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**The
Improving Educational Quality
Project:
A Final Evaluation**

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The HERNS Project

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GLOSSARY OF TERMS

AID/W	United States Agency for International Development, Washington, D.C.
BEST	Basic Educational Strengthening Project
CCDC	Community and Child Development Centre
COTR	Contracting Officer's Technical Representative
CRIQPEG	Centre for Research on Improving Quality of Primary Education in Ghana
ELET	English Language Education Trust
ELRU	Early Learning Resources Unit
ESAT	Education Support and Training Project
ESST	Education Support Services Trust
EU	Escuela Unitaria
FCUBE	Free and Compulsive Universal Basic Education
HCD	Human Capacity Development
HCRT	Host Country Research Team
HERNS	Human and Educational Resources Network Support Project
IDT	Independent Development Trust
IEQ	Improving Educational Quality
IIR	Institute for International Research
INSET	In-Service Training
IPN	Institut Pedagogique Nationale
ISFRA	Institute Supérieur de Formation et de Recherche Appliquée
ITEC	Independent Teacher Enrichment Centre
MCPT	Maths Centre for Primary Teachers
MET	Midlands Education Trust
MOU	Memorandum of Understanding
NCAL	National Center for Adult Literacy
NEF	Nouvelle Ecole Fondamentale
NEU	Nueva Escuela Unitaria
NGO	Non-governmental organization
PAQE	Le Projet d'Amelioration de la Qualité de l'Education
PREP	Primary Education Program
PSP	Primary Science Program
SABER	South African Basic Education Research
STEP	Support to Tertiary Education Project
TELP	Tertiary Education Linkages Project
TOPS	Teacher Opportunity Programmes
TREE	The Association of Training and Resources in Early Education
UNICEF	United Nations Children's Fund
UCC	University of Cape Coast
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

INTRODUCTION

The purpose of this report is to evaluate the implementation and impact of the Improving Educational Quality Project (IEQ), Number 936-583 and provide recommendations aimed at improving the Project's performance. It represents work done over a four-month period, beginning March 20, 1996, under contract with Aguirre International.

This evaluation, coming in the final year of the project, was tasked to measure how well the project purpose was met. The three key research questions which guided the evaluation team were:

- Has the project been implemented in such a way as to achieve the Project's purpose?
- What has been the impact of the project on
 - Host Country Research Teams (HCRTs);
 - Students;
 - Teachers;
 - Parents; and
 - Policy-makers.
- What future actions would further project goals?

PROJECT PURPOSE

Improving Education Quality is a five-year project (1991-1996), managed by the Center for Human Capacity Development (HCD/AID/W), formerly the Bureau for Science and Technology, Office of Education, the Agency for International Development in Washington. Through core funds from AID/W, IEQ has generated activities in Ghana, Guatemala, and Mali and through buy-ins from USAID missions, complementary activities in Mali, South Africa, and Uganda.

There are three written definitions of project purpose. They come from the project paper, the contract between AID/W and IIR, and the Memoranda of Understanding among all parties responsible in a given host country.

According to the logical framework in the Project Paper (Project Paper 936-5836, dated March 1991) the Improving Educational Quality was to be an applied research effort which had as its purpose

- *Help less developed countries improve student achievement through classroom level research and innovation*

The Senior Education Advisor, HCD, AID/W and one of the project designers, said they had designed the project to be flexible, with interventions adapted to individual countries, but based on observed patterns in the host country or on proven promising patterns elsewhere. "The idea behind IEQ was that it was to be a learning process, beginning with how to start classroom based research which then would inform and improve decision-making. The process was to be as important as the product." It was to be a level of effort contract that would accommodate changes in country conditions and requirements.

According to the AID/W-IIR contract (Contract DPE-5836-C-00-1042-00), the purpose of the project was modified to indicate that it would

- *Assist developing countries in the generation and adaptation of innovations that hold promise for major improvement in student achievement; and*
- *Contribute to increasing the conceptual and institutional support directed to the issue through other activities.*

According to the Memoranda of Understanding (MOUs) that were signed in two of the countries (Ghana and Guatemala) in 1993, and drafted but not signed in Mali, the work was to

- *Strengthen the capacity of host country researchers to conduct research on educational innovations that aim to improve student outcomes.*

In those MOUs, the ultimate goals of the project were given as

- *Contribute to the capacity of host country researchers to conduct systematic research on student achievement and education practices;*
- *Build a body of practical information that will assist decision-makers to allocate resources in ways that will enhance students' opportunities for educational success;*

ACTIVITIES

For the work in the LDCs, the contractor was to select, with AID/W, three countries in Africa, and Latin America and the Caribbean for inclusion in the project. After selection, the contractor would negotiate a memorandum of understanding (MOU) with the country, and establish host country research teams (HCRTs) to carry out the quality improvement activities. Once the participating

countries were selected, the USAID missions would request their host governments to establish Advisory Committees.

The HCRTs would be responsible for the following activities:

- classroom observation research
- identification of promising teaching and learning interventions
- introduction and implementation of the interventions, and
- assessment of interventions.

For the U.S.-based knowledge dissemination work, the contractor was to summarize the most promising approaches to improving educational quality, develop an annotated bibliography of key publications on the topic, participate in steering and international coordinating committees, and establish links with the U.S. domestic educational research community. The scope of work defined the responsibilities as: developing a guide to information sources; providing instructional improvement information portfolios; preparing occasional papers on educational quality; organizing and editing biennial publications; and organizing a repository of information from each cooperating country's instructional improvement project.

The Institute for International Research (IIR) is the prime contractor for the provision of technical assistance. IIR developed contracts with two other organizations: Juarez and Associates, Inc. and the Institute for International Studies in Education at the University of Pittsburgh. An attachment to the contract states that Juarez and Associates will have primary responsibility for programs in Latin America and the Caribbean, and that it will provide the Deputy Director for the IEQ project.

AID/W and IIR finalized the technical assistance contract (Contract DPE-5836-C-00-1042-00) for \$4.9 million, September 27, 1991. The work requirements had changed from the flexible one intended by the designers to a fixed cost contract, with very specific deliverables, and without, in the words of the Senior Education Advisor, who became the Contractor's Technical Representative (COTR), the flexibility previously envisioned.

The Juarez sub-contract, signed on June 29, 1992, budgets almost \$1.3 million for assistance to the IEQ effort. The sub-contract with the University of Pittsburgh, signed on May 26, 1992, budgets almost \$270,000 to the IEQ effort. In the first two years of the project IIR also developed contracts with two other U.S. firms: the Far West Regional Laboratory and the National Clearinghouse for Adult Literacy at the University of Pennsylvania, each for \$50,000.

METHODOLOGY OF THE EVALUATION

The impact of the project was evaluated against the output indicators for the five major implementation activities stated in the Project Paper. These indicators are as follows:

<i>Classroom Research:</i>	Did the HCRTs obtain sufficient data from local classroom observation and/or research findings from the international research literature to provide them with a basis for identifying promising teaching-learning interventions?
<i>Identification of Interventions</i>	Were promising teaching-learning interventions identified? Were they of sufficient quality and quantity for field testing and development?
<i>Implementation of Interventions</i>	Were an adequate number of teaching-learning interventions developed and were they of sufficient quality? Were sufficient linkages established and operating effectively between host country research and end-user institutions and between U.S. and host country research institutions?
<i>Assessment Systems</i>	<p>Did formative evaluations help improve the interventions? Did summative evaluations help select the best interventions? Did assessment results show:</p> <ul style="list-style-type: none">• An increase in the number of students affected by the interventions in attaining the mastery of learning tasks• A more positive attitude and interest by students toward learning• An increased use by teachers of effective instructional techniques and methods
<i>Host Country Assessment Systems</i>	Did the host country testing and examination system receive sufficient assistance for it to contribute towards the sustainability of project objectives?

In addition, the evaluation team examined project implementation and impact in terms of almost 40 questions listed in the consultant scope of work, and agreed with by AID/W, IIR and Juarez. (See Appendix A, Scope of Work.)

Evaluation team members were Janet Kerley, Evaluation Specialist, Aguirre International and Nadine Dutcher, Education Specialist. In the United States, they examined the relevant project documents, including the IEQ project paper and contracts, back-to-office reports, and other project outputs. The team visited the USAID/W officers managing the IEQ project, the IIR Director and her staff, the IEQ Deputy Director at Juarez and Associates, and responsible parties at the Institute for International Studies in Education and the Department of Instruction and Learning at the University of Pittsburgh.

Between April 19 and May 19, 1996, the team conducted field work in Ghana, Guatemala, Mali, and South Africa, using primarily qualitative methods. The evaluation team spent one week in each of the four countries where they interviewed USAID officials, host country research team members, Ministry of Education officials, teachers, and parents. They observed students in three of the four countries: Guatemala, Mali, and South Africa because schools were closed in Ghana at the time of the evaluation visit. In addition, they held focus groups with the host country research teams, the host country Advisory Committees, and primary school teachers involved in the project and reviewed the research instruments and the research reports. (See Appendix A, Scope of Work; Appendix H, Persons Interviewed; and Appendix I, References.)

REPORT OUTLINE

The main body of the report is divided into three chapters. Chapter One summarizes the effectiveness of the implementation of the Project by comparing the principal findings from each country and offers conclusions and recommendations on Project implementation. Chapter Two presents the findings on the impact of the Project in the four countries. Chapter Three presents conclusions and recommendations to increase the impact of the Project in the future. Information specific to each of the countries is contained in Appendix B: Ghana; Appendix C: Guatemala; Appendix D: Mali; and Appendix E: South Africa.

IMPLEMENTATION OF THE IEQ PROJECT

Chapter 1

This chapter compares and contrasts the implementation of the Improving Educational Quality (IEQ) Project in Ghana, Guatemala, Mali, and South Africa, and describes the conceptual and institutional work completed in the United States. It is divided into three main sections: IEQ management, IEQ work in four countries, and IEQ conceptual and institutional work in the United States. The three main sections each contain a description section and an evaluation section.

DESCRIPTION OF PARTIES AND RESPONSIBILITIES

HCD/AID/W serves as the IEQ project monitor. The Institute for International Research (IIR) as prime contractor, with two subcontractors, Juarez and Associates and the University of Pittsburgh, implement the project. In the core countries, the United States Agency for International Development (USAID) missions support the project, with no direct executing responsibility. USAID missions who have used the buy-in capacity of the project have direct executing responsibility.

Within each country the Host Country Research Team (HCRT), identified by the mission and IIR, are responsible for classroom-based research. Within each country, IIR's principal task is to provide technical assistance to the HCRTs, help them identify problems, do classroom research, analyze promising approaches, develop interventions, introduce and implement interventions, and evaluate those interventions.

The IEQ Technical Management Committee consists of eight members:

- IEQ Director who backstops IEQ in Ghana;
- IEQ Deputy Director who backstops IEQ in Guatemala;
- Knowledge building specialists (2) from the University of Pittsburgh;
- Educational psychologist and an education specialist who work on Ghana; and
- Education specialists (2) who work on South Africa.

The IEQ Director, who is responsible for responding to the HCRT requests for technical assistance, spends 100 percent of her time on the IEQ project, both as manager and as technical backstop for Ghana. The Deputy Director spends 50 percent of his time on IEQ work, principally in Guatemala. In the first two years of the project, an IIR vice president worked 50 percent of his time on Mali. When he left he was replaced, after a delay of some months, by an administrative staff person. No senior technical person was reassigned to work on Mali.

CONCEPTUAL CHANGES IN IEQ OVER THE COURSE OF THE PROJECT

The IEQ management, with the concurrence of the AID/W Contracting Officer's Technical Representative (COTR), has made two significant changes over the course of the project. The first is in the redefinition of educational quality. Educational quality in the project paper and in the contract is defined as the "acquisition level of knowledge and skills measured by achievement examinations." In early 1993, IEQ management agreed on a broader definition—one that would be relative, not absolute, and that would be reflected in student progress in meeting or exceeding appropriate standards, standards not only of knowledge and skills, but of attitudes, values, and socialization as well. While this definition is harder to evaluate, it is more realistic, allowing for adjustments to the reality of each country. The COTR approved this change.

The second change occurred in the definition of the applied research model. The AID/W-IIR contract specifies a four step process: research, identify, implement, and assess. The IEQ management now views the work as an interactive process: assess, assimilate, act, and assess—a process which can be diagrammed as successive spirals, with the entry point for research at any point in the spiral (see Figure 1.1).

IEQ MANAGEMENT: EVALUATION QUESTIONS

- *Is the apportionment of responsibilities among the implementing parties (USAID, IIR, subcontractors, and the various HCRTs) formulated in the most effective manner?*

Among the prime contractor and the two existing subcontractors, the roles and responsibilities are clear. Juarez and Associates works mainly in Guatemala, with some managerial help for the project as a whole; the University of Pittsburgh does background papers and recommends consultants.

Among the countries, the situations are mixed. The Ghana and Guatemala roles and responsibilities are clear. Unfortunately, this has not been the case for Mali. The Education Package Manager at USAID/Bamako said that for both the buy-in and the core work, it was not clear who was working for whom, who was asking whom for assistance. On its part, the IEQ Director at IIR stated that the current staff at the Mali mission has been uncooperative and unresponsive to their efforts to help.

In South Africa, the management oversight responsibilities are split between the mission and IIR in Washington, which blurred the lines of accountability. Also, the changing political situation in South Africa impacted the project. The mission was heavily involved in selecting the IEQ country director and expected more frequent communication with the Durban office. Finally, the push for completion of the Educare Report in late 1994 may have been a result of the changing political climate within the United States. Nevertheless, this changed the relationship between IIR and IEQ/Durban to one of less collaboration and more direction from IIR in Washington.

IMPROVING EDUCATIONAL QUALITY PROJECT

IEQ Interactive Process

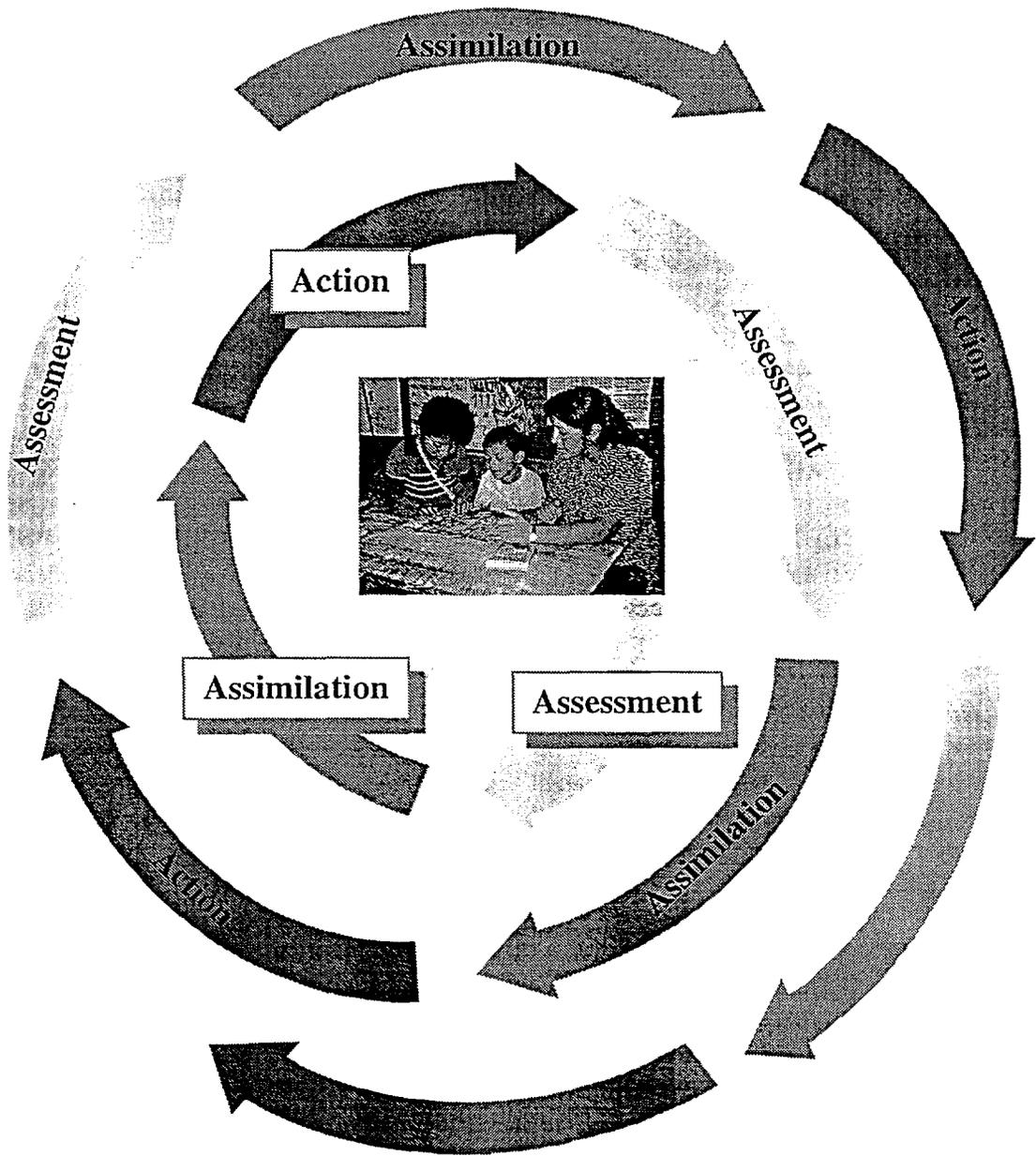


Figure 1.1

- *How might project coordination be improved by adjusting the definition of roles?*

In Ghana, Mali, and Guatemala—the three core countries—the definition of project responsibilities was clear. The implementation of the management responsibilities was challenging in Mali.

In the case of Mali, improvement would come with (1) the appointment of one leader for the HCRT, (2) stronger and more consistent IEQ presence, and (3) clarification of differences between IEQ Director in Washington and Education Package Manager in the USAID mission as to who is in charge.

In the case of South Africa—the buy-in country—a quicker resolution of the void in local leadership would have greatly reduced the tension surrounding daily management of the IEQ Project. Because of the historical significance of the elections and the fluidity in the country's development history, IEQ might have considered moving the IEQ office from Durban to Pretoria. This would have allowed the IEQ team closer coordination with USAID and the Government of National Unity as changes began to emerge.

- *Is there a clear definition/understanding of contractor responsibilities with regard to broad project objectives?*

Yes. IIR and Juarez and Associates are clear about the primary project objective—supporting classroom based research. They are also clear that this is expected to lead to improvement in student outcomes, described as improved learning of subject matter and skills, and changes in behavior. IIR and the University of Pittsburgh are clear about the secondary project objective—that of increasing conceptual and institutional support directed towards efforts to improve the quality of learning.

- *Is the management structure/staffing pattern of the principal contractor (IIR) appropriate and effective to achieve project goals?*

There are two aspects to this question: the amount of resources available and the appropriateness of the resources. The evaluation team believes that the amount of resources committed to the project was insufficient to accomplish the tasks. In terms of the appropriateness, the answer is mixed. A full discussion of each follows.

Resources. The IEQ Director is the only full-time senior person on the job. She has had to serve many roles, including director with its attendant contracting, managing, and public relations responsibilities, as well as principal manager of the technical assistance to Ghana and South Africa. She has provided capable guidance to the IEQ project and directed the technical assistance team in Ghana with skill. She has provided excellent technical assistance to Guatemala (through the person of the IEQ Deputy Director). With the loss of the senior team member assigned to Mali, however, she has been unable to provide the same level of technical support to Mali. In the last three years of the project, the IEQ project has not provided Mali with senior guidance of any kind. When the South

African buy-in was accepted, no additional senior technical support was added to the IIR staff, thus adding additional levels of responsibility to the IEQ Director.

Appropriateness. The IEQ Director has shown excellent management and public relations skills. With her years of research experience, she provided consistent attention to Ghana, and found capable technical assistance from others when requested. The Deputy Director, a senior adviser with years of experience in research and in Guatemala, has given consistent and exemplary guidance to Guatemala. However, IEQ did not have the appropriate resources available in its team of consultants to help a Francophone country such as Mali.

In South Africa, it is difficult for any firm to find consultants with experience in the complicated culture represented by South Africa. In general, the technical assistance provided was appropriate. Two of the researchers in particular received acclaim from the South African IEQ team and the NGO grantees for their contributions. Some criticism of perceived imposition of inappropriate research methods and instruments, as well as inappropriate use of research data by the consultants, was however encountered during the evaluation visit.

- *Is the originally projected level of staff and consulting person months sufficient to meet current and future IEQ demands? Are the budgetary allocations appropriate to meet projected staffing and equipment demands?*

No. The project is underbudgeted to accomplish the agreed-upon goals in all countries. The shortfall is especially notable in Mali.

- *Are subcontractors providing appropriate TA and contributing to the overall goals of the project?*

Yes. Juarez and Associates is providing appropriate technical assistance and contributing to project goals. The University of Pittsburgh is not charged with providing technical assistance, but it has contributed to project goals through its background research efforts, and its organization of case studies on each of the countries.

- *Has AID/W management been able to monitor project progress in the most effective manner? Are AID/W and the project contractor satisfied with oversight relationships?*

AID/W has not been able to monitor project progress. The AID/W officers are very aware of this and dissatisfied with the fact that shortage of travel money has meant that the office responsible for oversight of the contract has taken only one trip to Ghana and only one trip to Guatemala. The lack of funds has made the office dependent for information on project progress on the views of the contractor and intermittent communication with the responsible officers in the missions, who were rotated frequently.

The evaluation team believes that there is a place for global projects, especially within the climate of dwindling technical education expertise in the mission, but that those projects must have a travel budget so that AID/W can serve as an independent source of information about project status and can help to take timely action when needed. It is possible that the problems which Mali encountered could have been overcome if AID/W officers had taken action to sort out the roles of the mission and IIR, the leadership of the HCRT, and the type of technical assistance needed, long before the project activities ground to a halt.

The evaluation team also believes that a mid-term evaluation of the project would have averted some of the project difficulties, especially given the lack of direct AID/W supervision of activities taking place, or not taking place, in the host countries.

- *Are AID/W and contractor policies and implementation actions flexible enough to accommodate innovative project design?*

Yes. The evaluation team believes that one of the strengths of the IEQ project is that conceptual changes have been accommodated within the project as it progressed.

- *Has the original plan to focus on achievement test results to track progress in educational quality proven to be appropriate?*

No. The definition of quality has been expanded to include more than achievement test results.

This change came about because of the complexity of the issue and because of the nature of schooling. All countries define for themselves what they want as the “output” of their educational systems. For most countries, this definition includes a cluster of learnings, including knowledge, skills, attitudes, values, and behavior. Because of this breadth, focusing on only achievement tests neglects many essential aspects of the education process.

For instance, in the New Unitary School program in Guatemala, the students have become more outgoing, more independent, more assertive than their peers in the traditional schools—all important characteristics for citizens of a democratic society. At the same time, in those first years, the scores on academic tests for students in both the NEU schools and the traditional schools have been about the same. Clearly, the NEU school is offering a program of higher quality, but it has yet to yield the payoff in strictly academic terms.

- *Would the project function more effectively with a smaller core activity and an enhanced buy-in capability?*

The evaluation team believes that the balance was appropriate. There is a place for global projects within the present A.I.D structure. They permit the Agency to address cross-cutting issues in developing countries within a general conceptual framework that is in line with the best thinking of the specialists within the particular sector, in this case education. They also permit that vision to inform the USAID missions where there is now, and will be for the foreseeable future, an absence of

expertise and experience in the field of human resource development. The evaluation team also believes that there is a place for buy-ins when the USAID missions require work on a specific task related to the overall purpose of the global project.

IEQ WORK IN THE FOUR COUNTRIES

Description

The three core countries began work at about the same time: Ghana in August 1992 and Guatemala and Mali in January 1993. The IEQ management concluded memoranda of understanding at about the same time, the spring of 1993. But there was a difference: in Ghana and Guatemala, the Memoranda of Understandings (MOUs) were signed by all parties—representatives of AID/W; the USAIDs, IIR, the Ministries of Education, and in Ghana by the University of Cape Coast. In Mali, the MOU among AID/W, USAID/Bamako, the Ministry or ministries of Education, and IIR were never signed. Instead, IIR and two rival institutes of two education ministries, (the Ministry of Basic Education and the Ministry of Secondary and Higher Education) concluded an agreement (see Appendices B, C, D, and E for further information on these countries).

All IEQ work was associated with reform movements in primary education and stimulated by questions raised by work on USAID projects. In Ghana, the question was: What can be done to improve learning in primary school? In Guatemala, the question was: How can the New Unitary School program be monitored in its early phases so that it has the greatest chance of success and sustainability? In Mali, the question was: What can be done to improve the teaching and learning of French?

In two countries, the questions changed over the life of the project. In Ghana, the question became: What can be done to improve the learning of English in the early grades of primary school? In Mali, it became: What can be done to improve all learning in primary school in the child's first language and in French, the child's second language?

In all four countries, questions about language were important. Ghana focused on the second language, English, ignoring the first and local languages. Guatemala, in the course of the project, began to adjust the NEU curriculum to accommodate the needs of Mayan language speakers. Mali switched from early emphasis on the second language, French, to emphasis on the first language in the early years and in the later years on the second, French. IEQ South Africa aimed originally to evaluate NGOs working with language issues, as one of its three areas of NGO work, with the others being primary education and teacher training.

The IEQ focus for the work varied. In Ghana and Mali, the scope was the full range of actions, the steps expressed in the AID/W–IIR contract: research, identify, implement, and evaluate. In Guatemala, the focus was only on research, a formative evaluation of the NEU program, with feedback that would allow for corrective measures on the part of the NEU director and teachers. In

South Africa, the primary purpose of the buy-in was to complete impact assessments of NGO grantees of USAID/Petoria educational projects.

The amount of teacher training was different in each country. Ghana gave at least three training sessions which resulted in training for the teachers in the seven "intensive" schools which had received all project inputs (textbooks, teacher training, and feedback). Mali gave one training session of five days to head teachers and teachers of grades 1 and 2 in the 42 IEQ schools. Guatemala gave feedback on the results of the research to the teachers in the 10 research schools, but did not provide training to them. Likewise, no training was provided in South Africa for the teachers. Training was provided for the staff of the NGOs in monitoring and evaluation methodologies.

The number of schools treated varied. Ghana had the least, with only seven receiving all project inputs and seven receiving textbooks and some monitoring, for a total of 14. Guatemala worked with 10 experimental (NEU) schools out of a total of 200 NEU schools and with 10 control schools in two regions, out of a total of 3,000 traditional unitary schools throughout the country. Mali worked with 42 schools in four regions. In South Africa, the IEQ team worked with NGOs, not individual schools.

The types of cooperating organizations were different in each country. In Ghana, it was a university. In Guatemala, it was planned to be a new unit in the Ministry of Education, then became an individual, and in the last months of the project shifted to an affiliation with a university. In Mali, research institutes from two rival ministries were the cooperating institutions. No counterpart institution was chosen in South Africa; the IEQ office was established as an independent unit in Durban.

The breadth of the HCRTs was different as well. In Ghana, there were 32 members on the HCRT, called the Centre for Research on Improving Quality of Primary Education in Ghana (CRIQPEG). In Guatemala, besides the Coordinator there were, in the last years of the project, only two members, with an additional 10 field workers available as needed. In Mali, there were eight members team for Le Projet d'Amelioration de la Qualite de l'Education (PAQE), four each from the two rival institutes. In South Africa, the research team grew from four to seven members. Ghana and Guatemala have HCRT leaders; Mali does not. South Africa suffered a leadership void for one year in the middle of the Project. Ghana and Guatemala established advisory groups; Mali did not. South Africa had no national Advisory Board, but worked with "reference committees" for two of the evaluations.

Ghana received the most technical assistance. Guatemala received much less, mainly because the HCRT Coordinator was experienced, very well trained, and able to offer technical assistance to others. Mali received the least. Indeed, for the last two years, Mali received very little help of any kind. Technical assistance provided to the South African team was sufficient.

Core costs reflect this difference. At the time of the evaluation, the IEQ project had spent over \$1.5 million on Ghana, about \$850,000 on Guatemala, and only about \$0.5 million on Mali.

Evaluation Questions

- *Was the choice of countries most suitable for obtaining project results?*

At the time of selection, all of the countries met the selection criteria in AID/W–IIR contract: USAID mission interest, country commitment to improve quality of classroom learning, and basic interest and capability for research. When the Ministry of Education in Guatemala did not establish the research unit within the Ministry, as promised, IEQ management in hindsight, considered that it might have been advisable to have worked in El Salvador.

- *Were the best counterpart institutions chosen?*

In two of the countries IEQ worked with existing institutions: Ghana and Mali. In the other two, Guatemala and South Africa, there was little or no institutional affiliation.

In Ghana, the choice of the University of Cape Coast was excellent. It established CRIQPEG with a large research team of committed faculty and graduate students. When it was needed the University was able to resolve management problems. In Mali, unfortunately, neither the USAID mission nor the IEQ managers, including the AID/W COTR insisted that one institution be selected. As a result, there was no clear coordination, and when problems occurred, they drifted, rather than being resolved.

In Guatemala, there was no counterpart institution chosen except for an affiliation with University del Valle in the last months of the project. In South Africa, the office was located in Durban, due to the fact that the first director was a member of a university faculty at the time. However, there was no formal affiliation with a university in South Africa, and at the time the project was established, no consideration was ever given to establishing IEQ within a government institution.

- *Were the HCRTs formed as projected?*

There are three aspects to this question: timing, expertise of the HCRT selected, and leadership.

Timing. In Ghana, the HCRT was formed as quickly as anticipated. In Guatemala, because of the lack of a clear institutional partner, there was a delay in choosing a Coordinator, who was hired over a year after signing of the AID/W–IIR contract. In Mali, the formation of the HCRT was also delayed. The responsible parties only formally agreed to the MOUs about a year and a half after the signing of the AID/W–IIR contract. South Africa experienced no undue delay in hiring a director and team for the Project.

Appropriateness. After interviewing many team members, the evaluation team has concluded that all countries contributed capable members to the HCRTs.

Leadership. Two countries, Ghana and Mali, had capable and consistent leadership. In two countries, Mali and South Africa, IEQ leadership was lacking, for different reasons. The evaluation team believes that many of the problems in Mali arose because there was no one leader of the research

team. For a long period of time into the Project, the four-member teams from each Ministry operated independently and a disproportionate amount of time was spent trying to unify these groups. As a result, project activities were delayed and the members hindered in their ability to resolve problems, accomplish their work, and articulate their technical assistance needs.

- *Could the HCRT take on the degree of innovative research that was expected? Did it require more technical assistance than was anticipated?*

The HCRT used a variety of methods in their research including classroom observations and interviews (see Figure 1.2). The innovative feature was focusing on the interaction in the classroom as the unit of analysis.

There are differing perceptions about the ability of the research teams to complete the innovative research in Ghana and Mali. According to the IEQ managers, Ghana was able to take on the degree of innovative research expected; Mali was not. The evaluation team assesses the situation differently: Ghana received appropriate technical assistance; Mali did not. Many of the problems in Mali came from project implementation, rather than from the lack of research capability on the part of the HCRT.

However, all parties agree that Guatemala was fortunate to have an excellent Coordinator who herself was able to provide much of the technical assistance necessary to her hired staff which functioned as the Guatemala research team.

In South Africa, the first director, though capable and qualified, appeared to have been overcommitted to his responsibilities at the university, IEQ, and the challenge of participating in the development of the new South Africa. The team he assembled was enthusiastic and dedicated to the IEQ work and sharpened their already capable research skills through participation in the project.

- *Were specific country plans adequate to evaluate whether targets were being met?*

The evaluation team reviewed specific country plans in Ghana, Guatemala, and South Africa, and found them to be adequate to evaluate whether the targets were being met.

- *Was the advisory committee established as projected?*

Ghana and Guatemala established advisory committees later than had been projected in the contract with AID/W-IIR. The evaluation team believes that the delays in both cases fairly reflected the difficulty of getting Ministry of Education approval for endeavors of this nature. Mali did not establish an advisory committee.

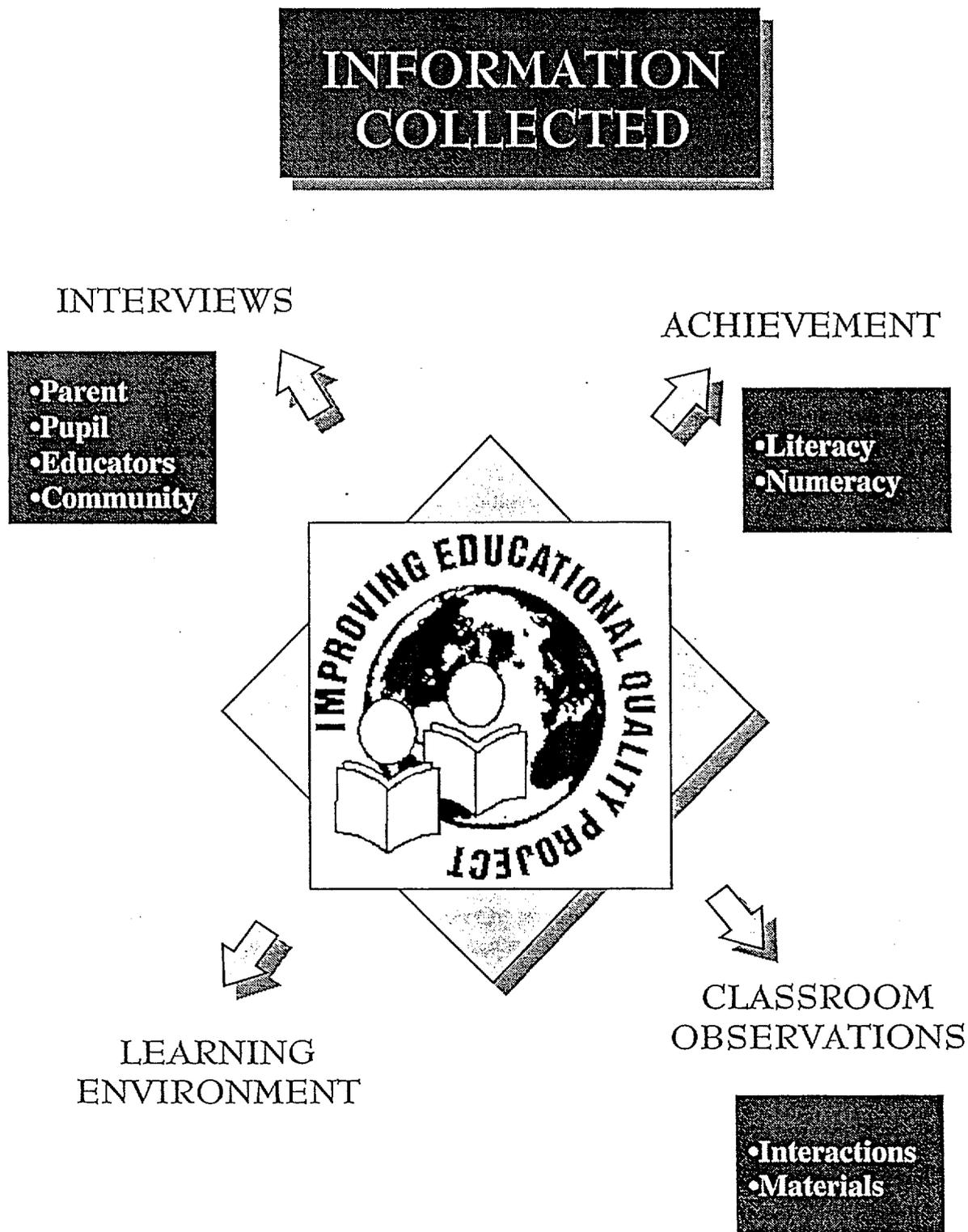


Figure 1.2

- *Did the project document the rationales for choices made, opportunities and constraints encountered, and lessons learned?*

The knowledge building component of the project, largely the work of the University of Pittsburgh subcontract, has written case studies on the three core countries. The Ghana and Guatemala stories are lengthy and somewhat difficult to read in their present draft form. The process of IEQ has been documented in the excellent trip reports required by consultants and staff by the IEQ Director following each trip to a country. These have not been compiled into one project document comparable to the Ghana, Guatemala, and Mali case studies.

- *Is the apportionment of responsibilities among parties formulated in the most effective manner?*

The situation is mixed. In Ghana and Guatemala, the answer is yes. In Mali and in South Africa, no.

In Mali there are two kinds of role confusion. The first is over the purpose of the project. Is it to build research capacity or is it to use the capacity that exists? The AID/W COTR told the evaluation team that the project was not to build research capacity. However, the team believes that the project has done just that in Ghana, and that is part of its success in that country. The second confusion is over the roles of the USAID mission and of the IEQ managers. For the core contract, the USAID mission did not accept its role of support, a problem which has continued in the buy-in where the USAID mission could justifiably argue that they were in charge.

- *Is there a clear understanding by all parties of the need to achieve broad project objectives? Does each party understand its role in doing so?*

Again, the situation is mixed. In Ghana the present education officer fully supports the IEQ model and the IEQ work in the country. In Guatemala, the education specialist is supportive of the project, but believes that future work of this kind should include teacher training to correct problems as they were detected, and the development of a research unit within the Ministry of Education. In Mali, there is a paradox. Within the education unit of the mission and among the host country national staff there is a keen understanding and broad support of the goals of the project, but the educational package task manager said that the roles of USAID, PAQE and IIR are confusing, "Who is working for whom? Even the recent buy-in has not resolved the problem."

- *Is the contractor providing adequate programmatic support for field activities?*

Yes, in both Ghana and Guatemala. No, in Mali. In Mali the IEQ Director was not able to supply the appropriate technical assistance to the Mali team. There are at least four reasons for this failure. The first three are (1) lack of clear signals from the mission; (2) lack of clear signals from the HCRT, functioning without a leader; and (3) lack of support from AID/W for continuing with Mali. The fourth, and most important in the view of the evaluation team, was the inability of IIR to provide appropriate technical assistance. The IEQ Director was over-extended in her role as both project

manager and backstop for Ghana. For long periods there was no effective monitoring in Washington for Mali. Most critically, IIR did not have within its known group of consultants French-speakers familiar with the situation in Francophone countries and able to provide the kind of quantitative and qualitative research help that Mali needed.

IEQ CONCEPTUAL AND INSTITUTIONAL WORK

Description

The AID/W–IIR contract states that the IEQ project will contribute to increasing the conceptual and institutional support directed to the issue of quality improvement through increasing the worldwide knowledge base on what works in improving quality; through facilitating A.I.D.’s efforts to coordinate with other donors on the quality issue; and through associating with A.I.D.’s work on the quality issue with institutions involved in research-based reform in the United States.

This “knowledge building” has been largely the domain of the Institute for International Research at the University of Pittsburgh. According to attachment 2, of the contract with IIR, the University of Pittsburgh was responsible for five deliverables:

1. Guide to information sources
2. Instructional improvement information portfolios
3. Occasional papers on educational quality
4. Organization and editing biennial publications
5. Organization of a repository of information from each country

Earlier in the project IIR developed contracts with the National Center for Adult Literacy at the University of Pennsylvania and with the Far West Regional Laboratory.

Evaluation Questions

- *Is the performance of subcontractors satisfactory? Are the research reports and other deliverables relevant to the goals of the project, of satisfactory quality, and provided in a timely fashion?*

The work of the Institute for International Research at the University of Pittsburgh is more difficult to evaluate. Both the IEQ Director and Deputy Director told the evaluation team that the knowledge building specialist has been very important in setting the philosophical direction of the project, but the evaluation team questions the value of the relation so removed from the activities in the IEQ countries.

At the time of the evaluation, the status of the five deliverables listed in the contract were as follows:

The guide to information sources and the instructional improvement information portfolios were combined into what was to have been an interactive computer data base. A faculty member at the University of Pittsburgh developed something of this sort, but its development took much longer than envisioned in the contract, and became too complicated. Something was developed, but it was never used by project participants. When the evaluation team visited Pittsburgh, the group there could not locate the data base. They said that A.I.D. had it. Returning to Washington, the evaluation team questioned the officers in the Human Capacity Development Center, but they could not locate it.

Pittsburgh has published at least two occasional papers on educational quality both by Don Adams: *Defining Educational Quality and Improving Educational Quality*. The Pittsburgh team is working on another: Clayton et al: *Policy-Practice-Research-Dissemination/Dialogue Spirals to Improve Educational Quality*, but they were unsure when asked by the evaluation team of where the paper would be published and who would be the intended audience.

The repository of information has become the country stories-documents developed by two graduate students, and one post-graduate Ph.D., which detail the development of the IEQ in Ghana, Guatemala, and Mali, based on the documentation made available to them and on occasional conversations with the HCRT when they are in country.

- *Have the linkages that were projected with the U.S. domestic educational research community been established? Have the relationships developed been fruitful?*

The IEQ managers did establish linkages with two U.S. institutions: the National Center for Adult Literacy (NCAL) and the Far West Regional Laboratory, signing contracts for about \$50,000 each. According to both the AID/W COTR and the IEQ Director neither proved fruitful. The U.S. institutions had their own research agendas and were uninterested in adjusting their agendas to the needs of the participating countries. So the IEQ managers did not continue with the contracts.

IMPACT OF THE IEQ PROJECT

Chapter 2

This chapter compares and contrasts the impact of the IEQ Project in the four countries (Ghana, Guatemala, Mali, and South Africa) and describes the impact of the Conceptual and Institutional work conducted in the United States. The impact is described in terms similar to those used by IIR (see Figure 2.1). It is divided into two main sections: the impact of the IEQ work in four countries and the IEQ conceptual and institutional work in the United States. The section on IEQ work in the four countries begins with a description of the indicators of impact, followed by a discussion of the impact of the IEQ Project on the Host Country Research Team (HCRT), on the classroom instruction and pupil performance, institutions within the education sector, and on national policymakers. A discussion of follow-on activities and project sustainability follows. Finally, IEQ support of USAID's Strategic Objectives is discussed.

The section on Conceptual and Institutional work in the United States describes the types of impact expected and answers the question, "Did it make a difference?"

DESCRIPTION OF IMPACT INDICATORS

The evaluation team looked at impact in terms of the two definitions of project purpose—each somewhat different; those set out in the AID/W–IIR contract and those set out in the memoranda of understanding agreed to in the countries.

The first statement of project goals is found in the AID/W–IIR contract which states that "the ultimate goal of the IEQ process is an improvement in educational quality, as defined by student achievement," later broadened to include changes in behavior as well.

A more narrow definition of the Project purpose is set out in the Memoranda of Understanding for the three core countries, which state that the purpose of the IEQ project in each country is "to strengthen the capacity of the national researchers to conduct research on educational innovations that aim to improve student outcomes." The MOUs for all three core countries state this. (However, the reader should note that the Mali MOU was never signed.)

In South Africa, a buy-in country, the country project purpose is compatible with the IEQ overall purpose, but the specific goals are very different. The primary purpose was "to conduct impact assessments of grantee products and services that influence instruction and learning at the school and classroom level." Strengthening the research capacity of the HCRT was not included in the MOU as a Project purpose, although it was informally spoken of by the IIR Director and USAID/Pretoria officials as an expectation of the Project. Rather, in South Africa, the Project was expected "to strengthen grantees' (NGO staff) expertise in educational research and evaluation methodology."

The Rhythm of Reform

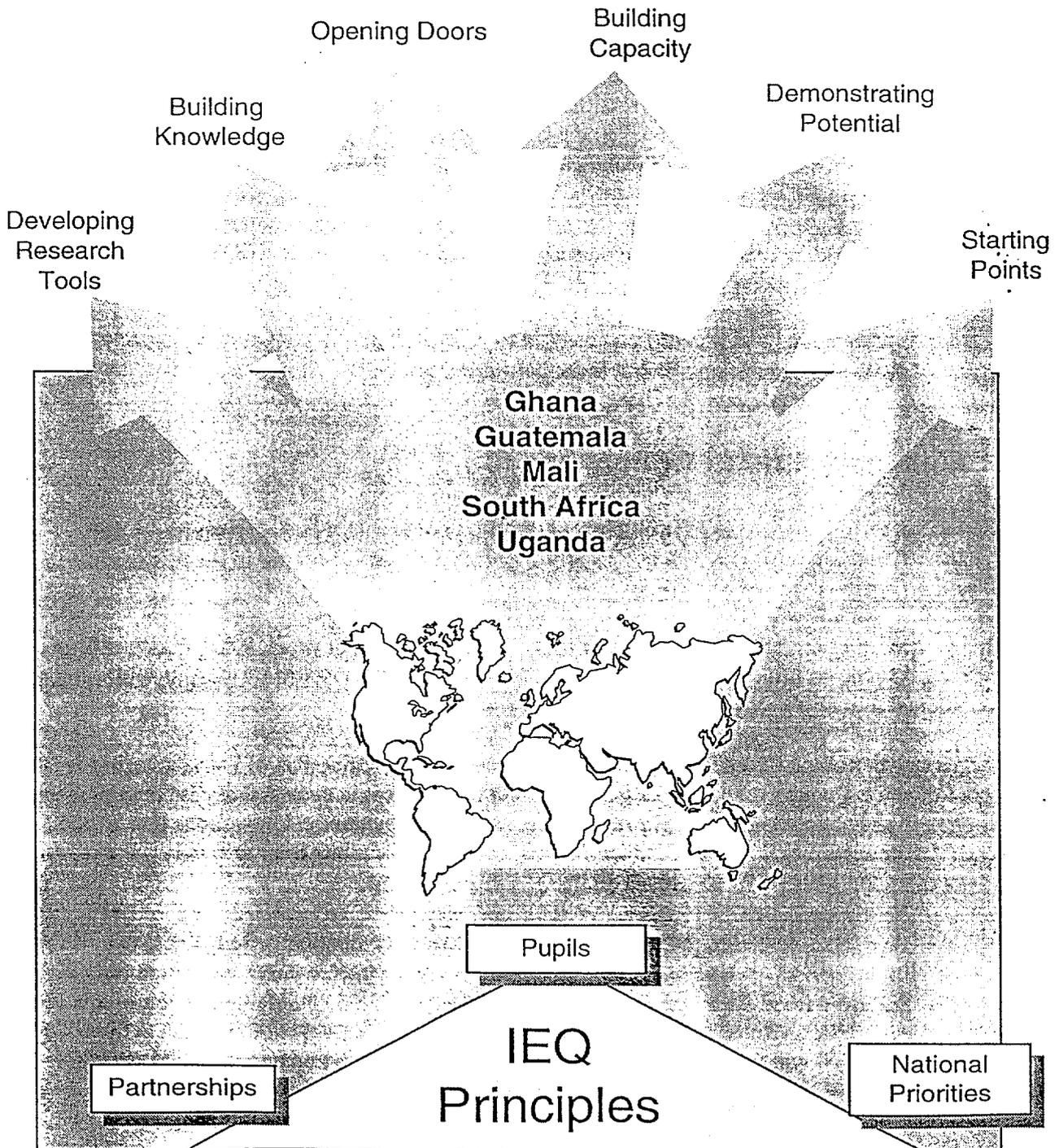


Figure 2.1

HOST COUNTRY WORK

Host Country Research Teams

- *What has been the impact of the IEQ Project on the research teams?*

The HCRTs, as the primary implementors of the project in each country, were also the primary beneficiaries of the technical assistance provided by the IIR teams. The HCRTs were also the primary beneficiaries of the research experience over the five years of the Project, which provided them substantial opportunities to practice a variety of new skills, guided at strategic points by the IIR teams.

Each team was chosen because of an expressed interest in education issues. Ghana's team members were all members of the faculty or graduate students at the University of Cape Coast's Faculty of Education. Guatemala's coordinator was a professor of educational psychology at the Universidad del Valle. In Mali, the 8-member research team was selected from the research units of two Ministries. In South Africa, the team members had a variety of professional experiences in the field of education, including primary and university classroom teaching experience.

The teams also had training in research experience. Some were highly trained. For example, all the country coordinators held Ph.D.s in related disciplines. The current coordinator in Ghana holds a Ph.D. in Special Education, the coordinator in Guatemala, a Ph.D. in educational psychology from the University of Texas. One coordinator of the Mali team holds a Ph.D. from the University of Grenoble, in France and the first coordinator in South Africa held a Ph.D. from Stanford. Team members all had related training or professional experience in basic research methodology.

Thus, they were prepared to undertake a research project, and were open to learning new research skills. Universally, the teams reported that the most important skill they acquired was how to conduct research based on classroom observations. A majority of the team members in all countries reported that they learned new skills in the design and use of instruments to collect data on teacher-pupil interaction, pupil-pupil interaction, and on critical elements in a classroom environment that affect learning. Typically, the teams had not used this approach in conducting their own research.

In Ghana, researchers told the evaluation team that they have had the opportunity to get to problems that exist in the classroom and that they have learned observation and interviewing techniques.

In Guatemala, the Coordinator's two-person staff reported that they had learned observation and interviewing techniques, as well as data management skills. Five field workers reported that they too had learned observation and interviewing techniques and had the opportunity to practice their survey research skills. In addition, teams from the Ministry of Education, UNICEF, the Academy of Mayan Languages, and San Carlos University reported learning methods of qualitative evaluation.

In Mali, the team members said that they had learned the importance of observing in the classrooms, and noted that the school visits had increased their skills in this area. They also reported that the assistance received in the analysis of qualitative data was important, as was the opportunity to learn

the Statistical Package for the Social Sciences (SPSS), a computed software program for data analysis. They had received software, books, and most importantly connections to people outside the country which had made them realize that they were not alone. Nevertheless, the Malian researchers were not familiar with standard questionnaire design skills and the treatment of quantitative data, in spite of their repeated requests for assistance in this area to IIR.

In South Africa, the team reported learning additional skills in the analysis of quantitative data and the use of advanced statistics through SPSS. In the process of training the NGO's staff in the use of the classroom observation form, they improved their own observation skills as well.

- *Has the project been able to develop the capacity for classroom observation in each country in which it works?*

All countries have developed protocols for classroom observation. Some of the protocols have focused on teacher interaction with students; others focused on student interaction with teachers and with other students. The South African team produced an excellent protocol for observing the teacher interaction with pupils.

Classroom Instruction and Pupil Performance

- *Did IEQ identify and implement suitable quality-related interventions in classroom instruction?*

Two of the four countries (Ghana and Mali) introduced classroom interventions. Neither Guatemala nor South Africa were mandated to propose and implement innovations.

In Guatemala, the IEQ mandate was to evaluate the innovations introduced by the NEU program. In South Africa, the Project was to conduct impact assessments of the NGOs who had undertaken a variety of innovations through their training programs.

Ghana's innovations are suitable in terms of the narrow way that the IEQ managers viewed the problem. Students' low performance in English comprehension on the sixth-grade assessment test led IEQ to propose more and better instruction in English at the lower grades. This interpretation ignored the wide body of international research which indicates that children learn a second language for academic purposes more easily and with greater comprehension if they have had the chance to develop a solid academic foundation in their first language. The new classroom instruction techniques, in support of English language learning, were appropriate and of high quality.

Mali introduced five innovations, four to be used in the classroom and one to be introduced in the wider community. The four which are being used to a greater or lesser extent in the classroom are:

1. use of small groups within large group classes;
2. use of folk tales;

3. use of didactic materials; and
4. strategic use of the mother tongue.

The fifth innovation was the establishment of community study centers at the schools.

These innovations were not derived solely from the IEQ research in Mali, but were arrived at during a regional workshop of education stakeholders and IIR technical advisors. During the workshop, the group analyzed the problems of Mali's schools and achieved consensus on the innovations, which are supported by international research. Given time, increased teacher training, and a chance for teachers to help each other (as is being done with the teachers circles in the NEU program in Guatemala), these innovations could contribute to achieving real change in the quality of education in Mali.

The four classroom based interventions were suitable. The use of folk tales and strategic use of the mother tongue support the policy of the government to use the maternal languages in the classroom. The use of small groups in large classes is very appropriate in a country where classes frequently have 50–80 children in a room. The increased use of didactic materials is an accepted principle of pedagogy.

The fifth innovation was less suitable. This innovation has not been successfully implemented for a variety of reasons. It was difficult for a project focusing on classroom based interventions to switch the focus for one community-development innovation. PAQE team members do not have the time available to serve as community development workers and organize the support needed to establish 42 centers in four regions of the country. They are full time employees of the government, working only part-time as volunteers for PAQE. Also, IEQ provided no training to support the establishment of the community centers.

- *Have suitable assessment methods been developed to test the effectiveness of the introduced innovations?*

In both Ghana and Mali, assessment methods were developed to test the effectiveness of the IEQ sponsored innovations. In Guatemala and South Africa, the teams introduced assessment methods to test the innovations of the respective programs being evaluated.

The technical assistance team for Ghana developed a curriculum based assessment test which was introduced at the classroom level. To the extent that these tests evaluate English reading in context, the tests are suitable. To the extent that they are tests of the pupil's ability to "read" words on lists, they are not. They are especially not suitable when the lists of "high frequency" words are abstract and very difficult for even native speakers of a language to identify out of context (such as *the*, *a*, and *and*).

The evaluation team reviewed the Mali instruments and found them useful. The instruments would have profited from some refinements in design, however. For instance, the survey questionnaires were composed of predominantly open-ended questions, making data analysis cumbersome and time-consuming. The coding and data analysis would have been considerably easier (and resulted in

reports being produced faster) if the instruments had included closed-ended questions, or staff been provided with technical assistance in converting qualitative data into quantitative data.

The survey data from the May–June 1995 research were ultimately processed and made available to the evaluation team. They were found to be very helpful in understanding the impact of the PAQE project. The survey data reveal that the interventions have not been as widely disseminated throughout the 42 schools as it had appeared from the evaluation team’s visits to the schools (see Appendix D, Mali, for further details).

In South Africa, the team improved the design of the classroom observation data collection instrument over the course of the three cluster studies they conducted. The first instrument was perceived by the EDUCARE grantees as inappropriate. The original research design called for separate research instruments for each grantee in order to assess the impact of their unique program. The use of one data collection instrument for all 14 EDUCARE grantees did not allow individual grantees to collect detailed information on their own programs. The data produced was reported by grantees as not useful to them to monitor and improve program performance and does not permit them to “show-case” the effectiveness of the individual program to their stakeholders (Boards of Directors and funders).

The lack of detail on individual programs does not provide USAID/Pretoria with the information needed to describe model and innovative NGO programs for the provincial and national government.

The Guatemala IEQ research was designed to evaluate the cumulative effect of all the innovations which are introduced in the NEU program. The longitudinal study with control groups was very appropriate to the research question. Of the four countries, the work in Guatemala is the most skilled in all respects—design, execution, reporting, and feedback to the stakeholders.

- *How has the performance of the teachers changed?*

The teachers in the IEQ countries were the second group of direct beneficiaries of the IEQ Project, as they received the benefits of additional training, in the form of formal workshops and seminars in two countries (Ghana and Mali) and informal assistance in all four.

In Ghana, teachers in the selected IEQ schools were invited to participate in training workshops and seminars. Ghanaian teachers were provided with excellent training in new classroom instructional techniques which were well-received. Evaluators saw evidence of their use and heard teachers describe how they had changed their teaching and classroom management through the use of these techniques.

In Mali, the evaluation team saw evidence of the use of the four interventions in the four schools visited, but it was difficult to ascribe all the changes to the PAQE Project. PAQE teachers were provided with training through only one regional workshop at which they were taught the five innovations. Some 66 percent reported that they were not familiar with the interventions. The most

successful use of the interventions was observed in classrooms of a PAQE school, which had also had the benefit of seven years of assistance through another development program.

Further, the total number of teachers trained in each country was small. In Ghana, 2–3 teachers in seven schools were targeted for training. Teachers in the control group, or the “non-intensive” schools did not receive training. In Mali, a larger number of schools was included in the PAQE project (42), but the amount of training provided was less, and not all teachers participated. The survey data of 74 teachers reveal that less than half of the teachers (42%) had participated in the training.

Teachers reported other positive impacts of being included in the research project. They had increased access to resources, such as text-books and other printed materials. The process of ongoing observation by the research teams produced a “Hawthorne effect” on the teachers in all four countries. Teachers reported that the simple fact of being observed, changed and improved their teaching. They prepared more, decreased their absenteeism, and took a greater interest in their work. The interaction with the researchers during the feedback discussions following the classroom observation were positively rated by the teachers, as it was a rare opportunity for most to be exposed to new ideas. They found the feedback invaluable in providing insights into how they could improve their teaching.

In Guatemala and Ghana, feedback was provided to the teachers following strategic points in the research cycles through formal workshops and seminars. They were reported as very useful for understanding the impact of the educational innovations and often resulted in a renewed sense of purpose on the part of the teachers to continue with the new way of teaching. In Mali, teachers at three schools where focus groups were held, expressed strong interest in having regional meetings with other PAQE teachers to exchange experiences and learn how others were using the innovations. They also expressed a great deal of interest in further training.

The evaluation team collected anecdotal evidence that teachers in adjoining classrooms and even neighboring schools were changing their teaching by adapting the new methods they observed from the IEQ teachers. In Ghana and Mali, in particular, supervisory personnel (Head Teachers, School Directors, circuit supervisors, and academic counselors) learned from the project and have been able to share the information with other teachers and schools under their supervision.

▪ *What has been the impact of IEQ on students?*

The IEQ Project was less about increasing the pupils’ performance and more about developing the capacity of the researchers to identify problems through classroom-based research. In only two of the IEQ countries were the teams tasked with identifying and implementing solutions, which would improve pupil performance.

To the extent that changes were made in classrooms in Ghana and Mali as a result of the IEQ Project, pupils have benefitted from changed teaching techniques, increased access to materials, and other resources, and increased attendance of teachers in the classroom (reduced absenteeism).

In the seven intensive schools in Ghana, students in grade 6 showed improved English reading comprehension. Students comprehended four percent of what was read in 1994, increasing to 17 percent in 1995—still a long way to go for students who want to go on to junior secondary school the following year.

In Guatemala, the IEQ research indicated that the NEU program has produced changes in pupil performance. The changes are the result of the NEU program, not the IEQ research, however.

In Mali, the evaluation team observed that Malian students learning through their own language were more active and participated more, similar to the behavior found in children in the NEU schools. The PAQE team had not fully analyzed their data which would indicate whether or not there was an improvement in learning, however.

- *Did the project succeed in understanding how and why classroom-based interventions influenced pupil performance?*

The research findings are not conclusive.

In Ghana, CRIQPEG will have to do at least another round of evaluations of the 14 schools to understand to what degree the interventions, especially those which rely on teacher training, are improving English language skills.

In Guatemala, IEQ research has pointed to the merits and deficiencies of the NEU program as implemented to date. This has enabled the researchers and the teachers to better understand the impact of the NEU program. For example, tests in the second year indicated that children in the second and third grades in NEU schools were not achieving higher scores than those in the traditional schools—despite a climate for learning in the NEU schools which stressed individual initiative and small group work. The researchers and teachers concluded that the problem lay in the self-instructional guides which are fundamental to the NEU program, and that two things may be happening. One, the teachers may be using those guides in traditional ways, that is, asking the children to copy the text, just as teachers in the traditional schools are having their students copy from the board. Another is that the children may be unable to read the self-instructional guides, and therefore could not benefit from them when working without the teacher's help. The NEU group set off to correct both possible difficulties. In another example of the usefulness of the IEQ research, when IEQ data showed student scores as low, the Director of the program learned that the NEU staff were simply not implementing the program. When staff were replaced, students' scores improved substantially in the subsequent round of testing.

In Mali, the lack of fully analyzed data has constrained the PAQE from reaching the point where they could show the relationship of interventions and pupil performance, except in a global way.

Institutions

The IEQ has increased the participation of other stakeholders in the education community, including parents, university faculty members, and Ministry of Education officials.

In Ghana, the team interviewed parents as a part of the research to understand the context within which children were learning English. Parents responded to this initiative, by increasing their interest in the activity at their children's school. When textbooks were provided for the classrooms, parents began insisting that their children bring them home. The PTAs in some schools have become more active as communication among the teachers and parents increased.

The Advisory Board in Ghana, formed as a part of the IEQ Project, has become an active forum for dialogue on educational policy. The members represent all the major stakeholders in the education community: the University of Cape Coast, the Teacher's Colleges, Ministry of Education Officials, USAID representatives, parents, and the Coordinator of the IEQ Project. The process of educational reform is being advanced, as the issues brought to this group from the IEQ research are broadened to the nation. The positive influence on children's learning as a result of having text books in the classroom has reinforced the need to ensure that textbooks are in all the nation's schools. The value of parental involvement in the CRIQPEG schools, has stimulated new thinking on how to involve parents in other schools. The value of the faculty of the University of Cape Coast conducting research in the classrooms as a way of informing their own university classes about the reality of education in Ghana has increased the communication between the university and the Teacher's Colleges, who are responsible for preparing the teachers.

In Mali, the most successful seminar held for the IEQ Project was the consensus building workshop which included participants, from all the sectors of society interested in the local schools: parents, teachers, regional supervisors, and government officials. While the institutional change has not been as widespread as in Ghana, the project has opened the way for increasing cooperation among all the interested parties to build a community of support for the primary unit of education: the local school.

In Guatemala, IEQ has provided valuable information about the NEU program which itself is introducing new ways of involving the community in the educational process. Through the Advisory committee, institutions are cooperating to extend the process of educational reform.

In South Africa, the IEQ team has begun a process of informing the larger community about the important work of the NGOs in improving schools for the majority population. They participated in the discussions of the Eastern Region's strategic plan, contributing with information about the role of the NGOs in education.

National Policymakers

- *Has the project influenced the way in which policy makers use research results to formulate educational policy?*

While IEQ targets its impact at the classroom level, there have been broader education policy impacts growing out of the project. The project has influenced the way in which policy makers use research results to formulate educational policy.

In Ghana, the CRIQPEG team research influenced Ministry of Education decision making, especially during the first phases. The Phase 1 research indicated that despite the provision of textbooks from the USAID project (PREP), the textbooks were not being used by the children. The research uncovered two reasons: (1) The books were not in the schools because the schools did not have the means to pick up the books from the district office; and (2) When the books were in the schools, the teachers were not distributing them to the students because they feared they would be financially responsible for lost or damaged books. As a result, the Ministry changed its policy on textbooks: (1) it provided transport for the head teachers to go to the district offices to collect their books; and (2) it stated the policy that the students could take the books home, and if they were lost or damaged, the teachers would not be held financially responsible. Later research reports have not been completed, but oral presentations to the Advisory Board have resulted in Ministry interest in curriculum-based assessments work and has spurred the debate on how to increase accountability at all levels in the school system.

In Guatemala, the IEQ formative evaluations have influenced the Director of the New Unitary School program in Guatemala, causing him to make corrections in the course of these first years of the program in the country.

The NEU program is gaining rapid acceptance in Guatemala. Over five years, it has grown from 100 schools to nearly 900, financed both by public and private funds. What is learned from the formative evaluation of the first group of 100 schools is being used to shape the other schools as they join this or other similar programs.

In addition, the IEQ Deputy Director and the IEQ Guatemala Coordinator team have influenced decision makers at UNICEF to adopt the NEU model to meet the needs of Mayan-language speaking children.

In Mali, the officials in the Ministries of Basic Education and of Secondary and High Education said that the IEQ Project had indeed improved the quality of education, formed education researchers, and permitted Mali to engage in a dialogue with other countries, namely Ghana and South Africa. In Mali, the IEQ Project has not had a direct impact on education policy, rather it has supported the changing education policy of the Ministry in regard to the language in education policy, as well as the four other interventions.

In South Africa, the election of President Mandela in April 1994 provided the IEQ Project the opportunity to inform the new government about the innovative efforts of the NGO community in the field of primary education and teacher training. The IEQ staff prepared a revised workplan in May 1995 to reflect the need to share research findings with the emerging provincial government's Departments of Education. The team has prepared a utilization plan for the last six months of the

Project in South Africa, which has as its principal purpose, to increase the dialogue between the NGO community and the new government, based on the research experience of the IEQ team.

- *Have the results been disseminated to international agencies that could multiply the achievements?*

In Ghana, the CRIQPEG Coordinator is a member of the committee preparing the policy document called Free Compulsive Universal Basic Education (FCUBE). FCUBE will form part of the ten-year sector plan for Ghana and will be financed through a consortium of international donors. The USAID mission told the evaluation team that the CRIQPEG research had been incorporated in the document.

In Guatemala, the Coordinator reported on findings from the IEQ evaluation at the IEQ-sponsored regional conference on education quality in Guatemala City in April 1996. In addition, World Bank staff members have read the IEQ documents and have commented favorably on their quality and on the importance of evaluating innovative programs in LDCs from the beginning of their implementation. After reading the last report, one Bank staff member has strongly encouraged the government of Guatemala to include funding for the New Unitary Schools in the primary education project now under preparation.

In Mali, it is not possible to disseminate results to international agencies because the team has not finished analyzing the results from the 1995 evaluation. However, the innovations are important, and the evaluation team hopes that the PAQE team will share them at least with other IEQ colleagues.

- *Have there been unanticipated outcomes in the IEQ countries?*

In Ghana, the CRIQPEG Coordinator was named to serve on the prestigious and influential FCUBE committee. In Mali, ISFRA, the research and training institute connected to the Ministry of Secondary and Higher Education, became so convinced of the importance of educational research that it established a new program to train education researchers. This program has now enrolled 12 persons, competitively selected from all over the country, studying education research on a part-time basis.

Project Sustainability

- *What follow-on activities have been incorporated into the project to maximize project impact and sustainability?*

In Ghana, the Advisory Board is struggling to find ways of replicating the CRIQPEG activities in more schools. (Only seven schools received textbooks, training, and feedback in the CRIQPEG program, but there are 12,000 primary schools in Ghana many wanting the kind of attention bestowed upon those fortunate seven schools.) They realize the approach is too expensive for replication on even a modest scale, but are convinced that primary schools all over the country will improve if they can receive some of the benefits of the CRIQPEG approach

In Guatemala, some of the IEQ activities and the documentation will be kept at the University del Valle, where the Coordinator has long been a faculty member. In addition, there has been some preliminary discussion among two members of the Advisory Committee to look for financing for a small magazine which would publish results of education research to the education community.

In Mali, the IEQ team and their sponsors in the two ministries are keen to keep the IEQ activities. They have a small buy-in to produce grade 1 and 2 tests in the local language with piloting in June of this year, just after the evaluation team completed its field work.

In South Africa, no follow-on activities are planned at the present time.

- *Will the HCRT have an ongoing life after the end of the present contract?*

USAID/Accra did not believe that CRIQPEG could survive without continued external financing although they were optimistic about the possibility of offering more help. In Guatemala, the University, through the very capable IEQ Project Coordinator, will no doubt continue with research and evaluation activities, but it is too soon to say whether or not they will continue to be focused on the NEU program.

Overall Impact of the Project

- *At the conclusion of the contract, what will the contractor leave behind that can be expected to have an ongoing life?*

In Ghana, the team members will retain the attitudes and skills from the project which they will be able to use in other research or teaching endeavors. The university will seek to encourage the participation of their students and faculty in the schools. The parents of the children in the seven intensive schools, and their neighbors, will hold the schools accountable for the educational experiences of their children.

In Guatemala, the IEQ work will leave behind both tangible and intangible benefits which will have an ongoing life. First, it will leave behind the specific and tangible corrections to the rapidly expanding New Unitary School program. Second, it will continue to emphasize the classroom as the focal point in the process of educational change.

In Mali, the PAQE has been a part of a much larger change process in which children are learning to work independently and to make decisions for themselves. The team members, and their Ministries, will remember the constructive national seminar on education in 1994, and the positive benefits to the schools and to the researchers of visiting primary schools in the four far-flung regions of the country. And the teachers in the 42 PAQE schools will continue to ask for help and support, if only the opportunity to interact with other teachers who are trying to bring change into their classrooms.

In South Africa, the NGOs have gained a new appreciation of the value of monitoring and evaluation ongoing programs. For years, they operated without mechanisms in place to assess the impact, for the

simple reason that running the program under difficult political conditions consumed the staff energy. As funding becomes more competitive, the new appreciation of increased accountability offered by evaluations will assist the NGO community.

Support for A.I.D. Strategic Objectives

In all four countries, IEQ is supporting on-going educational programs of USAID missions. In Ghana, IEQ supports the PREP Project. In Guatemala, IEQ is providing important information about the NEU program supported by the Mission. In South Africa, the Project supports the SABER and ESAT Projects, by conducting the impact assessments of the grantees and informing the current dialogue about USAID/Pretoria support for educational reform.

In three countries, Ghana, Guatemala, and South Africa, IEQ provides direct support to the Mission's Strategic Objectives. In Ghana, to the extent that IEQ helps provide local communities with increased access to the control of their children's schools, it has promoted democratic governance and built democratic institutions, in support of the Strategic Objective: Building Democracy.

In South Africa, IEQ provides direct support to the mission's Strategic Objective #2, helping to create "A transformed education system based on equity, access and quality." This is done through the information that IEQ is collecting about the innovative work of the NGOs in providing direct services in the education sector to the majority population. This information about model programs will be shared with the newly formed government to quickly increase the quality of training services for teachers.

IEQ CONCEPTUAL AND INSTITUTIONAL WORK

Description

According to the AID/W-IIR contract, the IEQ project has two purposes. One is to assist developing countries in the generation and adaptation of innovations that hold promise for major improvement in student achievement. The other is to increase the conceptual and institutional support directed to improving quality. This second purpose was to have been accomplished through three means:

1. increasing the worldwide knowledge base on what works in improving quality;
2. facilitating A.I.D.'s efforts to coordinate with other donors on the quality issue; and
3. associating institutions involved in research-based reform in the United States with A.I.D.'s work on the quality issue.

The thinking at the time of the project design and the contract negotiation was that:

1. This project could contribute to the small but growing research base on improving educational quality in LDCs.
2. USAID should play a role in raising the priority attached to quality-related research and facilitate diffusion of research findings at the policy level among such donors as the World Bank, the United Nations Development Program, United Nations Children's Fund (UNICEF), as well as U.S. regional laboratories and research centers.
3. Links between U.S. and LDC research organizations would contribute to the capabilities of both the U.S. and LDC researchers and institutions.

Evaluation Questions

- *What has been the impact of this conceptual and institutional work?*

The first effort has largely fallen to the group at the Institute for International Studies in Education at the University of Pittsburgh. The evaluation team has concluded that such efforts as have been expended in this regard have not been tied in well with the work in the IEQ countries, and as a result have not been very fruitful.

The second and third simply dropped away. The U.S. education research organizations had their own agendas and were not interested in pursuing those being set by the LDCs. The third was not funded because AID/W did not have the resources, including money, to invest in it.

- *Have linkages created with U.S. educational laboratories and research centers contributed to the development impact of the project?*

No. The AID/W COTR took the decision to drop the linkages established with the Far West Regional Laboratory and the National Center on Adult Literacy after about two and a half years of trying to work with these groups.

- *Has the project disseminated findings through participation in steering and international coordinating committees?*

No. As stated above, AID/W was not able to put the resources into organizing these committees.

- *Should the wide range of research and assessment instruments developed in each country be disseminated to other USAID missions? What sorts of modules or other dissemination forms should be prepared?*

Although most of the research and assessment instruments prepared are of value only to the researchers and countries involved, the IEQ Director could ask HCRT leaders to submit the handful

of instruments from each country that could be used as models for other countries when they are designing instruments for their countries.

The evaluation team understands that the IEQ Director has asked for two documents which would diffuse in a general way some of the IEQ work. They are a paper on observation techniques by the IEQ Deputy Director and a paper on classroom testing (by the IEQ Guatemala Coordinator and the U.S. education psychologist who has worked closely with IEQ Ghana). The team supports this and believes that the two papers may be of general use to USAID missions working in education.

- *Are there cultural and social constraints that will hinder the transmission of lessons learned about improving educational quality in one country to another?*

The main constraint is neither cultural nor social. It is something that is almost personal. Countries do not believe something that is true for another country is true in their own—especially when the findings fly in the face of established beliefs. An example is the case of textbook acceptance. Throughout the last 20 years, there must have been 20 studies in 20 different countries validating the impact of textbooks on learning. Countries simply did not believe the difference it would make to a child to have a textbook and a teacher trained to use the textbook, until they saw that the introduction of textbooks increased achievement scores in their country.

Another example is the importance of instruction in the mother tongue. When a member of the evaluation team raised this point with the educators in Ghana, she heard from two of them about the success of the six-year primary project in the mother tongue (Yoruba) in Nigeria. In spite of knowledge about this famous study relatively close to home, they seemed reluctant to implement already established education policy. It simply runs counter to what many people in the country believe to be true. Mali again proves this point. After several successful experiences of using the local language as the medium of instruction, the new Minister instituted the policy of using local language instruction in the early grades nationwide. He would not have made the decision based solely on Nigeria's experience.

Therefore, for each "new" innovation, it is important for the countries themselves to evaluate and see for themselves what kind of difference it makes.

- *What other methods would be useful and effective in disseminating project results?*

The IEQ Director has encouraged members of the HCRTs to attend the annual meetings of the Comparative and International Education Society, where they have had the opportunity to talk about their work both in formal presentations and informally with other colleagues.

IMPLEMENTATION OF THE IEQ PROJECT

Overall Project Management

- *IIR management articulated a vision for the project—“that to achieve improvements in the quality of education, one must begin with the child and the classroom.” This vision was clearly communicated to the research teams in each of the countries.*

The HCRTs adopted the IEQ focus for their work and implemented the action-research model proposed by IIR—begin with research in the classroom; identify learning problems and devise solutions; implement solutions; and monitor the implementation of the solutions. The IEQ vision for the Project was also appreciated by USAID mission personnel as a valuable contribution to understanding the problems specific countries faced in implementing educational reforms.

Mali, a country of 9.5 million people (1994 figures. World Bank Atlas, 1996) is the largest country in West Africa, with just under 500,000 square miles. A former French colony, it gained its independence in 1960. It is a semi-arid country. About 80 percent of the population live in rural areas. The gross national product is only \$250 per capita, making it one of the poorest countries in the world (1994 figure, World Bank Atlas 1996). The capital is Bamako.

- *The IIR broad project objectives were clear and communicated to all parties, and roles were generally well defined.*
- *The IIR design was flexible enough to allow for modification of the broad project objectives into workable operational definitions for each country.*

Specifically, IIR recommended a change in the definition of quality from a narrow focus on “student achievement on examinations” to include measures of four basic areas of classroom learning: cognitive, attitudinal, skills, and behavior. This allowed for a more realistic understanding of the variance of national characteristics

- *IIR senior management was thin, requiring the IIR director to serve as overall director of the project at the same time that she was responsible for overseeing the technical assistance in three countries.*

The Director of IIR provided capable guidance to the IEQ project and directed the technical assistance team in Ghana with skill. She served many roles, including director with its attendant contracting, managing, and public relations responsibilities, as well as principal manager of the technical assistance to Ghana and South Africa. Excellent technical assistance to Guatemala was provided by the IEQ Deputy Director. The loss of the senior team member assigned to Mali, however, caused this country's needs to be under-served.

- *The technical assistance teams were very country-specific and therefore the cross-fertilization of ideas was not as rich as expected.*

The need to encourage more cross-country communication is evident from the positive remarks made about the exchanges that did occur when the teams met at the three international conferences.

- *AID/W lacked the resources to adequately monitor the progress of the Project in the implementing countries.*

The lack of central funds for AID/W personnel to travel to the Project countries has limited the ability of AID/W to supervise the principal contractor. Direct communication with the USAID missions, HCRTs, and other stakeholders would have provided AID/W an independent source of information to measure project performance and would have helped them to take timely action when needed.

Further, the Mid-term evaluation was not completed. This would have identified some of the implementation problems, especially in Mali, and allowed for a more timely intervention.

Project Implementation in Host Countries

- *The selection of IEQ countries met all the criteria established in the AID/W-IIR contract.*

The IEQ contract specified three criteria to be met for countries selected: USAID mission interest, country commitment to improve quality of classroom learning, and basic interest and capability for research.

Ghana and Mali were chosen in Africa, representing an Anglophone and a Francophone country. Guatemala was chosen in Central America instead of El Salvador, because at the time a large amount of resources had been committed to the education sector in El Salvador. By hindsight, the IIR management, expressed some doubt over the choice of Guatemala due to the fact that the Ministry of Education was unable to establish a research unit within the Ministry to serve as a counterpart institution.

- *Three of the four countries selected a counterpart institution to collaborate with the IEQ Project.*

According to the Project Paper, for the IEQ Project "...governmental institutions, host country private sector educational and research institutions would be given full consideration for collaborative efforts."

In Guatemala the Minister of Education committed to establishing an independent research unit within the Ministry. With the change in government shortly after the IEQ Project began, Ministers were rotated, and the research unit was not established. In Mali, two government units were selected as the counterpart institutions and in Ghana, the University of Cape Coast established an independent research center.

- *HCRTs, the basic entity for implementing the project in the countries, were established in all countries.*

HCRT team members were both interested in the issues surrounding primary education in their countries and trained in the basic research skills needed to participate in the research Project. Some countries took longer than others to establish the teams, resulting in delays in project implementation.

Ghana established the HCRT within the time established by the contract and proceeded with the implementation of the Project. Guatemala did not experience a delay in appointing the coordinator, but was unable to form a team of researchers. South Africa established the research unit in a timely fashion.

The first director of the IEQ office in South Africa resigned after the first year due to increased responsibilities within the new government. An inability to fill the position, left a void in leadership for a year, which contributed to the delays in completing the research reports on time. The HCRT in South Africa is to be commended for their ability to continue working as a unit under these difficult circumstances and responding to the commitments made by IEQ to the NGO grantees.

Mali experienced a delay of approximately nine months in establishing the HCRT. Two different government ministries wished to serve as the counterpart institution; ultimately the HCRT team was formed of researchers from each ministry. The two groups succeeded in establishing a solid team of researchers working towards a common goal.

- *Advisory committees were established in two of the four countries.*

The contract mandated the USAID missions to request of the host country governments the establishment of an Advisory Committee upon selection of the country for participation in IEQ. Although the committees were established in Ghana and in Guatemala some two years after the project had begun, both boards made positive contributions to the project.

The contribution was most notable in Ghana where all the major stakeholders in the educational sector were represented. This built strong support for the IEQ Project and allowed for rapid dissemination of the research findings. It also resulted in a continued dialogue on national policy questions, thus building a community of support for educational improvements.

- *All HCRTs completed the classroom-based research in their respective countries.*

The teams were charged with carrying out classroom-based research to identify significant problems. In two countries, Ghana and Mali, they were expected to identify and implement interventions. In two countries, Guatemala and South Africa, the teams conducted research on the innovations introduced by other programs.

- *HCRTs in all countries were delayed in completing their research reports.*

Three of the four countries evaluated continue to experience delays in finalizing their reports.

Ghana experienced delays in preparing the report on the post-tests administered in July and August, 1995. The draft report was finished in March 1996. In Mali, the final data collection was completed in May—June, 1995. At the time of the evaluation visits in April 1996, the team had completed a draft of the qualitative analysis of selected questions. No quantitative analysis had been done and a draft of the report was not yet available. South Africa's team experienced delays in preparing the impact assessment of the set of grantees in the Educare sector.

However, it should be noted that in Ghana and Mali, all of the researchers work part-time on the Project.

Implementation of the Conceptual and Institutional Work

- *The linkages with U.S. Research Laboratories were not successfully completed.*

The regional labs apparently were not concerned about the issues of educational reform in LDCs and did not respond to IIR's requests for collaboration. This piece of the IEQ Project was discontinued in the second year of the program.

- *The work contributed by the University of Pittsburgh has provided useful conceptual and documentation support for the project. However, the database of relevant research was never fully developed into a usable form.*

Researchers at the University of Pittsburgh have prepared concept papers to guide the research design. While not implemented in its full cycle, the concept paper was useful in orienting the research teams.

The documentary accounts of the Project in Ghana, Mali, and Guatemala will serve as useful accounts of the process in each country.

The database envisioned for the Project was not fully realized. The developing countries did not have the necessary software and hardware for an interactive data base, nor did the IEQ Project have funds to purchase such materials. More importantly, the host countries preferred to work on a face-to-face basis, using the technical advisors, as sources of information. They also learned a great deal from the exchange of personal experiences with the research process achieved through regional and international conferences.

IMPACT OF THE IEQ PROJECT

Impact on the HCRT

- *The primary objective of the project for the three core countries, Ghana, Guatemala and Mali - "To Strengthen the capacity of local researchers" was achieved.*

The HCRTs, as the primary implementors of the project in each country, were also the primary beneficiaries of the technical assistance provided by the IIR teams. The HCRTs were also the primary beneficiaries of the research experience over the five years of the Project, which provided them substantial opportunities to practice a variety of new skills, guided at strategic points by the IIR teams. To initiate classroom based research in the countries selected, while not a new thought for the US, was not being done in these countries, for a variety of reasons.

The teams improved their ability to design and conduct observations of teacher-pupil interactions, monitor teacher performance, and analyze and report on qualitative and quantitative research data.

- *HCRTs identified suitable assessment methods to test the effectiveness of the introduced innovations.*

In all four countries, the teams implemented assessment methods to test the effectiveness of either the IEQ sponsored innovation, or the program innovations they were tasked to evaluate.

- *Although teachers were trained in new instructional techniques, the total number of teachers trained in each country was small.*

Teachers were the secondary beneficiaries of the IEQ Project. In Ghana, 2-3 teachers in seven schools were targeted for training. In Mali, a larger number of schools was included in the PAQE project (42), but the amount of training provided was less, and not all teachers participated. In Guatemala and South Africa, the project was not mandated to work with teachers.

- *Teachers reported positive impacts of being included in the research project.*

Teachers had increased access to resources, such as text-books and other printed materials. The process of ongoing observation by the research teams produced a “Hawthorne effect” on the teachers in all four countries. Teachers reported that the simple fact of being observed, changed and improved their teaching. They prepared more, decreased their absenteeism, and took a greater interest in their work. The interaction with the researchers during the feedback discussions following the classroom observation were positively rated by the teachers, as it was a rare opportunity for most to be exposed to new ideas.

- *Pupil performance was not a principal focus of attention for the IEQ Project.*

The IEQ Project was less about increasing the pupils’ performance and more about developing the capacity of the researchers to identify problems through classroom-based research.

In only two of the IEQ countries were the teams tasked with identifying and implementing solutions, which would improve pupil performance.

To the extent that changes were made in classrooms in Ghana and Mali as a result of the IEQ Project, pupils have benefitted from changed teaching techniques, increased access to materials, and other resources, and increased attendance of teachers in the classroom (reduced absenteeism).

National Policymakers

- *An unintended yet significant outcome of the IEQ focus on classroom-based observation has been to encourage a broad range of stakeholders in the education sector to look at the child and the classroom as the focus for decision making.*

Policy makers in the developing world often lack the resources to visit schools, yet they are making decisions about resource allocation. Educators are involved in planning, but often fail to visit schools. They may decide the fate of the children, without being able to check the reality of the classroom, especially in secondary cities and rural areas far removed from the capitol city.

The presence of an internationally funded project raises the visibility and therefore draws policy makers and ministry officials and others to visit schools in remote areas. In the case of IEQ, it involved researchers and university faculty in direct contact with the schools. They in turn serve as important informants for the policymakers.

Overall Impact of the Project

- *The principal result of the IEQ project is the change in attitude towards educational reform that is occurring in the four countries studied.*

The IEQ focus on making the classrooms the pivotal unit of analysis has begun a change process within a broad educational community about how educational reform should be instituted. The results of the research are important, less for the academic reports that are created, and more for the increased dialogue and communication that has occurred among the stakeholders as a result of the research. The changes in attitude will ultimately result in more long-lasting reform.

The goal of the IEQ project was to initiate a process by which research would identify problems. They have begun to change attitudes about education.

Project Sustainability

- *Preliminary findings from the ongoing IEQ research in all countries has been shared by HCRT members at international conferences.*
- *Project sustainability is most probable in the countries where the HCRTs are affiliated with a strong institution. However, additional resources would be needed to support these research units.*

Recommendations

Country-specific

Ghana: Short-term Recommendations. The CRIQPEG team should

- polish the report of the second assessment (Phase 3) so that the research findings can be easily understood;
- share their work with their IEQ colleagues from other countries, particularly on the work of the Advisory Board; and
- undertake the third assessment which was planned for spring 1996, which at the time of the evaluation, had been postponed because of lack of funds.

This third assessment will test the degree to which student ability in the comprehension of the English language has improved. It will offer an opportunity to show differences in student achievement in the intensive schools (whose teachers had received training) and the non-intensive schools (whose teachers had not received any training). Sharing the results of the work of the Advisory Board will permit other countries to understand the value of expanding the Project beyond the HCRTs.

Ghana: Long-term Recommendations. USAID/Ghana should:

- continue to support CRIQPEG as an institution which has proved its utility;
- consider issues of replicability over a larger scale, using a model which is not as intensive but preserves the same elements of research, monitoring, information dissemination, and teacher training;
- publish materials and provide training in the local languages in situations where this approach is feasible, using as criteria for feasibility: homogeneity of local languages, availability of teachers who speak that language, availability of other written materials in the language; and the support of the community; and
- balance the research component of the project with increased training for teachers, head teachers and circuit supervisors in all schools involved.

Guatemala: Short-term Recommendations. IEQ Guatemala should:

- complete all planned activities; and
- do the fourth year evaluation of students in the longitudinal group.

Completing the planned Project activities, especially the report on Year 3 of the longitudinal study, will leave a solid foundation of information which the NEU program can use to improve program effectiveness as it expands rapidly. Training additional researchers in qualitative research and evaluation design increases the multiplier effect of the project. These include groups from the Academy of Mayan Languages and the School of Communication at San Carlos and UNICEF.

Proving funding for the fourth year evaluation will

- show the effect of the introduction of the new student guides in grades 4 and 5;
- focus the attention of the Director, supervisors, and teachers on ways to improve the program, since the NEU program is growing very fast;
- assist the Government of Guatemala in determining where to target potential funding for NEU from the World Bank primary education project; and
- confirm the trend observed in research from the previous years that suggest that NEU students are dropping out far less than the students in traditional classes.

Guatemala: Long-term Recommendations. Guatemala should:

- include classroom-based research in the next stages of the NEU expansion, as well as in other planned education programs;
- continue disseminating research results;
- provide practical assistance for teachers and supervisors through training or school visits;
- enlarge the Advisory Committee to build a stronger community of support for the importance of examining what goes on in classrooms and schools;
- develop a plan for publishing a magazine on education research efforts in Guatemala; and above all
- explore ways of developing an education research unit which can provide independent, objective, competent research to the Ministry. Such a unit could be located at a private university, within the already existing research and development unit of the Ministry (INIDE), or a new unit in the Ministry, as originally planned for this project.

Mali: Short-term Recommendations. The PAQE team should:

- finish core activities, including data analysis and report preparation from the May–June 1995 evaluation, and the March 1996 monitoring visits;
- attend the final IEQ conference with their IEQ colleagues, especially on their efforts to implement the five interventions;
- complete the pilot test of the grade 1 and 2 tests in Bambara; and
- arrange meetings for the IEQ teachers so that they can share their experiences in implementing the interventions.

The USAID mission should:

- publish the folk tales being used by the IEQ teachers and those collected by the West African linguist (now in a preliminary form in the office of the Education Package Manager);
- encourage Mali to provide French language materials for the upper grades that are meaningful for the students in those grades; and

- encourage Mali to concentrate resources for the educational sector in the areas of classroom management; effective use of teaching/learning for individuals.

South Africa: Short-term Recommendations. The IEQ/Durban team should:

- complete the research reports and prepare summaries for distribution to the wide audience identified in the utilization plan;
- review the data collected on each organization for preparation of a descriptive report on model NGO programs; and
- Increase communication with USAID/Pretoria to ensure that IEQ research results are communicated to appropriate government agencies in need of such information.

South Africa: Long Term Recommendations. USAID/Pretoria should:

- Review the possibility of institutionalizing the IEQ work within a university department to continue the IEQ focus of applied research.

Overall Recommendations

Short-term. The Institute for International Research should:

- Convene the end of Project conference to encourage as much cross-national exchange among the HCRTs about lessons learned.

Long-term. In future education projects, AID/W should:

- Retain Global Projects.

Global Projects deal with cross cutting issues affecting several country—funded projects for selected overriding development issues, when the problems of several countries are similar and would profit from a to scale project. This is particularly true in the case of education in which a large number of officers have been lost to the agency.

AID/W should:

- Achieve a closer balance between the research activities of a project and the actions and interventions designed to correct identified deficiencies, such as increasing the training and technical assistance to teachers, head teachers and circuit supervisors in all schools involved.
- Increase the number of schools and teachers which receive technical assistance.

- In a future project involving multiple countries and central funding, design the project to include funding for sufficient management support to achieve the goals of the project.

The Project Director should provide project oversight and direction, with no specific responsibility for any one country. A second level of managers responsible for oversight for the technical assistance in each country should have relevant experience for their geographic region. This central structure would be supported by strong host country teams.

Technical Assistance.

- In future projects, contractors should provide evidence of breadth of experience in the regions in which they intend to work.
- Education projects working in multi-lingual countries should include a specialist in second-language learning.

SCOPE OF WORK

Appendix

A

SCOPE OF WORK FOR AN EVALUATION OF THE "IMPROVING EDUCATIONAL QUALITY" ACTIVITY

BACKGROUND

In the 1980's it was recognized that major advances in basic education in many developing countries would only come through the analysis and improvement of institutional systems, such as developing improved personnel and management information systems; creating improved means to gather feedback and to test for progress; and improving the general functioning of national-level educational structures. For example, the systems analysis carried out in the USAID "Improving Efficiency of Educational Systems" (IEES) Project, and continued in the ABLE I and ABLE II Projects, supported efforts to improve the planning, policy analysis, and management of educational organizations and bureaucracies. Improvement at the classroom level — what students were actually learning in school — was a concern that necessarily was postponed as the national-level management and organizational issues were addressed.

However, while investment in education was steadily increasing in most countries, experts came to recognize that the quality of student learning was very poor and did not appear to be improving. As a follow-up to the 1990 World Conference on Education for All, USAID created the Improving Educational Quality Program (IEQ) to take advantage of and to foster research on the ways in which learning could be enhanced through improved classroom instruction. Advances in effective instruction techniques, possible even when financial resources were limited, needed to be introduced to the classroom in developing countries.

Implementation of the IEQ Program began in 1991, including classroom-oriented activities under a contract with the Institute for International Research (IIR). IIR contract activities were designed to serve as a catalyst for research at the classroom level. IIR has provided technical assistance in establishing in-country capacity in classroom observational research and has developed a wide range of instruments to collect and analyze classroom data. IIR activities have also synthesized lessons learned and drawn out findings which are being disseminated in each country in which the activity operates, as well as more broadly.

Under IEQ authority, the USAID contract with IIR established pilot classroom research activities in Guatemala, Ghana, and Mali. The contract also contained a buy-in provision, which permitted it to expand activities into South Africa, Uganda, and in a separate activity to support Africa Bureau, all aimed at furthering improved teaching, testing and learning in the classroom. IIR has brought together the most recent work in observation-based research on improving classroom performance; created in-country Host Country Research Teams (HCRTs) to observe classroom behavior in each country; selectively introduced new

techniques for classroom instruction; and established the means to assess and measure the effects of introduced changes. The goal has been to develop and apply reliable and cost-effective innovations in classroom instruction to specific national contexts in order to have an impact on students' knowledge acquisition as measured through achievement tests.

After four years of implementation, the IIR contract is currently scheduled to end in September 1996. An evaluation of the activity is required to assess achievements to date and to gather the lessons learned both about the modalities of implementation and the substantive technical results. Such results will provide an essential base of information for the formulation of any follow-on activities or for a decision not to continue the activity.

ARTICLE I - TITLE

Project: Improving Educational Quality Project, Number 936-5836

ARTICLE II - OBJECTIVE

The activity will evaluate the implementation and the results of the Improving Educational Quality contract activity with IIR to assess its successes, to analyze the lessons learned, to recommend any improvements that may be feasible for implementation within the limited period of time left under the current implementation contract, and to assist in determining what appropriate follow-on activity, if any, should be developed after the conclusion of the present contract.

ARTICLE III - STATEMENT OF WORK

An evaluation team consisting of two senior evaluators will assess the Improving Educational Quality activity.

- (1) The team will focus on the status of the contract activities to date vis-a-vis projected outputs. The current status will be examined in terms of activity design, projected accomplishments, as well as modifications made as a result of the experience of implementation.
- (2) The team will also assess the activity's impact with respect to accomplishments realized: the degree to which the classroom assessment process has created new institutional capacities in the target countries; the impact of introduced changes in the classroom; the degree to which research and technical assistance have merged to bring about concrete technical results; and the ways in which results thus far can be sustained with local resources and policy initiative. A special emphasis will be placed on recommendations related to how the results obtained under the activity can be synthesized and disseminated in the immediate future and in the long term, and to issues of sustainability.

(3) The team will examine as well how well the particular implementation model designed for IEQ has supported the results obtained, and whether other implementation models would serve to obtain similar results at less cost or more efficiently.

IIR documentation will be reviewed and dialogue will be undertaken with all the key actors. The team will then visit the three countries served under the core contract and South Africa under the buy-in component, the largest original buy-in. (USAID/Mali is currently shifting from core to buy-in status, in order to move beyond the original research focus of core countries and respond more directly to situations created by Mali's changing educational policies.) The team will analyze the data collected; assess the current strategy for activity design and implementation; and make recommendations regarding any changes in either area that would improve any follow-on activity. In addition, the team will draw upon its expertise and that of IIR technical staff to suggest changes that would be necessary to formulate the follow-on activity in a way that is congruent with the USAID strategic planning model.

The evaluation will specifically address the following issues:

A) Core activity goals

General question: Under the current design, has the IIR core contract activity achieved its targets and/or goals? Will the overall activity design lead to the improved educational quality that was foreseen in the original documents? Specific questions to address here will include:

1) Did the core contract activity:

- (a) - choose the most suitable countries for obtaining results out of a pool of feasible alternatives? How well did countries selected match original selection criteria?
- (b) - select the best counterpart institutions to work with?
- (c) - succeed in understanding how and why classroom-based interventions influenced pupil performance?
- (d) - form the Host Country Research Teams (HCRTs) as projected?
- (e) - develop a process whereby findings from classroom research are used by the country's educational system?
- (f) - create opportunities for dialogue and partnership among researchers and educators who seek to improve educational quality at all levels, both within the country and more broadly?
- (g) - document the rationales for choices made, opportunities and constraints encountered, and lessons learned?

2) Has the activity been sufficiently flexible to achieve its goals to the fullest? Would other contracting modalities be more suited to achieving the goals of the IEQ Program?

- 3) Has the IIR activity successfully developed the capacity for classroom observation in each country in which it works? Has it been able to identify suitable innovations in classroom instruction? Has the activity introduced and implemented quality-related interventions in each country? Have suitable assessment methods been developed to test the effectiveness of the introduced innovations? Have the results been disseminated to policy makers and to other international agencies that could multiply the achievements?
- 4) Has the activity proven cost effective?
- 5) Have all contract deliverables been accomplished? For any which have not, what are the reasons and what have been the consequences in terms of activity goals and impact?

B) Buy-in activity goals

1. Have buy-in activities been developed within the overall purpose and goals of the IEQ activity?
2. Were buy-in activities adequately specified, including goals and objectives?
3. Have buy-in activities been implemented effectively, consistent with expectations and understandings of USAID mission and national counterparts?
4. What provisions were made for monitoring and evaluation of buy-in activities? Were these provisions implemented? Were they effective in providing useful information to mission managers, to country managers, to IEQ managers?
5. What appear to have been the limiting factor on additional buy-in activity?

C) Structure and coordination

General Question: Is the IIR contract activity structured in such a way as to successfully meet its objectives? Specific questions to be addressed will include the following:

1. What are the stated roles and responsibilities of USAID Global Bureau, IIR, the other contractors (list), the USAID missions in Ghana, Mali, Guatemala, Uganda, and South Africa, counterpart organizations, the Host Country Research Teams (HCRTs), and other in-country stakeholders? How have actions to date been consistent with what was originally envisioned? Is there a wide variance in operating procedures among participating countries, and if so can it be justified?

2. Is the apportionment of responsibilities among parties (USAID, IIR, other subcontractors, the various HCRTs) formulated in the most effective manner? Is there a clear understanding by all parties of the need to achieve broad project objectives? Does each party understand its role in doing so?
3. How does each of the above mentioned parties carry out its separate function and its activities in cooperation with other members of the IEQ team? Are sub-contractors providing appropriate TA contributing to the overall goals of the project?
4. How might project coordination be improved by adjusting the definition of roles?
5. Have the HCRTs functioned as originally envisioned? Were the HCRTs able to take on the level of classroom observational data, innovative research and design of interventions that was expected? Have they required more technical assistance than was anticipated? Will this structure be sustainable without ongoing support from the IEQ Program?
6. Has the buy-in process functioned well? What relationship has existed between core activities, especially in the three sample countries, and the development of new buy-ins?

D) Activity management/implementation:

General Question: Is the basic management of the activity appropriate to achieving project goals? Specific questions will include:

1. Is there a clear definition/understanding of contractor responsibilities with regard to broad activity objectives?
2. Is the management structure/staffing pattern of the principal contractor (IIR) appropriate and effective to achieve project goals in a cost effective manner?
 - a. Is the originally projected level of staff and consulting person months sufficient to meet current and future IEQ demands?
 - b. Are the budgetary allocations appropriate to meet projected staffing and equipment demands?
3. Has USAID management been able to monitor progress in the most effective manner? Are USAID management and the contractor satisfied with oversight relationships? With activity documentation and reporting?
4. Is the contractor providing adequate programmatic support for field activities?
5. Are activities taking place according to projected plans? For example:
 - a. Have research efforts resulted in identifying useful and applicable learning interventions which can be directly applied to classroom teaching in the core countries?
 - b. Have the activities with counterpart institutions proceeded in an effective way?

- c. Has the project been able to disseminate findings through participation in steering and international coordinating committees?
6. Have the linkages that were projected with the U.S. domestic educational research and innovation community been established? Have the relationships developed been fruitful? Should they be continued, modified or discontinued?
7. Is adequate information on the progress and results of IEQ activities in each of the country cases available to USAID missions and other stakeholders?
8. Are USAID and contractor policies and implementation actions flexible enough to accommodate innovative project design?
9. Is the performance of subcontractors satisfactory? That is, are the research reports and other deliverables relevant to the goals of the project, of satisfactory quality, and provided in a timely fashion?

E) Impact and Sustainability

Impact

The overall design of the IEQ Program took into account lessons learned by USAID over the years and was considerably more targeted toward impact than its predecessor activities. The data obtained from the IIR activity evaluation will address impact in the following ways:

1. Have appropriate benchmarks been included in the contract with IIR and in the specific country plans prepared by the counterpart institutions to evaluate whether targets are being met during the implementation?
2. Have suitable monitoring systems been developed to assess the development impact of activities, especially the in-classroom observation methods and the results of introduced training activities on the individual, the institution and the sector?
3. Has the original plan to focus on achievement test results to track progress in educational quality proven to be appropriate?
4. Have linkages created with U.S. educational laboratories and research centers contributed to the development impact of the project?
5. What have been specific classroom-level and institutional impacts in each country visited in the evaluation?
6. While IIR targets its impact at the classroom level, have there been broader education policy impacts growing out of the activity? What have those been?
7. Has the activity influenced the way in which policy makers use research results to formulate educational policy?
8. What has been the relationship between the IIR activity in each country and ongoing educational reforms?
9. Have there been unanticipated outcomes in the pilot buy-in countries?
10. How might the activity's outcomes have differed if it had been designed as a technical assistance activity, rather than a research activity?
11. Would the activity function more effectively with a smaller core and an enhanced buy-in capability?

Sustainability

All USAID activities are designed to leave some lasting development changes after they conclude. The IIR activity is developing a range of options to determine how best to ensure that its efforts have long-term benefits for the educational systems in the countries in which it works and elsewhere. The following questions will examine the issues of sustainability:

1. What follow-on activities have been or will be incorporated into the activity to maximize project impact and sustainability?
2. Which of the range of research and assessment instruments developed in each country should be disseminated to other USAID missions? What sorts of modules or other dissemination forms should be prepared?
3. Are there cultural and social constraints that will hinder the transmission of lessons learned about improving educational quality in one country to another?
4. What other methods would be useful and effective in disseminating activity results?
5. At the conclusion of the contract, what will the contractor leave behind that can be expected to have an ongoing life? - HCRTs? - National educational research capability? - Educational policy reform processes? - Results sharing across regions or the entire country? - Other?

10.

F. Contractor's Views on USAID Oversight

1. Were contract management decisions made in a timely manner? Were delays explained and the effects compensated for where possible?
2. Were reasons for decisions clear?
3. Were responses to queries or requests constructive?
4. Did contract managers/Office of Procurement listen, and seek procedural modifications where needed?

G. Continuation of Classroom-based Learning Activities

Upon completion of USAID's current contract with IIR,

1. Is there a recommended role for G/HCD to continue exercising with regard to field activities, research networking, findings dissemination or other IIR accomplishments thus far?

2. Are there areas of activity going beyond the IIR contract objectives which G/HCD might pursue as follow-on in classroom observation, testing, learning intervention, or policy reform?
3. What is the best instrumentality for G/HCD/PP to use in implementing further classroom-level instructional changes? - Contract? - Cooperative Agreement? - Grant? Instrumentality not a major factor?

Methodology

1. The evaluation team will review all available activity documents and reports. These will include:
 - USAID: IEQ project paper, contracts (DPE 5836-C-00-1042-00 and DPE 5836-Q-00-1043-00), project activity files, and other records of output;
 - IIR: annual reports (1991-1995), selected trip reports, research reports, documents relating to the formation of the HCRTs, work plans, monthly and quarterly reports, surveys, needs assessments and consultant reports (including institutional and diagnostic reports), assessment tools, the information database reporting system, local institution annual work plans.
2. Dialogue will be held with representatives of USAID, IIR, and subcontractors. In addition, the evaluation team will interview teachers and other school officials, and, where possible, parents and students. The team will also interview members of selected HCRTs and, if feasible, participate in their meetings or gatherings. Selected schools will be visited for qualitative feedback.
3. Information gathered will be discussed with USAID personnel according to strategies, objectives and operating guidelines (1991-95) as well as to current USAID objectives vis-a-vis programmatic impact on sustainable development.
4. Findings will be disseminated in-country as determined by the relevant USAID technical officer. Possible venues might include progress meetings with appropriate working groups and meetings to promote involvement of the HCRTs in coordination and planning.

ARTICLE IV - REPORTS AND DELIVERABLES

The contractor will:

- 1) develop a draft report outline at the conclusion of the first Washington phase of work. Upon completion of the evaluation the contractor shall submit to USAID/G/HCD/PP a draft of the evaluation report. Three hard copies and a diskette of the final report, incorporating HCD comments, shall be submitted within 30 days.

- 2) On completing the evaluation, the evaluation team will develop a recommended design for activities to be incorporated in the remaining years of the IIR contract that will maximize impact and provide for tracking progress. This will be based on guidance from the Project Officer as to the availability of funding and the level of effort to be permitted
- Interviews with USAID personnel/contractors experienced in human resources development/training.
 - In-country working meetings with USAID staff, contractor staff, counterpart institutional representatives and selected returned participants.

ARTICLE V - RELATIONSHIPS AND RESPONSIBILITIES

The contractor shall perform the work described above under the technical direction of USAID/G/HCD/PP. The Senior Program Officer shall coordinate the implementation of this SOW with other relevant USAID offices, grantees, and the contractor. For inputs other than guidance, the contractor shall contact/coordinate with the following Mission offices and external agencies as necessary:

USAID Guatemala Office Directors or designees: (To be determined)

USAID Mali Office Directors or designees: (To be determined)

USAID Ghana Office Directors or designees: (To be determined)

USAID/South Africa Office Directors or designees: (To be determined)

During the time in country, the contractor shall meet with the Education Officer or his/her designee on a frequent basis to report on progress and clarify issues related to the SOW.

ARTICLE VI - PERFORMANCE PERIOD

The Contractor shall perform all work required under this Delivery Order within 120 days of the start date. The work will consist of a first phase in Washington, D.C., field work in the designated IEQ countries, and a final write-up period.

ARTICLE IX - SPECIAL PROVISIONS

- A. Duty Post: The contractor shall perform work under this delivery order in Washington, D.C., and in and around Guatemala City, Guatemala; Accra, Ghana; Bamako, Mali; and Johannesburg, South Africa in consultation with the Project Officer.
- B. Language Requirements and Other Required Qualifications: A working knowledge of French and Spanish is needed for the Evaluation Specialists.
- C. Access to Classified Information: The contractor shall have no access to classified information.
- D. Logistical Support: The contractor shall be responsible for providing all necessary support required for successful completion of this delivery order. Logistical support includes, but is not limited to travel arrangements, lodging, international and in-country travel, office and secretarial support, translation/ interpretation services.
- E. Work Week: A six-day week is authorized while overseas.

ARTICLE X - EVALUATION CRITERIA OF REPORTS AND DELIVERABLES

Each report deliverable shall be evaluated based on responsiveness to the Statement of Work. This includes depth of analysis, organization of report, clarity, consistency, cohesiveness, timeliness, quality of workmanship and responsiveness to Global Bureau direction/comments.

GHANA

OVERVIEW

Educational System

Following independence, free and compulsory education to primary school-age children was provided by the Education Act of 1961 and during the 1960's, Ghana earned the reputation for having one of Africa's most advanced educational systems. In the late 70's and early 80's, state control and mismanagement left the economy and social sectors in shambles.

Spending on education declined from 6.4 percent of gross domestic product in 1976 to only 1.5 percent in 1983. Enrollment rates declined and large numbers of trained teachers left the profession to work abroad. The system deteriorated to the point where only 10 percent of primary school children had textbooks and only half of the primary school teachers had been trained to minimum standards (USAID/Accra. Country Overview, 1996).

In 1990, the literacy level of the population had declined to 60 percent (World Bank Development Data Book, 1995). Primary level enrollment rates in 1991 were at 77 percent, while secondary level enrollment rates had dropped to 38 percent. Although the formal education system entitles students to nine years of basic education (6 years of primary and 3 years of junior secondary), approximately 30 percent of the eligible school-age children are not currently enrolled. Further, the educational resources are inequitably distributed in favor of the southern half of the country. At the time IEQ began in Ghana in 1991, school buildings were in disrepair and the four universities and 38 teacher training colleges suffered a shortage of faculty and other resources.

In 1971, the national government established a policy of using the local languages as the medium of instruction from grades 1 through 3. English was to be introduced as the medium of instruction from grade 4. However, Ghanaians speak at least 73 languages as their first language. About 44 percent speak one of the Akan languages (including Twe and Fanti); about 13 percent speak Ewe, and 8 percent speak Ga-Adangme-Krobo. Only 7 percent speak English as a second language. (Ethnologue, 1992). Consequently, the system faces shortages of teachers who are trained to teach in the maternal languages and shortages of books written in the various languages.

The Economic Reform Program, begun by the government in 1983, provided the foundation for increased democratization and free-enterprise. As the public sector becomes more accountable to local communities, reforms are also evident within the Ministry of Education. Management is

Ghana, located along the South Atlantic Ocean in West Africa, is home to about 17 million people, 70 percent of whom live in the rural areas. (1994, World Bank Atlas, 1996) A former British colony, it declared its independence in 1957. Within this country, about the size of the United Kingdom, live 100 different ethnic groups, most with their own language and culture. With a gross national product per capita of \$430, Ghana is one of the poorest country in Africa. (1994, World Bank Atlas 1996).

decentralizing to the district level, the need to improve the qualifications of the public school teachers is being addressed, and student achievement testing is being institutionalized.

USAID Involvement in the Education Sector

USAID/Accra has provided substantial support for the reform movement in the educational sector. The mission has listed "Improved Quality of Primary Education" as Strategic Objective # 3, under "Encouraging Broad-based Economic Growth." The principal activity is the five-year Primary Education Program (PREP) begun in 1990. This \$35 million project contains non-project funds (\$32 million) for direct education budget support and \$3 million in project funds.

At the time of the Improving Educational Quality (IEQ) evaluation, completed PREP-Project activities included the design and application of criterion-based tests in English and mathematics for "primary school leavers" in primary (grade) 6; in-service training for 30,000 primary school teachers; printing and distribution of text-books to 1.8 million school children; and implementation of an equity improvement plan in the central region.

Country Selection

The selection of Ghana for the IEQ Project represented a combination of factors. IIR made an initial trip to a number of African countries to explain the purpose of the Project and invite United States Agency for International Development (USAID) missions to participate. USAID/Accra was receptive to being included in the IEQ Project because it came at a time when the Mission was very interested in evaluating the extent of the impact of PREP activities in primary classrooms. IIR and AID/W concurred in the selection of Ghana, as the country met the three selection criteria listed in the IEQ contract: USAID mission interest, host country engagement in educational reform, and research interest and capability within the country. Also, according to the Contracting Officer's Technical Representative (COTR) in the Agency for International Development /Washington (AID/W), Ghana was a stable Anglophone country, which would complement the chosen Francophone country.

IEQ IMPLEMENTATION IN GHANA

Introduction—Getting Started

In September, 1991, AID/W and the Institute for International Research (IIR) signed the core IEQ contract. By August 1992, USAID/Accra had agreed to participate in the project. In October 1992, negotiations were completed with the Ministry of Education and the University of Cape Coast, the Ghanaian partner institution. The Memorandum Of Understanding (MOU) was signed in May, 1993 by five parties: AID/W; USAID/Accra; Ministry of Education, Ghana; University of Cape Coast (UCC); and IIR.

Project Purpose

The purpose of the IEQ Project, as stated in the MOU, was “to strengthen the capacity of Ghanaian researchers to conduct research on educational innovations that aim to improve student outcomes. The ultimate goals of the project are:

- to contribute to the capacity of Ghanaian researchers to conduct system research on student achievement and education practices; and
- to build a body of practical information that will assist decision-makers to allocate resources in ways that will enhance students’ opportunities for educational success.”

In addition to the goals stated in the MOU, Mission personnel had other expectations for the IEQ Project. The former Mission Education Officer remembered his interest in the IEQ Project as being more specific. At the time, the IEQ Project was proposed, data from the mid-term evaluation of PREP had revealed that some PREP schools had substantially higher scores on a number of indicators of student achievement. His vision of the research proposed by the IEQ Project was to target those schools for classroom observation to better understand the factors contributing to their success. The lessons learned from this exercise, he felt, would serve to inform the entire educational system.

Project Administration

Implementing Institutions

The two cooperating institutions for the IEQ project in Ghana are the Ministry of Education and the University of Cape Coast. They are assisted by an Advisory Board created for the IEQ Project. The following section describes the institutions, their responsibilities in the Project, and their principal activities.

The University of Cape Coast, located some 90 miles from Accra, expressed interest in cooperating with the IEQ Project. The university was rebuilding after the neglect and decline in the 1980's. At the time that Ghana was being considered for the IEQ Project, the University of Cape Coast was the only university with a Faculty of Education. Further, the Faculty of Education had recently established a Department of Primary Education, with responsibility for preparing future faculty for the Teacher's Colleges. USAID/Accra was providing budgetary support to the new unit and was supportive of the decision to select the University as the counterpart institution. The expectations were that IEQ research methods and findings could be institutionalized in the Department and subsequently widely disseminated throughout the educational system of Ghana.

The university leaders established a Centre for Research in Improving Quality of Primary Education in Ghana (CRIQPEG) to manage the IEQ Project in Ghana. The director of CRIQPEG is appointed by and reports to the Dean of the Faculty of Education and serves as the head of the Host Country

Research Team (HCRT). The current director was appointed to the position in the second year, after the first director was removed at the request of IIR.

The Coordinator retains her position as a faculty member and works half-time for IEQ. She supervises the work of 32 members, divided into seven teams. Each has a team leader and four to five members. All but one of the team leaders is on the faculty of the School of Education of UCC; the team members are graduate students. Faculty and graduate students apply for the CRIQPEG positions and are selected jointly by the Coordinator and the Dean of the Faculty. The teams work voluntarily on the project, receiving only reimbursement for their expenses.

CRIQPEG teams are responsible for the research activities within the schools to which they have been assigned. They conduct the research, which includes preparing and administering the instruments, organizing and analyzing the data, preparing reports, and sharing the findings with the teachers, Head Teachers, and Circuit Supervisors within their schools. They also share the findings within the University and at regional and national conferences.

Advisory Board

In compliance with the core contract, an Advisory Board was established for CRIQPEG. The 24 members represent all of the major stakeholders in the sector:

- Ministry of Education, Central and Regional offices (12 members);
- University of Cape Coast (4);
- Teacher training colleges (2);
- Parents (3);
- USAID/Accra (2); and
- The CRIQPEG Coordinator.

The Vice-Chancellor of the University of Cape Coast serves as the Chair of the Advisory Board, which he views as a partnership of the donors, parents, researchers and the government (through the Ministry of Education) in the implementation of the Project.

Inaugurated in April 1995, the Board has held at least six meetings to date. It has established several

committees, including a Technical Committee to review the CRIQPEG tests and a Development Committee to examine ways of funding the continuation of the CRIQPEG work.

The Chair of the Board explained, "The hope of the Advisory Board is to ensure the continuity of the Project in the face of the facts that the funds will be cut. We hope to buffer it (CRIQPEG) for a couple of years until the (government) reforms are squarely in place, within the University of Cape Coast, within the Ministry of Education, and in place in the classrooms in the form of newly trained teachers, using active learning, with adequate supplies and materials for all the schools, with improved learning...students learning on grade."

The composition of the Advisory Board is noteworthy for two reasons. First, the nomination of three parents to the Board was more than perfunctory. In a focus group meeting held by the evaluators with the full Advisory Board, the parents were active and respected participants in the spirited discussion. Second, since every major stakeholder in the field of education in Ghana is represented at the table, the discussions of CRIQPEG activities provide an unparalleled opportunity for discussion of issues of national importance. For example, a discussion of the need to provide further training for the Circuit Supervisors, so that they can more effectively supervise the teachers in the CRIQPEG schools, led to a discussion of the role of Circuit Supervisors in the entire system.

During the focus group, the evaluators asked why the CRIQPEG schools had been successful in obtaining textbooks, improved teacher attendance in the classroom, and parental involvement in the schools. The responses, while varied, underscored the increased accountability that all partners in the CRIQPEG schools now feel towards each other.

“The teachers know the CRIQPEG researchers will be coming to visit them.” “The CRIQPEG teams have talked with parents about the schools and the parent’s need to take responsibility for their children’s education. Therefore, the parents expect more from the teachers.” “Circuit Supervisors who participated in the training given to the teacher’s visit the schools more, so the teachers and Head Teachers are getting more support.”

A more far-reaching discussion then ensued over the question “How do you introduce accountability into the entire system?” One key conclusion that emerged was the need to define the role of the central government, through the Ministry of Education, as policy-makers and the role of the universities and teacher’s colleges as independent bodies with the legitimate role of research and independent commentary on the system.

Ministry of Education

The Ministry of Education is a strong supporter of the CRIQPEG activities. As the government counterpart for USAID’s PREP Project, they have been actively involved in the evaluation activities for PREP. Consequently, when IEQ was invited to participate in additional research efforts related to the government’s reforms, Ministry officials were consulted.

Ministry Officials are active members of the Advisory Board and report that the deliberations which take place in the meetings inform the policy discussions at the Ministry. Indeed, the dialogue at the Board meetings is perhaps the only opportunity for Ministry officials to have all the stakeholders at one place to discuss the types of issues being reported by the CRIQPEG team.

Ministry personnel have responded in a positive manner to the recommendations from the CRIQPEG teams. For instance, when the Phase I research reported that the new textbooks, distributed by the Ministry through its district offices, were not being used by the students, they listened, confirmed the conclusions and changed the policy. They are supportive of an ongoing project, similar to CRIQPEG, because they are aware of the need to continue observing the work in the classroom.

Expenditures to Date

The IEQ project has spent about \$1.5 million for the Ghana project. This makes it the leading recipient of funding of the core countries, with about \$850,000 for Guatemala, and \$ 0.5 for Mali from the core funds.

Project Activities

Introduction

The activities of the IEQ Project in Ghana are developed in conjunction with the IIR team assigned to provide technical assistance to Ghana. An annual work plan is prepared jointly by the IIR technical advisors and the CRIQPEG coordinator and reviewed with USAID/Accra. The CRIQPEG Coordinator, with her HCRT members, is responsible for the implementation of the work plan. Technical assistance to CRIQPEG is provided by a team of U.S.-based consultants who serve on the IIR team.

A full discussion of the Ghanaian IEQ experience was prepared by the University of Pittsburgh as part of its contractual obligations under the sub-contract with IIR.¹ The following discussion, then, summarizes the principal activities carried out by CRIQPEG over the life of the Project and provides the context for an evaluation of the effectiveness and impact of the IEQ Project in Ghana.

Initial CRIQPEG Research Focus

During the first year, according to IEQ, the HCRT research began classroom-based observations to focus on the type and amount of instructional materials available in classrooms and the pattern of utilization of the materials in English, mathematics, and science classes. In the second year, the focus of the IEQ research changed to studying ways to improve English language learning. This was due to the fact that the results of the criterion reference tests developed by PREP revealed that only 5 percent of the sixth graders had reached a passing level in English and in mathematics. In the third year, the research from Phase 2 was continued and ended with the post-test assessments after interventions had been introduced. Phase 4 is ongoing.

USAID/Accra viewed the IEQ classroom-based research activities as a way to further inform the mission about the impact of PREP on primary classroom education in Ghana.

The CRIQPEG team chose 6 schools in southern Central Region as the research sites. These sites provided easy access for the team members who could continue working or studying at the university while participating in the Project. This selection, however, did not address the interest of the USAID Education officer, who had argued for selection of successful schools throughout the PREP Project.

¹ The *IEQ Story in Ghana*. University of Pittsburgh, draft 1996.

Phase 1 Activities: July 1992 through September 1993

Research Question. What is the availability, source, and use of materials in the classroom? What are the implications of the findings for teaching and learning English, math, science and for subsequent IEQ research?

Methods. In February and March, 1993, CRIQPEG researchers spent 216 hours observing 18 classrooms (primary 1–6) in six schools in the Central Region.

In June, 1993 the findings were released. Teachers were not using the new PREP textbooks in their classrooms, for the following reasons:

- Books were not found in some schools because the Head Teacher lacked the money to travel to the distribution centers to pick them up;
- When the books were in the school, the head teacher and teachers were reluctant to distribute them to their students because they feared they would be held responsible for any books that were damaged or lost. In these cases, the books were locked in the Head Teacher's office or in the classroom storage closet; and
- Children were not permitted to take the books home to do homework.

In November, 1993, the team presented their initial findings at a national conference. The results, though apparently obvious, were startling to Ministry of Education officials responsible for distributing the textbooks. They countered with the argument that "The books had been distributed from Accra to the regional offices, therefore they are being used." With insistence from the CRIQPEG team that classroom observation had revealed contradictory evidence, the Ministry appointed its own committee to substantiate the findings. The CRIQPEG findings were confirmed and a year later, the Ministry changed the policy to:

- allow pupils to take their textbooks home without holding teachers accountable for lost or damaged books; and
- pay the transportation costs for head teachers to pick up their books at the district education offices.

While the research findings led to changes in Ministry policy, USAID/Accra was less pleased with the results, suggesting that a great deal of time had been spent but little new had been learned. The mission urged IEQ to "make IEQ more directly supportive of the work in criterion reference testing." (Sylvester. P.26)

At the end of the Phase 1 research, the team published its findings on the utilization of instructional materials in Ghanaian classrooms in the *IEQ Occasional Paper #1, Ghanaian Research Reports: Phase 1 Study*.

Phase 2 Activities: October 1993 through September 1994²

Research Question. In Phase 2, CRIQPEG's goal was to identify instructional strategies associated with improved English language competence. This focus was derived from the poor test results in English of sixth graders on the PREP-designed assessments tests. The importance of gaining competence in English was critical to a pupil's success in higher education, yet the test results and observations showed that little was being done in the classrooms to promote English language learning. This finding led USAID/Accra, IEQ managers and the Ghana CRIQPEG Coordinator to discontinue work on math and science and concentrate solely on English language learning. Examination of contextual dimensions was also added to the research design.

Methods. The teams established baseline data on pupil's English language proficiency. Technical assistance was provided to teachers in new strategies for teaching English, followed by a post-test to measure pupils' improvement in language proficiency. The number of schools included in the Project was increased from six to 14, and the Western Region was added.

In January and February, 1994, the CRIQPEG teams administered curriculum-based assessment tests to evaluate the English language skills of 1,000 Primary 2–5 students, in 56 classrooms from 14 schools in the Central and Western Regions. The curriculum based assessments, described below, were instruments developed by an IIR technical assistance consultant.

1. Oral language (3 tests): use of "functional phrases", such as "Good Morning"; comprehension of common classroom commands, and use of oral expressions.
2. Reading (3 tests): letter recognition and concepts about print; unaided and aided reading of frequently used words; and reading passages from textbook and answering oral comprehension questions.
3. Writing (3 tests): copying letters; writing own name; and writing words independently.

In addition, the teams observed teacher classroom behavior, pupil interactions with teachers and with each other; and conducted a series of interviews with Circuit Supervisors, Head Teachers, teachers, parents, and pupils. The CRIQPEG team designed the instruments for this evaluation, including observation forms for noting teacher behavior in the classroom, pupils interaction with teachers and with each other; as well as interview schedules for parents, teachers, and others interviewed.

² A complete description of all the activities undertaken for the research in Phase 2 is provided in Sylvester, Improving Educational Quality Project: Ghana. Preliminary Analysis of the IEQ Story in Ghana, pages 30–55.

The results of the research, available in September 1994, indicated that the children had not mastered the English language skills necessary for basic oral and written English communication at their grade levels, and that performance in all skills fell far short of general expectations of English mastery by grade 3.

After much discussion, and with the help of the technical assistance advisors, the team selected three interventions which they believed would result in improved English skills:

- increase the exposure to print;
- increase the opportunities to hear and practice oral English; and
- make all children successful learners (which translates to adjusting teaching to needs of slow, medium, and fast learners).

CRIQPEG divided the 14 schools with which they worked into two groups: intensive schools and non-intensive schools. The intensive schools received textbooks, teacher training, and immediate feedback following the team's monitoring and observational visits in the classrooms. The non-intensive schools received only textbooks and some feedback given during the periods of observation and monitoring. (USAID/Accra insisted that all 14 schools have textbooks which were being provided from the PREP, but the non-intensive schools received theirs late. By September 1994, some still had not received all their books.)

The seven teams spent a good part of their time in schools observing, evaluating, and monitoring. The exact schedule was impossible to extract, but the team told us that the assigned CRIQPEG team of 4 members each, spent about two weeks, twice a year, observing classes and pupils in the classes, and interviewing teachers and parents in all 14 schools.

In April and May 1994, a U.S.-based educational psychologist and education specialist trained key Ghanaian trainers - the research team, Circuit Supervisors, and Head Teachers in the intensive schools. Three Train-the-Trainer workshops were taught during the course of the project. The last was held in January, 1996. The trainers, in turn, trained the teachers in the new instructional strategies and materials. In addition to teaching the use of the textbooks, the teachers learned strategies for improving oral expression and reading comprehension. Specific techniques included:

- Oral expression: Encourage the use of English in and outside the classroom, puppets, jig saw puzzles, and poster-like instructional materials, and encouragement of teachers to use "functional expressions" ("Good morning" etc.) in English.
- Reading comprehension: labeling furniture and equipment in the classroom; using picture stories and flash cards; and increased teacher questions which ranged from yes/no questions to those which required thought.

Concerns were being raised by USAID/Accra officials about the delay in introducing practical solutions, like teacher training to improve pupil performance. The IEQ Project was beginning the second year of the Project and no interventions had been proposed yet. The then Education Officer at the mission, Dr. K. Habib Khan, is quoted as saying that “we already know what the problems are.” (Schubert: Doc #1019, Trip Report #19). This was confirmed by the IEQ evaluators in an interview with Dr. Khan in Pretoria, South Africa.

The difference in opinion between the CRIQPEG/IEQ team and USAID/Accra centered around the amount of time each felt needed to be spent on collecting more data on which to base decisions about interventions. USAID/Accra believed that enough was known about the problems to begin applying practical solutions. One IIR consultant noted that “The intervention(s) must be relevant to the actual needs of the teachers and the students...” Therefore, she concluded, additional data was needed to add “another dimension to whatever other data already exist on student performance and perceived problems...to provide a stronger rationale for the selection of the most appropriate interventions to try out.”

In Phase 2, the emphasis shifted to English language learning and “educational quality” became operationally defined as English language competence.” (Sylvester, p. 31). The defining questions of the research were:

- “What is happening with the textbooks in primary school classrooms?
- What factors affect oral, written and reading language learning?
- What were the pupils experiences with learning the English language? and
- What changes were necessary to enable teachers to use instructional materials effectively to promote English language competence?” (Schubert, Doc. #6321, Dec. 1994, p.4)

It appears that in making this decision, the research team overlooked a body of literature which concluded that becoming literate in the maternal language significantly enhanced a child’s ability to learn a second language. Later IEQ writings on Phase 2 activities noted that “ In Ghana, English is used as the language of instruction in P 4–P 6, whereas the vernacular is the language of instruction in P 1–P 3. Students must make a considerable transition between P 3 and P 4 and the stronger their English language learning skills in the early primary grades, the more success they will have in the upper primary grades. The poor results of the CRTs across the board in P 6, it was felt, reflected a general lack of understanding of the language of instruction.” (Sylvester, p. 30)

The findings of Phase 2 monitoring activities were shared immediately with teachers, Head Teachers, and Circuit Supervisors through continuous information feedback loop. First, immediately after CRIQPEG teams observed in the classrooms, they met with the teacher and her/his supervisor (sometimes including the District Supervisor) to discuss the observations. Teachers reported that these feedback sessions were invaluable to them as they attempted to introduce new instructional

techniques. The team also sponsored a series of day-long workshops at the University to encourage the teachers to exchange experiences, discuss teaching-learning problems, and seek solutions.

The CRIQPEG team also published the results of the curriculum-based assessment pre-tests in January, 1995, in *The English Language Proficiency of Selected Ghanaian Primary School Pupils: Ghana Phase 2 Research Report*.

Phase 3 Activities: October 1994 through September 1995

Research Goal. Phase 3 activities were a continuation of Phase 2. The research continued on English language teaching in the classroom. The team also explored differences in language learning between girls and boys.

Methods. Teams continued to monitor the classroom behavior and provide feedback to improve teaching performance. In July and August, 1995, the team conducted the post-test evaluation of the 1,000 students, in Primary 3 to 6 in the 14 schools, using the same instruments as in the pretest. A “critical design change” involved dropping students and teachers from the P 2 and adding P 6 teachers. Some suggested this was a result of pressure from USAID/Accra to focus on the why so few P 6 students were prepared for secondary education.

Activities focused on:

- curriculum based assessments in oral English, reading, and writing;
- continued observations of teacher classroom behavior, of pupils interactions with teacher and with each other; and
- additional interviews with circuit supervisors, head teachers, teachers, parents, and pupils.

The timing for the observations and interviews is not clear from the records. The researchers also worked on strengthening the feedback loop at the regional, school, and classroom levels by involving the Circuit Supervisors in stronger roles. Dissemination of results of the research was a key activity in this phase.

At the time of the IEQ evaluation work in Ghana (April, 1996), the final analysis and report on these data had not been completed. A draft version, entitled *Pupil Performance Assessment 2, March 1996*, provided preliminary insights on the impact of the interventions.

The final assessment of student achievement a year and a half after the interventions had been introduced indicated that:

- students in the intensive schools scored slightly higher than the students in the non-intensive schools; and

- scores on all tests were higher in 1995 than in 1994, for the same children.

Among the Primary 3 students, a comparison between the intensive and non-intensive schools, on most skill tests indicated little difference between students in intensive and non-intensive schools. The intensive students, however, were better in areas of oral expression, such as letter recognition and writing words on one's own. The non-intensive students were better in concepts about the printed work.

Among the Primary 6 students, a comparison between scores of the same children in Primary 5 (1994) and in Primary 6 (1995) on tests of reading and using passages from the grade 5 textbook indicate the following. On the first test (1994), only 24 percent had full mastery in reading and 4 percent in comprehension (as evaluated by giving answers to oral questions). On the second test (1995), using the primary 5 textbook, 62 percent had full mastery in reading and 17 percent in comprehension.

Dissemination of the results continued from the monitoring and feedback activities even though the program was being phased down. The work of the CRIQPEG team gained national visibility, however, through the work of the National Advisory Board which became active in April, 1995. Individual team members began publishing results and speaking at national conferences. The first CRIQPEG newsletter was published shortly before the evaluation and the coordinator was appointed to a national committee on curriculum.

Phase 4 Activities: October 1995 through September 1996

The research plan calls for a final evaluation of the children in the 14 schools for comparison with the results of Phase 3. Data were to be collected on pupil performance in February 1996 and final data collection was scheduled for April 1996. This had not been done, because as the Coordinator said, the "project is running out of money."

Findings and Conclusions

Project Goals

- *Was the choice of Ghana suitable for obtaining Project results?*

Yes. The choice of Ghana met the three conditions listed in the AID/W-IIR contract: mission interest, Ministry involvement in educational reform, and the availability of a research team.

- *Is there a clear understanding among the parties about the need to achieve broad project objectives?*

No. Disagreement on the broad project objectives surfaced during the implementation of the IEQ Project in Ghana between AID/W, IIR, and USAID/Accra.

IEQ was designed as a classroom-based research project which would engage in action research to discover the major problems that should subsequently be addressed through active interventions. The previous USAID/Accra Education Officer did not appear to have supported the IEQ methodology of using research as the basis for selecting actions designed to improve classroom teaching and learning. He believed that the PREP project had produced sufficient information on the problems of the educational system. He wanted answers to specific questions, such as why the students in grade 6 were failing their examinations, and he wanted solutions. At various points in the IEQ Project, he asked for a quicker introduction of the solutions. The current USAID/Accra Education Officer has a different view. He supports the IEQ model, and has said that it is a method for providing solid information on which to improve the system.

IIR, on the other hand, adjusted the research activities in Phase 2 to address the concerns of USAID/Accra, focusing on the English-language proficiency following the weak performance of the sixth-grade students on the PREP-designed criterion based assessment. Also, Phase 3 included P 6 students in an apparent response to the Mission's request to have more information on this population.

Project Management

- *Is the apportionment of responsibilities among the parties formulated in the most effective manner?*

Yes. Management responsibilities are, in general, clearly divided among the responsible parties in Ghana.

The IEQ Project is managed on a day-to-day basis by the Coordinator of CRIQPEG in Cape Coast, with support from UCC. The Director of IEQ for IIR provided assistance in preparing the annual work-plans and IIR consultants provide targeted technical assistance. The present USAID/Accra officers see their roles as brokers for the Project, facilitating project work both when the technical advisers are in country and maintaining contact with CRIQPEG when they are not.

At times, over the life of the Project, disagreements emerged about the role of the U.S. consultants in carrying out the research activities, as opposed to providing technical assistance to the team. For example, consultants were instrumental in preparing the research designs for Phases 2 and 3 (see Judy Sylvester, Page. 29). Report outlines were written, when the work from the CRIQPEG team was not forthcoming in a timely manner. U.S. based consultants prepared research reports independently of the CRIQPEG, based on the Ghana data. However, it should be noted, that the IEQ Project is a centrally funded project and the final responsibility for completion of activities lies with the U.S. contractor.

- *Were the best counterpart institutions chosen?*

The University of Cape Coast has capably implemented the IEQ Project, with support from the Ministry of Education.

Three factors were identified as major contributors to the successful implementation of the Project by the University of Cape Coast:

- committed leadership, in the persons of the Vice-Chancellor and the Dean of the College of Education;
- a capable Coordinator; and
- the selection of research team leaders and members with the appropriate skills and experience in primary school education.

The choice of the University of Cape Coast was excellent. First, according to the USAID project officer, it has been more involved with education than other universities. Second, UCC understood the benefits of having its faculty and students gain first-hand knowledge of primary school classrooms through the research activities. Finally, the UCC brought to the project a broad base of support. This was manifested in two ways: sound managerial decisions, such as the present choice of Coordinator, and breadth of resources for the research team.

The Project has received full support from the leaders of the University. They provided office space, administrative support, and a willingness to intervene to help solve administrative problems.

- *Was the HCRT formed as projected?*

The HCRT was formed in a timely manner and was the only team of the four evaluated, which met the USAID/W-IIR contract requirement of formation one year after the signing of the contract.

The Dean of the Faculty of Education identified a team of researchers who were not only interested in conducting research on primary education in Ghanaian schools, but were highly motivated to serve as resources and advisors to the classroom teachers. The team members focused first and foremost on the teacher and pupil in the classroom, and were committed to working in a *collaborative manner* with the Ghanaian educators (teachers, head teachers and supervisors), and U.S. consultants.

Teams have become personally and emotionally involved with the schools they serve, going so far as to spend their own money during Phase 1, to continue with the research activities. They have purchased equipment with their own money as a sign of commitment to the teachers. For example, one team installed two fluorescent lights in a basement classroom and provided a tape recorder for the school.

- *Could the HCRT take on the degree of innovative research that was expected?*

The HCRT, under the capable leadership of the current coordinator, has been able to complete the research requirements of the IEQ Project. They have engaged in the design of the instruments, conducted the field research in the classrooms, monitored the interventions, and prepared the research

report, while all the time completing their responsibilities as faculty members or graduate students at the university.

The HCRT is to be commended for exceptionally fine work with the classroom teachers during the monitoring and feedback phase of the project. The teams fully embraced the concept of observing the classroom in order to improve the learning taking place. They themselves attended the IEQ sponsored training sessions and trained, in turn, the teachers in their schools. While they collected information on the monitoring visit form, they used the information in a classic formative evaluation manner, feeding the information into the program for immediate program corrections.

- *Is the contractor providing adequate programmatic support for field activities?*

Yes. IEQ Ghana has used half of the technical assistance expenditures made available to the three core countries. The technical assistance provided to the team has been generous including information on and help with:

- action research;
 - research design;
 - pupil performance instruments;
 - data collection instruments;
 - data reduction and analysis;
 - preparation of reports; and
 - training in classroom methods and techniques for improving English language skills.
- *Did it require more technical assistance than was anticipated?*

The HCRT was very receptive to technical assistance. Perhaps because of this receptivity, it received over \$1 million in technical assistance, more than that made available to either Guatemala or Mali. It would appear that the technical assistance placed greater emphasis on qualitative research than on quantitative research. Nevertheless, the data from several research instruments could have been processed and analyzed more quickly had technical assistance on quantitative data been provided earlier.

- *Was the Advisory Committee established as projected?*

Although formed some two and a half-years after the Project began, the Advisory Board has provided strong support for the CRIQPEG Project. The work of the board has been a positive addition to the IEQ Project in Ghana.

The advisory committee was established in the spring of 1995, over two years after the inception of the project in Ghana, later than was projected in the AID/W-IIR contract which stipulated that an Advisory Board be established "once the participating countries have been selected." However, the Board represents nearly all the stakeholders in the educational sector and is thus able to disseminate Project results to all interested parties quickly. It has become a forum for dialogue on national policy issues, as well as an advisory board for the CRIQPEG team.

- *Did the project document the rationales for choices made, opportunities and constraints encountered, and lessons learned?*

Yes. The Ghana Project has produced ample documentation of the process of IEQ in Ghana, through substantial trip reports from the technical advisors, from articles published in the IEQ newsletter, The Quality Link, and in the Research Reports published at the end of Phase 1 and Phase 2. Further, The University of Pittsburgh subcontractors provided a chronology of the project activities, giving some explanation for the decisions made along the way. This latter report was prepared from secondary sources and should be reviewed and edited by persons actively involved with the project in Ghana.

The report on Phase 3 activities, including the results of the post-interventions assessment has not yet been published.

IMPACT OF THE PROJECT

The Memorandum of Understanding for Ghana states that principal purpose of IEQ was "to strengthen the capacity of Ghanaian researchers to conduct research on educational innovations that aim to improve student outcomes." A second outcome stated in the MOU was to "build a body of practical information that will assist decision-makers to allocate resources in ways that will enhance student's opportunities for educational success." However, the IEQ evaluators found that IEQ is having an impact on a wider group of individuals and institutions than just the HCRT members. This section, therefore, will present findings on the impact of the project on the HCRT, followed by a discussion of the impacts on classroom instruction and pupil performance, parents and community members, institutions within the education sector, and on national policy makers. A discussion of follow-on activities and project sustainability follows. Finally, IEQ support of USAID/Accra's Strategic Objectives will be discussed.

Impact on the Host Country Research Team

- *What has been the impact of the IEQ Project on the research team in Ghana?*

The team members have refocused the way in which educational research is done in Ghana. "Prior to the IEQ Project," observed the Vice-Chancellor of the University, "it was not uncommon for research on educational issues to be based solely on theoretical assumptions about what was and should be

happening in the schools. The underlying premise of the IEQ work was that classroom observations should form the basis for national discussions about educational reform.”

The IEQ activities provided the structure for faculty members and the CRIQPEG graduate students to systematically engage in classroom observation, aided by technical assistance. In addition to building the capacity to collect data at the classroom level, the CRIQPEG team has gained experience in designing protocols for pupil and classroom observation.

One of the most important lessons the team has learned is the value of formative evaluation to improve project activities. Simultaneously, they learned that the results of research do not have to be taken from the research site and codified in formal research reports to be of value. Indeed, immediate feedback of information can be of immense importance in affecting change. This lesson was learned from the monitoring activities in Phase 2, in which teams observed the teachers’ ability to use the interventions and reported their observations to the teachers and the supervisors immediately. The classroom teachers identified the university research teams as resources, willing and able to provide concrete assistance which has improved classroom teaching.

The new knowledge gained about the realities of the Ghanaian schools is being immediately used in the university classroom by the CRIQPEG leaders, resulting in better prepared teachers. During the Phase 2 activities, the CRIQPEG team members were trained in new-to-Ghana instructional strategies, which they are using in their university classrooms.

Impact on Classroom Instruction and Pupil Performance

■ *How has the performance of the teachers changed?*

Teachers in the intensive schools have learned variety of new instructional techniques. In a focus group with teachers,³ they described several which they have adopted for their classes. They mentioned the value of making sure that the children speak English outside of class; teaching reading, not only through “look and say” methods but others, including phonics; keeping track of their progress on charts; using puppets, games, work cards, group composition writing, story telling from pictures, oral debates, flash cards, a “video box” for phonic work, children’s written stories; and labeling everything in the classroom (difficult at times when the teacher must remove the labels to accommodate another teacher using the same classroom).

One team member said “I have learned a lot. I had the opportunity to get to problems that existed in the classroom and I learned observation techniques, interviewing techniques, and report writing.”

³ Although schools were closed for the vacation, the CRIQPEG coordinator was able to arrange for a group of teachers to meet with the evaluators for a focus group.

Teachers in the non-intensive schools were equally enthusiastic. Although they had not received training, they were receiving the assistance from the CRIQPEG in the form of monitoring and feedback. They were thrilled to be included in the project, saying that “it was responsible for making sure that they had textbooks.”

The teachers praised the presence of the books, for many reasons. Teacher’s comments follow:

“Before, the children had to try to read from the blackboard, and it was hard for them to see. And when the children did have a book, they could not use it because they were not accustomed to reading from a book.”

“The biggest single impact of the IEQ Project,” said a Ministry Official, “is that textbooks are in the hands of all the students in the CRIQPEG schools.”

“We can cover much more material now. Before, when we had to write on the chalkboard, it would take us three weeks to go through a unit. Now we can do it in a week.”

“The books are stimulating to the children. They ask more questions. We follow the suggestions from the teachers manual, telling the story, using rhymes and recitations.”

The Advisory Board mentioned other benefits. Said one board member,

“The teachers and students work harder. There’s prestige to being included in a project, and besides people are coming to see if the teacher is teaching.”

Further, the vocabulary of the teachers/head teachers and circuit supervisors about education has changed. Teachers and supervisors describe the school as a place of teaching *and* learning. It is not enough to impart knowledge; the children must show evidence of learning.

- *Did IEQ identify and implement suitable quality-related interventions in classroom instruction?*

Phase 1 research results led to the Ministry of Education’s intervention on the policy of textbook distribution and use by students. The research results did not appear to lead to any classroom-based interventions.

Research emanating from the USAID PREP Project revealed the lack of reading comprehension in English among the P 6 students, which led to the IEQ Phase 2 activities. Additional testing from IEQ, based on a curriculum-based assessment, rather than the criterion-based assessment used by PREP confirmed the findings.

IEQ then adopted a series of strategies to improve the English language proficiency of the students. Because CRIQPEG was building consensus among the team and the teachers, the innovations evolved. According to Project records, at first they seemed to be

- using textbooks in the classes
- training teachers
- using more English throughout the day, in grades 2-5

Later the team added

- increasing exposure to print.

These strategies are suitable answers in terms of the narrow way in which the IEQ managers framed the question: "How can we improve the teaching of English?" More effective innovations could have been arrived at if the question had been: "How can we improve the teaching of English as a second language?" or better yet: "What can we do to give the student the cognitive and academic basis he needs in his first language in order to construct the second and foreign language?"

Extensive research on the use of maternal languages in second language learning situations has confirmed that teaching the academic skills in the first language greatly improves a child's ability to learn the second. Further, the language policy adopted by the Ministry of Education is based on this body of knowledge. It would appear that IEQ and its technical advisors overlooked the importance of this information in recommending the intervention strategies.

The misdiagnosis of the appropriate interventions may be due to the fact that the consultants providing technical assistance to the Ghana project were not specialists in the field of second-language learning. A specialist in the field from the University of Pittsburgh worked on the same problem in Mali, where children are learning to read in their maternal languages and learning French as a second language, yet he was brought to Ghana to work with the team. Consultations with him on this subject might have changed the types of interventions offered through CRIQPEG or have informed the CRIQPEG team members about the research on the subject. Instead, Ghanaian team members who do not know the research were suggesting to the IEQ evaluators in a focus group meeting that the government's policy on using maternal languages as the language of instruction should be changed.

- *Were suitable assessment methods developed to test the effectiveness of the newly introduced innovations?*

Some of the assessment methods are suitable, especially those for evaluating English language reading skills in context. One suitable reading test requires "reading" (which probably means pronouncing from print) from the textbook and then answering oral comprehension questions. Another so-called reading test is questionable. It requires children to identify, with or without the examiner's help, "high frequency" abstract words in a decontextualized list. This task is very difficult

for all learners because the so-called high frequency words, such as “the” and “a” are “function” words serve grammatical functions and do not carry the kind of content which make them easy to remember. (To her credit, when this point about the importance of context was raised with the CRIQPEG coordinator, she said that the Advisory Board had raised similar objections.)

- *What has been the overall impact of the Project on students?*

The evaluation team visited Ghana during the regular mid-year vacation so they were not able to visit classrooms to observe and talk with students. However, from other sources they found evidence that the IEQ project was benefiting students. What they clearly found to be true is that many people believe that it is.

In the July and August 1995 assessment testing, there were many indications that the students were improving in their English language skills. The draft Pupil Performance Assessment (3/96) contains the following:

- The students did better in the tests of all the English language skills than they had when tested in 1984;
 - Almost 80 percent of the teachers interviewed believe that their students have made good progress in spoken English, over 80 percent in reading, and over 70 percent in writing; and
 - Many parents observed improvements in their children’s reading and writing of English. They said that students make an effort to read their English textbooks at home.
- *Did the Project succeed in understanding how and why classroom-based interventions influenced pupil performance?*

No. So far, CRIQPEG has not been able to specify which interventions have made a difference in pupil performance. Is it the textbooks, the monitoring, or the teacher training? The evaluation team hypothesizes that it is the presence of textbooks in the classroom and the attention from the team which are making significant differences in pupil performance—not the training in classroom methodologies which the intensive schools are receiving. The 1995 test scores indicate that all pupils had improved their English language skills somewhat, and that there were not many differences between pupils in the intensive and non-intensive schools. However, to gather further evidence to prove or disprove this hypothesis, CRIQPEG would have to evaluate children for at least another year. They had planned to test again in 1996, but had delayed because of “running out of money” in the words of the CRIQPEG coordinator.

- *Did the project develop a process whereby findings from classroom research are used by the classroom?*

The most effective technique employed by the HCRT was the systematic monitoring of the teachers' use of the intervention strategies. They did this by observing the classroom for an extended period of time, and sharing the results of the observations at the end of each day with the teacher, and often with the Head Teacher and the Circuit Supervisor. This provided an alternate more effective use of the data, that the traditional academic report used previously as the vehicle for reporting the results of research.

Institutional Impact

The University

The Vice-chancellor of the University of Cape Coast, and Chairman of the Advisory Board, said that "CRIQPEG has been "a blessing to us. It's starting an educational reform, when we were concerned about quality erosion." The project has helped faculty and students get involved in primary school classrooms. The gown has come to the town. The research team is working in the classrooms, breaking down barriers in the way in which the university faculty conduct research."

Further, the research has revealed information that can be acted upon. The inability of the pupils to read is the single factor contributing to the erosion of quality of education in the schools." The Acting Director of the new division of basic education said that in bringing research to the classroom it is bridging the gaps between the university and the school system. "We will be able to produce effective teachers, and the school learning culture in both institutions (the University of Cape Coast, which prepares teachers for the 38 Teachers' Colleges and the Teachers' Colleges which prepare primary school teachers) will give opportunities for all children, slow, average, fast learners, to learn."

The way in which research is conducted has changed. Faculty and graduate students are getting real-life experience about what is going on in the classroom. This information is invaluable as it feeds directly into the newly created Primary Education Department at the university, which is responsible for training new teachers for the Teachers Training Colleges. "These are the graduates who will go into the classroom, so the curriculum is being reformed as we go along."

Community

Parents of the students in the 14 schools are more active in the running of the school, in their children's education, and in their interactions with the teachers and administration. A Ministry official said that CRIQPEG has demonstrated how parents can support their children's learning, and

CRIQPEG has demonstrated how parents can support their children's learning, and when the parents realized the importance of their support, learning improved.

that when the parents realized the importance of their support, the learning improved. One member of the Advisory Board said that CRIQPEG "has created a sense of ownership in the schools, by involving parents, inviting them to schools, and finding the time to visit the homes." Another member of the Advisory Board, a parent, said that "with the books the parents can help the children."

A teacher at a rural, non-intensive school said they have had problems with the parents. (The problems often come because the parents cannot afford the 3,000–6,300 cedis—\$2 to \$4—fees they are required to pay to the municipal district office or for sport activities. And, although the school does not insist, the child and parents are ashamed, and the child drops out of school.) However having the “resource” team come has helped because the team has interviewed the parents and brought them closer to the school. (The term the teachers used to describe the CRIQPEG team was “resource”—not “research.” This description of the CRIQPEG team seemed to the evaluation team to aptly describe what the teachers at this particular school felt they were receiving from the CRIQPEG team visits.)

Ministry of Education

Circuit supervisors, who have held the posts for many years, have traditionally been the Ministry of Education’s representatives outside the city. The supervisors were included in the CRIQPEG training and in the monitoring visits. They are becoming more interested in finding ways to help the head teachers and teachers for whom they are responsible. It appears that they are visiting their schools more regularly and with greater frequency. A circuit supervisor whose school is an intensive school said that she had learned a lot, and would recommend that all circuit supervisors be involved with the IEQ. She stated that she had learned through the training, discussions with the other circuit supervisors involved, and the head teachers, and with the UCC team leaders “who are always with us when we visit schools.” Most useful has been the workshops helping with reading comprehension, listening comprehension, and writing. Other circuit supervisors working with the seven intensive schools agree. They believe that there has been an improvement in their interaction with teachers and schools as a result of their work with IEQ (Pupil Performance Assessment, draft 3/96).

Others have noticed the change and renewed dedication to their work. According to an Advisory Board member, the circuit supervisors are now more involved. They give training and they visit more often, now that they have been equipped to do it (by receiving the training).

Almost half of the members of the Advisory Board are officials or staff of the Ministry of Education or its affiliate, the Ghana Education Service. Based on the general enthusiasm for the project, the evaluation team has concluded that the IEQ project is having an impact on them. However, it is too early to say whether or not it is succeeding in the second “ultimate” goal of the IEQ project, as stated in the MOU of May 1993, “to build a body of practical information that will assist decision-makers to allocate resources in ways that will enhance students’ opportunities for educational success.”

Advisory Board

The Board serves in a liaison role between CRIQPEG as a project and the Ministry of Education. Although the members did not state this, the evaluators observed in the meeting that the board members, with very different points of view, were given allowed to express their differences about how to help CRIQPEG and the schools. (The differences in that one meeting included different views on past school policy on textbooks, methods used to teach reading, and attitudes of teachers.)

National Policy

- *Has the project influenced the way in which policy makers use research results to formulate educational policy?*

While IEQ targets its impact at the classroom level, there have been some broader education policy impacts growing out of the project. This report referred earlier to the change of national policy on textbooks. This change was manifest in two ways: teachers are no longer held accountable for damaged or lost books and transport is provided for head teachers to collect the books at the district offices.

The IEQ project helped people see that the children were not learning, and gave them information about what to do about it. The project communicated this information through three national level conferences (1992, 1993, and 1994), and thereafter through meetings of the broadly representative Advisory Committee.

Educational Community Beyond Ghana

The CRIQPEG Coordinator has shared information about the IEQ project in Ghana through her participation in meetings of the Comparative International Education Society in the U.S. (1994, 1995, and 1996).

A ministry official told the evaluation team that the CRIQPEG Coordinator is responsible for shaping the course of basic education for the next ten years in Ghana and that the committee has included CRIQPEG research in its plans. This plan is called Free and Compulsive Universal Basic Education (FCUBE), part of the ten-year sector plan for Ghana, financed through a consortium of donors led by the World Bank.

Project Sustainability

The evaluation team did not learn of any follow-on activities that have been agreed to as yet. All the people the evaluation team met are very enthusiastic and supportive of the project. They are struggling to come up with ways of continuing CRIQPEG work. The Advisory Board believes that the CRIQPEG model for introducing change is a good one, but realizes that it is difficult to implement on a larger scale because of the resources required to do such intensive monitoring. They have made various suggestions:

- add 12 nearby schools, for a total of 26, and continue the work out of CRIQPEG at UCC (Project Director, PREP);

- go to 36 schools in the central and western states, then gradually increase the number in those states, using the same number of team leaders and members, thus diluting the frequency of the visits to schools (UCC Vice Chancellor);
- train the circuit supervisors and let them take on the training and monitoring functions of CRIQPEG (A circuit supervisor).
- replicate in another university in another area (Member of Advisory Board);
- use some of the elements, such as involving parents. Literate parents could help illiterate ones. (Parent on the Advisory Board.); and
- could do another project, such as training teachers in use of instruments for continuous assessments (CRIQPEG Coordinator). (Teachers are responsible now for marking every child once a week in nine subjects, giving that mark in percentage points. With 25 to 60 students in their classes, it is no surprise that teachers want help with this onerous task.).

So far, they have not decided on a course to take, and are probably waiting for decisions from the funding source. (See question below.)

- *Will the HCRT have an ongoing life after the end of the present contract?*

USAID/Accra believes CRIQPEG could not continue without external funding. They have given signs that they may be able to continue some funding in the future.

- *At the conclusion of the contract, what will the contractor leave behind that can be expected to have an ongoing life?*

The evaluation team can speculate that even without the continuing of CRIQPEG as an institution, various skills and attitudes will remain with the participants. CRIQPEG's skills in quantitative and qualitative research will remain, especially if the team members have the opportunity to use them. The faculty of the University of Cape Coast will remember the importance of classroom experience for future primary teachers and will seek out opportunities for their students. The parents of children in the seven intensive schools will expect to be included in future school activities involving their children. Some Ministry and UCC officials will remember that, in the words of one Ministry official, education research can lead to action, not just reports for the library shelf.

Support for USAID Strategic Objectives

In Ghana, the IEQ Project has provided support for USAID/Accra's activities in support of the educational reform movement.

To the extent that IEQ helps provide local community increased access to the control of their children's school, it has promoted democratic governance and built democratic institutions, in support of the Strategic Objective "Building Democracy." Further, an unintended consequence of the IEQ Project is the building of a community of interested stakeholders around the pilot schools. Parents are emerging to accept oversight of their children's schools, individually as interested and concerned users of the schools, and as organized PTA associations both supporting the schools financially, and as friendly adversaries, challenging the schools to do better. The teachers have become more willing to view the parents as co-participants in the education of their children, as active lobbyists to joint with them in requesting the resources from the District offices and central ministry.

Further, the CRIQPEG team has built an independent mechanism to hold the Ministry of Education accountable to the communities for the performance of the government in service to the people.

CONCLUSIONS

Successful Implementation and Strong Impact

The University of Cape Coast has successfully implemented the IEQ project in Ghana. Contributing to the success have been the commitment of the University Vice-Chancellor and Dean of the College of Education, the excellent management skills on the part of the Coordinator of the Center for Research in Improving Quality of Primary Education in Ghana (CRIQPEG), and the interest and motivation of an unusually broad-based research team. The Institute for International Research has provided consistent technical and ample assistance, and the USAID mission has provided adequate support throughout the first years and enthusiastic support in the final years of the project.

CRIQPEG has provided a model of a collaborative process for initiating changes in the educational system by bringing university teachers and students into the classroom, studying interactions within the classroom and changes in student achievement, and by enlisting the cooperation and support of parents, teachers, and supervisors. Moreover, the research monitoring and immediate feedback have helped even the teachers in the "non-intensive" schools believe that both their teaching and the students' learning was improving.

Thus, the IEQ Project in Ghana has contributed to the two ultimate goals cited in the Memorandum of Understanding of May 1993:

- to contribute to the capacity of Ghanaian researchers to conduct systematic research on student achievement and educational practices; and
- to build a body of practical information that will assist decision-makers to allocate resources in ways that will enhance students' opportunities for educational success.

Ghanaian researchers have indeed developed their capacity to conduct systematic research on student achievement and education practices. Furthermore, officials at the University, teacher training colleges and the Ministry of Education have become convinced of the importance of classroom based research. It is difficult to point to the "body of practical information" developed in this project in Ghana, but the evaluation team believes that much more important at this stage than the preparation of expert research reports is the experience on the part of the part of the educational community which has supported and enhanced the CRIQPEG project.

Issues

However, there are two issues which the evaluation team must address within its generally very favorable conclusions for this project in Ghana. They concern:

1. the interpretation of the nature of the educational problem; and
2. the problem of "going to scale," ie increasing the number of schools beyond that in the pilot model used in Ghana.

Interpretation of the Educational Problem

When the IEQ planners looked at the low grade 6 tests, they concluded that the problem lay in English skills, and that the solution would be better and earlier training in English. In doing so they overlooked two important matters: the actual policy of the Ghanaian government concerning language in education and international research on language use in education. The Government of Ghana policy is to educate children in the local languages through grade 3. This policy is not implemented because of the lack of attention given to production of materials in the local languages and training for teachers in their use. By focusing on early training in English, the project inadvertently subverted the government policy, and encouraged some educators to believe that the policy was incorrect. A CRIQPEG team member told one member of the evaluation team that CRIQPEG should work to change Ministry policy in ways beyond the use of textbooks. When questioned as to what other policies CRIQPEG should help change, he cited the local languages policy for the early grades. Second, the IEQ planners overlooked the large body of international research and experience which has found that children learn the cognitive and active skills necessary to succeed in school in a second language, when they have had a strong foundation in those cognitive and academic skills in their first language, or mother tongue. In other words, other educators would have concluded that what needed strengthening was the education in the mother tongue, along with better instruction in English. (For an excellent exposition of this research conclusion see the Executive Summary of *Teaching and Learning in Ghana*, prepared under the PREP by Richard J. Kraft, University of Colorado, June 1994).

When the evaluation team brought up the issue of developing the second language before developing a good academic foundation in the first, several University and Ministry officials showed awareness of the problem; two cited the good results of the six-year Yoruba project in Nigeria. (Reference: Babs Fafunwa *Education in Mother Tongue: The Ife Primary Education Research Project*, 1989).

Going to Scale

The Ghanaians involved in the IEQ project, and the USAID/Accra mission, consider this project a great success. However, it is important to remember that it has been a great success for just seven schools, or to stretch it a bit, for 14 schools—in a country with about 12,000 primary schools. The project has been very labor intensive. For just one school, monitoring alone for one year represents 480 hours of CRIQPEG time (4 team members × 6 hours × 10 days × 2 times a year), not to mention the time spent on pupil performance evaluation. Replicating that is clearly impossible in any but a small number of cases.

When the evaluation team raised this issue, the Advisory Board and USAID showed that they were very well aware of the problem. They responded with suggestions for extending the coverage of the CRIQPEG work in a more feasible manner:

- phasing in more schools within the area of the University of Cape Coast;
- adapting the experience to other universities or teacher training colleges in other areas; and
- using the circuit supervisors to do much of the training and monitoring work.

RECOMMENDATIONS

To the End of the Project

The CRIQPEG team should:

- complete the draft report of the second assessment (Phase 3) so that the research findings can be easily understood;
- share their work with their IEQ colleagues from other countries, particularly on their work with the Advisory Board; and
- undertake the third assessment which was planned for spring 1996, but at the time of the evaluation had been postponed because of lack of funds.

This third assessment will show that student ability in the comprehension of the English language has indeed improved as much as so many who are involved in the project believe. It will offer an opportunity to show differences in student achievement in the intensive schools (whose teachers had received training) and the non-intensive schools (whose teachers had not received any training). Furthermore, it will give the group one more chance to practice their research and dissemination skills under this project funding.

In a Follow-on Project

USAID/Ghana should:

- continue to support CRIQPEG as an institution which has proved its utility;
- consider issues of replicability over a larger scale, using a model which is not as intensive but preserves the same elements of research, monitoring, information dissemination, and teacher training;
- publish materials and provide training in the local languages in situations where this approach is feasible, using as criteria for feasibility: homogeneity of local languages, availability of teachers who speak that language, availability of other written materials in the language; and the support of the community; and
- balance the research component of the project with training for teachers, head teachers, and circuit supervisors in all schools involved.

GUATEMALA

OVERVIEW

Education System

In 1990, the literacy level of the population of Guatemala was only 55 percent (World Bank Atlas 1996). The school system consists of several levels: preschool, 1 year; primary school, 6 years; secondary school, 3 years followed by vocational school, 2 years, or intermediate school, 3 years; and the university, 6 years or more.

Primary enrollment is 79 percent and secondary, 28 percent (1991, World Bank Development Data Book 1995).

Guatemala is a country of about 10 million people measuring 42,000 square miles, about the size of the state of Ohio (World Bank Atlas, 1996). It is one of the poorest countries with the Western Hemisphere, with a gross national product of \$1,190 per capita (1994, World Bank Atlas 1996). About 60 percent of the people live in rural areas; many of these people are "indigenous," or persons from a Mayan language and cultural background.

About 50 percent of the Guatemalan population are Mayan Indians who speak one of 22 indigenous languages as their first language. The government language education policy is to encourage, in the indigenous areas, the use of the mother tongue in the early grades, with a gradual transition to Spanish, similar to the language policy in both Ghana and Mali.

USAID Involvement in the Education Sector

The Minister wanted the IEQ research to consist of formative evaluation of one component of the Basic Educational Strengthening Project (BEST), 1989–1996. That component was the New Unitary School (NEU), a program of active learning and community involvement for multigrade schools. It was modeled after the successful Nueva Escuela (NU) program in Colombia. Its director, and catalyst, was one of the founders of the Nueva Escuela in Colombia, hired for Guatemala under the BEST project. The NEU program is in two of the eight educational regions in Guatemala, Region II (with the departments of Alta and Baja Verapaz) and Region IV (with the departments of Jalapa, Jutiapa, and Santa Rosa). During the first three years of the BEST project, the NEU program within the BEST consisted of 100 schools; in the final two years, its scope within the project has been expanded to 200 schools.

Country Selection

In 1992, the Improving Educational Quality (IEQ) Project Director and the Deputy Director visited three Central American countries whose United States Agency for International Development (USAID) missions had expressed interest in participating in the IEQ project: Honduras, El Salvador,

and Guatemala. The Honduras mission chose to incorporate educational research under its ongoing project. Of the two countries remaining, the IEQ directors thought El Salvador the better fit: there was strong mission interest; there was a research institute in place; and the Ministry wanted to look at the schooling efforts in conflictive areas and to figure out how to bring reform into these areas. They were convinced that results from the IEQ research would result in information useful to other countries emerging from conflicts. However, the Agency was making about \$25 million available to the mission in El Salvador so AID/W thought it was prudent to consider Guatemala instead.

They found Guatemala attractive for two reasons: The then Minister of Education wanted to use the IEQ resources to establish a research unit within the Ministry; and the Minister wanted to use those IEQ resources within the Ministry to evaluate a newly organized program in the primary schools, called the New Unitary School (NEU), just being initiated under a new USAID/Guatemala primary education project.

IEQ IMPLEMENTATION IN GUATEMALA

Introduction—Getting Started

In September, 1991, AID/W and IIR signed the IEQ core contract. In June, 1992, the Institute for International Research (IIR) entered into a contract with Juarez and Associates, giving the subcontractor primary responsibility for programs in Latin America and the Caribbean. By January 1993, USAID/Guatemala and the Ministry of Education in Guatemala had agreed to participate in the IEQ project.

In April 1993, the four parties, AID/W, USAID/Guatemala, the Minister of Education, and IIR, signed a Memorandum of Understanding agreeing to cooperate in undertaking a program of studies to improve educational quality in Guatemala through the IEQ Project. The purpose of the IEQ Project was “to strengthen the capacity of Guatemalan researchers to conduct research on educational innovations that aim to improve student outcomes.” The ultimate goals of IEQ are:

- to contribute to the capacity of Guatemalan researchers to conduct systematic research on student achievement and educational practices; and
- to build a body of practical information that will assist decision-makers to allocate existing resources in ways that will enhance students’ opportunities for educational success.

Project Administration

Implementing Institutions

IEQ in Guatemala cooperates with the Ministry of Education at the central level and the two regional education offices. Initial plans called for the establishment of a research unit within the Ministry of Education, which would serve as the counterpart institution. This Ministry research unit was not established, due to the 1993 coup which changed the government, and hence the Minister. The new Minister, though interested in the IEQ project, did not establish the research unit.

The project hired as the IEQ Coordinator a professor from the del Valle University who had just returned from the University of Texas with a Ph.D. degree in educational psychology. She works full-time for the project, and continues to teach one course at the University, the only university in Guatemala which gives courses and a Masters degree in educational evaluation. She has a small core staff of one research supervisor, an accountant, and a secretary. A second research supervisor was not replaced when she left the Project in 1994. Over the last three years, the IEQ Coordinator has complemented the core staff with two part-time teams of five field workers who work on a nine-month basis in the two regions in which the NEU is operating. In Region II, where there are many speakers of the Mayan language Q'eqchi, all five field workers understand the language and three speak it well. The Coordinator has presented annual work plans.

Advisory Committee

Because of the change of Ministers, the project did not establish the Advisory Committee until September 1995. There are six members:

- the Vice Minister of Education for Technical Affairs;
- the Vice Rector of Landivar University;
- Dean of the Faculty of Education at the University del Valle;
- an Adviser for Education Projects, UNICEF;
- the Education Specialist from USAID/Guatemala; and
- the IEQ Coordinator.

They have since held three meetings to confer with and advise the Coordinator of the Project.

IIR Management

Juarez and Associates, an IIR subcontractor, is responsible for the providing technical oversight and technical assistance to the work in Guatemala. Budgeted at about \$1.2 million, at the time of the evaluation, the IEQ project in Guatemala had spent about \$850,000. This figure is more than that spent on Mali (\$0.5 million), but less than that spent on Ghana (\$1.5 million).

Technical Assistance

Because the Coordinator has a strong background in evaluation and in educational psychology, she and her assistants did not require much technical assistance. However, during one especially busy period, she hired short-term help for training field workers. Over the life of the project, the technical assistance has included help for:

- setting up the qualitative data base (Deputy Director);
- teaching qualitative research methodologies as part of capacity building to Ministry and UNICEF staff (Deputy Director);
- training field workers in survey research methodologies (short-term Guatemalan consultant); and
- helping set up a data base for the qualitative research, and visiting schools to see if capturing the right things (anthropologist, also short-term).

Project Activities

IEQ Focus

The focus for IEQ in Guatemala has been as a formative evaluation of the New Unitary Schools (Nuevas Escuelas Unitarias or NEU). Unitary schools are schools where there is usually only one teacher who is responsible for several grades. The NEUs represent a reform of the traditional schools (Escuelas Unitarias, or EU) which had been in existence for decades but which used traditional, teacher-dominated methods. They suffered from a lack of materials and attention from Ministry authorities. (There are about 3,000 EU schools out of a total of 9,000 public schools.)

The NEU is an active learning program with a curriculum designed to meet the needs of rural children. Some of its defining features are:

- cooperative work by students in small groups, often without the teacher;
- use of self-instructional student guides;
- use of libraries and special study corners for science, social studies and mathematics;
- student government;
- flexible system of promotion in grades 1 through 3; and
- activities that involve the school and the community working together.

Under the BEST project, the NEUs are functioning in two regions: Region II, where there are many children who speak only Q'eqchi when they come to school and Region IV, where the children and parents are mainly native speakers of Spanish.

For IEQ in Guatemala, the NEU is the intervention. The research may suggest ways to improve the implementation of the NEU, but it is up to the NEU Director, supervisors, and teachers to take action based on the recommendations of the study. It is not the responsibility of the NEU Coordinator and her team. In this way, IEQ in Guatemala is different from the IEQ experiences in Ghana and Mali where the HCRT is charged with examining the classroom research to propose interventions.

Year 1 Activities: School Year 1993

In the first year of the IEQ project, which was also the first year of the NEU program, the IEQ team tested children in grades 1 and 2 in 10 NEU schools and 10 EU, or traditional schools, in both regions. The number of children was about 500: 250 in NEU and 250 in EU. In addition, the IEQ team observed students in classes and interviewed teachers and parents.

The researchers developed and used the following instruments:

- reading tests for grades 1 and 2;
- mathematics tests for grades 1 and 2;
- a creativity test;
- a test for self-esteem;
- oral Spanish proficiency test (for the Mayan language speakers);
- observation schedules when observing students in class; and
- interview forms for use with teachers and parents.

The schedule was roughly as follows:

- student testing: twice, in February and September;
- observations in the classes: twice, in March and July;
- interviews with teachers and parents: twice, in March and July; and
- feedback to teachers: after each major test round, or about once a year.

The results of the evaluation that first year showed that in schools where the NEU program was well implemented, significant differences in test scores existed between the two student populations, with the NEU students scoring higher than the EU students. In addition, in the NEU schools, the percentage of dropouts was significantly lower than in the traditional EU schools.

Year 2 Activities: School Year 1994

In the second year, the IEQ team tested the same children as in the previous year, now in grades 2 and 3, as well as those who were repeating grade 1 in the traditional schools. Substitutes were added in the cases where children had dropped out of school. About 560 children were tested, roughly split between the NEU and EU schools. The researchers observed 235 children on three occasions for a total of three hours during the year. As in the previous year, they interviewed a representative sample of parents and teachers.

The schedule was similar to the previous year, except that the testing took place only at the end of the year in August and September.

The results of the evaluation showed that the great impact of the NEU program was on the socio-emotional behavior of the children. The children in the new, reform NEU schools cooperated more with their peers, provided more guidance to other children, and were more willing to talk and ask questions of adults than were their peers in the traditional EU classes. However, the behavior changes in the NEU students did not transfer to higher achievement. The tests found little significant difference between academic achievement between the NEU and EU groups. And, as with the previous year, the NEU retention rates were much higher.

Year 3 Activities: School Year 1995

During this year the team did two studies: the longitudinal study and a study of children in grades 4-6 in "complete" schools (schools which offered all six grades).

The longitudinal study examined the same children in grades 3 and 4 in the 10 NEU and 10 EU schools. The team used similar instruments to those used the preceding year, but dropped the test for self-esteem because it did not appear to be a reliable measure. The schedule was also similar for the third year.

The Coordinator has not analyzed the results of the third year of the longitudinal study. She decided to present the results as a combination of the results of the previous years, and it had proved a more timely task than she had anticipated. With the IEQ Deputy Director, she had agreed to a shift in priorities: to add a new study (on complete schools) to her program and to host a regional level conference). (See immediately below for more information on the study of the complete schools and under Impact for more information on the regional conference.)

The team, which was expanded to include the extra study, looked at students in grades 4-6 in complete schools, 30 NEU and 10 EU schools. The purpose of this was to determine what effect, if any, the NEU was having on children in the upper grades. (Note: typically in these multi graded classrooms, very few children reach the upper grades.) The design, instruments and schedule were similar to those of previous years.

Results of the tests in the complete schools study showed that in the schools in the region where students were largely Spanish-speaking, the NEU students had better thinking and communication skills than in the EU schools. However, in the schools where students were largely speakers of the Mayan language, there was no appreciable difference in the scores. (Up to that point, the NEU had made no special effort to use the Mayan culture or language in its curriculum.)

In terms of the teachers, the NEU were more confident than the others in handling all six grades, although like their EU counterparts they believed that teachers were more effective when they had to teach only two or three grades at the same time. The NEU teachers especially commented favorably on the "teachers' circles", a method whereby NEU teachers study self-instructional training modules along with their NEU colleagues.

Year 4 Activities: School Year 1996

The Deputy Director and the Coordinator had not planned to do longitudinal testing this year. IEQ activities include writing up the two studies of the previous year, and giving feedback to teachers and supervisors for both studies. The IEQ Coordinator completed the study on complete schools. In March, the IEQ team hosted a regional conference on educational quality. In April, she gave workshops on the results to teachers and supervisors in the two regions.

Implementaiton: Evaluation Questions

Project Goals

- *Was the choice of Guatemala the most suitable for obtaining project results?*

Since it had not been possible to establish a research team in Guatemala, the IEQ Director and Deputy Director said in retrospect, for the purposes of this project, they wished they had been able to work in El Salvador. However, the evaluation team found that Guatemala was an excellent and timely choice. The NEU program is a very important reform and the IEQ research provided the opportunity to monitor and improve the quality of the project during the initial stages. This was critical in view of the subsequent rapid growth.

Project Management

- *Is the apportionment of responsibilities among parties formulated in the most effective manner?*

Each party is clear about their roles: the IEQ Deputy Director, the IEQ Coordinator, and the USAID/Guatemala Education Specialist. The IEQ Deputy Director has provided consistent administrative backstopping and expert technical assistance, especially in qualitative research methods. The IEQ Coordinator knows that her role is to do the formative evaluation of the NEU program and to provide the findings of that evaluation to the NEU director, supervisors and teachers.

She knows that she is not to be charged with identifying new interventions or training teachers in utilizing those which the NEU Director or teachers have identified. Both the IEQ Deputy Director and the IEQ Coordinator have endeavored to build research capacity, through their courses to UNICEF workers and others. The Education Specialist at USAID/Guatemala was clear that USAID has no direct responsibility, that their role is to coordinate and to participate on the Advisory Committee. She was satisfied that the IEQ Coordinator had kept her informed of the project through visits and through her regular reports, but the Education Specialist wished that the IEQ project could have offered training to teachers when research indicated difficulties and that a unit of the Ministry of Education could have done the research, as planned at the beginning.

■ *Were the best counterpart institutions chosen?*

No counterpart institutions were chosen in Guatemala. As described earlier, the Ministry of Education did not establish the agreed upon research unit, which was to serve as the counterpart institution. The closest institution to a counterpart would be the University del Valle for two reasons. First, because the Coordinator has a continuing association with the institution, and second, because in the last year of the IEQ project, IEQ/Guatemala signed an agreement with the University to move some of the IEQ activities to the University. This 30-year old university has a long history in educational evaluation, according to the founder, who holds a Ph.D. in educational psychology. Both he and the current Dean of the Faculty of Education expressed support for that University's playing a larger role in educational evaluation for Guatemala in the future.

■ *Was the HCRT formed as projected?*

No. Because of the change of Ministers, the research institute in the Ministry was not formed, and hence could not be used as the HCRT. The HCRT became one individual and her staff.

■ *Could the HCRT take on the degree of innovative research that was expected? Did it require more technical assistance than was anticipated?*

Because of the leadership of the experienced and well trained Coordinator, and because of the consistent backstopping by the IEQ Deputy Director, who is very experienced in quantitative and qualitative research, and in education in Guatemala, the "HCRT" in the person of the Coordinator could handle all difficulties as they arose.

■ *Were specific country plans adequate to evaluate whether targets were being met?*

Yes. The evaluation team examined the country plans, presented in the form of a calendar, and found them easy to read and adequate for the purpose of evaluating activities and timing.

During the life of the project, there have been two kinds of delays: political and technical. The political delays came as a result of the 1993 coup and the change of Ministers. The new Minister did

not establish the research unit as planned. He made himself the main contact person for the project but then did not have the time to respond to the day-to-day project needs.

There has been only one technical delay: the analysis and reporting on the Year 3 longitudinal data. Thus, analysis of data collected in September 1995 had not been completed by mid-May 1996. This delay represents a decision on the part of the IEQ management to give priority to completion of the study on complete schools and to the organizing of a large regional conference in April 1996.

- *Was the advisory committee established as projected?*

No. Formation of the Advisory Committee was delayed until the fourth year of the project. This delay was caused by the Coordinator's insistence that the Minister give his full approval to the Committee, approval that was delayed by his dealing with crises, namely a series of student and teacher strikes.

- *Did the project document the rationales for choices made, opportunities and constraints encountered, and lessons learned?*

A graduate student at the University of Pittsburgh has drafted "The IEQ Story in Guatemala" which can serve as a record of the project if it is carefully reviewed by the main participants, especially the IEQ Coordinator in Guatemala and the IEQ Deputy Director, and if it is afterwards carefully edited.

- *Is the contractor providing adequate programmatic support for field activities?*

Yes. The subcontractor, Juarez and Associates, has supplied close administrative support, and when needed, technical support throughout the project. The technical support has been mainly through one person, the IEQ Project Deputy Director, unlike the situation in other countries where the contractor used several consultants, at least in the first two or three years of the project.

IMPACT OF THE PROJECT

This report is an evaluation of the research conducted for the NEU program by IEQ. It is not an evaluation of the NEU program itself. It is important to state here, however, that the NEU program has had an astonishing reception in Guatemala. Some 900 schools have adopted, or plan to adopt, the NEU methods including:

- 200 schools under the BEST project, sponsored by USAID;
- 115 schools with assistance of UNICEF and financing from the government's social investment fund and private organizations including *Fe y Alegria*;
- 375 schools associated with the Don Bosco Foundation, a private group; and

200 schools supported by the Fonda Internacional, a private humanitarian organization.

The IEQ project will have an impact on these schools to the extent that it is able to identifying areas of the NEU program which need corrections, based on the sample studied. This will allow new schools, which are being added to the program almost daily, to take advantage of the lessons learned. They will be aware of pitfalls and can take corrective measures at the outset. The IEQ team is also providing assistance for the evaluation of the UNICEF schools.

- *What has been the impact on the research team?*

The two full-time staff said that they had learned data management and observation techniques as part of their IEQ work. The Coordinator had trained them, and continues to give them supervision, training in place, as they do the work. The five field workers in Region II said that they had learned interviewing and observation techniques, and that they had practiced survey skills, which three of the five had learned during their social work training.

- *Has the project been able to develop the capacity for classroom observation in Guatemala?*

Yes. Twenty former and present members of the research team, including the field workers learned to do classroom observations, as did a group from UNICEF in their evaluation of their NEUBI program (New Unitary School for the Bilingual Areas).

Impact on Classroom Instruction and Pupil Performance

Director of the NEU

The Director of the NEU program has taken several actions as a result of the evaluations. He removed the person in charge of the NEU in Region IV. When he learned, after the year 1 testing, that the results in Region IV were poor, he investigated the situation. He learned that the person in charge had not been implementing the program and subsequently removed that person. Now that region has surpassed the other.

The Director requested the IEQ Coordinator to develop a simple reading test for use in grade 2. When he learned that the NEU schools were not fully exploiting the program because the students were not being able to independently use the self-instructional guides, the director asked for a simple reading test so teachers could determine which children would be able to read and work in groups without the teacher being present.

He arranged for adaptation of the self-instructional guides into Q'eqchi, the Mayan language of Region II. When the NEU Director learned of the lower achievement of Mayan language speaking children as a result of the year 2, he made arrangements for Q'eqchi versions of the guides.

Supervisors and Teachers

Almost 100 supervisors and teachers attend the workshops given after each round of evaluation. The format for the workshops include a request for feedback on changes in their behavior since the previous workshop. The report on teacher workshops in 1995 revealed that both supervisors and teachers had widened their understanding of evaluation to include not only measurement but understandings on which decisions to improve can be taken. In addition, the supervisors learned of the importance of socio-psychological development of children; and the teachers reported the following changes in their behavior since the previous workshop:

- began to emphasize creativity in the classroom (80%);
 - used more group work with the teacher present (about 70%);
 - used more group work without the teacher present (almost 50%); and
 - emphasized group work among boys and girls (about 33%).
- *Has the project been able to identify suitable innovations in classroom instruction? Has the project introduced and implemented quality-related interventions?*

No. However, this was not the mandate of IEQ Guatemala. The innovations had already been identified and introduced. The task of IEQ Guatemala was to evaluate the innovations already identified and introduced through the NEU program.

- *Have suitable assessment methods been developed to test the effectiveness of the introduced innovations?*

Yes. That is the task of IEQ Guatemala, to design assessment methods for the innovations introduced by the innovative NEU program. They have done it well.

- *Did the project succeed in understanding how and why classroom-based interventions influenced pupil performance?*

Yes. The IEQ research project identified the differences in the socio-emotional development of the students in the NEU and the traditional program as being the result of features of the NEU program, such as the cooperative work by students in small groups and student participation in school government. They identified the similarities in academic performance as being possibly the result of several things: the use of textbooks by NEU teachers in traditional ways, the fact that some students may not have been ready to read the self-instructional books. They identified the better performance of the students in Spanish-only speaking classes as the function of their advantage when using Spanish-only texts. The NEU Director and teachers have taken corrective measures on all the above.

- *Did the project develop a process whereby findings from classroom research are used by the educational system?*

Yes. At least for the subsystem called the New Unitary School (NEU).

Institutional Impact and Change

- *What other institutions have been changed because of the IEQ Project?*

Advisory Board

Although still in its beginning stages, the Advisory Board, with only six members, has already felt the impact of the project. One member, the Dean of the Faculty of Education at the del Valle University cited many benefits: evaluation based on the curriculum is a real step forward. Before, evaluation had been concerned only with content, now they are looking at other things. This kind of action permits a real reform of education and helps to form an educational community around the school. She also said that the advisory board could be the springboard for bringing the universities closer to the school. Another member, the Vice Rector of Landivar University, said that looking at what is happening in the classroom is very important.

Other Guatemalan Institutions

Ministry of Education people have begun to say that they must look at what is happening in the classroom. At the recent IEQ conference (see below), the Vice Minister for Technical Affairs said that the idea that quality of education begins and ends in the classroom must be the key principle for all the educators.

Educational Community Beyond Guatemala

In April 1996, IEQ Guatemala sponsored a three-day regional educational conference. About 90 participants came from Brazil, Ecuador, Honduras, Nicaragua, and Puerto Rico, as well as Guatemala and the United States. They heard presentations on educational quality, decentralization, the role of the private sector, and classroom-based research. They also attended workshops on research through observation and teaching reading and writing. Evaluations of the conference stressed the usefulness of the experience and the importance of having more meetings of this type to involve professionals at the different levels of education.

The IEQ Coordinator has presented papers on the IEQ research to conferences in the Dominican Republic, Puerto Rico, and the United States.

National Policymakers

- *While IEQ targets its impact at the classroom level, have there been broader education policy impacts growing out of the project? What have those been?*

IEQ Guatemala is helping monitor and thus identify ways to improve the quality of the NEU program, a program that has received rapid acceptance and growth in Guatemala. The NEU program has important implications for the reform of education in the country, and IEQ is strengthening the program.

- *Has the project influenced the way in which policy makers use research results to formulate educational policy?*

Yes. The Government of Guatemala is expected to put in a request to the World Bank for financing for student evaluation and for continued assistance to the NEU schools.

- *Have the results been disseminated to international agencies that could multiply the achievements?*

Yes. The IEQ project has disseminated results through the April 1996 Regional Conference, through contacts with the World Bank during preparation for a potential new project, as well as through the IEQ Coordinator's participation in international conferences.

Project Sustainability

- *What follow-on activities have been incorporated into the project to maximize project impact and sustainability?*

Del Valle University will incorporate some of the IEQ activities and the IEQ data base into its research institute. In addition, two members of the Advisory Committee spoke, in very preliminary terms, of the possibility of looking for financing for a small magazine which would publish results of education research in ways that are of interest to the general public.

- *Will the HCRT have an ongoing life after the end of the present contract?*

As such, the HCRT will not have an ongoing life after the end of the contract. The HCRT has consisted of the one well qualified and highly experienced Coordinator and her hired staff.

Therefore, it would appear that there has been a lack of breadth to the capacity building component of the IEQ project in Guatemala. The assumption at the time the MOU was signed was that the project would be working with a new research unit in the Ministry of Education. These plans were thwarted by the change of ministers a few months later.

However, the evaluation team believes that the appearance of lack of breadth may be deceptive. Over the life of the project, the Coordinator has hired and trained four research supervisors, of which only one still remained with the project. She has hired, on a limited basis, 15 field workers and trained them all. At the time of the evaluation, none of them were employed by the project because the work plans for this year did not call for field work. In addition, she hired and trained an accountant who is able to manipulate the computer programs for the research.

In addition, both she and the Deputy Director of the IEQ Project in Washington have worked to extend knowledge about research methods. They have trained and advised the following groups:

- two groups from the Ministry of Education: one on how to do a case study using qualitative methods and how to analyze data they had collected on student violence;
- a group from UNICEF in Guatemala on methods of evaluating their version of the NEU program, NEUBI, which aims to be both bilingual and bicultural, training on SPSS to colleagues at the del Valle University; and
- training on research methods to persons from the Academy of Mayan Languages and to the Communication School at San Carlos University, the national university.

Finally, they have signed an agreement with the del Valle University to take over some of the IEQ work. The university will have a person available to make the data base available to students and faculty, and the Coordinator will help redesign the research institute.

- *At the conclusion of the contract, what will the contractor leave behind that can be expected to have an ongoing life?*

The most important thing that will be left behind is an attitude change—of paying attention not only to rhetoric, but at what is going on with real students, teachers, and parents in the schools. The Vice Rector of Landivar, and a member of the Advisory Committee, said it best when she said that the IEQ project and its research was very important because before this kind of classroom research, “La política se comió el técnico.” By this she meant that during the last decade all those working in education in Guatemala have been so consumed with politics that they had neglected to look at the impact on individual children, teachers, and parents. They were so busy thinking of what should be done, that they gave little consideration to how it could be accomplished and if it was making any difference. She believes that this kind of classroom research is a necessary corrective to this still too prevalent attitude.

- *Have there been unanticipated outcomes in Guatemala?*

The evaluation team did not learn of any unanticipated outcomes.

CONCLUSIONS

Guatemala-specific Features

Before drawing conclusions on either implementation of impact, this evaluation must restate two Guatemala-specific features of the IEQ work in Guatemala:

- There was a narrow focus: formative evaluation of a new educational program. The IEQ project in Guatemala does not include the identification of innovations and the training for implementation that has been part of the IEQ work in other countries.
- There was no institutional partner which provided a host country research team.

The USAID mission, AID/W, the Ministry of Education in Guatemala, and the Institute for International Research agreed to these two features for programmatic and pragmatic reasons. For programmatic reasons, both the Ministry and USAID/Guatemala wanted a separate formative evaluation of the innovative program funded by USAID. For pragmatic reasons, during most of the five years of the IEQ project, the Minister of Education was not able to follow through on the commitment of his predecessor to initiate a new research unit within the Ministry of Education, and hence left the project without its promised institutional counterpart.

Excellent Implementation

Given the above features, the evaluation team believes that the implementation of the IEQ work in Guatemala has been excellent. The quality of the research work is excellent, fully up to an international standard for quantitative and qualitative research. This high quality is the direct result of the experience, training, and attention to detail of the IEQ Coordinator in Guatemala, as well as the excellent support she received from the IEQ Deputy Director who was thoroughly familiar with the Guatemala education scene as well as both quantitative and qualitative education research. As a result, the research work in Guatemala is far superior to that of the other IEQ countries, which depended on IIR technical assistance to complete their tasks in a credible manner. (In the case of Ghana, where much appropriate assistance was provided, the team concludes that the effort was worthwhile. In the case of Mali, which did not receive the help it needed, the effort failed.)

Widespread Impact

IEQ Guatemala has had two kinds of impact in the country. The first are the specific and tangible corrections to the New Unitary School Program which is increasing so swiftly around the country. The second is less tangible but concerns the way that Guatemalans see education. Some readers of this evaluation may believe that it is simplistic to say that educators in Guatemala make education decisions without considering the impact on children teachers and parents. But that unfortunately has

been the case in Guatemala, as reported to the evaluation team by several people, including the Vice Rector of Landivar University and a senior education adviser from the World Bank. Although this program cannot be expected to change the attitudes of all educators in Guatemala, and all representatives of international donor agencies, it has contributed to a new attitude about education which overcomes elegant rhetoric and pretty phrases to look at real children in real classrooms.

Issues

The Memorandum of Agreement stated that the purpose was “to strengthen the capacity of Guatemalan research to conduct research on educational innovations that aim to improve student outcomes.”

Did this project strengthen Guatemalan research capacity? Given the lack of institutional support in the form of an established research unit, the project’s impact on Guatemalan research capacity appears at first especially, uncertain. However, because of the number of persons trained both for this project and other programs and projects, the impact on Guatemalan research capacity is stronger than first appearances would indicate. As stated earlier, the persons trained by the IEQ Coordinator and the IEQ Deputy Director included the 20 persons who have worked under the IEQ Coordinator, persons trained on two occasions in the Ministry, others trained at the Academy for Mayan Languages and San Carlos University, as well as the New Unitary School—Bilingual/Bicultural under UNICEF.

RECOMMENDATIONS

To the End of the Project

IEQ Guatemala should:

- complete all planned activities, and
- do the fourth year evaluation of students in the longitudinal group, many of whom are now in grades 4 and 5.

Given the IEQ Coordinator’s determination and commitment, the evaluation team has no doubt that the Coordinator will complete the planned activities which include writing up the report on Year 3 of the longitudinal study; piloting the test for skill of independent reading; training a group from the Academy of Mayan Languages and the School of Communication at San Carlos in qualitative research; and assisting the UNICEF organizers in design of their evaluation of their own program for unitary schools in bilingual areas.

However, the evaluation team is less confident that the IEQ Coordinator will be able to undertake the fourth year evaluation. In oral briefings after the field work for the evaluation, the team stressed the importance of the fourth year evaluation to the IEQ Coordinator in Guatemala, and the IEQ Deputy and Director in Washington, as well as the AID/W Project Manager, citing the following reasons:

- In this fourth year of the IEQ project, and also of the NEU program, the student guides became available for all the NEU subjects and grades. Results will indicate if the presence of the guides in all grades has made any difference to those students in grades 4 and 5.
- The NEU program is growing very quickly. Results will help focus the attention of the Director, supervisors, and teachers on ways of improving the program as they have in the past.
- The Government of Guatemala is considering a request that the new World Bank primary education project include financing for the NEU program. Results from this evaluation will be helpful in determining where to target this financing.
- Results from the previous years indicate that NEU students are dropping out far less than the students in traditional classes. They also suggest that students in the NEU program may be returning to school after a period of absence. Results from a fourth year will indicate if this trend is continuing.

In Follow-on Work

Guatemala should:

- include classroom-based research in the next stages of the NEU expansion, as well as in other planned education programs;
- follow up the diffusion of research results with practical help for teachers and supervisors through training or school visits;
- work with an enlarged Advisory Committee to build a community of support for primary education, especially to strengthen the importance of examining what goes on in classrooms and schools;
- develop a plan for publishing a magazine on education research efforts in Guatemala; and, above all,
- explore ways of developing an education research unit which can provide independent, objective, competent research to the Ministry. Such a unit could be at a private university, such as del Valle; it could be at the already existing research and development unit of the Ministry (INIDE), or it could be a new unit in the Ministry, as had been originally planned for this project.

OVERVIEW

Educational System

Only 32 percent of the population of Mali is literate (1990 figure, World Bank Atlas 1996). Primary enrollment is only 25 percent and secondary enrollment 7 percent (1991 figures, World Bank Development Data Book, 1995). Education levels consist of basic education (6 years primary and 3 years lower secondary), and secondary (3

years). There are no universities, although the country does have six schools which offer tertiary level education. The school year is October through June.

Mali, a country of 9.5 million people (1994 figures, World Bank Atlas, 1996) is the largest country in West Africa, with just under 500,000 square miles. A former French colony, it gained its independence in 1960. It is a semi-arid country. About 80 percent of the population live in rural areas. The gross national product is only \$250 per capita, making it one of the poorest countries in the world (1994 figure, World Bank Atlas 1996). The capital is Bamako.

Languages

There are about 31 languages in Mali, with Bambara the most widely spoken. Bambara has almost 3 million native speakers, but is spoken in varying degrees by an estimated 80 percent of the population. Other major languages are Fulfulde, with almost 1 million native speakers; Soninke, with about 700,000 speakers; Malinke, about 500,000 speakers; Dogon, about 400,000 speakers; Bomu, about 300,000 speakers; and Tamasheq, with about 250,000 native speakers (*Ethnologue*, 1992). Until 1994, the language policy for education was to use French as both a subject and as a medium of instruction for all levels of the education system. In 1994, the Minister of Education changed the policy to encourage the use of local languages as the medium of instruction in grades 1 and 2 of primary school.

USAID Involvement in the Education Sector

When United States Agency for International Development/Washington (AID/W) and the Improving Educational Quality (IEQ) Director were looking for IEQ partners, USAID/Bamako was engaged in a \$20 million Basic Education Expansion Project (BEEP), 1989–1995. Activities included provision of Africanized French textbooks, technical assistance with testing and data collection, setting up a girls' education task force, and assistance to communities in the construction of schools. The project implementation identified a severe area of weakness: the comprehension and use of French in the lower grades of primary school. Thus, according to a development specialist who provided much of the technical assistance in the first two years of the project, the mission saw the IEQ project as a way of helping correct this perceived language deficiency.

Country Selection

The COTR and the IEQ Project Director chose Mali because it fulfilled the criteria for an IEQ country as stipulated in the IEQ contract, namely (1) the mission was interested; (2) the Ministry was engaged in efforts to reform its primary education; and (3) the country appeared to have a research capacity upon which to build IEQ activities. When interviewed by the evaluation team, the COTR cited additional reasons for selecting Mali: political stability, the challenge of including a difficult country, and the desire to include a Francophone country.

IEQ IMPLEMENTATION IN MALI

Introduction—Getting Started

In September 1991, IIR and AID/W signed the IEQ contract. By January 1993, USAID/Bamako and the educational authorities in Mali had agreed to participate in the IEQ Project. IIR drew up a draft memorandum of understanding (MOU) for AID/W; USAID/Bamako; IIR; and the Ministry of Education in Mali. Contents of the agreement were similar to the MOUs in Ghana and Guatemala.

The MOU was never signed. The reasons are not clear, but seemed to have involved a failure of will by both USAID/Bamako and the Ministry of Education. Instead, IIR signed agreements with two organizations which would participate in the IEQ project, the National Pedagogic Institute (Institute de Pedagogie Nationale—IPN) of the Ministry of Basic Education (agreement signed April 1993) and the Institute for Higher Education and Applied Research (ISFRA) of the Ministry of Secondary and Higher Education (agreement signed July 1993).

Project Purpose

The purpose of both documents was “to make the necessary provisions for Mali to participate in the Improving Educational Quality Project.” The background description for both agreements described the IEQ as having “one key purpose...to strengthen the capacity of developing countries by working with local educational constituents to conduct research on instructional practice.” Also, “The IEQ focus is to find practical ways to improve learning outcomes through a better understanding of how learning takes place in schools and classrooms.”

Project Administration

Implementing Institutions

The two institutes who are parties to the MOU formed the host country research team, called PAQE from Le Projet d’Amelioration de la Qualite de l’Education. The two institutes undertook research, organized a national-level seminar, and ultimately introduced five interventions in 42 schools in four

regions. They were: grouping children within large classes; using folk tales; using learning materials; using the child's mother tongue; and establishing community study centers.

The two cooperating institutions are the research branches of two different educational ministries. The Institut Pédagogique Nationale (IPN) of the Ministry of Basic Education conducts research activities, trains teachers, and evaluates student achievement. The Institute for Higher Education and Applied Research (ISFRA) of the Ministry of Secondary and Higher Education also does higher level training as well as research. It is the closest thing that Mali has to a university.

Implementation was slow, with delays coming from bureaucratic entanglements in the mission and the Ministry, and with some apparent reluctance on the part of the PAQE team to ask for help when they needed it. By about March 1995, the IEQ project managers, namely the IEQ Project Director and the AID/W Contracting Officer's Technical Representative (COTR), had become so discouraged by the difficulties of working with Mali that they withdrew core technical assistance funding and encouraged USAID/Bamako to carry out what activities it chose under a buy-in to the IEQ project.

In February 1996, USAID/Bamako, AID/W, and IIR completed the arrangements for that buy-in. This buy-in arrangement will terminate with the end of the term for the IEQ project, now scheduled for September 30, 1996.

Host Country Research Team (HCRT)

There are eight members on the PAQE team, four each from IPN and ISFRA. Despite some pressure from IEQ managers, the institutions could not agree on a director for the team. IPN said that the Ministry of Basic Education should be in charge because the research involved primary school; ISFRA said that they should be in charge because they had more experience with research and because an organization should not evaluate itself. At the time of this evaluation, there were two coordinators—one from IPN and one from ISFRA.

Members of the PAQE team received technical assistance in both Mali and the United States. In Mali, help included:

- overall research design (from the IIR technical backstop for Mali, a person with strong experience in distance education, but not in research, according to the IEQ Director);
- qualitative research design, writing up the Phase I studies, planning and implementing the National Seminar (a development specialist and education planner);
- orientation to language teaching and learning (a language learning specialist);
- SPSS (locally-hired Malian computer specialist); and

- development of work plans (IIR administrative backstop for Mali).

In the United States, some PAQE members attended workshops on gathering qualitative data, reading outcomes, and qualitative research design. They also visited schools and other educational institutions. In 1994, 1995, and 1996, several members attended the conferences of the Comparative and International Education Society and visited colleagues at the University of Pittsburgh. In 1996, the visit to Pittsburgh included work on grade 1 and 2 Bambara language tests, with the language learning specialist referred to above and a linguist specializing in West African languages.

From October 1994 to March 1996, the HCRT received no technical assistance. This hiatus reflected difficulties which the IEQ managers were experiencing with the IEQ project in Mali and the subsequent withdrawal of core funds, pending completion of the buy-in contract.

Advisory Committee

There is no IEQ advisory committee in Mali. At the time of the evaluation, neither the USAID/Bamako project officer nor PAQE team members had heard about project requirements for such a committee.

Costs

At the time of this evaluation, IIR had spent about \$0.5 million from the \$4.9 million core contract on Mali. This is in contrast to the roughly \$1.5 million spent on Ghana, and \$0.9 million spent on Guatemala.

Project Activities

Introduction

In 1993–1994, the focus for research was the improvement of the teaching of French in grades 1 and 2. This focus came directly from Ministry concerns about the poor performance of students in French-medium classes. The Mali Mission Director and the AID/W COTR took the decision not to question this strategy for improving the learning of French as a second language. Both of them insisted that IEQ focus on language practice, not policy, considering questions of language policy too political and too dangerous for inclusion in the project.

In the latter part of 1994, the project focus shifted. A new Minister of Education arrived on the scene, convinced of a need for reform of basic education, which he called a Nouvelle Ecole Fondamentale (NEF), and which would include a change in the language policy in primary school. For the first time, the Ministry began to encourage the use of the mother tongue for children in lower grades.

The Minister's views were influenced by the experience of "convergent methodology" schools in Mali. In 1987, a Belgian linguist established a small pilot program in the Segou area in what he called "convergent methodology." This program began teaching children through their mother tongue as the

medium of instruction, adding French as a subject for study, and then in the upper grades as a medium of instruction as well, but with the mother tongue maintained as a subject of study. This program design is usually known in the United States as “maintenance bilingual education,” where the goal is the maintenance of two languages. By 1994, these convergent methodology schools had won the support of a number of influential people in Mali. The new Minister of Education increased their number from just a handful in 1994 to about 160 schools in 1996.

Phase 1: January 1993 through April 1994

Research Question. The focus of the research in Phase 1 was on improving French language learning.

Methods. The two groups fielded research in 11 schools in four regions (six urban schools and five rural). They made the distinction between “performing” schools and “non-performing” schools (as determined by school inspectors, as well as “performing” and “non-performing” students in the schools (as determined by teachers). ISFRA’s research examined the children’s characteristics—what the child brings to schools, such as basic health and nutritional condition, as well as motor, social and cognitive skills. IPN’s research looked at the classroom—the teacher and student behaviors around the teaching and learning of French.

Reports, one from each of the two institutions, and a combined report, found various “discriminating” factors associated with the performing and non-performing schools and students. The so-called discriminating factors included distance from home to school, availability of lamp and study area at home, community-school relations, and use of creative, nonofficial strategies by the teacher.

The non-discriminating factors which “contradicted the results of other research or good sense” as referred to in Thomas Clayton’s *IEQ Story in Mali*, included:

- use of folktales;
- organization of students in groups;
- use of indigenous languages by students; and
- use of didactic materials by teacher.

In April 1994, the PAQE team presented their results at a national level seminar. Eighty-eight persons attended, including the Ministers of Basic Education and of Secondary and Higher Education, parents, principals, teachers, basic education inspectors, researchers, and representatives of donor agencies and international organizations.

The seminar participants reached a consensus that there were four factors especially influential in terms of French language learning in the early grades: (1) distance from home to school for the child, (2) physical and nutritional health of children; (3) level of training of teachers in use of certain techniques, such as small group work, use of didactic materials, and use of legends and folktales, and (4) community-school relations. (Note: Only two of these, distance from home to school and

community-school relations, came from the PAQE research. The other two came from other research or the professional judgment of the two U.S. experts providing technical assistance for the seminar).

Based on this consensus, the participants selected four interventions to improve French learning: (1) improvement of transportation; (2) establishment of canteens in the schools; (3) training of teachers and (4) creation of community study centers.

Phase 2: Approximately May 1994 through July 1995

The PAQE team began its planning for interventions, narrowing down the four interventions to two: teacher training and the creation of community study centers. These two areas were areas over which the team could have some influence. The team was ready to go to the field with training for the teachers when the new Minister refused to grant approval. He said that the PAQE emphasis on French learning in the lower grades was not consistent with the new Ministry policy. The U.S. consultant, a language learning specialist, argued in a paper to the Minister that the research and training in the PAQE program could be refocused to support language learning in general (not just French) and would therefore be complementary to the Minister's program. The Minister accepted this approach and gave his approval for continuation of the IEQ program.

In August 1994, the PAQE team held the first of four regional workshops in Segou. Two U.S. advisors assisted in the planning and implementation, the language learning specialist (involved in the discussion mentioned above) and the development planning specialist who had earlier assisted in developing the research design. Both had been involved with the national seminar in April, 1994.

The Segou workshop lasted eight days. The team used the first five days for discussions about implementation of five interventions, namely teacher training in (1) the use of small groups within large group classes, (2) the use of folk tales and legends, (3) the use of didactic materials, both from the Ministry and from the community, (4) the "strategic" use of the mother tongue—the use in the traditional, or French-medium schools of the mother tongue to clear up problems of meaning, and (5) the establishment of community study centers after school hours in the schools. They used the final three days for planning research strategies.

Subsequently, the team held similar workshops in three other areas, Sikassa, Kayes, and Mopti, but this time without the participation of U.S. advisors. By the time the team had given four workshops, 250 persons had attended—grade 1 and 2 teachers, head teachers from the 42 schools which became the PAQE schools, inspectors, pedagogic advisors, regional education directors, community development specialists, and parents.

The next step was piloting the interventions in the 42 schools, 10 each in Sikassa, Kayes, and Mopti and 12 in Segou. The schools were both urban and rural; 22 were convergent methodology schools and 20 were French-medium schools. In January and February 1995, the PAQE team visited the four regions to assess how well the teachers were implementing the interventions.

In May and June 1995, the team tested the impact of the interventions. Research methods included observations in classrooms for grade 1 and grade 2 children in the 42 schools; interviews with students and parents in the 42 schools; and, language tests and teacher/administrator questionnaires administered in 69 schools (39 project schools and 30 non-project schools).

At the time of the field work for the IEQ evaluation, the team had not finished organizing and analyzing the data from this study. However, during the field work, one member of the evaluation team, a sociologist with experience in survey data collection and analysis, helped the team to codify some of their data and use the SPSS methodology that they had previously been taught in a locally-organized course several weeks before. As a result, the PAQE team sent to the evaluation team preliminary data for a questionnaire given to 74 teachers in the four regions, concerning their understanding and use of the five PAQE interventions. (For more information on these results, see the section on Impact following.)

Hiatus in Activity: August 1995 through January 1996

In March 1995, AID/W and IIR withdrew the core funding because IEQ had “run out of money” in the words of both the PAQE team and the USAID/Bamako education package manager. The mission helped with some expenses for several months, but most activity stopped pending an agreement on a mission buy-in to the IEQ project.

Phase 3: February 1996 through September 1996

Research Question. Develop and pilot grade 1 and 2 tests in Bambara, a local language spoken by an estimated 80 percent of the population.

Methods. Development and test the pilot test. Continue monitoring of the interventions.

By February 1996, all parties had signed the buy-in contract the purpose of which was to develop a primary school test in Bambara. In March 1996, the PAQE team visited three regions (Segou, Kayes, and Mopti) to see if the schools were still trying to implement the five interventions. At the time of the evaluation field work, the PAQE team had not finished writing reports of these 1996 visits.

In April 1996, two members of the team spent a week at the University of Pittsburgh with the language learning specialist and a linguist specialist in West African languages. The four refined the grade 1 and 2 tests in the Bambara language. The team plans to pilot these tests in 60 schools (40 IEQ schools, of which 20 are Nouvelle Ecole Fondamentale or NEF and 20 are French-only; and 20 control schools, of which 10 are NEF and 10 are French-only).

IEQ Implementation: Findings and Conclusions

Project Goals

- *Was the choice of country most suitable for obtaining project results?*

The answer to this question lies in the assumptions about the project purpose. If the purpose was to build the capacity for education research which would then inform decision making, then Mali was an excellent choice. Many believed that the team members had strong quantitative research skills. To these could have been added the qualitative research skills deemed important by IEQ project managers. If the purpose was to use the existing capacity and to coordinate in some way giving only very limited assistance, then Mali was not a good choice. (See discussion under Conclusions).

Project Management

- *Were the best counterpart institutions chosen?*

Yes, the counterpart institutions were appropriate for task. The difficulty came when the team could not agree upon one leader. USAID/Bamako did not choose one institution as the lead institution for the PAQE team and IIR was not able to achieve resolution of the conflict. Dual leadership has hindered the effectiveness of the team.

- *Was the HCRT formed as projected?*

No. The projection was to coordinate with one partner institution and an HCRT with a clearly designated coordinator.

- *Could the HCRT take on the degree of innovative research that was expected? Did it require more technical assistance than was anticipated?*

The HCRT did indeed have difficulty taking on the degree of innovative research that was expected, but technical assistance in the first two years of the project helped overcome those difficulties. Technical assistance was not forthcoming in the following years of the project, however. In other words, the HCRT did require more technical assistance than was provided, but certainly not more than was provided to Ghana which used about \$1.5 million of the \$4.9 million grant, as opposed to the \$0.5 million for Mali.

- *Were specific country plans adequate to evaluate whether targets being met?*

The evaluation team believes that the specific country plans were adequate for project managers to see that the targets were not being met.

- *Was the advisory committee established as projected?*

No. The advisory committee was not established. The evaluation team believes that the reason for this failure was that the MOU among the mission and other parties to the project was never signed.

- *Did the project document the rationales for choices made, opportunities and constraints encountered, and lessons learned?*

Although the HCRT in Mali did not keep this kind of documentation, the process in Mali has been documented by the Clayton *IEQ Story in Mali*, through the subcontract with the University of Pittsburgh. However, at the time of the field work for the evaluation, this had not been shared with the Mission Director. He was surprised to realize that the classrooms in Mali had not been helped very much by the IEQ project and that IIR as prime contractor had not been addressing the problems in Mali.

- *Is the apportionment of responsibilities among parties formulated in the most effective manner?*

No. According to the Mission Director, the USAID management was not able to monitor project progress as was often the case in the past with USAID global projects. At the time of the field work, neither the USAID/Bamako manager nor the IEQ Director at IIR were satisfied with the relationships. The current USAID/Bamako Education Package Manager told the evaluation team that the roles are not clear regarding IIR, the mission, and the HCRT. Who is working for whom? Who is asking whom for the services? On the other hand, the IEQ Director said that USAID/Bamako was very slow to agree to the help the PAQE team requested.

- *Is there a clear understanding by all parties of the need to achieve broad project objectives? Does each party understand its role in doing so?*

In Mali, there is another kind of contradiction. On the one hand, the AID/W COTR told the evaluation team that the purpose of the project is not to build capacity but to be a learning process on how to get research going and then how to use it to improve decision making. Therefore, when it appeared to him that the Mali HCRT needed additional technical assistance, he was unwilling to provide it from the core funds. But on the other hand, the AID/W COTR had encouraged the provision of technical assistance to the CRIQPEG team in Ghana, the kind of technical assistance that seemed similar to that which had been necessary for Mali but had not been provided.

- *Is the contractor providing adequate programmatic support for field activities?*

No. For over a year, the PAQE team has needed help organizing and analyzing its data from the May–June 1995 round of evaluations. For a number of reasons, that assistance was not forthcoming. The evaluation team heard a variety of reasons from the various parties involved.

The AID/W COTR: “The HCRT did not know how to design good research studies. Could we have given more help? Yes, but there is a limit. Furthermore, the purpose of this project is not to build

capacity (sic), it is to be a learning process on how to get research going and then how to use it to improve decision making. The process was as important as the product.”

The IIR IEQ Director: “The Malians don’t usually acknowledge that they need help. They never asked for help. They did say that they wanted training in SPSS, but when we arranged to send a Canadian specialist, the mission didn’t give approval.”

USAID/Bamako Education Package Manager: “The team members are pulled in too many directions. They do not spend the time necessary to complete the work. Furthermore, the HCRT has had a lot of technical assistance, from this project and the preceding one. They know how to do the work. They don’t need more technical assistance.”

IEQ Deputy Director: “When we met the Mali team at conferences we realized that the Mali team didn’t know how to design, execute, and analyze qualitative data. We knew they needed help. But the Guatemala IEQ Coordinator, who speaks French, was too busy in Guatemala to go—and I also was too busy, and didn’t speak French.”

The Malian Team: From these remarks, and from the fact that one member of the evaluation team was able to provide technical assistance to the team which resulted in some usable data, the evaluation team has concluded that IIR did not provide Mali adequate programmatic support for field activities, and that such programmatic assistance, even if offered, might not have been supported by the COTR.

IMPACT OF THE PROJECT

The evaluation team looked for evidence of project impact on the following groups of people: PAQE team members, teachers, students, parents, educational institutions in Mali, and the educational community beyond Mali.

Impact on the Host Country Research Team

- *What has been the impact of the IEQ Project on the research team in Mali?*

The background material for the agreement between IIR and the two educational institutions highlights the purpose of strengthening the capacity of developing countries to conduct research on instructional practice. Therefore, the evaluation team tried to find out first and foremost what impact the project had on team members. When asked what they had received from the project, members said that they had received software, books, and connections to people outside the country which made them realize that they were not alone. As for research skills, they mentioned that they had learned SPSS, but did not elaborate further.

- *Has the project been able to develop the capacity for classroom observation in Mali?*

The evaluation team did not see any evidence that the PAQE team had developed the capacity for classroom observation—although several members of the team said that they had.

Impact on Classroom Instruction and Pupil Performance

- *Has the project been able to identify suitable innovations in classroom instruction? Has the project introduced and implemented quality-related interventions?*

Although not identified on the basis of the results of the IEQ research from the first phase of activities, the five interventions were very practical.

1. The use of *small groups*. This is important in classes of all sizes, but especially for those in Mali, where there are typically 60 or more children in the room at any one time. The teacher response to this innovation has been very positive, even on questionnaires where many of the respondents had not participated in the training workshop.
2. The use of *folk tales*. Folk tales and legends will help make the classroom seem more relevant to the child and the community and hence improve his/her opportunity to learn, especially if these tales can be printed in the local languages as part of learning to read in the mother tongue. Again, the response from the teachers has been positive.
3. The use of *learning materials*. This is essential, but they must be available. In spite of the mission reporting that BEEP had distributed materials to many of the classrooms in Mali, the evaluation team saw few materials—and then only in French. Several of the PAQE group seemed to feel that the creative teachers should be making their own materials. The evaluation team believes that this expectation is unrealistic. In industrialized countries, teachers are not expected to create their own materials and they should not be expected to do so in Mali.
4. The use of the *mother tongue*. This practice is consistent with international experience and research in first and second language learning. A firm grounding in the first language, especially when that is associated with cognitive and academic language proficiency, is essential for acquiring that same kind of language proficiency in a second language.
5. *Community study centers*. The current literature on effective schools stresses the importance of the community around the school supporting what goes on

in the classroom. If the schools can establish study centers which bring the parents into closer contact with the schools and the teachers, there could be a positive impact on student learning in the classroom. There is no guarantee of positive benefits, but the probability for such is enhanced.

- *Have suitable assessment methods been developed to test the effectiveness of the introduced innovations?*

No. The results of the assessment methods were not available one year after their application, so we would have to conclude that the methods are not suitable for the available resources in Mali at the time. However, if the project had made appropriate technical assistance available to Mali, such suitable assessment methods might now be in place.

- *How has the performance of the teachers changed?*

The evaluation team observed eight PAQE classes; four of these classes used the convergent methodology (or teaching through the local language) and four used the traditional method of teaching in French. The team also held four focus groups with four sets of teachers and their directors, and held two meetings and two focus groups with the PAQE team in which they asked questions about impact on teachers.

The team looked at the degree to which the teachers were implementing the five interventions in their classrooms. The conclusions are reported below.

Group Work

In all eight classes observed, the desks were placed in groups for at least part of the class period. In three of the classrooms, the groups were working at different tasks. In all focus groups, the teachers said that using small groups had made a big difference to them. The PAQE team said that of the five interventions, the most effective was the “pedagogie de gran groupe” (or breaking up a large class into small groups).

Folk Tales

In three out of the eight classes, folk tales were used as part of the lesson. In three out of the four focus groups, the teachers said it was difficult to use folk tales as an integral part of the lessons. They suggested that the Ministry print them and distribute them to the teachers. The PAQE team said that it had been difficult to implement this intervention except in the convergent methodology classes.

Teaching Materials

The only published materials that we saw were in French. However, in the mother tongue classes, the teachers had covered the walls with large sheets of paper with writing in Bambara.

Use of the Mother Tongue

In the four convergent methodology classes, the mother tongue was being used by the teachers and the students. In the traditional or French-medium classes, we could not tell to what degree the teachers were using the mother tongue. However, in ?? out of the four teacher groups, the teachers emphasized how important this was. In the past, they had been forbidden to use the local language. They told how much help it had been to use it with the children, especially in the French classes, as a way of clearing up comprehension problems.

Community Study Centers

Among the four schools, one had established the study center, two were planning to, and one did last year but decided not to repeat this year. (The school charged a fee, and the person collecting the fee decided that it was not worth the difficulty she experienced in trying to get the parents to pay). The PAQE team said that this intervention had been difficult to implement.

The evaluation team spoke with several teachers who said they wanted to learn more. Most had attended the one regional workshop, held in 1994, and they wanted more training sessions. They also wanted to meet with teachers in other schools and learn from their experiences. Another teacher suggested that PAQE produce a newsletter which would keep them in touch with one another across the schools.

The data gathered from the May–June 1995 questionnaire, and sent to the evaluation team after the field work, provides more systematic data on the use of the five interventions by teachers. The data represent a survey of 74 teachers involved in the PAQE project. They came from all four regions, but over 50 percent were from Segou; about 25 percent from Mopti; and about 12.5 percent each from Kayes and Sikassa. Over 60 percent were males; less than 40 percent were females. Their schools were evenly split along the urban/rural lines. About 70 percent used the traditional (all-French) methodology; while 30 percent used the NEF or convergent methodology which encouraged the use of the mother tongue for instruction.

Only 42 percent of the respondents had participated in the regional workshops held during Phase 2. About 66 percent of the respondents could not identify any of the five PAQE interventions; but 28 percent could name all five of them. However, 78 percent of the respondents said that they were using the methodology of small groups; 66 percent said that they were using tales and legends with their classes. Furthermore, 90 percent said that the use of the mother tongue helped, overwhelmingly, to clarify the meaning of the lessons. Only about 20 percent of the respondents answered questions about the community study centers.

Impact on Pupil Performance

- *What has been the overall impact of the Project on students?*

According to the contract, the ultimate goal of the IEQ process is an improvement in educational quality, as defined by student achievement. Therefore, the evaluation team looked for evidence that student achievement had improved as a result of the IEQ project in Mali.

The team did not find any direct evidence, in the form of examination results, that children are learning more or better. However, in the mother tongue classes, the children are much more active and the teachers more engaged and relaxed, than in the traditional French-medium classes. Is this the result of IEQ or the change to the use of the mother tongue? The evaluation team concluded that it was much more the latter.

- *Did the project succeed in understanding how and why classroom-based interventions influenced pupil performance?*

No. The IEQ Mali project identified the interventions but did not analyze the data they had collected on how those interventions influenced pupil performance.

- *Did the project develop a process whereby findings from classroom research are used in the classroom?*

No, not directly. The IEQ Mali project did not build the interventions directly on the IEQ research findings. However, the project established a process of periodically going into the classrooms to observe student and teacher behavior. If continued, this observation in the classrooms and paying attention to the schools, especially those in the difficult to reach areas, will improve the learning in the classrooms, if for no other reason than providing the teacher the reassurance that someone in authority cares about their work and they must be accountable.

Institutional Impact and Change

- *What has been the impact on the parents and community?*

The team did not find any evidence of how parents had been influenced by the project. However, they did not directly look for parent impact except to ask about the establishment of the after school community study centers. There has been resistance to this, apparently because of the financial factor.

- *What has been the impact on the educational institutions?*

PAQE members, as well as the officials in IPN and ISFRA, spontaneously said that the greatest success of the IEQ project in Mali had been the fact that the two previously rival organizations had been able to work together. The evaluation team did not find this a very convincing outcome and believe that if one had been chosen to lead the PAQE team, it would have been able to articulate its difficulties more convincingly to the IEQ management who were there to help with some degree of technical assistance.

A clear impact, and one on which both the PAQE team members and the evaluation team could agree, was the importance of the April 1994 conference which brought together all the interested parties in the educational process—from Minister to parent—to reach consensus on interventions to improve learning in the primary schools.

Educational Community Beyond Mali

For the last three years, several members of the PAQE team have attended the Comparative and International Education Society meetings in the United States. We can assume that the IEQ experience in Mali has influenced others beyond the borders of the country to the extent that the participating PAQE team members have shared their experiences with colleagues from other countries.

National Policymakers

- *While IEQ targets its impact at the classroom level, have there been broader education policy impacts growing out of the project? What have those been?*

No. The evaluation team did not find any broader education policy impacts growing out of the project, rather the reverse was true. The five interventions are the result of the broader educational policy changes, largely as a result of the decisions taken by the new Minister of Education.

- *Has the project influenced the way in which policymakers use research results to formulate educational policy?*

At the time of the evaluation visit, the team was not made aware of any significant policy decisions that had been influenced by the research results. However, the final research report had not been completed and the activities of the buy-in, to develop a primary school test for grades 1 and 2 in the maternal language had not been completed either. It is anticipated that the test will be well received and may be used nationwide after the pre-test.

- *Have the results been disseminated to international agencies that could multiply the achievements?*

No, given the incomplete state of the research report, the results cannot be disseminated. However, because the evaluation team believes that the interventions being supported in Mali could have benefits for the children, then Mali is on the right track. The evaluation team hopes the PAQE team, at the very least, will share their experiences with other IEQ participants at the final project meetings, slated tentatively for August 1996.

- *Have there been unanticipated outcomes in Mali?*

Yes. Convinced of the importance of education research, ISFRA has established a new program to train education researchers. The program now includes 12 persons studying on a part-time basis.

- *What follow-on activities have been incorporated into the project to maximize project impact and sustainability?*

The evaluation team did not learn of any follow-on activities, other than the development of Grade 1 language tests.

- *Will the HCRT have an ongoing life after the end of the present contract?*

It appears that the buy-in to the IEQ contract for the Mali work will end when the IEQ is completed.

- *At the conclusion of the contract, what will the contractor leave behind that can be expected to have an ongoing life?*

Although in many ways the IEQ project has failed Mali by not providing timely technical assistance, we believe the project in itself has not been a failure. Members of two educational ministries have periodically gone out into classrooms. The project sponsored a national level conference on education and arrived at a consensus about ways for generating improvement.

Most importantly, education in Mali is changing and the IEQ project has been a part of that process. In the words of the Assistant Education Package Manager at USAID/Bamako, a former primary school teacher and long-time observer of the education scene in Mali, “Education in Mali is changing. Children are learning, working independently, learning to take decisions and to work on their own. It is not so important who or what brought in the changes, whether the CM schools or the IEQ project. What’s certain is that children are learning and understanding what they are learning.”

CONCLUSIONS

The implementation of this project in Mali has been plagued with delays of all kinds. All of the participants have explanations as to the causes, which usually involve other parties, not themselves.

The COTR: “There was much slowness and uncertainty in Mali. It was difficult to get anything done, in contrast to the IEQ work in Ghana which proceeded very well. We gave the team in Mali a lot of expensive technical assistance, but they still couldn’t come up with researchable ideas for studies. In the end, I was unwilling to spend more money on Mali, so we insisted that the mission buy-in. Then it took them one year to do the contract.”

IIR IEQ Project Director: “There were so many bureaucratic entanglements—the Ministry and its change of language policy, the two institutions which we tried to use as a team, and the mission where first support was strong and then much less so. In addition, there was a lack of consistent IIR backstopping for Mali. I was responsible for Ghana, and found reliable technical assistance to send

there when necessary. But, I couldn't give Mali a lot of my time because in the first year I had to spend a lot of my time chasing down ways of linking the project with U.S. labs and centers, one of the stipulations of the contract. The Deputy Director (from the Juarez subcontract) was responsible for Guatemala. Mali was first the responsibility of an IIR Vice President, a person who is an expert in distance education. We planned for him to devote 50 percent of his time to Mali. But he left IIR and it took a while before we could find a suitable person to provide administrative help on Mali. So Mali did not have the consistent attention we were able to give to the other countries. Would it have been better if we could have worked with one HCRT coordinator? Yes, but the mission education officer for most of the project insisted that we work with both institutions."

The evaluation team has concluded that the fault of poor implementation lies with the failure on the part of the project to provide consistent and appropriate technical assistance. To a certain extent, this failure was professional. Mali was indeed difficult, but there was no one on the IIR staff who understood the situation of a Francophone African country. When the sociologist on the evaluation team was easily able to provide a piece of technical assistance to a PAQE team member, the evaluation team concluded that IIR had simply failed to identify what the PAQE needed and provide in a timely manner.

To another extent, the IEQ failure was structural. The IIR IEQ Director simply was not able to manage all of the elements of the contract and provide the kind of backstopping help she chose to offer Ghana. There was no one to take up the case for Mali.

The evaluation team found very little in Mali which could be attributed to the work of PAQE. The interventions, however sensible, came from political decisions from the Ministry. There was only one training session, and from the information on the questionnaires, most so-called PAQE teachers did not attend that session. There were some visits to the field, but little evidence of feedback being given to teachers.

The evaluation team was impressed with the optimism of the PAQE team and their supporters in the Ministries of Basic Education and of Higher Education. They were also impressed with the desire on the part of the teachers to improve their teaching, to have more training, and to learn from one another. Finally, the team was moved when the assistant to the Education Package Manager said that education in Mali is changing, and that PAQE has contributed to that change.

RECOMMENDATIONS

The PAQE team should:

- finish core activities, including processing the data from the May–June 1995 evaluation, writing up the monitoring visits in March 1996 to three regions, attending the final IEQ conference to share experience with their IEQ colleagues, especially on their efforts to implement the five interventions;

- finish the task of piloting grade 1 and 2 tests in Bambara; and
- arrange for meetings with the IEQ teachers so that they can share their experiences implementing the interventions.

As follow-on activities, the USAID mission should:

- publish in the major local languages the folk tales being used by the IEQ teachers and those collected by the West African linguist (now in a preliminary form in the office of the Education Package Manager);
- encourage Mali to provide French language materials for the upper grades that are meaningful for the students in those grades; and
- encourage Mali to concentrate resources for the educational sector in the areas of classroom management and effective use of teaching/learning for individuals and within small groups rather than on so-called research efforts at this time.

SOUTH AFRICA

OVERVIEW

Educational Policies

The “deliberate restriction of educational opportunities for the majority of South Africans, including black, colored and Indian,” was one of the worst injustices of apartheid (USAID Strategy Paper. 1995). The statistics tell the story of the racial and ethnic inequities of the Apartheid system. Only one out of 100 black South Africans who entered first grade finished high school. The majority population had a pass rate on the high school proficiency exam of 44 percent compared with a 98 percent pass rate for whites. Over 50 percent of the adult workforce is functionally illiterate.

Strategically located, South Africa has the most developed and diversified economy in Africa. During this period, the majority of South Africans were without voting rights and were severely limited in their access to basic economic and social benefits. In April, 1994, Nelson Mandela was elected President in the multi-party national elections, and his Government of National Unity began a Reconstruction and Development Program. This program is addressing the imbalances left by the Apartheid government to meet basic human needs, develop human resources, build the economy and democratize the state and society (USAID Strategy Paper on South Africa. 1995)

Teacher qualifications were equally as dismal. Some 14 percent of the public education teachers did not have teaching qualifications, and 57 percent were considered under-qualified, that is they did not have a high school proficiency exam (matric) with three or more years of teaching training. The underqualified were also more likely to have been assigned to the rural areas and previously designated homelands.

Under the newly elected Mandela government, a major task of the Reconstruction and Development Programme is “the transformation of the health and education systems.” The education system is being unified, under nine provincial governments, replacing the former governmental structure of four provinces and ten homelands. Four separate school systems (black, colored, indian, and white) will be folded into one system, under the regional governments. The non-governmental organizations (NGOs) will no longer be major providers of direct services, like teacher training and curriculum development, but will assume an as-yet-undefined role in support of education.

USAID’s Involvement in the Education Sector

USAID/Pretoria provided substantial support for the education sector for over a decade prior to the 1994 elections, by funding the efforts of over 100 NGOs. These groups, who provided major education services for the majority population, have most recently been receiving grants under the South African Basic Education Reconstruction (SABER) Project, a six-year project running from July

1992 - September, 1998, or the Education Support and Training (ESAT) Project. The goal of the SABER Project was to “support the increased development and use of innovative educational models and policy systems that would improve the quality of primary education.”

The ESAT Project “supports indigenous non-governmental education providers in the development and testing of improved educational models, curriculum development and educational planning.” Two additional projects supported NGOs in the education field, Support to Tertiary Education Project (STEP), which focuses on occupational needs, and Tertiary Education Linkages (TELP) which assists the “historically disadvantaged universities and technical schools.”

The assistance from USAID/Pretoria for the education sector has continued since the elections. In the mission’s Strategic Objective Tree, “A transformed education system based on equity, access and quality” is Strategic Objective # 2. However, the way in which USAID will support education is changing. Said one USAID official in Pretoria, “The assistance strategy has changed significantly, one with the opportunity to work with the government and de-emphasize much of the work we were doing before (the elections). We have to look at what the government is working on, what they’re emphasizing, and their priorities.” This will mean decreased funding to the NGO community, especially in early childhood education, as more monies are directed to the government’s efforts to reorganize the sector.

IEQ IMPLEMENTATION

Introduction—Getting Started

Chronology. In February, 1993, the Institute for International Research (IIR) and USAID/Pretoria began discussions about adding South Africa to the Improving Educational Quality (IEQ) Project as a mission buy-in. As the country moved towards a change in government, USAID wanted to assess the work of the NGOs who had worked in educational programs for the disenfranchised majority population. According to IIR internal records, “The Mission invited IEQ to discuss approaches for conducting impact evaluations of the NGO products and services, particularly at the school level, and strengthening personnel and systems’ capacities in monitoring and assessment within individual NGOs.” (Trip Report #17, 2-23 November, 1993)

A memorandum of understanding (MOU) was signed by USAID/Pretoria and IIR in which the goals of the IEQ Project in South Africa were listed.

IEQ established four goals for the South African buy-in:

1. “Conduct impact assessments of grantee products and services that influence instruction and learning at the school and classroom level;
2. Strengthen grantees’ capacity to establish and maintain monitoring and evaluating systems for individual projects;

3. Strengthen grantee staff expertise in educational research and evaluation methodology; and
4. Facilitate professional linkages between grantees and the educational research and development community within and outside of South Africa.” (Ibid)

In October, 1993, the IEQ staff began working with eleven SABER grantee organizations. These initial grantees worked in pre-primary and primary education, known as Educare in South Africa, to improve teacher training, curriculum development, school administration and provision of materials and technology.

As the IEQ Project progressed, additional grantees were added. The number of SABER grantees increased to eighteen in May 1994, and in October, 1994, an additional fourteen grantees from the ESAT project were added to the buy-in. In addition, other USAID grantees used the IEQ buy-in to obtain evaluation services, including the “Spider’s Place” science program and the Maths (sic) Centre for Primary Teachers” instructional materials development program.

Project Administration

Implementing Institution. IEQ established an independent office in Durban, located some two hours by air from Pretoria where USAID is located. The Project was not affiliated with a counterpart institution, although the first director was on a faculty of a local university in Durban. As the Apartheid government was in power, no consideration was ever given to establishing the Project within a government institution.

Project Activities

Introduction. The activities of the IEQ Project in South Africa are developed in conjunction with the IIR Director in Washington and USAID/Pretoria. An annual work plan is prepared jointly by the IIR technical advisors and the IEQ Coordinator in South Africa, and approved by USAID.

Research Focus. The focus of the research in South Africa was on the programs of the NGO grantees who were required to complete an impact assessment under the terms of their grant agreement with USAID. IEQ was the vehicle for conducting some of these impact assessments. The grantees using IEQ services were concentrated in USAID’s SABER and ESAT Projects.

Phase 1 Activities: October 1993 through March 1995

Research Question. What is the impact of the training programs provided by the Educare grantees?

Methods. Initially the team proceeded to design individual evaluations for each organization. This required assessing the needs and preparing the research design, data collection instruments, and analysis plan for each organization. In December, 1994, IEQ/W changed the method to a cluster

assessment of the Educare sector, using one data collection instrument for all the organizations. Data were analyzed and reported as a cluster of organizations, not disaggregated by organization.

In October, 1993, the IEQ team began working with eleven SABER grantees. In May, 1994, seven additional SABER grantees were added. The IEQ team conducted evaluation research and monitoring (ERM) visits to assess existing data, staff research capabilities, and evaluation needs. This was followed by in-country training in monitoring and evaluation, continued consultation from IEQ/South Africa staff, and a US study-tour for some NGO personnel. (See Table 1, Summary Timeline of IEQ Activities in South Africa.

The one-week workshop offered by an IIR consultant provided training to NGO staff in evaluation methodology and focused them on the evaluation question their specific organizations wanted to address in the impact assessment. It was expected at this time, that the NGO staff would be heavily involved in all phases of the evaluation, from instrument design, data collection, data analysis, and report writing.

The study tour in September to the United States included a variety of staff, from directors of organizations to trainers and mid-level staff. The reactions were generally positive to the experience. However, one organization strongly criticized the study tour for mixing people of vastly different educational levels and for "pitching" the content at a highly academic level, which could not be understood by those who were not college graduates.

By late fall, data collection had not begun on any of the studies, and the IIR senior staff began receiving pressure to complete the assessments. In December, IIR consultants were asked to prepare a draft questionnaire which could serve as a model for the Educare studies. This, when faxed to South Africa, was perceived by many as an "imposed instrument," which they felt violated both the letter and the spirit of the IEQ philosophy of collaborating as partners.

The controversy continued into January, 1995 spilling over into the IEQ-sponsored national conference attended by IIR, IEQ/South Africa staff, USAID personnel, and the grantees for whom the impact assessments were being done. At the conference, grantees were informed that the impact assessments would take the form of a cluster study, in which all grantees' data would be collected with the same instrument and reported collectively. One report would be written about the grantees in the sector. Immediately following the conference, IEQ staff and IIR consultants divided the grantees by geographic region and visited the schools to collect the data.

Although some attempts were made to "customize" the instrument for specific grantees, this did more damage than good, because data were not parallel for all organizations and it became difficult to code and analyse them.

Several grantees reported to the evaluation team, nearly a year and a half later, their frustration with the process and disappointment with the final results. Their expectations of individualized studies were not met, and the hurried manner in which the data were collected, left most of the NGOs' staff

out of the process of instrument design and practice in data collection. All the data analysis was completed by the IEQ staff.

The initial draft of the report was prepared by an IIR consultant, who took the data to the United States in an attempt to help IIR meet a deadline for USAID. This left the IEQ team in Durban frustrated because they did not have access to their own data and could not contribute to the report-writing process.

The final report from the Educare data was completed a year later, in February, 1996. The NGOs have asked for disaggregated data for their organizations which they have not yet received.

Shortly after the January, 1995 conference, the IEQ/South Africa submitted his resignation and the search for a new director continued for over a year. Thus, the office in Durban was left with no coordination and suffered a serious void in leadership. To the team's credit, they continued to work in these difficult circumstances on the Educare, Met and INSET evaluations as a coordinated team, with guidance and direction from Washington.

Phase 2 Activities: March 1995 through March 1996

Research Question. What is the impact of the training programs provided by ESAT grantees in the INSET and MET groups?

Methods. The IEQ researchers were assigned to work on either the INSET or the MET groups. The design from the beginning was to conduct an assessment of a cluster of organizations doing similar work.

The work on the studies for the remaining two clusters has proceeded in a more timely fashion. The organizations knew going into the process that they would be grouped together for the purposes of the study. The classroom observation form was completely revised to produce a much enhanced product. The grantees were involved in the data collection process, receiving training in how to use the observation forms. The reports were produced more quickly than the Educare report, but were nevertheless delayed in the production of the final products. The two studies were being finalized at the time of the evaluation visit.

Phase 3 Activities: May 1996 through September 1996

Research Question. How can the lessons learned from the SABER and ESAT grantee impact evaluations inform the provincial and national government about educational innovations?

The focus of the IEQ work has moved from conducting the impact evaluations to informing the new government about the contributions of the NGO community to education. The combined knowledge of these organizations about how to improve teacher training in rural schools, about teaching English as a second language, and a myriad of other problems faced by the school system is a rich resource that, if codified, would allow the government to adopt already tested programs.

USAID/Pretoria has pushed the IEQ team to produce this type of information about the grantees with whom they have been working, and the newly published “utilization plan” focuses on increased dialogue between IEQ, the NGO community, and the government to share this information.

IEQ IMPLEMENTATION: FINDINGS AND CONCLUSIONS

Project Goals

- *Was the choice of South Africa suitable for obtaining Project results?*

The choice of South Africa met the three conditions listed in the USAID/W–IIR contract: mission interest, Ministry involvement in educational reform, and the availability of a research team. The purpose of the buy-in, to understand the unique contributions of the NGOs to education, in anticipation of a change in government and consequent reform in the educational sector, was compatible with the purposes of the core IEQ contract in all but one area. USAID/Pretoria did not expect the Project staff to implement interventions in the classroom as a result of the impact assessments.

- *Is there a clear understanding among the parties about the need to achieve broad project objectives?*

The objectives of the research in South Africa were clear at the beginning of the Project and apparently understood by all parties. The Mission appeared to understand that in addition to the specific goals of the buy-in, a major purpose of the IEQ was to build the capacity of the host country IEQ research team.

The work proceeded with this understanding until the election of President Mandela changed the environment within which USAID, and by extension IEQ, would work. “The Comprehensive Apartheid Act was lifted and it gave us an opportunity to deal with the priorities of the government,” said a USAID official. Shortly thereafter, USAID/Pretoria placed a new set of expectations on the IEQ team and its research activities, although these changes were expressed informally and verbally. No written documentation of changes in the Scope of Work were made, however.

USAID needed research results that would identify model and innovative training programs and hoped that the research would show that pupils’ achievement scores had improved as a result of the training.

“Capacity building is not a primary focus now. We’re assuming that there is some capacity and that whatever the capacity, what service can be provided to the government? ...in terms of documentation of model educational practices and effective practices, assistance in drafting legislation, dissemination of information and

methodologies to audiences dealing with teacher training, inclusion of government personnel in conferences...”

IEQ was less clear about the change in expectations and continued with the original research design: to complete cluster assessments of the Educare, INSET and MET grantees.

In March, 1995, the IIR Director visited South Africa and presented the work plan for the Phase 2 activities, in which she reflected the changing needs of the country and USAID’s development assistance program. The IEQ team prepared a utilization plan which outlined a series of workshops for “major stakeholders:” the grantees, the Government of South Africa, and USAID. The plan stressed the need “to communicate those aspects of the IEQ studies which may make a positive contribution to certain areas of education policy in south Africa and to expose various stakeholders and decision -makers to the IEQ’s approach and methodology for evaluation and monitoring...” (Utilization Plan. IEQ/South Africa. no date).

Project Management

- *Is the apportionment of responsibilities among the parties formulated in the most effective manner?*

Management responsibilities are, in general, clearly understood by responsible parties in South Africa.

The IEQ Project is managed on a day-to-day basis by the Coordinator of IEQ office. The Director of IEQ for IIR and other IIR consultants provided assistance in preparing the annual work-plans and IIR consultants provide targeted technical assistance.

At times, over the life of the Project, IIR personnel took a very active role in the mangement of the project, due to the void in local leadership for nearly a year. Similarly, when the work on the Educare impact evaluation was delayed, the U.S. consultants assumed the roles of principal investigators instead of technical advisers, carrying out the research activities, as opposed to providing technical assistance to the team. They prepared the research instruments, were heavily involved in the data collection and analysis, and wrote the first draft of the Educare report which was presented to USAID by IIR.

For example, a U.S. based consultant took original data from South Africa to prepare a research report independently of the IEQ/South Africa team. The IEQ Director pointed out that over a year had passed since the Project had begun and that action had to be taken to move the process forward to completion. The Educare report had to be finalized, as the INSET and Met grantees had signed on and their work had to proceed on schedule.

- *Were the best counterpart institutions chosen?*

IEQ/South Africa did not choose an institutional counterpart, but rather established a separate research team. Under the circumstances of a changing political climate, it may not have been possible to establish a counterpart relationship.

- *Was the HCRT formed as projected?*

The HCRT was formed in a timely manner and continued to function as a team during the difficult period when there was no coordinator in place.

- *Could the HCRT take on the degree of innovative research that was expected?*

Several factors impeded the full implementation of the project: staffing problems which occasioned serious delays and the historic election of Nelson Mandela which substantially altered the structure of education in South Africa, the role of the NGOs in implementation of educational programs for the majority population and both USAID/Pretoria's funding decisions and expectations for the IEQ Project.

- *Is the contractor providing adequate programmatic support for field activities?*

Technical assistance was provided to the Grantees through a one-week workshop in South Africa which was very well received, through individual ERM visits by the Durban team, through a study-tour to the United States, and with continued consultation from the IEQ Durban staff.

Additional technical assistance was provided to the IEQ team, in order for them to complete the impact assessments. Much of this information was passed on to the grantees, as the staff served as trainers.

Areas in which technical assistance was provided included:

- research design;
- pupil performance instruments;
- data reduction and analysis; and
- preparation of reports.

- *Did it require more technical assistance than was anticipated?*

The team deserved the benefit of full-time direction from a team leader based in Durban. Had the difficulties of selecting a leader been overcome sooner, much of the delays in completing the work would have been avoided. The team attempted to undertake some research tasks in which they were

not fully trained, necessitating at times, the need to redo the work, such as in the coding of questionnaires. They were not skilled in the use of SPSS to complete the statistical analysis, and relied on the U.S. based consultants to provide guidance. This was costly and not as effective as having a qualified director on-site.

- *Was the Advisory Committee established as projected?*

A national Advisory Committee was not formed for the South Africa IEQ Project. However, at different points in the Project, ad hoc advisory committees formed for individual evaluations. For example, the work done for the two math and science projects in Johannesburg at the beginning of the Project formed reference groups to advise on the evaluation. Also, the MET and INSET grantees formed a reference group which was useful in guiding the work.

- *Did the project document the rationales for choices made, opportunities and constraints encountered, and lessons learned?*

As yet, there is no project history of the process of the IEQ Project in South Africa. Individual trip reports prepared by the IIR consultants after each technical assistance provide a detailed record of the events of the project, however.

IMPACT OF THE PROJECT

The four goals of the buy-in for South Africa present a different set of impact expectations for this project. The four goals are addressed below:

- *“Conduct impact assessments of grantee products and services that influence instruction and learning at the school and classroom level”*

The team has completed three cluster assessments of several related NGOs and two individual impact assessments. The first, for the Educare Grantees, was very slow in starting and did not meet the grantees' expectations. Grantees felt that the Educare questionnaire was non-responsive to their needs because all the groups were studied together. It was felt that the uniqueness of the various organizations was lost and the detail and description of the organizations' training programs was not captured.

The classroom observation form that was designed for the second wave of studies was extremely suitable and reported to be very useful to the organizations, some of whom continue to use the observation instrument in on-going monitoring of their programs.

- Strengthen grantees' capacity to establish and maintain monitoring and evaluating systems for individual projects; and

- Strengthen grantee staff expertise in educational research and evaluation methodology.

The process by which the IEQ team conducted the needs assessment for the grantees was excellent. The staff were able to better understand and appreciate the value of the monitoring and evaluation function in an on-going program. Many grantees in all three cluster commended the IEQ team for this positive contribution to their programs.

The ability of the staffs to undertake an evaluation, based on the training they received from the IEQ project is less conclusive. The Educare grantees received training at the outset of the project. However, they did not participate fully in the data collection, data analysis and report preparation. Thus, the majority of the grantees did not feel prepared to conduct an evaluation themselves.

CONCLUSIONS AND RECOMMENDATIONS

- *The scope of work undertaken by the IEQ staff was too large to be completed by the number of staff at the IEQ/Durban office.*

Conducting impact evaluations for 18 grantees, scattered over a country the size of South Africa was unrealistic. However, the initial design for the Educare grantees raised the expectations of the individual organizations that they would in fact have their individual study. When this was not possible and the design was changed to a cluster assessment of the early childhood grantees, many NGOs were disappointed and angry.

The final two studies were completed as clusters of NGOs and were completed in a reasonable amount of time. They also fail to provide the level of detail needed by USAID to “show-case” model NGO programs to the government.

Recommendation

Review the existing material on the NGOs in order to prepare a descriptive “catalogue” of the NGOs, their programs, and unique features which USAID could use in discussions with regional governments and the national level policy-makers.

**SUMMARY TIME LINE OF IEQ ACTIVITIES
IN SOUTH AFRICA**

Date	Activity Completed
October 1993	Memorandum of Understanding signed between IIR and USAID/Pretoria HCRT established in Durban
November 1993	SABER Grantees convened for orientation conference
January–February 1994	Eleven SABER Grantees received Evaluation and Monitoring (ERM) visits
March 1994	One-day seminar with SABER Grantees
June 1994	Five day training seminar for SABER Grantees
August 1994	Completion of evaluation of HandSprings and MCPT
September 1994	Study-tour to the United States for SABER Grantees
October 1994–January 1995	ERM visits to 7 additional SABER Grantees and 14 ESAT grantees
December 1994	Two day workshop for _____??
January 1995	First National IEQ Conference in South Africa _____??
January–February 1995	SABER Research design changed from individual grantees to cluster of grantees; instrument finalized and initial data collection undertaken
February 1995	Draft report completed by U.S. consultant, submitted to USAID.
March 1995	Completion of data collection for SABER grantees Begin data collection for six INSET grantees Begin data collection for MET grantees

METHODOLOGY

PURPOSE OF THE RESEARCH

The IEQ evaluation, coming in the final year of the project, serves as to indicate how well the project purposes have been met. The three principal research questions which guided the evaluation team were:

- Has the project been implemented in such a way as to achieve the contract purpose?
- What has been the impact of the project?
- What future actions would further project goals?

The evaluation addressed both the project implementation and project performance, using the goals of the Project Paper and the subsequent contract to guide the formulation of specific lines of inquiry. Further, as two countries were buy-in's by USAID missions, the evaluators included questions raised by the missions about the implementation and impact of the Project in their country.

PROJECT IMPLEMENTATION

The evaluators examined the implementation process of the project by reviewing the management performance of the prime contractor, the Institute for International Research (IIR), and its sub-contractor, Juarez and Associates. The role of U.S. educational institutions, with which IIR had also sub-contracted, was also reviewed. Of particular importance was the redefinition of the project activities over the course of the project as the research phases yielded information to inform the implementation phases.

PROJECT IMPACT

The impact of the project was evaluated against the output indicators for the five major implementation activities stated in the Project Paper. These indicators are as follows:

Classroom Research

Did the HCRTs obtain sufficient data from local classroom observation and/or research findings from the international research literature to provide them with a basis for identifying promising teaching-learning interventions?

Identification of Interventions Were promising teaching-learning interventions identified? Were they of sufficient quality and quantity for field testing and development?

Implementation of Interventions Were an adequate number of teaching-learning interventions developed and were they of sufficient quality? Were sufficient linkages established and operating effectively between host country research and end-user institutions and between U.S. and host country research institutions?

Assessment Systems Did formative evaluations help improve the interventions? Did summative evaluations help select the best interventions? Did assessment results show:

- An increase in the number of students affected by the interventions in attaining the mastery of learning tasks?
- A more positive attitude and interest by students toward learning ?
- An increased use by teachers of effective instructional techniques and methods?

Host Country Assessment Systems Did the host country testing and examination system receive sufficient assistance for it to contribute towards the sustainability of project objectives?

The evaluators assessed each country on these indicators, listed as questions in the Scope of Work, and compared the individual country data in order to draw conclusions about the Project and offer recommendations for future education projects.

Field Work

The field work for the evaluation was conducted in March in the United States, and from April 19 to May 19 in Ghana, Mali, Guatemala, and South Africa. Ms. Nadine Dutcher, educational specialist, traveled to Pittsburgh to meet with university faculty from the University of Pittsburgh to discuss the U.S. based literature review and to meet with consultants who had worked on Mali. Ms. Dutcher and

Ms. Janet Kerley, Team Leader and evaluation specialist, conducted field work in Mali from April 19 to April 27.

They subsequently traveled to Ghana for one week (April 28 to May 4). Ms. Kerley visited South Africa from May 5 to May 19, while Ms. Dutcher conducted the field work in Guatemala from May 12 to May 17. In addition, visits were made to IIR and Juarez Associates and AID/W personnel.

Data Collection Methods

The primary method of data collection used was qualitative (see Table 1 for details on the methods used in each country). A thorough **review of the project documents** was conducted. This included a review and listing of the major research papers produced in each country as a result of the HCRTs' work, as well as a review of the Project Paper, contract, and other administrative documents.

Focus groups were conducted in each country with three primary groups of stakeholders:

- Host Country Research Teams (HCRT);
- Host Country Advisory Committees; and
- Primary school teachers responsible for implementing the innovative teaching strategies.

The groups consisted of 6–10 people each and lasted from one to two hours. Volunteers were invited in advance to participate in these meetings and a member of the evaluation team will served as moderator.

The evaluators **observed classrooms** in which IEQ research had been conducted and intervention strategies introduced. **In-depth interviews** were conducted with key contractor staff in Washington, D.C., with USAID project personnel in Washington, D.C. and USAID missions in each country, with selected host government officials and primary school principals and supervisors. The following chart provides the number of focus groups, interviews, and school observations conducted in each country.

The data collected were processed and analyzed in Aguirre International's offices in Bethesda, MD in preparation for this final report for USAID.

Table 1

Qualitative Methods Used in IEQ Field Work
(By Country and Type of Method)

Focus Groups	Key Informant Interviews	Classroom Observations
Ghana		
Advisory Board (1)	CRIQPEG Staff (4)	0
Circuit Supervisors (1)	Ministry of Education (3)	Schools were on mid-year vacation
HCRT (1)	University of Cape Coast (2)	
Ministry of Education (1)	USAID (2)	
Primary School Teachers (1)	Head Teachers (2)	
Guatemala		
	AED (1)	Schools visited (3)
	HCRT (1)	Classrooms observed (4)
	IEQ (3)	
	Ministry of Education (3)	
	Teachers (4)	
	UNICEF (1)	
	University (3)	
	USAID (2)	
Mali		
HCRT (2)	Ministry of Education (5)	Schools visited (4)
Primary Teachers (4)	PAQUE (4)	Classrooms observed, 3 per school
	USAID (5)	
South Africa		
HCRT (1)	IEQ staff (5)	Schools visited (3)
NGO Representatives (2)	NGO staff (14)	Classrooms observed (5)
	Teachers (5)	
	USAID (3)	
United States		
0	IIR (5)	0
	Juarez & Associates (1)	
	Consultants:	
	University of Pittsburgh (6)	
	Florida State (1)	
	World Bank (2)	

EVALUATION INSTRUMENTS

AGUIRRE INTERNATIONAL INTERVIEW GUIDE FOR IEQ PROJECT PERSONNEL

Aguirre International has been contracted by to conduct an evaluation of the *Improving Educational Quality Project* (IEQ). A team of two evaluation specialists is visiting four countries in which the IEQ Project has been implemented: Ghana, Guatemala, Mali, and South Africa.

The data collected will be processed and analyzed in AI's offices in Rosslyn, Virginia. A final report will be prepared for USAID.

I would like to ask you a series of questions about the program.

INTERVIEWEE'S NAME: _____

COUNTRY: _____

I. INTRODUCTION AND GENERAL INFORMATION

A. How did you become involved with this project?

1. What is your understanding of the major goals of the IEQ Project?
2. What are your major responsibilities for the Project?

II. INSTITUTIONAL INVOLVEMENT WITH THE PROJECT

A. How did your institution become involved in the IEQ Project?

1. Would you describe the process by which your institution developed the activities for the project?
2. What are the institution's strengths for supporting the IEQ Project?
3. What are the roles and responsibilities?

4. Were there any unanticipated situations which affected the start up or implementation of the IEQ Project?
 5. In what ways has the technical assistance supported your activities?
 6. Do you have any suggestions for improving the technical assistance?
- B. What have been the major impacts of the Project on your institution?
- C. What has the institution been able to reach out to other institutions?
1. What kind of linkages have you established with other educational institutions in the country?
 2. How do you decide which linkages would be appropriate?
 3. What kind of expectations do you have for these linkages once the IEQ funding ends?

III. OVERVIEW OF THE PROGRAM

- A. What is working well in this program? What is working least well?
- B. What would you recommend to improve the project here?
1. What additional information could AID have provided you with?
 2. What additional information/support could IIR have provided?



Is there anything that you would like to discuss that I haven't covered?

THANK-YOU VERY MUCH FOR YOUR COOPERATION

**AGUIRRE INTERNATIONAL
INTERVIEW GUIDE FOR USAID PERSONNEL**

Aguirre International (AI) has been contracted by USAID's Global Bureau, Human Capacity Development, PP (G/HCD/PP) through the Human and Educational Resource Network Support (HERNS) Project to conduct an evaluation of the *Improving Educational Quality Project (IEQ)*. A team of two evaluation specialists is visiting four countries in which the IEQ Project has been implemented: Ghana, Guatemala, Mali, and South Africa.

The data collected will be processed and analyzed in AI's offices in Rosslyn, Virginia. A final report will be prepared for USAID.

I would like to ask you a series of questions about the program. The interview will take between one and two hours.

INTERVIEWEE'S NAME: _____

COUNTRY: _____

I. USAID'S INVOLVEMENT WITH THE IEQ PROJECT

- A. What are the goals of the IEQ Project and how do they relate to the goals of this Mission?
 - 1. How was this country selected to participate in the IEQ Project? Why?
 - 2. Were there other countries in the region more suitable for the Project? Why?
 - 3. What is USAID's role in helping IEQ achieve its goals in-country?
 - 4. How could USAID's role in the IEQ Project have been improved?
- B. When did you personally become involved with this project and what has your role been?

II. HOST COUNTRY INVOLVEMENT IN THE IEQ PROJECT

- A. What is the role of the host country government in the Project?
 - 1. Which institutions were selected as the counterpart institution? Why?

2. Please describe their role.
3. How well have they performed, in your opinion?
4. Was this the most appropriate institution for the Project?

B. Host Country Research Team

1. Describe the process of forming the Host Country Research Team
2. What have been their principal functions?
3. What have been the major accomplishments of the HCRTs?
4. What have been the areas that needed improvement?

C. Was an Advisory Committee established for the Project?

1. How were the members chosen for the Advisory Board?
2. What have been the major contributions of the Advisory Board?
3. What suggestions do you have to improve the impact of the Advisory Board?

III. CONTRACTOR'S PERFORMANCE

A. Project implementation assumed the existence of a HCRT assisted by specialists, and no in-country supervision. Describe how this staffing pattern has functioned in this country.

1. What are the strengths? What are the weaknesses.
2. What other staffing pattern could have been considered for this type of Project?

IV. FOLLOW-ON AFTER SEPTEMBER 1996

- A. What follow-on activities have been planned?**
- B. What would you recommend for the near-term? (From now until the end of the Project?)**
- C. What would you recommend for a future project?**

V. OVERVIEW OF THE PROGRAM

- A. What have been the major impacts of the IEQ Project?
 - 1. What is working well in this program?
 - 2. What is working least well?
 - 3. What would you recommend to improve the project here?

- B. What have you seen as the greatest challenge in the design and delivery of this project?

FOCUS GROUP QUESTIONS HOST COUNTRY RESEARCH TEAM

Aguirre International is a private company which has been contracted by to conduct an evaluation of the *Improving Educational Quality Project* (IEQ). A team of two evaluation specialists is visiting four countries in which the IEQ Project has been implemented: Ghana, Guatemala, Mali, and South Africa.

We would like to spend about an hour and a half with you, as the major work with the IEQ project in () has been done by you the members of the Host Country Research Team. Your comments and opinions will help improve the project here and in other countries. All your comments are confidential and will not be shared with anyone beyond the research team members.

The data collected will be processed and analyzed in AI's offices in Rosslyn, Virginia. A final report will be prepared for USAID. After a general introduction of the participants in the focus group, the moderator begins with the following questions. As appropriate, use probing questions to follow-up in depth on subjects areas.

1. Which strategies/interventions have been implemented most successfully through the IEQ Project here in (name of country)?
2. Which strategies/interventions have been least well implemented through the IEQ Project here in (name of country)?
3. What research conducted by your team through the IEQ Project led to the identification of the problems and solutions selected here in (Name of country)? Please be specific.
4. How have the teachers changed by participating in this Project?
5. How have the institutions changed?
6. What national policies have changed as a result of the IEQ Project?
7. What new research techniques have you personally learned that you did not know before the IEQ Project? Probes: How did you learn these? Who taught you? What part of the technical assistance provided by IIR helped you with this skill?
8. Which has had the greatest impact on your work?
9. How have you personally changed by participating in this Project?
10. How can the results of the pilot project be expanded to a larger number of schools?
11. If the project ends in September, what do you recommend for follow-on activities?

INTERVIEW GUIDE REPRESENTATIVES OF SOUTH AFRICAN NGOS

Aguirre International has been contracted by USAID to conduct an evaluation of the *Improving Educational Quality Project* (IEQ). A team of two evaluation specialists is visiting four countries in which the IEQ Project has been implemented: Ghana, Guatemala, Mali, and South Africa.

The data collected will be processed and analyzed in AI's offices in Rosslyn, Virginia. A final report will be prepared for USAID. All information will be confidential and shared in aggregate form in the final report.

May I ask you some questions about the program?

INTERVIEWEE'S NAME: _____

NAME OF NGO: _____

I. PARTICIPATION IN THE IEQ PROJECT

A. Would you please briefly describe your organization's activities/program?

1. What are the principal activities of your program?
2. How did you monitor and evaluate your program activities prior to IEQ?
3. What do you anticipate the future of your organization to be in the new political environment?

B. What was your participation in the IEQ evaluation activities?

1. How many people in your organization participated in IEQ activities/in which activities?
2. How satisfied are you with the training you received?
3. What suggestions do you have to improve the training?

II. APPLICATION OF THE TRAINING

- A. How have you used the training you received?
 - 1. Have you completed the evaluation?
 - 2. Have you trained other staff as a result of the initial training?
 - 3. How will you conduct evaluations of other program activities?
- B. What use will you make of the evaluation completed through IEQ assistance?

III. IMPACT OF THE IEQ PROJECT

- A. What have been the greatest accomplishments of the IEQ Project?
- B. What suggestions do you have, in general, to improve the Project?

THANK YOU VERY MUCH FOR YOUR COOPERATION!

FOCUS GROUP TEACHERS/HEAD TEACHERS

Hello, my name is _____. I represent Aguirre International, a private consulting firm which has been asked by USAID to evaluate the IEQ Project. We are independent of both USAID and IIR, the implementing organization, so the evaluation can be objective. I appreciate your taking the time to meet with me today, because your suggestions will help improve the program in the future. Everything that you share with me today is confidential and will not be quoted by name in the report.

Let's begin with everyone introducing themselves. Please give us your name, the grade you teach, and the number of children in your class.

1. How did you become involved with the IEQ Project (substitute the name used for the Project in each country).
2. What do you understand are the goals of the Project?
3. What kinds of activities did you participate in?

Probes: Did you attend the training workshops; participate in the classroom observation/research; attend regional/national conferences?

Receive monitoring or feedback from the researchers? Ask about any specific assistance given in each country.

4. What are you doing now that is different from what you did before the IEQ Project?

Probes: How did you teach (subject being stressed in each country) before IEQ?

Ask for specific examples of how they are teaching now after the IEQ interventions. Probe on how they are implementing each country-specific IEQ intervention.

5. What suggestions/recommendations do you have to improve the program?
6. How can we expand the pilot project to other schools in this area/throughout the country?

PERSONS INTERVIEWED

GHANA

ABOM AME Zion Primary School

William Addison, Headmaster

Ruby Gowuga, Primary 3 Teacher

Julianna Morgan, PTA Executive and Member CRIQPEG Advisory Board

Betty Nunco, Primary 6 Teacher

Esther Robertson, Primary 2 Teacher

Center for Research in Improving Quality of Primary Education in Ghana (CRIQPEG)

Alexander Asamoah, Team Member

Preko-Myarko Collins, Administrative Secretary

Francis Godwyll, Team Leader

Beatrice Okyere, Director, CRIQPEG and Coordinator, IEQ Ghana

Ghanaian Education Service/Ministry of Education

Elizabeth Addabor, Teacher Education Division

John Aidgo, Circuit Supervisor

Robert K. Annafo, Circuit Supervisor

E.K. Darko, Curriculum Research and Member CRIQPEG Advisory Board

Gertrude Dublin, Circuit Supervisor

S.Y. Manu, Director, Project Management Unit Primary Education Program (PREP) and
Member CRIQPEG Advisory Board

Sarah Opong, Former Director Basic Education, and Member CRIQPEG Advisory Board

Louisa Owusu, Inspectorate, Former Head Textbook Division, and Member CRIQPEG Advisory
Board

B.O. Sarbah-Acquah, Circuit Supervisor

Nyankrom STMA Primary School

John Kingsley Arthur, Primary 1 Teacher

Nna Isibo-Ieboah, Head Teacher and Primary 1 Teacher

Beatrice Medepeq, Kindergarten Teacher

Mary Moses, Primary 1 Teacher

Parent-Teachers Associations

L.A.E. Smart French, District PTA and Member CRIQPEG Advisory Board

Juliana Morgan, PTA Executive Aboom AME Zion Primary School and Member CRIQPEG
Advisory Board

Training Colleges

R.J. Asante-Frempong, Principal St. Louis Training College and Member CRIQPEG Advisory Board

Agnes Koranteng, Principal, OLA Training College and Member CRIQPEG Advisory Board

University of Cape Coast

Samuel Kwasi Adjepong, Vice-Chancellor and Chairman, CRIQPEG Advisory Board

Dominic Kwaku Fobih, Vice-Dean, Faculty of Education and Acting Director, Division of Basic Education

USAID/Accra

William A. Jeffers, Deputy Director

Mitch Kirby, Education Project Officer and Member CRIQPEG Advisory Board

Peter B. Kresge, Chief, Education and Human Resources Development Office and Member CRIQPEG Advisory Board

GUATEMALA

Academy for Educational Development

Oscar Mogollon, Director, New Unitary School Program, Project BEST

Juarez and Associates

Telma Yanet Ordonez de Archila, Fieldworker, Region II (Alta and Baja Verapaz)

Yetilu Iunge de Baessa, Director, Mejoramiento Calidad Educativa (MCE)

Elizabeth Barco Perez, Fieldworker, Region II

Hugo Armando Cuc Quim, Fieldworker, Region II

Rosa Giron Roman, Research Supervisor

Frinne Lisbeth Sommer Buenafe, Fieldworker, Region II

Wilfredo Leonel Tzul Sam, Fieldworker, Region II

Jorge Valdes Acevedo, Accountant, IEQ Guatemala

Ministry of Education

Margarito Guanta, Subdirector, National Bilingual Education Program (PRONEBI)

Olga Evelyn Amado de Seguro, Coordinator, BEST Project

Celestino Alfredo Tay Coyoy, Former Minister of Education

Primary Schools, Names of schools and teachers withheld at request of IEQ Coordinator

Traditional Unitary School

Teacher, Grade 1 and 2

New Unitary School

Teacher, Grade 1

Teacher, Grades 2-6

New Unitary School
Teacher, Grades 1-3

Rafael Landivar University

Guillermina Herrera, Vice Rector and Member MCE (IEQ) Advisory Committee

UNICEF

Demetrio Cojti, Official for Education Programs

University Del Valle

Jacqueline Garcia de De Leon, Dean, Faculty of Education and Member MCE Advisory Committee

Robert B. MacVean, Professor Emeritus

USAID/Guatemala

Hilda Arellano, Deputy Director

Miriam I. Castaneda, Education Specialist and Member MCE Advisory Committee

MALI

Institute Superiore de Formation et de Recherche Appliquee, ISFRA

Urganin Dembele

Sekou Diarra

Denis Dougnon

Nambala Kante

Ministry of Education

Minister of Basic Education, Mr. Adama Samassekou

Secondary

Higher

Primary School Personnel

Teachers

Principals

Bla II School

Grade 1 Teacher

Grade 2 Teacher

Grade 3 Teacher

Convergent Pedagogic School, Group IIB, Segou (Ecole Pedagogic Convergente Group IIB)

Director

Grade 1 Teacher

Grade 2 Teacher

Grade 3 Teacher

IEQ Team (Le Projet d'Amelioration de la Qualite de l'Education or PAQE)

Dramane Coulibaly, Coordinator from the National Pedagogic Institute (IPN)

Sekou Diara, Coordinator from the Higher Institute for Training and Applied Researcher

Modibo Kire, ISFRA

Mamadou B. Kone, IPN

Mountaga Lam, IPN

Ibrahim Songore, ISFRA

Brehima Tounkara, IPN

Markala School IB

Director and Grade 1 Teacher

Allousseiaeni Dicko, Pedagogic Counsellor

Ministry of Basic Education

Abdoulaye Ky, Secretary General

Ministry of Secondary Education, Superior Education, and Scientific Research

Denis Dougnon, Technical Adviser and formerly member of IEQ team

Salikou Sanogo, Secretary General

Higher Institute for Training and Applied Research (ISFRA)

N'Golo Diarra, Director General

National Pedagogic Institute (IPN)

Issaka Dione, Acting Director

Sidou Village School

Director

Grade 1 teacher (convergent methodology)

Grade 2 teacher (convergent methodology)

Grade 4 teacher (traditional methodology)

USAID/Bamako

Korotoumou Konfe, Assistant to Education Package Manager

Chahine Rassekh, Education Package Manager

Abibaye Traore, Assistant to Education Package Manager

Joel E. Schlesinger, Director

SOUTH AFRICA

IEQ/Durban

Lynn Evans, Director
Roseline Ntshingila-Khosa
Thuli Dlamini, Team Member
Radya Ebrahim, Team Member
Nadia Minty, Team Member
Bobby Soobrayan, Consultant

South African Non-Government Organizations

Educare Grantees

Fleurie Pesada, formerly with CCDC
Freida Brock, ELRU
Linda
Melanie Skele, Grassroots
Snoeks Desmane, Manager, TREE

INSET Grantees

Ann Pelser, Education Literacy Education Trust (ELET)
Noeleen Barry, Project Coordinator, ITEC
Bheki Nene, Primary Science Project (PSP)

Midlands Educational Trust (MET)

MIOLENTO

PSP

READ

USAID/Pretoria

Kanwar Habib Khan, Education Officer
Hector Navarro
Michelle Ward-Brent, Project Officer/Technical Advisor, Human Resource Development
Division

UNITED STATES

Florida State University

Joshua Muskin, IEQ Consultant, Center for International Studies

Institute for International Research

Dena Durbeck, Research Assistant

Sylvia Ellison, Research Associate

Peter Kapakasa, Accountant, IEQ

Alimasi Ntal-I'Mbirwa, Research Associate

Aida L. Pasigna, Vice President

Jane G. Schubert, Vice President and IEQ Project Director

Juarez and Associates, Inc.

Ray Chesterfield, Deputy Director IEQ

Technical Backstop/Adviser for Guatemala

University of Pittsburgh

Donald A. Adams, Knowledge Building Specialist, IEQ Consultant

Thomas Clayton, Post-Doctoral Fellow, Institute for International Studies in Education

Richard Donato, Associate Professor of Foreign Language Education, Department of Instruction and Learning

Mark B. Ginsburg, Senior Associate and Professor, Department of Administrative and Policy Studies

Martha E. Mantilla, Doctoral Candidate, Institute for International Studies in Education

Judy Sylvester, Doctoral Candidate, Institute for International Studies in Education

USAID/Washington

John K. Jessup, Jr., IEQ Project Manager, Center for Human Capacity Development

Frank Method, IEQ COTR, Center for Human Capacity Development

World Bank

Helen Craig, Education Specialist

Himelda Martinez, Senior Education Specialist

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Level 1

Level 2

Grade 3 and 4

Grade 5 and 6

Mathematics

Grade 1

Grade 2

Grade 3

Creativity

Self-Concept

Interview guides

Children

Teachers

Parents

Teacher trainers (before and after their training workshops)

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Year 2

Fulfulde

Year 1

Bamanan

Year 1

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