

UNCLASSIFIED

AGENCY FOR
INTERNATIONAL
DEVELOPMENT



DEVELOPMENT ASSISTANCE PROGRAM

FY 1978

LIBERIA

VOLUME III

SECTOR ASSESSMENT: *Education and Human Resources*

BEST AVAILABLE

DEPARTMENT
OF
STATE

November 1976



TOWARD AN EHRD SECTORAL STRATEGY FOR USAID/LIBERIA

BY

Robert Jacobs
Consultant

BACKGROUND

As AID moves closer to a substantially increased involvement in education and human resources development (EHRD) activities in Liberia a reasonable degree of mutuality of GOL and AID basic developmental goals is presumed. On the GOL side it has been declared at the highest level that development is the business of everyone, and prominent among the development policy statements articulated by GOL are two relevant items: (1) equitable distribution of the benefits of development, and (2) rectification of extreme imbalances and disparities between regions and social groups. Closely paralleling these statements, AID development priorities are now directed at reaching lower income groups, the poor majorities in the developing countries who heretofore have neither participated in nor benefitted from the development process. AID seeks collaboration with the developing countries in improving the quality of life of these neglected, major segments of their societies. Since the majority of the indicated target group lives in the more remote areas of the developing countries, and Liberia is no exception, the according of highest priority by GOL to integrated rural development provides further mutuality of interests and goals. The unemployed in urban areas, by and large, constitutes the remaining component of the poorer, non-participating segment. And, again, the high priority given by GOL to

vocational training, partly to make the urban unemployed more employable, gives common grounds.

However, when one drops to a lower level to consider the GOL sectoral planning, which presumably should reflect these development priorities, the common grounds are less apparent. There are not only differences in strategies considered appropriate for achieving goals by GOL and AID, but there are what appear to be inconsistencies between sectoral goals, plans and priorities and the national development aims. More specifically, the actions proposed by and the budgetary allocations of the health, agriculture and education ministries, for example, point toward benefits for the upper segments of Liberian society with little if any increase of benefit for the poor. Curative measures versus preventative health and expensive hospitals instead of community health services characterize the health sector; large-scale agri-business ventures at the expense of agricultural extension and infra-structure for small farmers typify the agricultural sector; and, expansion of secondary education and improvement of quality of education at all levels with low priority for non-formal programs to reach those not now in the formal school system are to be noted in the education sector. There are promising clusters of response to the national mandates, but these are found in ministries which are allocated only a marginal share of national resources. The rural development programs of the Ministry of Local Government, Rural Development and Urban Reconstruction, for example, are

dealing significantly with the improvement of the quality of life of the rural poor, cutting across sectoral boundaries and demonstrating that it can be done. And the Ministry of Labor, Youth and Sports is reaching disadvantaged, out-of-school youth with vocational and basic crafts training programs. But the principal EHRD sector ministries do not appear to be responding effectively to the declared GOL intentions.

Since substantial mutuality of policies and objectives (GOL and AID) exists at the higher levels where policy is set, perhaps it is more than wishful thinking to blame the inconsistency of lower echelon response among the major EHRD sectors to lack of understanding of or insight into the implications of "total involvement" (development is the business of everyone) rather than GOL insincerity in declaring such policies. The fact remains, though, that however explained, the plans in the major GOL EHRD sectors do not deal effectively with the needs of "the poor" and thereby give cause for unease when considered as a possible framework for AID involvement in EHRD activities in Liberia.

USAID has been waiting with some impatience for a useable version of the Long Range Education Plan of the Ministry of Education, projecting plans and priorities for the 10-year period, 1976-85. A third revision is now in progress with a promised release date of early 1977. However, even though the third revision has been described as incorporating important changes, and USAID has been warned not to use the second revision as "the Bible", it is not likely that the major policies and priorities as declared in the second draft will be changed materially. From the first draft to the second draft they remain unaltered.

In the meantime, the Harvard Institute for International Development (HIID), at the request of AID, undertook a review of the entire education and human resources sector to identify possible areas for U.S. assistance. This was done in early 1976 and the HIID report was released in March. Although neither the MOE Long-Range Plan nor the HIID report clearly articulates an EHRD overall strategy, one can construct the separate and differing strategies by deduction and inference, and it will be useful to compare the two for identification of congruence and conflict.

MOE Goals and Targets

The MOE Long Range Education Plan (2nd edition) lists four primary goals:

1. Qualitative improvement at all levels of education;
2. Expansion of secondary education at all levels with an emphasis on vocational and technical;
3. Regional equalization of educational opportunities; and
4. Strengthening of the administrative infrastructure.

Seven targets have been suggested for attaining these goals:

1. Full implementation of the Community Schools program which is designed to expand school facilities and equipment and to convert the schools into multi-use community centers;
2. Establishment of the post-secondary vocational technical programs;
3. Establishment of new comprehensive high schools;
4. Establishment of technical teacher training programs;
5. Increased administrative assistance to improve local supervisory offices;

6. Expansion of local textbook production; and
7. Revision of the school curriculum.

Harvard Team Proposals

The HIID recommendations in summary form are as follows:

1. Freeze enrollments at all levels for five years;
2. Raise number and quality of graduates through improved teacher training and provision of teacher materials;
3. Shift emphasis in vocational/technical education away from formal schooling for high level occupations toward intermediate skill levels through apprenticeship training and skill training by other sector Ministries (non-MOE); as well as improve capacity of MOE vocational schools to produce graduates at intermediate skill levels; and develop centers for wayward youth;
4. Increase supply of agricultural extension, home and community development workers; train villagers as model farmers or small equipment operators; and
5. Establish a system of non-formal education.

Policy Differences

The Harvard team's perception of the major policy difference between their proposals and those embodied in the MOE plan is succinctly described as follows:*

"In summary, we must conclude that rather than more education for some people (MOE plan), the realization of Liberia's future requires some education for more people (HIID proposals)."

To make this difference clearer, the goals, targets, and projected actions embodied in the plans of the Ministry of Education form a strategy of working through the existing formal school system to implement education's

*A quote from the HIID report, page IV-3. Parenthetical inserts and underlines are my own.

role in achieving total involvement in development and equitable distribution of the benefits of development. The development of community schools with facilities for teaching agriculture, home economics and basic crafts, and serving as centers for adult education in off-school hours; curriculum revision to inject practical content more relevant to needs of rural populations; establishment of science/technology centers in selected high schools and expansion of comprehensive high schools with vocational streams; upgrading teacher preparation and giving teacher training in community development skills, all of which are in the 10-year plan, may give the impression of moving dynamically toward the major development goals. But the fact that the formal school system reaches no more than half of the school age population and extremely small portions of the adult population justifies the description "more education for some." The brutal fact is that this strategy, in the long-run, benefits the already favored segments of society and largely neglects those now outside the development stream. There may be some miniscule increase in percentage brought into the formal system, since 6% annual increases in enrollment are projected for the 10-year period. But population growth proceeds at a 3% rate each year, and the HIID report rightfully points out that the cost of activities necessary to realize the plan exceeds the probable available income. So shortfall in expectations may well wipe out the projected 6% less 3% increase in enrollment percentage. The "more education for some" policy is even more evident in the ambitious and very expensive plan to move the University of Liberia to a new location and rebuild this institution, an EHRD expenditure not included in the MDE budgetary projections.

The set of proposals put forward by the HIID team and the supporting background in the body of the report must be scrutinized rather carefully to develop a clear picture of the policy or strategy implications. Certainly the articles of faith mentioned in the introduction to the HIID "counter-proposals" promise a different policy thrust: e.g., "(1) The development of Liberia requires the participation of all of its people in both the tasks and benefits of progress; (2) education and training are necessary conditions for that participation; and (3) development proposals that favor economic growth through the productive activity of relatively small numbers of people act to discourage participation; similarly, proposals to provide any form of education to only a proportion of the Liberian people contradict the policy of total involvement". (See page IV-3 of the HIID Report).

However, the HIID recommendations are presented in such a way that they appear at first glance to also support the "more education for some" policy. The very first recommendation is to freeze enrollments at all levels for a period of five years. This certainly does not sound like "some education for more." Further, all but three of the remaining nine proposals which are condensed into the five recommendations listed on page 6 (see pp IV 8-9, HIID Report), deal with improvement of the formal system, reflecting a fair amount of reliance on the formal school system as a mechanism for achieving the major development priorities of AID and GOL (a mechanism which reaches, remember, less than half of the school-age group). However, a complete review of the Harvard Report yields the insight that the apparent preoccupation with proposals relating to the formal system is mostly to focus attention on the prime need in the system of improving its quality; i.e., improving the efficiency of in-

struction and learning. And the proposals dealing with "non-formal" education* - things that ought to be done outside the formal system - and the importance attached to these actions do lead the strategy deduced from the HEED report in the direction of "some education for more."

Strategy Differences

Growing out of this major policy divergence there are important differences in strategies proposed. The major ones can be summarized as follows:

1. The HEED team favors modest increases in the salary scale for teachers, arguing that the small benefits which can be reasonably expected from large-scale increases do not justify the substantial and yearly increasing costs; MOE argues for major increases to halt the out-flow of personnel once they have attained higher levels of qualification and to attract more able young people into education. Further, the Ministry places very high priority on this proposed action.

*These proposals are from page IV-9 HEED Report):

- "e) The introduction of an extensive non-formal program for all persons excluded from the formal educational system.
- f) Increased auditing but not control over other non-formal activities, especially those in the vocational skill area.
- i) The provision of entrepreneurial incentives and counseling within auspices of the National Development Banks or other interested agency.

2. It is necessary, of course, to mention the obvious and now accentuated difference in strategies for shifting attention from quantitative expansion to qualitative improvement. Harvard suggests freezing enrollments for a 5-year period until qualitative improvements are achieved. MOE points out that proposed foci of attention in the 10-year plan will of necessity restrict quantitative expansion without the politically explosive act of declaring a freeze on enrollments. But a gradual increase of 6% enrollment per year is projected, and a major goal in the long-range plan is the "expansion of secondary education at all levels." MOE justifies the latter as a means of equalizing educational opportunity, with the planned expansion focused in rural areas where there are no high schools at the present time. Also, there is to be an "emphasis on vocational and technical" in this expansion. Harvard presents a comprehensive and fairly convincing set of data to support a contention that GOL simply will not have the necessary financial or manpower resources to support this planned expansion, and argues, of course, that whatever part of the effort is achieved will be done at the expense of quality improvement. MOE is hopeful and optimistic regarding forthcoming resources, relying on external assistance for capital costs and GOL for recurrent operational costs.
3. Harvard suggests the abandonment of expensive professional elementary teacher training activities in favor of intensive

one year pre-service programs; MOE is phasing out the 3-year training course for elementary teachers in favor of a post-secondary, 2-year course, but plans to make this the standard, with a temporary one-year course to be operated only to 1980 at Zornor on an emergency basis.

4. GOL plans favor raising the level of vocational/technical training to prepare supervisors, technicians, etc. (build a new technical institute at Harper; eventually upgrade BWI to junior college status, etc.); Harvard favors lowering the level of vocational training to produce middle-level and low-level skilled workers (expand vocational training at the elementary and secondary levels).
5. MOE plans to implement pre-service training of teachers through a combination of extension centers and mobile training teams (plans for the latter are somewhat obscure). Also, possible use of radio and correspondence courses is mentioned in the MOE plan. The somewhat loosely thrown together plans do not project any substantial impact in terms of numbers of teachers to be reached in the unqualified and underqualified categories. Harvard points this out and suggests an alternative plan of well organized mobile teams with targeted quotas of teachers reached each year. All of the teachers in the unqualified and underqualified categories would receive at least a 2-week intensive training course over a 4-year period,

assuming ideal conditions, whereas the Ministry plan on the scale projected would reduce these two categories in total from three-fourths of all elementary teachers to two-thirds by the end of the 10-year period. There is another important difference between the MOE approach to in-service training and the Harvard team view of this particular problem. Teachers with less than a high school education are categorized as unqualified; teachers with a high school education but no professional training are in the underqualified category, while teachers with a high school education and some professional training are in the qualified category. MOE views the in-service training task as simply one of getting everyone up into the qualified category, and the major thrust is providing opportunity to complete the high school certificate, thereby removing the "unqualified" category. Then when all have had some professional training and can be classified as "qualified", the in-service aim is achieved. The Harvard team focuses on teacher performance and points out that most of the elementary teachers, including the ones now classified as qualified, need in-service training to improve their classroom performance. In other words, the goal of in-service training is the improvement of efficiency of instruction - not the attainment of "qualified" status in terms of some categorization criterion.

Other differences could be identified, but this exercise is becoming somewhat tedious and further treatment will not add significant

background for the evolution of a USAID strategy. It will be more useful to turn attention to the similarities and areas of agreement when the two documents are compared (the HIID Report and the MOE Plan).

Congruences

1. Both documents stress the need for improvement in quality of education; i.e., the improvement of efficiency of instruction and learning is a paramount necessity.

2. Both the Harvard group and the MOE believe that in-service training of teachers is fundamentally related to the improvement of quality of the output of the system and that an impact must be made on this requirement.

3. Both agree that pay scales within the EHR sector need restructuring upward.

4. Harvard proposes the substitution of locally produced, government financed textbooks in place of the expensive foreign versions now used. It is the aim of MOE during the plan period to have sufficient quantities of locally written and produced textbooks for the four basic subject areas in grades 1-6 to supply every student with a complete set. This may be an unrealistically ambitious plan, but Harvard and MOE are in agreement on the need for learning materials in the hands of the learner.

5. Harvard suggests better teacher guides and better use of teacher guides to offset the results of inefficient teacher performance. MOE includes the preparation of teacher guides as an integral part of the textbook plans.

6. Although giving it lower priority than Harvard, MOE plans include non-formal education development. As pointed out earlier, Harvard believes there should be a major ENRD effort toward providing out-of-school learning opportunities. Both Harvard and MOE believe that these programs should focus initially on literacy.

7. Although there are disagreements regarding levels of operation, there is agreement in the two documents about the importance of expanding and improving vocational/technical training opportunities, and about the need for coordination of these activities. Both MOE and Harvard point to the new Council for Vocational and Technical Education and Training as the bright hope in this respect.

8. The Harvard report suggests as several points that more attention should be given in vocational training to agriculture and agricultural pursuits, and the relationship of literacy and numeracy skills to improvement of agricultural productivity is asserted. The MOE plans include agriculture in the practical orientation of the community school curriculum; community schools are to have school farms; elementary teachers are to have practical training in agriculture; agriculture is one of the vocational streams in the comprehensive high schools, and agriculture is part of the program of the new science/technology centers. So there is considerable congruence at least in intent in this area.

It should be pointed out again that the above analyses are based on the 2d draft of the MOE 10-Year Plan and that a third and hopefully final revision is under preparation. Since it will not be available until January, 1977 (if then) the only course possible at this time is to assume that changes will be in implementation plans rather than policy

articulation, and to proceed with the conclusion that MOE policy for the planning period of 10 years is to continue attempts to improve and expand the existing school system, working through it to achieve integrated rural development and the equalization of educational opportunity, even in the face of limited budgetary resources and manpower constraints. And to summarize the alternative strategy which can be drawn from the HIRD proposals, total involvement in development and more equitable distribution of development benefits would be achieved by undertaking a broad scale non-formal educational effort to reach both adults and those frozen out of the formal system with literacy and relevant vocational training programs, at the same time halting quantitative expansion of the formal school system until a minimum level of quality is achieved.

Key Problems

Before proceeding directly from this background to the development of a proposed strategy for USAID assistance to the EHRD sector, it will be helpful to list some of the relevant, key problems existing in this sector, for these certainly must be kept in mind in designing a workable strategy. Included are the following:

1. The background developed above is limited to MOE plans on the GOL side, and indeed attention is usually focused on the Ministry of Education when dealing with the EHR sector. But there are other ministries and agencies involved deeply in the development of manpower - in the provision of learning opportunities of many kinds and at many levels. The range and diversity of the multi-sector/multi-agency involvement

is illustrated in Charts I and II which present schematically the inter-agency involvement in vocational training and integrated rural development respectively. Not only does one need to look at the plans of these other agencies to shape a picture of the total EHRD effort, but one has to be concerned also about problems of coordination of efforts. The National Council for Vocational and Technical Education and Training which has been established recently by GOL and which will have World Bank support promises the necessary coordination of vocational and technical training. But coordination of other EHRD activities within the GOL remains a problem. There has been some talk of broadening the scope of the Council described above to include all EHRD activities.* but there is as yet no action along this line. It is not certain how the World Bank would view such a step, since the consideration of substantial assistance with vocational/technical education by that agency is tied to a strong coordinative role by the Council in this specific area, and broadening the functions might slow the commendable momentum along the lines of the present charter (Executive Order). Considering the diversity and scatteration of EHRD activities within GOL, this is a real possibility. It is likely that it

*It appears to be the understanding in AID/W that Minister Neal promised during the recent visit to the U.S. of high level GOL officials to explore the possibilities of so expanding the work and functions of the Council.

will take some time to achieve the needed coordination within GOL, leaving USAID with the options of indeterminate delay in starting EHRD action (if GOL coordination plans are demanded as a condition precedent), or starting now at points where a supportive environment is provided, while encouraging and supporting efforts to achieve coordination.

2. Coordination of donor efforts also figures in developing a sensible strategy. IDA, FAO, UNICEF, CARE, EEC, ADB, UNDP and the Peace Corps, for example, are providing assistance in the EHRD sector. Fortunately, at the initiative of UNDP, mechanisms are being formed for coordination of donor efforts. Two meetings on Inter-Agency Coordination and Cooperation in Liberia have been held, the last one in mid-October, with some 16 agencies and/or governments participating.** A compendium of present and planned projects broken down by sector is being prepared and the next meeting will be in sub-groups by sector. USAID is optimistic about future coordination of donor efforts, at least so far as sharing of plans and avoiding duplication are concerned.

** Appendix A gives a complete breakdown of donor assistance in the EHRD sector, based on info obtained from these meetings.

3. With the exception of plans to study the feasibility of radio education (financed by World Bank), there is a lack of vital and dynamic experimentation in any of the proposed MOE programs so that one is not sure just where such efforts could be successfully launched. There is a pervasive, conservative outlook among key MOE offices and officers, and complete lack of "systems approach" thinking and planning. With the available data on costs, enrollments, population projections and available resources for education indicating clearly that national development goals can never be met through linear expansion of the existing, traditional system, new approaches must be found and experimentation with innovative solutions must be started. And the first step must be creating interest in experimenting and innovating.
4. Accompanying the conservative atmosphere found in the Ministry of Education is a dearth of planning, administrative and management capability. This is true also of many of the other ministries and agencies involved in the EHRD sector. So many past projects have failed because of loose planning, poor implementation, and lack of follow-through. In fact, hard questions need to be asked about the wisdom of large-scale, external assistance efforts until capability to manage it effectively and impactfully is developed. Certainly, attention must be given to this deficiency in planning any assistance strategy and projects must

be designed so as not to depend entirely on GOL capability to manage them effectively. At the same time, projects can be implemented in a "style" that will make an impact on this deficiency, and it is probably wise in the long run to avoid activities which are operated entirely by the donor or by the expert provided by the donor.

5. At the present time there is inadequate interaction between USAID and the Ministry of Education. There is no EHR officer at the post and the USAID person who tries to implement some measure of liaison with the Ministry (Miss Tumavick) is busy with other duties and is sensitive to her lack of professional education background. USAID is looked upon by MOE as an agency with something to sell rather than a colleague and collaborator working toward mutually desired goals. And the fact is that USAID strategy will have to be "sold" under present circumstances, even though designed to respond to GOL requests. Present circumstances can and must be altered by the recruitment of an EHR officer who will spend a great deal of his/her time at the Ministry developing the collaborative relationships now lacking and implanting new ideas.
6. The existence in the rural areas of modern (kwii)/traditional orders of reality (see Append. A of the HIRD Report) has considerable bearing on achievement of EHRD goals, particularly the goal of improving quality of life. Because of this deep-rooted cultural phenomenon the young who are exposed to formal

schooling cannot stay in the village without embarrassment to themselves and their parents. The usual result is migration of the uprooted youngster to the city to join the ranks of the unemployed. Not only does his "rural oriented" schooling then become irrelevant; his quality of life may be altered in the wrong direction. This, then, becomes another constraint in working through the formal school system to achieve basic developmental goals.

A Workable USAID Strategy

The commonality of AID and GOL high level goals for development in Liberia, the NDE Plan and the HIRD Report with their similarities and differences, the knowledge USAID now has concerning other donor EHRD plans, and the identification of key problems which can affect EHRD expectations combine to provide USAID with at least four options for EHRD assistance strategy in Liberia:

1. Deficiencies and needs in the existing formal school system have been clearly and repeatedly identified. By working through the formal system to make schooling more relevant to the needs of the majority of students (those who will not go on to higher levels of learning, largely located in rural areas), some movement can be effected toward the goals of involvement of the entire population in the development process and more equitable distribution of the benefits of economic growth. Although there is a considerable amount of external assistance directed toward the remedying of formal system deficiencies,

there are as yet neglected points where impact could be made. And it is assistance with the formal system which GOL is seeking. So one possible strategy would be to focus on improvement and expansion of the existing formal school system, recognizing that it now reaches less than half of the school age population, but hoping that there will be some trickle down to the neglected segment.

2. A second possible strategy would be to focus support at this time solely on the one deficiency which appears to have depressed the impact of assistance efforts in the past; namely, the lack of planning, administrative, and implementing capability found throughout the EHRD sector, and particularly in the Ministry of Education. The rationale for this strategy would be simply that a substantial portion of any kind of assistance effort at any other point (other than the improvement of this deficiency) is likely to be wasted until the capacity of concerned GOL agencies to effectively absorb and benefit from assistance is developed. One can find many examples of abandoned and/or neglected projects following termination of assistance to support this rationale.
3. A third option would be to make the primary thrust of USAID EHRD assistance a research and development effort directed toward new solutions and alternative approaches. It has been

pointed out that reliance on the traditional system of education to achieve major development goals is a futile undertaking and that new approaches must and inevitably will be found. This provides a persuasive rationale for this option which would have long-range but excitingly impactful goals. One can add further argument that GOL is receiving or will receive quite substantial assistance from other donors to support their plans for improving and expanding the existing system. For the long-range, it is quite possible that alternative systems might make it possible to reach the universal school age population with "formal" learning opportunities at costs which are within the limits of available resources. In short, this is an attractive option.

4. A fourth option would be to concentrate USAID efforts primarily upon the segments of Liberian society receiving no benefits from the formal school system, and whose learning needs and requirements are not met at the present time by other agencies or programs. Such phrased goals as "total involvement in the development process" and "equitable distribution of the benefits of development" become empty rhetoric when programs are planned and actions are taken which ignore these target groups. Certainly, working primarily with the formal school system as the mechanism for achieving these goals is self-defeating and in the long-run benefits no more

than half of the oncoming generation. This does not sound like either total involvement or equal opportunity. And at age levels beyond those described as "school age" there are large numbers of adults now outside the development stream who need to be reached. These are persuasive arguments for this option when one considers the development priorities set by AID and the development policies declared at the highest level of GOL.

There are, of course, other options, including that of just doing nothing - a choice which one might justify by review of past failures and assessment of readiness for and capability to manage external assistance. But the latter course is not reasonable politically (commitments have been made). Nor does it reflect favorably on the imagination or the capability of the donor in devising development strategies. The more realistic options are the ones which have been listed.

Working Through the Formal School System

Neglect of the target groups described in AID development priorities, which would result from working primarily through the formal educational system, appears to persuade rejection of the first described option without any more discussion. However, before removing this option from further consideration there are some relevant facts which should be mentioned. For better or for worse, the formal school system exists and will undoubtedly remain as a social institution for implementing education and human resource development. Its capability to make a significant contribution will need constant sharpening and only the more radical

educational reformers would say that it should be either exterminated or completely ignored. Every nation needs leaders, professionals, technical experts and high level manpower of other sorts. It is the formal school system that will produce these societal requirements. Yes, even the leadership and expertise needed to plan and implement non-formal programs and other ways of reaching those who do not benefit from the formal system will undoubtedly be products of the formal system. And the formal system is reaching almost half of the school age group. Taking these facts into account probably makes unwise an EHRD strategy which ignores or neglects completely the formal system and its needs and deficiencies.

Increasing Administrative Capability

Focusing on the development of recipient capability to plan and manage assistance before undertaking major assistance is an attractive option. Certainly in the fields of business, commerce and industry no investments would be made until capability to manage the investment is assured. But this is a long-range undertaking, and in the EHRD sector this option is challenged by the haunting question, "How long can Liberia afford to wait to redress social imbalances and to create grassroots participation in development?" Further, there is the possibility that if projects are designed and implemented so as to make an impact on this deficiency while achieving other objectives, progress can be made on several fronts. To add to the arguments for rejecting this option, the World Bank plans in its second education project a fairly substantial program of improvement of administrative structures and services in the Ministry of

Education, plus assistance to the establishment and operation of the new Council for Vocational and Technical Education and Training. From the viewpoint of donor coordination ordinarily it would not be wise for two major donors to focus on the same deficiency.

Focusing on Research and Development

As exciting and hopeful as this option may be, the same question that dissuades pursuit of the second option must be asked. The development of new approaches is a long-range undertaking, and winning their acceptance for actual implementation carries one even further into the future. There simply must be short-range impact components in any EHRD strategy which is responsive to present circumstances in Liberia, and an option which focuses on long-range goals at the expense of more immediate redressing of social and economic imbalances probably would become a target of attack mounting social pressures for change occur, as they almost inevitably will. This is not to argue against research and experimentation. On the contrary, it is proposed that an EHRD strategy which omits such a component is both short-sighted and inadequate. But in the Liberian situation, probably it should not be the principal focus.

Focusing on the Neglected

By now it will have become evident that the choice of options is the fourth course of action; namely, focusing EHRD attention on those segments of the society now outside the mainstream of development processes and benefits. The arguments for this strategy have been developed as a by-product

of the rationale presented for rejecting the first three options. But keep in mind, we are talking now about primary focus and principal thrust, so far as strategy is concerned. The overall strategy to be proposed has a definite experimental component, includes substantial elements of work with the formal school system, will also impact the deficiency addressed in option two. The choice is option four, and the proposed strategy should not be described as a combination of the four options, even though it is not an exclusive approach. It is proposed to design projects to implement this strategy which will make it possible eventually for the formal schools to reach more people; and, on the other hand, introduce new approaches, methods, and materials for reaching the out-of-school groups which have potential for improving the efficiency of learning and instruction in the formal schools. And this will represent new approaches and will be implemented through research and development. But the focus is on reaching the groups now outside the mainstream of development. This will become clearer as the proposed strategy and supporting projects are described.

PROPOSED EHRD STRATEGY

Strategy Goals

Directed toward the basic development objective set for all sectors; namely, improved quality of life of the very poor; the EHRD strategy will have two important goals:

1. The provision of adequate, relevant and effective learning opportunities for all who want to learn at a cost commensurate with available resources; and

2. The existence of an adequate body of trained manpower with relevant knowledge and skills to support the nation's economic and social development.

Target Groups:

The primary target groups in pursuit of these goals are (1) the rural poor and (2) the urban unemployed and low income groups. In particular, the provision of learning and training opportunities for those outside the formal school system will be sought. This means emphasis on basic education and non-formal education.

Broad Components of Strategy

1. Develop activities and design projects that will (a) benefit those not reached by the formal school system and (b) generate thinking and action within the formal system directed toward the development of new approaches.
2. Focus attention particularly on non-formal education (NFE) - delivery systems, materials and methods for providing learning opportunities outside the formal school system; design the development of these non-formal modes so that both the process and, so far as possible, the products will offer attractive options for improving the efficiency of the formal system. Coordinate and integrate USAID NFE support and encourage such coordination within GOL.
3. Provide only limited response to GOL requests for help with the formal system, designed so as to work toward AID development priorities and GOL high level development goals as much as

possible. Focus on improving efficiency of instruction and learning and on increasing capability to train middle-level and lower-level skilled workers. Effective interaction between formal and non-formal support activities to achieve maximum interchangeability of learning system components (e.g., formal school methods and materials and non-formal methods and materials).

4. Catalyze more imaginative and more systemized approaches to problem solving within the MOE and establish relationships with key MOE officers which will foster trustful collaboration in planning and in project implementation. Consistent and persistent efforts at all points of contact and operation to upgrade administrative skills. (Much of the success of this dimension of proposed strategy will depend on the capability of AID to recruit and able, dedicated, patient and human EHR officer.)

EHRD Projects

To implement the strategy outlined above, it is proposed that USAID undertake three projects in the EHRD sector as follows:

1. Vocational Training

This project will be addressed to the goal of building an adequate body of trained manpower to meet development needs.

The project will have three sub-activities:

- (a) improvement of the Booker Washington Institute (BWI);
- (b) apprentice training; and
- (c) training of agricultural workers; thereby combining the separate FIDs which have been developed for these

three activities. The BWI sub-project will be under the Ministry of Education with the aim of developing BWI into a quality vocational high school. Apprenticeship training will be under the Ministry of Labor, coordinated with World Bank assistance in this area; and the training of agricultural workers will be through the MOA and will include a FVO activity operated at Cuttington College under the auspices of the Protestant Episcopal church. The new Council for Vocational and Technical Education and Training will be the coordinating mechanism for this project.

2. Improving the Efficiency of Learning and Instruction

This project will be USAID's response to the GOL request for assistance with teacher training. However, rather than simply lending support to the inadequate (per HIID) plans of MOE for upgrading teachers and to the establishment of the new 2-year training program at KRTEL, the project will be designed so as to effect more immediate impact on improvement of instructional and learning efficiency. The primary strategy will be to experiment with programmed teaching and programmed learning, the former to improve teacher performance in the classroom while she/he is at the same time learning to be a better teacher; the latter (programmed learning) to improve the efficiency of learning on the part of the individual pupil. These activities are related to (a) HIID's proposal to increase the production and availability of teacher assistance materials in a form simple and clear enough

for the unqualified and underqualified teachers to make use of them (page IV-13 HIID Report), and to (b) MOE and HIID agreement that steps must be taken to get learning materials in the hands of every learner. Programmed teaching is a technology which can provide the simple and clear teacher guides advocated by Harvard. Programmed instruction (modularized, self-instructional learning materials) is a technology which short-cuts time and costs in preparation and production of learning materials (traditional textbooks), and experience in other situations shows that such materials increase learning efficiency and enable the teacher to manage the learning of larger numbers of learners. It is proposed that these are timely and appropriate activities for initiating experimentation with new approaches, and preliminary discussions with key MOE officers indicate willingness to support such experimentation.

Incorporated in this project will be some assistance to KRPTI, where the project would be sited,* in establishing the new 2-year pre-service training program, plus modest assistance to the in-service training instrumentalities planned by MOE - the extension centers and the mobile training teams. These are necessary concessions for more meaningful entry with experimentation.

* Preliminary discussions with KRPTI administrative and professional staff indicate strong interest in the proposed experimentation.

There will be a major materials preparation component to support the experimental work with programmed teaching and programmed learning, and the capability developed in this activity will be transferable to the non-formal education project requirements suggested below. It would be hoped that this project will demonstrate the potential of alternative (non-traditional) systems for learning.

3. Learning Delivery Systems (Non-Formal Education)

This project is proposed as an amplified version of the PID entitled "Human Resources Improvement for Rural Areas." It will be directed toward the development of systems and supporting materials for reaching those who want to learn but are outside the formal school system (including both adults and out-of-school young). It will be a major instrumentality for achieving the first stated EHRD sector goal, and will include basic education; knowledge transfer and behavior change components of health, agriculture, nutrition, family planning, and other community development programs; and simple vocational and crafts training. Radio and correspondence courses and a means of furthering professional and vocational preparation, and other uses of radio for info transfer will be included as experimental components. Programmed teaching and tutoring and programmed learning approaches will be employed and materials preparation activities will be coordinated with this aspect of the preceding project. The program will not be limited to the rural areas, but in the rural setting where it will have its major thrust, it is

hypothetical that implementation of learning through NFE (outside the formal school) would by-pass the Kwei/traditional orders of reality and thereby avoid the uprooting nature of formal education. Attention should be given in this project to appropriate programs for out-of-school youth, patterned perhaps along the lines of the excellent youth program administered by the Chinese in Taiwan (this in lieu of centers for wayward youth as proposed by HUID). An ounce of prevention is worth a pound of cure. Also this project could include activities such as the one suggested by HUID for developing entrepreneurial skills. This project could also be sited at KRPEI (to effect close coordination with the preceding project), but one of the project purposes may be the development of an appropriate "home" for planning, supporting and monitoring NFE programs, in which case it probably should be located initially in a Ministry which will provide a supportive environment, such as MIG or ACD. Because of the low priority given non-formal education by MDE it probably would be best to start elsewhere.

This will not be an easy project to develop, but that must not deter action along these lines. A start has to be made somehow, somewhere. Requiring a rigid project design or even the usual firmness of PRP and PP format and substance will work against possible success. Much of the project design will of necessity evolve as action proceeds and there must be a large element of flexibility, with tolerance of trial and error approaches at the outset. A start can be made with specific needs now at hand - info transfer in non-EHRD sectors, and with basic

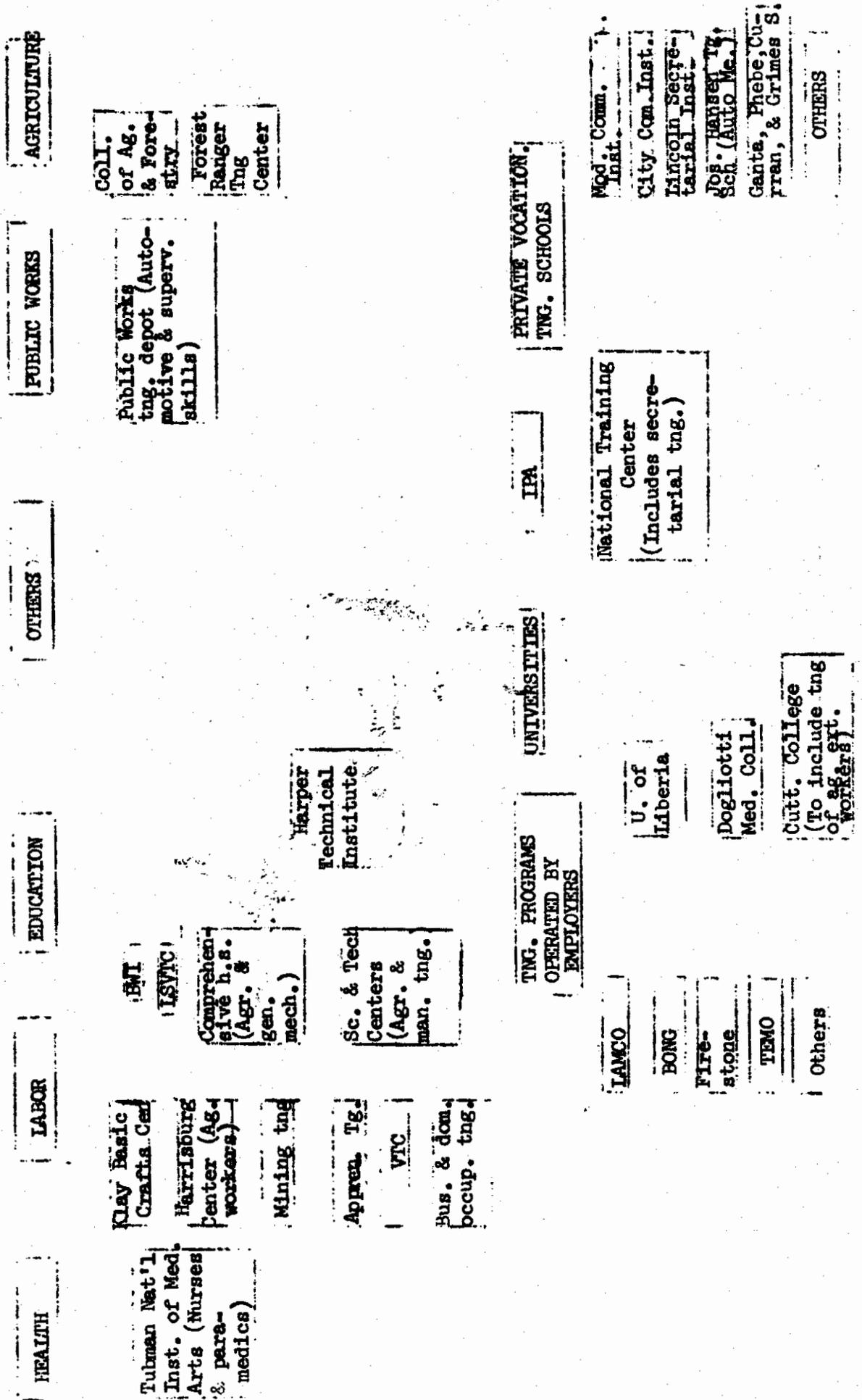
education. A contractor experienced in developing learning systems, and with overseas experience is needed for this project.

Proposed Steps for Getting the Show on the Road

1. Intensify efforts to recruit a qualified EHR officer.
2. Prepare and submit program design documentation by the end of November.
3. Construct and fund an observational tour for a very select group of key educators from Liberia to provide some direct exposure to experiments such as Projects IMPACT and ISOS in SE Asia, Radio Sutatenza in Columbia, selected experiments in Africa, etc.
4. Discuss project plans thoroughly and openly, after interacting with GOL, with IBRD, EEC, Peace Corps, etc.

CHART I

INCREASED EMPLOYMENT OPPORTUNITY



APPENDIX A
 Projected Donor Assistance
 Education/Human Resources Sector

<u>Donor Agency</u>	<u>GOL Unit</u>	<u>Dates</u>	<u>Project Description</u>	<u>Amount</u>
TBRD	Ministry of Education	1976-79	(A) Community Schools Project	Total \$4 million (loan)
			1. Construction 100 primary school modular units (Lofa, Bong, Cape Mount, Montserrado, Grand Bassa, Nimba)	
			2. ZRTHI improvement: Construction: 70-place hostel, 3 staff houses, ag workshop TA: 120 m/m Fellowships: 144 m/m in teacher training	
			3. Adult Education supervisory system TA: 2 m/y Fellowships: 10 m/y	
			(B) MOE Central Administration improvement	
			1. Administrative reform TA: 4 m/y through IPA	
			2. Curriculum development TA: 7 m/y Fellowships: 7 m/y	
			3. Testing & measurement TA: 2 m/y Fellowships: 3 m/y	
			4. Educational Publication Equipment and Supplies TA: 6 m/y Fellowships: 6 m/y	
			5. Planning & Research TA: 2 1/2 m/y Fellowships: 5 m/y	

(C) Future Project Development

- 1. Vocational Training Center design and architectural drawings
TA: 18 m/m
- 2. Forest Ranger Training design and architectural drawings
Fellowships: 4 m/y

_____ Total \$6.0 million
(loan)

(A) Vocational Education

Begins
1977

- 1. Construction of Vocational Training Center (Monrovia)
TA: _____
Fellowships _____
- 2. Strengthen Vocational Training Unit
Equipment _____
Fellowships _____
- 3. Strengthen Manpower Planning Unit
Equipment _____
Fellowships _____

Ministry of
Education

(B) Improve Secondary Science - Technology Teaching

- 1. Construct 4 centers for science and technology
TA: _____
Fellowships _____
- 2. Strengthen Central MOE Administration
(Secondary Ed. Division, Science Education Division,
Technical Education Division)

Netherlands Ministry of Health 1976-78 Maryland County Village Health Project \$770,000 (grant)

15 Non-governmental Agencies Ministry of Education Annual Operation of elementary and secondary schools and institution of higher learning Est. \$3 million

U. S. Peace Corps Various: Arrival: October, 1976 mid-level PDVs Health Educators 20 Volunteers: By October 1977 total program of 250 to 300 Est. \$8,000/20V

Education December 1976 Secondary Teachers 70 University of Liberia 5 Teacher Training 26

Local Government April, 1977 Crafts Instructor 1 Vocational Education 2

Agriculture July, 1977 Home Ec. Extension 2 Rural Youth 1

Health July, 1977 Health Educators 15

NOTE: Following estimates based on 1976 contributions unless otherwise indicated.

<u>Donor Agency</u>	<u>GOL Unit</u>	<u>Dates</u>	<u>FELLOWSHIPS</u>	<u>Technical Assistance</u>	<u>Amount</u>
Germany	University of Liberia	Annual	-	Lecturers in Geography, Geology, German Language	\$ 31,000
U. K.	Ministry of Public Works	1976-79	-	2 advisors for Lofa County Feeder roads (training function)	?
	University of Liberia	Annual	-	Lecturers & Profession	51,000
Italy	Various Ministries	Annual	20 to 25 Fellowships in rural development areas		80,000
	Various Ministries	Annual	Medicine, export promotion, agriculture, banking, etc.		35,000
France	Ministry of Education	Annual (1977)	Various	2 Professors, 2 Associate Professors, 2 visiting Professors	72,000
Netherlands	University of Liberia	Annual	-	6 French teachers at University, secondary schools, and teacher training	200,000
	Various Ministries	Annual	18 Fellowships in agriculture & public administration	4 Senior Lecturers in economic and business	?

NOTE: Following estimates based on 1976 contributions unless otherwise indicated.

<u>Donor Agency</u>	<u>GOL Unit</u>	<u>Dates</u>	<u>Fellowships</u>	<u>Technical Assistance</u>	<u>Amount</u>
Russia and Romania	Various Ministries	1976-1981	45 fellowships in various fields	-	?
WHO	College of Medicine	Annual	-	2 Professors in Anatomy and Pharmacology	?