specialization, about how policies to increase gender equity enrollments and the enrollments of rural children will be possible in the FQLIS system.

Qualifications: An MS in education with emphasis on planning education systems and experience in designing MIS systems is required, PhD preferred, with significant and progressively responsible francophone African experience (at least 3 years) in both education planning and design and implementation of EMIS master plans and systems. Fluent written and oral communications skills in the French language (tested FSI levels S/3;R/3) are required. Computer skills necessary for MIS management necessary. Preference will be given to relevant experience over an advanced degree.

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Scope of Work

Training Specialist/ OD Expert

Assignment Purpose: The **Training Specialist/ OD Expert** will be responsible for assessing, identifying and arranging for various types of training in the Ministry of Pre-University Education and Professional Training (MEPU-FP), Republic of Guinea. The Training Specialist will work collaboratively with services in MEPU-FP as well as with members of the FQEL Project team. This specialist will work in the Efficiency component area of the project with the Policy Planning and Management Group. The purpose of this specialist will be to build management and organizational capacity that enables key players within the ministry to effectively implement FQEL strategies both at the central levels and in the regions and prefectures.

Expected Outcomes: The **Training Specialist/ OD Expert** will contribute to the Ministry's efforts to upgrade the skills and aptitudes of their personnel. The Training Specialist will probably work closely with the *Service National de la Formation des Personnels (SNFP)* which is a new support service (not yet in place) designed under a recent reorganization process at the Ministry. The Training Specialist's activities will be, however, to support efforts at improving the strength and depth of management practice and organizational integrity within the services that promote FQEL activities. S/he will design a comprehensive training strategy in collaboration with the government and then begin implementing it with the appropriate services.

Specific Tasks:

- Review existing reports and documents relating to the evolution of MEPU-FP organizational development and reorganization;
- Assess and analyze intra-MEPU-FP office relations and coordination in the areas of sectoral planning and collaboration, with special attention to the proposed restructuring and decentralization efforts in the Ministry;
- Identify and analyze the Ministry's own training policies and conduct a comprehensive needs assessment at the various levels of government activity, i.e., Conakry and the decentralized levels,
- Determine the extent of Organizational Development sensitization to the needs of the Ministry;
- Based on training needs differentiate and arrange for U.S. short-term or in-country provided by U.S. resources or local, in-house training in management/administration, the technical areas, organizational development, personnel management, etc.
- Advise senior cabinet level leadership on management issues;
- Establish a management training group within the new service expected to be set up in MEPU-FP under the reorganization;
- Assist other FQEL team members identify and coordinate their training interventions;
- Arrange for English training for those going off shore for participant training;
- Conduct and facilitate team-building for senior and other levels of management;
- Work with the Evaluation Advisor to establish indicators of impact and to define a process for monitoring and evaluating training outcomes;

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- Make recommendations, based on the training and OD specializations, about how policies to increase gender equity enrollments and the enrollments of rural children will be possible in the FQLIS system.

Qualifications: An MS in educational management or Organizational Development is required, PhD preferred, with significant and progressively responsible francophone African experience (3 to 5 years). Previous experience working in the public sector in organizational development and management training is essential. Fluent written and oral communications skills in the French language (FSI tested proficiency) S/3;R/3 level are required.

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Scope Of Work

Inservice Teacher Training Specialist

ASSIGNMENT PURPOSE: The inservice teacher training specialist will be responsible for assisting in the planning, organization, development and functioning of an inservice teacher training service (capacity) within the ministry of pre-university education and professional training (MEPU-FP), republic of Guinea. She/he will play a vital role in facilitating the setting up and institutionalization of the services rendered by teachers to elementary school children in the provision of quality education (FQEL).

EXPECTED OUTCOME: At the end of the project period the inservice teacher training specialist will have assisted at school level in the provision to principals and teachers the basic pedagogical, psychological, and class management conditions essential in deliver and maintenance of quality education in any equitable manners to school children in Guinea. It is expected that the technical assistant will through a professional, experienced and trained team of local trainers identify teacher training needs, formulate these in training modules with pertinent reinforcing aids, organize all schools/teachers in easily attainable training units and follow-up services by a trained pedagogical counselor/facilitator and assist in the development of an IRE/DPE system of evaluation and assessment. The process must be participatory in every respect to allow the growing of ownership to permeate all departments and services of the MEPU-FP.

SPECIAL TASKS:

* Select team of representative competent educators and train in the exigencies of the FQEL activities assigned to the unit, i.e. research and priorities specific training needs of teachers, preparation of training modules, sharing content/format/organization with MEPU-FP leadership cadres and facilitation of delivery of field implementations;
* Research and priorities specific FQEL teacher training needs;
* Prepare inservice teacher training modules with relevant delivery aids;
* Decide and map with IRE and prefectural education authorities the field training/follow-up units and choice of animators;
* Conduct workshops and seminars to inform and acquire the acceptance of the content/approach/organization of the training system adopted by MEPU-FP central and regional authorities;
* Train field animators in the delivery, application and follow-up of FQEL innovations in the training modules;
* Organize and implement an animator support system to be applied when and where needed;
* Collaborate closely with the other members of the TA team, particularly the teacher support materials development specialist;
* Education indicators of impact with the Evaluation Advisor and assist in defining a process for monitoring and evaluating the FQEL project at teacher and pupil level.

QUALIFICATIONS: This expert will be expected to travel extensively within the country. An MA with elementary teacher training experience is required, Phd preferred, with significant Franchophone African Experience (3 to 5 years). Previous experience working in

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primary schools and curriculum/teacher materials development is highly recommended. fluent written and oral skills in the French language (FSI tested proficiency) S/3; R/3 level is required.

Scope of Work

Technical Assistant for Materials Development

1. Assignment purpose: The Materials Development specialist, working with INRAP counterparts, will provide expertise and training to strengthen INRAP's ability to develop flexible and adaptable curriculum guides and instructional modules.

2. Expected outcomes: The Materials Development specialist will support decentralization through an iterative process of materials development that provides resources for school-level reform. S/he will assist in developing an institutional framework for curriculum analysis and in designing adaptable curriculum guides and supporting instructional modules that serve as springboards for school-level reform. Eight or more pedagogical modules will be developed, tested in classrooms, and evaluated. The results of this activity will be discussed, disseminated, and will feed into forward planning.

3. Specific tasks: To accomplish the purpose and produce the expected outcomes, the Community Development Technical Advisor will:

- organize a workshop and team-building exercises on curriculum revision and materials development;
- arrange organizational development training and management development at INRAP in conjunction with the Training Specialist or with short-term technical assistance;
- assess INRAP training needs and the resources needed to support them;
- recruit local experts (including teachers, school directors and appropriate DPE officials) as advisors/consultants to INRAP training sessions;
- establish a ten- to twelve-member Curriculum/Instruction Advisory Board for INRAP;
- guide INRAP in defining curriculum objectives and in production of teachers' guides;
- develop a workplan for curricular materials development and diffusion;
- work in tandem with the Teacher Training Technical Advisor;
- coordinate activities with relevant units of MEPU-FP; and
- provide quarterly reports of activities to USAID and contribute to the API.
- establish indicators of impact with the Evaluation Advisor and define a process for monitoring and evaluating the educational planning and information system activities in the whole FQEL design.

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4. Qualifications: An MA, MS or PhD in education, with specialization in development or a related field. S/he should at least have five years' progressively responsible experience in designing and testing curricular materials in Africa. Fluent written and oral communications skills in the English language and the ability to speak French at the FSI S/3;R/3 level is required.

Scope of Work
Technical Assistant for Equity

Assignment Purpose: The Community Development/Equity Technical Advisor to the *Comité d'Equité* will develop the capacity of the committee, and by extension the capacity of MEPU-FP, to address gender and equity issues in teaching materials and teacher training; to create linkages between community leaders, local NGOs, district-level education offices, and school parents' associations (APEAE); to engage in participatory and iterative planning with these groups; and to facilitate interventions and projects in response to their needs and resources.

Expected outcomes: The CD/E Technical Advisor will be a staff member of a PVO linked to the *Comité d'Equité*, working in collaboration with this committee, that will implement equity interventions. The CD/E Technical Advisor will contribute to the provision of equitable access to schooling for presently under-served groups, such as girls and rural children, by facilitating interventions and projects that: put elementary education in easier reach of these children; remove gender stereotyping in learning materials and classroom interaction; ease demands upon their labor that conflict with school attendance; and provide resources to communities that they can apply to the establishment and maintenance of schools.

Specific tasks: To accomplish the purpose and produce the expected outcomes, the Community Development Technical Advisor will:

- conduct or supervise training for *Comité d'Equité* members and field teams in understanding gender issues and in participatory planning;

- conduct participatory planning exercises with selected communities and assist the *Comité d'Equité* in analyzing results;

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- provide support for individual members of the *Comité d'Equité* in the different branches of MEPU-FP (e.g. INRAP, *Carte Scholaire)* in developing equity interventions and addressing gender issues in their normal line activities;

- facilitate PVO pilot projects in response to community needs and planning activities, and guide the *Comité d'Equité* in its oversight of them;

- establish liaison with national and, possibly, international NGOs, including NGOs of *ressortissants*, to supplement the resources of local communities and of MEPU-FP in building, supporting, and maintaining elementary schools in remote areas;

- develop links between local village leadership and APEAEs with NGOs, district education offices, other relevant stakeholders or resources, and with each other, to enable them to work cooperatively and to gain from others' experience in support of expanding schooling;

- establish a mechanism for meeting with village leaders, APEAE representatives, and district education office staff to set up dialogue with stakeholders about methods of pursuing their educational aims;

- assist the *Comité d'Equité* to engage in needs assessment and iterative forward planning from year to year;

- coordinate with the FQEL technical assistance team to provide the *Comité d'Equité* with on-the-job training in program and project management and training in monitoring pilot projects and attend FQEL team meetings; and

- report quarterly activities to USAID and contribute to its API.

Qualifications: An MA, MS or PhD in education, sociology, anthropology, development, or a related field. S/he should have at least five years' progressively responsible experience in developing and managing community development projects, focusing on gender issues, and

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working with local community groups or NGOs in Africa. Fluent written and oral communications skills in the English language and the ability to speak French at the FSI S/3;R/3 level is required.

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PROPOSED "BRIDGE ACTIVITY" TO THE FQEL PROJECT

One year Technical Assistant for the DAAF: **Education Finance Specialist**

Position Purpose: The **Education Finance Specialist** will be responsible for working within the Ministry of Pre-University Education and Professional Training (MEPU-FP) and specifically with the *Direction des Affaires Administratives et Financieres* (DAAF). The specialist will build capacity to 1) improve the day to day management of DAAF activities, 2) establish budget preparation procedures, 3) analyze educational costs and 4) assist in the definition of department section roles and interdependencies. The specialist will examine and analyze the current capacities of the DAAF and work with the sections to implement higher order accounting functions and analysis of budget procedures within the operating bureaucratic environment in Guinea.

Expected Outcomes: The **Education Finance Specialist** will contribute to the development of accounting procedures, budget preparation and financial reporting in three distinct areas: 1) finance and accounting, 2) material and equipment and 3) personnel management. These areas comprise the main functions of the MEPU-FP at the center and also need to be devolved to the prefectorial and regional levels of the country. Additionally, the Ministry will have acquired the capability to work with all of its donors and be able to create reports and provide information in formats that are required by them. It is expected that the Specialist will be able to improve the procedures through which financial and other resources are managed so that teachers receive what they need to teach effectively in their classrooms.

Specific Tasks: To accomplish the purpose and produce the expected outcomes the **Education Finance Specialist** will complete the following tasks:

- Review existing reports and analyses of MEPU-FP and specifically the DAAF in its progress and previous consultations;
- Assess, analyze and become acquainted with the intra- and inter-DAAF office relations and areas of coordination given the current transition toward restructuring and decentralization;

- Determine the most urgent interventions to make given its needs to prepare the budget with its decentralized units, its personnel endowments and its relations with donors;
- Provide specific training in accounting and budget preparation procedures;
- Provide training in the use of material and equipment databases as well as the MEPU-FP personnel database;
- Establish a consistent format for disaggregating and analyzing financial data so that costs for elementary, secondary and professional training can be made;
- Define a framework in which the personnel of the DAAF can communicate effectively, be able to divide responsibilities and execute their tasks in a supportive atmosphere, i.e., provide OD type training for the sections of the *Direction*;
- Pave the way for a new set of project interventions which will require an established base of financial and analytic capability already in place;
- Assist in establishing good relationships between DAAF and the other Cabinet-level entities and departments in MEPU-FP.

Qualifications: An MS in education finance, education planning or policy making is required, PhD preferred. The Specialist should have significant and progressively responsible African experience (3 to 5 years) and have worked in the public sector dealing with finance or financial policy. The person should have accomplished skills working with databases, accounting systems and spreadsheet software. Fluent written and oral communications skills in the French language (tested FSI levels S/3;R/3) are required.

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